

Mid-term Independent project evaluation of the

**Establishment of real-time operational
communication between selected airports in
Africa, Latin America and the Caribbean –
Airport Communication Project (AIRCOP)**

(Final Evaluation of Project Phases AIRCOP I-II-III)

XAW/U72

Brazil, Cabo Verde, Côte d'Ivoire, Gambia, Ghana, Mali, Nigeria,
Togo, Senegal, Mozambique, Niger, Peru, El Salvador,
Cameroun, Argentina, Barbados, Benin, Morocco, Colombia,
Dominican Republic, Ethiopia, Guinea Bissau, Jamaica, Kenya,
Panama, and South Africa

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This evaluation report was prepared by an evaluation team consisting of : Emmanuelle Diehl - Team Leader; Michel Amiot - Law enforcement expert in Africa; and Sergio Uribe- Law enforcement expert in Latin America. The Independent Evaluation Unit (IEU) of the United Nations Office on Drugs and Crime (UNODC) provides normative tools, guidelines and templates to be used in the evaluation process of projects. Please find the respective tools on the IEU web site: <http://www.unodc.org/unodc/en/evaluation/evaluation.html>

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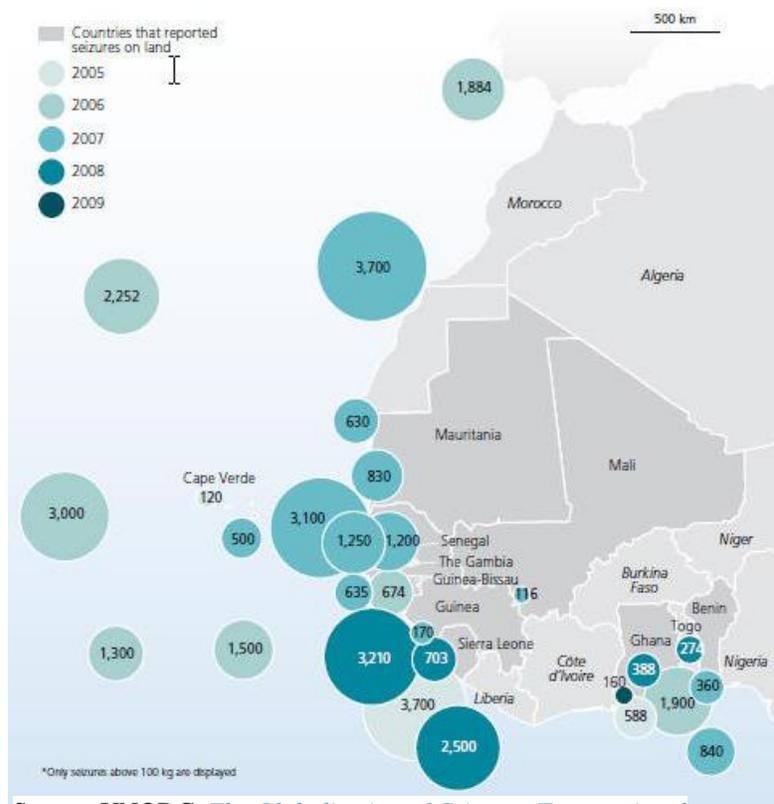
AIRCOP	Airport Communication Project
APC	Agencia Presidencial de Cooperación, Colombia
CCP	Container Control Programme
CLP	Core Learning Partners
COCAIR	WCO-led operations targeting cocaine trafficking from Latin America towards Europe via Africa, funded by AIRCOP
CORMS	Cocaine Route Monitoring and Support Project
CRP	Cocaine Route Programme
EU	European Union
ECOWAS	Economic Community of West African States
FOLOSA	INTERPOL-led operation targeting drug trafficking from Latin America to Europe via Africa funded by AIRCOP
IcsP	Instrument contributing to Stability and Peace
IEU	Independent Evaluation Unit
IfS	Instrument for Stability
JAITFs	Joint Airport Interdiction Task Forces
LAC	Latin American and the Caribbean
LE	Law Enforcement
LO	Local Officers
MoU	Memorandum of Understanding
MS	Member States
ROPAN	Regional Office for Central America and the Caribbean in Panama
ROSEN	Regional Office for West and Central Africa
TOC	Transnational Organized Crime
UNODC	United Nations Office on Drugs and Crimes
UNOWA	United Nations Office for West Africa
UNTOC	United Nations Convention against Transnational Organized Crime
WA	West Africa
WCO	World Customs Organization

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EXECUTIVE SUMMARY

This is an independent evaluation of Project XAWU72 – AIRCOP I-II-III, which is focused on the ‘establishment of real-time operational communication between selected airports in Africa, Latin America and the Caribbean’. The AIRCOP Communication Project is a multi-agency Map-Major cocaine seizures (in kg), West Africa, 2005-2009 and Japan, based on cooperation (WCO).



Source: UNODC, *The Globalization of Crime: a Transnational Organized Crime Threat Assessment*, 2010

This project was designed to respond to the serious security threat posed by drug trafficking in the region of West Africa and the increasing volumes of cocaine trafficking as seen on the 'Map Cocaine Seizures' on the left. The assessment dates back to October 2008, when the Economic Community of West African States (ECOWAS), supported by UNODC and the United Nations Office for West Africa (UNOWA), and in partnership with the European Union, held a Ministerial Conference in Praia, Cape Verde that led to a Political Declaration and Regional Action Plan¹.

The Praia Declarations reflect a strong political commitment and establish the basis for a detailed cooperation framework to combat drug trafficking and organized crime in West Africa. UNODC was entrusted with leading the process of translating the Political Declaration and Regional Action Plan into concrete programmes to be carried out by ECOWAS Member States in partnership with UNOWA, the Department of Peacekeeping Operations (DPKO), the International Criminal Police Organization (INTERPOL), and the European Union.

UNODC uses its comparative advantage to ensure a cross-border and integrated approach in the fight against illicit drug trafficking and organized crime, including the global threat posed by the

¹ This conference was subsequently endorsed by the Heads of State and Government of ECOWAS in Abuja on 19 December 2008.

transatlantic trafficking route. Recognizing the difficulty of managing vast borders, UNODC has set the objective to promote proactive policing by developing an intelligence-based approach to law enforcement and to improve inter-agency coordination with a view to disrupt the activities of organized crime groups behind drug trafficking. Since the declaration, several initiatives² were implemented – South-South Cooperation, the West Africa Coast Initiative, the Transatlantic Cooperation to tackle trafficking routes, AIRCOP and the Container Control Programme.

Hence, within the framework of UNODC’s mandate as custodian of the three UN Drug Control Conventions of 1961, 1971 and 1988, and in response to the new strategic plan (the Praia Declarations) for West Africa and anti-drug trafficking, the AIRCOP project’s objective is to strengthen Member States’ cooperation and to support their national agencies to counter the world drug problem and drug-related criminal activities, as urged by the Commission on Narcotic Drugs in resolution 56/16 of 2013. Moreover, AIRCOP is part of the European Union Cocaine Route Programme (CRP) whose main objective is to fight transnational organized crime along the main cocaine trafficking route by promoting south-south, regional and trans-regional cooperation. As a result, one of the key outputs of the project was the creation of JAITFs (Joint Airport Interdiction Task Forces) and to strengthen their capacity to detect and seize illicit drugs in both origin and transit countries, with the overall objective of disrupting illegal criminal networks.

AIRCOP is managed by the UNODC Regional Office for West Africa in Senegal (ROSEN) and the Regional Office for Latin America and the Caribbean in Panama (ROPAN). AIRCOP I-II-III have received their main pledges from the European Union, and some co-funding from Canada, Norway, Japan, and more recently from the United States of America³. The AIRCOP project’ management team develops strategic relations with key stakeholders in each country in order to sign a Memorandum of Understanding (MoU) that stipulates both parties’ (UNODC and the Member States) responsibilities and commitments for the establishment and full functioning of the JAITFs.

The first project-phase - AIRCOP I - started in January 2010 for an initial period of three years⁴ in 8 West African countries⁵. A second phase - AIRCOP II - ran from January 2011 until June 2016; it extended the network to another set of countries in Latin America, West, Central, East and North Africa⁶. Finally, AIRCOP III sought to further extend the network to more countries⁷ between December 2013 and December 2016. These three phases have received a total approved budget of US\$ 9,074,080 from the European Union (EU), Norway, Canada, Japan and the United States. The last project phase will finish in December 2016; hence according to the project management guidelines and according to donor’s requirements, UNODC has contracted a team of independent evaluators to carry out the mid-term independent evaluation of Project AIRCOP under the guidance of UNODC’s Independent Evaluation Unit (IEU). The evaluation’s main objective was to assess preliminary achieved or unachieved results between January 2011 and June 2016 and assess the project’s relevance, efficiency, effectiveness, impact, sustainability⁸, the

² <https://www.unodc.org/unodc/en/drug-trafficking/west-and-central-africa.html>

³ The US recently pledged funding to AIRCOP for Guinea Bissau but it falls out of the evaluation timing and will not be considered in depth in this report.

⁴ AIRCOP 1 from January 2010 to June 2014

⁵ Cabo Verde, Côte d’Ivoire, Gambia, Ghana, Mali, Nigeria, Togo and Senegal

⁶ Argentina, Barbados, Benin, Cameroun, Colombia, Dominican Republic, Ethiopia, Guinea Bissau, Jamaica, Kenya, Panama, and South Africa

⁷ Mozambique, Niger, Peru, El Salvador, and Morocco.

⁸ These are the Development Assistance Committee (DAC) criteria and further specificities according to UNODC evaluation guidelines.

mainstreaming of gender and human rights⁹ issues as well as its ability to foster partnerships and cooperation with key stakeholders in identified countries. The evaluation team issued a series of recommendations that should support the formulation of AIRCOP IV, which is meant to start in 2017.

IEU managed the evaluation process, and the evaluation team coordinated closely with the project management team, who guided and facilitated the review and engagement process in key geographic areas¹⁰ for interviews and field missions for effective data collection and triangulation. Any document, map or chart that has been relevant to support or illustrate the findings of this evaluation has been included within the core of the report. The draft evaluation report was reviewed by the project management team for factual errors, and the IEU for methodology compliance. Moreover, the final draft report was sent to Core Learning Partners for comments on factual errors. The final report will be distributed to the project management team, the donors and the beneficiary countries and will be published by IEU on the UNODC website¹¹.

Main findings, conclusions and recommendations

Relevance

The desk research, interviews and field missions showed that UNODC is best placed amongst UN agencies to support the implementation of the AIRCOP project due to its technical, legal and law enforcement expertise, its neutral positioning and its access to relevant partners to implement the project. In addition, the objective of the project is inscribed within the larger framework of the Cocaine Route Programme- financed by the EU- and the UNODC's strategy set forth in the United Nations Convention against Transnational Organised Crime (UNTOC)¹². The evaluation also concluded that AIRCOP is aligned with the EU Drugs Strategy 2013-2020 and the EU Action Plan on Drugs 2013-2016, as well as the European Pact to Combat International Drug Trafficking – Disrupting Cocaine and Heroin Routes.

This project was found to be highly relevant to the EU, local country beneficiaries, Core Learning Partners and UNODC as the implementing agency. Besides being embedded and aligned with the Instrument contributing to Stability and Peace (EU), UNODC UNTOC¹³ and regional programmes' pillars on organized crime, drug trafficking is one of the key financial resources for

⁹ These are the Development Assistance Committee (DAC) criteria and further specificities according to UNODC evaluation guidelines.

¹⁰ The evaluation team carried out field missions in Senegal, Côte d'Ivoire, Togo, Panama and Dominican Republic, complemented by phone interviews with relevant Core Learning Partners (CLPs), beneficiaries and project management team in different Field offices (ROSEN, ROPAN, and HQ).

¹¹ The final report will be available here: <http://www.unodc.org/unodc/en/evaluation/independent-project-evaluations.html>

¹² Thematic Programme on Action against Transnational Organized Crime and Illicit Trafficking (2011-2013), Sub-Programme 2: Regional and National Capacity Building and Technical Assistance - Outcome 2.2: Strengthening national and regional capacity and international cooperation for law enforcement, criminal intelligence, border control and criminal investigation in order to more effectively assess, identify, collect evidence and ultimately control criminal activity the flows of illicit goods and services

¹³ The IcsP was created by the EU in March 2014 its function and objectives can be found in http://ec.europa.eu/dgs/fpi/documents/140311_icsp_reg_230_2014_en.pdf. In December 2000, The United Nations Convention against Transnational Organized Crime was approved it defines activities and procedures to be followed by MS. Additionally under the guidance of UNODC regionally strategies have been designed to counter specific threats such is the case of the CARICOM Crime and security Strategy.

organized criminal networks all around the world¹⁴, including terrorist organizations that are high on every Member States' agendas.

The evaluation findings highlight that the creation of the initial JAITFs was delayed because countries in West Africa had not yet fully realized the destabilizing factor that drug trafficking represented for their country and region. However, with increasing local drug demand and proliferating organized crime in some of these beneficiary countries, AIRCOP became relevant and timely in order to better cooperate and address organized crime together as a network of countries rather than individual nations. As mentioned across the reports cited above, such a fight cannot be fought alone; by joining forces do countries have a chance to curb trans-national organized criminal activities such as drug trafficking.

Effectiveness and Efficiency

Within that collaborative and cooperative mind-set, the AIRCOP project has managed to foster inter-agencies synergies and train the JAITFs on standard operating procedures in most beneficiary countries. However, the evaluation exposes the need to further consolidate older JAITFs, especially in West Africa, and continue investing in new ones such as in the Caribbean and East Africa to expand the AIRCOP intelligence and communication instruments. The project management team has diligently implemented on the project document logframe and most outputs and sought results have been achieved and effectively implemented despite some contextual challenges. Those challenges such as internal political changes, regional instability, internal inter- law enforcement agencies mandate disputes, caused delays in the creation of the JAITFs in some beneficiary countries (especially in the Caribbean countries and Latin America).

Real time communication amongst JAITFs remains to be achieved (through outputs 2.4 of the logframe), although communication tools (CENcomm and I24-7) and the trainings have been delivered. Some contextual factors, especially in Western African countries are at the root of this partially achieved result. For instance, internet connectivity was often lacking in most African countries due to a lack of budget allocation from the local authorities despite the MOU provisions; or the equipment needed repairs the costs of which could not be borne by the JAITFs teams.

Further investments are needed to ensure that communication tools can be maintained, or in some countries, simply used; proper and constant connection to the internet and regular maintenance of the equipment would allow for a most effective use of CENcomm and I24-7. Although trainings were delivered to most JAITFs teams, issues of connectivity and lack of equipment were recurrent challenges especially in West Africa, where governments lack the financial solvency to factor JAITFs costs into their annual budgets.

With regards to funds disbursement and management, the evaluation team concluded that budgets were managed well; reports were delivered on time and the cost-allocation was fairly well distributed across all activities. Most of AIRCOP's budget goes to training activities and joint operations. Such activities have been cost-shared by bilateral partners with the same interest in combating drug trafficking and TOC more generally. However, budgets for equipment could be slightly increased to support struggling JAITFs with internet connectivity and lack of equipment.

¹⁴ See the 2011 UNODC Research Report Estimating Illicit Financial Flows Resulting from Drug Trafficking and other Transnational Organized Crime.

Such an increase could boost these JAITFs' confidence to deliver and could encourage governments to allocate proper budgets for maintaining and operationalizing the JAITFs.

Partnerships and Cooperation

Cooperation and exchange of information represents the core concept of this project. The evaluation findings concluded that the Aircop project management team dedicates efforts and time in fostering and maintaining relationships with the right national stakeholders in each beneficiary or associated country. One of the most difficult challenges encountered by the project management team across regions has been to engage with the right governmental stakeholders, negotiate the terms of the Memoranda of Understanding (MoU) and obtain a genuine political will and commitment to comply with their part of the project responsibilities. Six years after the project's inception and proof of concept and despite a slow start, Aircop has now achieved fairly visible and tangible results through 17 JAITFs out of the 21 to be created across Africa, the Caribbean and Latin America. In addition, an effective bi-lateral cooperation¹⁵ was observed especially amongst UNODC offices in ROPAN and ROSEN to obtain trainers pro-bono and organize joint-operations from EU countries. However, the evaluation concluded that closer synergies and cooperation amongst Cocaine Route Programme (CRP) sub-programmes as well as internal programmes of UNODC, such as the Container Control Programme (CCP), should be proffered to maximize resources, through cost-sharing, but foremost unite different efforts in the fight against organized crime. Finally, the building of informal networks and connections amongst directors of JAITFs, and between JAITFs' staff members and other international agencies in country, is one of the unexpected results that proved to be critical to operationalize real time communication amongst JAITFs. Further efforts are needed to institutionalize these intra-JAITFs' connections to build a strong network and systemized communication habits amongst them.

The project provides connection to law enforcement databases and communication networks (CENcomm and I-24/7) in order to enable the transmission in real time to other international airports of operational information aimed at intercepting transportation or shipment of drugs or other illicit goods. Additionally, the project seeks to promote intelligence and information sharing between services at the national and international level, in addition to promoting a more generalized intelligence-led approach to countering drug trafficking in beneficiary countries.

Impact

According to the evaluation findings, the project has contributed significantly to fostering trust among JAITFs law enforcement officers, and between their respective agencies of origin in many countries. In particular, in countries where political, ethnic, religious or armed conflict strife have existed or continue to be present, the task of creating mixed units is difficult – but it has also proven to be successful, since several JAITF units in Africa, the Caribbean and Latin America have referred to harmonious working relationships among themselves and have managed to enforce the JAITFs code of conduct and obtain results. The evaluation concluded that the key tools to foster that mutual trust have been the joint training and the international joint operations like FOLOSA and COCAIR, which enabled the participating agencies to share experiences, best practices as well as benchmark each other against one another.

Finally, the evaluation findings underlined that the culture of 'intelligence-based' intervention preceded Aircop but the technical training and mentoring as well as access to universal

¹⁵ Especially with EU countries such as France, Belgium, the UK, the Netherlands, Italy, Spain and Portugal.

databases helped demonstrate to the JAITFs officers and to the local authorities that profiling and communication are more successful methods than a hit-and-miss approach. Moreover, the evaluation findings highlighted some un-planned results such as the development of exchange of information amongst directors of JAITFs who participated in joint operations and foremost the expansion of the type of trafficked goods seized. Indeed, the JAITFs were initially focused on cocaine but are now also seizing counterfeit drugs, laundered money, and other illegal goods. The JAITFs are starting to also profile suspected criminal and terrorists. The evaluation concluded that although the impact on cocaine drug trafficking remains minimal compared to the levels trafficked worldwide, the impact on the professionalization and coordination amongst agencies and countries in these targeted regions was more apparent. Further investments (human and financial resources) are needed to yield greater impact and imprint the intelligence and communication approach promoted by AIRCOP in the law enforcement mind-set of these countries.

Sustainability

The evaluation findings concluded that several key results of the project would remain after its completion such as the capacity to work in inter-agency teams; the use of an intelligence-based approach; the techniques learned during training events for profiling and arrest; and finally the mind-shift that occurred amongst the directors of the JAITFs and some decision makers in understanding future trends and planning accordingly. However, further financial support, especially is needed to sustain the operating costs of the JAITFs in West Africa in particular, where governmental resources are more scarce. Although Member States sign a Memorandum of Understanding (MoU) that stipulates the parties' responsibilities in creating and sustaining these task forces, many countries do not have the financial bandwidth to comply with the terms. As a result, many JAITFs are not fully equipped to deliver on their tasks due to a lack of budgetary allocation from local authorities. Hence, it is preferable for AIRCOP IV to consolidate the existing JAITFs before expanding to other countries.

Human Rights and Gender

The evaluation team observed that the JAITFs officers were versed and confident applying the law and respecting human rights as well as due process with regards gender-sensitivity in the JAITFs to respect female passengers' rights as well as confidence amongst JAITFs staff members on their knowledge and compliance to human rights on how they conduct interviews and arrests. However, further visibility on post arrests should be introduced during the training and mentoring programmes. Moreover, although the ratio of women is lower than the one of men amongst JAITFs officers, the gender difference was not perceived as an issue nor was it a sensitive topic. AIRCOP's training curriculum also mentions human rights and gender as well as women as drug traffickers.

Overall, the AIRCOP project is a success flagship for UNODC as it is anchored in national but also in trans-national realities and challenges. The extension from AIRCOP I to AIRCOP III and soon IV is a testament to its success. The evaluation team underlined a series of best practices in this report such as training and mentoring for capacity building; continuous presence and engagement in country to foster and nurture relationships with local authorities; cost-sharing; the recruitment of law enforcement experts to be part of the implementation team of AIRCOP; these are amongst the best practices that should be continued and replicated across future AIRCOP projects. On the other hand, the evaluation team managed to test the lessons learned and challenges that the project management team documented across all project documents. The main lessons learned (see lessons learned section) are about needing time and patience to develop the right connections and obtain consensus on the terms of the MoUs. Another lesson learned is that

political will is critical for JAITFs to get financial support from the local authorities but also for the units to remain sustainable and operational over time. Moreover and foremost, further engagement from UNODC is needed over the next years to ensure sustainability and greater impact.

These lessons learned and best practices helped formulate ten recommendations (see Summary Matrix on next page and the dedicated recommendation section) divided amongst highly important and important recommendations. The highly important ones are the following:

- Consolidate existing JAITFs;
- Increase interaction with governments to ensure full compliance with MoUs;
- Continue investing in communication tools (training, connectivity and maintenance);
- Further define clear Key Success Indicators (KSIs) for benchmarking and monitoring;
- Seek closer coordination and cooperation amongst CRP Programmes;
- Relocate Project management coordinator to Vienna.

SUMMARY MATRIX OF FINDINGS, EVIDENCE AND RECOMMENDATIONS

Findings ¹⁶	Evidence (sources that substantiate findings)	Recommendations ¹⁷
Key recommendations		
<p>Consolidation vs expansion The triangulated data highlighted that many JAIFs were not fully operational with regards to communication tool utilisation, staff capacity and general availability of needed equipment.</p>	<p>Interviews, Project documents, Project document reviews Steering committee reports Work plans</p>	<p>Focus AIRCOP IV on Consolidation The project management team should consider dedicating AIRCOP IV to consolidating the existing JAIFs and only expanding in countries that were planned under AIRCOP III but which got delayed because of contextual factors.</p>
<p>Further interaction with Governments The evaluation findings indicate that Governments do not always comply with MoUs' terms, due to a lack of political will, lack of budget or other internal factors.</p>	<p>Interviews MoUs Steering Committee reports Project reports</p>	<p>Increase interaction with Governments to ensure full compliance with MoUs The UNODC Regional representatives in both ROSEN and ROPAN offices, along with the local EU Delegation representatives, should interact more regularly with the local authorities - signatories of the MoUs – in order to remind them of their commitments and their responsibilities towards their JAIFs</p>
<p>Investment in Communication tools The evaluation findings concluded that some JAIFs might have the basic telecom equipment and tools, such as CENcomm and I-24/7, but the promised commitments from governments are often not met. Important telecom tools and key pieces of equipment tend to degrade over time, due to lack of maintenance, lack of utilisation or general lack of internet or grid connectivity.</p>	<p>Interviews, Project reports Observation Steering committee reports</p>	<p>Continue Investing in Communication tools The project management team needs to allocate adequate budgets to AIRCOP IV in order to maintain or update older equipment as well as to keep training new officers and allocate a budget line to internet connectivity. Cost-sharing with other interested international agencies operating in the same countries might be possible in order to contribute and share part of the cost. Thus, the project management team should coordinate with relevant international</p>

¹⁶ A finding uses evidence from data collection to allow for a factual statement.

¹⁷ Recommendations are proposals aimed at enhancing the effectiveness, quality, or efficiency of a project/programme; at redesigning the objectives; and/or at the reallocation of resources. For accuracy and credibility, recommendations should be the logical implications of the findings and conclusions.

		agencies in specific countries, ahead of the budget submission.
<p>Need to further define Key Success Indicators</p> <p>The evaluation team concluded that further indicators to benchmark what constitutes a ‘fully operational and successful JAITF’ are needed.</p> <p>In fact, many countries, especially in West Africa and the Caribbean are not yet meeting the requirements as set out in their MoUs.</p> <p>Another indicator which needs to be stressed more is the use of joint training or operations, which serves as a stimulus for improvement of project delivery.</p>	<p>Interviews</p> <p>Observation</p> <p>Steering Committee Reports</p> <p>Project reports</p> <p>Presentations</p> <p>Seizure comparisons</p> <p>Work plans</p>	<p>Define clearer set of Key Success Indicators</p> <p>The project management team, together with core learning partners (WCO, Interpol), should further define the set of key indicators that will help benchmark each JAITF with one another. From their creation to their successes, these indicators will help foster greater competitiveness between them and provide better understanding of their progress and their shortcomings.</p>
<p>Lack of Cooperation and Integration Amongst CRP sub-projects and other internal UNODC programmes</p> <p>Although, the evaluation team concluded that the AIRCOP project management team tries to foster cooperation and find opportunities to organize training and activities with other projects, it appears difficult to achieve and seems insufficient, since there are many lost opportunities. The same conclusion was reached with internal UNODC programmes such as the Container Control Programme where closer cooperation could be mutually beneficial.</p>	<p>Interviews</p> <p>Observation</p> <p>Project reports</p> <p>Work plans</p>	<p>Promote Closer Cooperation and Integration Amongst CRP sub-projects</p> <p>The project management team should formally coordinate with the CORMS project which was designed to promote and coordinate synergies amongst CRPs sub-programmes. This coordination should be held once a month with the teams managing the other CRP projects, especially SEACOP as well. There are many potential synergies, and it would be beneficial to organize joint operations at the country level. The staff of all 4 projects would greatly benefit from joint operations and the sharing of profiling and intelligence data gathering.</p> <p>This would help create further synergies and coordination at the local level, which in turn should have an impact on Organized Crime.</p>
Important recommendations		
<p>Training, Mentoring and joint operations</p> <p>Although countries commit to assign JAITF staff for a minimum period of 3 years, staff members leave before the term is over because of several factors. This turnover requires</p>	<p>Interviews</p> <p>Project reports</p> <p>Steering committee reports</p> <p>Presentations</p>	<p>Maintain emphasis on Training, Mentoring and joint operations</p> <p>The project management team should obtain their specific training requirement needs from each JAITF every six months in order to understand their needs - change of staff or need for more technical</p>

<p>regular training and mentoring of the new staff. Training followed by the mentoring phase is the cornerstone of this project. However, the evaluation highlighted that the joint operations are the most useful activity for information sharing amongst JAITFs and for obtaining better results.</p>		<p>expertise. Several levels of courses should be offered – i.e. basic techniques or more refined techniques, such as drug profiling, interviewing techniques and language courses (basic). Finally, further mentoring and joint operations should be budgeted and perhaps cost-shared across different projects (under the CRP), and even with other partners operating in the same countries as the JAITFs.</p>
<p>Insufficient visibility and coordination at higher diplomatic and donor level and under-staffed</p> <p>The evaluation concluded that although their presence on the ground enables the law enforcement experts in both regions to coordinate and be present to engage with local stakeholders as well as some donors (local offices), the project would benefit from greater visibility amongst donors and other stakeholders as well as from at least another project management team staff member to second the current project management coordinator.</p>	<p>Interviews Project reports Donor reports</p>	<p>Relocating the Project Management Coordinator to Vienna</p> <p>The project management team should consider assigning the project coordinator in Vienna where that person could more easily coordinate with EU donors, but also with other CLP like WCO, Interpol, with the other CRP projects as well as UNODC internal projects such as the Container Control Programme. Moreover, the project would be more visible for donors.</p> <p>The project team should be further reinforced with additional posts taking into consideration the wide geographical coverage of the project. These additional staff could more effectively monitor and oversee the project and respond rapidly to problems.</p>

<p>Lack of inter-agency coordination and visibility The evaluation concluded that in the same countries, staff members of the JAIFs had received similar trainings by different agencies and governments a few weeks apart from each other, which was a waste of resources and duplication of learnings when other type of trainings are needed and requested. The evaluation observed that the coordination with other agencies happens but not sufficiently and not purposefully on training needs per se.</p>	<p>Interviews Observation Steering Committee Reports Project reports, Work plans budgets</p>	<p>Promote closer coordination and planning among UN Agencies, donors and other potential partners The project management teams in ROPAN and in ROSEN should organize a meeting at least once every three months with the other project management teams working on the CRP projects, the Mini Dublin group¹⁸ and with other international agencies and bilateral donors that offer training to local law enforcement agencies. Such coordination would avoid duplication and maximize chances to cost-share and strengthen synergies amongst them.</p>
<p>Gender and Human Rights The evaluation concluded that there are no real issues with regard to gender sensitivity, either within the JAIFs, or with regard to female passengers. Concerning HR, the JAIF staff deal correctly with all passengers in all circumstances. However, after the arrest and hand-over of suspects to other competent authorities, there is no follow-up with regard to HR or prosecution, conviction or detention.</p>	<p>Interviews Observation Project reports</p>	<p>Create a Feedback Loop on Post Arrest Status In order to better follow-up on HR issues are not the purpose of this project, therefore not able to follow the trail of all arrested individuals from hand-over to incarceration. A limited but well informed Feedback Loop could be incorporated into AIRCOP IV in order to collect and feedback regarding these persons in order to improve UNODC Gender Mainstreaming Guidelines should be fully considered when developing the next phase to ensure that gender and HR factors are accounted for. Moreover, more female staff should be hired and assigned to the JAIFs. This requirement could be included in the MoUs to ensure better balance and to protect the JAIF's staff's own rights with respect to working hours</p>

18 UNODC coordinates with the anti-narcotics community through the Mini-Dublin Group and other anti-Drug liaison officers in other projects such as in Iran (2010-2014 UNODC Regional Programme for Afghanistan and Neighboring Countries) but in AIRCOP project, the evaluation team could only verify dialogue with other anti-drug liaison officers but not as a systematic process.

<https://www.unodc.org/islamicrepublicofiran/en/international-regional-cooperation.html>

		and labour laws.
<p>Equipment and tools need maintenance and upgrade Most of the recipients have received their equipment, which has been well utilized in most cases. However, like most tools, they need a regular upgrade or maintenance that most countries, especially in West Africa and the Caribbean, cannot afford.</p>	<p>Observations Interviews Budgets Project documents</p>	<p>Equipment and tools need maintenance and upgrade - The project management team should encourage every agency forming part of the JAITF to contribute to the maintenance after the first round is covered by UNODC. In addition, the project budget should take into account maintenance of equipment every two years in order to ensure sustainability of the JAITFs.</p>

I. INTRODUCTION

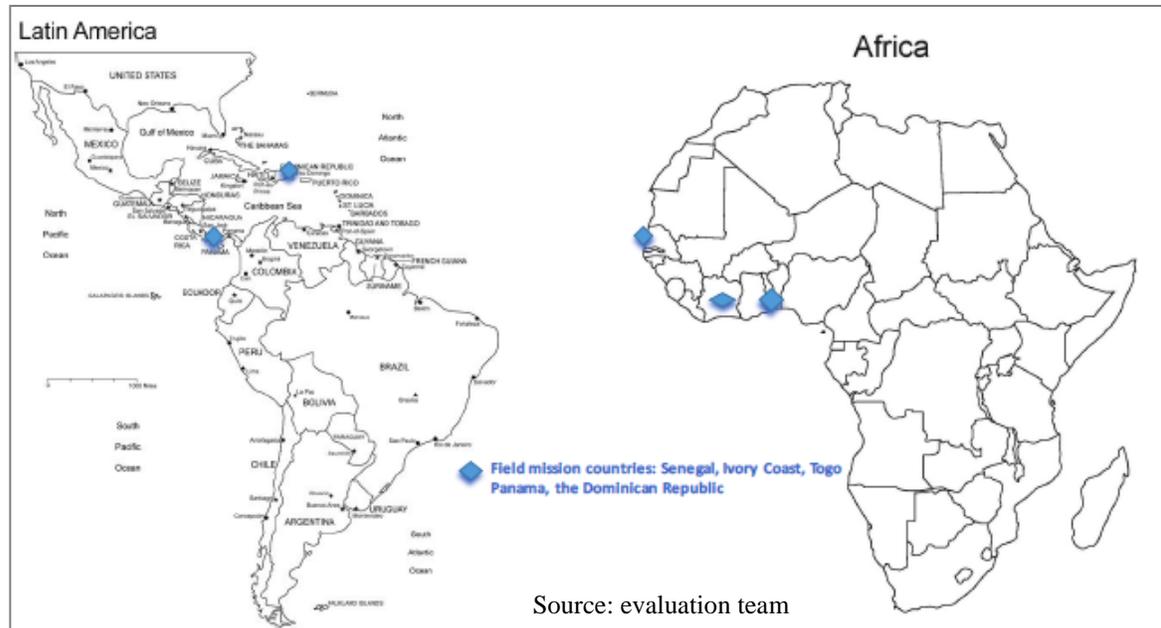
AIRCOP background

The Airport Communication Project is a multi-agency project, based on cooperation between UNODC, INTERPOL and the World Customs Organization (WCO). It is aimed at strengthening the capacities of participating international airports in Africa, Latin America and the Caribbean to detect and seize illicit drugs in both origin and transit countries, with the overall objective of disrupting illegal criminal networks. AIRCOP is part of the European Union Cocaine Route Programme (CRP) aimed at fighting transnational organized crime along the main cocaine trafficking route to Europe by promoting south-south, regional and trans-regional cooperation. AIRCOP is aligned with the EU Drugs Strategy 2013-2020 and the EU Action Plan on Drugs 2013-2016, as well as the European Pact to Combat International Drug Trafficking – Disrupting Cocaine and Heroin Routes. Within the framework of UNODC’s mandate as custodian of the three UN Drug Control Conventions of 1961, 1971 and 1988, the AIRCOP Project’s objective is to strengthen Member States’ cooperation and to support their national agencies to counter the world drug problem and drug-related criminal activities, as urged by the Commission on Narcotic Drugs in resolution 56/16 of 2013.

AIRCOP is managed by the UNODC Regional Office for West Africa in Senegal (ROSEN) and the Regional Office for Latin America and the Caribbean in Panama (ROPAN). AIRCOP I-II-III have received their main pledges from the European Union, and some co-funding from Canada, Norway, Japan, and more recently from the United States of America¹⁹. AIRCOP was designed to create JAITFs (Joint Airport Interdiction Task Forces) that aim to become self-sustained through specific commitments from the participating and interested Member States (MS). The AIRCOP project management fosters strategic relations with key stakeholders in each country in order to sign a Memorandum of Understanding (MoU) or Letter of agreement (LoA) that stipulates both parties’ (UNODC and the MS) responsibilities and commitments over a period of three years.

¹⁹ The US recently pledged funding to AIRCOP IV but it falls out of the evaluation timing and will not be considered in depth in this report.

The Evaluation methodology and scope



Field missions for this evaluation-Source: the evaluation team

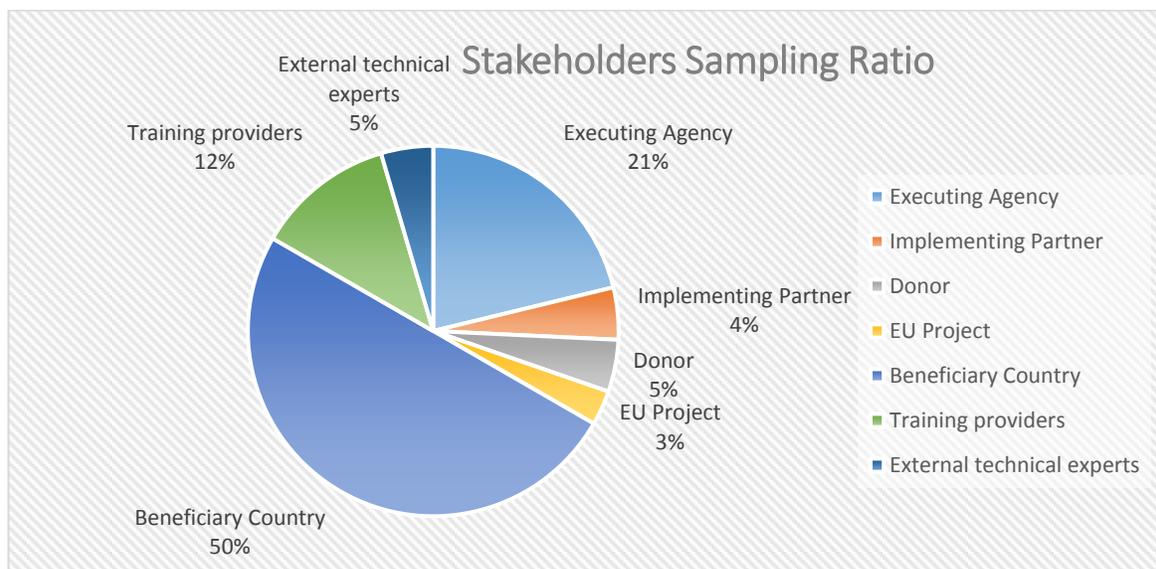
The evaluation of AIRCOP Project XAWU72 was carried out between April and July 2016, and involved a combination of desk research, interviews with many stakeholders and Core Learning Partners (CLPs), a brief situational analysis of each region, observation in the field as well as an online survey. The interviewed CLPs included UNODC staff, the main donor (EU), CORMS, Interpol and the WCO. 116 interviews were carried out with other stakeholders and project beneficiaries (including government counterparts, donors, JAIFs staff members, airport directors, trainers from different EU countries). Due to time and budgetary constraints, the evaluation team did not visit all countries covered by the project. Nonetheless, the entire evaluation team gathered in Dakar for the first field mission and for the full team to meet with the project management team located at the ROSEN office in Senegal. This first mission enabled the team to consolidate the field mission objectives and focus on some fact findings to fill the gaps in the data and test hypotheses formulated in the inception report. The team thereafter split up to cover four other countries – Togo, the Ivory Coast, Panama and the Dominican Republic (as shown on the map above). Additional interviews were conducted in Bogota with the Colombian National Police and the presidential agency for cooperation (APC) as one of the team members is Colombian. The online survey (provided in English, Spanish and French) was sent to about 60 stakeholders who had not been interviewed or met in person during the field mission. However, the return rate was quite low with a total of 31 responses amongst which 13 were complete (22% response rate).

As a result, the data was only considered as a check point for the evaluation. The desk review portion was extensive and included over 100 documents, including project documents and reviews, project reports, steering committee reports, AIRCOP presentations, MoUs, training evaluation reports, seizure data, budgets and UNODC guiding documents on Human rights and gender. The evaluation team ensured that there was a good balance of women interviewees- as much as possible- during the field missions. Regional specifications to ensure the female vs men

ratio were considered by the evaluation team, especially in West Africa where it is less culturally common for women to be in law enforcement roles than in Central Africa and the Caribbean for instance. This methodology enabled the evaluation team to triangulate key findings and make recommendations to support the Aircop project management team in preparing Aircop IV based on lessons learned and integration of recommendations into the new project planning phase. The evaluation team was very pleased with the commitment and the high number of stakeholders that were interviewed (116) throughout the process. Despite the short time frame, the project management team organized the trips with sufficient notice so that practically all stakeholders were responsive and present for interviews. This planned process helped the data collection to take place and allowed for the evaluation team to effectively test and verify or refute its initial findings.

Sampling Ratio of Interviewees

The sampling of interviewees, as shown in the chart below, was chosen to represent a mix of project delivery and administrative managers²⁰, beneficiaries of project activities²¹, as well as project partners²². The evaluation team was very pleased with the mixed sampling ratio amongst UNODC staff, recipients, technical assistance providers, donors. Some 54% of the interviewees were members of recipient governments, and law enforcement agencies. and the other 46% were members of UNODC at HQs, UNODC Field Office staff, and other concerned Partners. In addition, as a representative of the main project donor, the evaluation team also interviewed representatives of the EU.



²⁰ **Project delivery and administrative partners** are directly involved in designing and implementing the project including UNODC regional project management team, law enforcement experts, WCO, Interpol, CORMS, CRP managers, and UNODC organized crime division. Interview topics included sustainability, partnership and cooperation, human rights and gender as well as management issues (efficiency, effectiveness, challenges and lessons learned) and future strategic directions.

²¹ **Project Beneficiaries** – Beneficiary and Associated countries and stakeholders in country. Specific institutions such as ministry of interior, justice and law enforcement agencies in the recipient countries. Questions on partnerships, sustainability, cooperation, human rights and gender, and expectations were raised.

²² Project partners are Aircop's donors - the EU, Canada, Japan and Norway.

Limitations

This evaluation had three limitations that were well mitigated throughout the phased approach.

Budgetary and time constraint

Due to time constraints and the limited funds allocated to this mid-term evaluation, the field study could only cover 5 country visits (Panama, Dominican Republic, Senegal, Cote d'Ivoire and Togo) out of the 21 beneficiary and associated countries. The evaluation team was composed of three members and all met in Dakar for a first briefing. This team meeting enabled the members to agree on methodology, on 'dos and don'ts' during the interviews and on reporting processes. The team of evaluators was selected based on language skills, prior experience in the region and the thematic expertise, which allowed them to divide the field missions between themselves to cover the five countries in 10 days. The team leader participated in all field missions except for Côte d'Ivoire. All interviews were duly summarized and reported back (see annex for format) to the team leader so that the data could be effectively collected, analyzed and triangulated. The team also managed to conduct many phone and skype interviews to cover as many relevant stakeholders as possible with the help of the project management team in the ROSEN and ROPAN offices. These challenges were mitigated and well managed thanks to the project management team's planning and follow up, thus ensuring a full agenda for the field missions.

Low survey response

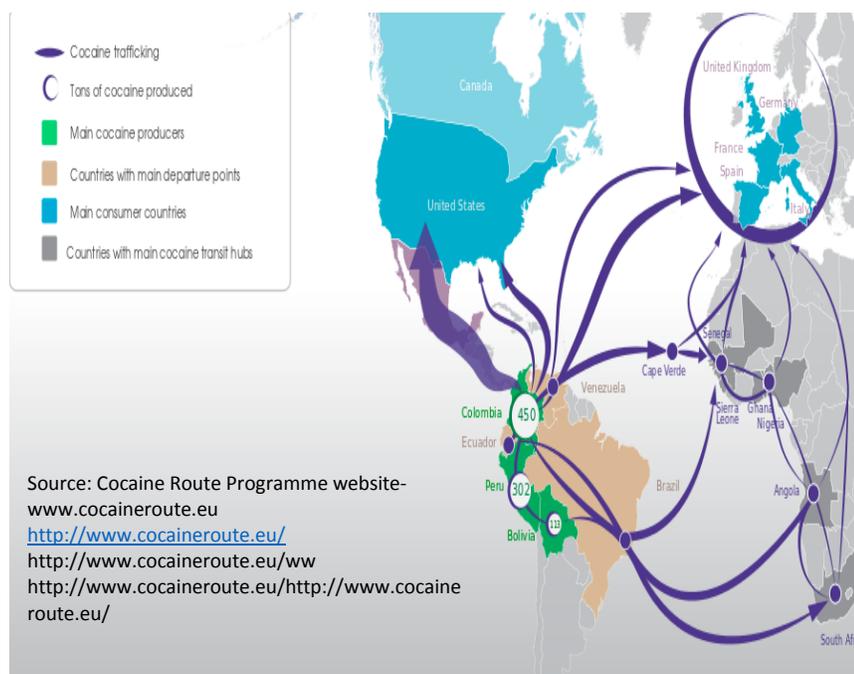
The survey was presented in Spanish, French and English in order to try to obtain as many responses as possible. The survey was sent to around 60 stakeholders and a total of 33 answers were received with only 13 fully completed. Although no visual charts taken from the survey results were utilized in this report, the evaluation team only used the collected information as a checking point to validate already triangulated findings. Whenever findings were not triangulated or in doubt, the team consulted each other to verify additional sources or conduct needed interviews, which were carried out until the last week of June 2016.

II. EVALUATION FINDINGS

Relevance

How relevant is AIRCOP to the European Union Cocaine Route Programme (CRP) priority areas (fight against transnational organized crime; fight against drug trafficking; the pursuit of good governance and the rule of law)? To what extent is AIRCOP aligned with UNODC's strategies against transnational criminal activity and illicit trafficking in Africa, and in Latin America and the Caribbean?

Cocaine Production and Trafficking Routes



This project's main objective is to establish real-time operational communication amongst selected airports in West Africa, Latin America and the Caribbean in order to help interdict illicit drug trafficking and other forms of illicit trafficking more generally between and within these regions. A further objective is to foster a collaborative approach, linking source, transit, and destination countries. According to the evaluation findings, and as shown on the map, AIRCOP project XAWU72 is relevant based on the increasing level of drug trafficking between these targeted regions²³ over the past ten years or more, and the need to strengthen national law enforcement capabilities in identifying and seizing trafficked drugs and other goods. According to the desk research and the subsequent field research, the project forms an integral part of the strategies set forth in the United Nations Convention against Transnational Organized Crime (UNTOC)²⁴. AIRCOP is aligned with UNODC Regional Programmes²⁵ and is a full component

23 Latin America, the Caribbean, Europe, and West and North Africa

24 Thematic Programme on Action against Transnational Organized Crime and Illicit Trafficking (2011-2013), Sub-Programme 2: Regional and National Capacity Building and Technical Assistance - Outcome 2.2: Strengthening national and regional capacity and international cooperation for law enforcement, criminal intelligence, border control and criminal investigation in order to more effectively assess, identify, collect evidence and ultimately control criminal activity the flows of illicit goods and services

of the European Union Cocaine Route Programme (CRP); it is further aligned with other EU strategic instruments²⁶ to fight international crime and with the Instrument contributing to Stability and Peace (IcSP)²⁷.

The desk research concluded that AIRCOP forms part of the UNODC mandate to implement UNOCT but also responded to security

threats posed by increased volumes of cocaine trafficking in West Africa that led to the Declarations of Praia²⁸ in 2008. Following the endorsement by the MS, UNODC designed a strategic plan for West Africa that included regional and national focus programmes as well as transregional initiatives such as AIRCOP and the Container Control Programme. Moreover, UNODC is the custodian of the three UN Drug Control Conventions of 1961, 1971 and 1988 and combined with the new strategic plan (the Praia Declarationss), the AIRCOP project's objective was to strengthen Member States' cooperation and to support their national agencies to counter the world drug problem and drug-related criminal activities, as reiterated by the Commission on Narcotic Drugs by resolution 56/16 of 2013. The field missions confirmed through interviews that UNODC is perceived as a technical expert in law enforcement, drugs and crime to manage this project. Interviewees referred to UNODC as 'experts in their field', best positioned and specialized agency.

Furthermore, AIRCOP forms part of the CRP, which is composed of multiple projects²⁹ that are each addressing a different component of the fight against organized crime (air and sea trafficking routes, container control, money laundering and precursors). As seen on the 'Cocaine Production and Trafficking Routes' map, and on the 'JAITFs Plan-AIRCOP' map that highlights with yellow



25 The Regional Programme for the Caribbean (2014-2016) in support of the CARICOM Crime and Security Strategy, the UNODC Strategic Framework Sub-Programme on Countering Transnational Organized Crime and Illicit Drug Trafficking (2014-2015), as well as the Regional Programme for West Africa (2010-2014)

26 EU Drugs Strategy (2013-20), EU Pact to Combat International Drug Trafficking, the EU Action Plan on Drugs 2013-2016

27 Since March 2004 it is known as the Instrument Contributing to Stability and Peace IcsP

28 The Praia Declarationss reflected a strong political commitment and establish the basis for a detailed cooperation framework to combat drug trafficking and organized crime in West Africa.

<https://www.unodc.org/westandcentralafrica/en/ecowaspoliticaldeclaration.html>

29 Preventing the inflow of drugs and other illicit goods at points of entry through AIRCOP, SEACOP and PRELAC; Facilitating the exchange of information among law enforcement agencies and judicial authorities through WAPIS and AMERIPOL-EU; Preventing criminals from enjoying the proceeds of crime through AML-WA and GAFISUD-EU. The CRP is currently being restructured and will incorporate a new project CRIMJUST "Strengthening criminal investigation and criminal justice cooperation along the Cocaine Route" to enhance the capabilities of criminal investigations along the Cocaine Route.

dots where the AIRCOP project has created and plans on establishing JAITFs, the project is highly relevant and also aligned with the CRP (from production to exports through transit countries such as Morocco, Ethiopia and several countries in West Africa especially).

Although all of the CRP projects operate in the same geographic area, the field missions revealed that little coordination exists amongst CRP projects due to several factors: a) lack of exchange and communication amongst local law enforcement agencies themselves and amongst projects' implementation organizations; b) lack of technological support and equipment to ease communication amongst LE agencies; c) the fact that directors of local LE agencies do not know each other or lack a mandate to exchange information; d) lack of time and resources to exchange with each other in real time. Moreover, from an operational perspective, JAITFs in West Africa were less aware of other CRP projects as opposed to those in Latin America and the Caribbean. From a drug supply and demand reduction angle, AIRCOP remains and will remain relevant to the EU's strategy to counter drugs trafficking; European countries are major consumers of cocaine and therefore anti-cocaine trafficking remains high on EU Member States' agendas³⁰. Moreover, transit countries like Senegal and Cape Verde for instance are becoming consuming countries³¹, which has a detrimental effect on a country's stability, rule of law and level of crime. It is therefore critical for AIRCOP and other agencies to continue investing in these regions and remain present for sustained and impactful results. From a relevance and sustainability perspective, combating organized crime and developing qualified law enforcement agencies is a long process that requires endurance, continuous training and long-term presence. Hence, it is logical for the EU to continue investing and extending budgets in order to expand the web of the JAITFs, and to ensure consolidation and longevity for the existing ones. Such pledges would enable UNODC to reduce potential entry points in critical trafficking routes in Africa, the Caribbean and Latin America, forcing traffickers to seek other and costlier routes. Furthermore, the consolidation is critical in order to build LE capabilities to effectively profile and seize suspected goods as well as process evidence and strengthen inter-agency cooperation and communication beyond cocaine.

One of the key observations is that the project's objectives are already very ambitious in combating organized crime; and since seizures by the JAITFs have evolved beyond cocaine, the project could thus formally open its mandate in its future logframe and include seizures of other types of goods; this should normally show significant results since it is already well managed. However, the project management team should also consider how these seizures lead to trials and convictions, in order to anchor the programme to local law enforcement culture and to judiciary procedures, and thus create strong and enduring JAITFs, when formulating AIRCOP IV.

So the question to be considered by the project management team is how AIRCOP IV can expand while at the same time remaining manageable, inscribed in local realities and in full cooperation with multilateral and bilateral actors. The answer would seem to be introducing best practice into the future logframe, being realistic about the required long-term presence, conducting thorough mission assessments in the countries to truthfully assess the financial gaps, the realistic expectations and the capabilities of the governments. Furthermore, it is critical for AIRCOP to strengthen its current engagement with other CRP programmes, other UNODC programmes (e.g. the Container Control Programme) and more broadly with other law enforcement agencies that

³⁰ UNODC World Drug Report 2016 DRUG STATISTICS AND TRENDS: also see 'What Drugs Are Europeans Using in 2016' in <http://www.russellwebster.com/what-drugs-are-europeans-using-in-2016/>

³¹ See and compare data on prevalence in UNODC World Drug Report 2010 and 2016 as well as information compiled during mission interviews, in Dakar, with the director of the drug control office

are not just focused on cocaine but also address precursors, container control, anti-money laundering, counter-terrorism, human trafficking, counterfeit pharmaceutical/drugs heroine and synthetic drugs as well³². It should also increase internal cooperation in this regard, e.g. UNODC Container Control Programme. This integration can also assist the AIRCOP project management team to raise funds from multiple donors who focus on a different angle of organized crime such as counterfeiting or counter-terrorism³³. It is nonetheless critical to stress that although AIRCOP and other projects under the CRP are not cooperating as they ought to be, AIRCOP's project management team was found to be the unit seeking the most cooperation amongst all other CRP project management teams.

How relevant is AIRCOP to strengthening the law enforcement capacities of national target groups in the beneficiary countries?

Has the AIRCOP project clearly identified and articulated the real needs of the beneficiaries with regard to the interdiction / reduction of Drug trafficking, and the combating of TOC and its effects on local realities?

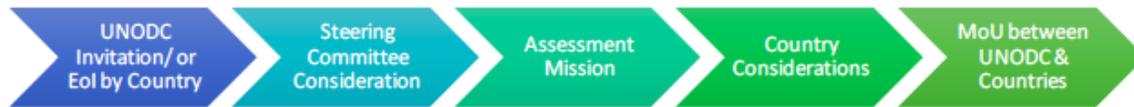
The project is based on several research papers on cocaine trafficking routes³⁴, and on field assessment missions that UNODC, together with Interpol and WCO, carried out in the field to determine human resource capacity gaps, risks for implementation, financial requirements for tools and equipment and determination of who would be the most relevant potential partners (Ministry of Interior or Justice) and implementing agencies. The following graphic shows the normal process for a country to join as a beneficiary or as an associate country of AIRCOP³⁵.

³² Although, the scope of the evaluation only covers AIRCOP II and III are until June 2016, it is important to note that AIRCOP IV is targeting Ethiopia, Kenya and Mozambique to also seize heroine traffickers as well as other trafficked goods. So it is well understood by the project management team and the scope of the JAITFs are organically morphing into fighting organized crime more largely than just cocaine control.

³³ E.G the Canada pledged funds for the creation of JAITFs in the MENA region with the larger lens of countering human trafficking and terrorism. This pledge was not considered by this evaluation in the review of the budget disbursement as it falls outside of AIRCOP I, II and III phases. However, the evaluation team considers the opening of the JAITFs' mandate a positive step towards fighting organized crime.

³⁴ The main document is UNODC's 2007 COCAINE TRAFFICKING IN WESTERN AFRICA <http://www.russellwebster.com/what-drugs-are-europeans-using-in-2016/> and it originate from concerns after a 14 metric ton seizure of the cost of West Africa in 2006. Since the CRP was created seizures have never reach the levels of 2006-07 but have been constantly on the rise in the region (see UNODC Worlds Drug Reports)

³⁵ AIRCOP beneficiary and associated countries are proposed on the basis of an expression of interest received from the country or a suggestion from UNODC project management team; then this expression of interest is submitted to the consideration of the Project Steering Committee (UNODC, WCO, INTERPOL and the EU). The Steering Committee asks WCO and INTERPOL to collect and analyse statistics on illicit trafficking at the potential airport, as well as on the main trafficking routes. Preference is given to countries with proven illicit trafficking challenges and transit to Europe final destination (AIRCOP is part of the EU Cocaine Route Programme under which the target countries were identified at the inception of the EU CRP). Once the Steering Committee has given the green light for a specific country, a joint assessment mission (UNODC-WCO-INTERPOL) is deployed to assess the feasibility and advisability of launching the project, depending on national priorities and existing security architecture at airport (for instance if the country has already an anti-trafficking cell at airport or is benefitting for another project in support of it, it might be considered as associate rather than beneficiary country). The status of associate or beneficiary is then recommended to the Steering Committee based on the outcome of the assessment mission and the interest of the country. The Steering Committee takes the final decision. The list of countries may be modified upon consensus between UNODC, INTERPOL, WCO, the Contracting Authority and other donors during project implementation, also considering changing dynamics on illicit trafficking.



The 5 step process shows how complicated and lengthy it is; it takes time for the AIRCOP project management team to initiate discussions, build relationships with key stakeholders on the ground and discuss terms and conditions with each country, to reach the last stage of drafting a Memorandum of Understanding (MoU). In most countries, the process is lengthy because of policy and governmental administration changes, as well as having to deal with multiple agencies with their respective mandates and agendas. The MoU processes have caused delays in the creation of some JAITFs³⁶. However, this process along with the preliminary assessment are critical to better gauge the level of technical assistance required to build these countries' law enforcement capabilities and supply them with the needed tools for effective transnational communication, but also assess the level of interest and engagement that the countries' authorities are willing to dedicate to the long term creation and sustainability of the JAITFs. AIRCOP project outcomes and objectives are specific and very clear as to building capacity of the LE agencies through technical training, mentoring and supply of equipment.

Capacity building is one key element of the project that has been implemented through training followed by a mentoring process and international joint operations³⁷. These highly important on-going activities are central to developing capacity within a team and a country, with a view to ensure a more professional approach to interdicting drugs and other types of trafficking.

Moreover, the mentoring process was deemed amongst all respondents (100%) as the most relevant, most needed and most effective. Mentoring is essential for the project to succeed. It provides the motivation and the sense of purpose which are 'key' to the successful implementation of the project. Particularly in Africa and according to the field missions, it was not clear to many stakeholders how impeding the flow of drugs to Europe through Africa would impact local realities such as curtailing the increasing local drug consumption for instance. Therefore, members of the JAITFs should be increasingly sensitized regarding the reasoning for undertaking these tasks, and how this impacts their own country.

Resorting to EU countries' customs and police experts to deliver the training and the mentoring process is one of the critical success factors of this project as it enables the project to save on budget since trainers time is 'donated' by EU countries³⁸ (usually for two to three weeks) and it offers trainees access to highly professional knowledge and hands on experience. Considering that one of the objectives of the project is to foster greater communication and cooperation amongst Latin American/Caribbean and African countries, it is recommended for AIRCOP's project management team to continue promoting coordination with Brazil, Colombia, and Peru that have

³⁶ Senegal, the Dominican Republic, Togo for instance.

³⁷ Joint Operations such as COCAIR and FOLOSA, with AIRCOP funding, were organized by Interpol and the WCO with multiple countries. COCAIR IV took place in December 2015, with 30 countries from Latin American, the Caribbean and West Africa. The objective was to put into practice real time communication exchange and yield results in terms of seizures. 8000 messages were exchanged and 580 kg of drugs were seized during COCAIR V according to the latest report by RUSI <http://www.cocaineroute.eu/wp-content/uploads/2016/06/CORMS-Newsletter-5-ES.pdf>

³⁸ Netherlands, France, the UK, Italy, Portugal, and Spain

years of experience in drug trafficking control and who understand the mind-sets of traffickers very well.

It would serve both sides – to learn from Latin American experts and to network and communicate more effectively with African JAITFs. The evaluation team observed the need to further promote cooperation between African JAITFs and those in Latin America and the Caribbean. Hence, a bridge could be built through recurring training and mentoring.

To what extent has AIRCOP responded to relevant objectives of the EU funding instrument (the IcSP), namely regarding the focus on trans-regional activities?

Has AIRCOP been successful in creating a trans-border network of operational entities in multiple airports, in several different regions, able to communicate easily and share information with a view to support the EU IfS strategy?

One of the key objectives of AIRCOP is to establish a trans-regional telecommunication facility to link the source countries with the transit and the destination countries. Equipment and training on communications tools such as CENcomm³⁹ and I-24/7 are part of every MoU signed to create a JAITF. AIRCOP is to foster greater trans-regional cooperation and communication to address trans-national crimes such as drug, weapons, human and other illicit good trafficking. In that respect, AIRCOP has become an instrument by which beneficiaries receive long-term support to address these risks. The long-term technical and financial support of AIRCOP has been focused towards building these airport units' institutional capacities in beneficiary countries which in turn contribute to lasting socio-economic development. West African nations as well as some Caribbean and Latin American countries have invested in building new civilian airport system (such as the new airports in Dakar, Lomé, and Quito) or in modernizing their existing infrastructures (Bogota and Lima for instance). In an era when passenger and cargo movement are on the rise the control of these installations will contribute to transnational security objectives as well as to economic development of beneficiaries. Moreover, as aforementioned across different sub-sections (relevance P.11, introduction p. 8, efficiency p.12-17, impact p.22 just to mention a few), one of the key successful component of the AIRCOP project is the effort to organize trans-regional trainings and joint international operations (such as Folosa and COCAIR) by bringing foreign trainers from EU (NL, France, Italy, Belgium) and other countries - well experienced in countering illicit trafficking in airports (such as Colombia, Brazil)- to train AIRCOP units. These activities were viewed as most beneficial by participating countries. The evaluation concluded that such activities should be reinforced by ensuring financial and technical support and further cooperation amongst projects of the CRP should be sought after to align trainings across all countering functions (sea, air, ports, borders) and continue fostering trans-regional activities in these targeted countries.

With regards to equipment and communication tools, every JAITF that has been created has received equipment. However, these communication tools remain under-utilized or non-operational due to budgetary constraints, such as simply allocating funds to pay for the JAITF's internet connection. This problem is well acknowledged by all parties (local authorities, AIRCOP project management teams and the JAITFs staff), and was addressed at the Steering Committee meeting that took place in Panama (April 25th 2015). A recommendation to resolve this problem with all relevant stakeholders was approved⁴⁰. Progress on CENcomm has been observed across

³⁹ CENcomm: Customs Enforcement Network Communication

⁴⁰ 4th International Annual Meeting of AIRCOP Project in Panama City from 21 to 23 April 2015.

operational⁴¹ JAIFs and, according to stakeholders' responses, they have all received training on CENcomm and most of them on I-24/-7; but the latter was hardly used. This was either due to poor location of the terminal, away from the JAIF, or to technical deficiencies which require an Interpol technician to maintain.

Most respondents admitted using CENcomm to report seizures and review what other JAIFs were doing but not as an effective 'intelligence' communication tool. Most rapid and urgent calls or messaging between JAIFs are done through WhatsApp groups or phone calls. In addition, there are discrepancies between JAIFs in Africa and those in the Caribbean and Latin America where they have less problems with regards to connectivity and equipment; furthermore, teams are more used to working together than in Africa, where exchanges take place at the interpersonal level rather than through institutional channels and tools such as CENcomm. These inter-personal connections are fostered through joint operations or joint training events which have proven to be critical for sharing lessons learned, experiences amongst countries and creating connections amongst JAIF directors and staff. Formal and more institutionalized exchange is also a priority which remains difficult for AIRCOP's project management team to enforce or control. The EU delegations and the UNODC regional representative regularly remind local ministerial authorities that they need to allocate budgets for communications, in addition to housing⁴² and annual bonuses on seizures among all member agencies of the JAIFs, in order to keep staff motivated and to keep up the fight against organized crime.

An additional issue is that the AIRCOP project requires increased tailoring to local contexts; efforts should be made to design intervention strategies that will be adapted to airport traffic and size. The JAIF in Mali which has 8 international flights a day has different needs than the one in Dakar with over 25 international flights; Santo Domingo, Dominican Republic dispatches more than 50 flights every day; Panama has more than 100 international flights daily; and in Punta Cana, during high tourist season, more than 100 flights are dispatched daily. In addition, how important is private aviation at these airports? Is it relevant for JAIFs to function 24/7 at all airports? Each airport has its own needs. The fact that AIRCOP has not addressed these issues makes it difficult to create an efficient network and to provide adequate staffing at all airports.

Moreover, with regards to communication tools, the evaluation findings concluded - especially in Latin America and the Caribbean - that I-24/7 and CENcomm were useful but needed to be more integrated with other similar programmes, such as AMERIPOL⁴³ in order to avoid duplication of data. This would truly help to fight organized crime more holistically and in a more coordinated

https://www.unodc.org/documents/ropan/2015/DOCUMENTOS/AIRCOP/AIRCOP_4th_International_Annual_Meeting_REPORT_EN.pdf

⁴¹ Operational entails that the JAIF room is equipped with computers, a screen to see arrivals and departures as well as an internet connection.

⁴² In some countries where there is more than one JAIFs such as in Jamaica and in the Dominican Republic, some of the staff is not from the area where the second JAIF was created and this puts financial pressure on them to find housing. For instance, the JAIF's staff in Punta Cana comes at 90% from Santo Domingo so they travel every week to visit families and are struggling to find proper housing during their function although this is a very busy airport with over 100 flights a day during touristic season. It is therefore critical for the government to work on resolving these issues to keep the staff motivated and avoid regression in the fight against organized crime.

⁴³ AMERIPOL's mandate is to promote technical and scientific cooperation, exchange information and intelligence regarding organized crime, support criminal investigations and provide judicial assistance, and conduct and support training. It is an organization that is composed of the following countries: Argentina, Bolivia, Brazil, Chile, Colombia, Costa Rica, Cuba, Dominican Republic, Ecuador, El Salvador, Guatemala, Guyana, Haiti, Honduras, Mexico, Nicaragua, Panama, Paraguay, Peru, Puerto Rico, United States, Uruguay

manner, as noted in the steering committee reports⁴⁴. In West Africa, another similar programme – WAPIS - is seeking to build its own police database since September 2015, as part of the CRP programme. . It is critical for the CRP programmes as well as others not to duplicate each other and not create new databases that already exist for ease of use and integration of gathered information. If there are too many databases, it will add to the work load and lose the sought out effort to collect information into one database so law enforcement agencies around the world can access the same information.

Finally, the creation of a real time information system requires more training, effective financial commitment from local authorities, mock up operations to show their benefits in real time scenarios and avoidance of duplication of platforms and databases. Hence, the objective of fostering effective trans-regional cooperation requires more time and more investments (financial and human resources) if the current JAIFs are to become fully operational and effective. The current project management team is paving the way to creating a web of JAIFs across critical trafficking routes. This effort has been observed and agreed upon by most respondents during the desk research and the field missions. Therefore, continuity is key for success in this project.

Efficiency

Were the means and resources deployed for project implementation appropriate/adequate for the objective it seeks to achieve?

The AIRCOP project is very ambitious considering the minimal budget it has and the amount of countries it intends to cover. According to the budget review and the evaluation findings, the project has managed to cost-share bilaterally with EU countries on trainers' costs, and on managing expenditures from AIRCOP I, II and III to cover project management team's salaries and operational costs. According to the last budget review provided by ROSEN, in September 2015, the AIRCOP projects as a whole had expended about US 7,865,000 until that date, or about 65,55 % of the total expected budget of US 12,000,000. This represents close to 2/3 of the budget of the AIRCOP I, II and III projects. That report was presented 10 months ago – and there are still 6 months left before AIRCOP 3 terminates. However, according to the latest 2015 expenditure, the estimated expenditure rate is 80% which leave about 20% to spend until December 2016.

Although training and mentoring costs are co-shared by AIRCOP's partners (Interpol and WCO as well as EU bilateral countries), UNODC still bears the greatest part of it (about 32.2% of the total budget), which remains significant. Equipment costs are also somewhat low (9.5%) for such a project⁴⁵, and could be raised to a more significant level – say 15 to 18%. This would provide needed technical support to the JAIFs, whose workload would be made easier with more and better focused modern equipment. Equipment cost is low in the budget, when, according to the evaluation findings, it is quite evident in some parts of Africa that governments are not yet fully integrating budgets for AIRCOP JAIFs needs (bonuses, communication and facilities), despite the MoU terms. Further cooperation regarding equipment sharing with bilateral investors such as the US and the UK is needed (they have invested significant budgets⁴⁶ - allocated to the National Crime Association - to combat organized crime over the next four years in West Africa and in the

⁴⁴ Report of the Steering Committee 4th Annual session in Panama April 25th 2015.

⁴⁵ Interim AIRCOP II budget of 31.12.2014; Interim AIRCOP III budget of 31.10.2015 – average.

⁴⁶ Amounts mentioned during the field missions are not disclosed in this report as they could not be verified by any other sources.

Caribbean). Further diversification of funding sources might help provide more operational funding as the number of beneficiary countries is increasing. According to the evaluation findings, the project management team has been trying and achieved to raise funds from different donors and just recently received a pledge⁴⁷ (outside of this evaluation's timeframe) to cover the Middle East and North Africa to combat organized criminal networks.

This project has shown incremental results from its inception, according to the latest report⁴⁸. In 2016, AIRCOP has recorded the highest number of activities ever conducted in a 6-month period, with 50 training, mentoring and international operations (25 for AIRCOP Africa and 25 for AIRCOP in Latin America and the Caribbean), and 9 procurement actions conducted for the provision of equipment to the JAIFs. As of June 2016, in terms of achievements of AIRCOP II and III, 17 JAIFs are operational⁴⁹ and 5 additional JAIFs have been trained and equipped and are currently starting operations⁵⁰. The AIRCOP team has been very effective especially over the last few years in implementing activities and developing high level stakeholders' engagement. However, to combat organized crime, it is critical to continue investing in local JAIF capabilities, to coordinate more effectively with other programmes funded under the EU to cover as much territory, jurisdiction and as many officials as possible, and to maximize resources. The modus operandi of drug traffickers evolve quickly and find other routes faster than JAIFs are formed; it is therefore critical to continue expanding while consolidating. Such expansion is only possible through an effective collaboration amongst CRP programmes and other bilateral projects.

At the moment, the project coordinator is located in Dakar at the UNODC ROSEN office and the rest of the team is divided between the ROPAN office in Panama and the one in Dakar. Although it is critical for the implementation team and the technical experts to have local anchorage in the field, the project coordinator should be closer to the UNODC HQ and other donors for closer engagement and fundraising efforts. It would make sense for this position to be based in Vienna so that the project could get more visibility and coordinate closely with other implementing agencies of the CRP programme in Europe. Although the evaluation findings concluded that funds for AIRCOP have been raised so far at the field level, it would be preferable for the project management coordinator to be located at UNODC HQ to align AIRCOP fund raising strategy with other projects such as the Container Control Program. The positioning of the project coordinator in Vienna should be seconded with a person in the field to continue raising funds in the field so the project remains locally rooted for donors' perspectives. However, a bird eye view on the project from HQ can also offer donors the larger and international picture of AIRCOP's impact.

With regards to AIRCOP IV, country beneficiaries have expressed their needs for further training, equipment, and more south-south cooperation for trainer and knowledge sharing. It is therefore recommended to maintain a breakdown of similar levels of expenditure for training and mentoring as well as equipment. Additional funding should be allocated to organizing further joint operations and further south-south exchange programmes where two officials from each JAIF could attend trainings and international joint operations in order to maximize knowledge transfer after returning to their respective countries. South-south exchange and opportunities to learn from each other is one of the 'desideratas' from the JAIFs' staff members. With that

⁴⁷ From Canada

⁴⁸ June 2016

⁴⁹ Benin, Cabo Verde, Cameroon (Douala, Yaoundé) Cote d'Ivoire, Dominican Republic (Santo Domingo, Punta Cana), Gambia, Ghana, Jamaica (Kingston and Montego Bay), Mali, Niger, Nigeria, Panama, Senegal, Togo

⁵⁰ Guinea Bissau, Kenya, Ethiopia, Argentina, Barbados

objective, Brazil developed INTERCOP, which is very similar to AIRCOP, focusing on organizing trainings with other task forces from the neighboring countries. Closer engagement between these two projects should be considered for AIRCOP IV.

In addition, AIRCOP team is understaffed and needs an additional expert in each region to support the current ones who are constantly travelling from one country to the other. Such a recruitment would enable more flexibility and especially more continuous engagement with local stakeholders as these project experts would have more time to spend in a group of countries rather than trying to cover all of those identified in Africa, the Caribbean and Latin America. Finally, given the main objective of this project, the project partners (WCO and Interpol) need to invest more in training the JAIFs staff in the use of their communication instruments and ensure that their respective software and programmes are operational and utilized. Until now, most JAIFs do not use I/24-7 and were found ill-trained on the objective and functionality of the databases. INTERPOL and NCB should coordinate and cooperate more with the JAIFs in the field to improve the usage of I/24-7. These communication tools are critical to the success of the project. However, here too, differences were identified in the capacity of JAIFs between the different regions.

Overall, the evaluation team observed some difficulties for the JAIFs in the project's start-up phase – in particular developing key relations with relevant ministries and getting them to agree on terms of the MoU. However, according to the desk research and as corroborated by the field research, the project has increased the level of activities and delivered on the logframe indicators. According to the latest budget review of September 2015, AIRCOP I, II and III expenditure levels and regularity of disbursement have allowed for a rather smoothly operating project.

Were expected results achieved in a timely and cost-effective manner?

The evaluation concluded that the project faced some difficulties at its inception and with implementing some of the activities as stated in the logframe.

Expected results were all achieved across outcome 1 of the logframe⁵¹ with respect to implementing outputs 1.1 to 1.3⁵². Results of outcome 2⁵³ of the logframe were mostly achieved but with more difficulties as regards some of the outputs⁵⁴, i.e. as aforementioned, to negotiate terms of the MoUs to ensure office space and nomination of the officials to the JAIFs. However, the project had a slow start in convincing ministries in selected countries of the value of these JAIFs. As a result, the creation of the first JAIFs was delayed. Six years after the project's inception, although MoUs remain tedious and timely processes, project activities and JAIFs are implemented even if an inter-ministerial⁵⁵ decree has not yet been signed, in order not to slow down the process. It is a mitigation process put in place by the AIRCOP Steering Committee to

⁵¹ As of the project document AIRCOP III September 2015.

⁵² **Output 1.1:** project implementation mechanism for new phase created; **Output 1.2:** project Steering and Review Mechanisms extended to the new selected beneficiary and associated countries and consolidated in the countries already involved in the project; **Output 1.3:** annual AIRCOP meeting held

⁵³ Joint Airport Interdiction Task Forces effectively operate to combat drug related crime on airports.

⁵⁴ **Output 2.1:** Joint Airport Interdiction Task Forces established in the selected countries and set up of provision for equipment and operations to further increase airport interdiction capacity; **Output 2.2:** Joint Airport Interdiction Task Forces Fully Operational; **Output 2.3:** WCO Operation COCAIR is conducted; **Output 2.4:** Real-time communication and coordination networks established, linking all JAIFs

⁵⁵ Inter-ministerial decree comes after an MoU is signed to finalize the creation of the JAIFs and ensure buy in from all relevant ministries.

balance the time it takes to get all relevant ministries' approval and final endorsement after the MoU is signed.

So the project delivered on training/mentoring and joint operations as well as implementing the annual steering committees within budget and fairly timely. However, it faced problems from the beginning in obtaining consensus on the terms of the MoUs, especially in Latin America who are well experienced in anti-drug trafficking and who have their own special tasks forces already in place⁵⁶- as well as in the provision of equipment to the JAIFs for UNODC internal procurement processes.

Moreover, the project title is a bit misleading as to the overall objective, which is to create real time communication and coordination networks linking all JAIFs, while in the project document this is but the last output 2.4. Regarding this output, the project has yet to deliver effective JAIF linkages and effective communication and exchange between them. As aforementioned, the two main tools provided by this project (I-24/7 and CENcomm) are not operational in most countries, despite some limited maintenance and repairs performed by the implementing agencies (WCO and Interpol). The project management team needs to decide on a strategic plan with these two counterparts in order to adjust the current status and make the communication effective and real. Continuous training, mentoring, maintenance and recurrent presence in the field for joint operations to apply theory to practice are paramount to reaching that objective in AIRCOP IV (and eventually V). For this output to yield effective results, the JAIFs needs to be fully operational across all countries, staff needs to be motivated and equally trained, and equipment maintained and upgraded. Therefore, there is an urgent need to follow-up with Interpol and WCO regarding their very deficient telecom systems, which are not working properly that slows down effective communication among sister JAIFs.

Given the situation observed in the field, and further to comments obtained from key partners, it seems likely that it will take years to achieve this uniformity amongst JAIFs; but it is only through endurance, presence and continuity that it can be achieved. For the AIRCOP IV project document, the project management team should take out the word 'fully' from the output sentence in order to manage expectations and to be able to measure gradual results rather than focus on global results when reality dictates otherwise.

How efficient was the project's management and monitoring framework?

According to the evaluation findings, the back-stopping of the project has been efficient. Regular monitoring visits to beneficiary and associated countries have taken place, and project delivery has been fairly timely and productive. In particular, the training, mentoring and joint operations events have been well managed and well received by all stakeholders. In addition, the project

⁵⁶ According to the World Drug Report, the total quantity of cocaine seized more than doubled in South America over the period 1998-2014 (reaching 392 tons in 2014), although recent data suggest a levelling off. In the period 2009-2014, Colombia accounted for 56 per cent of all the cocaine seizures in South America (and more than a third of global cocaine seizures); it was followed by Ecuador (accounting for 10 per cent of total cocaine seizures in South America), Brazil (about 7 per cent), the Plurinational State of Bolivia (about 7 per cent), Peru (about 7 per cent) and the Bolivarian Republic of Venezuela (6 per cent). The increase in cocaine seizures between the periods 1998-2008 and 2009-2014 was particularly pronounced in Ecuador, where the increase was linked to intensified law enforcement activity. https://www.unodc.org/doc/wdr2016/WDR_2016_Chapter_1_Cocaine.pdf

management team ensures regular data collection on types of seizures as well as on feedback from training/mentoring programmes, joint operations and mission assessments. All information is effectively collected and shared with relevant stakeholders and for donors' reports. Although data on drugs seizures, trafficking routes, users and production was available prior this project (e.g. the World Drug reports) the reliability of the statistics is questionable considering the lack of consistent data collection and data entry observed in the field missions by the JAITFs teams. However, according to UNODC project documents reports, EU drug trafficking reports⁵⁷ and to local officials interviewed, the amounts of seizures have increased since the project's inception especially in Latin and the Caribbean countries⁵⁸. West Africa remains the second major transit zone for cocaine heading to Europe. AIRCOP project and UNODC more generally, should strengthen the research and data collection and entry of the law enforcement agencies of the MS and beneficiary countries in order to fight organized crime more effectively through targeted and informed projects.

With regard to holding the governments to their commitments as stated in the MoUs, most interlocutors (both national and external) insisted that donor agencies should liaise more closely with key ministries and strongly encourage them to fulfil their written engagement, particularly financial pledges to internet connectivity and bonuses for local staff.

Based on the evaluation findings, it is recommended that the project donors and implementers should assign 1 or 2 permanent regional staff, to monitor and oversee the projects and respond rapidly to problems. The presence of a permanent monitor on the ground would tend to accelerate and improve project delivery, and keep beneficiary and associated countries under scrutiny. Should that staffing process not be possible, the project management team needs to exercise some pressure through a positive and visible emulation amongst JAITFs to create competition and the will to outperform their respective counterparts. Sanctions do not work and only demotivate the staff. It is thus critical to think about a competitive process to encourage and stimulate response from the proper authorities.

UNODC initially focused on the project from a law enforcement perspective putting emphasis on police activities which in turn limited the projects' scope and purpose. Today the project's administration and coordination has been passed on to a manager for whom the objectives go beyond the LE activities, and include institutional strengthening, capacity building, inter-sector coordination and development actions, thus giving the programme a more integrated scope. Considering the diversity and the different regional dynamics and needs, the project management coordinator, as aforementioned, should be positioned in a place where s/he has more international visibility than in Dakar for fund raising and for problem solving at diplomatic levels with heads of country missions in Vienna. From a geographic and contextual perspective, the rest of the team should remain anchored in the field for ease of access to project, local context knowledge, access to national stakeholders and implementation of activities. Additional staff support could be of great benefit to both Africa and Latin America and the Caribbean.

To conclude, AIRCOP project delivered on most of its desired results and has been managed effectively across both continents despite locally rooted challenges. The project management

⁵⁷ <http://globalinitiative.net/latest-trends-in-cocaine-trafficking-to-europe/>

⁵⁸ The Caribbean and West Africa are reportedly the two most common transit zones for cocaine moving across the Atlantic, and Central America appears to be becoming an increasingly important stop-off point. The Caribbean Sea's main trafficking hubs are the Dominican Republic and Jamaica, although there have been reports that some activity has shifted to Caribbean countries further east.

team needs more staff and the coordinator should be positioned in Vienna for more visibility and outreach.

Partnerships and cooperation

To what extent were partnerships with relevant organizations addressing similar issues sought and sustained during project implementation? Is there coordination with other partners (UK, France, Belgium, Italy, etc...)? How successful were coordination efforts between UNODC, implementing partners and donors?

International inter-agency cooperation

In both regions, there are bilateral efforts by EU Member States (Italy, France, Belgium, the Netherlands, the UK, Portugal and Spain in particular) to cover the full range of law enforcement activities which fall under the CRP programmes from seaport, container traffic, money laundering to airport control. Airport based activities are more limited; and while in Africa, increasingly activities are increasingly focused on the movement of potential terrorists and illegal migrants, in Latin American and the Caribbean countries, drug interdiction is at the forefront of airport interdiction cooperation. Panama is an example of this bilateral engagement but also of the need to strengthen the coordinated effort amongst national and international LE agencies. For instance, at Tocumen Airport, there are three teams working on intelligence information gathering activities and their offices sit side by side in order to foment cooperation: there is a US-DEA led team ROVER, the AIRCOP unit and finally an INTERPOL unit. Nonetheless, the British NCA keeps a permanent representative at the airport and other agencies are kept informed of what is happening; but each of these units focuses on their national interest: the British agency focuses on flights from the UK to Panama and vice versa, and other countries do the same. Hence, while the JAITFs' internal agencies are starting to cooperate, further efforts to coordinate with other units in airports are needed to holistically curb drug trafficking and organized crime in general, especially in Latin America and the Caribbean. There is knowledge of each interested parties' activities but integration and coordination are lagging. These sophisticated task forces should lead by example on inter-agency cooperation and exchange of information, even if only within one airport to start with. Such coordination seemed to be happening more frequently in West Africa; however, this conclusion could not be verified by any documentation but is based on observation and interviews with stakeholders in the field.

Bilateral support and coordination

As mentioned previously, bilateral support is a cornerstone of this project, especially for training and mentoring sessions that rely on external EU experts to share their experience and expertise on profiling, interviewing, identification of different drugs and passengers' points of departure. These experts help raise capabilities but also awareness about the destabilizing impact of drug trafficking on an economy, society and the security of a country. These experts are usually assigned to one country and then re-assigned to several others to train and mentor. For more effective knowledge transfer, training events are followed directly by mentoring in order to ensure continuity in the teachings and ease of rapport with trainees. Furthermore, due to the objective of building effective communication across the Atlantic, it is important to continue using Latin American LE experts to teach others either in the Caribbean (Spanish or English speaking) or use Brazilian experts for Lusophone countries in Africa. Such exchange processes have the indirect effect of connecting the heads of the JAITFs with other LE experts in other

countries. Such indirect impact stems from international joint operations⁵⁹ or joint training⁶⁰ that sometimes gather up to 30 countries and helps them share experiences and exchange phone numbers for subsequent information gathering and sharing. Such international training sessions and operations are critical to operationalize and adapt theory to practice and to generate ties amongst JAITFs.

Internal inter-agency coordination

In Latin America where interested parties are institutionally more advanced, and in a few African countries, AIRCOP seems to be contributing to an evolution of the agency culture from one where the agency is supreme to one where the concept of cooperation and complementarity is also relevant. The Dominican Republic and Senegal for instance are countries where law enforcement agencies were divided amongst a multitude of small agencies with their respective mandate and jurisdiction, which created disjointed cooperation and silo-type procedures until the JAITFs were created. Their creation enabled agencies to work together more cohesively with a common mandate and shared operational procedures. This progress is considered to be a major breakthrough by staff members of the JAITFs, although they do admit to some administrative and hierarchical challenges especially with regards to their financial compensation. Further efforts in consolidating this international cooperation should be a priority for the project management team, but most importantly for the different local ministries.

EU CRP Programme

Although AIRCOP is one of the key flagship projects of the Cocaine Route Programme, the evaluation findings highlighted how little the coordination with the other programmes was effective and real. Respondents in the field had heard about some other projects but were not in relationship with their respective task forces. Although the evaluation findings highlighted that CORMS' mandate is to improve and manage the coordination amongst the different CRP sub-programmes, it is nonetheless critical for AIRCOP IV to continue seeking further cooperation and alignment of priorities and focus in each country through joint operations similar to those organized internationally, like FOLOSA or COCAIR. Joint operations amongst SEACOP, the Container Control Programme and the AML project, could help foster greater integration at the country level and generate similar personal exchanges amongst these projects' directors.

AIRCOP's coordination with its implementing partners and its main donors

The evaluation concluded that there was rather effective communication and rapport amongst AIRCOP's project management team, its EU donors and other implementing agencies (WCO and Interpol). As previously mentioned, EU Member States allocate some of their experts' staff time to deliver training and mentoring in JAITFs countries. From an administrative and reporting perspective, the project management team has been reporting according to their donors' requirements (each with a different format and timing), which is highly demanding and time consuming for the project coordinator, who could be dedicating more time to raising funds and

⁵⁹ COCAIR and FOLOSA for instance

⁶⁰ Such as 'les Ailes Africaines' – a French project organized in several countries in West Africa to train law enforcement agencies on profiling and how to do searches and evidence gathering on private planes; or Intercop in Brasil that is similar to AIRCOP but financed by the Brazilian government and focused on Brazil and its neighboring countries or ALCORCA, focused on organized crime more generally and financed by the French government

coordinating activities. However, key partners and the donors were satisfied with the results, and informed of challenges and progress made to mitigate those problems. The EU representatives that were interviewed were all aware of AIRCOP to some extent, especially in Africa where EU local offices share the similar priorities as AIRCOP with regards to the fight against organized crime. In Latin America and the Caribbean, they were also aware but with less insight and details. The main reporting to the EU is done by the project management team in Dakar who has visibility on all JAIFs and achieved results as well as challenges.

Effectiveness

Have planned outcomes and objectives been effectively achieved?

To what extent has AIRCOP been successful in operationalizing JAIFs in selected airports?

From AIRCOP I to III, the outcomes and outputs have been the same⁶¹, enabling a continuity of engagement and focus on specific deliverables across all identified countries. The only variable has been the number of countries in order to expand the web of JAIFs across Africa, Latin America and the Caribbean. According to the evaluation findings, progress has been constant, growing from 8 JAIFs under AIRCOP I to 12 under AIRCOP II and to 17 under AIRCOP III. As highlighted in the latest Steering Committee (SC)⁶² reports and according to the evaluation findings, despite observed and documented challenges at the country level, AIRCOP projects have achieved and delivered upon most of the deliverables to operationalize the JAIFs. The only partially achieved outcome has been the establishment of effective real time communication between the JAIFs. However, as mentioned previously the creation of the information system has encountered contextual difficulties⁶³ in West Africa, in particular, which cannot be associated to project execution. In other regions such as in the Caribbean and in Latin America, lack of political commitments, leadership or cooperation amongst local law enforcement agencies were observed in some of the beneficiary countries.

Over the years, the JAIFs are becoming the backbone of the project. The JAIF teams are consolidating and the results are becoming more visible. The project management team has also achieved co-funding requirements by the EU under AIRCOP II through the different pledges⁶⁴ in 2015 and recently in 2016 to complement the EU funds allocated to AIRCOP I through III. Although the project has faced challenges, it is gaining more credibility and recognition, which led to countries requesting to participate (such as Burkina Faso, Gabon, Ecuador, Guatemala, etc..) and others are in discussion with UNODC on joining as associate countries (Morocco, Colombia and Peru⁶⁵) for their experience in anti-drug trafficking.

61 Establish the management and oversight systems/ Establish the Steering and Review mechanisms/Establish operational JAIFs in major airports/Provide these entities with the training, mentoring, exchange opportunities, equipment and electronic intelligence capacity to have an impact on Drug Trafficking and TOC.

62 January 8th 2016, Brussels

63 Lack of internet connectivity due to budgetary limitation, lack of political will or lack of high speed internet infrastructure in country

64 Norway pledged US\$ 278,801 and Japan US\$ 160,177 in 2015. In addition, US/INL agreed to contribute US\$ 303,744 to AIRCOP for activities in support of the establishment of a JAIF in Guinea Bissau. The PSC was further informed about the launching of an exploratory phase of AIRCOP in the MENA region (Morocco, Tunisia, Algeria, Jordan, Lebanon and Turkey) through Canada funds (US\$ 373,000) according to the SC report of January 2016.

65 Their contribution varies according to each country and their MoUs but as part of the trafficking routes, it is

However, as highlighted by the members of the SC and in interviews from the field missions, there is room for improvement: continuous engagement and investment in the existing JAIFs is critical for further progress to be made, especially with regards to the communication tools (CENcomm and 1-24/7).

To what extent has AIRCOP strengthened airport drug interdiction capacities in countries covered? Have training, mentoring and profiling helped the teams to quickly adapt to constantly changing conditions on the ground?

AIRCOP's overall objective has been to reduce drug-trafficking by establishing real-time operational communication and by strengthening anti-trafficking capacities between international airports in Africa, Latin America and the Caribbean. As mentioned previously, the creation of the information system has encountered technological difficulties in West Africa, which cannot be assigned to the project management execution but rather to local governmental budgetary constraints or lack of political will. In Latin America and the Caribbean, both infrastructure and budgetary commitments vary from one country to another. But generally, the challenges in this region have been to obtain the political will and curb the inter-agency power struggles to control and keep the mandate over illegal trafficked goods and prosecution. In some countries of the region, up to 11 different agencies were involved in the negotiation of the MoUs to create the JAIF. In other cases, the leading agency was not efficient and delayed the operationalization and effectiveness of the JAIFs. Hence, governmental support and inter-agency collaboration are critical factors that are paramount to strengthening airport drug interdiction capacities. As a result, the AIRCOP project management team invests a lot of effort and resources in developing and maintaining the right stakeholders' connections to strongly encourage and remind them of their commitments as stated in MoUs

However, overall, the evaluation concluded that the development of antidrug interdiction capacity, in particular of cocaine at airports, has had additional effects such as: the JAIFs have been accepted as effective instruments against organized crime by extending their profiling and interviewing techniques to other types of criminal activities, resulting in the seizure of heroine, marihuana, methamphetamines, cash, counterfeit money, pharmaceuticals/medicines and even ivory. In the three regions, the creation of the JAIFs has yielded positive results, from one year to the next, and the level of seizures has increased significantly in 2016 alone⁶⁶.

Nonetheless, there are concerns about interdiction capacities in the long run: in the Americas and in Africa, the MoUs include a commitment by the beneficiary countries to finance administrative costs for a period of 3 years with the hope that the unit will continue to function after AIRCOP's financial and technical support is withdrawn, and that the JAIFs are fully sustainable and operational. In both regions, some countries will be able to fulfil their commitments and others will not. It is therefore critical for the project management team to further define Key Indicators for Success (KSIs) and benchmarks to continue monitoring the project's progress and engage with relevant stakeholders, thus keeping donors informed and ensuring realistic expectations and future pledges for the project extension.

Finally, the successful outcome of the JAIFs relies on identifying and maintaining the right staff from different agencies. Most respondents within the JAIFs declared that this assignment was

critical for the overall objective of curbing transnational organized crime to also include them as members of AIRCOP in order to expand the elaboration of a web-like net through the JAIFs and the real time communication platforms.

⁶⁶ According to AIRCOP progress reports.

not their choice; some were really unhappy because of housing and other costs incurred due to their posting outside their normal residence, and most importantly the important difference between agencies salaries and the end of year bonuses on seizures. As a result, this assignment is considered by many as rather negative and only by a few as an opportunity to learn and grow into that practice area. In addition, while in some countries, all JAITF agents have to submit to a polygraph test, many others do not. Polygraph testing is expensive and not truly effective over time unless done regularly. Although it is always a bonus, the evaluation team does not place high importance on this tool; the team would rather see a leveraging of salaries amongst agents joining the JAITFs and maintenance of bonuses. These are factors that can only be implemented by local authorities; but the AIRCOP team, donors and UNODC regional representatives can continue to hold high level meetings relevant ministries for them to discuss challenges and opportunities to comply with their respective responsibilities. In addition, a job description with interview exercises, questions and profiles should be drafted by AIRCOP to help identify the right recruits. The desired result will be more motivated teams and signs of increased political will.

To what extent has AIRCOP responded to changes in drug trafficking strategies (routes, modus operandi, etc.)? To what extent has AIRCOP been effective in reducing the flow of cocaine into Europe?

The JAITFs' team members are provided with training and mentoring events which include preparation for the inevitability of these changes, since traffickers constantly seek new and easier routes to markets. They also experiment with new methods of trafficking. But with proper intelligence and good training in targeting and profiling of passengers, the AIRCOP teams are able to rapidly adapt to new situations (e.g. recent arrest of Colombian drug trafficker in Lomé, who flew back from Addis Ababa to collect his luggage off-loaded the day before). From the field missions and the desk research, the evaluation team concluded that AIRCOP teams were adapting to new trafficking strategies (such as traffickers sending pieces of luggage before traveling or the profiling passengers going through new routes such as Casablanca and Addis Ababa before going through West African transit airports before heading then to Europe for instance). The JAITFs units have also extended their profiling and inspections rounds to look for other drugs and other illicit goods (as mentioned before in the report p.23, 41 for instance). Another aspect of cross-border cooperation was highlighted with respect to private jet landing and profiling. Although AIRCOP covers commercial flights, the JAITFs teams use the same profiling and inspection techniques on other flights if they come through. However, they might face legal and technical constraints (lack of jurisdiction or lack of sufficient equipment to follow or search private planes on the tarmac before they have time to take off; as a result, they use CENcomm and other personal connections amongst JAITFs to alert of potential suspects traveling through private airplanes. Finally, AIRCOP is expanding its project to other countries (21 in Africa and Latin America and the Caribbean) to create a larger a net to stop traffickers from going through. Further training and further capacity is needed in each JAITF to continue building the teams technical expertise and equip them with the needed tools to their job efficiently. However, assessment missions are under review in Mozambique, Kenya, Ethiopia, and South Africa as JAITFs in place have observed from passengers' travel plans that air transport routes have been changing and less straightforward from Sao Paolo to Europe for instance.

Concerning the entry of cocaine into Europe, it is difficult to attribute to AIRCOP alone the level of cocaine seized so far. With each seizure of cocaine, a bit less drugs enter the EU. It may not be significant at this point, since the project is relatively new, and since most drugs enter or transit through sea cargo in much larger quantities. Still, the 'mules' and traffickers have chosen WA for transiting, given the weak security apparatus and the lack of strong formal capacity to interdict in

most African countries. Hence, building capacity – such as with the AIRCOP project – reinforces Africa’s ability to impede the flow of drugs to Europe. In so doing, the JAIFs also lessen the impact of drugs being sold locally, which will have a negative impact on social cohesion over time.

In addition, one critical challenging stakeholder are the airlines that play a role in the countering process. In many countries, airlines refuse to share their inflight manifest with the JAIFs so as to protect their customers’ privacy. However, based on the evaluation findings, cooperation amongst airlines and the JAIFs enhances effectiveness. A correct balance between too much control and an ineffective LE enforcement strategy should be struck in order to avoid passengers being searched and interrogated uselessly. This can have a negative effect on a location’s reputation and decrease the number of foreign visitors⁶⁷.

Although, the evaluation could not conclude and observe whether traffickers’ strategies were adapting to the closing of some of their normal entry points, building capacity to intercept drugs, while simultaneously developing a capacity to intercept other trafficked items, the evaluation team concluded that the project inevitably has an impact on TOC, which is usually involved in any major illicit activity.

Impact

Have AIRCOP activities contributed to ensuring common working procedures and methods within the JAIFs and amongst beneficiary countries? What tools have contributed the most to the harmonization of law enforcement practices in beneficiary countries?

Each country is specific and has its own culture, including between and among the various local LE agencies. Harmonious working relations, conditions and partnerships take time to build, and often depend on specific circumstances, personal contacts

and other realities, which may often divide certain countries. However, according to the evaluation findings, the project has contributed significantly to fostering trust among JAIFs law enforcement officers, and between their respective agencies of origin in many countries. In particular, in countries where political, ethnic, religious or armed conflict strife have existed or continue to be present, the task of creating mixed units is difficult – but it has also proven to be

Operation FOLOSA - The operation aimed at promoting and strengthening the cooperation between police, customs agencies and immigration services; delivering tangible results in terms of seizures, including the identification of new trends and modus operandi or routes; disrupting of criminal organizations through follow up investigation in source, transit and destination countries; and supporting intelligence exchange. Spain was identified as the first destination country in terms of cocaine seizures, while Colombia and Nigeria the first citizenship of perpetrators. The AIRCOP CENcomm platform was used for alerts exchange and offered the possibility of formatted messages and of automatically generated statistics. Seizure reports captured via I-24/7 by the NCBs has been stored and is available for INTERPOL member countries. Post-seizures analysis identified Ethiopia, Kenya, Nigeria, South Africa, Togo, Argentina and Brazil as the prominent countries in transnational illicit trafficking.

Source: Report of the Steering Committee Brussels- January 2016

⁶⁷ In countries like Colombia and Brazil passenger profiling is initiated when the airplane ticket is bought, the system begins to classify passengers according to how the fare was paid (cash credit card), where was it bought, locally, at destination or in their country, how many times has the passenger travelled when did he get his/her passport and so on but for this to be effective airlines must grant access to their data bases.

successful, since several JAIF units in Africa, the Caribbean and Latin America have spoken of harmonious working relationships among themselves; have managed to enforce the JAIFs code of conduct and obtained results. Seizures and arrests motivate and generate closer collaboration amongst JAIF staff members and amongst countries. The main tools contributing to this positive development are the joint training of staff, followed by mentoring by foreign professionals, the joint operations (see boxes on FOLOSA and COCAIR V⁶⁸) undertaken with other countries as well as the increased visibility and respect obtained through important seizures and arrests. With access to real-time telecom systems, the more effective coordination should yield more impact.

To what extent did Aircop contribute to the adoption of an intelligence-led approach to drug trafficking in the covered countries?

Aircop seeks to provide the national LE agencies with a detection tool at the main airports in the identified region and beyond. However, several countries have security Liaison Officers (LO) posted in-country, who operate largely on the basis of intelligence, and who collaborate in some countries with the JAIFs at the airports. This collaboration was not always observed or verified on paper, since that kind of information was only obtained from the field missions.

Operation COCAIR V - The operation aimed at identifying individuals and corporate entities implicated in illicit trafficking, gathering information on the status of cocaine trafficking by air, evaluating and analyzing this information in order to generate updated and relevant risk profiles and targeting criteria, intensifying the exchange of information between Customs and Police services, as well as co-operation and information sharing between the regions involved using the expertise and logistical resources provided by the WCO and INTERPOL (over 8,000 messages were exchanged through CENcomm). Brazil recorded the highest number of cocaine seizures, followed by the Dominican Republic. Benin recorded Aircop's largest seizure in terms of quantity (one cocaine seizure of 265 kg).

Source: Report of the Steering Committee Brussels- January 2016

However, the culture of 'intelligence-based' intervention preceded Aircop. Still, the training and mentoring, targeting passengers ahead of arrival, profiling them according to available knowledge, having access to important universal databases, all of these intelligence based techniques have demonstrated to the JAIFs law enforcement officers that it is more effective than a hit-and-miss or a sampling approach. The evaluation team concluded that Aircop is thus assisting airport staff in adopting intelligence led approaches and generating more exchange of information through personal connections and slowly through the communication tools.

⁶⁸ For details on Operation FOLOSA see <https://www.unodc.org/westandcentralafrica/en/aircop---operation-folosa.html>: **FOLOSA and COCAIR V: The Joint Operation FOLOSA**, led by INTERPOL with the support of UNODC, WCO and Europol in the framework of Aircop, recorded remarkable results with nearly 170 kg of drugs seized (66 cases covering 64 seizures of which 38 cocaine seizures) and 50 people arrested. Operation FOLOSA, which involved 22 countries¹, took place from 19 to 28 September 2015. **List of FOLOSA countries** agreed through European Commission Administrative Order of 14 July 2015: Benin, Cameroon, Cote d'Ivoire, Ethiopia, Ghana, Kenya, Nigeria, Niger, Mali, Senegal South Africa Togo, Argentina Brazil Colombia Dominican Republic, El Salvador, Panama, Peru (funded by Aircop), as well as Namibia, UAE, Qatar (funded by extra-project funds). For more details see <http://www.wcoomd.org/en/media/newsroom/2016/january/wco-announces-the-results-of-operation-cocair-v.aspx> and/or [http://www.interpol.int/News-and-media/News/2016/N2016-007The Joint Operation COCAIR V](http://www.interpol.int/News-and-media/News/2016/N2016-007The%20Joint%20Operation%20COCAIR%20V), led by WCO, in close co-operation with the UNODC and INTERPOL in the framework of Aircop, recorded remarkable results with 578 kg of drugs seized (79 seizures of which 40 seizures of cocaine for 411 kg), 750 ammunitions, several falsified documents as well as US\$ 1,721,325. Operation COCAIR V covered 26 countries and 28 airports, took place from 5 to 13 December 2015 coordinated by a joint Operation Coordination Unit (OCU) established at WCO HQ in Brussels. List of COCAIR V countries agreed during the 6th Meeting of the SC held in Brussels from 30 September to 1 October 2014: Cameroon, South Africa, Mozambique; Benin, Burkina Faso, Chad, Cabo Verde, Côte d'Ivoire, Gambia, Ghana, Guinea Bissau, Mali, Mauritania, Niger, Nigeria, Senegal, Togo; Morocco; Brazil, Dominican Republic, Jamaica, Panama, El Salvador, Argentina, Peru and Barbados.

What unforeseen results have been observed through the creation of the JAITFs?

The main unforeseen result was the extension of the JAITFs' mandate from cocaine drug trafficking to other types of illegally trafficked goods. The techniques helped the JAITFs team to better profile and arrest suspects with other illicit items, including counterfeit drugs, weapons, money and synthetic drugs. As a result, many JAITF team members have expressed their need to be trained on how to identify other types of drugs. The training received in targeting and profiling has also proved quite pertinent in detecting presumed terrorists landing at airports and transiting through West Africa.

The other unforeseen result is the personal exchanges of information amongst directors of the JAITFs following joint training events or joint operations. Their respective results motivate one another to better achieve their goals, so it creates a positive competitiveness amongst them. The evaluation team proposes that in AIRCOP IV, this competitiveness should now be channeled through an organized competition amongst the JAITFs in each region as a means to motivate them and keep them informed of each other's progress through the use of communication tools. As such it will help develop habits of using CENcomm and I-24/7 and interacting more often with each other.

What are the financial and social costs accrued by beneficiaries as a result of the project – processing of arrestees, incarceration etc...?

The arrest, processing, trial and subsequent incarceration of criminals obviously cost the host country a lot of money. In West Africa, according to officials interviewed, the number of those found guilty and imprisoned remains low. However, this number could not be verified by any other sources due to lack of data availability or culture of not sharing such information. Moreover, the evaluation team could not find reliable statistics.

The JAITFs and local ministries in some Western African countries complained of the lack of means to test the origin and the purity of the seized cocaine or other drugs, but also the inability to properly carry out further investigations or use body scanners that are often not available in airports; the incremented cost of scans in private clinics reduces the JAITFs budget or comes out of the directors' personal salaries. This problem was less of an issue in the Caribbean and Latin American countries, where however issues of corruption and lengthy prosecuting procedures were also mentioned as problematic.

Finally, drug trafficking has a social cost, as OC changes its modus operandi and begin to pay transit country organizations in kind which in turn brings violence and instability to the transit nations as it has been documented in Central America and the Caribbean⁶⁹. Drug lords ensure loyalties and complicity by paying local organizations and accomplices first in cash, and then subsequently with hard drugs. As a result, local consumption eventually leads to local petty crime, to increased corruption and to social disruption. This is starting to expand in Africa and is an endemic problem in Latin America and the Caribbean.

⁶⁹ See UNODC study in https://www.unodc.org/documents/wdr/WDR_2010/3.0_Destabilizing_influence_of_drug_trafficking_Case_of_cocaine.pdf, also relevant <https://www.tni.org/files/download/dmv3-e.pdf>

Sustainability

Can a long-term institutional and financial commitment be expected from beneficiary governments after project termination?

Beneficiary Governments have signed initial agreements (MoUs) with the AIRCOP project management team and the donors by which they commit to certain obligations (financial, logistics and human resources), including funding the JAIFs after the project terminates. But most officials admitted that they are counting on a follow-up project to continue the activities of the JAIFs. In other words, the donors must understand it will take time and it might be necessary to plan to support the AIRCOP project for many years before leaving, to ensure sustainability and the JAIFs readiness to stand on its own. However, one of the key recommendations is for the UNODC regional representatives and the EU delegations in the country to regularly engage with local ministries and to remind them of their commitment. Strong political will and further compelling results need to be demonstrated to the national decision makers in order to compel them to allocate the needed budgets to invest in and maintain the JAIFs. Countries like Togo and Senegal have done so and have built new airports; but proper budgets are not yet there for the JAIFs. Togo's JAIF has a small room with no screen, no computers and no room to conduct proper interviews, although the airport is brand new. It shows that decision-makers in-country need to better understand the scope and ramification of the JAIFs mandate and the negative impact of drug trafficking or other illegal crimes on their economy and social stability. UNODC also needs to better communicate this reality to national officials.

What results are most likely to be sustained after completion of UNODC support?

After the AIRCOP project finalizes its technical and financial support, some results from the project should remain, such as: the capacity to work in inter-agency teams; the use of an intelligence-based approach and the techniques learned during training events for profiling and arrest; and finally the mind-shift that occurred amongst the directors of the JAIFs and some decision makers in understanding future trends and planning accordingly. Finally, better information and preparation concerning trans-national cooperation and the necessary exchange of information for combating criminal networks will remain.

Are MoUs binding parties to ensuring institutional and financial sustainability to the project?

The MoUs and other official documents – such as Ministerial or Presidential decrees – are important documents but their obligations are more moral than legal and it varies from one country to another. The MoUs and the following document, either the presidential or ministerial decree, state each party's responsibilities, including those of the non-state parties such as UNODC. Internally, if such a document is published, it carries a lot of weight – such as in Côte d'Ivoire, or Senegal where Inter-Ministerial documents were to be issued a few weeks after the evaluation team's field missions. These internal publications can become political 'obligations' to deliver results and report accordingly. It then becomes a tool for internal political parties to exert pressure on each other. From an international legal angle, the MoUs are non-binding and cannot be enforced by legal recourses if the parties are not fulfilling their responsibilities. The only intervention that can be made is by

the donors and the implementing agencies' official high representatives, in order to engage high level officials in the countries to respect the protocol which they have signed.

Is AIRCOP in line with beneficiary countries' policy priorities?

AIRCOP project was found to be aligned with country priorities from its inception and following MS' declarations agreement for West Africa (the Praia Declarations) which is with the Caribbean countries the most common transit zones for cocaine moving across the Atlantic⁷⁰. Latin America and the Caribbean have been a cocaine production and anti-drug trafficking hub since the eighties⁷¹. The drug activity in this region is shifting towards Central America and the Eastern Caribbean Islands. Moreover, according to several reports (EU, UNODC, US), from 2009 to 2014, the proportion of the total cocaine seizures (all transports included cargo- air- sea- land) in Africa accounted for by West Africa rose to 78 per cent; the largest quantity of cocaine seized was reported by Cabo Verde, followed by Gambia, Nigeria and Ghana. The main suppliers were Brazil, Peru, Colombia and Chile while in Africa Nigeria, Ghana, Mali and Guinea were considered countries of departures or transit for cocaine according to the UN World Drug Report⁷².

Finally, many interviewees and reports described that drug consumption, especially cocaine, was considered to be a problem for the "West". However, with trafficking routes always leaving traces and creating local markets, drug trafficking has also become a concern and a priority for most African countries where local demand has increased and where organized criminal networks are mushrooming. In light of the emergence and proliferation of non-state actors armed groups (NSAAGs) across West Africa, the Horn of Africa and North Africa and the Middle East, drug trafficking has become – as elsewhere in the world – a source of revenue for these criminal networks. As a result, African countries started prioritizing the fight against trans-national organized crimes (TOC) and the AIRCOP project is aligned with beneficiary countries priorities. Hence, for producing to transit countries, further trans-Atlantic cooperation is the next step in the fight against TOC⁷³ and AIRCOP is one critical building block in this fight.

Human Rights and Gender

Were UNODC actions respectful of the United Nations Human Rights Due Diligence Policy (HRDDP)?

The evaluation concluded that the issue of gender sensitivity when facing passengers is duly addressed. JAITF staff members all responded positively when asked about this form of sensitivity and understanding of passengers and suspects rights. All JAITFs staff members had received such training from AIRCOP and were very confident regarding their understanding and implementation of one's human rights and respect of gender. The evaluation team could,

⁷⁰ <http://globalinitiative.net/latest-trends-in-cocaine-trafficking-to-europe/>

⁷¹ World drug report 2008. https://www.unodc.org/doc/wdr2016/WDR_2016_Chapter_1_Cocaine.pdf

⁷² UNODC World Drug Report 2016 DRUG STATISTICS AND TRENDS: also see 'What Drugs Are Europeans Using in 2016' in <http://www.russellwebster.com/what-drugs-are-europeans-using-in-2016/>

⁷³ See Trans-Atlantic Symposium on Dismantling Transnational Illicit Networks, May 17-19 2011 Lisbon, Portugal Final Report at http://ceas.europa.eu/us/events/symposium2011/2011_11_final_report_transatlantic_symposium_en.pdf. Also see Transatlantic drug trade EUROPE, LATIN AMERICA AND THE NEED TO STRENGTHEN ANTI-NARCOTICS COOPERATION at www.fiia.fi/assets/publications/bp132.pdf

however, not obtain or find external sources to verify these claims and therefore these findings remain anecdotal from the field missions.

AIRCOPs' activities do present and discuss gender and human rights processes and international conventions during training. With regard to the JAITFs' composition, the gender balance was respected in most airports, even in most African countries, where female officers are less common than in the Caribbean and Latin American countries. Generally, around 30 to 35% of JAITF staff is female and female personnel was on rotation in order to ensure presence during passengers' screenings and controls. When searches are required, female officers will screen female passengers. In custody, the sexes are kept separately. Courtesy towards passengers is taught in all basic training courses, and emphasized during mentoring. Passengers are taken to a separate room if a search is required. If passengers refuse or resist, airport police or gendarmes are called. However, what takes place afterwards is unknown. Since the JAITF officials do not generally have the power of arrest, the suspects are transferred to the competent authorities, who take the detainee away. Further information and follow up should be communicated to the agencies that initially conducted the search in order to ensure due process and respect of that person's rights. This should ensure more transparency in those processes.

Indeed, many respondents felt that the project, without taking on added responsibility, should nonetheless provide some form of vigilance over what takes place after handover. In Mali, for example, the JAITF handles a passenger from beginning to end, from the airport to the courts. This ensures proper follow-up, less chances of violations of rights or breakdown in the investigation and prosecution process, as the agency is empowered to see it through from beginning to end. However, there was a lack of information and visibility on what happens to detainees once they are arrested and an investigation is in process. Further safeguards should be created to ensure due process during preliminary investigations and follow on prosecutions

Were gender sensitive measures implemented and measures mindful of gender related disparities in the regions considered? Is there any difference between LAC and West Africa in applying gender sensitive measures and if yes how have they been addressed?

In Africa, authorities are mindful of the necessity to respect women. Women are present and active throughout society. Thus, gender sensitive measures are easily conveyed and accepted. Although there are currently 2 female JAITF directors – in Benin and Cabo Verde – and a couple of female national focal points in WA, women remain less numerous than men in law enforcement forces in this region than in Latin America and the Caribbean. This would seem to be more prevalent in the LAC region, where women are more numerous amongst LE agents but none are yet directors of any JAITFs in these countries. In LA and the Caribbean, the gender issue is not a subject that has much weight when dealing with the LE community since “Western values” (both social and religious) are open and widely accepted: gender issues cannot be confused with the so called “machismo” which is evident in some of these countries. It is not uncommon to see female officers body searching male passengers. During the interviews it was clear that all JAITFs were staffed by both genders.

All JAITFs have women staff in order to ensure sufficient female presence during shifts rotation. However, in some JAITFs, female staff were found to be over-extended and working longer hours in order to ensure a constant female presence. More female staff should be hired and assigned to the JAITFs. This requirement could be included in the MoUs to ensure better balance and to protect the JAITF's staff's own rights with respect to working hours and labour laws.

The project management team kept records of the gender divide amongst trainees and the data was shared with the evaluation team, and was triangulated with field observation and interviews. There is a deficit of female officers in West Africa and the project management team raises the issue with regards the JAITFs' female searching tasks that require a sufficient ratio of female officers in order to ensure due rotation and constant female presence among the teams.

Are adequate reports on arrests and related information kept systematically? Are records kept? What measures are in place to ensure that passengers are not abused?

Generally speaking, records are kept – but manually. Some countries have begun to computerize data, but many are still not doing so due to lack of tools, and training. Records of seizures, arrests, prosecution and incarceration were made available to the evaluation team. The new AIRCOP project management started in 2014 to more systematically collect and collate data to report progress and keep stakeholders informed.

However, not all JAITFs keep detailed track of all seizures yet. There are deficiencies with record-keeping using CENcomm and simple excel sheets. Training on simple software skills should thus be offered as part of the training and mentoring events. It would help some JAITF directors to become more adept and capable of entering the data into the right platforms.

Regarding respect for Human Rights, the JAITF officers (in countries visited during the field mission), always address passengers in public, thus ensuring a measure of transparency and also felt self-confident in their ability and knowledge about suspects' human rights. According to the interviewees, basic training modules touch upon human rights according to the UNODC Gender Mainstreaming Guidelines. However, once detained by a different LE body, there is no guarantee that the person will not suffer some form of abuse. A few examples were provided to the evaluation team during the mission regarding detained suspects being held with limited food and water, and in dire detention facilities; Although these examples fall out of the control of the project, they offer potential examples of what can take place without follow up, clear procedures and a check and balance amongst LE agencies and prosecuting bodies.

Are AIRCOP's key actors promoting human rights and gender throughout proceedings, training and other presentations about the impact of JAITFs on TOC?

The AIRCOP associated trainers offer basic knowledge about gender sensitivity and human rights during training and mentoring sessions. This forms part of the regular basic training curriculum. There is no resistance to this, since it is easily understood and accepted across all beneficiary countries.

Regarding Human Rights, JAITF staff members all concurred that they never use violence and are well aware of other potential violations of human rights. Generally, no reports of violence against passengers or suspects were made or shared with the evaluation team. However, with regard to other rights, such as the use of certain forms of discrimination and intimidation, this could not be assessed during this evaluation.

III. CONCLUSIONS

The evaluation reported on all key indicators: relevance, effectiveness, efficiency, impact, sustainability, human rights and gender as well as partnerships and cooperation. The evaluation team was able to collect and triangulate the data to verify and confirm preliminary assumptions and refute others as well as concluded on a series of findings reflected in the matrix that led to key recommendations, lessons learned and best practices.

AIRCOP project was found to be highly relevant to beneficiary and associate countries as well as the EU and UNODC in their fight against organized crime and within their anti-drug trafficking priorities in West Africa and across the Atlantic in Latin America and the Caribbean. In addition, UNODC is well positioned and the specialist agency to build MS' capacity and legal framework to fight organized crime and address drivers of instability in these regions.

AIRCOP project was managed effectively despite contextual challenges that generated some delays in the establishment of some Joint Task Forces- especially in Latin American countries where they already have similar local effective capabilities or in West Africa where a lack of political will and infrastructure created some paralysis. However, once the first JAITF was created, it gained credibility and interest from MS. All outcomes have over the three projects (AIRCOP I, II and III) been implemented except for one the creation of real time communication which was partially achieved, due to external factors to the project management team. Moreover, the project management team made an effort in fostering partnerships for cost-sharing and knowledge exchange amongst implementing partners (WCO and Interpol) and JAITFs across different countries. Joint training and joint international operations proved to be the most successful and effective means to develop networks amongst JAITFs, record big seizures and exchange challenges and best practices.

With regards to budget, resources were found to be effectively and efficiently distributed and disbursed amongst the different output. The evaluation concluded that further trainings and mentoring should be proposed and budgets should account for equipment maintenance and a longer-term engagement (beyond the current three-year period) in order to ensure the JAITF's sustainability.

One of the pillars of this project is collaboration amongst JAITFs around real communication and an intelligence led approach. Although further collaboration needs to be reinforced, the project management team should also maintain a continue and engaged dialogue with local authorities so they comply with their responsibilities as included in the MoUs. The project management team should also proffer further cooperation amongst the EU CRP's sub-programmes (SEACOP, anti-money laundering and other projects and internal UNODC programmes such as the Container Control Programme for closer integration, potential cost-sharing and more effective fight against organized crime.

Finally, the evaluation assessed that Gender and Human Rights were known by the JAITFs officers and respected. Local cultural considerations such as a lower ratio of female law enforcement officers in West Africa especially, were noted during the evaluation. The project management team collected disaggregated data on trainees' gender ratio and raises awareness about the role of women in drug trafficking as well as the importance of human rights and gender equality during basic trainings. A lack of visibility and understanding of what happens to detainees was noted in the report. In order to avoid human rights violations, further safeguards should be created to ensure due process during preliminary investigations and follow on prosecutions.

Some of the major lessons learned from this project are: 1) The fight against organized crime requires long-term commitment and engagement from donors, implementing agencies and local national authorities; 2) Patience and time are prerequisites to building multi-agency teams' capabilities and embedding in their modus operandi a series of common methodologies, in order to foster cross-border and international communication and collaboration; 3) Cooperation is not an easy process that comes naturally amongst law enforcement agencies with different mandates and approaches; 4) Continuous engagement and perseverance pay off through building proof of concept; 5) Anchoring the success of the project in the hands of the national authorities is a good way to obtain political will and commitment over the long-run. In the short term, donors and implementing agencies need to stay on course in order to offer support and transfer the needed skills to create the JAITFs.

In conclusion, AIRCOP project has started knitting a web of Joint Task Forces in airports to fight organized crime. This web needs consolidation, strengthening and sustainability. Expanding the network of the JAITFs is of course necessary but should not be the first priority for the donors and the project management for the next phase of the project AIRCOP IV. It should rather focus on consolidating the present network. A future AIRCOP V project could potentially start a year later and have a logframe more focused on expansion. The evaluation team concluded that there is demand and a great need for these JAITFs in order to fight organized crime jointly, both internally and internationally. AIRCOP has started weaving a web that needs tightening and strengthening to properly expand.

The planning phase of AIRCOP IV will be finalized by the fall of 2016, based on the results of this evaluation report, the project team's own lessons learned and context assessments.

IV. RECOMMENDATIONS

The evaluation offers recommendations that will help draft the fourth phase of AIRCOP. Recommendations are structured according to **key** recommendations and **important** recommendations as reflected in the matrix.

Key recommendations

1. **Consolidation of Existing JAITFs** - Consolidate the present JAITFs, although some expansion is needed to continue developing the web of JAITFS across Africa, the Caribbean and Latin America. However, considering the budget, the next stage should focus on consolidating existing entities, especially in West Africa and the Caribbean, so they become fully operational and functional. Although it can be argued that it is the governments' responsibility to make them fully functional, it is in the interest of AIRCOP and the EU under the IcSP to continue strengthening the existing JAITFs. Such reinforcement will build a stronger case and will help other newer JAITFs to emulate the example of their successful peers. Expansion at this point should be considered only in stronger requesting countries where AIRCOP's engagement will be more short term and where governments can allocate budgets.
2. **Further Engage Governments** to commit necessary budgets in order to ensure connectivity so that communication tools can be properly utilized. This dialogue should be actively maintained by the UNODC Regional Representatives in Dakar and in Panama as well as the local EU delegation representatives. This on-going dialogue is crucial for governments to grasp how their commitment – as formulated in the MoUs - is paramount for long-term sustainability of the JAITFs in their country. UNODC and the EU will not be continually financing the existence and the maintenance of the JAITFs. The Governments' financial commitment entails budget allocations for maintenance of the facilities, telecommunications, staff salaries and annual bonuses.
3. **Continue Investing in Communication Tools** - AIRCOP's overall objective is to develop effective trans-national communication between JAITFs. Thus, the project's CLPs (Interpol and the WCO), need to assess and evaluate the implementation status and challenges in each country to ensure effective utilization of the tools, without further delay. In particular, Interpol must ensure that its I-24/7 system is fully operational in each JAITF office, in each beneficiary and associated country. This may require to assign a squad of technicians, or to train local technicians to do the job over several months through a mentoring process.
4. **Define clear Key Success Indicators** to benchmark progress and assess the operational capacity of the JAITFs. Such KSIs would help provide a scale for the level of engagement, the tools and equipment needed; JAITFS could then compare themselves with others on these KSIs rather than simply on the number of seizures per year. These KSIs should be part of the logframe, as one of the key priority outputs. A few examples of KSIs could be to have fully

operational room (with all the equipment and a yearly budget for internet and telecommunications); another one could be to have at least 35 per cent of female staff; or to have exchanged at least 30 messages a month/ 1 per day on CENcomm. The project management team in cooperation with their Law Enforcement experts should organize a KSIs workshop with Interpol and WCO to define and agree on the KSIs and on the scale. Not only will the scale help monitor progress and understand what areas need attention, but will also create a healthy competitiveness amongst JAIFs. The score card or the scale will be a tool that the UNODC regional representative can use when meeting with the local authorities to enhance their commitment to the project.

5. **Closer Cooperation and Integration Amongst CRP Programmes-** most large amounts of drugs are trafficked through containers and cargo ships. Considering that SEACOP, AIRCOP and the Container Control Programme (UNODC) operate in the same countries and share similar objectives, it would be more effective and cost-sensitive to organize joint training events as well as joint special operations that would not only cover both air or sea but all entry points into a specific country. To complement AIRCOP activities as of late 2016, it must incorporate recent developments in the CRP, e.g. the CRIMJUST project "Strengthening criminal investigation and criminal justice cooperation along the Cocaine Route". CRIMJUST will be fundamental for AIRCOP to develop data on prosecution and to enhance the capabilities of criminal investigations along the Cocaine Route. The collaboration should also focus on using the same information tools {CENcomm and I-24/7} for ease of training, compatibility and visibility of information.

Important Recommendations

6. **Training, Mentoring and Joint Operations** - training and mentoring are at the core of the project and will continue to be so. However, the evaluation team would like to emphasize the need to train and mentor JAIFs even after they have become operational. Moreover, further south-south training cooperation should be offered in the next phase of the project. Countries in Latin American that have been fighting drugs and criminal networks for years could share their experience and knowledge with their counterparts in other JAIFs. Part of the scale card KSI (mentioned above) should help assess training needs on basics and technical skills. In addition, the evaluation team recommends introducing basic management and monitoring skills for the JAIF directors that need to manage multi-agency staff members and mitigate disputes when they arise. Hence, the project management team could offer managerial skills as part of the technical training packages. Finally, the joint operations are strategic tools to build inter-agency networks and to motivate the JAIFs' staff through a combination of competition for best results and of perks like international travel.
7. **Relocating the project management coordinator to Vienna** - the evaluation concluded that although a presence in the field enables the LE enforcement experts in both regions to coordinate and be present on the ground in order to engage with local stakeholders, the project could benefit from greater visibility amongst donors and other stakeholders. The project management team should consider assigning the project coordinator in Vienna where that person could more easily coordinate with UNODC, EU donors, other bilateral donors, but also with other CLP like WCO and Interpol, and with the other CRP projects. Moreover, the project would be more visible for donors.
8. **Closer Coordination and Planning among UN Agencies, Donors at the local level** - There is a definite need to better coordinate donor activities, by sharing information and even

joining forces in order to promote better success in the fight against TOC. The project management team could host a form of “Mini-Dublin” group at the local level, which could meet once a month to help better assess donors’ priorities and programmes implementation to strengthen the harmonization and strategic alignment of different agencies main activities to combat organized crime.

9. **Creation of a Feedback Loop on Post Arrest Status-** The evaluation team understands that it is not in the mandate of AIRCOP to focus on the investigation, accusation, judicial process and incarceration of criminal elements. However, understanding what happens to arrested people should be of concern to the JAITFs so they can protect themselves from accusations of violation of human rights or undue processes for instance. This will also help protect the rights of the arrested passengers. Creating a feedback loop with concise but clear information on the status of each arrested person could help motivate the JAITF staff, mitigate potential accusations of unruly process and manage their reputation, while ensuring the protection of the detainee. The project management team should share and discuss with JAITFs and local authorities the international best practices and what kind of feedback loop would be most appropriate for the local context.
10. **Equipment and tools need maintenance and upgrade** - one of the project’s outputs is to equip the JAITFs with basic operational tools. Most of them have received their equipment, which has been well utilized in most cases. However, like most tools, they need a regular upgrade or maintenance that most countries, especially in West Africa and the Caribbean, cannot afford. As a result, the project budget should take into account maintenance of equipment every two years in order to ensure sustainability of the JAITFs. The project management team should encourage every agency forming part of the JAITF to contribute to the maintenance after the first round is covered by UNODC. The lesson here is that equipment needs to be maintained or replaced periodically and for the project management team that budget allocation for renewal of projects should be accounted for.
11. **Gender and Human Rights-** although the evaluation concluded that there not any real issues with regards to gender sensitivity, it would be less strenuous on current female JAITFs officials if further women were recruited. With regards to human rights, the evaluation concluded that JAITFs officials were confident in their understanding and application of human rights during suspects searches and interrogations but it was highlighted that there are few safeguards (for instance not all JAITFs rooms are equipped with surveillance cameras) to ensure compliance; furthermore, there is little visibility on what happens to individuals after arrests. Creating a feedback loop on post arrest status would create a check and balance process and would also keep the JAITFs officials informed of what happens after their work is done.

V. BEST PRACTICES AND LESSONS LEARNED

Several best practices were noted by this evaluation and should inform the formulation of AIRCOP IV.

Best practices

Combine Theory with Practice – Training events followed by mentoring have proven to be the most effective capacity building process and the most well received among recipients.

Joint Operations - Joint operations have been an excellent opportunity to put theoretical techniques into practice together with other JAITF staff members. Foremost, the operations enabled the teams to network and create informal relations for ease of communication and exchange of information. Finally, according to seizure results, joint operations have been very successful.

Inter-Agency Cooperation - Coordination of activities is essential, between national agencies and within the JAITF. The JAITF staff members were not used to working together but all respondents agreed that the approach is more effective despite the management challenges and old habits. Building teams within the JAITFs takes time - but it is also promoting intelligence led approaches in the fight against organized crime.

Cost-sharing and budget overlap in AIRCOP I, II, III – the project management team looks for opportunities to cost-share the training events and the joint operations in order to maximize the amount of activities, invite as many countries as possible while keeping costs under control. Moreover, the project management team has managed to develop close relations with several EU Member States, which provide trainers for two weeks to deliver training in theory and practical techniques. This arrangement has proved very successful from a cost-efficiency perspective, but most importantly in building the JAITF's teams confidence to apply international techniques and best practices.

Law Enforcement experts for Continuous Engagement with Beneficiary and Associated Countries - the project management team has recruited law enforcement experts either as full-time staff or full-time consultants to conduct preliminary field missions, build rapport with the right authorities and engage on a regular basis with the JAITFs. As the project progresses, other similar profiles should be recruited in order to second the others or to cover other geographic areas.

Lessons Learned

There are several key lessons learned that can help inform AIRCOP IV's programme implementation

Time and Patience - these two factors are often overlooked by project management teams and donors. Building rapport with the right local authorities, who inevitably undergo administrative and political changes, as well as negotiating terms of engagement, including each party's responsibility, always take time. As mentioned in the body of this report, the project management team was faced with that very challenge, which caused delays in the creation of the JAITFs. However, through continuous engagement, time delays were managed and activities were organized while waiting for the final Presidential or Parliamentary decrees to be finalized. Thus, further delays were avoided.

Political will- beneficiary and associated countries have all negotiated with the AIRCOP project management team the initial terms, and the parties' responsibilities and obligations after a period of three years. The lack of 'political will' caused delays in the implementation of the JAITFs and hampered the establishment of real time communication exchange between countries, because of the lack of budgetary allocations for internet connectivity, among other things. In addition, the lack of political will slows down any attempt to discuss equal compensations and bonuses for the JAITFs staff members. The lesson learned is that it is critical to obtain political will from the onset in order for the project to be within its timeframe and for all parties to meet their respective obligations.

Local management petty cash budgets - the project management team was quick to understand what is needed to operationalize the JAITFs. However, the lack of a small budget allocation (or petty cash account), to pay the internet bill or to make small yet urgent repairs for example, has become a substantial problem in African countries; this reality then reduces real time communication exchange capacity. Although the project management team discussed the governments' responsibilities in the MoUs, it takes continuous engagement to obtain compliance. In many countries, and in West Africa especially, JAITFs are often not connected to the internet and have hardly any tools to work with, despite the signature of MoUs and several years of operations. A small petty cash provision would go a long way in ensuring JAITF operations are maintained.

ANNEX I. TERMS OF REFERENCES

I. BACKGROUND AND CONTEXT

Project number:	XAW/U72 (UNODC) IFS/2009/226-525 AIRCOP I (EU) IFS/2010/259-552 AIRCOP II (EU) IFS/2013/332-440 AIRCOP III (EU)
Project title:	Airport Communication Project – AIRCOP <i>Establishment of real-time operational communication between selected airports in Africa, Latin America and the Caribbean</i>
Duration:	1 January 2010 – 16 December 2016 AIRCOP I: 1 January 2010 – 30 June 2014 AIRCOP II: 1 January 2011 – 30 June 2016 AIRCOP III: 17 December 2013 – 16 December 2016
Location:	Africa, Latin America and the Caribbean <u>AIRCOP I</u> Brazil, Cabo Verde, Cote d’Ivoire, Gambia, Ghana, Mali, Nigeria, Senegal, Togo. <u>AIRCOP II:</u> Argentina, Barbados, Benin, Cameroon, Colombia (associate country), Dominican Republic, Jamaica, Kenya, Ethiopia, Guinea Bissau, Panama and South Africa (associate country). <u>AIRCOP III:</u> Mozambique, Niger, Peru, El Salvador, and Morocco (associated country). Following the end of AIRCOP I on 30 June 2014 and AIRCOP II on 30 June 2016, AIRCOP III geographical scope incorporates AIRCOP I and AIRCOP II countries above mentioned.
Linkages Regional Programme:	to Regional Programme for West Africa (2010-2014) Regional Programme for the Caribbean (2013-2015)

	<p>Regional Programme for Central America (2014-2016)</p> <p>Programmatic Actions in Central America in the Context of the UNODC Strategic Framework 2014-2015</p>
<p>Linkages to Thematic Programme:</p>	<p>Thematic Programme on Action against Transnational Organized Crime and Illicit Trafficking (2011-2013)</p> <p>Sub-Programme 2: Regional and National Capacity Building and Technical Assistance</p> <p>Outcome 2.2: Strengthening national and regional capacity and international cooperation for law enforcement, criminal intelligence, border control and criminal investigation in order to more effectively assess, identify, collect evidence and ultimately control criminal activity the flows of illicit goods and services</p>
<p>Executing Agency:</p>	<p>UNODC</p>
<p>Partner Organizations:</p>	<p>World Customs Organisation (WCO)</p> <p>INTERPOL</p>
<p>Total Approved Budget:</p>	<p>Overall Budget AIRCOP: US\$ 12,000,000</p> <p>Total Approved Budget AIRCOP (as of March 2016): US\$ 9,074,080</p> <p>Breakdown of pledged funding:</p> <p>AIRCOP I: US\$ 3,498,866 (EUR 2,486,795)</p> <p>AIRCOP II: US\$ 3,730,705 (EUR 2,890,424)</p> <p>AIRCOP III: US\$ 3,559,941 (EUR 3,000,000)</p>
<p>Donors:</p>	<p>European Union (with co-funding from Canada, Norway and Japan)</p>
<p>Project Manager/Coordinator:</p>	<p>Elena ABBATI</p>
<p>Type of evaluation (mid-term or final):</p>	<p>Mid-term Evaluation of XAW/U72 (Final Evaluation of Project Phases “AIRCOP I”, “AIRCOP II” and “AIRCOP III”)</p>
<p>Time period covered by the evaluation:</p>	<p>January 2010 – June 2016</p>
<p>Geographical coverage of the evaluation:</p>	<p>Beneficiary and associated countries of AIRCOP I, AIRCOP II and AIRCOP III.</p> <p>A selected list of beneficiary countries, approved by the stakeholders, will be visited through field missions.</p>
<p>Planned budget for this evaluation:</p>	<p>US\$ 65,000</p>
<p>Core Learning</p>	<p>UNODC/AIRCOP Project Team in Dakar and Panama</p> <p>WCO/AIRCOP Project Team</p>

Partners ⁷⁴ (entities):	INTERPOL/AIRCOP Project Team UNODC Management in Dakar, Panama and HQ European Union Government representatives (Heads of AIRCOP Joint Airport Interdiction Task Forces/National Focal Points)
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Project overview and historical context in which the project is implemented

Despite the global efforts in fighting drug trafficking, the volume of cocaine smuggling from Africa, Latin America and the Caribbean to Europe continues to be significant. While the global supply of cocaine originates in Bolivia, Colombia and Peru, the largest cocaine markets and highest rates of prevalence of cocaine use are reported in Western and Central Europe as well as North and South America. Cocaine is usually trafficked northwards from the Andean countries of South America to North America and across the Atlantic to Europe via the Caribbean or Africa, by a variety of means, including air and sea.⁷⁵

The trafficking routes from Bolivia, Colombia and Peru producing countries to Europe are many and diverse, passing by air, sea and land through Central America, the Caribbean and West Africa. For instance, cocaine trafficking through the Caribbean to the European Union (EU) is estimated to have increased by 800% between 2010 and 2012.⁷⁶

Furthermore, West Africa appears to have become an established source of the methamphetamine smuggled via Southern Africa or Europe into East and South-East Asia, with new trafficking routes linking previously unconnected regional methamphetamine markets. The established market for methamphetamine in East and South-East Asia continues to grow, while there are also indications of increasing methamphetamine use in parts of Europe and North America.⁷⁷

Accounting for more than 50 per cent of actual seizure cases, trafficking by air is very frequent though the quantities intercepted are comparatively small (average of 6 kg per case in the period 2009-2014).⁷⁸ Typically, cocaine is shipped by air through the use of dedicated aircrafts, couriers or air freight. As cocaine, and other illicit goods, may be moved several times before being eventually shipped to their final destination, law enforcement agencies may receive key information in the process. The culture of intelligence gathering and information sharing is not yet rooted in regular working networks, thus the need for AIRCOP's collaborative approach, linking source, transit and destination countries. AIRCOP further establishes and trains inter-

⁷⁴ The Core Learning Partnership (CLP) are the key stakeholders of the subject evaluated (project, programme, policy etc.) who have an interest in the evaluation. The CLP works closely with the Evaluation Manager to guide the evaluation process.

⁷⁵ UNODC World Drug Report, 2015.

⁷⁶ EU COPOLAD Project, Conclusions of Regional Seminar on Maritime Trafficking of Cocaine, Punta Cana, Dominican Republic, 10-12 December 2012.

⁷⁷ UNODC World Drug Report, 2015.

⁷⁸ UNODC World Drug Report, 2015.

service Joint Airport Interdiction Task Forces (JAITFs), composed of officials from Police, Customs, Immigration and airport authorities in selected international airports, to fight illicit trafficking and transnational organized crime.

AIRCOP UNODC-WCO-INTERPOL joint assessment missions in participating countries reported that few or no profiling, inspections of shipments and luggage, body checks or communication to other airports of an incoming threat are carried out by law enforcement authorities. Efficient drug interdiction initiatives are further undermined by a weak level of specialization, poor inter services coordination and deficiencies in available means of operational communication in regions where the culture of intelligence gathering and information sharing is yet to be included in regular working methods despite its key role to modern transnational organized crime investigations.

The fight against illegal trafficking in West Africa therefore calls for a strong technical support to build swift and effective operational responses in the region. As for Latin America and the Caribbean where equipment and training levels have been improved over the last years, efforts should be committed to provide skill building and mentoring programmes and to facilitate the sharing of international best practices in all matters relating to the detection and investigation of drug-related criminal networks. By enabling local law enforcement agencies to effectively prevent the use of their airport for drug trafficking, a major step would be made in combating this scourge worldwide, contributing to making them less attractive to the spread of drug trafficking and usually associated crimes, such as corruption, violence, and drug abuse.

Trafficking in drugs is one of the major sources of revenue of organised crime. Not only it is a threat to public health, but it also poses a serious threat to peace and stability, undermines economic and social development, and contributes to crime and insecurity. Along the so-called cocaine route, from the countries in the Andes through the transit countries in Central America, the Caribbean, West, South and North Africa, to Europe, the drug trade feeds into and supports organised crime in all its aspects exacerbating extreme violence, instability and the chronic weakening of state institutions.

Justification of the project and main experiences / challenges during implementation

Against this background, the AIRCOP Project was first launched in 2010 under the European Union Cocaine Route Programme and implemented by the United Nations Office on Drugs and Crime (UNODC) in partnership with Interpol and the World Customs Organisation (WCO).

AIRCOP integrates the European Union “Cocaine Route Programme” (EU CRP) aimed at fighting transnational organised crime and addressing the challenge of a fragmented law enforcement approach along the trafficking route by promoting regional and trans-regional cooperation. The EU CRP also seeks to build the capacity of law enforcement agencies and judicial bodies addressing cocaine trafficking and related criminal activity such as money laundering and the trafficking of precursor chemicals. The programme consists of seven projects designed to promote the interception of drugs, support anti-money laundering activities and

improve the exchange of information, analysis and intelligence: i) Preventing the inflow of drugs and other illicit goods at points of entry through AIRCOP, SEACOP⁷⁹ and PRELAC⁸⁰; ii) Facilitating the exchange of information among law enforcement agencies and judicial authorities through WAPIS⁸¹ and AMERIPOL-EU⁸²; iii) Preventing criminals from enjoying the proceeds of crime through AML-WA⁸³ and GAFILAT-EU⁸⁴.

AIRCOP is also in line with the EU Drugs Strategy 2013-2020 and the EU Action Plan on Drugs 2013-2016, as well as the European Pact to Combat International Drug Trafficking – Disrupting Cocaine and Heroin Routes.

As of January 2016, seventeen (17) JAITFs were established by the Project and became operational during implementation, a total of 79 training and mentoring sessions have been conducted for 1601 officials, including 256 women (16%), as well as 10 transnational joint operations and 2 established canine units. Since the launching of the project, the JAITFs recorded 485 seizures (1273 kg of cocaine, 778 kg of cannabis, 126 kg of heroin, 747 kg methamphetamine, 1396 kg of counterfeit drugs). Furthermore, 544 people were arrested.

AIRCOP implementation addresses the following aspects: i) improve national inter-service cooperation (Police, Customs, Immigration, Airport Authorities, etc.) in beneficiary countries in the fight against illicit trafficking; ii) improve international cooperation at regional and international level through the exchange of operational communication on transnational criminal activities among JAITFs, partner organizations and law enforcement agencies of partner countries in Europe; iii) promote the use of secured police and customs global database and tools (WCO Customs Enforcement Network - CENcomm and INTERPOL I24-7 Global Police Communication Systems) for transmission of operational information and for threat analysis and research; iv) provide training and mentoring activities to improve technical capacities of JAITF law enforcement officials and contribute to the harmonization of the working methodology; v) conduct joint operations, specialized training and introduction of K-9 dog units; vi) enhance operational communication between JAITFs and law enforcement agencies in EU Member States.

Since the implementation of the project in 2011, a number of European law enforcement agencies⁸⁵ have provided technical assistance to the AIRCOP Project. Furthermore, AIRCOP synergizes with other EU-funded projects, for instance AMERIPOL, SEACOP, WAPIS, EMPACT, Westbridge, and Euroguards, which addressed their activities (mentoring, training, polygraphing, etc.) to AIRCOP JAITFs as officially established inter-agency structures at the airport to fight against illicit trafficking.

79 SEACOP: Seaport Cooperation Project, strengthening cooperation in addressing maritime trafficking in West Africa, and the Eastern Caribbean

80 PRELAC: Prevention of the diversion of drugs precursors in the Latin American and Caribbean region

81 WAPIS: Facilitating the collection, centralisation, management, sharing and analysis of police information in West Africa

82 AMERIPOL-EU: Strengthening cooperation of law enforcement, judicial and prosecuting authorities in Latin America and the Caribbean

83 AML-WA: Supporting Anti-Money Laundering and Financial Crime Initiatives in West Africa

84 GAFILAT-EU: Supporting Anti-Money Laundering and Financial Crime Initiatives in Latin America

85 French Customs and Police; Belgian Customs and Federal Police; Swiss Customs; Italian General Directorate for Anti-Drug Services; Portuguese Customs and Police; UK National Crime Agency; Dutch National Police and Spanish Police

Despite these encouraging achievements, the Project has faced a number of challenges along implementation, including: i) adjusting to new drug trafficking strategies and other related transnational activities since air routes and modus operandi of illicit trafficking are constantly changing; ii) mobilizing adequate/appropriate national financial resources to cover operational costs of nationally-owned JAITF; iii) enhancing motivation and integrity of JAITF Officials; iv) facilitate post-seizure investigations to ensure a consistent transition from the front-line enforcement to up-stream investigation through enhanced coordination with judicial institutions; v) ensuring strong political commitment from national authorities.

Project documents and revisions of the original project document

The AIRCOP Project was first launched in 2010 by UNODC in partnership with INTERPOL and the World Customs Organization. The Project “*Airport Communication Project – AIRCOP. Establishment of real-time operational communication between selected international airports in West Africa*”, funded by the European Union and co-funded by Canada, focused on the West Africa Region and Brazil⁸⁶ (AIRCOP I 2010-2014).

Ref. UNODC Project Document of 25 March 2010

Ref. UNODC-EU Contribution Agreement of 10 December 2009 (AIRCOP I - IFS/2009/226/525), including Special Conditions, General Conditions, Project Description, Logical Framework and Budget, and Addenda. The Contribution Agreement took effect on 1 January 2010 to remain in force until 31 December 2013. The initial project duration was further extended by Amendment N.1 until 30 June 2014.

In 2011, the Project was extended to Latin America, the Caribbean, Central, South and North Africa⁸⁷ (AIRCOP II 2011 - 2016) and renamed “*Airport Communication Project – AIRCOP. Establishment of real-time operational communication between selected international airports in Africa, Latin America and the Caribbean*”. The second phase, funded by the European Union and co-funded by Norway and Japan, aimed at providing a more comprehensive coverage of the transatlantic cocaine route and prioritizing international airports having flights connections, both passengers and cargo, with Europe.

Ref. UNODC Project Revision of 5 January 2011

Ref. UNODC-EU Contribution Agreement of 22 December 2010 (AIRCOP II - IFS/2010/259-552) including Special Conditions, General Conditions, Project Description, Logical Framework and Budget, and Addenda. The Contribution Agreement took effect on 1 January 2011 and will remain in force until 30 June 2016. The initial project duration was extended by Addendum N.1 until 30 June 2015 and Addendum N. 2 until 30 June 2016.

⁸⁶ AIRCOP I participating countries: Brazil, Cabo Verde, Cote d’Ivoire, Gambia, Ghana, Mali, Nigeria, Senegal, Togo.

⁸⁷ AIRCOP II participating countries: Argentina, Barbados, Benin, Cameroon, Colombia (associate country), Dominican Republic, Jamaica, Kenya, Ethiopia, Guinea Bissau, Panama and South Africa (associate country).

In 2014, the geographical coverage of the Project was extended again to additional countries in Africa and Latin America⁸⁸ (AIRCOP III 2014 – 2016). The third phase, fully funded by the EU, builds on lessons learned of the previous phases and aims at consolidating and enhancing drug interdiction capacities at selected international airports. Following the decision of the Project Steering Committee and approval of the European Commission, the Project Document was updated in 2015, to amend the list of AIRCOP countries, the staffing table and the overall budget.

Ref. UNODC Project Revision of 9 January 2014 and of 3 October 2015

Ref. Contribution Agreement of 16 December 2013 (AIRCOP III - IFS/2013/332-440) including Special Conditions, General Conditions, Project Description, Logical Framework and Budget, and Addenda. The Contribution Agreement took effect on 17 December 2013 and will remain in force until 16 December 2016.

Relevant documentation is included in *Annex 2 List of background documents for the desk review*.

In view of the implementation of AIRCOP I, UNODC entered into agreement with Interpol for the implementation of I-24/7 Global Police Communications System and with the World Customs Organisation (WCO) for the extension of CENcomm⁸⁹ Customs Enforcement Network communication system to selected airports, as well as for the implementation of joint operations (WCO COCAIR and INTERPOL FOLOSA).

Grant Agreements and Project Partnership Agreement signed between UNODC and WCO and INTERPOL in the framework of the AIRCOP Project are included in *Annex 2 List of background documents for the desk review*.

UNODC strategy context, including the project's main objectives and outcomes and project's contribution to UNODC country, regional or thematic programme

In the framework of UNODC mandate as custodian of the three UN Drug Control Conventions of 1961, 1971 and 1988, this project effectively contributes to intensify regional and international cooperation to counter the world drug problem and criminal activities related to drugs by creating Joint Airport Interdiction Task Forces, providing training and mentoring, enabling access to international databases and communication systems, networking airport joint teams, and organizing joint operations.

⁸⁸ AIRCOP III participating countries: Mozambique, Niger, Peru, El Salvador, and Morocco (associated country). In addition, further implementation is extended to other airports in existing current beneficiaries: Nigeria (Abuja) and Cameroon (Yaoundé). Following the end of AIRCOP I on 30 June 2014 and AIRCOP II on 30 June 2016, AIRCOP III geographical scope incorporates AIRCOP I and AIRCOP II countries above mentioned.

⁸⁹ CENcomm is the secure, real-time communication system that is used by JAITFs to transmit and receive information directly.

AIRCOP law enforcement project is part of UNODC Thematic Programme on Action against Transnational Organized Crime and Illicit Trafficking (2011-2013), Sub-Programme 2: Regional and National Capacity Building and Technical Assistance, Outcome 2.2: Strengthening national and regional capacity and international cooperation for law enforcement, criminal intelligence, border control and criminal investigation in order to more effectively assess, identify, collect evidence and ultimately control criminal activity the flows of illicit goods and services.

AIRCOP further contributes to UNODC regional programmes: i) Regional Programme for West Africa (2010-2014); ii) Regional Programme for the Caribbean (2013-2015); iii) Regional Programme for Central America (2014-2016); and iv) Programmatic Actions in Central America in the Context of the UNODC Strategic Framework 2014-2015.

The project aims at reducing drug-trafficking by establishing real-time operational communication and strengthening of anti-trafficking capacity between international airports in Africa, Latin America and the Caribbean. The main outcomes are the following: 1) Project Implementation and Review Mechanisms are established; 2) Joint Airport Interdiction Task Forces (or existing interdiction units) effectively operate to combat drug related crime in selected airports.

In order to achieve these objectives, AIRCOP: 1) Establish Joint Airport Interdiction Task Forces (JAITFs) or reinforce existing units at selected international airports; 2) Install and provide access to WCO CENcomm communication system and INTERPOL I-24/7 at selected airports; 3) Provide office, communication and detection equipment, as required; 4) Provide specialized training and mentoring actions; 5) Organize joint operations in AIRCOP participating countries; 6) Support JAITFs in reaching agreements with airlines companies; 7) Facilitate intelligence and information sharing between the JAITFs, Liaison Officers and law enforcement agencies at international airports.

II. DISBURSEMENT HISTORY

AIRCOP I (Project closed)

Overall budget (2010 – 2014)	Total Approved Budget (2010-2014)	Overall expenditure (2010 - 2014)	Expenditure in % (2010 - 2014)
US\$ 3,498,866	US\$ 3,076,227 (EU) US\$ 422,640 (Canada)	US\$ 3,198,190	91% (of approved budget)

AIRCOP II (Project ongoing until 30 June 2016)

Overall budget (2011 – 2016)	Total Approved Budget (2011-2016)	Expenditure (2011-2016)	Expenditure in % (2011 - 2016)
US\$ 3,406,344	US\$ 2,967,573 (EU) US\$ 160,771 (Japan)	US\$ 1,582,137 (as of Dec 2014 -	46% (of approved budget)

	US\$ 278,000 (Norway)	Certified statement of 2015 not yet available)	as of Dec 2014)
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AIRCOP III (Project ongoing until 16 December 2016)

Overall budget (2013 – 2016)	Total Approved Budget (2013-2016)	Expenditure (2013-2016)	Expenditure in % (2013 - 2016)
US\$ 3,559,941	US\$ 2,309,549 (EU)	US\$ 1,258,422 (as of Oct 2015)	54% (of approved budget as of Oct 2015)

NB: Above figures are derived from certified statements, if available, or from UNODC Profi system (Profi figures are to be considered indicative and may vary depending on the applicable UN exchange rates of certified statements).

III. PURPOSE OF THE EVALUATION

Reasons behind the evaluation taking place

In compliance with UNODC evaluation rules and regulations, the AIRCOP project is subject to mid-term and final evaluations. Furthermore, AIRCOP I, AIRCOP II and AIRCOP III project documents envision the conduct of a final evaluation by the end of each phase, with the aim of assessing whether the project has reached its initial objectives, and of evaluating the project impact, effectiveness, efficiency, sustainability as well as partnerships and cooperation, gender and human rights. The independent evaluation will be carried out in line with UNODC Independent Evaluation Unit (IEU) norms and standards and in close cooperation with the European Commission and partner organizations. UNODC evaluation norms, standards, guidelines and templates will be the main reference for the conduct of the evaluation process.

Assumed accomplishment of the evaluation

This mid-term independent project evaluation will seek to assess the achievements of AIRCOP I, AIRCOP II and AIRCOP III phases and determine to which extent have initial objectives been met and planned outcomes realized. To this aim a thorough analysis of the project's results in each phase in beneficiary countries will be conducted while taking into account regional constraints and specificities. The evaluation findings will be critical for the design and implementation of AIRCOP IV scheduled in 2017. The evaluation will further support future programme conception and design in Africa, Latin America and the Caribbean as they will provide recommendations for UNODC's strategic orientation and potential repositioning in the covered regions and in the related thematic area. Furthermore, the evaluation will add to organizational learning by informing on the shortcomings and challenges encountered in project implementation and identifying the lessons learned and best practices stemming from these

experiences. It will further assess the achievements of UNODC in the regions covered by the project and the efficiency and quality of UNODC services.

The main evaluation users

The final report will be made available to the European Commission, the partner organizations – WCO and INTERPOL, and to the Heads of the JAITF/AIRCOP National Focal Points.

IV. SCOPE OF THE EVALUATION

The unit of analysis to be covered by the evaluation

The evaluation will be limited to the first three phases of the AIRCOP implementation (AIRCOP I, AIRCOP II and AIRCOP III).

The time period to be covered by the evaluation

The evaluation will cover the six years implementation period of AIRCOP I and AIRCOP II as well as AIRCOP III (2010 – 2016).

The geographical coverage of the evaluation

While the desk review will cover the overall implementation of the projects in the 21 countries, the field visit will result in a choice of 5 countries agreed upon by the parties (project management, donor, evaluation team) based on the strategic and geographical significance of the respective countries. The choice will ensure a relevant sub-regional representation taking into consideration respective regional constraints and political situations.

V. EVALUATION CRITERIA AND KEY EVALUATION QUESTIONS

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

<i>Relevance</i>
1. To what extent does AIRCOP's overall objective contribute to the international response in fighting illicit trafficking and transnational organised crime?

2. How relevant is AIRCOP to the European Union Cocaine Route Programme priority areas?
3. How does AIRCOP contribute to the EU's efforts to promote stability and peace in the regions covered?
4. To what extent is AIRCOP aligned with UNODC's strategies against transnational criminal activity and illicit trafficking in Africa and Latin America and the Caribbean?
5. How relevant is AIRCOP to strengthen law enforcement capacities of national target groups in the beneficiary countries?
<i>Efficiency</i>
1. Were the means and resources deployed for the project implementation appropriate/adequate to the objective it seeks to achieve?
2. Were expected results achieved in a timely and cost-effective manner?
3. How efficient was the project's management and monitoring framework?
4. To what extent could the means gathered for the project have been invested in more impactful actions?
<i>Effectiveness</i>
1. Have planned outcomes and objectives been effectively achieved?
2. To what extent has AIRCOP strengthened airport drug interdiction capacities in countries covered?
3. To what extent has AIRCOP been successful in operationalizing JAIFs in selected airports?
4. To what extent did AIRCOP facilitate real-time communication between JAIFs?
<i>Impact</i>
1. To what extent did AIRCOP contribute to the harmonization of interdiction law enforcement methods in beneficiary countries?
2. To what extent did AIRCOP contribute to the adoption of an intelligence-led approach to tackle drug trafficking in the covered countries?
3. What was AIRCOP's impact on fighting illicit trafficking in these countries?
4. What real difference has AIRCOP made to the beneficiaries (positive as well as negative)?
<i>Sustainability</i>
1. Can a long-term institutional and financial commitment be expected from beneficiary governments after project termination?
2. Are the results achieved likely to be sustained without further action from UNODC?
3. To what extent did national authorities take national ownership of the JAIFs?
4. To what extent are signed MoUs effective at providing legal and financial sustainability for the project's initiatives?
5. Is AIRCOP likely to contribute to long-term institutional changes in national interdiction capacities to fight illicit trafficking and organised crime?
<i>Partnerships and cooperation</i>
1. To what extent were partnerships with relevant organizations addressing similar issues sought and sustained during project implementation?
2. How successful were coordination efforts between UNODC, implementing partners and donors?
3. To what extent were synergies between the project and other initiatives in the region created in the delivery of assistance to the beneficiary countries?
4. Were adopted information sharing methods effective at facilitating communication between cooperating partners?
<i>Human rights and gender</i>
1. Were UNODC actions respectful of the United Nations Human Rights Due Diligence Policy (HRDDP)?
2. Were gender sensitive measures implemented and measures mindful of gender related disparities in the

regions considered?
3. How effective were UNODC and its partners at ensuring the implementation of fair and non-discriminatory practices in the framework of the project?
4. To what extent did involved actors promote appropriate actions/mechanisms aimed at promoting human rights and preventing their violations in the conduct of the project?
<i>Lessons learned</i>
1. What lessons can be drawn from the project's outcomes and unintended results?
2. Have the project's findings been appropriately taken into account in the design of on-going and/or newly developed initiatives (including in UNODC)?
3. What best practices can be identified from the project's implementation?
4. What lessons from the project's implementation can feed into the development of future/related initiatives?

VI. EVALUATION METHODOLOGY

The methods used to collect and analyse data

The methodology for data collection and analysis is structured into four phase: i) desk review; ii) phone interviews or face-to-face meetings; and/or iii) questionnaires/surveys; iv) field visits (observation).

The following methodology for data collection and analysis is only for indicative purposes as the evaluation team will be in charge of developing a concrete sampling strategy and adequate data gathering tools in the Inception Report to be drafted. Any adopted data collection method should ensure validity, reliability and credibility of the evidence gathered and be gender sensitive. In order to respect the requirement/rule of data collection triangulation, multiple sources and/or methods need to be consulted/used, thus avoiding single observer/informant bias.

The sources of data

A desk review will be carried out by the evaluators based on existing documentation related to AIRCOP I, II & III, including, among others: : project documents including logical framework, annual, progress and final reports, AIRCOP archive of activities, MoUs between UNODC and beneficiary governments, inter-ministerial decrees establishing the JAIFs, reports of AIRCOP Steering Committee and Annual Meetings, mid-term reviews (including the European Commission reviews of the Cocaine Route Programme), EU-CORMS reports on the Cocaine Route Programme, WCO AIRCOP CENcomm non-nominal data on seizures and statistics, available data from JAIF national records, activity reports (training, mentoring and joint operations), UNODC evaluation norms, standards, guidelines and templates, UNEG Integrating human rights and gender equality in evaluation, etc.

Phone interviews or face-to-face meetings – when possible – will be conducted and targeted specifically at the following list of strategic stakeholders: UNODC staff at ROSEN and ROPAN – AIRCOP project management team –, WCO AIRCOP team, INTERPOL AIRCOP team, European Union (in Brussels and at the delegations), JAITFs officials in beneficiary countries, AIRCOP Training Providers/Law Enforcement Experts, AIRCOP National Focal Points representing the governments of beneficiary countries, and UNODC HQ relevant offices. Further, interviews will be arranged, as requested by the evaluation team.

In order to incorporate the perceptions/views of stakeholders who cannot be directly interviewed as well as gather further in-depth data, online questionnaires/surveys will be prepared and distributed by the evaluation team.

Field visits to a limited number of beneficiary airports will be conducted, as all 26 countries cannot be covered by the evaluation team. The proposed list of countries for potential evaluation missions has been set up in respect of geographical representation and strategic importance in the fight against drug trafficking. The final approved list should also reflect the project's activities and its involvement in the countries to be visited and will be agreed in consultation with the evaluators:

Africa:

Senegal, Togo and Cabo Verde are particularly vulnerable to drug trafficking activities for their strategic geographical position in West Africa. Senegal also hosts the AIRCOP management team responsible for Africa.

Latin America and the Caribbean:

Panama and the **Dominican Republic** hold critical roles in the fight against drug trafficking as key airport hubs in the region. Panama also hosts the AIRCOP management team responsible for Latin America and the Caribbean.

VII. TIMEFRAME AND DELIVERABLES

Time frame for the evaluation

The evaluation consists of 94 total working days (38 w/d Team Leader, 28 w/d Expert 1-Africa, 28 w/d Expert 2-LAC) during the period: 27 April - 11 July 2016.

Time frame for the field mission

The field mission consists of 30 total working days including travelling days (10 w/d Team Leader, 10 w/d Expert 1-Africa, 10 w/d Expert 2-LAC) during the period: 22 May – 1 June 2016.

Expected deliverables and time frame

Deliverable A. Final Draft Inception Report – 10 (12 for team leader) working days from 27 April and deliverable to IEU for clearance by 16 May 2016

Deliverable B. Draft Evaluation Report – 7 working days (12 for team leader) from 2 to 19 June 2016 and deliverable to IEU for clearance by 20 June 2016

Deliverable C. Final Evaluation Report – 1 working day (3 for team leader) from 28 June to 7 July 2016 and deliverable to IEU for clearance by 8 July 2016

Duties	Time frame	Location	Deliverables
Desk review and preparation of Draft Inception Report; Submission to project manager and IEU for review and comments (may entail various rounds of comments)	27/04/2016-13/05/2016 10 w/d (all experts) 2 extra w/d team leader	Home-base	Draft Inception report containing preliminary findings of the desk review, refined evaluation questions, data collection instruments (including questionnaire and interview questions), sampling strategy, evaluation matrix and limitations to the evaluation
Deliverable A – Final Draft Inception Report in line with UNODC Evaluation norms, standards guidelines, and templates	16 May 2016		To be cleared by IEU
Field missions, interviews and questionnaires; Presentation of preliminary findings	23/05/2016-1/06/2016 Total 10 w/d incl. travelling days 3 w/d Dakar (all experts) 2 w/d Lomé and 2 w/d Praia (team leader and expert Africa) 3 w/d Panama and 2w/d Santo Domingo (expert LAC)	TENTATIVE: Dakar, Senegal Lomé, Togo Praia, Cabo Verde, Panama City, Panama Santo Domingo, Dom Rep	Presentation of preliminary findings
Drafting of the evaluation report; submission to AIRCOP Project Management for review of factual errors and IEU for review and comments; incorporation of comments (may entail various rounds of comments)	2/06/2016-19/06/2016 12 w/d (team leader) 7 w/d (experts)	Home-base	Draft evaluation report
Deliverable B – Draft Evaluation Report in line with UNODC evaluation norms, standards, guidelines and templates	20 June 2016		To be cleared by IEU
IEU shares draft evaluation report with Core Learning Partners for comments	21/06/2016 - 27/06/2016		

Incorporation of comments from Core Learning Partners	28/07/2016 30/06/2016 1 w/d (team leader) 1w/d (both experts)	Home-base	Revised draft evaluation report
Final review by IEU; incorporation of comments and finalization of report (may entail various rounds of comments)	01/07/2016- 07/07/2016 2 w/d (team leader)		
Deliverable C - Finalization of report incl. in line with UNODC evaluation norms, standards, guidelines and templates Management response (if needed)	8 July2016		Final evaluation report; Presentation of final evaluation findings and recommendations All to be cleared by IEU
Presentation of evaluation findings and recommendations to CLP and other key stakeholders	11 July 2016 1 w/d (team leader)	Home-base	Done by Team Leader to UNODC/CLP via skype
Finalisation of Evaluation Follow-up Plan by Project Management	18 July 2016		Review and approval by IEU
Dissemination of final evaluation report by Project Manager	End of July 2016		Final evaluation report disseminated

VIII. EVALUATION TEAM COMPOSITION

Number of evaluators needed

To conduct this evaluation, three independent evaluators will be hired based on their level of expertise in law enforcement and evaluation. The selection of the evaluators should also be gender sensitive/balanced and considerate of the customs and beliefs of the countries to be visited during field missions.

The role of the lead evaluator

The Independent Evaluation Consultant (Team Leader) will be responsible for the quality and timely submission of his/her specific deliverables, as specified below and lead and coordinate the evaluation process and oversee the tasks of the evaluation team members. The team leader must possess strong expertise in programme evaluation while ensuring that all aspects of the terms of reference are fulfilled. He/she will participate in selected missions and will provide methodological evaluation quality assurance throughout the evaluation process.

Carry out the desk review; develop the inception report, including sample size and sampling technique; draft and finalize the inception report and evaluation methodology, incorporating relevant comments, in line with the guidelines and template on the IEU website <http://www.unodc.org/unodc/en/evaluation/evaluation-step-by-step.html>; lead and coordinate the evaluation process and oversee the tasks of the evaluators; implement quantitative tools and analyze data; triangulate data and test rival explanations; ensure that all aspects of the terms of reference are fulfilled; draft an evaluation report in line with UNODC evaluation norms, standards, guidelines and templates on the IEU website <http://www.unodc.org/unodc/en/evaluation/evaluation-step-by-step.html>; finalize the evaluation report on the basis of comments received; include a management response in the final report; present the final evaluation findings and recommendations to stakeholders.

All products should be well written, inclusive and have a clear analysis process. The language of the written outputs is English. A time-bound calendar will be proposed when the contract will be signed.

More details will be provided in the respective job descriptions in Annex 1.

The role of the other evaluators

The two International Evaluation Consultants/Law Enforcement Experts (one for the Africa region and one for the Latin America and the Caribbean region) will be responsible for the quality and timely submission of his/her specific deliverables, as specified below and defined in collaboration with the Team Leader. The law enforcement specialists will assist the Lead Evaluator in all stages of the evaluation process, as per the respective TOR; participate in selected missions; provide methodological evaluation quality assurance throughout the evaluation process; comment on all deliverables of the evaluation team; assist the Lead Evaluator in all stages of the evaluation process; join some of the planned missions and apply methodological tools.

All products should be well written, inclusive and have a clear analysis process. The language of the written outputs is English.

More details will be provided in the respective job descriptions in Annex 1.

Absence of Conflict 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 programme/project or theme under evaluation. The consultant must not work with the division or

department concerned by the evaluation for a period of six months after the expiration of the contract.

IX. MANAGEMENT OF EVALUATION PROCESS

Roles and responsibilities of the Project Manager

AIRCOP Programme Coordinator is responsible for managing the evaluation, drafting and finalizing the ToR, selecting Core Learning Partners and informing them of their role, recruiting evaluators (after IEU clearance), providing desk review materials to the evaluation team, reviewing the inception report as well as the evaluation methodology, liaising with the Core Learning Partners, reviewing the draft report on factual errors, developing an implementation plan for the evaluation recommendations as well as follow-up action (to be updated once per year) and disseminate the final evaluation report.

Roles and responsibilities of the evaluation stakeholders

Members of the Core Learning Partnership (CLP) are selected by the project manager in consultation with IEU, WCO, INTERPOL and the European Union. Members of the CLP are selected from the key stakeholder groups, including UNODC Project Team in Dakar and Panama, UNODC Senior Management in Dakar, Panama and at HQ, WCO/AIRCOP Project Team, INTERPOL/AIRCOP Project Team, European Union in Brussels and at the Delegations, UNODC HQ relevant offices, Heads of the JAITF and AIRCOP National Focal Points. The CLPs are asked to comment on key steps of the evaluation and act as facilitators with respect to the dissemination and application of the results and other follow-up action.

Roles and responsibilities of the Independent Evaluation Unit

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

IEU reviews and clears all deliverables of this evaluation – Terms of Reference; Selection of consultants; Inception Report; Draft Evaluation Report; Final Evaluation Report; Evaluation Follow-up Plan.

Logistical support responsibilities

The Project Manager will be in charge of providing logistical support to the evaluation team including arranging the field missions of the evaluation team. For the field missions, the evaluation team liaises with the UNODC Regional Offices in Dakar (ROSEN) and Panama

(ROPAN). The exact modalities will be jointly agreed upon between the AIRCOP partners, beneficiary countries, UNODC, the Contracting Authority and other donors.

X. PAYMENT MODALITIES

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

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

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

Annex I. TERMS OF REFERENCE FOREVALUATORS

Title	International Evaluation Consultant/Team Leader
Organisational Section/Unit:	UNODC Regional Office for West and Central Africa (ROSEN)
Name and title of Supervisor:	Elena Abbati, AIRCOP Programme Coordinator
Duty station	Home-base; missions to selected countries for field visits
Proposed period	April – July 2016
Actual work time	38 working days
Fee Range	C

1. Background of the assignment:

The UNODC Regional Office for West and Central Africa (ROSEN), in close coordination with the Independent Evaluation Unit (IEU), is recruiting an International

Evaluation Consultant as the Evaluation Team Leader for conducting the mid-term evaluation of the UNODC Airport Communication Project - AIRCOP (final evaluation of phases AIRCOP I, II & III) covering the 2010-2016 period, in line with UNODC Evaluation norms and standards.

The AIRCOP project, funded by the EU under the Instrument contributing to Stability and Peace (IcSP) as part of the Cocaine Route Programme, is implemented by UNODC in partnership with INTERPOL and the World Customs Organization. The overall objective is to build drug-interdiction capacities at international airports in Africa, Latin America and The Caribbean. In doing so, the project establishes and trains Joint Airport Interdiction Task Forces (JAITF) and connects them to international law enforcement databases and communication networks to enable the transmission in real time to other international airports of operational information aimed at intercepting illicit shipments (passengers and cargo). The project also promotes intelligence and information sharing between services at national and international level as well as an intelligence-led approach to countering drug trafficking.

The evaluation coincides with the ending of AIRCOP I, II and III. The geographical scope of the Project covers Africa, Latin America and the Caribbean..

2. Purpose of the assignment:

The AIRCOP evaluation will be carried out by a team of three independent evaluators (Team Leader, two Law Enforcement Experts, one for Africa and one for Latin America and the Caribbean) in close coordination with the IEU and with the support of UNODC ROSEN and ROPAN offices.

This final evaluation will seek to measure the achievements of AIRCOP I, AIRCOP II and AIRCOP III and determine to which extent have initial objectives been met and planned outcomes realized. To this aim a thorough analysis of each phase's results in beneficiary countries will be conducted while taking into account regional constraints and specificities. The evaluation findings will be critical to the design and launching of AIRCOP IV scheduled in 2017. The evaluation will further support future programme conception and design in Africa, Latin America and the Caribbean as they will provide recommendations for UNODC's strategic orientation and potential repositioning in the covered regions and in the related thematic area. Furthermore, the evaluation will add to organizational learning by informing on the shortcomings and challenges encountered in project implementation and identifying the lessons learned and best practices stemming from these experiences. It will further contribute to accountability by assessing the achievements of UNODC in the regions covered by the project and by measuring the efficiency and quality of UNODC services.

The full Evaluation Terms of Reference will be shared with the selected candidate. The evaluation will be conducted based on the following DAC criteria: relevance, efficiency, effectiveness, impact, sustainability, as well as partnerships and cooperation, gender and human rights and lesson learned.

3. Specific tasks to be performed by the evaluation consultant:

Under the guidance of ROSEN-based AIRCOP Programme Coordinator and the IEU, the International Evaluation Consultant (Team Leader) has the overall responsibility of the Mid-term Independent External Evaluation of the UNODC Project XAW/U72 (final evaluation of phases AIRCOP I, AIRCOP II and AIRCOP III), in collaboration with two International Law Enforcement Experts, one for Africa and one for Latin America and the Caribbean (evaluation team members).

On the basis of the Evaluation Terms of Reference, key responsibilities of the Team Leader include (i) development of the evaluation design with detailed methods, tools and techniques, (ii) leading the evaluation process and assigning responsibilities to team members, (iii) ensuring adherence to the UNEG Norms and Standards, UNODC Evaluation Guidelines and Templates, and the evaluation ToR, and (iv) ensuring overall coherence of the report writing, (v) ensuring that all deliverables are submitted in line with UNODC evaluation norms, standards, guidelines and templates. IEU will review and clear all deliverables (this might entail various rounds of comments).

Those various tasks and responsibilities will require that the Evaluation Consultant (Team Leader) travel on specific field missions, which exact list is to be determined by the evaluation team and project management.

4. Expected tangible and measurable output(s)/deliverables:

The Independent Evaluation Consultant (Team Leader) will be responsible for the quality and timely submission of his/her specific deliverables, as specified below. All products should be well written, inclusive and have a clear analysis process. The language of the written outputs is English.

- Carry out the desk review.
- Draft inception report, containing preliminary findings of the desk review, refined evaluation questions, data collection instruments (including questionnaire and interview questions), sampling strategy, evaluation matrix and limitations to the evaluation, in line with UNODC evaluation norms, standards, guidelines and templates.
- Presentation of preliminary evaluation findings and recommendations to internal key stakeholders (if applicable).
- Draft evaluation report in line with UNODC norms, standards, guidelines and templates.
- Revised draft report based on comments received from the various consultative processes (IEU, internal and external).
- Final evaluation report, in line with UNODC norms, standards, guidelines and templates
- Final PowerPoint presentation to UNODC and CLP.

A time-bound calendar will be proposed when the contract will be signed.

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

The evaluator shall respect the UNEG Ethical Guidelines.

5. Dates and details of deliverables/payments:

Deliverable	Output	Working Days	To be accomplished by (date)
A.	Final Draft Inception Report in line with UNODC evaluation norms, standards, guidelines and templates; reviewed and cleared by IEU (can entail various rounds of comments)	12	Tentatively 16 May 2016
B.	Draft Evaluation Report in line with UNODC evaluation norms, standards, guidelines and templates; reviewed and cleared by IEU (can entail various rounds of comments) including field visit	22	Tentatively 20 July 2016
C.	Final Evaluation Report in line with UNODC evaluation norms, standards, guidelines and templates; reviewed and cleared by IEU (can entail various rounds of comments) and presentation of findings	4	Tentatively 8 July 2016

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

6. Indicators to evaluate the consultant's performance:

Timely and satisfactory delivery of the above mentioned outputs as assessed by IEU (in line with UNODC evaluation norms, standards, guidelines and templates as well as UNEG Standards and Norms)⁹⁰.

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

- Advanced university degree (Master's degree or equivalent) in social sciences, evaluation, economics or related field.
- Specialized training in programme management and evaluation is an asset.

⁹⁰ Please visit the IEU website for all mandatory templates and guidelines to use in this evaluation:
<http://www.unodc.org/unodc/en/evaluation/normative-tools.html>

- A minimum of 10 years of progressive experience in evaluation design methodology (qualitative and quantitative models). A strong record in designing and leading evaluations
- Extensive knowledge of qualitative and quantitative evaluation methods.
- Previous work/research/evaluation experience in EU-funded Projects is desirable.
- Previous professional experience in West Africa or/and in Latin America or/and the Caribbean is an asset.
- Academic qualifications or experience in the subject of the evaluation such as law enforcement, organized crime and illicit trafficking and experience and knowledge of the UN system is an asset
- Excellent communication and drafting skills; proven by previous evaluation reports.
- Fluency in oral and written English is required.
- The ability to communicate in French is an asset.

Title	International Evaluation Consultant (Law Enforcement Expert) – Africa
Organisational Section/Unit:	UNODC Regional Office for West and Central Africa (ROSEN)
Name and title of Supervisor:	Elena Abbati AIRCOP Programme Coordinator
Duty station	Home-base; missions to selected countries for field visits
Proposed period	April – July 2016
Actual work time	28 working days
Fee Range	C

1. Background of the assignment:

The UNODC Regional Office for West and Central Africa (ROSEN), in close coordination with the Independent Evaluation Unit (IEU), is recruiting an International Evaluation Consultant for conducting the mid-term evaluation of the UNODC Airport Communication Project - AIRCOP (final evaluation of phases AIRCOP I, II & III) covering the 2010-2016 period, in line with UNODC Evaluation norms and standards.

The AIRCOP project, funded by the EU under the Instrument contributing to Stability and Peace (IcSP) as part of the Cocaine Route Programme, is implemented by UNODC in partnership with INTERPOL and the World Customs Organization. The overall objective is to build drug-interdiction capacities at international airports in Africa, Latin America and The Caribbean. In doing so, the project establishes and trains Joint Airport Interdiction Task Forces (JAITF) and connects them to international law enforcement databases and communication networks to enable the transmission in real time to other international airports of operational information aimed at intercepting illicit shipments (passengers and cargo). The project also promotes intelligence and information sharing

between services at national and international level as well as an intelligence-led approach to countering drug trafficking.

The evaluation coincides with the ending of AIRCOP I, II and III. The geographical scope of the Project covers Africa and Latin America and the Caribbean.

2. Purpose of the assignment:

The AIRCOP evaluation will be carried out by a team of three independent evaluators (Team Leader, two Law Enforcement Experts, one for Africa and one for Latin America and the Caribbean) in close coordination with the IEU and with the support of UNODC ROSEN and ROPAN offices.

This final evaluation will seek to measure the achievements of AIRCOP I, AIRCOP II and AIRCOP III and determine to which extent have initial objectives been met and planned outcomes realized. To this aim a thorough analysis of each phase's results in beneficiary countries will be conducted while taking into account regional constraints and specificities. The evaluation findings will be critical to the design and launching of AIRCOP IV scheduled in 2017. The evaluation will further support future programme conception and design in Africa, Latin America and the Caribbean as they will provide recommendations for UNODC's strategic orientation and potential repositioning in the covered regions and in the related thematic area. Furthermore, the evaluation will add to organizational learning by informing on the shortcomings and challenges encountered in project implementation and identifying the lessons learned and best practices stemming from these experiences. It will further contribute to accountability by assessing the achievements of UNODC in the regions covered by the project and by measuring the efficiency and quality of UNODC services.

The full Evaluation Terms of Reference will be shared with the selected candidate. The evaluation will be conducted based on the following DAC criteria: relevance, efficiency, effectiveness, impact, sustainability, as well as partnerships and cooperation, gender and human rights and lesson learned.

3. Specific tasks to be performed by the evaluation consultant:

Under the direct supervision of the International Evaluation Consultant/Team Leader and the guidance of ROSEN-based AIRCOP Programme Coordinator and the IEU, the Law Enforcement expert for Africa will collaborate with the Team Leader and the Law Enforcement expert for Latin America and the Caribbean on the Mid-term Independent External Evaluation of the UNODC Project XAW/U72 (final evaluation of phases AIRCOP I, AIRCOP II and AIRCOP III).

He/she will support the Team Leader in developing evaluation methods and tools, focus substantively on topics assigned for his/her assessment during the desk reviews and field

missions, provide written inputs to the draft report and address any other tasks given by the team leader. IEU will review and clear all deliverables (this might entail various rounds of comments).

Those various tasks and responsibilities will require that the Evaluation Consultant (Law enforcement expert) travel on specific field missions, which exact list is to be determined by the evaluation team and project management.

4. Expected tangible and measurable output(s)/deliverables:

The International Evaluation Consultant/Law Enforcement Expert will be responsible for the quality and timely submission of his/her specific deliverables, as specified below and defined in collaboration with the Team Leader. All products should be well written, inclusive and have a clear analysis process. The language of the written outputs is English.

- Carry out the desk review.
- Assist the Team Leader in drafting the inception report - containing preliminary findings of the desk review, refined evaluation questions, data collection instruments (including questionnaire and interview questions), sampling strategy, evaluation matrix and limitations to the evaluation in line with UNODC evaluation norms, standards, guidelines and templates.
- Presentation of preliminary evaluation findings and recommendations to internal key stakeholders (if needed).
- Draft relevant chapters of the evaluation report in line with UNODC evaluation norms, standards, templates and guidelines and contribute to overall analysis.
- Revised draft report based on comments received from the various consultative processes (IEU, internal and external).
- Final evaluation report.
- Final PowerPoint presentation to UNODC and CLP.

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

The evaluator shall respect the UNEG Ethical Guidelines.

5. Dates and details of deliverables/payments:

Deliverable	Output	Working Days	To be accomplished by (date)
A.	Final Draft Inception Report in line with UNODC evaluation norms, standards, guidelines and templates; reviewed and cleared by IEU (can entail various rounds of comments)	10	Tentatively 16 May 2016

B.	Draft Evaluation Report in line with UNODC evaluation norms, standards, guidelines and templates; reviewed and cleared by IEU (can entail various rounds of comments) including field visit	17	Tentatively 20 June 2016
C.	Final Evaluation Report in line with UNODC evaluation norms, standards, guidelines and templates; reviewed and cleared by IEU (can entail various rounds of comments)	1	Tentatively 8 July 2016

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

6. Indicators to evaluate the consultant's performance:

Timely and satisfactory delivery of the above mentioned outputs as assessed by IEU (in line with UNODC evaluation norms, standards, guidelines and templates as well as UNEG Standards and Norms)⁹¹.

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

- University degree in criminology, law, social sciences, economics or related field from a recognized university or police school.
- Eight years of progressive experience in law enforcement and policy planning and policy analysis.
- Experience in the subject of the law enforcement, organized crime, drug trafficking, preferably at airport settings, and experience and knowledge of the UN system is an asset.
- Previous work/research/evaluation experience in Africa is an asset.
- Technical expertise in various evaluation methodologies and techniques. Excellent communication and drafting skills.
- Fluency in oral and written English and French is required.

Title International Evaluation Consultant (Law Enforcement Expert) - Latin America and the Caribbean
Organisational Section/Unit: UNODC Regional Office for West and Central Africa
Name and title of Supervisor: Elena Abbati, AIRCOP Programme Coordinator

⁹¹ Please visit the IEU website for all mandatory templates and guidelines to use in this evaluation:
<http://www.unodc.org/unodc/en/evaluation/normative-tools.html>

Duty station	Home-base; missions to selected countries for field visits
Proposed period	April – June 2016
Actual work time	28 working days
Fee Range	C

1. Background of the assignment:

The UNODC Regional Office for West and Central Africa (ROSEN), in close coordination with the Independent Evaluation Unit (IEU), is recruiting an International Evaluation Consultant for conducting the mid-term evaluation of the UNODC Airport Communication Project - AIRCOP (final evaluation of phases AIRCOP I, II & III) covering the 2010-2016 period, in line with UNODC Evaluation norms and standards.

The AIRCOP project, funded by the EU under the Instrument contributing to Stability and Peace (IcSP) as part of the Cocaine Route Programme, is implemented by UNODC in partnership with INTERPOL and the World Customs Organization. The overall objective is to build drug-interdiction capacities at international airports in Africa, Latin America and The Caribbean. In doing so, the project establishes and trains Joint Airport Interdiction Task Forces (JAITF) and connects them to international law enforcement databases and communication networks to enable the transmission in real time to other international airports of operational information aimed at intercepting illicit shipments (passengers and cargo). The project also promotes intelligence and information sharing between services at national and international level as well as an intelligence-led approach to countering drug trafficking.

The evaluation coincides with the ending of AIRCOP I, II and III. The geographical scope of the Project covers Africa and Latin America and the Caribbean.

2. Purpose of the assignment:

The AIRCOP evaluation will be carried out by a team of three independent evaluators (Team Leader, two Law Enforcement Experts, one for Africa and one for Latin America and the Caribbean) in close coordination with the IEU and with the support of UNODC ROSEN and ROPAN offices.

This final evaluation will seek to measure the achievements of AIRCOP I, AIRCOP II and AIRCOP III and determine to which extent have initial objectives been met and planned outcomes realized. To this aim a thorough analysis of each phase's results in beneficiary countries will be conducted while taking into account regional constraints and specificities. The evaluation findings will be critical to the design and launching of AIRCOP IV scheduled in 2017. The evaluation will further support future programme conception and design in Africa, Latin America and the Caribbean as they will provide recommendations for UNODC's strategic orientation and potential repositioning in the covered regions and in the related thematic area. Furthermore, the evaluation will add to organizational learning by informing on the shortcomings

and challenges encountered in project implementation and identifying the lessons learned and best practices stemming from these experiences. It will further contribute to accountability by assessing the achievements of UNODC in the regions covered by the project and by measuring the efficiency and quality of UNODC services.

The full Evaluation Terms of Reference will be shared with the selected candidate. The evaluation will be conducted based on the following DAC criteria: relevance, efficiency, effectiveness, impact, sustainability, as well as partnerships and cooperation, gender and human rights and lesson learned.

3. Specific tasks to be performed by the evaluation consultant:

Under the direct supervision of the International Evaluation Consultant/Team Leader and the guidance of ROSEN-based Aircop Programme Coordinator and the IEU, the Law Enforcement expert for Africa will collaborate with the Team Leader and the Law Enforcement expert for Latin America and the Caribbean on the Mid-term Independent External Evaluation of the UNODC Project XAW/U72 (final evaluation of phases Aircop I, Aircop II and Aircop III).

He/she will support the Team Leader in developing evaluation methods and tools, focus substantively on topics assigned for his/her assessment during the desk reviews and field missions, provide written inputs to the draft report and address any other tasks given by the team leader. IEU will review and clear all deliverables (this might entail various rounds of comments).

Those various tasks and responsibilities will require that the Evaluation Consultant (Law enforcement expert) travel on specific field missions, which exact list is to be determined by the evaluation team and project management.

4. Expected tangible and measurable output(s)/deliverables:

The International Evaluation Consultant/Law Enforcement Expert will be responsible for the quality and timely submission of his/her specific deliverables, as specified below and defined in collaboration with the Team Leader. All products should be well written, inclusive and have a clear analysis process. The language of the written outputs is English.

- Carry out the desk review.
- Assist the Team Leader in drafting the inception report - containing preliminary findings of the desk review, refined evaluation questions, data collection instruments (including questionnaire and interview questions), sampling strategy, evaluation matrix and limitations to the evaluation in line with UNODC evaluation norms, standards, guidelines and templates.
- Presentation of preliminary evaluation findings and recommendations to internal key stakeholders (if needed).

- Draft relevant chapters of the evaluation report in line with UNODC evaluation norms, standards, templates and guidelines and contribute to overall analysis.
- Revised draft report based on comments received from the various consultative processes (IEU, internal and external).
- Final evaluation report.
- Final PowerPoint presentation to UNODC and CLP.

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

The evaluator shall respect the UNEG Ethical Guidelines.

5. Dates and details of deliverables/payments:

Deliverable	Output	Working Days	To be accomplished by (date)
A.	Final Draft Inception Report in line with UNODC evaluation norms, standards, guidelines and templates; reviewed and cleared by IEU (can entail various rounds of comments)	10	Tentatively 16 May 2016
B.	Draft Evaluation Report in line with UNODC evaluation norms, standards, guidelines and templates; reviewed and cleared by IEU (can entail various rounds of comments) including field visit	17	Tentatively 20 June 2016
C.	Final Evaluation Report in line with UNODC evaluation norms, standards, guidelines and templates; reviewed and cleared by IEU (can entail various rounds of comments)	1	Tentatively 8 July 2016

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

6. Indicators to evaluate the consultant's performance:

Timely and satisfactory delivery of the above mentioned outputs as assessed by IEU (in line with UNODC evaluation norms, standards, guidelines and templates as well as UNEG Standards and Norms)⁹².

⁹² Please visit the IEU website for all mandatory templates and guidelines to use in this evaluation:
<http://www.unodc.org/unodc/en/evaluation/normative-tools.html>

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

- University degree in criminology, law, social sciences, economics or related field from a recognized university or police school.
- Eight years of progressive experience in law enforcement and policy planning and policy analysis.
- Experience in the subject of the law enforcement, organized crime, drug trafficking, preferably at airport settings, and experience and knowledge of the UN system is an asset.
- Previous work/research/evaluation experience in Latin America or/and the Caribbean is an asset.
- Technical expertise in various evaluation methodologies and techniques. Excellent communication and drafting skills.
- Fluency in oral and written English and Spanish is required.

ANNEX II. EVALUATION TOOLS: QUESTIONNAIRES AND SURVEY

In order to collect the needed information across the myriad of stakeholders to be interviewed, it was best to design a series of interview guidelines. All interview guidelines will start with the following key points:

- The evaluator thanks the interviewee for awarding time to answer our questions
- Restate objectives of the evaluation: The mid-term independent evaluation objective is: a) to determine the extent to which planned objectives and outcomes were achieved by July 2016;
b) to identify lessons learned and best practices to inform the continuation or adjustment of activities for AIRCOP IV to start in 2017.
- Explain the confidentiality of this interview and how that person's name will not be mentioned in the evaluation or any discussion related to the findings of the evaluation. Inform of the time needed for the interview -30 to 45 minutes and that their participation will be taken as the informed consent.
- Ask first question about that interviewee's responsibility or affiliation with this project

The evaluation team will then summarize the interviews' key findings according to the template here below to ease integration and analysis of data.

Interview guidelines for 1) UNODC Project Offices; 2) donors; 3) Project beneficiaries; 4) Project Partners.

Interview question sheets will be prepared the day or a few days beforehand following the matrix from the IR and the instructions below. Each questionnaire should be adjusted to the interviewee. The interview should not exceed 45 minutes.

Emailed Questionnaires to be translated in French and Spanish

This is a short survey carried out by the independent evaluation team together with the Independent Evaluation Unit, UNODC for the mid-term evaluation of the UNODC AIRCOP project that started in 2010 and is ongoing across West, East, Central, North and South Africa, Central and South America and the Caribbean. The objective of the evaluation is to understand preliminary un/achieved results of the project as well as to assess its relevance, effectiveness, efficiency as well as the mainstreaming of gender and human rights aspects into its activities and issue recommendations based on lessons learned and best practices to support future programming and effective implementation of AIRCOP IV that will start in 2017.

The independent evaluation team would appreciate your assistance through completing this short questionnaire. While the evaluation team appreciates that some respondents have already been interviewed, and some will be in the near future, we would be grateful for your responses to this brief questionnaire in order to draw quantitative data and more insight from you for future programming. Questions also differ from phone interviews.

For any questions, please contact the Independent Evaluation Team Leader, Ms. Emmanuelle Diehl at emdiehl@gmail.com

Thank you very much for your participation!

BACKGROUND INFORMATION ON THE RESPONDENT

Questionnaire to Trainees

Please include your email-address in the box below:

(optional: please note that this information will not be shared with any third party and will be treated confidentially; for verification reasons only)

Q.1 What is your official position and your role in relation to AIRCOP Project?

Q.2. What type of training did you receive and where?

Q.3. Were you satisfied with the content of training you received? (please tick the box)

Highly satisfied
Satisfied
Undecided
Dissatisfied
Very dissatisfied

Q.3-2 Please clarify why?

Q.4. Do you apply the learnings from the training into your daily work?

Q.5 Are you satisfied with the level of real time communication and inter-agency cooperation?

Highly satisfied

Satisfied

Undecided

Dissatisfied

Very dissatisfied

Q.5.2 Please clarify why?

Q.6 Do you think the JAITFs are equipped to become self-sustainable?

Please explain

Q.7 Were gender and human rights addressed during trainings?

Yes

Hardly

addressed

Never

Q.8 what type of other trainings would like AIRCOP to offer?

Questionnaire to stakeholders

The questions are different from the face to face interviews that will go into details. The survey will be sent to all respondents which will enable the team to collect quantitative and verify some findings across all stakeholders, as some will not be interviewed via phone or in person.

Please include your email-address in the box below:

(optional: please note that this information will not be shared with any third party and will be treated confidentially; for verification reasons only)

Q1. What is your role/position in relation to the AIRCOP project XAWU72?

- UNODC staff
- Donor
- Recipient country/law enforcement agency
- Partner (WCO, Interpol, countries' law enforcement agencies)

Q2 Partners, UNODC staff: Have you been directly involved in implementing AIRCOP's activities (e.g. technical assistance; trainings; recipient)?**Q3. In which activities of AIRCOP have you been directly involved (tick all that are applicable):**

- Subject matter trainings of JAITFs and law enforcement officials working at airport settings
- Software technical training
- Executive committee meetings
- None
- Other (please specify which activities and how you were involved)

MAIN QUESTIONS

Q.1. For recipient only: Relevance: Please specify how relevant the different activities of AIRCOP have been for your country/organisation/institution.

	How relevant for your country/ organisation/institution?				Don't know/ not applic able
	Very relevant	Relevant	Partially relevant	Not relevan t	
a) Technical assistance on the creation of JAITFs					
Specialised training and mentoring for JAITFs and law enforcement officials working at airport settings					
b) Technical assistance on the usage and integration of data into specific tools such as WCO CENcomm INTERPOL I24-7					
c) Seminars, workshops and joint operations on profiling, seizure, detention, evidence gathering and data recording					
d) Attendance to Steering Committees and Annual Meetings					
f) Other:					

Q 1.1. Please specify why certain activities have not been relevant?

Q 1.2 Please specify how their relevance can be improved?

Q 1.3. Please specify what other type of activities/support you would you like UNODC to offer AIRCOP IV?

Q.2. Beneficiaries: are you satisfied with the technical assistance and support offered by UNODC offices within AIRCOP project?

1. Excellent
2. Very good
3. Satisfactory
4. Needs improvement
5. Unsatisfactory
6. Don't know

Q 2.1. Please provide more detail, including any specific requests for the future: _____

Q.3. Partners, beneficiaries: Efficiency: in your opinion, did UNODC use financial and human resources adequately to maximize AIRCOP’s implementation phase and benefits to beneficiary and associate countries?

1. Highly efficient
2. Efficient
3. Efficient to some extent
4. Not efficient
5. Don't know

Q 4.1. Please provide more detail, if any, including any specific requests for the future: _____

Q.5. UNODC Staff, Donors, Beneficiaries: Sustainability: what kind of activities and processes is AIRCOP putting in place to foster sustainable results?

Q.6. Human Rights: In your opinion, how well addressed are human rights issues in AIRCOP activities?

	Fully addressed	Mostly addressed	Partially addressed	Not addressed	Don't know
Capacity Building		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Data collection	<input type="checkbox"/>				

and integration on filed cases					
	<input type="checkbox"/>				

Q.7. Gender equality: In your opinion, how well addressed are gender issues in AIRCOP activities?

	Fully addressed	Mostly addressed	Partially addressed	Not addressed	Don't know
Capacity Building		<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Data collection and integration on filed cases	<input type="checkbox"/>				
	<input type="checkbox"/>				

Q.8. How satisfied are you with the following aspects of AIRCOP?

Satisfaction of various aspects of XAWU72	Very satisfied	Satisfied	Partially satisfied	Unsatisfied	Don't Know
a) Support provided by the project management team					
b) Building and reinforcement of partnerships					
c) Coordination and communication					
d) Efforts to foster intelligence information sharing					
e) Trainings, workshops, conferences and meetings					
f) Tools, manuals, etc.					
g) Quality and delivery of the various activities					
h) Creation of JAITFs and reinforcement of existing units					

Q8.1. Please specify what aspects you are less satisfied with and the reason why:

Q.9. Partnerships and cooperation: From your point of view, to what extent has AIRCOP enabled joint agencies and partners to collaborate together?

- Fully
- Partially
- Not at all

- Don't know

Q9.1 Please specify why

Q.10. Effectiveness: How would you rate the overall effectiveness of cooperation under AIRCOP?

- Very effective
- Effective
- Partially effective
- Ineffective
- Don't know

Q10.1 Please specify why you find the cooperation partially effective or ineffective:

Q.11. Beneficiaries, Donors and partners: How well is AIRCOP aligned with national strategies and priorities?

- Fully aligned
- Mostly aligned
- Partially aligned
- Not aligned
- Do not know

Q12. Donor/training providers: Please specify, why did you stop or decide to continue supporting and/or funding the different stages of AIRCOP?

Q13. Recipients, UNODC Staff: What challenges have you faced in raising visibility and getting Member State countries to commit and be interested in AIRCOP?

Q14. UNODC staff, Recipients, Partners: Impact: Are there any concrete tangible societal changes or effects that AIRCOP may have generated during its implementation?

	positive changes	Negative changes	Don't know
a) Changes in profiling, identification and seizure			
b) Changes in exchange of information amongst agencies			
c) Changes in national strategies or action plans			
d) Enhanced professional skills and expertise			
e) Increased public awareness and knowledge base			
f) Other			

Please answer the following questions if you can.

Q15. Please identify some good/best practices that have emerged from the implementation of AIRCOP.

Q16. Please identify some “worst practices” of AIRCOP.

Q17. Please provide suggestions for ways to improve the quality and delivery of the activities under AIRCOP IV.

Q18. Please provide any further comment you might have regarding AIRCOP:

Thank you for your time

Interview notes guideline
Minutes template for interviews

Stakeholder:
Location:
Date:
Attending:

Interview Overview

Write the answers on the questionnaire sheets so it is easier for reference. But in a summary form with key critical points that answers the questions (electronically).

Here highlight any questions that could not be answered either through lack of time, refusal of the stakeholder

Highlight any sensitivity during the interview

Key Takeaways

On all criteria tackled during the interview

ANNEX III. DESK REVIEW LIST

Project documents and project revisions
Annual, Progress and Final Reports
AIRCOP Archive of Activities
Reports of the Steering Committees and Annual Meetings
MoUs between UNODC and beneficiary governments to implement the AIRCOP Project
Grant Agreements and Project Partnership Agreement with WCO and INTERPOL
EU-CORMS reports on the Cocaine Route Programme
UNODC Regional Programme for West Africa (2010-2014)
UNODC Regional Programme for the Caribbean (2014-2016) in support of the CARICOM Crime and Security Strategy
UNODC Regional Programme for Central America (2014-2016)
UNODC Programmatic Actions in Central America in the Context of the UNODC Strategic Framework 2014-2015
UNODC Position Paper on Human Rights (2011)
Guidance Note on Gender Mainstreaming in UNODC (2013)
Financial reports
CENcomm data and statistical records on JAIFs' seizures
Interpol-UNODC final progress report
FOLOSA summary
AIRCOP Presentations
WCO reports
COCAIR Final report
AIRCOP work-plans
In-Depth Evaluation of the RP West Africa ⁹³
RP Eastern Africa ⁹⁴
Draft RP Central America 2009-2013 (Spanish) ⁹⁵

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[https://www.unodc.org/documents/evaluation/indepth-evaluations/2015/RP West Africa Final In-Depth Evaluation Report Dec 2015.pdf](https://www.unodc.org/documents/evaluation/indepth-evaluations/2015/RP%20West%20Africa%20Final%20In-Depth%20Evaluation%20Report%20Dec%202015.pdf)

94 [https://www.unodc.org/documents/evaluation/indepth-evaluations/2015/In-Depth Evaluation Report UNODC Regional Programme Eastern Africa 2015.pdf](https://www.unodc.org/documents/evaluation/indepth-evaluations/2015/In-Depth%20Evaluation%20Report%20UNODC%20Regional%20Programme%20Eastern%20Africa%202015.pdf)

95 [https://www.unodc.org/documents/evaluation/indepth-evaluations/2015/RP Central America final evaluation report 2015.pdf](https://www.unodc.org/documents/evaluation/indepth-evaluations/2015/RP%20Central%20America%20final%20evaluation%20report%202015.pdf)

ANNEX IV. LIST OF PERSONS CONTACTED DURING THE EVALUATION

<i>Number of interviewees</i>	<i>Organisation</i>	<i>Country</i>
6	UNODC	Senegal
4	UNODC	Panama
1	UNODC	Barbados
2	UNODC	Vienna
1	UNODC	Brussels
1	UNODC	Cote D'Ivoire
1	UNODC	The Dominican Republic
2	CORMS	Brussels
2	WCO	Brussels
1	INTERPOL	Lyon
1	NCA	Dominican Republic
1	NCA	Senegal
1	NCA	Togo
1	EU	Senegal
2	EU	Brussels
1	Head of JAITF of Niamey	Niger
1	AIRCOP National Focal for Panama	Panama
1	Attaché de Sécurité Intérieure Adjoint à l'ambassade de France	Cote D'Ivoire
1	Head of the JAITF of Dakar	Senegal
1	Head of the JAITF of Lomé	Togo

1	Head of the JAITF of Praia	Cabo Verde
1	Head of the JAITF of Cotonou	Benin
1	Former Head of the JAITF of Lagos,	Nigeria
1	Head of the JAITF of Lagos	Nigeria
1	Former Head of the JAITF of Bamako	Mali
1	Deputy Head of the JAITF of Bamako	Mali
1	Head of the JAITF of Abidjan	Cote d'Ivoire
1	Head of the JAITF of Accra	Ghana
1	Head of the JAITF of Banjul,	The Gambia
1	AIRCOP National Focal Point	Cameroon
1	AIRCOP National Focal Point	Guinea Bissau
1	Head of the JAITF Santo Domingo	The Dominican Republic
1	Head of the JAITF of Punta Cana	The Dominican Republic
1	expert de la douane française animant un tutorat au profit de la CAAT du Togo	Togo
1	Drug and Security Expert, Italian Embassy in Dakar, Training provider to the AIRCOP Project at UNODC Office	Senegal
1	Current Director of the OCRGIS Office central de répression du trafic illicite de stupéfiants of Senegal at OCRGIS Office	Senegal
1	Former Director of the OCRGIS Office central de répression du trafic illicite de stupéfiants of Senegal	Senegal
2	French Customs Regional Liaison Officers, Training provider to the AIRCOP Project in Africa at the French Embassy	Senegal
1	French Police Regional Liaison Officer, Head of the Dakar Drug and Crime Regional Platform West Africa at the French Embassy	Senegal

1	Director de l'Office Central de Répression du Trafic Illicite de Drogues et du Blanchiment (OCRTIDB)	Togo
8	Staff members of the JAITFs	Togo
4	Staff members of the JAITFs	Cote D'ivoire
9	Staff members of the JAITFs	Senegal
7	Staff members of the JAITFs	Panama City
5	Staff members of the JAITFs	Santo Domingo
12	Staff members of the JAITFs	Punta Cana
1	Secrétaire Général du Comité Interministériel de Lutte Anti-Drogue (CILAD), Point Focal du projet "AIRCOP	Cote D'ivoire
1	Directeur Général de la Police Nationale, Président du Comité de Pilotage conjoint de l'Unité de Lutte Contre la Criminalité Transnationale Organisée (UCT) et de la Cellule Aéroportuaire Anti-Trafics (CAAT)	Cote D'ivoire
1	Directeur de la Direction de la Police des Stupéfiants et des Drogues (DPSD)	Cote D'ivoire
1	Expert de la Douane Belge, encadrant un tutorat spécialisé au profit de la CAAT de Côte d'Ivoire	Cote D'ivoire
1	Head of the National Centre of Passenger Information (CNIP)	The Dominican Republic
1	Head of Security at Tocumen International Airport	The Dominican Republic
1	Spanish National Police and training provider to AIRCOP	Spain
2	Senior Superintendent of Police, AIRCOP National Focal Points in Jamaica	Jamaica
1	Office of the Attorney General, AIRCOP Focal Point in Barbados	Barbados
1	UK Border Force, Airbridge Expansion Team	UK
1	Head of International Cooperation at the Brazilian Federal Police – INTERCOPS Project	Brazil

1	Colombian Presidential Agency of International Cooperation	Colombia
1	Cooperation Attaché at the European Union Delegation for Colombia and Ecuador	Colombia
1	French CIFAD expert and training provider to AIRCOP	France
1	Deputy Director of Customs	The Dominican Republic
1	Director of Operations at Punta Cana International Airport	The Dominican Republic
1	Head of Social and Economic Branch of the European Union Delegation to the Dominican Republic	The Dominican Republic
Total: 116		10 women 106 men
