

UNITED NATIONS OFFICE ON DRUGS AND CRIME  
Vienna

Final Independent Project Evaluation of the  
**'Support to the ECOWAS Regional Action  
Plan on illicit drug trafficking, related  
organized crime and drug abuse in West  
Africa'**

XAW/Z28

Western Africa

June 2020



UNITED NATIONS  
New York, 2020

This independent evaluation report was prepared by an evaluation team consisting of Mr. Michel Amiot (lead evaluator) and Dr. Olusegun Afolabi (team member/drug demand reduction expert).

The Independent Evaluation Section (IES) 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 IES web site: <http://www.unodc.org/unodc/en/evaluation/evaluation.html>

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

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

## **Disclaimer**

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

The views expressed in this independent evaluation report are those of the evaluation team. They do not represent those of UNODC or of any of the institutions or Member States referred to in the report. All errors and omissions remain the responsibility of the evaluation team.

© United Nations, June 2020. All rights reserved worldwide.

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

This publication has not been formally edited.

# CONTENTS

Page	
	Management response..... vi
	Executive summary ..... viii
	Summary matrix of findings, evidence and recommendations..... xii
I.	Introduction..... 01
	Background and context ..... 01
	Evaluation methodology ..... 04
II.	Evaluation findings..... 06
	Design ..... 06
	Relevance..... 07
	Efficiency..... 10
	Partnerships and cooperation ..... 13
	Effectiveness..... 14
	Impact ..... 18
	Sustainability ..... 20
	Human Rights, Gender Equality and leaving no one behind..... 22
III.	Conclusions..... 25
IV.	Recommendations..... 28
V.	Lessons learned and best practices ..... 31
Annexes	
I.	Terms of reference of the evaluation ..... 33
II.	Evaluation tools: questionnaires and interview guides ..... 56

III. Desk review list .....	73
IV. Stakeholders contacted during the evaluation.....	75
V. Summary of activities of the project .....	76

# ABBREVIATIONS AND ACRONYMS

<i>Abbreviation</i>	<i>Full name</i>	<i>Abbreviation</i>	<i>Full name</i>
AIDS	Acquired Immune Deficiency Syndrome	M&E	Monitoring and Evaluation
APPR	Annual Programme Performance Report	MoU	Memorandum of Understanding
ATS	Amphetamine Type Substances	MTU	Mobile Teaching Unit
CRP	Cocaine Route Programme	NCE	No-cost Extension
CSO	Civil Society Organization	OECD-ADC	Organization for Economic Cooperation and Development-Development Assistant Committee
DDR	Drug Demand Reduction	ROM	Result Oriented Monitoring
EC	European Commission	ROSEN	UNODC Regional office for West and Central Africa - Senegal
ECOSOC	United Nations Economic and Social Council	RP	UNODC Regional Programme
ECOWAS	Economic Community of West African States	SDG	Sustainable Development Goals
EDF	European Development Fund	UN	United Nations
EU	European Union	UNEG	United Nations Evaluation Group
HIV	Human Immunodeficiency Virus	UNODC	United Nations Office for Drugs and Crime
HRBAD	Human Rights Based Approach to Data	UNTOC	United Nations Convention against Transnational Organized Crime
HQ	Headquarters	WA	West Africa
IES	Independent Evaluation Section	WENDU	West African Network on Drug Use
IfS	Instrument for Stability		
IMDCC	Inter-Ministerial Drug Control Committee		

# MANAGEMENT RESPONSE

<i>Recommendation</i>	<i>Management Response (accepted/partially accepted/rejected)</i>
<p><b>1: Follow-up mechanism:</b> UNODC ROSEN should incorporate, within its next Regional Programme scheduled to begin in 2020, a mechanism aimed at providing on-going support to components of XAW/Z28 project with a view to sustaining its gains.</p>	ACCEPTED
<p><b>2: Sustainability:</b> UNODC ROSEN should advocate to ECOWAS in order to provide the enabling environment for the assent of Member States to the proposed Supplementary Act on Drugs Control, further to the Praia Declaration of 2008.</p>	ACCEPTED
<p><b>3: Partnerships and Cooperation:</b> UNODC ROSEN should actively encourage ECOWAS to increasingly focus its powerful internal mechanisms towards ensuring effective political and policy support to the Drug Control issue.</p>	ACCEPTED
<p><b>4: Funding:</b> UNODC ROSEN and UNODC HQ should embark on a fund-raising drive to mobilize funds to support the DDR and harm reduction programme and advocate for both ECOWAS and Member States themselves to provide clear budget lines to support the implementation of DDR and harm reduction.</p>	ACCEPTED
<p><b>5: Research:</b> UNODC ROSEN should work in collaboration with ECOWAS to identify and provide an enabling environment for a research-based institution that can host WENDU data and publish such data on an annual basis.</p>	ACCEPTED
<p><b>6: Reporting on Drug Control Issues:</b> UNODC ROSEN should advocate that Drug related issues be systematically addressed and become standing items on the agenda of the meetings of every statutory body of ECOWAS.</p>	ACCEPTED
<p><b>7: Impact monitoring:</b> UNODC IES should commission a formal impact evaluation, driven by ECOWAS, in order to determine the true impact of project activities, or project “outcomes”.</p>	REJECTED (Given that the project has ended, there are no available funds that can be utilized to commission a formal impact evaluation on the project's outcomes)
<p><b>8: Staffing:</b> UNODC ROSEN should ensure that during design of projects, it makes adequate provisions for strong local UN support to national beneficiaries.</p>	ACCEPTED
<p><b>9: Project design:</b></p>	ACCEPTED

UNODC ROSEN, should involve a Monitoring and Evaluation expert in programme planning and implementation to ensure that SMART objectives and outcome level indicators are captured in the project document.

**10: Institutional memory:**

UNODC ROSEN should advocate to ECOWAS so that it upholds its commitment to the EU, at the signing of the funding agreement, to retain the staff recruited in its Drug Unit so as to ensure that the technical capacities created are not lost, and that institutional memory is maintained.

ACCEPTED

# EXECUTIVE SUMMARY

## *Background*

The Economic Community of West African States (ECOWAS) “Political Declaration on the Prevention of Drug Abuse, Illicit Trafficking and Organized Crime in West Africa” (the Praia Declaration - 2008) and the ECOWAS “Regional Action Plan to Address the Growing Problem of Illicit Drug Trafficking, Organized Crime and Drug Abuse 2008-2011” (the ECOWAS Regional Action Plan) encouraged the design of the project “Support to the ECOWAS Regional Action Plan on Illicit Drug Trafficking, related Transnational Crime and Drug Abuse” (XAW/Z28).

This project was initiated on 1 January 2015 and ended on 31 October 2019. It was funded by the European Commission (EC), through the 10<sup>th</sup> European Development Fund (EDF), with an overall budget of US\$ 11,384,294. The project was implemented by a project management team at the Regional Office for West and Central Africa (ROSEN) in Dakar, Senegal, in close cooperation with the ECOWAS Drug Unit, Directorate for Gender, Youth, civil society organisations (CSOs), Employment and Drug Control of the ECOWAS Commission in Abuja. The ROSEN project management team had 3 technical staff members in Abuja and 5 in Dakar, as well as support staff.

The overall objective of the Project was to ‘contribute to the reduction of drug abuse, illicit drug trafficking and related organized crime in West Africa’. Outcome 2 – Regional policies and advocacy are informed by evidence-based studies; Outcome 3 – The development and sharing of practices and experiences enable the emergence of more specialized expertise in drug prevention and treatment in West Africa; and Outcome 4 – Reformed national institutional and legal frameworks and improved sub-regional, regional and international cooperation – were the responsibility of UNODC. Outcome 1 – Coordination and Monitoring of project activities, and General overall Advocacy of project objectives was the responsibility of the ECOWAS Drug Unit. Finally, the project’s geographical scope included all 15 ECOWAS Member States and Mauritania.

## Purpose, scope and methodology of the evaluation

The Final Independent Evaluation focused on project XAW/Z28 and concentrated on the three components implemented by UNODC (that is components 2, 3 and 4), although component 1 (implemented by the ECOWAS Drug Unit) was inevitably considered as an integral part of the project. Due to time constraints and limited budget, a sample of four countries were included in the field mission – Sénégal, Cabo Verde, Bénin and Nigeria. The selection of these countries was made by UNODC/ROSEN, in close cooperation with ECOWAS Drug Unit and with the EU. Questionnaires were prepared for all 16 countries; questions were also prepared for telephone or skype interviews with representatives of the other countries. This Final Evaluation was conducted in order to determine the extent to which project objectives were achieved, to inform stakeholders on lessons learned and best practices and recommend follow-up action to inform and direct future priorities. The evaluation followed the Organization for Economic Cooperation and Development – Development Assistance Committee (OECD – DAC) criteria: relevance, efficiency, effectiveness, impact and sustainability. It also assessed the UNODC-specific criteria: design, partnerships and cooperation, human rights and gender equality. The main stakeholders were UNODC/ROSEN, the ECOWAS Drug Unit, ECOWAS Member States and Mauritania, CSOs, direct beneficiaries, and the EU.

The evaluation team composed of two independent external evaluators: one from Canada (team leader) and one from Nigeria (Drug Demand Reduction [DDR] expert). The evaluation was undertaken through a phased methodology approach incorporating a participatory and gender-responsive approach in accordance with United Nations Evaluation Group (UNEG) and UNODC Evaluation Norms and Standards. An initial desk review and Team check-in was done before the preparation of an Inception Report. This was followed by Field Research, through personal interviews with identified stakeholders and a situation analysis of the state of drug trafficking in the region. The methodology considered primary and secondary data sources, ensuring triangulation of findings. Face to face interaction took place with 30 individuals, mostly in person but also by telephone. Of these, 11 were female and 19 were male. Finally, analysis of all information gathered and formulation of a Final Evaluation Report was completed. The Report was subsequently submitted to IES for comments and amendments. The Report was also sent to various stakeholders and CLPs for their input and upgraded accordingly. Finally, an Evaluation Brief was produced and a PowerPoint presentation prepared.

## *Main findings*

### **Relevance**

The project remained relevant, and aligned with global and regional instruments, strategies and policies of the UN, UNODC, the African Union, the EU, ECOWAS Commission and attainment of SDG 3 and 16. The project's comprehensive approach ensured that drug-related issues in the region were tackled holistically in consonance with the ECOWAS Regional Action Plan and the RPs.

### **Design**

Project design was initially ambitious given the budget, national capacities and needs, and the lack of clear definition of the project's regional and local dimensions. This was amended subsequent to the UNODC Mid-term Independent Project Evaluation in 2018 and reflected in the log frame. This amendment placed emphasis on a 'hub-and-spoke' model that built infrastructure and competence of some Member States to offer support to other Member States. This refers to the priority and more intensive support offered to some selected Member States with stronger capacity, which can in turn then directly support their neighbouring sister States with on-going and rapid support. A comprehensive factual monitoring framework and functioning information storage systems were only introduced in the later stages of implementation.

### **Efficiency**

The process of funding and replenishing the funds has been smooth. Funds were expended according to plan and outputs were attained. Some joint activities with ECOWAS participation were impacted, since participants initially programmed for participation in some events did not receive authorization or funding in time. The activities were either reprogrammed or simply cancelled. By the end of project activities, all funds in hand were expended correctly and fully. The last tranche of funding was not disbursed, in view of project closure.

### **Effectiveness**

Triangulation shows that the project was effective in achieving the desired objectives in most thematic areas. The Epidemiology component has provided a sustainable platform for availability of data to take informed decisions. The DDR component has put in place the mechanism for implementing related activities which can be replicated in other Member States. The Forensic

Network provided a platform for information-sharing and the hubs were able to provide support for other Member States. The joint exercises and training have improved effectiveness of the law enforcement entities. The collection, collation and analysis of pertinent data on prosecutions and convictions to help track country progress and to inform advocacy and policy reform and response, is essential.<sup>1</sup>

## **Impact**

The project has had an impact on the regional and national approach to dealing with the drug control issue. It has helped promote a more holistic approach to the problem, thus moving away from a purely Law Enforcement and Legislative-centred stance and towards a more balanced, public health and science-based approach to the problem, including more emphasis on prevention and demand reduction actions.

## **Sustainability**

Some of the components of the project such as WENDU, appear sustainable. However, a dedicated coordination entity needs to be put in place. The Forensic component will need committed funding which can be driven by demand for their services. The DDR component has also been capital-intensive and without a clear budget line, may not be sustainable. The signing of the proposed supplementary act may go a long way in re-invigorating Member States to commit resources into the fight against drugs. The present project warrants a follow-up in order to build upon achieved results.

## **Partnerships and Cooperation**

The project has built partnerships across agencies, within countries, between countries and between regions. It has fostered cooperation among national and regional agencies, such as law enforcement agencies, and judiciary and forensic scientists in interdiction of cases. The signing of MoU's between different countries to share intelligence and perform joint enforcement exercises proves that the project has engendered cooperation.

## **Gender Equality and Human Rights**

UNODC has identified gender as an issue cutting across all aspects of its programmes and activities both at HQ and in the field. There is gender inclusiveness in all activities and data used on this project. The evaluation found that Human Rights preoccupations are not generally widely understood in the region; yet there is an increasing awareness of the need to treat drug abusers with appropriate curative measures rather than incarceration.

## *Main conclusions*

The project remains relevant, given the profound needs of the region. The project design though ambitious in scope was able to fulfil its mandate after some amendments post mid-term evaluation. The project was highly efficient and generated some best practices. A major impact is the change in mindset in the region regarding the holistic and balanced approach to drug control. Sustainability of the achievements recorded by the project is in doubt. A follow up project is deemed desirable.

---

<sup>1</sup> Project Steering and Coordination Committee (PSCC) meeting minutes, 28 June 2019, p. 10

## *Main recommendations*

### **Recommendation 1 – Follow-up mechanism**

Sustainability of activities remains the main challenge as the project comes to an end. UNODC ROSEN should incorporate, within its next Regional Programme, scheduled to begin in 2020, a mechanism aimed at providing on-going support with a view to sustaining the gains of the XAW/Z28 project. This support could be provided by another regional project, or through existing local or regional thematic projects, which could easily be amended in order to contribute actively to enhancing the gains already made.

### **Recommendation 2 – Sustainability**

UNODC ROSEN should work in collaboration with ECOWAS to identify and provide an enabling environment for the assent of Member States to the proposed Supplementary Act on Drugs Control, further to the Praia Declaration of 2008. This Act was explicitly promoted by the IMDCC and by WAPCO, both of which are ECOWAS forums. (It should also be noted that the final Declaration of the ECOWAS Summit on Terrorism, Ouagadougou, 14 September 2019, para. 33, restates the urgency of dealing with the real drugs control threat in the region).

### **Recommendation 3 – Partnerships and Cooperation**

UNODC ROSEN should actively encourage ECOWAS to increasingly focus its powerful internal mechanisms towards ensuring effective political and policy support to the Drug Control issue. Thus, it will promote smoother and more efficient project implementation, together with its various partners and stakeholders, including UNODC ROSEN, who are experienced in project delivery.

**Note:** For a complete list of recommendations, please see Section IV – Recommendations.

## *Lessons learned and best practices*

The main lessons learned from this project concern the structure and design of the project itself, the management team organization and structure, the interdependency of the various project components, and the importance of devoted and passionate personnel to implement the project components. A unified project management structure in one geographic location, would have allowed for a more rapid take-off of project activities and the realization of project outputs – and outcomes.

It must also be noted that the ultimate aim of the project is sustainable action on the ground. This requires ownership of the intervention by the Member States, which takes time and effort (not easily measurable), in order to obtain tangible results. The evaluation team noted that in countries where there were “boots on the ground”, in the form of dedicated UN staff, project progress was significantly better and more sustainable. The conduct of joint training exercises and operations, establishment of viable networks, and a paradigm shift (balanced approach) with regard to drug control are all major success of this project.

# SUMMARY MATRIX OF FINDINGS, EVIDENCE AND RECOMMENDATIONS

Findings <sup>2</sup>	Evidence (sources that substantiate findings)	Recommendations <sup>3</sup>
<p><b>1.</b>The project remains relevant and aligned with global and regional instruments, strategies and policies of the UN, UNODC, the African Union, the EU, ECOWAS Commission and attainment of SDG 3 and 16. The comprehensive approach of the project ensured that drug related issues in the region were tackled holistically in consonance with the ECOWAS Regional Action Plan and the RPs.</p>	<p>Desk Review</p> <p>Interviews with stakeholders</p>	<p><b>Follow-up mechanism</b></p> <p>UNODC ROSEN should incorporate, within its next Regional Programme, scheduled to begin in 2020, a mechanism aimed at providing on-going support with a view to sustaining the gains of the XAW/Z28 project.</p>
<p><b>2.</b>Project design was initially ambitious given the budget, national capacities and needs, and the lack of clear definition of the project’s regional and local dimensions. This was amended subsequent to the mid-term evaluation and reflected in the logframe. This amendment, placed emphasis on a hub and spoke model that built infrastructure and competence of some member states to offer support to other member states especially on</p>	<p>Desk review</p> <p>Interview with internal stakeholders</p> <p>Annual performance Reports</p>	<p><b>Staffing</b></p> <p>UNODC ROSEN should ensure that during design of projects, it makes adequate provisions for local UN support to national beneficiaries.</p> <p><b>Project design</b></p> <p>UNODC ROSEN, should involve a Monitoring and Evaluation expert in programme planning and implementation to ensure that SMART objectives and outcome level indicators are captured in the project document.</p>

<sup>2</sup> A finding uses evidence from data collection to allow for a factual statement. In certain cases also, conclusions may be included in this column instead of findings.

<sup>3</sup> 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.

<p>the forensic and epidemiology components and establishment of joint operations on the legal and enforcement components. A comprehensive factual monitoring framework and functioning information storage systems were generally missing.</p>		
<p><b>3.</b>The project has been effective in achieving the desired objectives in most thematic areas. The Epidemiology component has provided a sustainable platform for availability of data for taking informed decisions. The drug demand reduction component has put in place the mechanism for implementing DDR activities which can be replicated in other member states. The Forensic Network established provides a platform for information sharing and the hubs are able to provide support for other member states in processing their samples, which fosters cooperation. The joint exercises and training have improved effectiveness of the law enforcement entities while the proposed ‘supplementary act’ has the potential to renew commitment and creation of renewed drive to tackle drug related crimes.</p>	<p>Desk Review Interview with internal stakeholders Interview with beneficiaries APPR</p>	<p><b>Follow-up mechanism</b> UNODC ROSEN should incorporate, within its next Regional Programme, scheduled to begin in 2020.</p> <p><b>Sustainability</b> UNODC ROSEN should advocate to ECOWAS to provide the enabling environment for the assent of Member States to the proposed Supplementary Act on Drugs Control.</p> <p><b>Funding</b> UNODC ROSEN, and UNODC HQ, should embark on a fund-raising drive to mobilize funds to support the DDR and harm reduction programme and advocate for both ECOWAS and Member States themselves to provide clear budget lines to support the implementation of DDR and harm reduction.</p> <p><b>Research</b> UNODC ROSEN should work in collaboration with ECOWAS to identify and provide an enabling environment for a research-based institution that can host WENDU data and publish such data on an annual basis.</p>
<p><b>4.</b> The process of funding and replenishing the funds has been essentially smooth. Funds were expended according to plan. Occasionally, joint activities with ECOWAS participation</p>	<p>Desk Review Interview with internal stakeholders Interview with EU Financial report</p>	<p><b>Partnership and Cooperation</b> UNODC ROSEN should actively encourage ECOWAS to increasingly focus its powerful internal mechanisms towards ensuring effective political and</p>

<p>have been delayed or cancelled because of the laborious ECOWAS administrative procedures. This requires review, in the context of project delivery. By the end of project activities, all funds in hand will have been expended correctly and fully. The last tranche of funding will, however, not be disbursed, in view of the project closure shortly. The funds will be returned to the EC.</p>		<p>policy support to the Drug Control issue.</p> <p><b>Reporting on drug control issues</b> UNODC ROSEN should advocate that Drug related issues be systematically addressed, and become standing items on the agenda of the meetings of every statutory body of ECOWAS, as a matter of policy.</p> <p><b>Staffing</b> UNODC ROSEN should ensure that during design of projects, it makes adequate provisions for local UN support to national beneficiaries.</p>
<p><b>5.</b> The project has had a positive impact on the regional and national approach to dealing with the drug control issue. It has definitely helped to promote a more holistic approach to the problem, away from a purely Law Enforcement and Legislative stance and towards a more balanced, public health and science-based approach to the problem.</p> <p>An increase in the collection and analysis of reliable data in many areas, the establishment of functioning networks between national and regional entities, the conduct of real operational activities between various partners on the ground, the inclusion of a public health aspect in the approach to drug control in many local jurisdictions, the establishment of National Drug Masterplans in many countries, and the increase in political commitment in many Member States bear testimony to the change in mindset and philosophy among national</p>	<p>Desk review Interview with internal stakeholders Annual performance Reports</p>	<p><b>Impact monitoring</b> UNODC IES should commission a formal impact evaluation driven by ECOWAS to determine the true impact of project activities or outcomes</p>

<p>decision-makers, leading to a more balanced and cost-effective approach to the security paradigm are all in part as a result of the impact of this project.</p>		
<p><b>6.</b> The project has highlighted the need for renewed commitment of Member States to interdict drug trafficking, address drug abuse and fight organized crime. This requires a change in mind-set among beneficiaries and governments, which appears to be taking place at this point in several key countries. The signing of the proposed supplementary act will go a long way in ensuring this renewed commitment backed by adequate funding.</p> <p>Member States generally now need to prioritize the drug issue and to commit to funding activities in an on-going manner through allocation of funds in the national budget. A clear and independent budget line for addressing the drug problem, as a national public health priority, is required. This will ensure sustainability of initiatives such as WENDU network, forensic network, inter-country cooperation in performing joint operations as well as providing the much-needed funds to support DDR and harm reduction.</p> <p>The present project warrants a follow-up.</p>	<p>Desk review Interview with internal stakeholders Annual performance Reports</p>	<p><b>Follow-up mechanism</b> UNODC ROSEN should incorporate, within its next Regional Programme, scheduled to begin in 2020 a mechanism to provide on-going support to components of XAW/Z28</p> <p><b>Sustainability</b> UNODC ROSEN should advocate to ECOWAS to provide the enabling environment for the assent of Member States to the proposed Supplementary Act on Drugs Control.</p> <p><b>Funding</b> UNODC ROSEN, and UNODC HQ, should embark on a fund-raising drive to mobilize funds to support the DDR and harm reduction programme and advocate for both ECOWAS and Member States themselves to provide clear budget lines to support the implementation of DDR and harm reduction.</p>
<p><b>7.</b> The project has built partnerships across agencies, within countries, between countries and between regions. It has fostered</p>	<p>Desk review Interview with internal stakeholders Annual performance Reports</p>	<p><b>Follow-up mechanism</b> UNODC ROSEN should incorporate, within its next Regional Programme, scheduled to begin in 2020 a mechanism to</p>

<p>cooperation which has improved the effectiveness and efficiency of interventions in the fight against illicit drug trafficking, drug abuse and organized crime. It is an essential component of this project.</p>		<p>provide on-going support to components of XAW/Z28.</p>
<p><b>8.</b> UNODC has identified gender as an issue cutting across all aspects of its programmes and activities both at HQ and in the field. There is gender inclusiveness in all activities and data used on this project. The evaluation found that Human Rights preoccupations are not generally widely understood in the region; yet in the context of Public Health interventions, for example, there is an increasing awareness of the need to treat drug abusers with appropriate curative measures rather than incarceration.</p>	<p>Desk review Interview with internal stakeholders Interview with beneficiaries</p>	<p><b>Project design</b> UNODC ROSEN, should involve a Monitoring and Evaluation expert in programme planning and implementation to ensure that SMART objectives and outcome level indicators are captured in the project document and data elements are disaggregated by gender.</p>

# I. INTRODUCTION

## Background and context

Drug trafficking in West Africa continues to be of great concern to the international community. Since 2004, drug trafficking organizations have increasingly used West Africa as a transit hub for smuggling large amounts of cocaine from South America into Europe, Asia and Oceania. The Sahara as a transit route for narcotics, in particular cocaine and cannabis, has heightened insecurity in an already volatile region. Drug trafficking has also generated corruption which has further undermined the economies of affected countries. An increase in substance use exerted further pressure on already fragile health, economic and security systems, and national authorities often lacked reliable epidemiological data and effective prevention and treatment programmes to counter this trend.

The Economic Community of West African States (ECOWAS) ‘Regional Action Plan to Address the Growing Problem of Illicit Drug Trafficking, Organized Crime and Drug Abuse 2008-2011’ (the ECOWAS Regional Action Plan), which followed on the ECOWAS ‘Political Declaration on the Prevention of Drug Abuse, Illicit Trafficking and Organized Crime in West Africa’ (Praia – 2008) – led to the formulation of Project XAW/Z28 ‘Support to the ECOWAS Regional Plan of Action on Illicit Drug Trafficking, related Transnational Crime and Drug Abuse’ (the Project). It has been part of the UNODC Regional Programme for West Africa 2010-2014 and again for 2016-2020. It began on 1st January 2015 and ended on 31st October 2019. It was funded by the European Union (EU) through the 10th European Development Fund (EDF) with an overall UNODC budget of USD 14,384,294. In particular, the project relates to its Sub-Programme 1: “Combating Organized Crime, Illicit Trafficking and Terrorism”; and to its Sub-Programme 3: “Improving Drug Prevention and Health”. Finally, it also relates to UNODC’s Thematic Programme through its Sub-Programme 2: “Regional and National Capacity Building and Technical Assistance”.

The overall objective of the project was ‘to contribute to a reduction of drug abuse, illicit drug trafficking and related organized crime in West Africa’. Of the four (4) stated outcomes which the project sought to reach, UNODC’s Regional Office for West and Central Africa (ROSEN) was responsible for implementing the last three : (outcome 2) – Regional policies and advocacy are informed by evidence-based studies; (outcome 3) – The development and sharing of practices and experiences enable the emerging of more specialized expertise in drug prevention and treatment in West Africa; (outcome 4) – Reformed national institutional and legal frameworks and improved sub-regional, regional and international cooperation are obtained. The first (outcome 1) – regarding better coordination and monitoring of activities and increased advocacy – was the responsibility of the ECOWAS Drug Unit. Finally, the project covered all 15 ECOWAS Member States and Mauritania<sup>4</sup>. Project activities were carried out in virtually all countries; however, as the project

---

<sup>4</sup> Bénin, Burkina Faso, Cabo Verde, Côte d’Ivoire, Gambia, Ghana, Guinée, Guiné Bissau, Liberia, Mali, Niger, Nigeria, Sénégal, Sierra Leone and Togo. Plus Mauritania.

evolved, a management decision was made to focus on a few countries with stronger capacities in order for these to achieve successful outputs and serve as models and references for the others.

This project is consistent with ECOWAS policies and strategies, in particular with its "Political Declaration on the Prevention of Drug Abuse, illicit drug trafficking and organised crime in West Africa" (Praia, 2008) and its "Regional Action Plan to address the growing problem of illicit drug trafficking, organised crime and drug abuse in West Africa (2008-2014)", also consistent with the African Union Plan of Action on Drug Control (2013-2017)<sup>5</sup>, which was adopted during the 5th Session of the African Union Conference of Ministers for Drug Control in Addis-Ababa, Ethiopia, in October 2012 and with the European Commission programming, policy documents and political dialogue<sup>6</sup>.

The project covers all 15 ECOWAS Member States and Mauritania. ROSEN was responsible for the implementation of the project. The project management team is located mainly in Abuja, Nigeria and in Dakar, Senegal. The EU 'ECOWAS-UNODC Contribution Agreement' and the UNODC project document provided rationales for a presence in Abuja of the geographically-split UNODC project team. The agreement referred to the need for sustained regional capacity in the ECOWAS Commission to implement the ECOWAS Regional Action Plan. It is part of a larger EU-funded initiative from the European Development Fund (EDF) composed of four pillars. In order to contextualize the project within this broader framework, it is important to note that Outcomes 2, 3 and 4 were implemented by UNODC. Reference is also made to Outcome 1, implemented by ECOWAS Drug Unit, since it is a full component of the overall project; it is not, however, covered by this final evaluation.

This project implied close cooperation on a daily basis between UNODC/ROSEN and the ECOWAS Commission/Drug Unit, as each result expected from the overall European Union initiative is inevitably linked to the others, and the success of each is interdependent. Initially, because of the geographical distance between both entities, and in view of different procedures and management rules, collaboration was not easy. However, as project implementation progressed, cooperation between the two offices became closer and more efficient.

### *Purpose and scope of the evaluation*

As the project's implementation has now come to an end, in accordance with UNODC project management guidelines and according to donor requirements, ROSEN contracted a team of 2 independent external evaluators (one lead evaluator and one expert on monitoring/public health) to carry out the final Independent Project Evaluation of Project XAW/Z28, in close consultation with UNODC's Independent Evaluation Section (IES). This evaluation assessed the extent to which the

---

<sup>5</sup> A Strategic Framework to guide Drug Policy Development in Africa.

<sup>6</sup> Action Document for Enhanced EU-GCC political dialogue, cooperation and outreach – 2019 Annual Action Programme for cooperation with third countries.

project has reached and completed its stated objectives and results during its operational life, but especially since the Mid-term Independent Project Evaluation of September 2018. The final evaluation also aimed at informing future actions for potential realignment of strategies, as well as providing guidance for improved implementation of any future objectives and activities. In essence, the basic objective of the final evaluation was to assess achieved or unachieved results and to assess the project's relevance, efficiency, effectiveness, sustainability, impact, partnerships and cooperation, and consideration of gender and human rights<sup>7</sup>.

Thus, the main focus of this final evaluation was on assessing lessons learned, deriving best practices, analysing concrete results and identifying gaps in the implementation of the project. The final evaluation also examined the design of the project and to what extent it was developed based on an adequate analysis of the needs of the target group and of the context. The evaluation derived a series of recommendations based on the above strengths, weaknesses, best practices, lessons learned and areas of improvement for the future. These recommendations will serve as a basis and inform future implementation within the region. The evaluation process was managed by the project manager in ROSEN, with IES providing guidance and quality assurance throughout the process. The evaluation team coordinated closely with the Project Management team, who was responsible for providing logistical support and facilitated the review and engagement process in key geographic areas<sup>8</sup> for interviews and field missions for effective data collection and triangulation.

Finally, all documents, maps or charts that support the triangulated findings of this evaluation are included within the core of the report or in an annex. The evaluation report is reviewed by the project management team for factual errors and the IES for quality assurance, as well as shared with the Core Learning Partners for comments.

### *The composition of the evaluation team*

The all-male team of external, independent evaluators comprised a team leader from Canada and a team member from Nigeria. The team leader has extensive experience in leading evaluations on law enforcement and money laundering, while the team member is a monitoring and evaluation expert with experience in drug demand reduction.

---

<sup>7</sup> These are the Development Assistance Committee (DAC) criteria according to UNODC evaluation guidelines.

<sup>8</sup> The evaluation team carried out field missions in Sénégal, Cabo Verde, Bénin and Nigeria, complemented by phone interviews with relevant Core Learning Partners (CLPs) and beneficiaries, in addition to an email survey. The team also liaised with the project management team in the Dakar Field office (ROSEN), IES in UNODC HQs and ECOWAS Abuja.



Figure 1: Political map of West Africa

## Evaluation methodology and design

This final Independent Project Evaluation was carried out using a mixed method approach which sought the views and assessments of all parties. The evaluation methodology conformed to the United Nations Evaluation Group (UNEG) Norms and Standards as well as the UNODC Evaluation Policy, Norms and Standards.

A phased approach was employed, allowing the evaluation team to triangulate and validate initial hypotheses through different data collection instruments. This method also included a gender-responsive approach, with particular focus on the presence of female officials at country level, the disaggregation of gender in data collection and the availability of treatment facilities for female drug users. These approaches were based on the following mixed qualitative and quantitative methodology:

### a) Evaluation Team Interface, Desk Review and Inception Report

Selected project-related documents were provided by Project management and reviewed by the evaluation team. The team had a first interface at the inception phase of the evaluation in order to

agree on a path forward and on the methodology to use. These clarifications and initial desk review of documents, including (see Annex III for a detailed list): the project document and revision (Rider), monitoring data, baselines, annual and progress reports, tools developed under the project and other supplementary documents, official communications with EU, ECOWAS, Member States and key stakeholders, thematic programmes and strategic documentation, financial and audit reports, among others. This allowed the independent evaluation team to formulate the inception report including a preliminary analysis of the findings of the desk review.

### **b) Field mission with country-based research**

A series of short field missions took place over a 3-week period (2-23 September 2019), including visits to UNODC project office in West Africa (ROSEN in Dakar) and ECOWAS Drug Unit (in Abuja), and in four selected countries (Cabo Verde, Senegal, Benin and Nigeria). These countries were pre-selected by ROSEN based on geographic diversity, challenges, project outputs, language, location of UNODC regional/project support office, level of activities carried out in country, timing and security parameters. Among the variables stated above, each of these countries share political stability and a fair level of prosperity. There is one giant economy (Nigeria) and one small economy (Cabo Verde); the other two are mid-level balanced economies. One is anglophone, one is lusophone and the other two are francophone, representing a regional balance. Two are in the east, and two are in the west.

The two members of the evaluation team worked together during the field missions in order to gather as much data as possible during the timeframe available for the field mission, conducting face to face interviews (sometimes phone or skype) with staff and beneficiaries and sending online questionnaire to WENDU focal points (see annex for list of interviewees). The lead evaluator then held a de-briefing meeting in Dakar with the ROSEN team.

### **(c) Data analysis and report writing**

Data analysis/report-writing was carried out after completion of the field mission. An initial draft of the evaluation report was then presented for review and comments to the project management and the IES simultaneously. The project management team issued comments on factual errors, followed by review and comments by IES. All comments were carefully reviewed and considered and incorporated into a revised version of the report. A final evaluation report, together with an Evaluation Brief and a PowerPoint presentation, were provided, considering all comments received in the review process (project management team, IES and CLPs).

### *Limitations to the evaluation*

The evaluation team was only able to visit four of the fifteen Member States and Mauritania due to limited funding and time constraints. There were challenges administering the online questionnaire (for WENDU) as there were logistical issues for interpreting into the other 2 major languages in the region (French and Portuguese) and then paying for the software to administer the survey, in addition to severe connectivity problems throughout. The evaluation team however was able to interview a cross-section of the WENDU focal persons in the countries visited.

## II. EVALUATION FINDINGS

### Design

Evaluation questions:

1. To what extent have all relevant stakeholders, including target groups, participated in the design of the project at the time of preparing the project document and in the course of project implementation?
2. To what extent are the project objectives and results clearly defined and logical in light of causal relationships established in the log frame, and address clearly identified needs? Are the indicators selected at the design stage appropriately defined and measurable in light of available data?
3. To what extent are the logical frameworks of the RP and the project aligned with each other?
4. Has a comprehensive monitoring and evaluation system (framework & tools) been designed for and applied to the project? Please explain.

The design of this project was initially ambitious, since it sought to address numerous aspects of the identified problems, but with limited resources, either human, financial and technical. The geographical and thematic scope was vast, national capacities and budget were limited, and operational structure and scope were finite.<sup>9</sup> As pointed out in the Mid-term Independent Evaluation, the regional approach seemed effective in the area of epidemiology. In addition, there was a review of the project design based on the recommendation of the Mid-term Independent Evaluation, thus prompting the adoption of ‘hubs’ which would serve as models and mentors for other Member States, as demonstrated in the creation of Regional Hubs in Forensics<sup>10</sup>.

However, other technical areas were considered through a sub-regional or national approach, given legislative and linguistic differences and varying national capacities. The selection criteria did seem somewhat arbitrary, although it appeared to follow the language variations in the region and availability of support infrastructure and political will of member states. The outcomes do not seem to have been viewed or supported in a coherent way. A truly comprehensive and holistic monitoring framework and coherent information management systems was deficient as there are no clear-cut defined indicators for them.

The UNODC’s proposed M&E system for this project, which accentuates the collection and analysis of pertinent quantitative data, were not fully incorporated in the initial project design. Initial joint assessments were done prior to the commencement of key events; however, they focused on infrastructure and interventions in place, without necessarily focusing on the intended outcomes. The evaluation team found that in almost all instances, the data on which local and

---

<sup>9</sup> Project Document XAW/Z28 – pages 11 to 18 – Description of structure and design.

<sup>10</sup> Cabo Verde, Ghana and Côte d’Ivoire.

regional interventions were based were essentially qualitative, with little hard statistical data to inform of the state of affairs or the progress made. It thus became difficult to concretely measure progress in the accomplishment of stated goals. This likely reflected the traditional approach to prioritization and decision making with respect to project implementation. Thus, during the first 2 years of project implementation, given the ambitious targets and the lack of hard data to measure progress, it was hard to clearly measure outputs in a quantifiable manner. Much of the work undertaken by the project operatives, both at Member States and management level, was non-quantifiable relationship and network building, the establishment of trust and confidence among and between partners, and the laying of basic groundwork essential to subsequent attainment of desired outputs. Furthermore, these outputs remained limited in essence, with insufficient focus on the necessary subsequent outcomes, in concrete terms, in order to bring about real and lasting change in the region.

This being said, the team in fact noted a change in mind-set and approach in the countries visited, as the need for hard and reliable data, either epidemiological, scientific (forensic), judicial, seizures and arrests, indictments and convictions, drug abuse cases, among others, had become clear to many beneficiaries in order to better plan and execute the project delivery and obtain optimal results. Finally, the team noted that projects were smoothly run and experienced fewer hitches when a UNODC staff was present in a country, fostering direct engagement with national authorities and to encourage a pragmatic, results-based approach to implementation of any follow-up project. The presence of such staff impacts directly on project delivery and outcomes by stimulating and encouraging local partners to go the extra mile in order to achieve the results they desire.

#### Summary - Design

Project design was initially ambitious given the budget, national capacities and needs, and the lack of clear definition of the project's regional and local dimensions. This was amended subsequent to the mid-term evaluation and reflected in the logframe. This amendment, emphasized on a hub and spoke model that built infrastructure and competence of some member states to offer support to other member states especially on the forensic and epidemiology components and establishment of joint operations on the legal and enforcement components. A comprehensive factual monitoring framework and functioning information storage systems were generally missing initially but were introduced in the later stages of implementation.

## Relevance

#### Evaluation questions:

1. To what extent is the project adequately aligned with the ECOWAS Regional Action Plan and possible other relevant strategies of this regional body? Has the project been sufficiently aligned with UNODC strategies and policies at the international and regional level, including the RP?
2. What are the donor's policy priorities with respect to drug trafficking and drug abuse in West Africa?
3. To what extent was the development of the project based on an adequate analysis of the

needs of the target group and of the context? How relevant is the project to the target groups identified in beneficiary countries, including the five countries that will be visited during the field mission, and to what extent does it meet their needs and priorities?  
4. To what extent and how is the project aligned with other initiatives of UNODC and other agencies, and to what extent (and in which areas) is there a risk of duplication of activities?

This project's main objective was to contribute to a reduction of illicit drug trafficking, drug abuse and related organized crime in West Africa. To achieve this objective, UNODC aimed to conduct activities in the areas of drug abuse prevention and drug dependence treatment, data collection and analysis, legislative development, forensics, and drug law enforcement (outcomes 2, 3 and 4)<sup>11</sup>. Based on triangulation, UNODC project XAW/Z28 was quite relevant in the context of the increasing level of drug trafficking and growing local drug abuse in the region over the past ten years or more, and the need to strengthen national law enforcement capabilities in identifying and seizing trafficked goods<sup>12</sup>. According to the team's findings, the project formed an integral part of the strategies set forth in the United Nations Convention against Transnational Organised Crime (UNTOC)<sup>13</sup>. The project was aligned with UNODC Regional Programmes and was a component of the European Union Cocaine Route Program (CRP)<sup>14</sup>; it was further aligned with other EU strategic instruments<sup>15</sup> to fight International Organized Crime and with the Instrument for Stability (IfS)<sup>16</sup>. In addition, joint-assessment missions were carried out before implementing any activities in the 16 beneficiary countries<sup>17</sup> to gauge the level of technical assistance required to build these beneficiaries' capabilities and supply them with the needed tools (communication or informatics) for effective transnational communication. The use of well-designed IEC platforms reduces the risk of corruption, manipulation or fraud with regard to information sharing.

The evaluation found that the project has been perceived as relevant, since it sought to address some of the most serious threats to regional peace and security. It was in fact well-aligned with global and regional concerns and instruments, strategies and overall policies<sup>18</sup> put forward by the UN, African Union, EU and ECOWAS Commission. There was no overlap or duplication of efforts with other UNODC national projects in the region, although there remained a risk, due to fragmented donor coordination and cooperation. This is true with regard to justice and security

---

<sup>11</sup> Outcome 2 "Evidence-based services scaled up to address the health and social impact of drug use in Member States"

Outcome 3 "Countering drug trafficking and related challenges to human security through supporting Member States and RECs to reduce trends of illicit trafficking and supply reduction in accordance with fundamental human rights principles and the rule of law"

Outcome 4 "Capacity building in research and data collection enhanced through strengthening of institutions to respond effectively to challenges posed by illicit drugs"

<sup>12</sup> EU Drugs Strategy (2013-20), EU Pact to Combat International Drug Trafficking, the EU Action Plan on Drugs 2013-2016, ECOWAS Regional Plan of Action, UNODC Regional Programme for West Africa.

<sup>13</sup> UNTOC and other UN Conventions on Transnational Organized Crime.

<sup>14</sup> Cocainerroute.eu – CORMS programme

<sup>15</sup> <https://eur-lex.europa.eu>

<sup>16</sup> Since March 2014 it is known as the Instrument Contributing to Stability and Peace IcsP

<sup>17</sup> ECOWAS states and Mauritania

<sup>18</sup> The United Nations Convention against Transnational Organized Crime (15 Nov. 2000),

-AU Comprehensive Assessment of Drug Trafficking and Organised Crime in West and Central Africa,

-EU-[https://ec.europa.eu/home-affairs/what-we-do/policies/organized-crime-and-human-trafficking/drug-control\\_](https://ec.europa.eu/home-affairs/what-we-do/policies/organized-crime-and-human-trafficking/drug-control_)

sector reform, since national and regional cooperation is limited, due to the traditional reluctance to share information. Indeed, other regional or country projects (USAID, DFID, EU, France)<sup>19</sup>, funded by various competing sources, may at times overlap, covering the same issues but with different expected outputs

The project is also well aligned with the attainment of the Sustainable Development Goals (SDG) in particular SDG 3– Ensure healthy lives and promote well-being for all at all ages, more particularly Target 3.5: Strengthen the prevention and treatment of substance abuse, including narcotic drug abuse and harmful use of alcohol and SGD 16 – Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels.

Finally, the problem of Drug Control in West Africa has been an issue for the past ten to fifteen years. Until now, the approach to the problem has been essentially repressive, with a focus on supply, to the detriment of demand reduction and judicial reform. There is also a dearth of reliable data in the region, and a serious lack of scientific analysis of evidence and crime scene protection. This project has sought to correct the imbalance and promote a more realistic, holistic and productive approach to the problem, within and across borders. In this sense, the project has proven relevant.

#### Summary - Relevance

The project continues to be relevant, and aligned with global and regional instruments, strategies and policies of the UN, UNODC, the African Union, the EU, ECOWAS Commission and attainment of SDG 3 and 16. The comprehensive approach of the project ensured that drug related issues in the region were tackled holistically in consonance with the ECOWAS Regional Action Plan and the RP. There was no apparent duplication of efforts as evidenced by the joint assessments embarked upon before commencement of activities.

---

<sup>19</sup> - <https://www.cairn.info/revue-afrique-contemporaine> (France)

## Efficiency

Evaluation questions:

1. Were the resources and inputs converted to outputs in a timely and cost-effective manner with adequate attention given to their quality? To what extent was implementation done in accordance with project implementation schedules?
2. To what extent were UNODC project management and project governance mechanisms efficient and appropriate for the project? To what extent has coordination within UNODC been undertaken in an efficient manner?
3. Has internal and external reporting been done in an efficient and timely manner?
4. What have been the main challenges and explanatory factors with respect to the efficiency of the project Efficiency?

The project's overall contributions received as of 30 September 2018 amounted to US\$ 9,867,983, according to UNODC/ROSEN's financial report covering the period from 01.01.2015 to 30.09.2018 <sup>20</sup>. The evaluation however showed that as of early September 2019, the UNODC portion of the project had received US\$14,000,000 in 4 tranches – with about US\$600,000 still in hand. These remaining funds were expended by the end of the project on 31 October. A fifth tranche of Euros 489,125 which was originally included in the initial budget, was not disbursed by the project – and was returned to the EC. This tranche should have been spent essentially on procurement of equipment which was not substantiated by the assessments done and so could not be accommodated before the project closed on 31 October 2019.

Table 1: Amount of funds received from EU by date

---

<sup>20</sup> UNODC project financial report for period 01.01.2015 to 30.09.2018.

FUNDS AS RECEIVED FROM EUROPEAN UNION		
Date Received	Amount in USD	Amount in Euro
22.01.2015	2,192,517.00	1,863,639.00
15.09.2016	3,810,689.00	3,418,188.00
14.11.2017	3,864,778.00	3,327,574.00
19.11.2018	2,958,952.27	2,603,878.00
Total Released	12,826,936.27	11,213,279.00

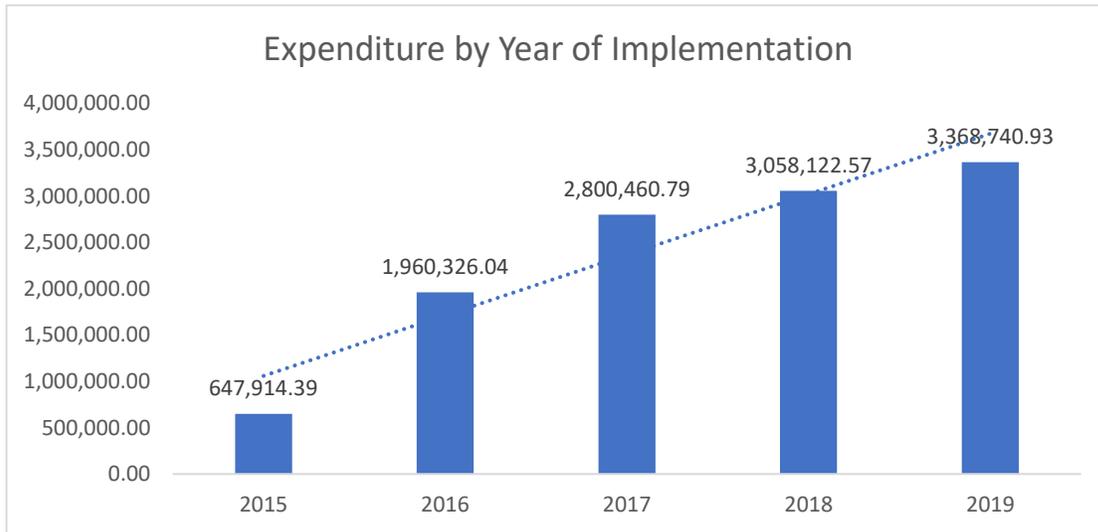
Source: UNODC CONIG

Expenditures have thus been made according to plan and have been disbursed by tranche. The funds have been allocated and used according to plan. Regular reporting was sent to UNODC/ROSEN, which oversaw the financial cadre and replenished the funds according to plan. The mechanism was well utilized and allowed for a certain fluidity in project funding. The UN is accustomed to project funding and the mechanism was adequate. All funds were expended according to the plan of action. Rules and regulations were followed as specified. It can be said that expenditures have taken place on a regular basis and that project outputs have been met. Expenditures have been correctly made, in line with project objectives and expectations.

Project efficiency was low during the first 3 years (42.3%)<sup>21</sup>, with limited expenditure relevant to budget, given the necessity to first create trust and confidence between partners, which is not cost-intensive. However, the project was in fact cost-efficient, with the support of national counterparts and partners; it also gained momentum in the last 18 to 24 months. The multi-stakeholder nature of the project and the limited national capacity in many instances, in addition to the slow approval process within ECOWAS, had an impact on overall delivery performance. Many expected results were not immediately reached. UNODC Project management, which was split between ROSEN Dakar and the ROSEN unit in the ECOWAS office in Abuja made optimal management oversight difficult. Management protocols between both teams were only agreed during implementation, which made more efficient initial collaboration problematic.

Project visibility was essentially good judging from the comments of all beneficiaries; however, the physical distance between the management teams made rapid and efficient decision-making more difficult. Donor reporting was satisfactory, although corrective measures to ensure better project delivery were tardy. Available technical means, such as better use of IT technology, were not utilized in an optimal way.

<sup>21</sup> Independent Mid-term Evaluation – September 2018



Source: UNODC CONIG

Table 2: Expenditure of project XAW/Z28 by year of Implementation

The evaluation team further examined the budgetary expenditure and found that funds were expended as planned. Some components (forensics, law enforcement) were equipment intensive, which is normal. These are expensive inputs initially. They then require regular maintenance and trained personnel. Other components relied more on training, computerization and information exchange, which is less cost-intensive. Overall, the balance between the provision of material and equipment, and the provision of training and other field activities was essentially met, as shown in the final expenditure reports. Part of the delay in disbursement at times was caused by the slow bureaucracy within ECOWAS; for example, a number of seminars had to be cancelled at the last minute or postponed because the numerous ECOWAS-sponsored participants were not approved on time. Since these participants did not receive authorization for travel nor funding in good time, they could not participate. The events were thus postponed or cancelled altogether.

Where there was strong project support within the local national UN office, project delivery was much more efficient. The presence of an active UN project staff member constituted a direct stimulus to project activities in-country, through direct contact, encouragement, monitoring and planning of activities. "Boots-on-the-ground" had a strong impact on the efficiency of project delivery. In the countries visited, the access to UN project staff greatly facilitated progress. In Bénin, the initial presence of a UN project support staff member accelerated delivery of project activities. Since the departure of that project staff, however, things slowed down significantly. In Cabo Verde, on the contrary, the constant presence of a UN project overview officer helped propel the country's programme forward in a most positive way. The team found that financial resources were properly allocated to the proposed activities. Because of the strategic decision taken by project management of creating models and strong poles, some countries received more funding than others, and were strengthened so that their experience could be replicated throughout the region.

The funding and disbursement process was adequate and well managed, with the only caveat being the difficulty in aligning ECOWAS and UNODC/ROSEN procedures in a timely way, especially when joint activities (training, workshops, travel) were planned. If ECOWAS procedures were more decentralized, management staff could proceed quickly with disbursement/utilization of

already pre-approved funds. The requirement to constantly obtain approval from senior levels of management for project delivery created impediments to efficient project implementation, especially given that funds were often already approved for various activities. This in turn often created delays and frustration with timely project expenditures.

#### Summary - Efficiency

The process of funding and replenishing the funds was essentially smooth. Funds were expended according to plan. Occasionally, joint activities with ECOWAS participation were delayed or cancelled because of the laborious ECOWAS administrative procedures. This requires review, in the context of project delivery. By the end of project activities, all funds in hand were expended correctly and fully. The last tranche of funding was, however, not disbursed, in view of the project closure. The funds were returned to the EC.

## Partnerships and cooperation

#### Evaluation questions:

1. To what extent were partnerships sought, established and supported in order to encourage and strengthen technical assistance? With which government counterparts, civil society organizations and agencies were partnerships in particular sought and possibly enhanced and/or strengthened, and which particular partnerships were set up and/or strengthened in order to further project objectives?
2. Was the partnership between the EU and UNODC supported and strengthened during the design and/or implementation of this project? Was the partnership between UNODC/ROSEN and the ECOWAS Drug Unit supported and strengthened during the design and/or implementation of this project?

An active partnership between UNODC and the ECOWAS Drug Unit constitutes the basis of the entire project. In addition, further partnerships between various agencies within Member States, and between participating countries, were essential to the success of this type of joint project partnership and intervention. Illicit drug trafficking and its global financial impact on the world economy are the end result of multiple intricate logistical undertakings controlled by many highly organized international crime syndicates, which operate beyond borders and outside the global economic setting. Combatting such criminal activity is difficult but imperative; yet seeking to achieve minimal impact on Transnational Organized Crime requires a high level of in-country and inter-country cooperation, coordination and action, all of which are seriously lacking in the region.

Findings from the final evaluation revealed that internal and external cooperation has been fostered. However, at times, there was a lack of sufficient formal coordination or a deficiency in communication among the different partners and projects' senior managers. Project reports as well as UNODC's Mid-term Independent Project Evaluation in 2018 highlighted a level of unhealthy inter-agency competitiveness at the country level that could have caused delays in the implementation of several activities. For example, the reluctance to share information or intelligence between Law Enforcement bodies within – and between – countries had a detrimental

effect on attainment of stated goals. The same is true of the inability of many judicial systems to prosecute and convict criminals in many Drug-related cases. The absence of reliable evidence or credible data in many instances led to a loss of faith among the public with regard to the capacity of the State to protect and defend its citizens.

The establishment of the Inter-Ministerial Drug Committees in several countries, which have brought together actors from relevant ministries, such as the Ministry of Interior, the Ministry of Health, the Ministry of Justice, their law enforcement counterparts and the Ministry of Education, provided a platform that engendered better understanding of the drug problem and propelled it to the forefront of the national agenda. This has particularly helped in changing the mindset of policy makers to start viewing drug abuse as a public health emergency.

The partnership between the EU, ECOWAS, Interpol and UNODC was complementary as they implement joint country assessments, sourced experts from each other and provided technical assistance on the software and needed tools to collect and disseminate data in real time, securely and systematically. In the last few years of this project, there have been establishment of Networks on the Epidemiology and Forensic fronts which are innovative and allowed for building of camaraderie, trust and confidence in information generation and sharing. There have also been joint operations between law enforcement operatives in the region with the signing of MOUs between Senegal, Gambia and Guinea Bissau (Operation Open Roads) and between Cote d'Ivoire, Mali and Burkina Faso (Operation BENKADI) which has fostered improved intelligence sharing and building of trust and a more harmonious working relationship between the countries. Operation NiNiBo between Niger and Nigeria is also a case in point.

Furthermore, the E-learning programme has also fostered inter-agency cooperation as the delivery of the Mobile Training Units has ensured that officers of the Customs, Gendarmerie (Police), drug enforcement, immigration, magistrates and others are all able to participate in training together and build rapport which promotes trust-building in intelligence gathering and sharing within countries. There has also been North-South and South-South cooperation in the different thematic areas to improve service delivery and efficiency in the fight against drug trafficking and drug abuse.

#### Summary - Partnerships and cooperation

The project has built partnerships across agencies, within countries, between countries and between regions. It has fostered cooperation which has improved the effectiveness and efficiency of interventions in the fight against illicit drug trafficking, drug abuse and organized crime.

## Effectiveness

#### Evaluation questions:

1. To what extent and how were the planned objective and outcomes achieved?

2. To what extent was it reasonable to expect that the project would be able to achieve these results in the established project duration?

The Evaluation team’s review of the project document, APPR reports, and the Mid-term Evaluation Report of project XAW/Z28, plus interviews with many programme staff and beneficiaries revealed that the project has accomplished major achievements in tackling drug abuse, illicit drug trafficking and organized crime in the region.

The epidemiology component<sup>22</sup> was particularly effective, since the UNODC project supported the strengthening of the West African Epidemiology Network on Drug Use (WENDU), a platform to foster greater exchange of best practices and common standards on data collection and drug use pattern among Member States. This effort has led to the collection of data between 2014 and 2017 and is still on-going, leading to the publication of a regional desk review of available data to provide better information for regional policies and advocacy. A regional drug report is in the final phase of processing for publication, the first of its kind in the region and in Africa. National Networks have been established in 12 countries (6 supported by UNODC/ROSEN and 6 supported by ECOWAS Drug Unit). National surveys have been conducted in countries most affected by drug abuse and least covered by existing studies such as “Substance Use and Health among Students in Secondary Schools” and “National Situational and Needs Assessment of HIV, Hepatitis B&C, TB and Drugs Use in Prisons”. These studies have provided information regarding drug use among the youth population in the region and exploring the association between drug use and related morbidity – HIV, hepatitis and tuberculosis respectively (See annex V).

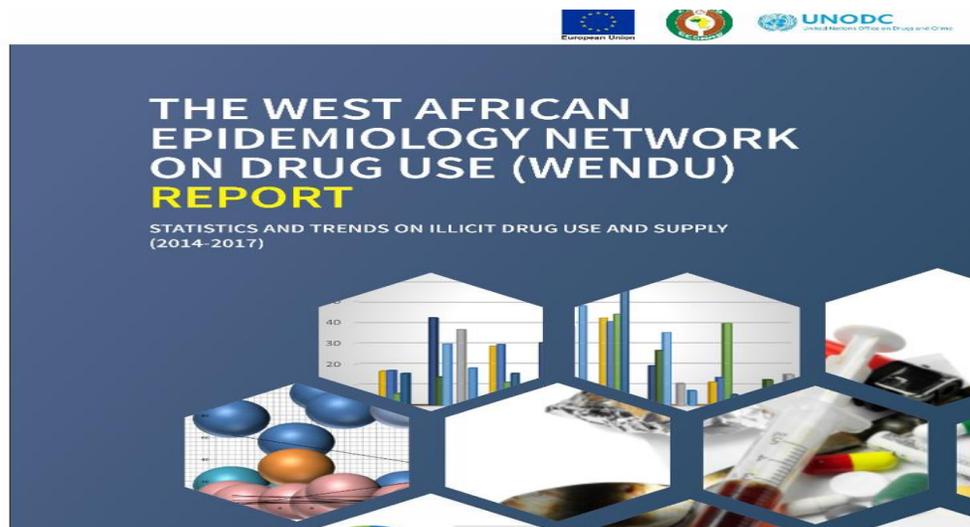


Table 3: Cover page of the WENDU report

<sup>22</sup> Outcome 2 – output 2.1.4 : Support national epidemiological networks in selected countries.

In the area of drug prevention and treatment, the major thrust was to work through Civil Society Organizations to implement the UNPLUGGED programme which is an evidence-based Universal Prevention Curriculum.<sup>23</sup> To this end, the CSOs were able to institute four pilot projects on drug use prevention (Burkina Faso, Sierra Leone, Liberia and Mauritania) [see annex V]. The project also successfully developed a curriculum on drug addiction which culminated in the launch of the first university degree course in addictology in West Africa based in the Faculty of Medicine of the Cheikh Anta Diop University in Dakar, Senegal. Through this project, UNODC/ROSEN offered technical support on harm reduction initiatives in the region and also organized a Scientific consultation meeting on prevention and treatment of drug use disorders. This initiative included the organization of a round table, where for the first time in the region, international experts shared knowledge, best practices and current research findings on issues of drug use and addiction. There was synergy in this area between the UNODC/ ROSEN and the ECOWAS Drug Unit in the implementation of DDR activities.

With regard to strengthening law enforcement capacity, there was progress made in the different thematic areas. The law enforcement agencies (police, gendarmerie, customs, immigration, drug enforcement agencies) have had several training events on crime scene protection, forensic awareness and drug analysis using rapid test kits. This has particularly been facilitated by the deployment of Mobile Training Units (MTUs) which also allowed joint training operations. There has been development of joint operations between law enforcement agencies and between countries (operations BENKADI, Open Roads, NINIBO)<sup>24</sup> which has increased levels of seizures of drugs and arrests (see Annex V).

Overall, cannabis, cocaine, opioids (including heroin and tramadol), and amphetamine-type substances (ATS) (mainly methamphetamine) were the main drugs seized in West Africa from 2014 through 2017. Tramadol seizures were recorded in Benin, Côte d'Ivoire, Ghana, Guinea, Niger, Nigeria and Togo. In 2014, 17 tonnes of tramadol were seized in West Africa. This increased markedly to 121 tonnes in 2015, and 170 tonnes by 2017. A total of 433 tonnes of tramadol were seized in West Africa from 2014 to 2017. Overall, arrests due to drug related offences increased progressively over the reporting period as a total of 12,773 (four per 100,000 population) arrests due to drug related offences were made in 2014 in West Africa, compared to 13,559 (four per 100,000 population) in 2015, and 15,699 (four per 100,000 population) in 2017. Over and above these seizures, the joint operations were successful in stopping human trafficking, cash transfer, fake medicines and small arms trafficking. They have been a major success story in the region.

These joint operations have also built trust, culminating in easier sharing of information and intelligence. This is the first time in the region that such collaboration has worked and it can be readily attributed to the XAZW28 project efforts as attested to by officials and stakeholders interviewed, one of whom said that "as far as I know, this is the first time such cross-border joint operations has taken place". These were also triangulated with programme reports. Forensic equipment has also been deployed using a hub and spoke approach with 3 pilot hubs (Cote d'Ivoire, Ghana and Cabo Verde) to cater to the needs of the different member states, based on language. This has made it easier to obtain analysis of drug seizures in the West African Region. The forensic

---

<sup>23</sup> UNPLUGGED is an evidence based Universal Prevention Curriculum.

<sup>24</sup> **Benkadi** (Burkina Faso, Mali, Côte d'Ivoire); **Ninibo** (Niger, Nigeria borders); **Open Roads** (Senegal, Gambia, Guiné Bissau).

support has also made indictment and conviction by the courts easier. This has had a cascading effect on the effectiveness of the judiciary to prosecute cases. A forensic network has also been established with five countries (Nigeria, Senegal, Cabo Verde, Cote d'Ivoire and Ghana) with the Headquarters in Cote d'Ivoire.

On legislative reform, criminal justice approaches and public advocacy, there are still challenges because of the differing legal systems operated by the Member States. Yet, there has been a definite albeit gradual shift in mind-set favouring a balanced approach to drug use in a number of Member States, as expressed in meeting after meeting with national counterparts. That is, there is real progress towards seeing drug abuse as a public health issue rather than a criminal one, though the laws in the different Member States are yet to be amended to reflect this change in approach as was conveyed in numerous interviews with stakeholders in every country visited, in addition to accounts in several reports produced by the Inter-ministerial Drug Committees.<sup>25</sup>

In the judicial area, there remains a “need to collect more data on prosecutions and convictions to help track country progress and to inform advocacy and policy reform and response.”<sup>26</sup> There have been efforts to renew the commitment of Member States to the Regional Action Plan. In fact, this project has supported ECOWAS in drafting a supplementary act which is stronger and more legally binding on Member States and also does not require all Member States (but individual states) to sign onto it before it becomes effective. There are also efforts to introduce a minimum standard for laws in Member States for illicit drug trafficking in order to harmonize the legal framework in the region. The operation of Inter-Ministerial Drug Control Committees (IMDCC) has helped to foster a much better understanding of the drug problems by all the principal stakeholders. The Magistrates are now fully sensitized on the availability of support from the forensic units.

Finally, some countries have developed their National Drug Masterplan<sup>27</sup>, which is costed; this will facilitate planning for increased sustainability of the drug programme over time.

#### Summary - Effectiveness

The project was effective in achieving the desired objectives in most thematic areas. The Epidemiology component provided a sustainable platform for availability of data for taking informed decisions. The drug demand reduction component has put in place the mechanism for implementing DDR activities which can be replicated in other member states. The Forensic Network established now provides a platform for information sharing and the hubs are able to provide support for other member states in processing their samples, which fosters cooperation. The joint exercises and training have improved effectiveness of the law enforcement entities while the proposed ‘supplementary act’ has the potential to renew commitment and creation of renewed drive to tackle drug related crimes.

<sup>25</sup> Cabo Verde, Benin, Senegal.

<sup>26</sup> Project Steering and Coordination Committee (PSCC) meeting minutes, 28 June 2019, p.10: (Recommendations and Way Forward).

<sup>27</sup> Among these – Nigeria, Senegal, Cabo Verde, Benin, Côte d'Ivoire.

## Impact

Evaluation questions:

1. What was the impact of the project – intended and unintended?
2. To what extent did the project take appropriate measures to mitigate possible negative results/impact?

Given the project's evidence-based approach, it may have suffered delays in its initial implementation as a result of the assessments performed for each thematic area. Much non-operational work was also done to sensitize, inform, motivate and convince the stakeholders and beneficiaries of the structure and potential of this project.

Therefore, impact was difficult to ascertain as some tangible deliverables were only accomplished towards the end of the project, especially in the e-learning component. The promotion of true political will and engagement in each Member State was also an essential part of the preparatory work required in order to encourage subsequent success. This has now taken place to a quite large extent in many countries. But it is a lengthy process which has admittedly delayed tangible and measurable deliverables to some extent in some of the project components.

One of the key impediments to assessing the true level of impact is the inability to fully attribute achieved results to UNODC's project output only, as it is the effort of several agencies, and of different levels of stakeholders throughout the region. The evaluation team thus attempted to collect as much information as possible on how project officials operate, given the differences between different agencies, the projects' mandates and objectives, the two different implementing entities and the presence of the project management team in two different geographical locations (Dakar and Abuja).

The evaluation team, through the multiple interviews conducted across the region and via a questionnaire, which was shared with a number of beneficiaries electronically, has noted real impact in a number of basic areas, as a direct result of the project:

- First, the level of cooperation between ECOWAS and UNODC has been strengthened. One beneficiary stated that "this project has effectively anchored the relationship" between the two entities, despite the differing administrative and bureaucratic procedures which should augur well for future collaboration.
- The political will of Member States is essential to encouraging local 'ownership' of the action required to take control of the problem. There has been an historical lack of understanding regarding the entire drug issue among most national decision-makers. However, the understanding and the political will have been enhanced in many States, to the extent that Drug Control Masterplans have been designed in several countries (Sénégal, Bénin, Cabo Verde, Nigeria), with strong political backing.
- The project has led to a more comprehensive 'philosophy' and vision of the whole drug control issue. A much more holistic approach is now rapidly gaining ground in the region. This was made obvious to the team in successive interviews across the region. It has made the project

outcomes more ‘effective’ in their response to the fundamental drug control problematic – and has at the same time had a strong ‘impact’ on project delivery.

- The project has also fostered a greater level of cooperation, coordination and solidarity among different national agencies and between countries. For example, several joint operations in the Law Enforcement area (‘Open Roads’, Operation BENKADI, NiNiBo) have cemented cooperation between countries. The further establishment of Forensic Lab hubs and the regional WENDU network for epidemiological data collection and analysis are two more examples.
- The project has made a significant difference in the short time it has been in operation. It has opened the eyes of many decision-makers to the feasibility of a mixed national / regional approach to this transnational phenomenon. Despite some drawbacks, it can also serve as “glue” in binding many other projects together for optimal results.
- Although the project is premised on achieving quantified outputs, it has also allowed stakeholders to develop a longer-term view, with a focus on required “outcomes” as well as on “outputs” – and thus the imperative need for rapid follow-up. These outcomes are conducive to obtaining concrete results and desired institutional changes from project activities over time.
- Finally, the project has had a strong impact on the motivation of both beneficiaries and staff. Everybody met by the team is highly motivated to reach their goals and succeed in making a difference. The passion expressed by all participants, at all levels, was a direct result of the timeliness, design and real need for such a project, in addition to their commitment to the success of this unique endeavour.

An increase in the collection and analysis of reliable data in many areas, the establishment of functioning networks between national and regional entities, the conduct of real operational activities between various partners on the ground, the inclusion of a public health aspect in the approach to drug control in many local jurisdictions, the establishment of National Drug Masterplans in many countries, and the increase in political commitment in a number of key Member States bear testimony to the change in mindset and philosophy among national decision-makers, leading to a more balanced and cost-effective approach to the security paradigm.

#### Summary - Impact

The project has had an impact on the regional and national approach to dealing with the drug control issue. It has helped to promote a more holistic approach to the problem thus moving away from a purely Law Enforcement and Legislative stance and towards a more balanced, public health and science-based approach to the problem, including more emphasis on prevention and demand reduction actions. The real impacts of this project could not be ascertained now as most of the deliverables were just accomplished towards the end of the project especially in the area of e-learning, drug demand reduction and law enforcement.

## Sustainability

### Evaluation questions:

1. To what extent were the results likely to continue after the project?
2. What were major factors impacting on the sustainability of the project results, and how could possible risks be mitigated?
3. To what extent was local ownership by beneficiaries and national and regional stakeholders achieved?
4. Which areas of the project received more donor attention and how could the project ensure further strengthening of the donor base to support sustainability?

The project was based on the principle that interdicting drug trafficking, addressing drug abuse and fighting organized crime is a transnational crime issue, which requires joint efforts through Member States' commitment and actions to address the mechanisms of organized criminal networks from all angles (including production, financing, human resources, distribution networks, data collection and sharing, forensics and drug treatment programmes, among others).<sup>28</sup> UNODC's participation in implementing the ECOWAS Regional Action Plan was aligned with this priority and also complemented many other projects. In order to ensure long-term sustainability, the project needed to respond to Member States' desire to join together and commit themselves through several complementary mechanisms.<sup>29</sup>

For example, joint assessment missions should precede any signing of MoUs between UNODC and the Member State in order to gauge the country's needs and relevance to the project; the decision should also be considered among members of the national Steering Committees, in order to determine possible collaborative efforts among partners and different projects; other stipulations exist, such as the obligation to maintain trained officials for the entire duration of the project's implementation in order to ensure the continuity and sustainability of acquired knowledge. Similarly, the creation of country focal points, hand over procedures and especially the allocation of adequate budgets to the creation of the mechanisms should all be mentioned in the proposed MoUs.

The evaluation team found that in the countries visited, there was a significant change in perception regarding the need to maintain the momentum generated and the progress made over the life of the project. The perception of the project's concrete impact was generally positive and generated a genuine desire to continue the efforts in each of the components of this project. The team noted several indications as to how different countries were committed to sustaining financial and personnel obligations created by the joint efforts. One critical and determining element to successful implementation was a country's political will to act. This played a critical role in several Member States, such as Sénégal, where the Head of State requested and obtained the rapid

---

<sup>28</sup> ECOWAS Member States and Mauritania ratified the three UN Drug Conventions (except Liberia, which has not ratified the 1971 Convention on Psychotropic Substances). At the start of the project in 2015, all sixteen UN Member States had acceded to or ratified the UNTOC and fifteen countries had acceded to or ratified the UNCAC (with The Gambia acceding in 2015).

<sup>29</sup> The first article of the ECOWAS Regional Action Plan covers political commitment and the allocation of a portion of national budgets to fight this crime.

formulation of a National Drug Master Plan. In and of itself, however, political will was not sufficient; other key ingredients such as provision of budgetary allocation and prioritization of drug issues by Government of Member States were required for success and for ensuring the project's efficient and on-going sustainability. This required a profound change in mind-set among beneficiaries and governments, which appeared to be taking place in several key countries.

There is now a need for Member States to prioritize the drug issue and to commit to funding activities in an on-going manner through allocation of funds in the national budget, with a clear and independent budget line for addressing the drug problem, as a national public health priority. In view of the afore-mentioned, the National WENDUs, which have been created in 12 Member States, should be able to continue now that this project has ended and therefore provide a continuous stream of data to inform decision making in the ECOWAS region. However, there is now also a need to create and strengthen a unit with research capacity to warehouse the data generated from the networks. However, the Forensic hubs will require dedicated funding to ensure that consumables are available and adequate maintenance is given to the equipment. The forensic networks established in five countries should be able to continue functioning and serve as models and mentors for other Member States. There is still limited capacity and infrastructure in most Member States for dealing with DDR and harm reduction. This will require a strong support for training and the expansion of addictology courses. Once institutionalised in universities across the region, they will help a lot in building capacity, while Member States' governments will require substantial investment in developing infrastructure for treatment and rehabilitation of drug users.

The proposed supplementary act needs to be supported by UNODC/ROSEN and driven by the ECOWAS Drug Unit, as it is the bedrock in ensuring renewed commitment and funding of the intervention against drug use and illicit trafficking. The Act has now been formulated and is to be presented to the ECOWAS board and to the Head of the Organization, for adoption by the Heads of State at their next meeting, probably in December 2019. In fact, as a clear reminder of this commitment, the Final Communiqué of the ECOWAS Summit on Terrorism, Ouagadougou, 14 September 2019, clearly refers to this responsibility.<sup>30</sup>

The now-established cooperation between countries through signing of MOUs to run joint operations is a best practice which should continue beyond the life of the project. The e-learning platform is also a low maintenance initiative which should continue to function well after this project has ended. UNODC/ROSEN needs to encourage ECOWAS to fulfil its commitment to engage fully the personnel recruited into the Drug Unit at the end of this project, so as to ensure continuous implementation and maintenance of the gains of the project and to provide a repository of institutional memory.

Finally, it has become clear to the team that the project warrants a follow-up. The format of such a follow-up remains to be determined. However, the majority of beneficiaries interviewed in each

---

<sup>30</sup> Final Communiqué of the ECOWAS Summit on Terrorism, Ouagadougou, 14 September 2019, para. 33: "***The Authority urges Member States to step up the fight against organized cross-border crime, particularly trafficking in drugs, tobacco and fake drugs, in order to dry up the funding sources of terrorist groups. It instructs the Commission to organize a meeting of heads of security services, to review the implementation of the ECOWAS Regional Action Plan on the fight against the illicit traffic in narcotic drugs, related organized crime and drug abuse.***"

country visited definitely favoured a follow-on project of the same nature as this one, which is to say a single project with interconnected components and a centralized management structure. These findings are further substantiated by reports of the project and the steering committee reports. Given the recent shift in vision and perspective among recipients, the probability of success has increased substantially. All persons interviewed were concerned that there would be no follow-up to the project, now that things are starting to really move along well and that the project has ended. It is, therefore, essential that some form of continuation of this process be seriously considered and programmed without delay.

#### Summary - Sustainability

A sustainability plan is not in place. Some of the components of the project such as WENDU appears sustainable. However, a dedicated coordination entity needs to be put in place. The Forensic component will need committed funding which can be driven by demand for their services. The DDR component is also capital intensive and without a clear budget line may not be sustainable. The signing of proposed supplementary act may go a long way in re-invigorating member states to commit resources into the fight against drugs. The present project warrants a follow-up in order to build upon achieved results and not to lose the substantial gains made through this project. The format of such a follow-up remains to be determined.

## Human Rights, Gender Equality and Leaving no one behind

#### Evaluation questions:

1. To what extent has a gender-sensitive approach been applied in the framework of the project, in line with established UNODC criteria for the provision of technical assistance and with ECOSOC resolutions 2011/5 and 2011/6?
2. To what extent were human rights considered and mainstreamed in the design and implementation of the project?
3. To what extent did UNODC contribute to the implementation of the UN human rights due diligence policy and its related Guidance Note in an appropriate way?

### *Gender Equality*

UNODC has identified gender as an issue cutting across all aspects of its programmes and activities both at HQ and in the field. According to the evaluation team's findings, project XAW/Z28 has sought to apply UNODC guidelines on Gender and Human Rights in all aspects of the activities and outputs. These guidelines call for greater and/or equal ratio of female participation in capacity building activities as well as the application of gender mainstreaming strategies in tools developed to support the development of projects.

The level of female engagement differs from one country to another, where cultural factors can impact on the ratio of female officers in law enforcement occupations. Despite certain cultural barriers, several of these countries' agencies are headed by female officials or women serve as UNODC focal points. In this regard, however, no basic in-depth gender analysis has yet been done to obtain a better grasp of the situation. Nevertheless, some efforts have been made to include gender balance in project activities from the beginning, as was observed in Cabo Verde. The team has relied on UNODC specific guidance with regard to this issue when analysing the situation.

The project intervention management teams themselves are essentially multi-gendered. In the beneficiary countries visited, local officials were at ease with this reality and the active intervention of female officials did not create a problem. Within their own countries, however, the promotion of female officials and the attainment of gender equality is lagging, although progress is being made.

With regard to training activities, several beneficiaries indicated that efforts were made to include as many women as possible. This was true in Senegal and Cabo Verde, as well as in Nigeria. However, the reliability of the collected data remains unclear; about 70% of respondents to a WENDU on-line survey said that gender or human rights mainstreaming was quite adequate. Yet, reliable data is difficult to obtain in this regard, as in many other instances as well. The team noted well balanced teams in some Forensic laboratories, in treatment and rehabilitation facilities and in the public health systems in some of the countries visited. More concrete data, disaggregated by sex, would be required to further evaluate the situation.

### *Human Rights and Leaving no one behind*

The evaluation team noted that Human Rights preoccupations are not generally widely understood in the region; but in the context of Public Health interventions, for example, there is an increasing awareness of the need to treat drug abusers with appropriate curative measures rather than incarceration. Law enforcement agencies have also been sensitized through targeted training groups on the need to consider drug offenders as persons in need of care rather than as criminals. This represents a singular change in attitude, which is gaining ground in the region.

In this regard, and in view of the importance of the "leaving no one behind" focus, the team has examined the issue through the lens of the criteria and indicators developed by the UN in this area, through the Human Rights-Based Approach to Data (HRBAD), with a focus on issues of data collection and disaggregation to leave no-one behind in the implementation of the 2030 Agenda for Sustainable Development. These Rights are the basis of all development and must be respected in order to attain the goals set out by all development projects. Human Rights is now considered a cross-cutting issue, which is factored into all project activities from the start.

The evaluation team determined that more awareness training and public advocacy is needed in order to mainstream this issue. The average citizen wants his or her rights to be respected, but does not know how to advocate for that to happen, especially given a long history of disregard or of ignorance in this area. The time appears ripe for the collective consciousness of the region to be made aware of the power of each and every citizen to demand his or her rights.

Summary - Human Rights, Gender Equality and Leaving no one behind

UNODC has identified gender as an issue cutting across all aspects of its programmes and activities both at HQ and in the field. The level of female engagement differed from one country to another, where cultural factors impacted on the ratio of female officers in law enforcement occupations, for example. However, no basic gender analysis was done to obtain a better grasp of the situation. Yet, some efforts were made to include gender balance in project activities from the beginning. The project intervention teams themselves were mostly multi-gendered, at which point it is no longer a problem in most beneficiary countries. With regard to training activities, several beneficiaries indicated that efforts were made to include as many women as possible.

The evaluation team also noted that Human Rights preoccupations were not generally widely understood in the region; yet in the context of Public Health interventions, for example, there was an increasing awareness of the need to treat drug abusers with appropriate curative measures rather than incarceration. Human Rights are now considered a cross-cutting issue, which is theoretically factored into all project activities from the start. More awareness training and public advocacy is needed in order to mainstream this issue in the collective consciousness.

### III. CONCLUSIONS

The project “Support to the ECOWAS Regional Action Plan on Illicit Drug Trafficking, related Transnational Crime and Drug Abuse” (XAW/Z28) was highly relevant, and one of the main instruments to support the implementation of the ECOWAS Regional Action Plan. The project was designed as a regional project, the activities of which were to be implemented at Member State level, with overall effect foreseen at the regional level. It was also designed to be implemented by two organizations (UNODC and ECOWAS) with different values and bureaucracies. These factors provided enormous challenges which had to be overcome before meaningful results could be achieved.

Initially, the project was ambitious in scope, operational context, duration and budget. The regional nature of the project was not adequately evaluated or defined. The links between the outputs, outcomes and impact of the various components was not sufficiently understood. Planned activities, governance and reporting lines no longer matched the original design. A comprehensive project revision was recommended by the Mid-term Independent Project Evaluation in 2018 and was in fact undertaken in order to correct these shortcomings. This resulted in the streamlining of project delivery.

Essentially, the project aimed at producing a series of outputs, which required strong cooperation and coordination among stakeholders. This in turn required the building of trust among partners, a difficult and delicate task, which required time and dedication on the part of project managers. This type of intervention is crucial to further success, but requires little disbursement of funds. Thus, formal project delivery, through disbursement of funds according to established budget lines, was not undertaken until about one year or more into the project’s life, thus delaying formal project “delivery”, as specified in the project document. However, once this trust was taking hold and creating solid bonds among beneficiaries, the project became linked to the longer term ‘outcomes’ rather than the simple ‘outputs’, as drafted in the document. Once this started to take place, after two or three years, the project became highly productive. From that point on, the project in fact began to show real and significant progress.

After the Mid-term Evaluation, the project was amended to focus on those Member States with sufficient political will and an enabling environment in order to showcase the relevance and workability of the proposed interventions, which were then expected to serve as models for other Member States, by offering technical and mentoring supports. The absence of a Monitoring and Evaluation expert within the project is evident as there was no clear-cut M&E plan to measure success of the project at the outcome level.

The project was effective in strengthening the Epidemiology network in the Region (WENDU) and in providing a sustainable platform for quality data generation and transmission in the region, in addition to providing published evidence for decision making. The project has also built consensus among Member States on the need for a paradigm shift, using a balanced approach to tackle drug use with an emphasis on treatment and rehabilitation rather than imprisonment, though the enabling laws in the Member States are yet to be amended. There are still major capacity and infrastructural deficits to support this change in paradigm.

Forensic hubs have now been established in three countries based on language consideration (Ghana, Cabo Verde and Côte d'Ivoire) to support the Region with scientific analysis of samples of seized drugs. A forensic network has also been established in some countries<sup>31</sup>, which should enhance the sustainability of the interventions and an improvement in technical expertise (south-south cooperation).

Joint training events and operations have been instituted among law enforcement agents within and between countries<sup>32</sup> in order to increase the effectiveness of law enforcement in curbing transnational drug issues.

The proposed 'supplementary act'<sup>33</sup>, when presented and assented to by Member States' Governments, should provide renewed strong commitment and funding for the fight against drug trafficking and organized crime.

Efficiency in project delivery was good as evidenced by the financial discipline and lack of wastefulness of resources. However, implementation was slow in demonstrating results in the first two years of the project, since most of the activities at the time were not easily quantifiable, yet necessary in order to build trust for the final achievements of the project.

The impact of this project is not easily demonstrable at this point, as most of the activities were completed towards the end of the project. However, the Epidemiology component has been impactful by ensuring that data is available for decision making; the forensic support has made indictment and conviction by the courts easier; and the joint operations conducted as a direct result of this project have also increased cooperation within and between countries, thus improving trust and enhancing intelligence sharing, which have culminated in record seizures of drugs and the curbing human trafficking. The change in mind-set of senior officials of many Member States, in seeing drug use as a public health challenge, is in itself a major success and impact of this project.

The project has made UNODC more visible in the region and has also improved the harmony and cooperation between UNODC and ECOWAS.

There is, unfortunately, no clearly devised and formulated sustainability plan. However, some of the initiatives will outlive the project. Sustainability is largely premised on ECOWAS taking up most of the functions of UNODC in actualizing the ECOWAS Regional Action Plan; as such, it must ensure that advocacy is on-going in order to get Member States to provide funding aimed at tackling the pressing drug issues in the Region.

Human rights and gender equality were also taken into consideration in the design, implementation and reporting of the project.

Finally, this project would require some form of follow up in order to sustain the gains it has obtained and to institutionalize its initiatives within the ECOWAS region. Given that the way in which the project evolved over time required the essential building of confidence and trust among

---

<sup>31</sup> Cabo Verde, Côte d'Ivoire, Ghana (language hubs); Sénégal, Nigeria, Bénin.

<sup>32</sup> Benkadi (Burkina Faso, Mali, Côte d'Ivoire); Ninibo (Niger, Nigeria borders); Open Roads (Senegal, Gambia, Guiné Bissau).

<sup>33</sup> A 'Supplementary Act' has been proposed to the original Praia Convention (2008), which is still valid, rather than formulate a new Convention. Among various proposals put forward for consideration, this would be the preferred option for formal adoption by the ECOWAS Council of Ministers and by the Heads of State.

partners, and given that this takes time to obtain, and further given that this type of intervention is not by definition expenditure-intensive, the more important disbursement of funds took place towards the end of the project rather than at the beginning. Thus, the project began producing strong results towards the third and fourth year of operations. There remains much to achieve, now that more tangible results are being obtained.

## IV. RECOMMENDATIONS

Sustainability of activities remains the main question mark of this project, as it comes to an end. It is a major concern, since project outcomes remain fragile in many respects. Not all beneficiaries have taken ownership of the components and there is still a need to accompany the stakeholders in their quest for autonomy, both in terms of tangible results and budgetary independence. Although the project has engendered tremendous progress in the final months of activity, much remains to be consolidated.

Thus, the main recommendation of this evaluation is to ensure that follow-up is somehow guaranteed and planned, with a view to ensuring that all the gains resulting from this project are not lost, but rather enhanced and amplified through further support to each thematic component. The method and design of follow-up measures remain to be examined and determined by those responsible for implementation. Either a similar regional project, with several interlinked components and with a single unified central management entity to implement the components, or else a series of thematic projects, in synchronicity with each other, managed by a central management team, in a single location, in order to foster rapid decision-making and optimize implementation.

### **Recommendation 1 – Follow-up mechanism**

UNODC ROSEN should incorporate, within its next Regional Programme, scheduled to begin in 2020, a mechanism aimed at providing on-going support with a view to sustaining the gains of the XAW/Z28 project. This support could be provided by another regional project, or through existing local or regional thematic projects, which could easily be amended in order to contribute actively to enhancing the gains already made.

### **Recommendation 2 – Sustainability**

UNODC ROSEN should advocate to ECOWAS to provide the enabling environment for the assent of Member States to the proposed Supplementary Act on Drugs Control, further to the Praia Declaration of 2008. This Act was explicitly promoted by the IMDCC and by WAPCO, both of which are ECOWAS forums. (It should also be noted that the final Declaration of the ECOWAS Summit on Terrorism, Ouagadougou, 14 September 2019, para. 33, restates the urgency of dealing with the real drugs control threat in the region).

### **Recommendation 3 – Partnerships and Cooperation**

UNODC ROSEN should actively encourage ECOWAS to increasingly focus its powerful internal mechanisms towards ensuring effective political and policy support to the Drug Control issue. In this way, it will promote smoother and more efficient project implementation, together with its

various partners and stakeholders, including UNODC ROSEN, who are experienced in project delivery.

#### **Recommendation 4 – Funding**

In order for any Drug Control project to be successful, DDR, harm reduction and drug treatment programmes in the Region require much stronger commitment on the part of Member States. As such, it warrants more and regular funding. The evaluation team is fully convinced of this requirement, in order to fulfil the commitment to a more holistic approach to Drug Control, and given the apparent absence of further funding in this area.

Thus, UNODC ROSEN, and UNODC HQ, should embark on a fund-raising drive to mobilize funds in order to support the DDR and harm reduction programme and advocate for both ECOWAS and Member States themselves to provide clear budget lines to support the implementation of DDR and harm reduction.

#### **Recommendation 5 – Research**

Reliable data is still lacking in the region in order to make scientifically informed decisions on most drug-related topics, in the areas of health, justice, forensics or law enforcement.

UNODC ROSEN must work in collaboration with ECOWAS to identify and provide an enabling environment for a research-based institution that can host WENDU data and publish such data on an annual basis. ROSEN needs to emphasize that this should be an ECOWAS responsibility – and the wide variety of statistics collected and analyzed could be made available to different ECOWAS forums, as required. This would enhance the capacity to measure progress in addressing the drug-related problems in the region. Judicial statistics should also be presented as an essential part of data collection.

#### **Recommendation 6 – Reporting on drug control issues**

The Technical Committees of the National Drug Councils are well placed to inform the Advisory Committees, and in turn the Statutory Bodies of the ECOWAS about Drug Control issues.

UNODC ROSEN should advocate that Drug related issues be systematically addressed and become standing items on the agenda of the meetings of every statutory body of ECOWAS, as a matter of policy. The technical meetings of the regional National Drug Councils can inform an Advisory Committee, which in turn could provide information for the Statutory Bodies to debate. This support would help the ECOWAS Commissioner engage decisively on drug related issues.

### **Recommendation 7 – Impact monitoring**

The project allows for the measuring of ‘outputs’, according to the project’s logframe. However, it is deficient in measuring longer term concrete ‘outcomes’ of activities especially because most of the deliverables were only recently accomplished towards the end of the project

Further evaluation of eventual concrete ‘outcomes’ would benefit the exercise in terms of real and measurable benefits to beneficiaries and stakeholders. It is, therefore, recommended that UNODC/ROSEN should propose a formal impact evaluation, to be driven by ECOWAS, in order to determine the true impact of project activities.

### **Recommendation 8 – Staffing**

It became clear to the team that, where there was project support in the local UN office, project delivery was more efficient. The presence of an active project staff member constitutes a direct stimulus to project activities in-country, through direct contact, personal encouragement, monitoring and planning of activities. “Boots-on-the-ground” had a strong impact on the efficiency of project delivery

UNODC ROSEN should ensure that during design of projects, it makes adequate provisions for local UN support to national beneficiaries. This “boots on the ground” (ideally a dedicated local UN staff member) has in fact proven that it provides the encouragement, the incentive and the help required in order to push the project forward, even if only part time or with partially associated staff. This decision is cost-effective.

### **Recommendation 9 – Project Design**

The absence of a Monitoring and Evaluation expert within the project is evident as there was no clear-cut M&E plan to measure success of the project at the outcome level.

UNODC ROSEN, should involve a Monitoring and Evaluation expert in programme planning and implementation to ensure that SMART objectives and outcome level indicators are captured in the project document.

### **Recommendation 10 – Institutional Memory**

The ECOWAS Drug Unit has built up a pool of well trained and competent staff during the duration of the project.

UNODC ROSEN should advocate to ECOWAS to uphold its commitment to the EU, at the signing of the funding agreement, to retain the staff recruited in its Drug Unit so as to ensure that the technical capacities created are not lost, and that institutional memory is maintained.

## V. LESSONS LEARNED AND BEST PRACTICES

The main lessons learned from this project concern:

- 1. The structure and design of the project** – Future project design needs to properly incorporate Monitoring and Evaluation so that corrective measures can be introduced easily, rapidly and efficiently, in order to promote successful implementation.
- 2. The management team organization and structure** – Bureaucracy and red-tape often made implementation laborious and difficult. This was in part due to the fact that management was shared between two different organizations – and two geographically separate capitals. A unified project management structure, in one geographic location, would have allowed for a more rapid take-off of project activities and the realization of project outputs – and outcomes. Future projects with regional scope need a strong, centralized management team. Still, over time, the geographical split between Dakar and Abuja fostered a better level of cooperation between UNODC and the ECOWAS Drug Unit, which constitutes an unintended benefit.

Furthermore, the evaluation team noted that in countries where there were “boots on the ground”, in the form of dedicated UN staff member, the progress was significantly better and more sustainable than those countries where no UN backstopping was immediately available. It is, therefore, clear that the encouragement, guidance and rapid intervention of a dedicated UN staff member was a crucial element in the ownership process of this project’s components.

- 3. The interdependency of the various project components** – The establishment of Inter-Ministerial Committees on drug control provided a platform for the interaction of different stakeholders, which improved understanding of the drug issue and informed the acceptance of a more holistic and balanced approach. This was important given that due to the regional presence of the project, it must promote an approach which addresses all relevant aspects of the issue.
- 4. Project implementation** – The setting up of joint operations improved efficiency and effectiveness. The use of e-platforms for training also enhanced inter-agency cooperation and collaboration. The establishment of country level networks ensured ownership and helped promote sustainability. It must be noted that the ultimate aim of any project is sustainable action on the ground. This requires ownership of the intervention by the Member States. This of course requires time and effort, not always easily measurable, in order to obtain tangible results. Future projects thus should promote this approach in order to obtain maximum return on investment, both in terms of funds and of efforts. This is a best practice.
- 5. Project Design** – During the establishment of time-lines for any project, consideration needs to be given for the intangibles (such as getting around the institutional bottle-necks, or creating trust before engaging in joint activities). These are not always measurable, but

are effectively crucial to the ultimate success of the project. Thus, project formulation and establishment of time-lines need to adapt to this reality and be as flexible as possible.

- 6. Standardization of data collection tools** – This greatly improved data quality. It is essential to have access to reliable and verifiable data in order to plan appropriately and to make informed decisions, when programming interventions in a regional or national context. In the absence of such data, the planning of interventions is based solely on impressions and perceptions, rather than on hard facts. Concrete data is essential to proper programme planning and implementation.
- 7. Project Implementation** – Conduct of assessments before implementing interventions has prevented wastage and duplication of efforts. This approach complements the previous ‘best practice’ since it ensures that real data is used in the planning process. Proper assessments can confirm or reject the need to undertake a proposed input. This is a best practice.
- 8. Mid-term Evaluation** – Conduct of a Mid-term Evaluation, in the context of examining and assessing a project as it is progressing, is definitely required in any project delivery programme. In this instance, it allowed the introduction of pertinent corrective measures to reorient and better guide the delivery of objectives and outcomes. This was most salutary for this project, since it allowed for a better coordination of all components, and helped the project reach its stated goals.
- 9. Impact** - Finally, with regard to the vision required to move forward, it should be mentioned that joint training exercises and operations, the establishment of viable networks, the provision of appropriate equipment to trained personnel and the constant sensitization of decision-makers leads to a change of vision, and a paradigm shift with regard to drug control. In particular, the change of mindset with regard to drug abuse as a public health issue rather than a criminal one is capital. The evaluation team noted this change in mentalities in many countries visited, and in others as well. This is a major success of this project.

ANNEX I. TERMS OF REFERENCE OF THE EVALUATION

# Terms of Reference of the Final Independent Evaluation of the

Support to the ECOWAS Regional Action Plan on illicit drug trafficking, related  
organized crime and drug abuse in West Africa

XAW/Z28

## West Africa and Mauritania

June 2019



UNITED NATIONS

New York, 2019

## I. BACKGROUND AND CONTEXT

Project/Programme number:	XAW/Z28
Project/Programme title:	Support to ECOWAS Regional Action Plan on illicit drug trafficking, organized crime related to it and drug abuse in West Africa
Duration (dd/mm/yyyy-dd/mm/yyyy):	01/01/2015 – 31/10/2019
Location:	West Africa
Linkages to Country, Regional and Thematic Programmes:	<p>Regional Programme for West Africa (2010-2014):</p> <p>Sub-Programme 1: Combating Organized Crime, Illicit Trafficking and Terrorism</p> <p>Outcome 1: “Member States take systematic and intelligence-based action to identify and act upon drug trafficking, money-laundering and other organized criminal activities, including improving their border security”</p> <p>Sub-Programme 3: Improving Drug Prevention and Health</p> <p>Outcomes 1: “Member States in the region initiate action to raise awareness on drug abuse among particularly vulnerable groups” and 2: “Improved and expanded treatment and care services for male and female drug addicts and prisoners”.</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</p>

	<p>assess, identify, collect evidence and ultimately control criminal activity the flows of illicit goods and services”</p> <p>Addressing Health and human development vulnerabilities in the context of drugs and crime:</p> <p>Vulnerabilities related to drug use</p>
Linkages to UNDAF <sup>34</sup>	
Linkages to the SDGs	<p>(i) Sustainable Development Goal 1: End poverty in all its forms everywhere;</p> <p>(ii) Sustainable Development Goal 3: Ensure healthy lives and promote well-being for all at all ages;</p> <p>(iii) Sustainable Development Goal 10: Reduce inequality within and among countries;</p> <p>(iv) Sustainable Development Goal 16: Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels; and</p> <p>(v) Sustainable Development Goal 17: Revitalize the global partnership for sustainable development.</p>
Executing Agency:	UNODC
Partner Organizations:	Economic Community of West African States (ECOWAS), International Criminal Police Organization (Interpol), World Health Organization (WHO), West African Health Organisation (WAHO), and African Union, as well as West African non-governmental organizations (NGOs) and civil society organizations (CSOs) to be identified in the course of implementation [different types of partnerships to be formalised in line with UNODC Framework on the Engagement of External Parties].
Total Approved Budget:	11,702,404 Euros
Total Overall Budget	11,702,404 Euros

<sup>34</sup> United Nations Development Assistance Framework

Donors:	EU
Project Manager/ Coordinator:	Cheikh Toure
Time frame of the project covered by the evaluation (until the end of the evaluation field mission):	February 2018 – August 2019
Geographical coverage of the evaluation:	ECOWAS Member States, Mauritania, and UNODC HQ, Vienna
Budget for this evaluation in USD:	USD 80,000
Number of independent evaluators planned for this evaluation:	Two
Type and year of past evaluations (if any):	Mid-Term Evaluation conducted in December 2017- January 2018 - (cf: <a href="https://www.unodc.org/documents/evaluation/Independent_Project_Evaluations/2018/XAWZ28_Independent_mid-term_Evaluation_Report_Dec_2018.pdf">https://www.unodc.org/documents/evaluation/Independent_Project_Evaluations/2018/XAWZ28_Independent_mid-term_Evaluation_Report_Dec_2018.pdf</a> and <a href="https://www.unodc.org/documents/evaluation/Independent_Project_Evaluations/2018/XAWZ28_Independent_mid-term_Evaluation_BRIEF_Dec_2018.pdf">https://www.unodc.org/documents/evaluation/Independent_Project_Evaluations/2018/XAWZ28_Independent_mid-term_Evaluation_BRIEF_Dec_2018.pdf</a> )
Core Learning Partners <sup>35</sup> (entities):	ECOWAS Drug Unit, European Union, UNODC, ECOWAS Member States and Mauritania

---

<sup>35</sup> The CLPs are the main stakeholders, i.e. a limited number of those deemed as particularly relevant to be involved throughout the evaluation process, i.e. in reviewing and commenting on the TOR and the evaluation questions, reviewing and commenting on the draft evaluation report, as well as facilitating the dissemination and application of the results and other follow-up action. Stakeholders include all those to be invited to participate in the interviews and surveys, including the CLPs.

## Project overview and historical context

In the 2008 Political Declaration on the Prevention of Drug Abuse, Illicit Trafficking and Organized Crime in West Africa, the Heads of State and Government of the Economic Community of West African States (ECOWAS), urged UNODC to provide assistance in order to implement the 2008-2011 ECOWAS Regional Action Plan to address the growing problem of illicit drug trafficking, organized crime and drug abuse in West Africa. As the specialized body of the United Nations having exclusive mandate on organized crime and drug trafficking issues, UNODC has the requisite experience and expertise to support the ECOWAS Commission and ECOWAS Member States and Mauritania in building their counter-narcotics and drug prevention and treatment capacities.

The project covers all ECOWAS Member States and Mauritania<sup>36</sup>. UNODC Regional Office for West and Central Africa is responsible for the implementation of the project. The project team is located mainly in Abuja (Nigeria) and in Dakar (Senegal).

This project is consistent with the Economic Community of West African States (ECOWAS) policies and strategies, in particular with its “Political Declaration on the Prevention of Drug Abuse, illicit drug trafficking and organised crime in West Africa” and its “Regional Action Plan to address the growing problem of illicit drug trafficking, organised crime and drug abuse in West Africa (2008-2014)”. With those two documents, all states in Western Africa have re-stated their commitment to fight drug trafficking, related organised crime and drug abuse.

The present project is part of a larger EU-funded initiative from the European Development Fund (EDF) composed of four Outcomes. In order to contextualize the present project within this broader framework, Outcome 1 is mentioned in this document although it is to be implemented by ECOWAS through a Grant provided by the EU. Results 2, 3 and 4 are to be implemented by UNODC and correspond to Outcomes 2, 3 and 4 in this project document.

The implementation period was initially set at 46 months but was granted an extension to 58 months. Before this project extension, an independent mid-term evaluation report was conducted, evaluating the period from 1 June 2015 to 25 January 2018. Feedback from this review was positive, in particular, it was highlighted that the project was successfully addressing the needs of the respective countries to assist with different challenges from data collection to punitive legislative frameworks.

Additionally, it was noted that the project has had a positive impact on the wider partnership between UNODC and ECOWAS. This was observed by the frequent cooperation between the organisations which has also increased the profile of the ECOWAS Drug Unit within the sub-region.

---

<sup>36</sup> Activities conducted with or in Guinea-Bissau must comply with Council decision of 15 July 2013 (OJ L 194, 17.07. 2013, p.6). Activities must not be conducted unless they are directly for the benefit of the population and through non-government channels.

After three years of operation and following the recommendations from both independent reviews and EU ROMs, the project has retained the following approach: regional dimension retained for interventions aiming to harmonize (data collection/WENDU, addictology curriculum), foster networking/cooperation (forensics), but resolute decision to focus on the national level, in a limited selection of Member States. For example, the program will be assisting Benin and The Gambia as they seek to develop strategic plans/National Drug Control Masterplans.

While that approach could appear as a move away from the inherently regional dimension of this project, UNODC came to the conclusion that helping those few countries succeed in a number of areas (legal reform, etc.) will eventually provide the sub-region with good practices and frameworks that other countries could draw upon. Those countries would thus act as front-runners trail-blazing the way forward, for others to follow in their footsteps, when/if in turn ready to go down similar paths of reform.”

## Main challenges during implementation

The project has encountered an array of challenges throughout its duration, stemming, inter alia, from internal challenges with UN processing procedures of contracts and procurement, and those that are specific to the implementation of the different outcomes.

For example, the onset of activities was often delayed due to delays in HQ’s approval of requests in the recruitment of consultants, the release of payment for activities and approval of DSA payments.

Outcome 2, which focuses on Epidemiology, encountered several delays when awaiting responses from stakeholders regarding the establishment of national epidemiology networks and the conduct of national surveys. In particular, when carrying out drug use surveys and epidemiology research the length of time required for advocacy and obtaining institutional and ethical approval in selected countries delayed the conduct of epidemiology-related activities.

Outcome 3, which relates to Drug Demand Reduction, experienced difficulties with their grant programme which encountered CSOs with relatively low capacity, and as such, the programme needed to assist with certain procedures and processes to ensure the grantees met UN standards to receive their disbursements on time. In addition, it quickly became apparent that the region had a high demand for treatment services, and also to develop harm reduction legal frameworks which was not outlined in the project outcomes

Outcome 4, which relates to enhancing Legal, Forensics and Law Enforcement capabilities noted the difficulty in implementing activities because there was a high dependence on the agenda of member states and several which did not comply with the ECOWAS Regional Action Plan.

The large regional scope of the program was also a factor that made implementation difficult and was additionally noted in the Mid-Term Evaluation. Although the project began focusing on certain countries, it became apparent that a number of activities would need to continue to be supported beyond the project’s end, such as WENDU, and the School Drug Surveys

## Project documents and revisions of the original project document

The ECOWAS’s project document is formally entitled “Support to the ECOWAS Regional Action Plan on illicit drug trafficking, related organized crime and drug abuse in West Africa” and is available in the following link:

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

Project document	Year	Please provide general information regarding the original project document.
Support to the ECOWAS Regional Action Plan on illicit drug trafficking, related organized crime and drug abuse in West Africa	2015	The overall objective of the ECOWAS project is to contribute to a reduction of drug abuse, illicit drug trafficking and related organized crime in West Africa through the implementation of the ECOWAS Regional Action Plan to address the growing problem of illicit drug trafficking, organized crime and drug abuse in West Africa (2008-2014, now succeeded by a new Action Plan covering the 2016-2020 period) <sup>37</sup> .

Project revision <sup>38</sup>	Year	Reason & purpose (max. 2 sentences per revision)	Change in (please check)
1 Amendment to budget	2018	Amended the budget to allow for an increase in staffing and travel costs	<input checked="" type="checkbox"/> Budget <input type="checkbox"/> Timeframe <input type="checkbox"/> Logframe <input type="checkbox"/>
2 Amendment to budget and travel costs		<p>In 2018, the project applied for a No-Cost Extension (NCE) which allowed the project to continue for a further 12 months, until October 2019.</p> <p>In line with the NCE, the project amended its budget to allow for greater expenditure with travel, and to ensure it met Umoja requirements.</p>	<input checked="" type="checkbox"/> Budget <input checked="" type="checkbox"/> Timeframe <input type="checkbox"/> Logframe

## Main objectives and outcomes

*Objective of the project/programme (as per project document):*

The ECOWAS project is part of a larger EU-funded initiative from the European Development Fund (EDF) composed of four results. In order to contextualize the present project within this broader framework, result 1 is mentioned in this document although it is to be implemented by

<sup>37</sup> Cf. <http://www.ecowas.int/ecowas-ministers-adopt-action-plan-to-address-illicit-drug-trafficking-organized-crimes-and-drug-abuse-in-west-africa/>

<sup>38</sup> Please add further rows as needed

ECOWAS through a Grant provided by the EU. Results 2, 3 and 4 are to be implemented by UNODC and correspond to Outcomes 2, 3 and 4 in this project document.

This project implies a close cooperation on a daily basis between UNODC and the ECOWAS Commission as each result expected from the overall European Union initiative is linked to the others, and the success of each is interdependent.

**Objective, Outcomes, Outputs and Activities**<sup>39</sup>

**Objective:** To contribute to a reduction of drug abuse, illicit drug trafficking and related organized crime in West Africa.

Given the number of countries and thematic areas to be covered with a limited budget, some activities include designated countries. The four outcomes of the project are as follows:

- i. Outcome 1: Improved ECOWAS advocacy, monitoring and coordination capacity (Not implemented by UNODC – to be implemented by ECOWAS);
- ii. Outcome 2: Regional policies and advocacy is informed by evidence-based studies;
- iii. Outcome 3: The development and sharing of practices and experiences enable the emerging of more specialized expertise in drug prevention and treatment in West Africa; and
- iv. Outcome 4: Reformed national institutional and legal frameworks and improved sub-regional, regional and international cooperation (Annex II).

**Outcomes of the project/programme (as per project document/revision)**<sup>40</sup>

<b>Outcome 2:</b>	Harmonized information on drug abuse epidemiology and data collection are available;
Performance indicators:	<ul style="list-style-type: none"> <li>• Number of regional and national studies published</li> <li>• Extent to which national and regional policies take into account the results and recommendations of the studies produced under the project (as assessed by analysing national and regional policies).</li> </ul>
<b>Outcome 3:</b>	The development and sharing of practices and experiences enable the emerging of more specialized expertise in drug prevention and treatment in West Africa;
Performance indicators:	<ul style="list-style-type: none"> <li>• Number of persons seeking treatment for addiction to drugs in WA and Mauritania</li> <li>• Number of evidence-based drug prevention services in place in beneficiary countries</li> <li>• Number of evidence-based drug dependence treatment and care (including HIV and AIDS prevention and care) services in place in ECOWAS countries and Mauritania</li> <li>• Number of countries where harm reduction approaches are established</li> </ul>

<sup>39</sup> It is understood that each time training is mentioned such activity will be conducted following an assessment of training needs in collaboration with the regional and national authorities and after a time table is jointly agreed upon with them. While assessing training needs, the format (training of trainers or training to professionals) and the number of people will be addressed as well.

<sup>40</sup> Please delete or add rows below as needed for the different outcomes. **Do not include outputs.**

<b>Outcome 4:</b>	Reformed national institutional and legal frameworks and improved sub-regional, regional and international cooperation
Performance indicators:	<ul style="list-style-type: none"> <li>• Number of bilateral, sub-regional, regional and international operations conducted with support from this project and their result in terms of seizures and, possibly, networks dismantlement</li> <li>• Number of countries that have revised their drug legislation</li> </ul>

## Contribution to UNODC's country, regional or thematic programme

### Contribution to the following UNODC country and regional programmes:

The UNODC ECOWAS project was drafted to support ECOWAS Regional Action Plan on drug abuse and illicit drug trafficking. This is in keeping with Strategic Framework 2014-2015, Sub-Programme 1: Countering transnational organized crime, illicit trafficking and illicit drug trafficking. The project aims to contribute to: "Increased regional and international cooperation in combating transnational organized crime, illicit trafficking and illicit drug trafficking with assistance of UNODC in accordance with its mandates".

The index project (XAW/Z28) is also expected to contribute to several interventions in the region including: (i) "Supporting the fight against organized crime on the cocaine route", an EU-funded project aimed at strengthening the anti-drugs capacities at selected airports in West Africa, Latin America and Caribbean, and at selected seaports in West Africa; (ii) "Response to Drugs and Related Organized Crime in Nigeria", a UNODC project funded by the EU under the 10th EDF; (iii) "Operational Assistance, Services and Infrastructure Support" (OASIS), and "White Flow" being implemented by INTERPOL; and (iv) GLO/U61, GLO/G80, GLO/J71, GLO/K32, GLO/K01, GLO/K42, XAW/U72, XAW/K36, XAW/V29, XWS/V33, GLO/T32, CPV/S28, NGA/V16, NGA/V18, and XAM/Z17 and other project being implemented by UNODC.

XAW/Z28 is expected to complement these initiatives by providing support to national anti-drug and crime authorities, supporting drug demand reduction and HIV/AIDS prevention, and facilitating coordination.

### Contribution to the following thematic programme(s):

## Linkage to UNODC strategic framework, UNDAFs and to Sustainable Development Goals

The UNODC ECOWAS Project is aligned with the 2016-2017 UNODC Strategic Framework established in January 2014 by the Commission on Narcotic Drugs (E/CN.7/2014/CRP.4). It contributes to Sub-Programme 1: Countering transnational organized crime, illicit trafficking and illicit drug trafficking.

The UNODC Regional Programme for West Africa (2010-2014) is a programme aimed at contributing to and supporting the efforts of West African States, regional organizations, and the civil society to respond to evolving security threats (including drug trafficking) and promote human rights and the rule of law, and good governance. It has several thematic areas. The present project contributes to the Sub-Programme 1: Combating Organized Crime, Illicit Trafficking and Terrorism and Sub-Programme 3: Improving Drug Prevention and Health. Furthermore, it also contributes to Sub-programme 2: Regional and National Capacity Building and Technical Assistance of the Thematic Programme on Action against Transnational Organized Crime and Illicit Trafficking (2011-2013).

The United Nations' Sustainable Development Goals (SDGs) is a developmental agenda with 2030 as the target time of achievement. It consists of 17 goals and 126 targets. The UNODC ECOWAS project contributes to a number of goals and targets including:

- (i) Sustainable Development Goal 1: End poverty in all its forms everywhere;
- (ii) Sustainable Development Goal 3: Ensure healthy lives and promote well-being for all at all ages;
- (iii) Sustainable Development Goal 10: Reduce inequality within and among countries;
- (iv) Sustainable Development Goal 16: Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels; and
- (v) Sustainable Development Goal 17: Revitalize the global partnership for sustainable development.

The Project/Programme contributes to the following Sustainable Development Goals, Targets and Performance Indicators:

<b>Relevant UN Sustainable Development Goals<sup>41</sup></b>	<b>Target(s)</b>	<b>Indicator(s)<sup>42</sup></b>
Sustainable Development Goal 1 - End poverty in all its forms everywhere	1.4	1.4.2
Sustainable Development Goal 3 - Ensure healthy lives and promote well-being for all at all ages	3.5	3.5.2
	3.5	3.5.1
Sustainable Development Goal 10 - Reduce inequality within and among countries		
Sustainable Development Goal 16 - Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels;	16.3	
	16.6	
	16.A	16.A.1
	16.B	16.B.1

<sup>41</sup> All SDGs and targets can be found here: <http://www.un.org/sustainabledevelopment/sustainable-development-goals/>

<sup>42</sup> All SDG indicators can be found here:

[https://unstats.un.org/sdgs/indicators/Global%20Indicator%20Framework\\_A.RES.71.313%20Annex.pdf](https://unstats.un.org/sdgs/indicators/Global%20Indicator%20Framework_A.RES.71.313%20Annex.pdf)

Sustainable Development Goal 17 - Revitalize the global partnership for sustainable development.	17.14	17.14.1
--	-------	---------

Moreover, the project contributes to the following UNDAF Focus Areas: 3 - Social Services; 4 - Governance, Rule of Law and Institutional Capacity Development; and 5 -Community Stabilization.

## II. DISBURSEMENT HISTORY

<b><u>Time period that will be covered by the evaluation</u></b>	<b>Total Approved Budget from January 2015 – April 2019 (including obligations)</b>	<b>Expenditure from January 2015 – April 2019 (including obligations)</b>	<b>Expenditure in % from January 2015 – April 2019 (including obligations)</b>
February 2017 – August 2019	\$13,460,323	\$ 9,756,479.62	72%

## III. PURPOSE OF THE EVALUATION

The Final Independent Project Evaluation aims to determine the extent to which project objectives and outcomes have been achieved. Evaluators will also look at the recommendations given during the Mid-Term Evaluation and determine the extent to which they have been implemented in the project. Additionally, the final evaluation serves as a method to inform future actions for potential realignment of strategies and provides an informed guidance for improved implementation of future objectives and activities.

The focus of the final evaluation will be on assessing the lessons learned, determining the best practices, analysing results and identifying gaps that were not met by the program. In addition, the Final Project Evaluation is also a requirement in the design of the project and a condition necessary to ensure compliance with the UNODC Evaluation Policy, Norms and Standards.

This final evaluation aims at determining results that have been achieved throughout the project to Support the ECOWAS Regional Action Plan as well as identifying lessons learned and best practices to inform and direct future priorities, objectives, initiatives and key activities implemented in the region. In particular, this will be important for donor organisations who would wish to continue or begin supporting work in the region. Furthermore, a number of activities that began under this project will continue past the projects lifespan, such as the WENDU Network, it is hoped that the procedures and methods used in this project will serve as a basis and inform future implementation within the region.

#### IV. SCOPE OF THE EVALUATION

<p><b>Unit of analysis</b> (full project/programme/ parts of the project/programme; etc.)</p>	<p>This evaluation will cover the contribution of the present project to the ECOWAS Regional Action Plan on illicit drug trafficking, related organized crime and drug abuse in West Africa. All thematic areas of the project including epidemiology (Outcome 2), drug demand reduction (Outcome 3), forensics, law enforcement, and e-learning (Outcome 4) will be covered.</p>
<p><b>Time period of the project/programme covered by the evaluation</b></p>	<p>February 2018 – August 2019</p>
<p><b>Geographical coverage of the evaluation</b></p>	<p>The UNODC ECOWAS Project covers the fifteen ECOWAS Member States and Mauritania. Due to the number of countries and thematic areas to be covered with a limited budget, activities are being implemented in mainly 5 designated countries. The designation of recipient countries have been made in close cooperation with the ECOWAS Commission and the European Union.</p> <p>The countries that will be covered by this evaluation are the five core ones where majority of project activities are being conducted, this being Benin, Cabo Verde, Nigeria and Senegal</p>

#### V. KEY EVALUATION QUESTIONS

##### Evaluation Criteria

The following DAC criteria will be assessed during the evaluation: relevance, efficiency, effectiveness, impact and sustainability. In addition, established partnerships and cooperation as well as aspects of human rights and gender mainstreaming will be assessed. The evaluation will specifically assess how gender aspects have been mainstreamed into the project. Furthermore, lessons learned, and best practices will be identified, and recommendations based on the findings formulated. The questions will be further refined by the Evaluation Team.

<p><b>Design</b> <i>The Design of a project or programme measures the extent to which the logical framework approach was adopted.</i></p>
<p>1. To what extent is the project or programme aligned with the policies and strategies of ECOWAS, Member States, NGOs, Civil Society Organizations, EU, and UNODC (Integrated Programming Approach)?</p>
<p>2. To what extent did the design of the logical framework allow for results and activities to be subordinated to the indicators defined for the ECOWAS Project? How could the design of the programme be further strengthened?</p>

<b>Relevance</b>
<i>Relevance is the extent to which the activity is suited to the priorities and policies of the target group, recipient and donor.</i>
3. To what extent was the development of the ECOWAS Project based on an adequate analysis of the needs of the target group and of the context?
4. To what extent are the outputs, outcomes and objectives of this project/programme relevant to implementing the Sustainable Development Goals?
5. How relevant is the project to other key stakeholders' (ECOWAS, Member States, NGOs, and Civil Society Organizations, target groups) needs and priorities?
<b>Efficiency</b>
<i>Efficiency measures the outputs - qualitative and quantitative - in relation to the inputs.</i>
6. To what extent were the financial resources properly mobilized and distributed, and did the financial setup of the ECOWAS Project enable an efficient implementation of the activities?
7. How could the programmes efficiency have been improved – how can this inform future involvement in the region? What other factors should be considered in the design of future projects in the region?
<b>Effectiveness</b>
<i>Effectiveness is a measure of the extent to which an aid activity attains its objectives.</i>
8. To what extent has the implementation of the ECOWAS Project responded to the identified needs of target groups in the region within the context of the ECOWAS Regional Action Plan?
9. Was the program effective in meeting its objectives and outcomes?
<b>Impact</b>
<i>Impact is the positive and negative changes produced by a development intervention, directly or indirectly, intended or unintended.</i>
10. To what extent did the ECOWAS Project contribute in an appropriate and realistic way to the changes in the political and security situation in West Africa and Mauritania? What was the added value of the UNODC ECOWAS Project to other UNODC projects and programmes in the region? Has there been any unintended impact derived from the implementation of the project (e.g., an unbalanced emphasis on one or certain substantive issues)?
11. To what extent did the project/programme contribute to the Sustainable Development Goals?
12. Was the project impactful within its region? In what ways is the project likely to contribute to long-term positive changes in social, economic, technical, environments for individuals, communities and institutions related to it?
<b>Sustainability</b>
<i>Sustainability is concerned with measuring whether the benefits of an activity are likely to continue after donor funding has been withdrawn.</i>
13. To what extent are the project results (outcomes, and impacts) likely to continue after the project ends?
14. To what extent has local ownership by beneficiaries and national and regional stakeholders (ECOWAS, Member States, NGOs, Civil Society Organizations) been achieved?
<b>Partnerships and cooperation</b>
<i>The evaluation assesses the partnerships and cooperation established during the project/ programme as well as their functioning and value.</i>

15. To what extent were coordination, synergies and partnerships created, used and maintained among field-led projects, global projects, and other UN agencies involved in the various outcomes of ECOWAS Project led to the efficient use of resources? How can they be improved to inform future UNODC involvement in the region?
16. To what extent did the project/programme cooperate with other potential partners (including UN agencies, CSOs, academia, etc.) to contribute to the achievement of the SDGs?
<b><i>Human rights, gender equality, and leaving no one behind</i></b>
<i>The evaluation needs to assess the mainstreaming throughout the project/programme of human rights, gender equality, and the dignity of individuals, i.e. vulnerable groups.</i>
<b><i>Human Rights</i></b>
17. To what extent were human rights considerations included in the project design and implementation?
18. Is there any indication that technical assistance activities might have led to human rights violations? How can human rights aspects be further integrated into project implementation?
19. To what extent did UNODC contribute to the UN implementing the UN human rights due diligence policy and its related Guidance Note in an appropriate way?
<b><i>Gender Equality</i></b>
20. To what extent were gender equality considerations included in the project design and implementation?
21. To what extent was a gender-sensitive approach been applied in the framework of the ECOWAS Project, in line with established UNODC criteria for the provision of technical assistance and with ECOSOC resolutions 2011/5 and 2011/6?
22. To what extent were women, minorities, or other vulnerable populations actively included as direct beneficiaries by the project? How can gender aspects be further integrated into programme implementation?
<b><i>Leaving no one behind (optional)</i></b>
23. To what extent were under-represented and vulnerable groups included in the project design and implementation?
<b><i>Lessons learned and best practices</i></b>
<i>Lessons learned concern the learning experiences and insights that were gained throughout the project/ programme.</i>
24. To what extent did the project/programme implement recommendations of relevant previous evaluation(s)?
25. What lessons can be learned from the implementation to improve performance, results and effectiveness in the next project cycle? What lessons can be drawn from the working arrangements with partners (EU, ECOWAS, Member States, NGOs, and Civil Society Organisations)?
26. What best practices emerged from the implementation of the ECOWAS Project? To what extent can they be replicated by other projects? What lessons can be drawn from unintended results?

## VI. EVALUATION METHODOLOGY

### **The methods used to collect and analyse data**

This evaluation will use methodologies and techniques as determined by the specific needs for information, the questions set out in the TOR and the availability of stakeholders. In all cases, the evaluation team is expected to analyse all relevant information sources, such as reports, programme documents, thematic programmes, internal review reports, programme files, evaluation reports (if available), financial reports and any other documents that may provide further evidence for triangulation, on which their conclusions will be based. The evaluation team is also expected to use interviews, surveys or any other relevant quantitative and/or qualitative tools as a means to collect relevant data for the evaluation. While maintaining independence, the evaluation will be carried out based on a participatory approach, which seeks the views and assessments of all parties identified as the key stakeholders of the project/ programme, the Core Learning Partners (CLP).

The present ToR provide basic information as regards to the methodology, which should not be understood as exhaustive. It is rather meant to guide the evaluation team in elaborating an effective, efficient, and appropriate evaluation methodology that should be proposed, explained and justified in the Inception Report.

In addition, the evaluation team will be asked to present a summarized methodology (including an evaluation matrix) in the Inception Report outlining the evaluation criteria, indicators, sources of information and methods of data collection. The evaluation methodology must conform to the United Nations Evaluation Group (UNEG) Norms and Standards as well as the UNODC Evaluation Policy, Norms and Standards.

While the evaluation team shall fine-tune the methodology for the evaluation in an Inception Report, a mixed-methods approach of qualitative and quantitative methods is mandatory due to its appropriateness to ensure a gender-sensitive, inclusive methodology. Special attention shall be paid to an unbiased and objective approach and the triangulation of sources, methods, data, and theories. Indeed, information stemming from secondary sources will be cross-checked and triangulated through data retrieved from primary research methods. Primary data collection methods need to be gender-sensitive as well as inclusive.

The credibility of the data collection and analysis are key to the evaluation. Rival theories and competing explanations must be tested once plausible patterns emerge from triangulating data.

The limitations to the evaluation need to be identified and discussed by the evaluation team in the Inception Report, e.g. data constraints (such as missing baseline and monitoring data). Potential limitations as well as the chosen mitigating measures should be discussed.

When designing the evaluation data collection tools and instruments, the evaluation team needs to consider the analysis of certain relevant or innovative topics in the form of short case studies, analyses, etc. that would benefit the evaluation results.

### **The main elements of the evaluation process are the following:**

- Preliminary desk review of all relevant project documentation, (Annex II of the evaluation ToR), as provided by the Project Manager and as further requested by the evaluation team, as well as relevant external documents (e.g. UNDAFs; SDGs; UN and global/regional strategies; etc.);

- Preparation and submission of an Inception Report (containing preliminary findings of the desk review, refined evaluation questions, data collection instruments, sampling strategy, limitations to the evaluation, and timetable) to IES for review and clearance before any field mission may take place;
- Initial meetings and interviews with the Project Manager and other UNODC staff as well as stakeholders during the field mission;
- Interviews (face-to-face or by telephone/skype), with key project stakeholders and beneficiaries, both individually and (as appropriate) in small groups/focus groups, as well as using surveys, questionnaires or any other relevant quantitative and/or qualitative tools as a means to collect relevant data for the evaluation;
- Analysis of all available information;
- Preparation of the draft evaluation report (based on Guidelines for Evaluation Report and Template Report to be found on the IES website <http://www.unodc.org/unodc/en/evaluation/index.html>). The lead evaluator submits the draft report to the Project Manager for the review of factual errors (copying IES) and the Project Manager shares with IES for review, comments and clearance. Subsequently the Project Manager shares the final draft report with all CLPs for comments.
- Preparation of the final evaluation report and an Evaluation Brief (2-pager), including full proofreading and editing. The evaluation team incorporates the necessary and requested changes and finalizes the evaluation report in accordance with the feedback received from IES, the Project Manager and CLPs. It further includes a PowerPoint presentation on final evaluation findings and recommendations;
- Presentation of final evaluation report with its findings and recommendations to the target audience, stakeholders etc. (in person or if necessary through Skype).
- In conducting the evaluation, the UNODC and the UNEG Evaluation Norms and Standards are to be taken into account. All tools, norms and templates to be mandatorily used in the evaluation process can be found on the IES website: <http://www.unodc.org/unodc/en/evaluation/index.html>.

### **The sources of data**

The evaluation will utilize a mixture of primary and secondary sources of data. The primary sources include, among others, interviews with key stakeholders (face-to-face or by telephone), the use of surveys and questionnaires, field missions for case studies, focus group interviews, observation and other participatory techniques. Secondary data sources will include project documents and their revisions, progress and monitoring reports, external reports and strategies (e.g. UNDAFs; SDGs; country/regional/global strategies; etc.) and all other relevant documents, including visual information (e.g. eLearning, pictures, videos, etc.).

### **Desk Review**

The evaluation team will perform a desk review of all existing documentation (please see the preliminary list of documents to be consulted in Annex II of the evaluation ToR). This list is however not to be regarded as exhaustive as additional documentation may be requested by the evaluation team. The evaluation team needs to ensure that sufficient external documentation is used for the desk review.

### **Phone interviews / face-to-face consultations**

The evaluation team will conduct phone interviews / face-to-face consultations with identified individuals from the following groups of stakeholders:

- Member States (including recipients and donors);
- relevant international and regional organizations;
- Non-governmental organizations working with UNODC;
- UNODC management and staff at HQ and in the field;

- Other relevant stakeholders (Details of which can be found in Annex IV)

### Questionnaire

A questionnaire (on-line) is to be developed and used in order to help collect the views of additional stakeholders (e.g. trainees, counterparts, partners, etc.), if deemed appropriate.

## VII. TIMEFRAME AND DELIVERABLES

<i>Duties</i>	<i>Time frame</i>	<i>Location</i>	<i>Deliverables</i>
Desk review and drafting of Inception Report	15/07/2019– 30/07/2019  (12 working days for lead evaluator and 10 working days for team member)	Home base	Draft Inception report in line with UNODC evaluation norms and standards <sup>43</sup>
Review of draft Inception Report by IES	13/08/2019 – 20/08/2019 (1 week for IES review)		Comments on the draft Inception Report to the evaluation team
Incorporation of comments from IES (can entail various rounds of comments from IES)	21/08/2019- 23/08/2019  (Minimum 3 working days for lead evaluator 2 for team member and 1 week for IES review)	Home base	Revised draft Inception Report
<b>Deliverable A: Final Inception Report in line with UNODC evaluation norms, standards, guidelines and templates</b>	By 23/08/2019  (Overall 15 days for lead evaluator and 12 for team member)		<b>Final Inception report to be cleared by IES at least one week before the field mission can get started</b>

<sup>43</sup> [https://www.unodc.org/unodc/en/evaluation/normative-tools.html#Inception\\_Report](https://www.unodc.org/unodc/en/evaluation/normative-tools.html#Inception_Report)

<p>Evaluation mission: briefing, interviews with staff at UNODC HQ/FO (including by phone/skype); observation; focus groups; presentation of preliminary observations (if applicable)</p>	<p>Travel to Dakar: 02/09/2019; Mission: 03 - 05/09/2019 (incl phone/Skype interview with staff at UNODC HQ)</p> <p>Travel to Cabo Verde 06/09/2019 Mission: 09/09/2019 - 11/09/2019</p> <p>Travel to Benin 12/09/2019 Mission: 13 - 17/09/2019</p> <p>Travel to Abuja: 18/08/2019; Mission: 19 - 23/09/2019</p> <p>24/09/2019 Brief presentation to project team at ROSEN on initial observations and travel back to home country</p> <p>(17 working days for both team leader and team member)</p>	<p>UNODC/HQ;</p> <p>Benin, Cabo Verde, Nigeria and Senegal</p>	<p>Interviews and data collection</p>
<p>Drafting of the evaluation report; submission to Project Management, cc IES;</p>	<p>25/09/2019-10/10/2019</p> <p>(15 working days for team leader 13 for team member)</p>	<p>Home base</p>	<p>Draft evaluation report</p>
<p>Review of Project Management for factual errors</p>	<p>14/10/2019-23/10/2019</p> <p>(1 week for review)</p>		<p>Comments on the draft evaluation report to the evaluation team</p>

Consideration of comments from the project manager	24/10/2019- 25/10/2019  (2 working days for both)	Home base	
Review of IES for quality assurance	28/10/2019 – 04/11/2019  1 week for IES review		
Incorporation of comments from IES (can entail various rounds of comments from IES)	05/11/2019 – 08/11/2019  <i>(minimum 4 w/d for lead evaluator and 2 for team member + 1 week for IES review)</i>	Home base	Revised draft evaluation report
<b>Deliverable B: Draft Evaluation Report in line with UNODC evaluation norms, standards, guidelines and templates</b>	<b>By 08/11/2019</b>  <b>(total number of working days team leader 38 and team member 34)</b>		<b>Draft evaluation report, to be cleared by IES</b>
IES to share draft evaluation report with Core Learning Partners for comments	08/11/2019 – 22/11/2019 <i>(2 weeks)</i>		Comments of CLPs on the draft report
Consideration of comments from Core Learning Partners and preparation of draft Evaluation Brief	25/11/2019 – 27/11/2019 <i>(minimum 3 w/d for lead evaluator and 1 for team member)</i>	Home base	Revised draft evaluation report
Final review by IES; incorporation of comments and finalization of report and Evaluation Brief, including full proofreading and editing (can entail various rounds of comments from IES)	28/11/2019 – 02/12/2019  <i>(minimum 3 w/d for lead evaluator and 2 for team member + 1 week for IES review)</i>	Home base	Revised draft evaluation report; draft Evaluation Brief
Presentation of evaluation results (to be reviewed)	03/12/2019 <i>(minimum 1 w/d for lead evaluator)</i>		Presentation of evaluation results

and cleared by IES before presentation)			
<b>Deliverable C: Final evaluation report; presentation of evaluation results; Evaluation Brief (2-pager)</b>	<b>03/11/2019</b> <b>(total number of working days: team leader 7 and team member 3)</b>	Home based	<b>Final evaluation report; Evaluation Brief and presentation of evaluation results, both to be cleared by IES</b>
<b>Project Management:</b> Finalise Evaluation Follow-up. Plan online evaluation application	ROSEN		Final Evaluation Follow-up Plan to be cleared by IES
<b>Project Management:</b> Disseminate final evaluation report	ROSEN		Final evaluation report disseminated to internal and external stakeholders
<b>IES:</b> facilitate the external Evaluation Quality Assessment of the Final Report			

*The UNODC Independent Evaluation Section may change the evaluation process, timeline, approach, etc. as necessary at any point throughout the evaluation-process.*

## VIII. EVALUATION TEAM COMPOSITION

The evaluation will be composed of a team of two evaluators without any prior involvement with the project under evaluation. The gender-balanced and multicultural team will be composed of experts in the following areas:

- (i) An international lead evaluator (Team Leader) with a solid background and professional experience in the field of evaluation of international programmes and experience in applying qualitative and quantitative evaluation methods, as well as Results Based Monitoring (RBM). Work experience with the United Nations is desirable. The Lead Evaluator will supervise the evaluation team and coordinate the evaluation process including its various deliverables;
- (ii) One national/regional evaluators (team member) who should have expertise in project design and management as well as expertise in evaluating projects and programmes.

The international lead evaluator (Team Leader) must be familiar with the context of Sub-Saharan Africa and speak fluent English and/or French. The qualifications and responsibilities for the Team Leader and the team member are more specified in the respective job descriptions attached to these Terms of Reference (Annex I)

<b>Role</b>	<b>Number of consultants/ evaluators 44 (national/international)</b>	<b>Specific expertise required 45</b>
Team leader	1 International Consultant	Evaluation methodology Expertise in Law / legislative reform, law enforcement
Team member	1 International Consultant	Expertise in epidemiology, Drug Demand Reduction

The evaluators will not act as representatives of any party and must remain independent and impartial. The qualifications and responsibilities for each evaluator are specified in the respective job descriptions attached to these Terms of Reference (Annex 1). The evaluation team will report exclusively to the chief or deputy chief of the UNODC Independent Evaluation Section, who are the exclusive clearing entity for all evaluation deliverables and products.

### Absence of Conflict of Interest

According to UNODC rules, the evaluators 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.

Furthermore, the evaluators shall respect and follow the UNEG Ethical Guidelines for conducting evaluations in a sensitive and ethical manner.

## IX. MANAGEMENT OF THE EVALUATION PROCESS

### Roles and responsibilities of the Project/Programme Manager

The Project/Programme Manager is responsible for:

- Managing the evaluation process
- drafting and finalizing the ToR,
- selecting Core Learning Partners (representing a balance of men, women and other marginalised groups) and informing them of their role,
- recruiting the evaluation team following clearance by IES, ensuring issued contracts ahead of the start of the evaluation process in line with the cleared ToR. In case of any delay, IES and the evaluation team are to be immediately notified,
- providing desk review materials (including data and information on men, women and other marginalised groups) to the evaluation team including the full TOR,
- liaising with the Core Learning Partners,
- reviewing the draft report for factual errors only,
- developing a follow-up plan for the usage of the evaluation results and recording of the implementation of the evaluation recommendations (to be updated once per year),

44 Please note that an evaluation team needs to consist of at least 2 independent evaluators – at least one team leader and one team member.

45 Please add the specific technical expertise needed (e.g. expertise in anti-corruption; counter terrorism; etc.) – please note that at least one evaluation team member needs to have expertise in human rights and gender equality.

- disseminate the final evaluation report and communicate evaluation results to relevant stakeholders as well as facilitate the presentation of evaluation results;
- ensure that all payments related to the evaluation are fulfilled within 5 working days after IES's request - non-compliance by Project/Programme Management may result in the decision to discontinue the evaluation by IES.

The Project/Programme Manager will be in charge of **providing logistical support** to the evaluation team including arranging the field missions of the evaluation team, including but not limited to:

- All logistical arrangements for the travel (including travel details; DSA-payments; transportation; etc.)
- All logistical arrangement for the meetings/interviews/focus groups/etc., ensuring interview partners adequately represent men, women and other marginalised groups (including independent translator/interpreter if needed); set-up of interview schedules; arrangement of ad-hoc meetings as requested by the evaluation team; transportation from/to the interview venues; scheduling sufficient time for the interviews (around 45 minutes); ensuring that members of the evaluation team and the respective interviewees are present during the interviews; etc.)
- All logistical arrangements for the presentation of the evaluation results;
- Ensure timely payment of all fees/DSA/etc. (payments for the evaluation team must be released within 5 working days after the respective deliverable is cleared by IES).

## Roles and responsibilities of the evaluation stakeholders

Members of the Core Learning Partnership (CLP) are identified by the project/programme managers. The CLPs are the main stakeholders, i.e. a limited number of those deemed as particularly relevant to be involved throughout the evaluation process, i.e. in reviewing and commenting on the TOR and the evaluation questions, reviewing and commenting on the draft evaluation report, as well as facilitating the dissemination and application of the results and other follow-up action. Stakeholders include all those to be invited to participate in the interviews and surveys, including the CLPs.

## Roles and responsibilities of the Independent Evaluation Section

The Independent Evaluation Section (IES) provides mandatory normative tools, guidelines and templates to be used in the evaluation process. Please find the respective tools on the IES web site <http://www.unodc.org/unodc/en/evaluation/evaluation.html>. Furthermore, IES provides guidance, quality assurance and evaluation expertise, as well as interacts with the project manager and the evaluation team throughout the evaluation process. IES may change the evaluation process, timeline, approach, etc. as necessary at any point throughout the evaluation-process.

IES reviews, comments on and clears all steps and deliverables during the evaluation process: Terms of Reference; Selection of the evaluation team, Inception Report; Draft Evaluation Report; Final Evaluation Report and an Evaluation Brief; Evaluation Follow-up Plan. IES further publishes the final evaluation report and the Evaluation Brief on the UNODC website, as well as sends the final evaluation report to an external evaluation quality assurance provider. Moreover, IES may decide, in consultation with Project Management, to upgrade any Independent Project Evaluation to an In-Depth Evaluation considering e.g. an unforeseen higher involvement of IES staff in the evaluation process.

## X. PAYMENT MODALITIES

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

1. The first payment upon clearance of the Inception Report (in line with UNODC evaluation norms, standards, guidelines and templates) by IES;
2. The second payment upon clearance of the Draft Evaluation Report (in line with UNODC norms, standards, evaluation guidelines and templates) by IES;
3. The third and final payment (i.e. the remainder of the fee) only after completion of the respective tasks, receipt of the final report, Evaluation Brief (in line with UNODC evaluation norms, standards, guidelines and templates) and clearance by IES, 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.

IES is the sole entity to request payments to be released in relation to evaluation. Project/Programme Management must fulfil any such request within 5 working days to ensure the independence of this evaluation-process. Non-compliance by Project/ Programme Management may result in the decision to discontinue the evaluation by IES.

## ANNEX II. EVALUATION TOOLS: QUESTIONNAIRES AND INTERVIEW GUIDES

### EVALUATION TOOLS: KII guide

#### **UNODC final independent evaluation of the project ‘Support to the ECOWAS Regional Action Plan on illicit drug trafficking, related organized crime and drug abuse in West Africa’ – KII guide**

The Independent Evaluation Section, UNODC, is in the process of undertaking the final independent project evaluation of “Support to ECOWAS Regional Action Plan on Illicit Drug Trafficking, Related Organized Crime and Drug Abuse in West Africa” from July 2019 up to November 2019.

The purpose of this evaluation is to determine the extent to which project objectives and outcomes have been achieved, inform actions on dis/continuing the programme. The evaluation is being carried out by a team of external independent evaluators, Mr. Michel Amiot (lead evaluator) and Dr. Segun Afolabi (team member).

The evaluation team would kindly like to ask for your cooperation in this evaluation by answering some questions. This will only take approximately 30-45 minutes of your time.

Information given during this interview is strictly for evaluation purposes.

#### **BACKGROUND INFORMATION**

**Q1. What is your role/position in relation to the ECOWAS / UNODC drug control project XAW/Z28?**

- UNODC staff
- Donor

**Q2. In which activities have you been directly involved in implementing the project (e.g. technical assistance; training; etc.)?**

- Capacity Building

- Software technical training
- Executive committee meetings
- None
- Other (please specify which activities and how you were involved)

### **Evaluation Criteria**

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

#### ***Design***

1. To what extent is the project or programme aligned with the policies and strategies of ECOWAS, Member States, NGOs, Civil Society Organizations, EU, and UNODC. *Probe for availability of an Integrated Programming Approach?*
2. To what extent has the design of the logical framework allowed for alignment of results and activities to the indicators defined for the ECOWAS Project?

#### ***Relevance***

3. To what extent did analysis of the needs of the target beneficiaries inform the development of the ECOWAS Project? Probe for the context?
4. To what extent has the project been relevant to other key stakeholders' (ECOWAS, Member States, NGOs, and Civil Society Organizations, target groups) needs and priorities?

*Probe for drug use/abuse; drug use prevention and treatment; UNPLUGGED; law enforcement and legal frameworks; forensic capacities as appropriate*

#### ***Efficiency***

5. To what extent were the financial resources mobilized and distributed to enable an efficient implementation of the activities? *Probe for ease of mobilization and deployment of resources? Probe for bottlenecks?*

6. How can the efficiency of the programme be further improved if you were to run this programme again?

***Effectiveness***

7. To what extent has the implementation of the ECOWAS Project responded to the identified needs of target groups in the region within the context of the ECOWAS Regional Action Plan?

Probe for effect on member states; Judicial system; drug law enforcement agencies/gendarmes and drug use, prevention and treatment.

8. How can the effectiveness of the programme be further improved if you were to run this programme again?

***Impact (Preliminary)***

9. To what extent is the ECOWAS Project contributing in an appropriate and realistic way to the changes in the political and security situation in West Africa and Mauritania?

10. In what way is the project likely to contribute to long-term positive changes in social, economic, technical environment for individuals, communities and institutions related to it?

***Sustainability***

11. To what extent are the project results (outcomes, and impacts) likely to continue after the project?

12. To what extent has local ownership by beneficiaries and national and regional stakeholders (ECOWAS, Member States, NGOs, Civil Society Organizations) been achieved?

*Probe for level of commitment of member states and Mauritania in terms of funding and political will*

13. What are the barriers to sustainability in your opinion?

***Partnerships and cooperation***

13. To what extent has the coordination, synergies and partnerships created, used and maintained among field-led projects, global projects, and other UN agencies involved in the various outcomes of ECOWAS Project led to the efficient use of resources?

*Probe for the role of ECOWAS in fostering collaboration*

14. Which areas of the project have received more donor attention (Outcomes and Member States) and how can the project ensure further strengthening of the donor base?

*Probe for specific outcomes that have received more attention and why?*

*Probe for the member states that have received specific attention (in certain projects giving examples) and why?*

### ***Human rights and Gender***

#### ***a) Human Rights***

15. Is there any indication that technical assistance activities might have led to human rights violations?

16. To what extent did UNODC contribute to the UN implementing the UN human rights due diligence policy and its related Guidance Note in an appropriate way?

#### ***b) Gender***

17. To what extent has a gender-sensitive approach been applied in the framework of the ECOWAS Project, in line with established UNODC criteria for the provision of technical assistance and with ECOSOC resolutions 2011/5 and 2011/6?

18. To what extent were women, minorities, or other vulnerable populations actively included as direct beneficiaries by the project? *Ask for examples*

19. If you are to run this programme again, in what ways could gender issues be incorporated into the programme?

### ***Lessons learned and best practices***

20. What lessons can be learned from the implementation to improve performance, results and effectiveness in the next project cycle, including working arrangements with partners (EU, ECOWAS, Member States, NGOs, and Civil Society Organisations)?

21. Can you identify best practices that may have emerged from the implementation of the ECOWAS Project?

22. Are there any unintended results?

**Thank you for your time**

## EVALUATION TOOLS: IDI guide

### **UNODC final independent evaluation of the project ‘Support to the ECOWAS Regional Action Plan on illicit drug trafficking, related organized crime and drug abuse in West Africa’ – In-depth interview guide for Beneficiaries**

The Independent Evaluation Section, UNODC, is in the process of undertaking the final independent project evaluation of “Support to ECOWAS Regional Action Plan on Illicit Drug Trafficking, Related Organized Crime and Drug Abuse in West Africa” from July 2019 up to November 2019. The purpose of this evaluation is to determine the extent to which project objectives and outcomes have been achieved, inform actions on dis/continuing the programme.

The evaluation is being carried out by a team of external independent evaluators, Mr. Michel Amiot (lead evaluator) and Dr. Segun Afolabi (team member).

The evaluation team would kindly like to ask for your cooperation in this evaluation by answering some questions. This will only take approx.15 minutes of your time.

Information given during this interview is strictly for evaluation purposes.

#### ***Introduction***

*Can you tell us your association if any, with the programme XAW/Z28 “Support to the ECOWAS Regional Action Plan on illicit drug trafficking, related organized crime and drug abuse in West Africa”?*

How long have you had this relationship with the programme?

***Relevance***

Can you describe the ways in which this programme has been beneficial to you?

*Probe for financial gains, capacity building, infrastructural support, travel support for conferences/workshop, treatment/rehabilitation support.*

*If any of the dimensions above mentioned, probe for details*

***Effectiveness***

To what extent has the implementation of the UNODC ECOWAS Project responded to your needs within the context of the ECOWAS Regional Action Plan (illicit drug trafficking, organized crime, drug abuse)?

***Sustainability***

To what extent are the benefits of this project which you have spoken about (outcomes, and impacts) likely to continue after the project?

Can you describe any efforts you may have made to ensure that these benefits continue even if the programme should end?

***Lessons learned***

What lessons can be learned from the implementation to improve performance, results and effectiveness in the next programme cycle?

***Final thoughts***

Can you describe any challenges you might have encountered during your participation in this programme?

Are there any other things you want to say about the project beyond the responses you have given that may help improve the way the programme works if the programme is to be done again?

**Thank you for your time**

## EVALUATION TOOLS: ONLINE SURVEY

### QUESTIONNAIRE – WENDU NETWORK

#### **UNODC final independent evaluation of the project ‘Support to the ECOWAS Regional Action Plan on illicit drug trafficking, related organized crime and drug abuse in West Africa’ - Questionnaire for focal points of the WENDU network**

Dear WENDU focal point,

The Independent Evaluation Section, UNODC, is in the process of undertaking the final independent project evaluation of “Support to ECOWAS Regional Action Plan on Illicit Drug Trafficking, Related Organized Crime and Drug Abuse in West Africa” from July 2019 up to November 2019. The purpose of this evaluation is to determine the extent to which project objectives and outcomes have been achieved, inform actions on dis/continuing the programme.

As part of this evaluation, the relevance and effectiveness of the West African Epidemiology

Network on Drug Use (WENDU) network is assessed, in particular with respect to the activities organized with support provided by UNODC in close cooperation with the ECOWAS Commission.

WENDU, which was established in 2013, has been one of the key activities of this project since 2016. The network has currently a total of 32 focal points from all 15 ECOWAS Member States and Mauritania.

The evaluation is being carried out by a team of external independent evaluators, Mr. Michel Amiot (lead evaluator) and Dr. Segun Afolabi (team member).

The evaluation team would kindly like to ask for your cooperation in this evaluation by filling in an online questionnaire. This will only take approx. 10 minutes of your time. The online questionnaire can be accessed by using the following links:

If you are unable to access the questionnaire, please fill in the Word document attached to this email and send it to the evaluation team leader at [amiwal@yahoo.com](mailto:amiwal@yahoo.com).

The deadline for filling in and submitting the questionnaire will be 20 September 2019.



- Mali
- Niger
- Nigeria
- Sénégal
- Sierra Leone
- Togo
- Mauritanie

2. Employer:

- Ministry of Justice
- Ministry of Interior
- Ministry of Health
- Other – please explain

3. Main area of work - please select up to a maximum of two answers:

- Policy coordination
- Research
- Law enforcement/justice
- Drug Trafficking
- Drug Abuse Prevention/ Treatment
- Epidemiology
- Mental Health
- Other – please explain

## 4. Gender:

- Male
- Female
- No answer

## 5. When were you nominated as focal point to join the WENDU network?

- 2013
- 2014
- 2015
- 2016
- 2017
- 2018

## 6. Please select the activities in which you were able to participate (tick all that apply):

- Technical Experts' Meeting of the WENDU network, Abuja Nigeria, 13-14 July 2016
- Regional Workshop on Collection and Analysis of Data on Drug Use and Estimation of Size of Drug Users among the General Population, Dakar, 26-29 Sept 2016
- Scientific Consultation on prevention and treatment of drug use disorders, Abidjan, Cote d'Ivoire, 20 - 21 Feb 2017
- First session of the Workshop on Collection, Analysis, and Dissemination of Data on Drug Use, Monrovia, Liberia, 27 - 28 July 2017 (national-level meeting)
- Inaugural meeting WENDU Network and second session of the Workshop on Collection, Analysis, and Dissemination of Data on Drug Use, Abidjan, Cote d'Ivoire, 16 - 17 August 2017 (national-level meeting)

- Technical Experts' Meeting WENDU, and Regional Workshop on Collection, Analysis, Reporting of Data and Strengthening of National Information Systems on Drug Use, Abuja, Nigeria, 22-24 November 2017.
- Workshop to sensitize Parliamentarians about new policy direction via draft bill for legal reform – and launch of REPALD parliamentary network for combating drugs. Côte d'Ivoire, May/June 2018.
- Workshop to support several drug control-related legal and institutional reform objectives, under the auspices of CILD Committee (drug control). Several key legislative and regulatory provisions updated. – Senegal, March 2018.
- Similar process of legislative reform initiated to bring National Drug Control Strategy in line with international conventions. The Gambia, Marh-April 2018.
- Draft of new legislative provisions received from Gvt and shared with UNODC HQ for comments. Guinée, May / June 2018.
- Draft Regional Drug Use Report shared with ECOWAS through WENDU network. To be validated by Member States at IMDCC meeting convened by ECOWAS Drug Unit, March 2019.
- National study on substance abuse by students in secondary schools carried out in Cabo Verde – 2018.
- UNODC and ECOWAS collaborated with NACA Nigeria and others to conduct situational and needs assessment of HIV, TB, hepatitis B&C prevalence drug use and risk factors in 12 prisons in Nigeria. Some 59 enumerators were trained (including 21 women). Data collection started in 4<sup>th</sup> quarter 2018 and results disseminated in 1<sup>st</sup> quarter 2019.
- Information sharing meetings on drug use and supply suppression held in Ghana – December 2018.
- UNPLUGGED programme launched in Côte d'Ivoire – Sept. 2018.
- CSOs launched activities to develop community prevention strategies, prevention programmes aimed at youth and at-risk populations, and peer counselling. In Burkina Faso, Liberia, Sierra Leone and Mauritania. Late 2018.

7. Are you also responsible for coordinating a national-level WENDU-related epidemiology network in your country?

Yes;  No;  Don't Know

---

### **Relevance**

8. Do you consider the WENDU network relevant for contributing towards efforts to address the current situation on drug supply and demand in West Africa?

Yes;  Partially;  No;  Don't Know

Please explain your answer:

9. Do you consider the WENDU network relevant to contribute towards efforts to address the current situation on drug supply and demand in your country?

Yes;  Partially;  No;  Don't Know

Please explain your answer:

10. Do you consider the activities of the WENDU network relevant for your work as focal point?

Please rate the different activities given below:

	<i>Very poor</i>	<i>Poor</i>	<i>Adequate</i>	<i>Good</i>	<i>Very good</i>	<i>Excellent</i>
Overall	1	2	3	4	5	6
Strengthening technical knowledge epidemiology	1	2	3	4	5	6
Strengthening knowledge on setting up national network	1	2	3	4	5	6
Sharing of information	1	2	3	4	5	6
Networking	1	2	3	4	5	6
Sharing country template to collect epidemiology data	1	2	3	4	5	6

Please explain your answers:

### **Effectiveness**

11. Do you feel that your knowledge and/or skills in the field of epidemiology have improved after your participation in at least one meeting/workshop of WENDU held since 2016?

Yes;  Partially;  No;  Don't know

Please explain your answer, and give further information and examples:

12. Have you been able to use the knowledge and/or skills acquired during the meeting(s) / workshop in your day-to-day work?

Yes;  Partially;  No;  Don't know

Please explain your answer, and give further information and examples on how you used the knowledge/skills:

13. Has the training/seminar made a lasting positive difference in your work?

Yes;  Partially;  No;  Don't know

Please explain your answer, and give further information and examples:

14. Have the WENDU meetings/workshop offered a platform that fostered the exchange of best practices and common standards on data collection and drug use pattern among Member States?

Yes;  Partially;  No;  Don't know

Please explain your answer:

15. Did the WENDU meetings/workshop contribute to harmonized information on drug abuse epidemiology?

Yes;  Partially;  No;  Don't know

Please explain your answer:

16. Did the meetings/workshop sufficiently address the needs of your country (to an extent) by providing relevant tools and support to establish and/or strengthen a drug use data collection system (a local sentinel surveillance network)?

Yes;  Partially;  No;  Don't know

***Only for those focal points that also coordinate national WENDU-related networks:***

17. Have you been able to apply the knowledge and/or skills acquired during the regional WENDU meetings/training to coordinate and support your countries' national epidemiology network?

Yes;  Partially;  No;  Don't know

If yes, please explain your answer, and give further information and examples:

If not, what has prevented the development of the national network in your country, and what are the difficulties encountered? Please explain your answer, and give further information and examples:

**Human rights and gender**

18. a. Were human rights, such as non-discrimination and inclusive approaches, adequately addressed in the regional WENDU meetings/workshop activities?

- Yes;  Partially;  No;  Don't know

Please explain your answer, and give further information and examples:

.....

b. Has human rights (e.g. disclosure of HIV status) been adequately addressed in the country reporting format?

- Yes;  Partially;  No;  Don't know

Please explain your answer, and give further information and examples:

.....

19. a. Was gender equality adequately addressed in the regional meetings/training activities?

- Yes;  Partially;  No;  Don't know

Please explain your answer, and give further information and examples:

.....

b. Has gender been adequately mainstreamed in the country reporting format?

- Yes;  Partially;  No;  Don't know

Please explain your answer, and give further information and examples:

.....

**Only for the focal points from Liberia and Côte d'Ivoire**

20. Do you consider the development of a Country's National Epidemiology Network relevant?

- Yes;  Partially;  No;  Don't know

Please explain your answer, and give further information and examples:

.....

21. What steps have you been able to take to develop your Country's National Epidemiology Network? Please explain your answer, and give further information and examples:

.....

22. What challenges have you encountered while doing so?

**Recommendations, good practices and lessons learned**

23. Are there good practices that you would like to share of your experience with WENDU?

- Yes;  Partially;  No;  Don't know

Please explain you answer, and give further information and examples:

.....

24. Are there any lessons learned about WENDU that you would like to share with UNODC?

- Yes;  Partially;  No;  Don't know

Please explain your answer, and give further information and examples:

.....

25. Do you have any recommendations for UNODC?

- Yes;  No;  Don't know

Please explain your answer, and give further information and examples:

.....

**Thank you very much for your cooperation and participation in this survey!**

## ANNEX III. DESK REVIEW LIST

### *UNODC documents*

- Strategy for the period 2012-2015; 2016-2021; UNODC Strategic frameworks 2014-2015; 2016-2017; 2018-2019 (3 documents);
- UNGASS 2016 outcome document (1 document);
- Regional Programme West Africa 2010-2014 (1 document);
- Regional Programme West Africa 2016-2020 (1 document);
- Independent in-depth evaluation Regional Programme West Africa 2010-2014 (1 document);
- Independent project evaluation Global eLearning Programme - making the world safer from drugs, crime and terrorism (GEP) (GLO/U61) (1 document)
- Independent mid-term evaluation report XAW/Z28 project (1 document)
- Project Rider document (1 document);
- Project progress reports (semiannual 2019; annual 2015, 2016, 2017, 2018) (5 documents);
- Statement of expenditures 2015-2017; overview cost-sharing (planned) expenditures (2 documents)
- Donor reports 2015-mid 2016; mid 2016-mid 2017 mid 2018 – mid 2019 (3 documents)
- UNODC Global Drugs Report 2013 and 2017; West Africa Threat Analysis 2013 (3 documents)
- ‘Situation of drug use in ECOWAS Member States and Mauritania. A Review of Literature (2006-2013)’. (1 document)
- Assessment reports (law enforcement 1 report; epidemiology/DDR 1 report; legal assessments 1 report; forensics 1 report) (4 reports)
- Validation letters DDR assessment reports (1 Mali; 1 Burkina Faso) (2 documents)
- Mission reports DDR (2 documents)
- WENDU documents - regional (7 documents)
- WENDU documents – national (13 documents)
- ‘Unplugged’ documents (4 documents)
- Summary of activities and achievements of ECOWAS Project XAW/Z28 (1 document) – ROSEN

**Number of internal documents reviewed: 57 documents**

### *External documents*

#### *ECOWAS Commission documents (4 documents)*

- ECOWAS Political Declaration 2008 (1 document)
- ECOWAS Regional Action Plan 2008-2011 (1 document)
- ECOWAS Regional Action Plan 2016-2020 (1 document)
- Financing agreement EC-ECOWAS (Support to ECOWAS Regional Action Plan on illicit drug trafficking, related organized crime and drug abuse in West Africa) EDF X (1 document)

*EU (4 documents)*

- Identification Study for 10EDF Regional Drugs and Money Laundering Programme (WAfrica)
- EU Drugs Strategy 2013-2020
- EU Action Plan on Drugs 2013-2016
- EU Action Plan on Drugs 2017-2020

**Number of External documents reviewed: 8 documents**

## ANNEX IV. STAKEHOLDERS CONTACTED DURING THE EVALUATION

<i>Number of interviewees</i>	<i>Organisation</i>	<i>Type of stakeholder<sup>46</sup></i>	<i>Sex disaggregated data</i>	<i>Country</i>
16	Different offices UNODC	Project implementer	Male: 8 Female: 8	Senegal, Cabo Verde, Nigeria
19	Different Institutions	Government entities Recipients	Male:14 Female: 5	Senegal, Cabo Verde, Nigeria, Benin
3	Different entities	Civil Society Organization	Male: 1 Female: 2	Cabo Verde
1	European Commission	Funder	Male: 0 Female: 1	Nigeria
1	Academia	Consultant	Male:1 Female: 0	Nigeria
Total: 40			Male: 24 Female: 16	

<sup>46</sup> This could be e.g. Civil Society Organisation; Project/Programme implementer; Government recipient; Donor; Academia/Research institute; etc.

## ANNEX V - SUMMARY OF ACTIVITIES OF THE PROJECT

### Summary of activities and achievements ECOWAS Project, XAWZ28

Outcome 2: Regional policies and advocacy is informed by evidence-based studies			
Ref. Activity	Achievement	Country	Comments
<p><b>2.1.1 Identify two drug data collection Focal Points per country (one from Inter-ministerial Drug Control Committee – or equivalent –, one from the Ministry of Health) to ensure that:</b></p> <p><b>a. secondary data are collected at the national level and are sent ready for publication to</b></p>	<ul style="list-style-type: none"> <li>Thirty one (31) nominations from 15 ECOWAS Member States and Mauritania were received. Two Focal Points per country were nominated (one from Inter-ministerial Drug Control Committee or its equivalent, and the other from the Ministry of Health).</li> </ul> <p>UNODC supported the strengthening of the West African Epidemiology Network on Drug Use (WENDU), a platform to foster greater exchange of best practices and common standards on data collection and drug use pattern among Member States. Data collection using this platform was analyzed for 2014-2017. A regional drug report using WENDU data was prepared and shared with all stakeholders including the European Union in an event held on July 17,</p>	<p>Regional:</p> <p>15 ECOWAS Member States and Mauritania</p>	<p>ECOWAS in collaboration with UNODC received two focal points for each ECOWAS Member States while only one nomination (Health) was received for Mauritania.</p>

<p><b>the ECOWAS Commission in order to contribute to regional quarterly/annual reports on drugs and;</b></p> <p><b>b. they participate in major events/meetings related to drug abuse research and monitoring, policy and strategic planning.</b></p>	<p>2019. A final version of the report will be published on September 15, 2019.</p>		
	<ul style="list-style-type: none"> <li>• Four (4) regional meetings of involving national focal points of WENDU were held from 2016 to date. These include:             <ol style="list-style-type: none"> <li>a) The Technical Experts’ Meeting of the West African Epidemiology Network on Drug Use (WENDU) held in Abuja, Nigeria in July 2016. Organized by ECOWAS with the technical assistance of UNODC;</li> <li>b) Regional Workshop on Collection and Analysis of Data on Drug Use and Estimation of Size of Drug Users among the General Population, held in Dakar, Senegal from 26th to 29th September 2016;</li> <li>c) The Technical Experts’ Meeting of the West African Epidemiology Network on Drug Use (WENDU) and Regional Workshop on Collection, Analysis, Reporting of Data and Strengthening of National Information Systems on Drug Use conducted at Abuja, Nigeria from 22nd to 24th November 2017 and;</li> </ol> </li> </ul>	<p>Regional:</p> <p>15 ECOWAS Member States and Mauritania</p>	

	<p>d) Technical Experts' Meeting of the West African Epidemiology Network on Drug Use (WENDU) and Regional Workshop on Sustainable Drug Data Collection, Analysis and Reporting held in Abuja, Nigeria from 16<sup>th</sup> to 18th July 2019.</p> <p>The training sessions developed the skills of the national focal points of WENDU towards improved collection, collation, analysis and dissemination of quality data on drug use and strengthening of national information systems on drug use.</p> <p>The regional training contributed to the harmonization of indicators and data sources to be assessed at drug treatment and rehabilitation facilities, and drug law enforcement agency units. It also established uniform mechanisms for drug data reporting in West Africa. Furthermore, the training sessions also improved the contents and the understanding of WENDU questionnaire. In addition, improved data collection and reporting capacity of the national focal points of WENDU contributed to the quality of the data in the 2014-2017 regional drug report.</p>		
<p><b>2.2.2 Determine the availability of drug abuse studies on West Africa and conduct epidemiological surveys on drug abuse in selected ECOWAS countries</b></p>	<ul style="list-style-type: none"> <li>• Conduct national surveys in countries most affected by drug abuse and least covered by existing studies</li> </ul> <p>National surveys on substance use and health among students in secondary schools were conducted.</p> <p>The national surveys included a large number of students in each country as follows:</p> <p>a) Cote d'Ivoire – 4, 169 students in 86 secondary schools;</p> <p>b) Liberia – 2, 890 students in 88 schools;</p>	<ul style="list-style-type: none"> <li>• Cote d'Ivoire</li> <li>• Liberia</li> <li>• Cape Verde</li> <li>• The Gambia</li> </ul>	<p>Draft reports of the national surveys are being finalised for final publication before the ECOWAS Project closes.</p>

	<p>c) Cape Verde – About 7,000 students in 38 secondary schools</p> <p>d) The Gambia – About 3,000 students in 75 schools</p> <p>Information collected in these national school surveys include:</p> <ol style="list-style-type: none"> <li>Sociodemographic characteristics;</li> <li>Relationship between students, their parents and friends;</li> <li>Substance Use - tobacco, alcohol, tranquilizers, stimulants, marijuana, cocaine, crack cocaine, ecstasy, methamphetamines, hallucinogens, heroin, opium, morphine, and solvents/inhalants;</li> <li>Violence;</li> <li>Mental Health and;</li> <li>Sexual and Reproductive Health.</li> </ol> <p>The national surveys provided information on drug use and health among adolescents and young people in secondary schools in respective countries.</p>		
<p><b>2.2.3. Conduct national and regional training on data collection, size estimations and drug use patterns based on previous assessments</b></p>	<ul style="list-style-type: none"> <li>Four regional training sessions were conducted for national focal points of WENDU.</li> <li>Conducted a total of six national training sessions (one session per country) for the focal points from each of the pilot drug treatment/rehabilitation facilities and the national drug law enforcement agency.</li> <li>The national epidemiology networks on drug use in each country feeds data into WENDU. Data from national networks will ultimately be integrated into the National</li> </ul>	<p>Regional</p> <ul style="list-style-type: none"> <li>Cote d'Ivoire</li> <li>Liberia</li> <li>Cape Verde</li> <li>The Gambia</li> <li>Guinea</li> <li>Ghana</li> </ul>	<p>A refresher national training session will be held in the first week of October 2019 for Liberia and Cote d'Ivoire.</p>

	<p>Health Management Information Systems in respective countries. For instance, Cape Verde has already developed an electronic platform where the drug data are being fed into their national health information system.</p> <p>From 2016 to date, the number of drug data elements being reported using the WENDU drug data collection form by ECOWAS Member States have increased. Furthermore, an increase in the number of countries have also increased. In the regional drug report, five (5) countries reported drug treatment data for 2014, eight (8) reported in 2015, and 15 reported in 2016 and 2017.</p>		
<p><b>2.2.4. Support an epidemiological research network at the regional level that can be used to network/twin national/regional epidemiology and drug data collection experts and foster cooperation and exchange of expertise/good practices</b></p>	<ul style="list-style-type: none"> <li>• UNODC supported the establishment of national epidemiology networks on drug use in six countries. National epidemiology networks on drug use in each country are made up of two focal points from each of the pilot drug treatment/rehabilitation facilities and the national drug law enforcement agency.</li> <li>• The national epidemiology networks on drug use in each country feeds feed data into WENDU. Data from national networks will ultimately be integrated into the National Health Management Information Systems in respective countries. For instance, Cape Verde has already developed an electronic platform where the drug data are being fed into their national health information system.</li> </ul>	<ul style="list-style-type: none"> <li>• Cote d'Ivoire</li> <li>• Liberia</li> <li>• Cape Verde</li> <li>• The Gambia</li> <li>• Guinea</li> <li>• Ghana</li> </ul>	

<b>Outcome 3: The development and sharing of practices and experiences enable the emerging of more specialized expertise in drug prevention and treatment in West Africa</b>			
<b>Ref. Activity</b>	<b>Achievement</b>	<b>Country</b>	<b>Comments</b>
<b>Grant programme, planning, launching, funding and monitoring 04 pilot initiatives projects on drug use prevention with CSOs</b>  <b>(3.1.1 Provide technical assistance to beneficiaries CSOs for the implementation the funded pilot projects in line with international norms and guidelines on drug use prevention)</b>	<p>Between January 1<sup>st</sup> 2017 – August 31<sup>st</sup> 2018, UNODC provided a grant of \$44,099 USD and technical assistance to the <b>CSO Association Liaison Universelle pour le Bien-être des enfants et des Jeunes (ALUBJ)</b> to fully implement activities related to the project "prevention of drug use among 15 to 24-year-olds with 22 schools in the Central, Plateau and East-Center Regions “</p> <p><b>ALUBJ</b> project advocated for sustainable solutions to youth on substance use prevention. Activities successfully implemented included sports and peer group education inside and outside schools’ settings for effective drug abuse prevention. Public awareness activities included conferences in schools, forum theater/sketches, projections of films and debates with students and other youth. Peer education training sessions on substance abuse were organized for students. Also, public awareness campaigns were launched to sensitize the public, teachers and media professionals. Additional interventions helped identification and referral of students’ who are using substances or at risk to University Hospital Yalgado Ouedraogo.</p>	Burkina Faso	All the Grants were provided prior to regional calls for proposals launched in 2016 and 2017 in close collaboration with ECOWAS Commission and under the overall oversight of UNODC HQVienna, Grant Committee (EPEU)
	<p>Between February 1<sup>st</sup> 2018 – 30<sup>th</sup> June 2019, UNODC provided a grant of \$42,274 USD and technical assistance to the <b>CSO Christian Health Association of Sierra Leone (CHASL)</b> to fully</p>	Sierra Leone	

	<p>implement activities related to the project “CHASL Standing the Right to Life in Drug Use Prevention Among Youth”</p> <p>The project activities targeted youth by promoting a safe environment, positive behaviours, drug awareness and healthy lifestyles in communities. A survey was conducted to assess community readiness and youth substance use and related harms. <b>CHASL</b> developed a peer-education curriculum on drug-abuse prevention for youth and conducted series of trainings and active-learning sessions in which young people learnt about drugs, their risks and how to promote the adoption of healthier lifestyles from themselves and their peers. Outreach and early interventions were carried out in the communities to bring awareness to the vulnerable populations and most at risk groups.</p>		
	<p>Between January 1<sup>st</sup> 2017 – 31<sup>st</sup> August 2018, UNODC provided a grant of \$36,350 USD and technical assistance to the CSO <b><i>Consolidated Youth for Peace &amp; Development (COYPED)</i></b> to fully implement activities related to the project “Peer Education Program for Alcohol &amp; Drug Prevention among Young People in Liberia”</p> <p>The project developed a youth to youth approach and peer education engagement for substance use prevention, positive life skills, sustained healthy attitudes among young people in Liberia.</p>	Liberia	

	<p>The project established a network of prevention ambassadors in Liberia targeting Montserrado, Bong, Nimba and Grand Bassa Counties; supported awareness campaigns, community based prevention strategies, outreach interventions, capacity building for Anti-drug schools clubs and mass media platforms.</p>		
	<p>Between 21<sup>st</sup> December 2016 – 21<sup>st</sup> December 2017, UNODC provided a grant of \$36,435 USD and technical assistance to the CSO <i>Organisation pour le Développement des Zones Arides et Semi-Arides (ODZASAM)</i> to fully implement activities related to the project “Project to sensitize populations located in the border strip in Mali against trafficking and drug use and promote the abandonment of its practices”</p> <p>The grantee <b>ODZASAM</b> developed activities targetting a zone near the border of Mali where drug use was a concern. Drug prevention activities carried out towards youth population, involving the local community (parents, religious leaders and peers groups) by promoting life skills education as a protective tool against drug use. Training of community’s leaders and village representatives was organised and sensitization of targeted populations on the consequences and harms of drug trafficking and substance use. The customs and police personnel was involved in drug traffic and use prevention in the targeted region. Organization of ceremonies to assign new mission to the village committees and communities trained women as a drug trafficking surveillance agents.</p>	Mauritania	

	<p><b>Field monitoring missions</b> have been conducted by UNODC in the four (4) beneficiaries countries, Burkina Faso, Liberia and Mauritania from March 1-10, 2018 and 16-18 may, 2018 in Sierra Leone to see on the ground how the activities had been implemented and bring technical support to the CSOs staff.</p> <p>The formative supervision was focused on international norms and standards for the prevention of drug use and on effective approaches targeting especially youth and most at-risk groups. It has served to assess the programmatic and financial / administrative of the on-going drug prevention projects, provided technical assistance to beneficiaries for a successful implementation of the grants projects.</p>	<p>Burkina Faso, Liberia and Mauritania from March 1-10, 2018 and 16-18 may, 2018 in Sierra Leone</p>	
--	--	---	--

<p><b>Implementation of UNPLUGGED, the drug use prevention programme in schools' settings</b></p> <p><b>(3.1.2 Support the adoption and the implementation of the UNPLUGGED drug use prevention programme in schools' settings in the pilot countries in ECOWAS)</b></p>	<p>On 14-16 November 2017 in Abuja (Nigeria) an introductory workshop was organized with UNODC and ECOWAS Commission on UNPLUGGED with support from HoGent University of Belgium. This scientifically proven programme on drug prevention was introduced to Ministers of Education of 04 pilot countries (Burkina Faso, Ivory Coast, Liberia, and Mali). The representatives of the targeted countries showed interest to implement “UNPLUGGED” as evidence-based Universal Prevention Curriculum at national level. An agreement was reached to implement “UNPLUGGED” Curricula in pilot countries in West Africa.</p> <p>Following the regional meeting, two countries: Cote d’Ivoire and Liberia exchanged in 2018 with UNODC letters requesting financial and technical support to launch UNPLUGGED in the countries. Ministry of Education was designated for the coordination of the UNPLUGGED programme and Focal points were nominated.</p>	Burkina Faso, Ivory Coast, Liberia, and Mali	Regional activity
	<p>From 11 – 13 September 2018, UNODC held a workshop training on “UNPLUGGED”: the drug use prevention programme in schools’ in Abidjan, Côte d’Ivoire for 26 teachers, school staff, partners of education sector (UNESCO, UNICEF), CSOs representative, CILAD-the antidrug agency personnel. The training was conducted by an international master trainer from HoGent University, Belgium.</p>	Côte d’Ivoire	
	<p>From 25<sup>th</sup> February to 2<sup>nd</sup> March 2019, UNODC held a workshop on “UNPLUGGED” in Monrovia, Liberia for 27 teachers, school staff, partners of education sector (UNESCO, UNICEF, UNAIDS), CSOs representative, LDEA-the antidrug agency personnel. The training session were conducted by master trainer</p>	Liberia	

	from Nigeria and material provided by the NGAV16 CONIG drug project.		
	Between 15 – 18 April 2019, UNODC held a workshop that helped review and adapt the UNPLUGGED training material for national contexts, in Abidjan, Côte d’Ivoire. Directors of education institutions/services, national focal points, curriculum experts, facilitators participated in the activity under the Education steering committee	Côte d’Ivoire	
	Between 25 – 27 June 2019, UNODC conducted a training workshop on “UNPLUGGED”: the drug use prevention programme in school settings in Yamoussoukro, Côte d’Ivoire for 34 teachers, school staff, partners of education sector (UNESCO, UNICEF, UNAIDS), CSOs representative, staff from CILAD/PNLTA antidrug agencies. The training was conducted by an international master trainer from HoGent University, Belgium.	Côte d’Ivoire	
	Between 19 – 23 August 2019, UNODC conducted a training workshop on “UNPLUGGED”: the drug use prevention programme in schools’ settings was organized from 19 to 23 August 2019 in Monrovia, Liberia for 52 teachers, school staff, partners of education sector (UNESCO, UNICEF, UNAIDS), CSOs representative, LDEA-the antidrug agency personnel. The training session were conducted by two master trainers from Nigeria and learning material provided by the NGAV16 CONIG drug project.	Liberia	

<p><b>Supporting the Development of drug addiction curriculum</b></p> <p><b>(3.1.3 Provide technical assistance to national authorities and academic institutions for the integration of the drug addiction treatment/prevention protocols into curriculum in ECOWAS region)</b></p>	<p>From 7 to 9 June 2017, UNODC organized a workshop on the construction of a drug addiction curriculum for academic institutions in West Africa, held in Abuja, Nigeria. The workshop was organized in partnership with the ECOWAS Commission, in particular with two Departments: (1) Education, Science and Culture and (2) Social Affairs and Gender and in close collaboration with UNESCO-Nigeria, the Technical Support Facility for West and Central Africa / UNAIDS Regional Office, representatives of Nigerian Ministry of Education.</p> <p>Experts from Kenya who already experienced in building such curricula on drug addiction had extensively shared their expertise in the domain along with other strategic partners. Members States from Nigeria and Senegal, UNESCO (Nigeria), the Technical Support Facility for West and Central Africa / ICI-Santé (Burkina Faso); partner of UNAIDS regional office participated in the workshop and presented their current initiatives in the development of a training manuals on drug use prevention, and guidelines for the management of drug addiction.</p> <p>Roadmap to the way forward had been designed and shared with the relevant ECOWAS units. The main outcome of that regional consultation was the identification of the procedural and content elements needed for the development of modules on the prevention and management of drug addictions for academics institutions of West Africa.</p>	<p>ECOWAS Commission</p> <p>two Departments: (1) Education, Science and Culture and (2) Social Affairs and Gender. Participation of Senegal, Nigeria and Burkina Faso</p>	<p>Regional Activity</p>
--	---	---	--------------------------

	<p>On 28<sup>th</sup> February, UNODC supported the launch of the first University Degree in Addictology in West Africa by the Faculty of Medicine of the University Cheikh Anta Diop of Dakar (Senegal) UNODC supported the establishment this university curricula in order to increase trained addictology specialists, promote a public health and human rights-sensitive approach. Support provided by UNODC contributed to change in therapeutic methods by popularizing addictology in Senegal and in the region.</p>	Senegal	
	<p>UNODC held consultations, presentations and advocacy activities during the statutory meetings of ECOWAS Experts and Ministries of Education. The Ministers of Education adopted the initiative: <i>“Disseminate the ECOWAS-UNODC Curriculum on the prevention and treatment of drug related issues in educational institutions and universities of Member States and include modules on sexuality education in schools...”</i></p>	All ECOWAS member states and Mauritania	Regional Activity
	<p>After supporting the launch of the first University Degree in Addictology, UNODC held consultations to showcase the Senegalese curriculum experience to ECOWAS-UNODC-EU prior to a regional dissemination. The launch, marked a major milestone for Senegal, ushering in promising prospects of increased endogenous specialized expertise, not only at national level, but also, potentially for the broader West Africa region.</p> <p>Senegalese authorities submitted a report in June 2019, on the process and content of their national curriculum to ECOWAS Commission. ECOWAS commended this achievement and could use the curriculum of that degree as a basis for the development of a regional template which other ECOWAS Member States</p>	Senegal	Regional Activity

	could eventually adopt at Ministerial level, and thus foster a harmonized approach to drug prevention, treatment and care across West Africa.		
<p><b>First Scientific Consultation on prevention and treatment of drug use disorders and other capacity building activities</b></p> <p><b>(3.1.4 Build the capacity of health professionals, peer educators and CSOs on drug dependence prevention, treatment and care, through training and mentoring in close collaboration with ECOWAS drug unit)</b></p>	<p>Between 20 – 21 February 2017, UNODC organized, for the first time in West Africa, a high-level “Scientific Consultation on prevention and treatment of drug use disorders” in Abidjan, Côte d’Ivoire.</p> <p>The Scientific Conference, which was attended by more than eighty (80) participants, served as a platform for international and African experts to share knowledge, best practices and recent research findings on the issues of drug use and addiction. The meeting has given the opportunity to promote methods based on scientific evidence as well as international standards and protocols that are critical in order to improve drug demand reduction policies and programs in West Africa.</p> <p>The meeting also offered a unique opportunity to build partnership between African experts/researchers and French and Moroccan scholars. Were discussed possibilities to receive doctors and young academics for sites visits, fellowships and courses on drug addiction area in universities or specialised treatment centers in France and Morocco.</p>	All ECOWAS member states and Mauritania	Regional Activity

	<p>On 5<sup>th</sup> and 6<sup>th</sup> July 2017 in Abuja (Nigeria), UNODC supported the training workshop for representatives of media and youth-led organizations/networks to address illicit drug trafficking, organized crimes and drug abuse in West Africa. This training is in line with output 1.2.2 of the EU support project “Support to ECOWAS Drug unit advocacy, monitoring and coordination capacities, FED/2014/351-369”. Attended by more than 30 participants, the meeting has served for the Media and the Youth Networks to design advocacy plans towards drug policy makers and drug prevention programmes that can be cascaded in their communities.</p>	<p>All ECOWAS member states and Mauritania</p>	<p>Regional Activity</p>
	<p>UNODC and ECOWAS organized a workshop, “Building CSOs Capacity for Substance Use and Prevention and Care in ECOWAS Member States and Mauritania,” in Abuja, Nigeria on February 2018. The workshop provided skills and knowledge to develop and carry out effective evidence-based prevention intervention for 32 representatives of Civil Society in West Africa.</p> <p>Following the workshop, focal points of Civil Society Organizations from the 16 countries of ECOWAS, set up the West African Network of Civil Society on Substance Abuse (WANCSA) to better coordinate their efforts towards drug prevention and treatment in the region.</p>	<p>All ECOWAS member states and Mauritania</p>	<p>Regional Activity</p>

	<p>UNODC provided technical support to the field mission of the INL-USA West Africa Drug Demand Reduction Mission from 07 and 08 September 2017. The INL mission helped introduce trainings opportunities of Universal Treatment Curriculum (UTC) and Universal Prevention Curriculum (UPC) targeting Cote d'Ivoire, Nigeria and Senegal. Letter of interest and Technical Support Request were send (by Senegal) to INL and Colombo Plan Programme to launch training sessions for national stakeholders.</p>	Senegal	Other countries were also targeted to benefit from UTC/UPC training opportunities
	<p>UNODC provided technical support during two Regional Trainings of the Universal Treatment Curriculum (UTC) under the UNODC-WHO Joint Programme that took place from 22 to 30 August 2016 and from 28 November to 08 December 2016 in Cotonou (Benin) in partnership with the Colombo Plan. The training sessions were for 47 national counterparts from Côte d'Ivoire, Benin and Togo (GLOK32 Global Programme).</p> <p>Following these initial training activities, various dissemination training sessions were organized in other countries such as Burkina Faso, Mali, Niger, Cote d'Ivoire.</p>	Côte d'Ivoire, Benin and Togo	
<p><b>Supporting Harm Reduction initiatives at regional level</b></p> <p><b>(3.1.5 Provide expert advice and direct support to disseminate best practices at the regional level on harm</b></p>	<p>UNODC provided regular technical support and close consultations with two organizations (PARECO-ANCS and ENDA Santé) that are implementing regional harm reduction programmes in West Africa in partnership with Global Fund and UNAIDS sponsors.</p> <p>UNODC-ROSEN supported the regional proposal on harm reduction with injecting drug users, submitted by ANCS (Civil Society network) and sponsored by the Global Fund. UNODC</p>	Beneficiaries countries are Burkina Faso, Senegal, Guinea Bissau, Cabo Verde and Cote d'Ivoire	

<p><b>reduction approaches in selected West African countries.)</b></p>	<p>was a member of the Technical Review Panel (TRP) which was an independent group of international experts that formulated recommendations to the Grant Approval Committee, and to the Global Fund Board. Following the evaluation of that International review committee, the proposal has been submitted and approved for funding to develop Harm Reduction activities (2016-2019) that covers six countries in West Africa (Senegal, Cote d'Ivoire, Nigeria, Guinea Bissau, Cabo Verde and Burkina Faso)</p> <p>Technical assistance provided to the programme helped improve access to harm reduction services and promoted respect for the human rights of people who inject drugs (PWID) in West Africa. UNODC continues to provide technical assistance to recipients for an integrated, regional harm reduction program that focuses on policies, health, social integration, security issues and addresses infectious diseases risks /comorbidities linked to injecting drug use.</p>		
<p><b>Other support provided including advocacy initiatives on drug policies and development of strategic plan on drug control and DDR strategies</b></p>	<p>UNODC took part in the 62nd Commission on Narcotic Drugs (CND) in Vienna (Austria) from 18 to 22 March 2019 that gathered various participants from around the world. A support was provided to the Francophone Side event on “<i>REFORMES DES POLITIQUES ET LOIS SUR LES DROGUES EN AFRIQUE DE L’OUEST</i>”, organized by the Government of Côte D’Ivoire, UNODC-ROSEN, ECOWAS, the International Drug Policy</p>		

	<p>Consortium, the Global Commission on Drug Policy, Médecins du Monde, and the International Network of People who Use Drugs. The side-events offered platforms to discuss policy reform, balanced approach regarding drug control where focus must be put on public health and human rights of drug users. Also, the gatherings, meetings and discussions has enshrined evidence-based on prevention, treatment, care, rehabilitation and harm reduction for key populations such as drug users.</p>		
	<p>UNODC in collaboration with UNAIDS, OHCHR, Global Fund, Coalition PLUS, AIDS+ and civil society partners from Africa and the Caribbean regions organised events that mainstream and support policies and strategies for harm reduction during the 22<sup>nd</sup> International AIDS Conference that was held on 22-27 July 2018 at the Amsterdam,. UNODC provided technical assistance to the work key actors are doing at the ground level on initiation of harm reduction services and advocacy for PWUD inclusion. The advocacy initiative was critical to scaling up efficient experiments and to overcoming political tensions, stigma and human rights violations.</p>		
	<p>UNODC provided technical support to the UNODC field mission from 20<sup>th</sup> to 26<sup>th</sup> March 2017 to assist the Republic of Benin during the revision of the National Integrated Program (NIP) to combat drug trafficking, drug abuse and related organised crime. The field mission, which included a first phase of bilateral meetings and a second phase of national workshop, revisited the partnership framework, reviewed the situation in the field of drug</p>	Benin	

	<p>abuse and illicit trafficking in Benin, analyzed responses, updating and reformulating the NIP in light of new threats and opportunities. Drug demand reduction provisions and strategies are mainstreamed in this revision.</p>		
	<p>UNODC annually supported the activities celebrating the international World Drug Day (WDD) and the launching of the World Drug Report (WDR). In liaison with the Advocacy Section and the Prevention, Treatment and rehabilitation Section (PTRS) in Vienna, technical support was provided to Member States and partners: anti-drug Interministerial committees, civil society organizations, Media's networks and multilateral agencies on activities marking these events.</p> <p>UNODC in collaboration with national parties carried out different activities including public walks, rallies, conferences, media broadcasts, public shows and burning of seized drugs in order to raise public awareness on the dangers of drugs. UNODC support counterparts to implement various communication activities using several mass media channels not only to sensitize the public on drug use situation but also advocate decision-makers to address the scourge of drug trafficking and abuse at regional and country levels.</p>	All ECOWAS member states and Mauritania	Global Activity
	<p>UNODC has joined the National Working Group set up in 2016 by the Interministerial Committee (Anti-drug Agency) on drafting the National Action Plan to tackle drug problem in Senegal for the four years (2016-2020). UNODC worked along with counterparts from health, education, justice, security sectors, civil</p>	Senegal	

	<p>society and financial and technical partners during the workshop. This four-year Plan of Action for drug control in Senegal has provisions on drug prevention, treatment, rehabilitation, supply reduction and harm reduction. As requested by the President of the Republic of Senegal, the final document was shared and approved by Senegalese authorities on November 2016.</p> <p>UNODC provided technical support to the 2018 half-year implementation of the Senegalese master plan on drug control related to Drug demand reduction (fully funded by National budget). Specific support was provided to drug use prevention, treatment and care institutions. One of the main achievements for the DDR component was the elaboration and adoption of a national drug use prevention module for secondary school level with the Ministry of Education. The manual is finalized by Ministry of Education of Senegal and shared with all the stakeholders and partners including UNODC.</p>		
--	---	--	--

	<p>From 19 to 20 January 2016, UNODC participated in a regional conference organized by the WACSI with support from OSIWA in Accra, Ghana. This meeting was the follow up of a series of national multi-sectorial meetings on drug policy reform in three target countries, namely Benin, Ghana and Senegal. 56 participants were present from 11 ECOWAS countries, namely Benin, Burkina Faso, Cabo Verde, Cote d'Ivoire, Ghana, Guinea-Bissau, Guinea, Liberia, Nigeria, Senegal and Sierra Leone as well as representatives of regional organizations, such as WACSI and WADPN. The audience were 56 stakeholders of eleven ECOWAS Member States from relevant public sector institutions, such as Ministries of Health, Security, Interior and Justice, who engage in drug policy formulation and implementation.</p> <p>The regional meeting provided an opportunity for government officials and national law enforcement agencies to discuss drug policy issues and necessary reforms identified at the national-level meetings. The meeting helped shape and consolidate the West Africa's common position prior to United National General Assembly Special Session (UNGASS) April 2016 on the world drug problem.</p>	<p>Benin, Burkina Faso, Cabo Verde, Cote d'Ivoire, Ghana, Guinea-Bissau, Guinea, Liberia, Nigeria, Senegal and Sierra Leone</p>	<p>Regional Activity</p>
--	---	---	--------------------------

	<p>UNODC provided a technical support during the elaboration of the master plan of drug control and related Drug demand reduction strategies in Burkina Faso from 03 to 08 December 2018. Support was provided along with NGO REVS PLUS, Association AIDES, UNAIDS in collaboration with the CNLD (Anti-drug agency) during multi-sectoral workshop.</p> <p>The assistance helped national efforts to identify proposals and mobilize financial and / or technical resources for the development of the National Strategy against Drugs for the period 2019-2023. At the end of workshop, an inclusive and multisectoral national committee was set up to draft the national strategy and submit it later to Ministry of Security and Internal Affairs of Burkina Faso.</p>	Burkina Faso	
	<p>In 2019, UNODC and the West African Health Organization (WAHO) have initiated consultations and exchanges on drug problem and its public health negatives consequences in West Africa. Though official correspondences, the two organizations discussed the scourge of drug abuse and its consequences in West Africa and examined ways for collaboration or networking, in view of creating a more favorable regulatory framework for drug control, the development of specialized drug treatment services, establishment of drug information systems, etc., particularly between and amongst member countries.</p> <p>Following these initial consultations, UNODC assisted WAHO to organize a three (3)-day training from 17 to 19 June 2019, Abidjan, Cote d'Ivoire for Competent Authorities of ECOWAS member Countries in Demand Reduction, Quantification and</p>	All ECOWAS member states and Mauritania.	Regional Activity

	Reporting of Statistics of Controlled Drugs and Substances. During that workshop, WAHO UNODC and national counterparts identified joint initiatives to promote drug demand reduction interventions in West Africa.		
<b>Outcome 4:</b>			
<b>Reformed national institutional and legal frameworks and improved sub-regional, regional and international cooperation</b>			
<b>Ref. Activity</b>	<b>Achievement</b>	<b>Country</b>	<b>Comments</b>
<b>4.1 Improved Law enforcement agencies' knowledge and resources for enhanced cooperation to combat international drug trafficking</b>			
<b>A Regional Directory is available</b>	Produced country reports containing sections on geopolitical statistics, narcotics trafficking enforcement legal frameworks, law enforcement capacity assessments and recommendations were compiled and transmitted to the ECOWAS between April and August 2017.	Burkina Faso, Cabo Verde, Burkina Faso, Ghana, Mali, Mauritania, Liberia, Sierra Leone, Togo	

<b>Number of training sessions held</b>	Training on drug trafficking investigations focusing on port interdiction, techniques to profile drug traffickers and to perform controls.	Benin and Togo	
<b>Supporting joint operations</b>	<p>Creation of an integrated law enforcement training capacity on organized crime in Senegal, Ecole Nationale de Police, Dakar, Senegal</p> <p>Operation OPEN ROADS - Meeting brought together Heads of Law Enforcement agencies from all three countries, including experts from INTERPOL and UNODC (28 March 2017). Meetings eventually led to an MOU signed between the three countries aimed at strengthening police-to-police cooperation to fight drug trafficking and organised crime between borders,</p> <p>Operation BENKADI in cooperation with INTERPOL and the UN police component of MINUSMA. Threat assessment were carried out by each country, identified 17 borders and main axes of</p>	<p>Senegal</p> <p>Senegal, Guinea Bissau and Gambia</p>	

	<p>illicit trafficking which were covered during the operation, with 18 different law enforcement agencies cooperating.</p> <p>Prior the operation the following meetings and training were held to ensure</p> <p>coordination and set of basic skills for the chiefs of field operation:</p> <ul style="list-style-type: none"> <li>• April 2, 2019 – Dakar: Expert meeting between UNODC, INTERPOL and MINUSMA experts to discuss security issues, main trafficking, support of each agency</li> </ul> <p>in the operation</p> <ul style="list-style-type: none"> <li>• April 3, 2019 - Dakar: Regional Stakeholders’ meeting. 18 representatives from different law enforcement agencies of the three countries gathered to discuss and agree on the way forward in relation to government resources, border posts to target and main illicit trafficking routes, training content, calendar of activities and possible security</li> </ul>	<p>Burkina Faso, Cote d’Ivoire and Mali</p>	
--	--	---	--

	<p>threats.</p> <ul style="list-style-type: none"><li>• July 1-4: Training for 24 law enforcement front line officers acting as chiefs of operation field during the operation to provide a set of standards and basic skills to detect and identify drugs, potential victims of trafficking, stolen vehicles, stolen arts and illicit trafficking of arms.</li><li>• July 5 – Pre-operational meeting to discuss logistics among the national stakeholders.</li></ul> <p>Achievements during investigations:</p> <ul style="list-style-type: none"><li>• Over 5 tons of fake medicines seized</li><li>• 36 minor potential victims of trafficking identified and provided shelter</li><li>• 18 luxurious stolen vehicles identified and seized</li><li>• 10 grams of heroin and 30 pills of amphetamine seized</li><li>• Military vests, explosives seized as illegally held</li></ul>		
--	---	--	--

<p><b>Enhancing information sharing to counter illicit trafficking of tramadol</b></p>	<p>High-level decision makers from the anti-narcotics drug agencies and Food and Drugs Administration authorities of India, Nigeria and Ghana met in New Delhi, India, at the premises of the Indian Narcotics Control Board (NCB) to foster stronger cooperation, coordination and exchange of intelligence to counter tramadol trafficking based on ongoing investigation. Activity implemented in synergy with the Nigerian Drug Project and Crimjust.</p> <p>A follow up activity took place on July 23-24 in Lagos, Nigeria.</p>	<p>Ghana, Nigeria and India</p>	

	<p>From 20 to 22 August 201, a <b>practical workshop to enhance the detection and investigation of clandestine methamphetamine laboratories was organized</b> for operational investigators (3 per country) from the drug law enforcement agencies of Ghana, Sierra Leone, Liberia and The Gambia</p> <p>Provide anti-narcotic law enforcement agencies with examples of good practice to enhance the detection and dismantling of clandestine methamphetamine labs as well as providing a set of basic skills to commence post-seizure investigations. This will be done through a process of the NDLEA's Special Enforcement Team and US DEA sharing lessons learned from the detection and investigation of methamphetamine laboratories in Nigeria.</p> <p>Promote and support law enforcement South-to-South cooperation on investigating drug trafficking syndicates.</p>	Experience will be part of the activity.	
--	---	--	--

Ref. Activity	Achievement	Country	Comments
<p><b>4.1.3: Provide eLearning training capacity to selected ECOWAS Member States by deploying Mobile Training Units (MTUs)</b></p> <p><b>Deployment of eLearning Mobile Training Unit (MTU)</b></p>	<p>UNODC Localized 14 eLearning Modules into French and 10 into Portuguese.</p> <p>All these modules, including the ones in English (100+) were loaded on 8 Mobile Training Units (MTU) that were procured and donated in 8 West African Countries.</p> <p>Period of implementation: July 2016 to August 2019,</p> <p>Total value of MTUs: USD 657,634 USD.</p> <p>Each deployment happened in two phases:</p> <ul style="list-style-type: none"> <li>- A 3-day Training of Trainers for the IT Personnel of the Law Enforcement Agencies to know how to operate the Mobile Training Unit</li> <li>- A donation ceremony with the main heads of Law Enforcement Agencies in the country where the equipment is officially donated to the Country</li> </ul>	<p>Ghana (20 – 23 March 19)</p> <p>Gambia (27-30 Nov. 2018)</p> <p>Sierra Leone (4-7 Dec. 2018)</p> <p>Togo (5-8 March 2019)</p> <p>Benin (12-15 March 2019)</p> <p>Côte d’Ivoire (19-22 March 2019)</p> <p>Cabo Verde (29 July – 01 Aug. 2019)</p> <p>Senegal (5-8 Aug. 2019)</p>	<p>A Mobile Training Unit (MTU) A Mobile Training Unit is a set of 10 computers, a server and interconnecting equipment (these are very robust, ruggedized, and state of the art computers) already loaded with eLearning training modules that can be used to deliver training and improve the capacity of Law Enforcement Agencies to fight Drugs and Crime.</p>

Ref. Activity	Achievement	Country	Comments
<p><b>Assessment of forensic capacity</b></p> <p><b>(4.3.1 Assess the forensic capacities/needs in priority ECOWAS Member States and Mauritania)</b></p>	<p>The forensic team conducted assessment missions on the capacity of forensic services in all ECOWAS countries plus Mauritania (except for Sierra Leone).</p> <p>These evaluations allowed to have an overview of Forensic services, identify the various problems faced by the forensics actors and propose tailored-made and sustainable solutions.</p> <p>The assessment reports highlighted needs and opportunities towards the strengthening of forensic services in West Africa, through a double focus: adapting to national specificities, and creating synergies at a regional level. They are used as a basis for the design, planning, and implementation of activities falling under the forensic component of the project.</p> <p>As a result, UNODC has developed a technical assistance strategy for three key countries to become regional pilot training hubs.</p>	<p>All Members States plus Mauritania (except from Sierra Leone)</p>	<p>The assessment mission of Sierra Leone has been cancelled due to instabilities related to Presidential elections in 2018.</p>
<p><b>Regional Forensic Workshops</b></p> <p><b>(4.3.2 Strengthen the regional network of Forensic service providers, develop</b></p>	<p>In December 2017, UNODC organized a regional meeting in Cabo Verde that brought together international partners (French and German Cooperation) and countries identified as pilot hubs (Cape Verde, Côte d'Ivoire and Ghana) to discuss the establishment of these</p>	<p>Cabo Verde, Côte d'Ivoire and Ghana</p>	

<b>regional cooperation around pilot forensic hubs and a proposal of a sub-regional forensic strategy.)</b>	regional centers as well as the forensic services network in West Africa.		
	Subsequently, in May 2018, GIZ and UNODC organized a follow-up meeting on the establishment of this network in Abuja, inviting Senegal and Nigeria in addition to the pilot countries	Cabo Verde, Côte d'Ivoire, Ghana, Senegal and Nigeria	
	These 5 five countries met a third time under the aegis of UNODC and GIZ at the preparatory meeting for the regional conference in March 2019 to finalize the framework documents of the network.	Cabo Verde, Côte d'Ivoire, Ghana, Senegal and Nigeria	
	At the regional conference « Regional Centers / Hubs & Network of Forensic Institutions in West Africa», in Abidjan, Côte d'Ivoire, on 26 and 27 June 2019, the hubs strategy and activities implemented were presented to all Member States. The results to be highlighted, at the end of this conference, are the fact that even if there was no complete consensus, all Member States reached agreement on the need to establish poles of competence that would possess greater analytical capacity and human resources, while continuing to work at national level to	All Members States plus Mauritania	Regional activity

	<p>establish the minimum required for the provision of forensic.</p> <p>On the other hand, the West African Network of Forensic (WafNet) is created and fully operational in the region.</p>		
<p><b>Training events</b></p> <p><b>(4.3.3 Conduct training sessions in priority forensic disciplines and study tours within the region)</b></p>	<p>Training in Document Examination was conducted in Lagos for the National Police Force (NPF) Forensic Laboratory, the NPF Forensic field agents and Nigerian Drug Law Enforcement Agency (NDLEA) agents.</p> <p>The activity held with the technical support of French Cooperation and the British Cooperation alongside the UNODC expert.</p> <p>The type of skills acquired during this training could be used for other purposes, such as corruption. As a matter of fact, the detection of fraudulent documents can be diverted to obtain some bribe instead of making some judiciary case of it.</p>	Nigeria	
	<p>The UNODC AIRCOP programme organize a training on fraudulent document for member of thirteen Joint Airport Interdiction Task Force (JAITFs) in West Africa and. The ECOWAS project participated by donating magnifier with UV light to the participants for the training.</p>	Benin, Burkina Faso, Cameroun, Cabo Verde, Côte d'Ivoire, Guinea Bissau, Mali, Niger, Senegal, et Togo	Regional Training organize by Aircop programme with the support of Ecowas project. for the

	From 11 <sup>th</sup> to 15 <sup>th</sup> of March a Training of Trainers has been organized at the Criminal Investigation Department of Ghana Police Services. This training was focusing in Forensic Awareness, Drug Analysis and crime Scene Management and help identify future regional trainers for English speaking countries	Ghana	
	From 8 <sup>th</sup> to 12 <sup>th</sup> of April a Training of Trainers has been organized at the Laboratório de Polícia Científica (Scientific Police Laboratory) of Cabo Verde. This training was focusing in Forensic Awareness, Drug Analysis and crime Scene Management and help identify future regional trainers for Portuguese's speaking countries	Cabo Verde	
	<p>UNODC organized an Instructor Development Course and Forensic Awareness training for the future regional trainers selected during the Training of Trainers.</p> <p>The main objective of this training was to equip them and prepare them to fully play their role as regional experts and trainers in their respective disciplines.</p>	Cabo Verde, Côte d'Ivoire and Ghana	Regional Training for the Regional Trainers in Dakar
	UNODC supported Ghana's Forensic pilot hub to organize its first regional training courses for English-speaking countries under the mentorship of the project team.	Ghana Liberia Nigeria	Regional Training at the Forensic pilot hub of Ghana (Study tour)

	This has created bridges between Forensic actors from different countries in the sub-region and laid the foundation for effective South-South cooperation.	The Gambia Sierra Leone	
	<p>UNODC supported Cabo Verde's Forensic pilot hub to organize its first regional training courses for Portuguese-speaking countries under the mentorship of the project team.</p> <p>This has created bridges between Forensic actors from different countries in the sub-region and laid the foundation for effective South-South cooperation.</p>	Guinea Bissau, Cabo Verde	Regional Training at the Forensic pilot hub of Cabo Verde (Study tour)
	<p>UNODC supported Côte d'Ivoire's Forensic pilot hub to organize its first regional training courses for French-speaking countries under the mentorship of the project team.</p> <p>This has created bridges between Forensic actors from different countries in the sub-region and laid the foundation for effective South-South cooperation.</p>	Benin, Burkina Faso, Guinea, Mali, Niger, Senegal, Togo and Mauritania	Regional Training at the Forensic pilot hub of Côte d'Ivoire (Study tour)
<p><b>Forensic equipment (Materials and consumables)</b></p> <p><b>(4.3.4 Provide basic forensic equipment (Materials and consumables commensurate with</b></p>	In accordance with the training provided in the hubs, UNODC provided equipment, consumables, reference materials and other materials necessary for the running of the laboratories and the organization of regional training were distributed to the hubs.	Ghana, Côte d'Ivoire, Cabo Verde	

<p><b>identified national needs and in relation to training courses delivered and mentoring)</b></p>	<p>These hubs have also received donated handheld Raman devices that are new to the region and provide a preliminary indication of illicit substances.</p>		
	<p>UNODC kits (drugs and precursors) were distributed to all countries following the training received in the hubs.</p>	<p>All member states</p>	<p>During the assessment missions, in some countries, we identified many donated equipment that was not maintained and/or used for various reasons. As a result, we have decided to be cautious in our intentions to purchase equipment and to ensure that once given, governments take</p>

			<p>responsibility for their maintenance and proper use.</p> <p>However, other countries have a real need to acquire analytical equipment to provide minimum forensic services.</p>
<p><b>Forensic Manuals, Protocols, SOP's</b></p> <p><b>(4.3.5 Assist in developing basic protocols for handling physical evidence (e.g. ensuring integrity of evidence, chain of custody, storage, etc.) and provide advice on best practices and procedural issues to facilitate the full use of forensic science approaches in criminal investigations)</b></p>	<p>SOPs for techniques used in laboratories and Crime Scene Management teams have been improved (and/or created) where they exist in close collaboration with local experts.</p> <p>These SOPs will be used by countries that share the same legal system as a basis for developing and adapting to their own environment.</p>	Ghana, Côte d'Ivoire, Cabo Verde	
	<p>UNODC supported Côte d'Ivoire in the drafting of their national procedure manual on Crime Scene Management by organizing a validation workshop and providing them with an international expert.</p>	Côte d'Ivoire	

Ref. Activity	Achievement	Country	Comments
<b>Outcome 4.2</b>  National legal frameworks are assessed, and their harmonization promoted	Validation of the drugs bill 27 February - 3 March 2018	Cote d'Ivoire	
	Conducted a workshop to sensitize parliamentarians on Drugs, this led to the establishment of a parliamentarian's network on drugs. 31 May - 1 June 2018	Cote d'Ivoire	
	Conducted a workshop for the National Integrated Plan against drugs. 27 February - 1 March 2019	Cote d'Ivoire	
	Drafted implementing decrees on: <ul style="list-style-type: none"> <li>- Therapeutic injunction</li> <li>- Harm reduction,</li> <li>- Seizure and confiscation of criminal assets</li> </ul> 12 – 30 April 2019	Cote d'Ivoire	
	Held a workshop for the validation of texts and the revising of the drug code. January 2019	Senegal	

Conducted a workshop to sensitize the magistrates on the implementation of therapeutic injunction. 4 – 6 December 2018	Senegal	
Conducted a workshop of sensitization for parliamentarians and setting up a parliamentarian's network against drugs. 13 – 14 September 2018	Senegal	
Workshop for sensitization for security forces on harm reduction which led to a revision of the decree on harm reduction. 30 – 31 August 2018	Senegal	
Strengthening the legal and institutional framework against drugs, which led to the draft of the legislation revising the drug code. 5 – 9 March 2018	Senegal	
Workshop for validation of the National Integrated Plan against drug and organized crime	Benin	
Workshop for the validation of the National Integrated Plan against drug and organized crime. 15-19 July 2019	Mauritania	
Technical review of the National Integrated Plan against drug and organized crime. 22-23 August 2019	Togo	
Technical review of the Drug control act. 5 – 7 February 2019	Gambia	
Deliver two (02) train the trainer course for ECOWAS member States. These trainings were conducted through	One training for Francophones in	

	<p>the WACAP as prosecutions of organised and serious crimes require effective inter-agency cooperation as does locating people and obtaining information for MLA/Extradition requests, this initiative aimed to link to “Effective inter-agency cooperation on disrupting crime”.</p>	<p>Abidjan, Cote d’Ivoire on 9-13 September 2019</p>	
		<p>One for anglophones in Accra, Ghana on September 16-30, 2019</p>	
	<p>Workshop to validate the Drug control Masterplan. 13 - 15 December 2017</p>	<p>Gambia</p>	