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Mid-term Independent Project Evaluation

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

XAW/Z28
Western Africa

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This independent evaluation report was prepared by an evaluation team consisting of Ms. Elca Stigter (lead evaluator) and Ms. Linda Amadi (programme expert). The Independent Evaluation Unit (IEU) of the United Nations Office on Drugs and Crime (UNODC) provides normative tools, guidelines and templates to be used in the evaluation process of projects. Please find the respective tools on the IEU web site: <http://www.unodc.org/unodc/en/evaluation/evaluation.html>

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ABBREVIATIONS AND ACRONYMS

<i>Abbreviation</i>	<i>Full name</i>	<i>Abbreviation</i>	<i>Full name</i>
AIDS	Acquired Immunodeficiency Syndrom	PWID	People who Inject Drugs
ARIN-WA	Asset Recovery Inter-Agency Network for West Africa	PSCC	Project Steering & Coordination Committee
ARTECAO	Projet d'Appui au Renforcement de la police Technique et Scientifique en Afrique de l'Ouest	ROSEN	Regional Office for West and Central Africa
CCP	Container Control Programme	RP	Regional Programme
CSO	Civil Society Organization	SACENDU	South African Community Epidemiology Network on Drug Use
ECOSOC	United Nations Economic and Social Council	SDG	Sustainable Development Goal
ECOWAS	Economic Community of West African States	UNAIDS	Joint United Nations Programme on HIV and AIDS
FEEP	Framework on Engagement for External Partners	UNDP	United Nations Development Fund
		UNEG	United Nations Evaluation Group

GIABA	Inter-Government Action Group Against Money Laundering in West Africa	UNICEF	United Nations Children's Fund
		UNODC	United Nations Office on Drugs and Crime
INTERPOL	International Criminal Police Organization	UNOWA	United Nations Office for West Africa
ICEP	International Collaborative Exercise Programme	UNTOC	United Nations Convention against Transnational Organized Crime
LENDU	Liberian Epidemiology Network on Drug Use	WACAP	West African Network of Central Authorities and Prosecutors
LSS	Laboratory and Scientific Section	WACI	West Africa Coast Initiative
NGO	Non-Governmental Organisation	WAPCCO	West African Police Chiefs Committee
OECD-DAC	Organization for Economic Cooperation and Development- Development Assistance Committee	WENDU	West African Epidemiology Network on Drug Use
		WHO	World Health Organization

MANAGEMENT RESPONSE

<i>Recommendation</i>	<i>Management Response (accepted/partially accepted/rejected)</i>
1. Undertake a comprehensive project revision with a revised design, including enhanced logframe and budget allocation.	Partially accepted
2. Develop a joint sustainability strategy with a long-term vision for regional, sub-regional and national activities to support the implementation of the ECOWAS Regional Action Plan, including by clarifying and strengthening the links with projects under the RP. (ROSEN project team together with ECOWAS Drug Unit; ROSEN management team).	Partially accepted
3. Strengthen the institutionalization of partnerships, entities and results, including by a) Creating a permanent liaison officer position at the ECOWAS Commission; b) Establishing a Secretariat of WENDU; c) Prepare data collection guidelines for WENDU focal points; d) explore capacity-building support options for civil society organizations working in DDR; e) reduce risks to sustainability of the e-learning component (ROSEN project team together with ECOWAS Drug Unit, UNODC senior management at HQ and in the field).	Partially accepted
4. Revise the current communication strategy (incl. a dissemination strategy) and public relation activities, including by collecting and disseminating good practices and lessons learned. (ROSEN project team)	Accepted
5. Develop a fund-raising strategy to prioritize limited funding available for epidemiology and DDR. (ROSEN project team)	Accepted
6. Sustain high-level engagement and undertake enhanced advocacy at international, regional and national levels, including making use of ECOWAS Commission avenues, such as monitoring missions. (ROSEN project team, UNODC ROSEN in close cooperation with ECOWAS Drug Unit)	Accepted
7. Explore ways to extend cooperation and capitalize on existing regional networks in the field of criminal justice to strengthen the project's regional angle. (ROSEN project team)	Accepted
8. Ensure the integration of human rights and gender equality into all activities of the project, including WENDU training, data-collection and analysis, and reporting obligations of NGOs (ROSEN project team)	Accepted
9. Ensure more efficiency in managing the administrative	Accepted

processes in relation to activities of the project, including allowing for contingency plans and by providing full information about cost-sharing in reporting. (ROSEN project team)

10. Develop and implement a comprehensive monitoring framework and a related information management system. (ROSEN project team)

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) and the ECOWAS 'Regional Action Plan to Address the Growing Problem of Illicit Drug Trafficking, Organized Crime and Drug Abuse 2008-2011' (hereinafter the ECOWAS Regional Action Plan) guided the design of the project 'Support to the ECOWAS Regional Action Plan on Illicit Drug Trafficking, related Transnational Crime and Drug Abuse' (XAW/Z28) (hereinafter 'the project'). The project has been part of the UNODC Regional Programme (RP) for West Africa 2010-2014 and 2016-2020, and started on 1 January 2015 for a duration of 46 months. The project has now received a no-cost extension until 31 October 2019. It was funded by the European Union (EU) through the tenth European Development Fund (EDF), with an overall UNODC budget of USD 14,384,294. The project has been implemented by project management at the Regional Office for West and Central Africa, in Dakar, Senegal (ROSEN), United Nations Office on Drugs and Crime (UNODC), in close cooperation with the Drug Unit, Directorate Gender, Youth, CSOs, Employment and Drug Control of the ECOWAS Commission (hereinafter ECOWAS Drug Unit), seated in Abuja. The ROSEN project management team had three technical staff members in Abuja and five in Dakar in addition to support staff at the time of this evaluation.

The project's overall objective was 'To contribute to a reduction of drug abuse, illicit drug trafficking and related organized crime in West Africa'. ROSEN was responsible for implementing three outcomes: 'Regional policies and advocacy is informed by evidence-based studies' (outcome 2); 'The development and sharing of practices and experiences enable the emerging of more specialized expertise in drug prevention and treatment in West Africa' (outcome 3); and, 'Reformed national institutional and legal frameworks and improved sub-regional, regional and international cooperation' (outcome 4). The ECOWAS Drug Unit covered outcome 1 on coordination, monitoring and advocacy. The project's geographical scope was the fifteen ECOWAS Member States¹ and Mauritania.

Purpose, scope and methodology of the evaluation

The unit of analysis of this formative mid-term Independent Project Evaluation was the project XAW/Z28. The evaluation covered the period from 1 June 2015 until 25 January 2018 (the end of the field mission). The geographical coverage was all 15 ECOWAS Member States and Mauritania, but with only five countries included in the field missions due to budgetary constraints, i.e. Nigeria, Senegal, The Gambia, Côte d'Ivoire and Cabo Verde. The selection of mission countries was made in close cooperation with the ECOWAS Drug Unit and the EU. Interviews were however undertaken with representatives of the majority of countries and the online survey covered stakeholders in all 16 countries.

¹ Benin, Burkina Faso, Cabo Verde, Côte d'Ivoire, The Gambia, Ghana, Guinea, Guinea Bissau, Liberia, Mali, Niger, Nigeria, Senegal, Sierra Leone, Togo.

The evaluation was conducted for learning and accountability purposes, with the aim to determine the extent to which project objectives and outcomes were achieved, inform actions for potential realignment of strategies and provide guidance for improved implementation of future objectives and activities. The evaluation followed the Organization for Economic Co-operation 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, the ECOWAS Drug Unit, ECOWAS Member States and Mauritania, civil society organizations, direct beneficiaries and the EU.

The evaluation was undertaken by means of a mixed-method approach with a participatory, gender-responsive evaluation methodology in line with United Nations Evaluation Group (UNEG) and UNODC Evaluation Norms and Standards, promoting the participation of stakeholders throughout the evaluation process. The evaluation methodology considered primary and secondary data sources ensuring triangulation of findings. A desk review was followed by missions to Nigeria between 3 and 7 December 2017 and Senegal, The Gambia, Cabo Verde and Côte d'Ivoire from 7 to 25 January 2018. Communication (mostly by interviews) took place with a total of 85 persons (27 female and 58 male), and the response rate of the online survey held amongst focal points of the West African Epidemiology Network on Drug Use (WENDU) was 82 percent (5 female and 18 male respondents). Several constraints were experienced by the evaluation team, including capacity vis-à-vis the wide geographical and technical scope of the project. The all-female evaluation team was composed of two independent external evaluators of respectively the Netherlands (evaluation team leader) and Nigeria (expert), with combined experience in evaluation, programme management and rule of law, human rights and gender.

Main findings

Relevance

The project continued to be relevant, and aligned with global and regional instruments, strategies and policies of the UN, UNODC, the African Union, the EU and the ECOWAS Commission. The project's aims were in line with the Sustainable Development Goals (SDGs), especially goals 1, 3, 10 and 17. The project contributed towards addressing the needs identified in the ECOWAS Regional Action Plans 2008-2011/2014 and 2016-2020, although performance was sometimes hindered by competing national priorities. No duplication of UNODC efforts took place, including with the project 'Assistance to the ECOWAS and to Member States in West- and Central Africa for the Development and Implementation of Drug Control and Crime Prevention Strategies' (XAM/U50), although the risk remained due to fragmented donor coordination, especially in security and criminal justice reform.

Design

The design was ambitious in light of the geographical and thematic scope of the project, national capacities and budget, although this was also a reflection of its limited operationalization. While the regional approach was effective in epidemiology, a sub-regional or national approach was favoured for other technical areas to adequately respond to linguistic and legislative differences and national capacities. The selection criteria were not fully clear, and a coherent approach to support the three outcomes was missing. A comprehensive monitoring framework, including related information management system, was not available.

Efficiency

The project was efficient to some extent, although the implementation rate was low with only 42.3 percent of the budget spent/committed in the first three years. The project was cost-efficient with the support of national counterparts and partners, but its multi-stakeholder nature and limited national capacity impacted on overall performance. Project team composition was appropriate, although cooperation with the ECOWAS Drug Unit was affected by the presence of a minority of the project team in Abuja and by agreeing on management protocols between the two teams only in the course of implementation to underpin a more efficient working relationship. Project visibility was good, donor reporting to some extent satisfactory and communication to different audiences limited and not optimally using available technological means.

Partnerships and cooperation

Partnerships were instrumental to strengthen the support base for project execution and to support coherence and ownership and use available resources. The project strengthened the partnership with the ECOWAS Commission within the overall framework of the RP, and good practices and lessons learned from other regions were introduced to national counterparts to broaden perspectives. The level of interest, involvement and ownership of government counterparts informed levels of cooperation, and civil society organizations took on a prominent role in particular in DDR. WENDU was the only regional network supported by the project, while hardly any involvement of regional networks was visible in the field of criminal justice.

Effectiveness

The epidemiology component was in particular effective with the support provided to WENDU, national capacity-building on data collection and analysis and the publication of a regional desk review of available data² to inform regional policies and advocacy. Regional and national conferences supported the sharing of practices for more specialized expertise in drug treatment while limited results in legislative reform and criminal justice were available at the time of this evaluation.

Impact

The project had a positive impact on the legitimacy of UNODC's work in the region, the profiling and capacity of the ECOWAS Drug Unit and overall cooperation between the two organizations beyond the project. It further supported UNODC's global work and outreach, boosted ROSEN's capacity and showcased its support to the implementation of the ECOWAS Regional Action Plan. The project also contributed towards a restorative approach on drug use in the ECOWAS region.

Sustainability

Sustainability had been considered by means of encouraging and supporting ownership by counterparts. A joint sustainability strategy, including a comprehensive overview of links with UNODC projects implemented under the RP, was however missing, and an earlier focus on institutionalization could have mitigated concerns about continuity related to WENDU, DDR, e-learning and cooperation between UNODC and the ECOWAS Commission.

² UNODC (2017) 'Situation of drug use in ECOWAS Member States and Mauritania A REVIEW OF LITERATURE (2006-2016).

Human rights and gender equality

Human rights and gender equality were to some extent mainstreamed in the project, yet indicators were human rights and gender blind and only some sex-disaggregated data were collected. Over two third (70 percent) of respondents of the WENDU online survey considered that human rights and gender were adequately mainstreamed in network activities and data reporting.

Main conclusions

The project continued to be highly relevant, but its design was ambitious, not sufficiently operationalized and not adequately tailored to the ECOWAS region. The link with the RP presented opportunities but also posed challenges with respect to its visibility. The project supported the RP, activities in technical areas with limited donor interest and boosted the capacity of ROSEN. The project had been efficient to some extent, with expenditures and effectiveness reflective of the pace of implementation. Partnerships were pivotal and contributed to ownership of process and results. Nevertheless, sustainability remained a concern, and human rights and gender equality were only mainstreamed to some extent. The close cooperation with the ECOWAS Drug Unit introduced a particular dynamic with benefits to all involved, including a positive impact on relations between the two organizations.

Main recommendations

Project design was ambitious considering its scope, operational context, budget and duration, with inadequate reference given to all relevant international normative and policy instruments. The regional nature of the project had not been fully defined, including as part of the RP framework, and the links between outcomes had not been fully explored. Indicators were not all SMART. Planned activities, governance and reporting lines did not match the original design any longer. It is therefore recommended to undertake a comprehensive project revision on the basis of a revised design, including enhanced logframe and budget allocation.

Although sustainability had been considered by promoting ownership of counterparts, it remained an area of concern. A joint sustainability strategy with the ECOWAS Drug Unit had not been prepared yet, and an overview of the links with all relevant projects under the RP was missing. The recommendation is therefore to develop a joint sustainability strategy with a long-term vision for regional, sub-regional and national activities to support the implementation of the ECOWAS Regional Action Plan, including by clarifying and strengthening links with projects under the RP.

Further recommendations can be found in the summary matrix.

Main lessons learned and best practices

Lessons learned concerned the design of projects to further the implementation of strategic and policy documents, which cannot simply be done by imposing the same structure and broad coverage, and the close cooperation between UNODC and the ECOWAS Drug Unit, highlighting the importance of creating mutual understanding about roles, responsibilities, bureaucratic procedures and practices underpinned by agreed-on management protocols when implementing inter-dependent parts of one donor project. WENDU was shared as a good practice of this project. More lessons learned and good practices can be found at the end of this evaluation report.

SUMMARY MATRIX OF FINDINGS, EVIDENCE AND RECOMMENDATIONS

Findings ³	Evidence (sources that substantiate findings)	Recommendations ⁴
1. Project design was ambitious considering its scope, operational context, budget and duration, with inadequate reference given to all relevant international normative and policy instruments. The regional nature of the project had not been fully defined, including as part of the RP framework, and the links between outcomes had not been fully explored. Indicators were not all SMART. Planned activities, governance and reporting lines did not match the original design any longer.	Desk review Interviews	1. Undertake a comprehensive project revision with a revised design, including enhanced logframe and budget allocation. (ROSEN project team)
2. Although sustainability had been considered by promoting ownership of counterparts, it remained an area of concern. A joint sustainability strategy with the ECOWAS Drug Unit, which was foreseen to be drafted one year before project completion, had not been prepared yet. An overview of the links between	Desk review Semi-structured interviews Online survey	2. Develop a joint sustainability strategy with a long-term vision for regional, sub-regional and national activities to support the implementation of the ECOWAS Regional Action Plan, including by clarifying and strengthening the links with projects under the RP. (ROSEN project team)

³ 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.

⁴ 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>this and other relevant projects under the RP was missing for a better understanding about design, sustainability and related risks.</p>		<p>together with ECOWAS Drug Unit; ROSEN management team).</p>
<p>3. Additionally, limited attention had been given to the institutionalization of partnerships and bodies and achievements to sustain results. This concerned the emerging gap with no UNODC staff working directly with the ECOWAS Commission following project completion, the lack of clarity on the future of the Secretariat function of WENDU, currently held by the project team together with the ECOWAS Drug Unit, the absence of epidemiology data collection guidelines, limited capacity of civil society organizations working in epidemiology/DDR and sustainability of the e-learning component.</p>	<p>Desk review Interviews</p>	<p>3. Strengthen the institutionalization of partnerships, entities and results, including by a) Creating a permanent liaison officer position at the ECOWAS Commission; b) Establishing a Secretariat of WENDU; c) Prepare data collection guidelines for WENDU focal points; d) explore capacity-building support options for civil society organizations working in DDR; e) reduce risks to sustainability of the e-learning component (ROSEN project team together with ECOWAS Drug Unit, UNODC senior management at HQ and in the field)</p>
<p>4. Different perspectives existed on communication and visibility, from appreciating the already existing visibility products to the need for stronger communication by means of different communication means on outputs targeted to different audiences, including within UNODC. Good practices and lessons learned of WENDU, for instance, had not been collected and disseminated for learning.</p>	<p>Desk review Interviews Online survey</p>	<p>4. Revise the current communication strategy (incl. a dissemination strategy) and public relation activities, including by collecting and disseminating good practices and lessons learned. (ROSEN project team)</p>
<p>5. A fund-raising strategy was</p>	<p>Desk review</p>	<p>5. Develop a fund-raising</p>

missing in order to fully continue work in all the areas covered by the project, especially to continue with providing ongoing support to epidemiology and DDR, that is, areas with limited donor funding.	Interviews	strategy to prioritize limited funding available for epidemiology and DDR. (ROSEN project team)
6. The project liaised mainly with inter-ministerial drug committees as well as different ministries. The evaluation confirmed the continued need to sensitize high-level government officials about DDR, epidemiology and drug trafficking in order to get their support for implementation of the ECOWAS Regional Action Plan	Desk review Interviews	6. Sustain high-level engagement and undertake enhanced advocacy at international, regional and national levels, including making use of ECOWAS Commission avenues, such as monitoring missions. (ROSEN project team, UNODC ROSEN in close cooperation with ECOWAS Drug Unit)
7. WENDU had been the main regional network supported under the project. Other regional, including UNODC-supported, networks had not (or could not have been) optimally capitalized on in the field of criminal justice, including law enforcement and forensics.	Desk review Semi-structured interviews Online survey	7. Explore ways to extend cooperation and capitalize on existing regional networks in the field of criminal justice to strengthen the project's regional angle. (ROSEN project team)
8. Human rights and gender equality have been mainstreamed to some degree in the project, although the integration of human rights and gender equality have not been made explicit in all activities, incl. in reporting	Desk review Interviews Online survey	8. Ensure the integration of human rights and gender equality into all activities of the project, including WENDU training, data-collection and analysis, and reporting obligations of NGOs (ROSEN project team)
9. Project efficiency had been affected by the duration of various administrative processes, including e.g. recruitment, travel	Desk review Semi-structured interviews Online survey	9. Ensure more efficiency in managing the administrative processes in relation to activities of the project, including allowing for

arrangements, payments etc. Additionally, cost-sharing arrangements and use of project staff		contingency plans and by providing full information about cost-sharing in reporting. (ROSEN project team)
10. A comprehensive monitoring framework and information management system was missing.	Desk review Semi-structured interviews	10. Develop and implement a comprehensive monitoring framework and a related information management system. (ROSEN project team)

I. INTRODUCTION

Background and context

Drug trafficking in West Africa continued to be of great concern to the international community. Since 2004, drug trafficking organisations increasingly used West Africa as a transit area for smuggling large amounts of cocaine from South America into Europe. The Sahara as transit route for narcotics, in particular cocaine and cannabis, heightened insecurity in an already volatile region. Drug trafficking also generated corruption which 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.



Map 1.
West Africa ⁵

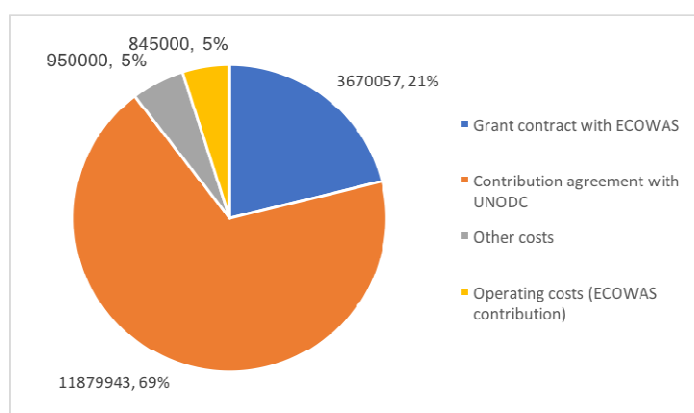
The Economic Community of West African States (ECOWAS) Political Declaration on the Prevention of Drug Abuse, Illicit Trafficking and Organized Crime in West Africa (the Praia Declaration) and the

ECOWAS Regional Action Plan to Address the Growing Problem of Illicit Drug Trafficking, Organized Crime and Drug Abuse 2008-2011 (hereinafter the ECOWAS Regional Action Plan) were adopted on the ECOWAS Ministerial conference held in 2008 in Cape Verde. The event was supported by the United Nations Office on Drugs and Crime (UNODC) and the United Nations Office for West Africa (UNOWA) in close partnership with the European Union (EU). In the Praia Declaration, the Heads of States and Government of ECOWAS “Urge the United Nations Office on Drugs and Crime (UNODC) and all relevant UN institutions to strengthen their financial and

⁵ <http://www.un.org/Depts/Cartographic/map/profile/westafrica.pdf> (consulted 2 January 2018)

technical assistance programme and cooperation with ECOWAS Commission and ECOWAS Member States [...]” (Paragraph 10). The ECOWAS Regional Action Plan was endorsed by the Heads of States of ECOWAS on 19 December 2008 in Abuja, Nigeria. The Forty Second Ordinary Session of the ECOWAS Authority of Heads of States and Government held at Yamoussoukro, Côte d'Ivoire on 27 and 28 February 2013 extended its duration by two years.⁶

The project ‘Support to the ECOWAS Regional Action Plan on Illicit Drug Trafficking, related Organized Crime and Drug Abuse’ took several years to take shape (see annex VII for the project history), and was funded by the EU with a total budget of EUR 17,345,000 under the 10th EDF. UNODC’s share was almost EUR 11,879,943 (USD 14,384,294), which was over two third of the total project budget. UNODC’s part of this EU project ‘Support to the ECOWAS Regional Action Plan on Illicit Drug Trafficking, related Organized Crime and Drug Abuse’ (XAW/Z28) (hereinafter referred to as the project) started on 1 January 2015 for a duration of 46 months. A no-cost extension is confirmed by the donor until 31 October 2019.



Pie chart I: Original project budget per organization (in EUR/ proportion of total EC project budget)⁸

The project’s overall objective was ‘To contribute to a reduction of drug abuse, illicit drug trafficking and related organized crime in West Africa’. The first outcome ‘Improved ECOWAS advocacy, monitoring and coordination capacity’ was the

responsibility of the Drug Unit in the Directorate for Gender, Youth, CSOs, Employment and Drug Control of the ECOWAS Commission (hereinafter ECOWAS Drug Unit)

The other three outcomes on respectively epidemiology, drug demand reduction (DDR) and legislation, law enforcement and forensics fell under UNODC’s responsibility:

- Outcome 2 ‘Regional policies and advocacy is 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’.

The UNODC project team was split between Abuja, Nigeria, and the seat of UNODC’s Regional Office for West and Central Africa (ROSEN), Dakar, Senegal (see Annex VIII with the organigramme of the project team). The UNODC project document described the team structure as

⁶ http://ec.europa.eu/europeaid/documents/aap/2013/af_aap-spe_2013_west-africa_p4.pdf

⁷ Figure given in UNODC project document

⁸ EC-funded project ‘Support to the ECOWAS Regional Action Plan on Drug Trafficking, Related Organized Crime and Drug Abuse’. Grant contract ECOWAS, page 32

follows: ‘Under the overall guidance of the Regional Representative and the substantive guidance of the Law Enforcement Adviser, Head of the Organized Crime, Illicit Trafficking and Terrorism Section (P-4), both based in Dakar, the Programme Coordinator (P-4), based in Abuja (Nigeria), will be in charge of the operational execution of the project.’ A total of eighteen project positions were given in the project document, with six in Abuja and twelve in Dakar. In January 2018, three out of four technical positions were filled in Abuja, and five out of six in Dakar. Eleven positions were further cost-shared with UNODC projects⁹ and full-cost recovery (FCR) and Service-Level Agreement (SLA) budgets, with eight in ROSEN, one at UNODC’s national office in Nigeria (CONIG) and three in UNODC headquarters (HQ) in Vienna.

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.¹⁰ It was therefore foreseen that the ‘close involvement and collaboration between the ECOWAS Drug Unit (and other relevant Departments) and UNODC will allow the beneficiary to build its own capacity and ensure future sustainability. ECOWAS will recruit its staff and pay salaries, while UNODC will be in charge of training these resources in order to improve institutional in-house capacities.’¹¹ The UNODC project document however referred to cooperation in light of the interdependent nature of outcome one and outcomes two, three and four; co-location of the project teams of the two organizations was considered to be supportive of this aim.¹² The technical profiles of UNODC project staff in Abuja however did not fully mirror those of the ECOWAS Drug Unit (see annex VIII for an overview).

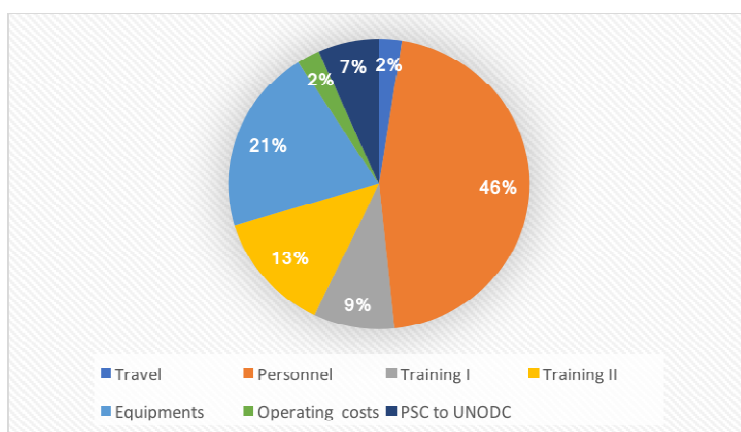
Almost half of the project budget was to cover personnel costs.

⁹ Global eLearning Programme (GLO/U61); Strengthening criminal investigation and criminal justice cooperation along the cocaine route in Latin America, the Caribbean and West Africa (GLO/Z83); Strengthening criminal justice systems in the Sahel in order to effectively combat drug trafficking, illicit trafficking, organised crime, terrorism and corruption in the region (Sahel Programme) (XAM/717); Support to Transnational Crime Units under the West Africa Coast Initiative (WACI) (XWS/V33); Establishment of real-time operational communication between international airports in Africa, Latin America, the Caribbean, Middle East and North Africa (AIRCOP) (XAW/U72); Assistance to the ECOWAS Commission for Development and Implementation of a Drug Control and Related Organized Crime Strategy for West Africa phase I (XAM/U50); Strengthening the capacities of West African States to effectively detect, investigate and prosecute trafficking in persons and migrant smuggling and to protect victims of trafficking and vulnerable migrants (XAW/X22); Enhancement of Forensic Science Services in West Africa (XAW/K36); Anti-organised crime and counter narcotics enforcement in Cape Verde (CPV/S28); and for the accounting assistant in Vienna all EU-funded projects.

¹⁰ Annex to EC grant agreement

¹¹ EU-ECOWAS Commission financing agreement, 2015: 33

¹² See UNODC Project Document, 2014: 21. The project document further mentioned the need for ‘a close cooperation on a daily basis between UNODC and the ECOWAS Commission as [...] the success of each is interdependent’ and ‘A project management structure will be established [...] in order to build the capacity of ECOWAS Member States and Mauritania [...] and to work closely with ECOWAS’ (2014: 13)



Pie chart II: Proportion budget component vis-à-vis overall project component

Purpose and scope of the evaluation

The main purposes of this formative mid-term Independent Project Evaluation were learning and accountability.¹³ The evaluation assessed the extent to which project objectives and outcomes had been achieved, identified actions for the potential realignment of strategies and provided guidance for improved implementation of objectives and activities. This evaluation was further expected to underpin a request for no-cost extension to the donor, and was viewed as an opportunity to reflect on findings of the draft EU Results-Oriented Monitoring (ROM) report.¹⁴

Scope of the evaluation

The unit of analysis of this mid-term evaluation was the project ‘Support to the ECOWAS Regional Action Plan on Illicit Drug Trafficking, Related Organized crime and Drug Abuse in West Africa’ (XAW/Z28). The evaluation covered the period from 1 June 2015 (as given in the evaluation ToR) until 25 January 2018 (end of field mission).

The geographical coverage of the evaluation was all fifteen ECOWAS Member States and Mauritania, although with an emphasis on the five countries covered in the missions due to budgetary constraints, i.e. Nigeria (as the seat of the ECOWAS Commission and part of the project team), Senegal (where most of the project team members in ROSEN are based) and three other countries that have received technical assistance, namely The Gambia, Côte d'Ivoire and Cabo Verde. Burkina Faso was replaced by the Gambia due to security concerns prevailing in Burkina Faso at that time. The selection of mission countries had been made in close cooperation with the ECOWAS Commission and the EU.

The main stakeholders were UNODC, the ECOWAS Drug Unit, ECOWAS Member States and Mauritania, especially relevant ministries (e.g. Ministries of Interior, Security, Health), civil society organizations, direct beneficiaries and the EU.

The evaluation followed the Organization for Economic Co-operation and Development - Development Assistance Committee (OECD – DAC) criteria relevance, efficiency, effectiveness,

¹³ See UNODC project document, 2014: 23

¹⁴ A final ROM report was not shared with the evaluation team, and therefore no further references were made to this document in this evaluation report.

impact and sustainability. The evaluation also assessed the following UNODC evaluation criteria design, partnerships and cooperation, human rights and gender equality, and identified good practices and lessons learned.

The composition of the evaluation team

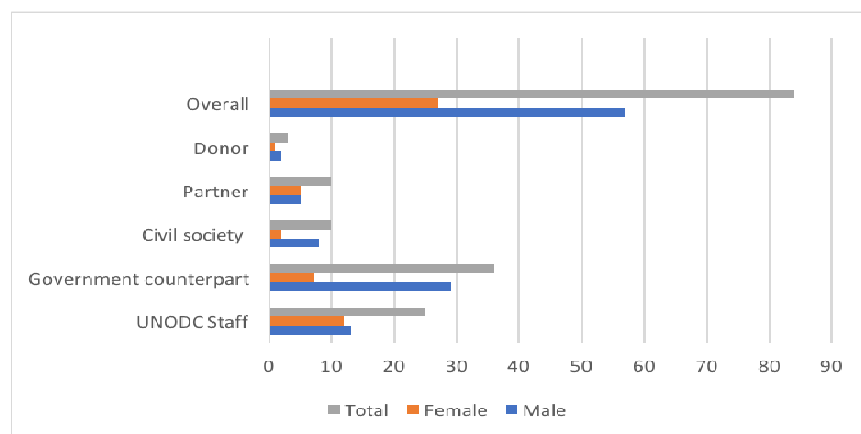
The all-female team of external, independent evaluators comprised a team leader from the Netherlands and a team member of Nigeria. The team leader had extensive experience in leading evaluations on rule of law and human rights, while the team member was an experienced project management expert who had conducted audits in Nigeria for international aid organisations. The evaluation team would have benefited from technical expertise on epidemiology/DDR.

Evaluation methodology

This mid-term evaluation was undertaken by means of a mixed-method approach, with a gender-responsive evaluation methodology in line with United Nations Evaluation Group (UNEG) and UNODC Norms and Standards, which used a desk review, semi-structured interviews, an online survey and observation. Qualitative and quantitative methods were used during the analysis phase, and due regard was further given to collecting and analysing sex-disaggregated statistics and gender-related information. All evaluation criteria were covered by means of this mixed-method approach. The course of this evaluation process had been negatively affected by the late receipt of key information after the inception phase, including the UNODC project document, the UNODC-EU contractual agreement, ECOWAS strategic documents and law-enforcement data.

A desk review was conducted with documentation received from the UNODC project team, the EU and through internet searches. The desk review comprised a total of 142 UNODC documents and 15 external documents. A complete list can be found in Annex III.

Graph I. Stakeholders interviewed for this independent project evaluation



Face-to-face and skype semi-structured interviews were mostly held during the two missions conducted from 3 until 7 December 2017 to Abuja and from 7 until 25 January 2018 to the other four countries (see previous section). Representatives of relevant stakeholders of the following bodies were interviewed for this evaluation: UNODC project staff in Dakar and Abuja, UNODC staff

working in ROSEN, CONIG, HQ and the project office in Côte d'Ivoire, representatives of the ECOWAS Drug Unit, the EU, government counterparts, NGOs/CSOs and direct project beneficiaries. The questions given under each evaluation criteria provided the overall direction to these interviews, and were further refined and tailored to the function of respondents and assistance given to counterparts. A total of one written response and 84 interviews (27 female and 58 male respondents) were received/concluded, with representatives of government counterparts and UNODC staff comprising the largest categories. Two group interviews were held with staff of the ECOWAS Drug Unit and trainees of the law enforcement training in Côte d'Ivoire.

An online survey for all focal points with email addresses of WENDU (28 focal points out of a total of 30 members in December, 2017) was conducted in order to examine, in particular, its relevance, effectiveness and sustainability. The questionnaire was prepared in English, French and Portuguese (see annex II). The survey had a total of 23 respondents (18 male; 5 female), which is a response rate of 82 percent. The respondents represented 14 of the 16 countries covered under the project (excl. Guinea and Sierra Leone), with 48 percent working for the Ministry of Health and the rest with their respective Ministry of Justice, Ministry of Interior or Ministry of Security and Civilian Protection. Approximately one half of all respondents were nominated in 2016 and 2017 following the reactivation of the WENDU network in 2015.

The option to design an online survey for participants of law enforcement training was explored, but the limited availability of email addresses of participants led to the decision to abort this activity. The evaluation team instead held a focus group discussion with participants of such a training in Côte d'Ivoire, and a telephone interview with one participant from Togo.

Independent French and Portuguese interpreters were used in Côte d'Ivoire, Senegal and Cabo Verde.

Qualitative and quantitative analysis of all collected data was undertaken after the field missions and following receipt of data of the online survey. Triangulation of sources was used for qualitative data, and statistical analysis was conducted for quantitative data, such as with respect to financial data, data of training courses and the results of the WENDU online survey.

Twelve members of the Core Learning Partnership (CLP) were identified by the project manager as core learning partners. These partners were deemed as particularly relevant throughout the evaluation process by means of 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. Additionally, the project management was given the opportunity to provide comments and correct factual errors to the draft report on two occasions.

Limitations to the evaluation

Several limitations were encountered during this evaluation, including evaluation team capacity vis-à-vis the scope and size of this regional project. The mission covered five countries, and telephone interviews were held with respondents in Burkina Faso, Liberia, Mauritania and Togo in an effort to maintain the regional scope. The online survey of WENDU focal points was another means to mitigate this limitation. At the same time, the capacity of the evaluation team was limited considering

the size, scope and different thematic areas covered by the project, and its complex interlinkages with the RP.

II. EVALUATION FINDINGS

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? What are the donor's policy priorities with respect to drug trafficking and drug abuse in West Africa?
2. 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?
3. 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?

The evaluation confirmed that the project continues to be relevant in terms of its overall objective and outcomes considering international and regional instruments, strategies and policies adopted by the UN, the African Union, the EU, ECOWAS and UNODC. These confirmed the weaknesses in the prevention and response to drug trafficking and drug use, including the continued application of a punitive response mechanism to deal with drug addiction, and pointed to minimum standards to be applied by States. The commitment to address existing needs underpinned requests for assistance to UNODC by national and regional counterparts, and political interests and priorities sometimes furthered and occasionally also hindered performance.

The overwhelming majority of ECOWAS Member States and Mauritania were signatories to relevant international strategic and normative instruments, including the three UN Drug Conventions, the UN Convention against Transnational Organized Crime (UNTOC) and the UN Convention Against Corruption (UNCAC), and to these instruments.¹⁵ Furthermore, the outcome document of the UN General Assembly Special Session (UNGASS) on Drugs held in 2016 reconfirmed the commitment of the international community to address the world drug problem, i.e. to support the fight against drug trafficking, related organized crimes and drug use.¹⁶ This was complementary to and reinforced

¹⁵ 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).

¹⁶ See www.ecowas.int/ecowas-re-affirms-commitment-to-implement-regional-action-plan-on-illicit-drugs

the implementation of the Sustainable Development Goals (SDGs), in particular in relation to health, substance abuse, access to justice and inequality.¹⁷

The objectives and technical areas of the project were aligned with relevant areas given in the UNODC strategic frameworks 2014-2015; 2016-2017; 2018-2019 (see annex VI), although the emphasis in the UNODC project document was on drug trafficking instead on providing clear policy references to all areas covered by the project. The latest (proposed) strategic framework introduced a separate sub-programme ‘A comprehensive and balanced approach to counter the world drug problem’ (sub-programme 2) which connected DDR and drug trafficking to money-laundering, and reflected the impetus given by the UNGASS in 2016.

At the regional level, the project was further aligned with the African Union Plan of Action on Drug Control 2013-2017, the ECOWAS Regional Action Plan for the periods 2008-2011/2014 and 2016-2020, with the latter adopted on 5 September 2016 by ECOWAS Ministers of Justice and Interior¹⁸, and the UNODC RP’s for West Africa 2010-2014 and 2016-2020.¹⁹ The close connection between the RP 2016-2020 and the ECOWAS Regional Action Plan 2016-2020 was confirmed by their joint launch at the 71st session of the UN General Assembly in 2016. The project supported the implementation of the RPs and the ECOWAS Regional Action Plans at the regional and sub-regional level and in selected countries to revise and strengthen legislative frameworks and the law enforcement response (including forensics), and support data collection in epidemiology and support efforts in DDR.²⁰

It is recommended that all relevant international and regional instruments, strategies and policies are properly referred to in the project revision, including references to relevant articles to underpin the project’s thematic coverage.

Internal coordination facilitated efficient planning to avoid duplication of efforts within UNODC, including in relation to activities funded under the project ‘Assistance to the ECOWAS and to Member States in West and Central Africa for the Development and Implementation of Drug Control and Crime Prevention Strategies’ (XAM/U50) (see annex VI for an overview of UNODC projects).²¹ The project donor’s support to the implementation of the ECOWAS Regional Action

¹⁷ SDG goal 1, 3 (especially target 3.5 ‘Strengthen the prevention and treatment of substance abuse, including narcotic drug abuse and harmful use of alcohol’), 10 and 17.

¹⁸ www.ecowas.int/ecowas-ministers-adopt-action-plan-to-address-illicit-drug-trafficking-organized-crime

¹⁹ The RP 2010-2014 sub-programmes concerned Organized Crime, Illicit Trafficking and Terrorism; Justice and Integrity; Drug Prevention and Health; and Awareness and Research. Three of the five pillars of the latest RP confirm in particular the project’s relevance, namely strengthening criminal justice systems, preventing and countering transnational organized crime and illicit trafficking, and improving drug and HIV prevention, treatment and care.

²⁰ 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. Article two to five concern the thematic areas covered by the project. The most recent one is more elaborate and also encompasses six cross-cutting issues, including money laundering, corruption and cybercrime (see the first regional action plan on <https://www.unodc.org/westandcentralafrica/en/ecowasresponseactionplan.html>)

²¹ The project XAM/U50 had a.o. provided support to the development of the XAW/Z28. It was scheduled to be terminated at the end of 2014 but was then extended to support ECOWAS-related activities not covered under XAW/Z28. The project received funding from INL/US but in 2017 the project also received funding from other donors, and a.o. supported ECOWAS to prepare its new regional action plan and ROSEN with the RP, law enforcement capacity-building to fight organized crime including drug trafficking in Ghana from 2016 onwards, cybercrime activities and activities in Central Africa (including the development of a new regional programme) in 2017.

Plans was driven by policies aimed to further dialogue and cooperation between the EU, third countries and international organisations on drug issues in a comprehensive and balanced manner.²² Generally, however, donor interest in West Africa continued to focus on security and criminal justice reform, which was therefore the area with the highest risk of duplication in view of sometimes fragmented support and limited coordination.

Summary – Relevance

The project continued to be relevant, and aligned with global and regional instruments, strategies and policies of the UN, UNODC, the African Union, the EU and the ECOWAS Commission. It contributed towards addressing the needs identified in the ECOWAS Regional Action Plans and the RPs. No duplication of UNODC efforts took place, and while EU support was driven by a comprehensive approach to tackling drug issues, security and criminal justice reform remained the area with risk of duplication due to prevailing donors' interests.

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.

Project design was the result of consultations between the EU, the ECOWAS Commission and UNODC, which in the end led to the arrangement that the ECOWAS Drug Unit would be responsible for outcome one, and UNODC for the remaining three outcomes of the project. In the course of project implementation, stakeholders participated in fine-tuning the design of particular activities, including by means of the consultation process leading up to the Project Steering and Coordination Committee (PSCC) meetings where annual implementation plans were approved, and beneficiaries were selected by means of consultations in order to promote ownership of process and results (see also the sections on efficiency and partnerships and cooperation).

²² See the EU Strategy of Drugs 2013-2020, the EU Action Plans on Drugs 2013-2016 and 2017-2020 (See objective 10, indicator 38; objective 11, indicator 43), the Regional Drugs and Money Laundering Programme (formulated under the 10th EDF 2008-2013; The indicative programme had two objectives of which one was to support ECOWAS/AU measures to promote good governance, combat terrorism and money laundering, and combat trafficking in drugs and persons – see the project identification document for further information).

The regional and thematic scope of the project, namely sixteen countries and five technical areas, was overly ambitious in light of project duration and budget. The project's regional scope, which was a consequence of its explicit link with the ECOWAS Regional Action Plan and the close cooperation with the ECOWAS Drug Unit, was however never adequately defined in project documents. For instance, the number of country assessments for the different thematic areas was always less than sixteen countries, and a rationale for the selection of countries was not available.²³ This also questioned the selection of recipient countries to some extent. Additionally, different rationales informed the choice of selection criteria. Beneficiary countries and activities were either selected on the basis of a ranking of highest needs (epidemiology and DDR), advanced capacity to act as role model and provide services at the sub-regional level (forensics) or the availability of other UNODC projects to ensure continued follow up or continue work in the context of limited funding (law enforcement).

Additionally, while WENDU showcased an effective regional approach, for other thematic areas there were no nascent or functioning regional networks to capitalize on by the project. A sub-regional and/or national approach had been favoured for DDR, law enforcement, forensics and legislation, although the regional approach in epidemiology was also aimed at national-level capacity-building and the setting up of functioning national networks to support data collection and analysis.

The logical frameworks of the project and the RPs for West Africa 2010-2014 and 2016-2020 were not aligned, as indicators were not comparable, and a review of the RP annual report therefore also did not provide the necessary information. A lesson learned is that the regional dimension of the project needs to be adequately defined in the project document and in further project documentation, including by clearly contextualizing the project in relation to the RP and all UNODC projects implemented under the RP. It is further recommended that all these elements are clearly reflected in the forthcoming project revision and in further project documentation, and that the missing strategic and operational link between the RP and the project, especially with multiple projects in one technical area, is addressed.

The project's design was also determined by the scope, objectives and outputs of other UNODC projects. This concerned, for instance, the DDR country assessments prepared under GLO/J71, which informed the decision to not prepare a new set of DDR country assessments and the outputs of the EU-funded project 'Response to Drugs and related Organized Crime in Nigeria' (NGA/V16), including with respect to the Nigeria National-level Epidemiology Network, and 'Unplugged' (an evidence-based prevention programme on drug use). Furthermore, the selection of countries was informed by other UNODC projects, that either led to their (temporary) exclusion (e.g. Cabo Verde, Ghana and Nigeria)²⁴ or their inclusion for sustained law enforcement support given under other UNODC projects.²⁵ References of cost-sharing arrangements and the joint implementation of particular law enforcement activities with other UNODC projects supported under the RP had been

²³ DDR country assessments had already been prepared under the project 'Treating drug dependence and its health consequences/joint Programmes to prevent HIV/AIDS' (GLO/J71) and epidemiology country assessments were undertaken by national counterparts

²⁴ This meant that the project would neither focus on Nigeria (which had a large DDR and law enforcement project funded by the EU), Cape Verde (DDR activities in 2010 and 2013 and a UNODC law enforcement capacity building project) or Ghana (law enforcement activities supported under XAM/Z50).

²⁵ E.g. 'Strengthening criminal justice systems in the Sahel in order to effectively combat drug trafficking, illicit trafficking organized crime, terrorism and corruption in the region' (XAM/Z17); 'Container Control Programme' (GLO/G80), the 'UNODC-WHO Programme on Drug Dependence Treatment and Care' (GLO/K32) and 'Assistance to the ECOWAS and to Member States in West and Central Africa for the Development and Implementation of Drug Control and Crime Prevention Strategies' (XAM/U50)

missing in project documentation, which undermined overall transparency on project design, implementation and sustainability.

The potential links between the project outcomes, which could potentially have informed a concerted effort in all areas in a limited number of countries, could have been further explored to support sustainability and project visibility, although this could have compromised regional coverage to some extent.

Changes in design were also the result of a process of grappling with challenges on how to shape the different components in light of national-level capacity and project budget. The decision was made to organize school-based surveys on substance abuse (and not a national-level survey) and to recruit consultants in the absence of qualified national-level research institutes (outcome 2). Strengthening services to drug users was viewed as too ambitious considering available resources and existing needs, and instead the emphasis was shifted to prevention activities (e.g. the 'Unplugged' evidence-based programme) and exploring options to introduce a university curricula on substance use (outcome 3).

For forensics, a sub-regional approach determined by language (English, French and Portuguese), as well as the targeting of only two disciplines (e.g. cybercrime was not considered any longer for that reason) had been decided on (outcome 4). An ECOWAS Drug Control Protocol was considered not viable at this stage considering that many ECOWAS protocols were not enforced by Member States, and this output was therefore replaced by advocacy for the adoption of minimum standards based on key provisions of international instruments (outcome 4). A clear view on how to take the law enforcement component forward was missing early 2018. Overall, the indicators given in the project logframe were only to some extent measurable, not all SMART and corresponding with related outputs and outcomes. In light of the above changes and the fact that there is space for improvement in the existing log frame, it is recommended that a UNODC project revision also entails a revision of the log frame to revise and strengthen indicators.

Monitoring was done to some extent. Not all necessary information had however been collected, used for analysis and/or could easily be found in the project information management system. Pre- and post-training/meeting testing for some law enforcement training and for WENDU meetings had been done. However, a monitoring framework which delineates responsibilities, data collection tools, type of data and monitoring intervals to support more systematic monitoring was not available. It is therefore recommended to develop and implement a comprehensive monitoring framework and a functioning information storage system.

Summary - Design

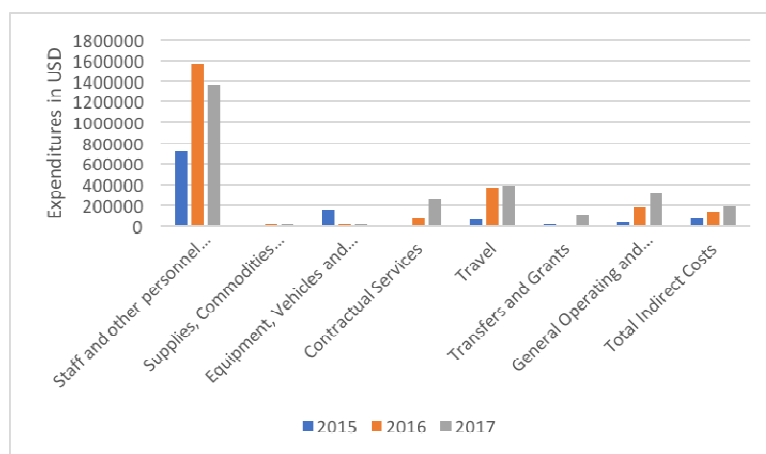
Project design was ambitious in light of budget, national capacities and needs, and the limited clarification of the project's regional dimension and the fragmented transparency on selection criteria and RP links seemed to undermine coherence and the design's rationale to some extent. Changes in project design were not reflected in the logframe with indicators that were not all SMART and matched results. A comprehensive monitoring framework and a functioning information storage system was missing.

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?

The project was efficient to some extent, with 42.3 percent of the total budget spent/committed from 01 January 2015 to 31 December 2017, namely USD 6,085,287 of the total budget of USD 14,384,294. This is lower than may reasonably be expected considering that the project had been implemented for 36 months (78.2 percent) out of a total duration of 48 months.



Graph II: Annual Project Expenditures per Budget Line in USD (01.01.2015-31.12.2017)²⁶

Personnel costs clearly comprised the largest portion of expenditures, namely sixty percent, which was a larger portion of the budget than originally foreseen (see Pie Chart II) and only followed at a distance by other

expenditures. Travel had been used extensively, while most of the budget for equipment was left untouched. It is recommended that the foreseen project revision and no-cost project extension request will also give a revision of the different budget lines.

The use of two different financial systems (one at the UNODC Country Office Nigeria (CONIG) and one at ROSEN) led to some overspending at one point in time, while the use of the CONIG infrastructure by the project team had not been considered in the budget. It is recommended to review this in light of the upcoming project revision to adequately cover services provided to the project team.

²⁶ UNODC annual financial statements 2015, 2016, 2017

The project was cost-efficient with the support given by ECOWAS Member States and Mauritania, experts provided by the donor and joint activities with other UNODC projects and with partner agencies. Thus, staff of different institutions of government counterparts were freed from their regular duties in order to take part in training and network activities. Also, venues for training, meetings and conferences and related logistics were provided by the government as well as by civil society organizations. Additionally, law enforcement trainers were made available under a specific EU secondment arrangement, and by the Netherlands (Rotterdam) police in Cabo Verde. The use of regional experts, the joint execution of activities with other UNODC projects (e.g. GLO/G80, GLO/K32, XAM/U17, XAM/U50, NGA/V16) and other agencies (World Customs Organization and Interpol, French and British cooperation trainers, and German Development Cooperation (GIZ)-supported catering) all limited expenditures and supported inter-agency cooperation. The joint implementation of activities with other UNODC projects however compromised project identity to some extent, especially in the case of law enforcement training.

The implementation of the UN Secretariat travel regulations had an impact on attendance rates of regional workshops with flights booked on the basis of the most economic flight route. This led to a more limited attendance rate in a WENDU focal point meeting held in 2017, thereby decreasing its effectivity to some extent. It is recommended to seek solutions through e.g. Skype conferencing for those that are not able to participate on location or justify expenditures for less time-consuming routings. Additionally, it is recommended to provide clear information on the coverage of costs to participants to manage expectations and support advance financial planning.

The implementation of activities faced some delays. Especially the law enforcement, forensics and legislation sub-components took relatively more time to take shape than epidemiology and DDR.²⁷ The approach to allow government counterparts to take ownership in project activities had a direct impact on performance, especially considering capacity and the time needed for consultative processes. Other reasons were the slow recruit processes of international and national project staff, the manning of the ECOWAS Drug Unit (the first expert staff members were on board in September 2015), limited NGO/CSO capacity and the coordination of project teams in two different locations. Bureaucratic challenges and the introduction of Umoja, the new administration and financial system of the UN Secretariat in November 2015, were other factors impacting on performance.

The project team was assembled in 2015 and 2016, with international staff positions filled in 2015 and the national positions only in the project's second year of implementation. The project document includes seven positions in Abuja (with a total of six filled at one point in time, namely three international and three national positions) and twelve in Dakar (with a total of ten filled at one point in time; two international and eight national positions). The international positions were filled in May and September 2015 in Abuja, and in March and May 2015 in Dakar. The project coordinator in Abuja started in May 2015. Challenges to find the right national candidates for the legal and forensic positions in Dakar led to the arrival of new staff in only November 2016 and March 2017. The reporting line of the project coordinator was moved from the law enforcement advisor to the ROSEN Regional Representative because of the different technical areas as well as the project's

²⁷ An analysis of UNODC annual activity planning schedules and progress reports showed that the epidemiology component had delays varying between six to up to twenty months and the DDR component from none to up to nine months delay. The fourth outcome shows delays of six to fourteen months for the law enforcement sub-component, six to fourteen months for the legislation sub-component and up to twenty-five months for the forensics sub-component.

political nature.²⁸ It is recommended to correct (planned) staffing figures and reporting lines in the upcoming project revision.

The project team composition was appropriate for the technical areas covered under the project, and the expertise of the technical experts was highly valued. The relatively large team in Dakar was however questioned in light of EU objectives to support cooperation between the UNODC project team and the ECOWAS Drug Unit. The increased capacity in Dakar was however instrumental for ROSEN. Although it facilitated internal coordination for the RP, coordination within the team and in ROSEN had only been undertaken effectively to some extent. Two international positions became vacant in January 2017 in Dakar and one in June 2017 (the international DDR expert in Abuja). While the P3 Liaison Officer position in Dakar was filled within a period of three months, the P3 Law Enforcement Expert position remained vacant for over a year and the DDR Expert position for over six months. Also the recruitment for national positions took long.²⁹ This impacted on delivery, and liaising with the ECOWAS Drug Unit, especially in the field of law enforcement. It is therefore recommended to review recruitment processes to enhance project efficiency and effectiveness.

Project staff capacity and support was not only based on full-time project positions. Twelve cost-shared positions were also funded by the project, with eight in Dakar, one in Abuja and three in Vienna, although cost-sharing did not take place consistently since early 2015. Furthermore, projects managed by HQ relied on backstopping by project staff. For instance, both forensic officers supported the 'International Collaborative Exercises (ICE) Programme' while at the same time project activities were supported by UNODC field staff paid under other projects, such as in – for instance – Liberia and Côte d'Ivoire. While project staff may be asked to support activities of other UNODC projects to further the implementation of the ECOWAS Regional Action Plan, this must be accounted for to ensure transparency about the use of donor funds. It is therefore recommended to provide cost-sharing expenditures as well as the use of project staff and other UNODC staff in reporting.

The close cooperation between the UNODC project team and the ECOWAS Drug Unit had an impact on efficiency. The joint implementation arrangement with the ECOWAS Drug Unit was initially uneasy for historical, interpersonal and design-related reasons. The formal allocation of funds and responsibilities between the two implementing organizations³⁰, the interdependent nature of the first outcome and the other three outcomes and the absence of management protocols guiding day-to-day cooperation negatively impacted on working relations between the two teams in the early stages of the project. Over time, protocols were established on the basis of a mutual understanding of roles and responsibilities, which contributed to a cordial and efficient working relationship. Cooperation had in particular been visible in epidemiology as UNODC epidemiology and DDR

²⁸ The position of the Law Enforcement Adviser, Head of the Organized Crime, Illicit Trafficking and Terrorism Section was only in 2015 and 2016 cost-shared by the project's budget.

²⁹ Two examples were shared with the project team with ten months between application and actual start on the job, and six months between the interview and receipt of offer of contract.

³⁰ For instance, the financing agreement between the EC and the ECOWAS Commission confirmed that the ECOWAS Commission would be responsible for the overall coordination of the project, while the project document annexed to the agreement between the EC and UNODC indicated that UNODC would govern the project. For instance, the financing agreement between the EC and the ECOWAS Commission for this project stipulate that 'Activities under result 1 and *the overall coordination of the project will remain within the ECOWAS Commission* while the activities to achieve results 2, 3 and 4 will be mainly implemented by the United Nations Office on Drugs and Crime (UNODC) with appropriate involvement of ECOWAS' [...] UNODC will support ECOWAS with technical expertise' [emphasis added by evaluation team]. (EC-ECOWAS Financing agreement, 2013: 30)

project staff was based in Abuja (see annex VIII for technical positions per organization per duty station).³¹

The Project Steering and Coordination Committee (PSCC) governed the project. PSCC meetings were held in 2016 and in 2017 with the participation of representatives of the donor, the ECOWAS Drug Unit and UNODC. The PSCC Secretariat function was executed by the ECOWAS Drug Unit.³² The objective of these meetings was to agree on annual work plans and review project performance, although the second one held in 2016 was to discuss the terms of cooperation. Tripartite Field Committee Meetings were initially held to discuss operational issues but these meetings gave way to bilateral meetings of staff working in the same technical area.³³

Reporting was done by means of UNODC semi-annual and annual progress reports and annual donor reports, and limited informal updating to the donor. Project visibility was well taken into regard by means of the use of communication material with logos of the donor, the ECOWAS Commission and UNODC. Project information could be found on the websites of ROSEN and UNODC, which however needed updating and editing. No reference was made to the project on the UNODC-EU webpage. Communication objectives and means (e.g. two newsletters of over ten pages each were published) did not always meet the interests and information needs of different audiences. Moreover, project results were hardly available within UNODC beyond the project team. It is therefore recommended to prepare a revised communication strategy to modernize and strengthen communication about the project, including on good practices.

Summary – Efficiency

The project was efficient to some degree, although the actual use of project resources was not fully reported on. The overall performance was affected by the need to fine-tune the design and the participatory design process, long recruitment processes and administrative hurdles, limited capacity of counterparts and the absence of work protocols between the project team and the ECOWAS Drug Unit. The project team was valued for its expertise, although the arrangement of two duty stations for the project team was not at all times seen as effective, and reporting and communication were at times limited and not adequately addressing interests of different audiences.

³¹ The project team participated in activities of the ECOWAS Drug Unit, such as in the majority of monitoring missions in 2017. The ECOWAS Drug Unit confirmed that ‘The composition of the teams, coupled with the wider range of consultations in the Member States allowed for comprehensive assessment and peer learning.’ ECOWAS Newsletter #2, 2018: 7- (http://www.edup.ecowas.int/wp-content/uploads/2017/04/ECOWAS-Drug-Newsletter_Second-Edition.pdf)

³² See UNODC project document, annex IV ToR PSCC (2015: 102) and the EU-ECOWAS financing agreement (pp. 31), which suggests that there are different views on the hosting of the Secretariat function. The latter document notes that ‘The PSCC will allow the ECOWAS Commission to maintain ownership on the programme, while facilitating coordination of the project with other initiatives implemented by other donors and to avoid duplication’ (pp. 31).

³³ The only Field Committee minutes received by the evaluation team was of 14 December 2015.

Partnerships and cooperation

Evaluation questions:

1. To what extent have partnerships been sought and established and supported in order to support and strengthen technical assistance? With which government counterparts, civil society organizations and agencies have partnerships in particular been sought and possibly enhanced and/or strengthened, and should particular partnerships have been set up and/or strengthened in order to further project's objectives?
2. Has the partnership between the EU and UNODC been supported and strengthened during the design and/or implementation of this project? Has the partnership between UNODC and the ECOWAS Commission been supported and strengthened during the design and/or implementation of this project?

Global, regional and bilateral partnerships were supported, sustained and strengthened under the project, which involved the ECOWAS Drug Unit, ECOWAS Member States and Mauritania, regional networks, civil society organizations and the EU. The project also cooperated with other international organizations and donors, and the close cooperation with partners was instrumental in furthering project implementation and contributing to strengthening the project's support base.

The joint implementation arrangement of the project contributed to the strengthening of relations between UNODC and the ECOWAS Commission. The partnership between the two organizations evolved into one which was positively viewed at the operational level based on a common understanding on the parameters of cooperation to implement the project (see further the section on impact). Efforts were also made by the project team to liaise with the Department of Political Affairs, Peace and Security. The synergies created between ROSEN and the ECOWAS Commission were confirmed by means of a letter of cooperation signed between the two organizations in 2016 within the framework of the current RP, as well as by financial support provided to staff of the ECOWAS Drug Unit to participate in relevant international meetings by other UNODC projects (e.g. 'Strengthening the Capacities of Member States to Prevent and Combat Organized and Serious Crimes' (GLO/T32)).

The project team's direct counterparts were representatives of ECOWAS Member States and Mauritania. The point of contact was often the Inter Ministerial Drug Committee in concerned countries, while further liaising was then undertaken with staff at relevant ministries, such as the Ministry of Interior, the Ministry of Health, the Ministry of Security and the Ministry of Education. The level of interest, involvement and ownership of government counterparts determined cooperation, and informed decisions on beneficiary selection of countries for particular activities. UNODC support was overall appreciated by these actors.

Regional-level networks were seen as effective mechanisms in promoting cooperation and information-sharing, and to invite States to follow in the footsteps of those with more technical experience in a particular area. The WENDU exemplified the effectiveness of this approach. While this network was set up prior to the project by the ECOWAS Commission, the work under the project accelerated efforts to strengthen capacities of focal points, and thereby national capacities. Regional networks in the field of law enforcement and justice occupied a very limited role in the project, such as the UNODC-supported West African Network of Central Authorities and

Prosecutors (WACAP) and the Asset Recovery Inter-Agency Network for West Africa (ARINWA)³⁴, the ECOWAS-supported network Inter-Government Action Group Against Money Laundering in West Africa (GIABA), and donor-driven networks, such as ARTECAO (*Appui au Renforcement de la Police Technique et Scientifique en Afrique de l'Ouest*) which connects French-speaking countries in West Africa in forensics. Additionally, the status of the West African Police Chiefs Committee (WAPCCO), which is a specialized ECOWAS institution, was not clear during the project's lifetime. Nevertheless, it is recommended to continue to explore ways to cooperate with and capitalize on (sub-) regional networks in the field of criminal justice.

The project team partnered with civil society organizations in the context of all outcomes, although the emphasis was in epidemiology and DDR. Three NGOs, i.e. Association Liaison Universelle pour le Bien-être des Enfants (ALUBJ) in Burkina Faso, Consolidated Youth for Peace and Development (COPYED) in Liberia and Organisation pour le Développement des Zones Arides et Semi-Arides en Mauritanie (ODZASAM) in Mauritania, implemented community-level activities to prevent substance use.

While the project leaned on cooperation with government actors, including from other regions³⁵, partnerships with UN agencies were sought to promote coherence and optimally use resources, such as with the United Nations Office on West Africa and the Sahel (UNOWAS), the United Nations Children's Fund (UNICEF), the World Health Organization (WHO), UN Peace-Keeping Missions and the World Customs Organization (WCO). For instance, upon request of the Government of Benin, UNODC, the United Nations Population Fund (UNFPA), the Joint United Nations Programme on HIV/AIDS (UNAIDS) and WHO supported the revision of the National Strategy on Drugs Abuse and Trafficking. Activities were also jointly implemented with the International Criminal Police Organization (Interpol), and with PAE Government Services (US Government).³⁶ The project team also participated in relevant African Union meetings.

The partnership between the project team and the EU was viewed in a positive light, with the latter appreciating the expertise of UNODC, although the draft ROM highlighted concerns on the design and implementation of this project. Partnerships and cooperation were also sought with bilateral organizations and donors, including GIZ, the British High Commission in Nigeria, US officials of different government bodies, the British National Crime Agency, and France's Institut National de Police Scientifique and Service Commun des Laboratoires des Douanes.

Summary - Partnerships and cooperation

Partnerships with the ECOWAS Commission and ECOWAS Member States and Mauritania, regional and international bodies, including other UN Agencies, civil society organizations and

³⁴ A regional workshop had further been conducted in cooperation with WACAP and ARINWA on cooperation in the seizure of criminal assets in Senegal, in October 2017.

³⁵ For instance, representatives from Kenya shared experiences of their national epidemiological network and showcased their university curricula on drugs in relevant meetings. Also, the South African Community Epidemiology Network on Drug Use (SACENDU), the Inter-American Drug Abuse Control Commission (CICAD) and the Asian Forensic Sciences Network (AFSN) shared their experiences in relevant meetings. Moreover, during the high-level "Scientific Consultation on prevention and treatment of drug use disorders" held in Côte d'Ivoire in 2017 partnerships were built between African experts/researchers and French and Moroccan scholars on drug addiction research.

³⁶ See for an explanation of the acronym <https://www.pae.com/career/faqs>

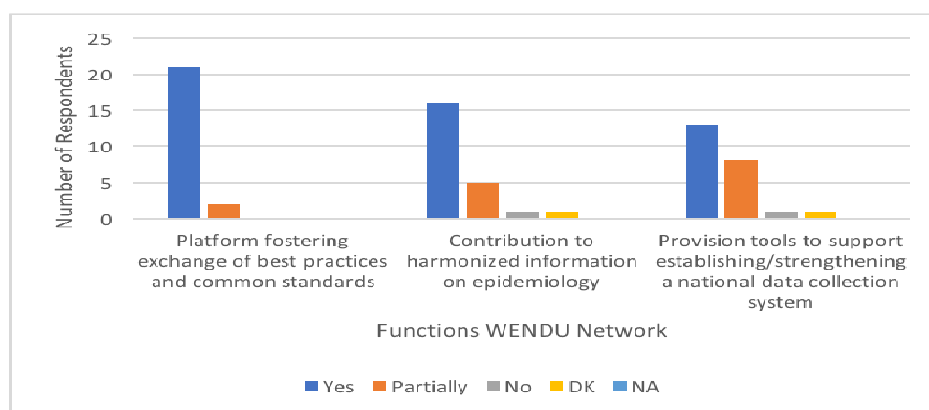
donors were instrumental to strengthen the support base for project execution, support coherence and ownership and use available resources. The project strengthened the partnership with the ECOWAS Commission within the overall framework of the RP, and good practices and lessons learned from other regions were introduced to national counterparts to broaden perspectives also in the field of forensics. WENDU was however the only regional network supporting the project, while hardly any regional networks for outcome four had a visible role.

Effectiveness

Evaluation questions:

1. To what extent and how were the planned objective and outcomes achieved?
2. To what extent is it reasonable to expect that the project will be able to achieve these results in the established project duration?

The project was effective to some extent, in particular in epidemiology as ‘regional policies and advocacy [were] informed by evidence-based studies’ (outcome 2). A regional report of a desk review on drug use was published in 2017, and shared with relevant stakeholders.³⁷ Furthermore, WENDU was effective as a platform to foster the exchange of best practices and common standards, to contribute to getting harmonized information on epidemiology and to provide tools to support national data collection systems (see graph III).



Graph III:
Online survey
WENDU:
Effectiveness
functions
WENDU

The most recent
regional
epidemiology
data set showed
major

improvements in comparison to previous ones, which could be attributed to regional and national support provided under the project.³⁸ 87 percent of the respondents of the online survey amongst WENDU focal points considered that their participation in the regional network meetings had made

³⁷ UNODC (2017) ‘Situation of drug use in ECOWAS Member States and Mauritania A REVIEW OF LITERATURE (2006-2016).’

³⁸ In 2016 two WENDU meetings were held, namely the Technical Experts’ Meeting in Abuja from 13 to 14 July, and the Regional Workshop on Collection and Analysis of Data on Drug Use and Estimation of the Size of Drug Users among the General Population in Dakar from 26 to 29 September. In 2017, the WENDU Technical Experts’ Meeting was held in combination with the Regional Workshop on Collection, Analysis, Reporting of Data and Strengthening of National Information Systems on Drug Use in Abuja from 22 to 24 November. Additionally, focal points also participated in the Scientific Consultation on Prevention and Treatment of Drug Use disorders in Abidjan on 20 and 21 February, 2017.

a lasting positive difference in their work; they had been able to share experiences and knowledge about data collection and analysis with colleagues and other stakeholders, and to give presentations to advocate for policy change. Additionally, two national-level epidemiology networks were launched in Liberia and Côte d'Ivoire in 2017.

Box: Online survey WENDU: Views of respondents about the effectiveness of WENDU

'I have used the knowledge in collating, analysing and reporting drug treatment data as well as aggregated data on drug supply from my country to WENDU. I have also mentored/trained the personnel who collect the drug data in the field on data collection.'

'The WENDU has been my country's main trigger for improving the collection of drug data and making it an integrated activity. Today I am better listened to when I talk about drugs with my managers.'

'We were able to identify and involve structures that have relevant roles to play in data collection. We have succeeded in infusing them with a new dynamic in what they are doing in the sense of improving it.'

Results in the field of DDR had contributed towards the third outcome 'the development and sharing of practices and experiences enable the emerging of more specialized expertise in drug treatment in West Africa'. Community-level prevention work had been nearly completed in Burkina Faso, Liberia and Mauritania, and good practices on evidence-based drug prevention amongst youth activities (known as the 'Unplugged' programme) had been shared for replication with four countries. Four DDR country reports had been updated, one new report completed, and three governments had approved the publication of their respective reports.³⁹

For the fourth outcome 'reformed national institutional and legal frameworks and improved sub-regional, regional and international cooperation', efforts were ongoing to support reform in legislative frameworks and security sector reform. In 2017 technical assistance had been provided to, amongst others, the drafting of a new Drug Law in Côte d'Ivoire, the National Integrated Plan in Benin and the new Drug Law and the National Strategic Drug Plan of The Gambia. Additionally, twelve national law enforcement training workshops were held with a total of 250 participants in 2016 and 2017, and three (sub)regional workshops were conducted in 2016 and 2017, which contributed to improved knowledge and skills (see section on sustainability).⁴⁰ Forensic services were supported by training and equipment. Two countries already participated regularly in the ICE Programme, the registration of four others was ongoing and three countries had also agreed to participate in this HQ-managed programme. Additionally, the 2016 annual report of the ICE Programme was translated into French and published on the UNODC website.

Although the above-mentioned results could potentially 'contribute to a reduction of drug abuse, illicit drug trafficking and related organized crime in West Africa', which is the project's overall

³⁹ UNODC organized a high-level "Scientific Consultation on prevention and treatment of drug use disorders" in Abidjan, and a workshop on the development of a drug addiction curriculum for academic institutions in Abuja in 2017. A workshop on alternative measures to imprisonment in Côte d'Ivoire was also held in 2017 to support legislative reform and promote a health approach to drug addiction.

⁴⁰ For instance, a conference on supporting the implementation of the ECOWAS Regional Action Plan through effective regional narcotics cooperation was held in Abuja in 2016, and the first sub-regional joint task force meeting between heads of law enforcement agencies from Guinea-Bissau, The Gambia and Senegal was held in 2017 in Dakar. A regional workshop had further been conducted in cooperation with WACAP and ARINWA on cooperation in the seizure of criminal assets in Dakar in 2017.

objective, because relevant data were not available, attribution challenging and reform processes characterized by their long-term nature, the conclusion that the objective was achieved could not be drawn.⁴¹ The project would not be able to meet its objective and outcomes within the given duration. Indicators, baseline data and targets of outcomes given in the logical framework would need to be reviewed to align these with the current design (see the section on design) but also as the project supports a long-term change process which cannot be achieved solely by this project alone.

Summary – Effectiveness

The work on epidemiology had been rather effective, while the DDR, legislative reform, law enforcement and forensics components had only limited results at the outcome level. No conclusive assessment of the objective could be made because of the unavailability of data and challenges of attribution. The project would not be able to meet its aims within the given duration considering not only that the logical framework did not match the current project design but also as long-term change processes cannot be achieved solely by this project alone.

Impact

Evaluation questions:

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

The project had an intended positive impact because of the cooperation between ROSEN, in particular the project team, and the ECOWAS Drug Unit. It gave legitimacy to UNODC's work in Western Africa as well as more profile and capacity to the ECOWAS Drug Unit, including by means of UNODC logistical and technical support provided to the ECOWAS Drug Unit missions conducted in 2017. Furthermore, overall cooperation between ROSEN and the ECOWAS Commission, including the ECOWAS Drug Unit, had been strengthened in comparison to the pre-2015 period.

The project also had a positive impact on UNODC's global work by means of supporting the salary of staff at UNODC HQ in Vienna, supporting the joint implementation of activities with global programmes and facilitating the implementation of the ICE programme in the ECOWAS region. In addition, the translation of the 2016 ICE report into French made the report available to all francophone countries across the world.

The project had also had a clear positive impact on ROSEN. It boosted its capacity, promoted a greater visibility of ROSEN in the region by means of missions and other activities undertaken under the project, and showcased its strategic and practical support to implementing the ECOWAS Regional Action Plan. Additionally, the project had been instrumental to the RP, although its

⁴¹ See one example given in the UNODC annual progress report of 2016 on drug seizures in Mali.

proportion could not be teased out from the RP annual reports.⁴² The project also supported the implementation of regional and sub-regional projects by pooling resources and the joint execution of activities and vice-versa.

The project had also clearly contributed towards a paradigm shift towards a restorative approach towards drug use in the region, although it was also noted that a lot more efforts needed to be done in this field to change perspectives and related discourse. A positive, intended impact was noted at the policy level and with respect to national capacities, especially in the field of epidemiology but also in DDR, legislative reform, law enforcement and forensics.

Summary – Impact

The project had a positive impact on the legitimacy of UNODC's work in the region, the profiling and capacity of the ECOWAS Drug Unit and overall cooperation between UNODC and the ECOWAS Commission. The project had also supported UNODC's global work, boosted the capacity of ROSEN, and showcased ROSEN's support to the ECOWAS Regional Action Plan. Moreover, the project had contributed to a shift in paradigm towards a restorative approach on drug use, and had had a positive impact on national policy and operational levels in West Africa, in particular in the field of epidemiology.

Sustainability

Evaluation questions:

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

Sustainability was considered by means of extensive consultations with key stakeholders, inviting, encouraging and supporting government ownership and carefully assessing institutional capacities. The information provided in the project document was however not comprehensive and up-to-date. The project sustainability strategy, which was planned to be developed jointly with the ECOWAS Drug Unit one year before project completion, was still pending at the time of this mid-term evaluation.⁴³ It is therefore recommended to prepare a sustainability strategy jointly with the

⁴² The progress reports of the RP do not disaggregate the contribution per project per indicator in order to provide a clear indication of the contribution of each project to the implementation of this strategic framework.

⁴³ UNODC project document, 2014: 27

ECOWAS Drug Unit, including by clarifying links with all relevant projects under the RP for transparency on planning and sustainability and accountability.

The close working relationship between the UNODC project team and the ECOWAS Drug Unit was an intrinsic part of the project. The physical presence of the UNODC project team in the ECOWAS Commission, and the joint planning and implementation of activities led to cross-fertilization between the two organizations beyond this project. This close working relationship could be at risk considering the duration of this project, although the project team already distanced itself to some extent by using CONIG office space more permanently. UNODC is recommended to create a liaison staff function at a strategic level in the ECOWAS Commission.

Inter-Ministerial Drug Committees and technical government experts were the main beneficiaries of the project. Yet the continued need to invite and sustain engagement of high-level government officials and politicians was considered of pivotal importance to support change in governmental policy and practice. Although the avenues to invite such high-level commitment were beyond the realm of this project, continued advocacy undertaken by UNODC senior management and ECOWAS Commission representatives was required in order to support project objective and outcomes. Additionally, the use of proceeds of drug-related crimes could offer an alternative routing to sustain project results in light of the prioritization of prevention and response activities in national budgets.

The three project outcomes had different sustainability challenges, although cross-cutting issues were also identified, such as in the case of staff rotation. Rotating trained staff could be a lost investment but the arrival of new staff potentially also a positive development, for instance, if those with a (more) appropriate profile were selected for the work. The transfer of trained law enforcement officers to a new transnational crime body, which provided an opportunity to continue applying the knowledge gained during training provided by UNODC amongst others was such a positive development. Furthermore, a comparison of the lists of WENDU focal points in 2016 and 2017 showed that almost one third had left the network within this two-year period; some focal points were reassigned to new positions but in some instances advocacy had also been undertaken to select new ones with the right profile. A good practice was seen by one government bearing the mission costs of the new WENDU focal point to joint the other two in a WENDU meeting to ensure a smooth handover of responsibilities.

The project team and the ECOWAS Drug Unit took on the Secretariat function of WENDU. In light of the limited duration of the project, a concerted effort is needed to agree on the establishment of a Secretariat, the hosting organization and ways to secure sufficient financial sources to sustain this network to continue to strengthen harmonized data collection in the region. Additionally, a long-term vision and a multi-annual work plan could underpin and support recommended fund-raising activities, which must be prioritized considering the limited funding available for epidemiology and DDR. It is also recommended to develop guidelines for the country reporting format, and continue with training and mentoring to enhance data reliability.

National-level epidemiology networks were supported by this project, NGA/V16 and the ECOWAS Drug Unit. The two national epidemiology networks supported by this project were still at an early stage. Different challenges were identified, including on logistics (e.g. transport) and human capacity and other resources to collect and register data and provide training and mentoring to service providers. It is recommended to provide further guidance to these networks, and use the remaining

project period to collect and disseminate good practices and lessons learned on their functioning, including ways to institutionalize data collection and registration.

The sustainability of DDR results also needs further attention, including with respect to the integration of a university curricula on substance abuse in the region. Furthermore, prevention work of the NGOs contracted under the project will not continue unless these partners will be able to identify new funding sources. No funds were set aside to support institutional capacity-building to these NGOs, and although they ‘learned-by-doing’, a more comprehensive capacity-building approach is recommended to be integrated in future funding opportunities.

The last outcome encompassed legislative reform, law enforcement and forensics. The adoption of new legislation in line with international norms is a long-term process, and it is not certain that any of the legislative reform processes supported will be completed before project closure. This issue will need to be addressed in the recommended joint sustainability strategy.

Strategic decisions about the law enforcement sub-component were informed by sustainability, namely the cost-sharing of training with other UNODC projects (e.g. XAM/U17 and XAM/U50) in order to ensure continued training and follow-up with available resources. Trained officers had made efforts to pass on their expertise to colleagues – on the job, in training sessions for new recruits and by means of adapting and contextualizing UNODC training material.

The e-learning component was still at an early stage. A rationale for the selection of countries was not available. While absorption capacity had been examined in two countries (incl. Ghana), overall sustainability was a concern as the continued use of e-learning modules after delivery and training was not guaranteed. The ‘localization’ of modules meant their translation into local languages and not their adaptation to relevant local contexts. Additionally, e-learning could neither be a complete substitute for mentoring nor a training without practice, advanced modules and refresher courses.⁴⁴ Concerns about the use of mobile training units (MTUs) for other technical training, the logistics of institutionalizing such training in schedules of training institutes and the availability of human and financial resources to optimally use equipment and training modules were also raised, and would need to be addressed and considered in the joint sustainability strategy.

The overall limited forensic capacity in the region contributed to the decision to limit procurement (e.g. reference material had not in all instances been used effectively), and informed the development of the sub-regional approach based on language (English, French and Portuguese) and the creation of ‘hubs of excellence’ to pool project resources and support sustainability. The three selected hubs with relatively well-functioning infrastructure will receive intensive training and mentoring in drug analysis and crime scene investigation, and provide forensic services and training to countries with the same formal language.

Summary – Sustainability

Strategic decisions in design were informed by sustainability such as inviting and supporting ownership of results by counterparts, cost-sharing of law enforcement training with other UNODC projects in the field of criminal justice, the reconsideration of providing equipment and tools and the forensic strategy to build capacity in sub-regional hubs. In epidemiology and DDR

⁴⁴ UNODC independent evaluation of the e-learning programme, 2015: vi-vii

an early focus on institutionalization, and an overall RP operational strategy to tie different UNODC project activities together to support coherence and sustainability, was missing. A joint sustainability strategy was not available, and a concerted effort is needed to address sustainability concerns.

Human Rights and Gender Equality

1. To what extent were human rights considered and mainstreamed in the design and implementation of the project?
2. 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?
3. 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?

Human rights and gender equality were to some extent mainstreamed in the design and the implementation of the project, such as in the project document and in annual progress reports. Indicators however were human rights and gender blind, and it is therefore recommended to review these to strengthen data collection and reporting on human rights and gender equality.

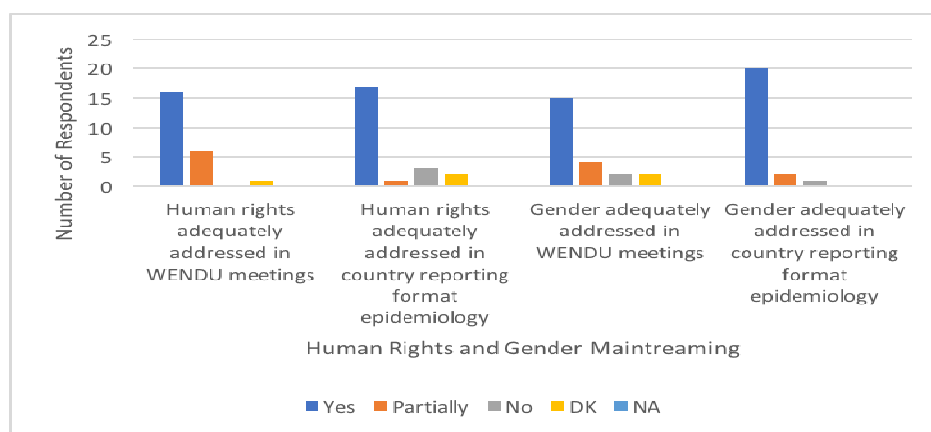


Figure IV:
Online survey
WENDU:
human rights
and gender

mainstreaming in meetings and country reporting format

Human rights, with a particular focus on non-discrimination and inclusive approaches, was integrated in sessions in WENDU meetings and in reporting tools, especially in the country reporting template. 70 percent of the respondents of the online WENDU survey thought this to be adequate, although it was pointed out that no human rights-specific training was offered. It is therefore recommended to include human rights training in the next WENDU meeting. In DDR, the mainstreaming of human rights in prevention activities of NGOs could have been supported more, and it is recommended to take this into consideration in future partnerships.

In legislative reform attention was given to human rights, and the work on improving forensic services was to strengthen evidence handling to promote fair trial. Training of law enforcement officers did however not include sessions on human rights, and the corresponding activity reports contained no human rights or gender. It is therefore recommended to strengthen the integration of human rights in law enforcement activities. Furthermore, the strict law enforcement approach applied was sometimes critically viewed, and a more integrated approach by encouraging a multi-disciplinary and multi-stakeholder approach (e.g. information-sharing about drug addiction i.e. giving drug addiction a ‘face’) was recommended to increase the motivation of criminal justice professionals to fight drug trafficking and corruption. The workshop on alternatives to imprisonment held in Côte d'Ivoire in 2017 had been viewed as a good practice in that regard.

The UN Human Rights Due Diligence Policy was considered, although no reference checking had been done with the UN Office of the High Commissioner for Human Rights (OHCHR) because of doubts about its feasibility. It is recommended to reconsider this in the future.

Gender equality was to some extent mainstreamed in the three outcomes of the project. Although reference was made to ECOSOC resolutions 2011/5 and 2011/6 in the project document, the application of gender equality norms and relevant UNODC guidelines was fragmented. Only in a minority of law enforcement and WENDU activities sex-disaggregated data were collected, and the majority of participants in related meetings were male. Although the emphasis had been placed on strengthening capacity and getting staff with the appropriate background in the first place considering national institutional needs, space to strengthen efforts to encourage equal access of men and women with the right professional profiles could be more optimally used. It is therefore recommended to strengthen efforts to mainstream gender and promote gender equality.

In epidemiology, different views were shared about the integration of gender into the discourse of WENDU meetings and in the country reporting template. The majority perspective was positive based on the provisions given in the template to collect sex- (and age-) disaggregated data. Others noted that further information about gender equality, including analysis, would strengthen regional data collection, and it is therefore recommended to give this more attention in WENDU.

In DDR, in the first set of NGO proposals only occasionally a reference to gender equality was included, with one reason being the absence of an explicit reference to human rights and gender equality in the calls for proposals. Sex-disaggregated statistics as well as gender analysis was further missing in reporting. It is recommended to advise NGOs on ways to improve in this area.

Summary - Human Rights and Gender Equality

Human rights and gender equality were mainstreamed, although indicators were ‘blind’ with respect to these areas. These were considered in the epidemiology country reporting template and training, although no specialized training had been offered, and in DDR their mainstreaming in community prevention activities was done to some extent. Human rights and gender equality mainstreaming had not been reported on in law enforcement especially, and a multi-disciplinary, multi-stakeholder approach had only recently started to receive attention.

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 instruments to support the implementation of the ECOWAS Regional Action Plan. The project design reflected the appropriate technical areas, but also contributed to its ambitious nature in terms of its geographical and technical scope considering its budget and time-frame. The coverage of the entire drug cycle was a strength and a weakness at the same time, which could have been more capitalized on to ‘humanize’ the law enforcement angle of the criminal justice response and to let the different areas reinforce each other in a selected number of countries. The regional nature of the project was further not adequately operationalized and defined, including with respect to the RP as strategic framework and the UNODC projects included therein. The design contributed to UNODC’s work in a positive way in different areas, such as ROSEN’s capacity, the RP and a greater visibility of UNODC in the ECOWAS region. Impact was further noted in its contribution to strengthen efforts in technical areas that otherwise received limited donor support, namely epidemiology and DDR, and in the project’s contribution to a restorative approach to drug addiction.

The project was efficient to some extent. Project expenditures reflected the pace of implementation. Delays were caused by internal and external factors, including the lengthy recruitment processes of UNODC staff, administrative hurdles and stakeholder participation in project design and implementation, including the ECOWAS Drug Unit. An earlier redesign of the project could have strengthened overall project efficiency and effectiveness. Cost-efficiency was supported through cost-sharing and joint implementation arrangements with counterparts and partners, which also contributed to ownership of results by key beneficiaries. The joint implementation with other UNODC projects compromised project visibility to some extent, in particular in the field of law enforcement. The expertise of the project team was well-received and appreciated, but its physical split between Dakar and Abuja had an effect on cooperation with the ECOWAS Drug Unit, in particular in the field of law enforcement and legislation. While the joint implementation with the ECOWAS Drug Unit was initially uneasy for historical, interpersonal and design-related reasons, their working relationship was considered effective and undertaken in a positive spirit at the time of this evaluation. This also had a positive impact on information-sharing, expertise and relations between UNODC and the ECOWAS Commission beyond this project.

Delays in implementation had an effect on the overall effectiveness of the project, and results were in particular achieved in the field of epidemiology and DDR. Human rights and gender equality were considered to some extent, but more effort could be undertaken to advance these by strengthening their mainstreaming in design, implementation and reporting. Sustainability remained an area of concern, with the need to strengthen the institutionalization of results, limit risks and continue to seek high-level commitment of counterparts. Continued cooperation with the ECOWAS Commission remains crucial in that respect, and clarifying the links with other projects under the RP would need to be part of a joint sustainability strategy. The implementation of this project in support of the ECOWAS Regional Action Plan is however expected to remain a balancing act of varying interests to some extent.

IV. RECOMMENDATIONS

Recommendation 1 – Design

Project design was ambitious considering its scope, operational context, budget and duration, with inadequate reference given to all relevant international normative and policy instruments. The regional nature of the project had not been fully defined, including as part of the RP framework, and the links between outcomes had not been fully explored. Indicators were not all SMART. Planned activities, governance and reporting lines did not match the original design any longer.

Undertake a comprehensive project revision, with a revised design, including enhanced logframe and budget allocation. (ROSEN project team)

Recommendation 2 - Sustainability

Although sustainability had been considered by promoting ownership of counterparts, it remained an area of concern. A joint sustainability strategy with the ECOWAS Drug Unit, which was foreseen to be drafted one year before project completion, had not been prepared yet. An overview of the links between this and other relevant projects under the RP was missing for a better understanding about design, sustainability and related risks.

Develop a joint sustainability strategy with a long-term vision for regional, sub-regional and national activities to support the ECOWAS Regional Action Plan, including by clarifying and strengthening the links with projects under the RP. (ROSEN project team together with ECOWAS Drug Unit; ROSEN management team).

Recommendation 3 - Sustainability

Additionally, limited attention had been given to the institutionalization of partnerships and bodies and achievements to sustain results. This concerned the emerging gap with no UNODC staff working directly with the ECOWAS Commission following project completion, the lack of clarity on the future of the Secretariat function of WENDU, currently held by the project team together with the ECOWAS Drug Unit, the absence of epidemiology data collection guidelines, limited capacity of civil society organizations working in epidemiology/DDR and sustainability of the e-learning component.

Strengthen the institutionalization of partnerships, entities and results, including by a) Creating a permanent liaison officer position at the ECOWAS Commission; b) Establishing a Secretariat of WENDU to guarantee harmonized data collection in the region; c) Prepare data collection guidelines for WENDU focal points; d) Explore capacity-building support options for civil society organizations working in DDR; e) Reduce risks of sustainability of the e-learning component (ROSEN project team together with ECOWAS Drug Unit, UNODC senior management at HQ and in the field) (ROSEN project team)

Recommendation 4 – Efficiency

Different perspectives existed on communication and visibility, from appreciating the already existing visibility products to the need for stronger communication by means of different communication means on outputs targeted to different audiences, including within UNODC. Good practices and lessons learned of WENDU, for instance, had not been collected and disseminated for learning.

Revise the current communication strategy (incl. a dissemination strategy) and public relation activities, including by collecting and disseminating good practices and lessons learned. (ROSEN project team)

Recommendation 5 – Sustainability

A fund-raising strategy was missing in order to fully continue work in all the areas covered by the project, especially to continue with providing ongoing support to epidemiology and DDR, that is, areas with limited donor funding.

Develop a fund-raising strategy to prioritize limited funding available for epidemiology and DDR. (ROSEN project team)

Recommendation 6 – Partnerships/Sustainability

The project liaised mainly with inter-ministerial drug committees as well as different ministries. The evaluation confirmed the continued need to sensitize high-level government officials about DDR, epidemiology and drug trafficking in order to get their support for implementation of the ECOWAS Regional Action Plan

Sustain high-level engagement and undertake enhanced advocacy at international, regional and national levels, including making use of ECOWAS Commission avenues, such as monitoring missions. (ROSEN project team, UNODC ROSEN in close cooperation with ECOWAS Drug Unit)

Recommendation 7 – Partnerships and cooperation

WENDU had been the main regional network supported under the project. Other regional, including UNODC-supported, networks had not (or could not have been) optimally capitalized on in the field of criminal justice, including law enforcement and forensics.

Explore ways to extend cooperation and capitalize on existing regional networks in the field of criminal justice to strengthen the project's regional angle. (ROSEN project team)

Recommendation 8 – Human rights and gender

Human rights and gender equality have been mainstreamed to some degree in the project, although the integration of human rights and gender equality have not been made explicit in all activities, incl. in reporting

Ensure the integration of human rights and gender equality into all activities of the project, including WENDU training, data-collection and analysis, and reporting obligations of NGOs (ROSEN project team)

Recommendation 9 - Efficiency

Project efficiency had been affected by the duration of various administrative processes, including e.g. recruitment, travel arrangements, payments etc. Additionally, cost-sharing arrangements and use of project staff

Ensure more efficiency in managing the administrative processes in relation to activities of the project, including allowing for contingency plans and by providing full information about cost-sharing in reporting. (ROSEN project team)

Recommendation 10 - Design

A comprehensive monitoring framework and information management system was missing.

Develop and implement a comprehensive monitoring framework and a related information management system. (ROSEN project team)

V. LESSONS LEARNED AND BEST PRACTICES

Lessons Learned and Best Practices

Strategic frameworks and policy documents have a tendency to be all-encompassing without necessarily providing a logical order of results and strategic decisions about prioritization of activities, which can lead to a weak project logframe if transferred without revisions. This could lead to a lack of clarity on the overall project focus and/or the spreading of resources which could undermine sustainability in an attempt to cover all areas. Thus, translation of such guiding documents into programming ones needs to be done on the basis of a clear prioritization of activities in light of available resources and the duration of a project.

The ‘regional’ focus of the project had not been adequately defined, which could arguably mean the joint implementation with the ECOWAS Drug Unit of this EU-funded project, the regional/sub-regional/national coverage of the project, or a combination thereof and/or the cost-sharing/joint implementation with other UNODC projects under the RP. A regional project needs to be contextualized in relation to the RP and other UNODC work at the project level.

New members of the project team were able to familiarize themselves with UNODC administrative rules and regulations with support of colleagues as UNODC induction training did not exist. This not only used project staff time but also introduced a risk of error in applying administrative rules and regulations in those instances when such support was not available.

Regional and international intergovernmental organizations are bureaucratic institutions. The creation of a mutual understanding about each other’s bureaucracy and related rules and practices was crucial to manage expectations, coordinate the implementation of joint activities and support realistic planning. Additionally, the adoption of a protocol on intra-team procedures guided communication and offered clarity on steps to follow during cooperation.

The implementation of one donor project by two organizations presupposes a mutual understanding about each other’s roles and responsibilities. If the ironing out of differences in understanding is undertaken during the inception phase, then this could mitigate possible tensions otherwise featuring at a later stage.

Country assessments were given as outputs, but the indicators of the assessment (e.g. is the author an academic researcher or a project manager, number of pages, narrative or tables) and use had not been adequately considered and agreed on at an early stage. Different types of assessments require different resources and time-frames. The sensitivity of law enforcement data as well as the need to regularly update especially published data for which resources must be set aside as well ought to be considered at an early stage in order to agree on the substance of these outputs.

The multiple functions and activities of WENDU were viewed as a good practice to strengthen regional and national-level capacity in epidemiology, and adequately respond to different capacity levels of data collection and analysis of ECOWAS Member States and Mauritania.

ANNEX I. TERMS OF REFERENCE OF THE EVALUATION

UNITED NATIONS OFFICE ON DRUGS AND CRIME
Vienna

Terms of Reference of the

Midterm Independent Project Evaluation

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

September 2017



UNITED NATIONS
New York, 2017

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I. BACKGROUND AND CONTEXT

Project Number	XAW/Z28
Project Title	Support to the ECOWAS Regional Action Plan on illicit drug trafficking, related organized crime and drug abuse in West Africa
Duration	46 months (1 January 2015 - 30 October 2018)
Location	West Africa
Linkages to Country Programmes	N/A
Linkages to Regional Programmes	<p><u>Regional Programme for West Africa (2010-2014):</u></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>
Linkages to Thematic Programmes	<p><u>Thematic Programme on Action against Transnational Organized Crime and Illicit Trafficking (2011-2013):</u></p> <p>Sub-programme 2: Regional and National Capacity Building and Technical Assistance</p> <p>Outcome 2.2: “Strengthening national and regional capacity and international cooperation for law enforcement, criminal intelligence, border control and criminal investigation in order to more effectively assess, identify, collect evidence and ultimately control criminal activity the flows of illicit goods and services”</p> <p><u>Addressing Health and human development vulnerabilities in the context of drugs and crime:</u></p> <p>Vulnerabilities related to drug use</p>
Project Manager/Coordinator	Cheikh TOURE
Total approved Budget	14,646,309 USD
Total overall budget	14,646,309 USD
Donors	The European Union
Partner Organizations:	Economic Community of West African States (ECOWAS), World Customs Organization (WCO), 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) selected on the basis of calls for proposal
Type and time frame of evaluation: (Independent Project Evaluation/In-depth Evaluation/mid-term/final)	Mid-term Evaluation: October 2017 – April 2018
Timeframe of the project covered by the evaluation:	1 June 2015 – end of the field mission (January 2018)

Geographical coverage of the evaluation:	Only 5 countries are to be visited during the Evaluation field mission phase (due to budgetary constraints) but interviews are still to be undertaken and questionnaires to be sent to stakeholders in all the targeted 16 countries. The countries that will be visited are the five core ones where the majority of project activities have been conducted, i.e. Senegal, Nigeria, Côte d'Ivoire and Cabo Verde. Burkina Faso as originally included, will however be replaced by The Gambia, due to the current security situation in Burkina Faso.
Budget for this evaluation:	USD 60,000
Type and year of past evaluations (if any):	N/a
Core Learning Partners ⁴⁵ (entities):	ECOWAS Commission; European Union; Government officials in the five core ECOWAS Member States; namely: Senegal, Nigeria, Côte d'Ivoire, Burkina Faso, and Cabo Verde; UNODC staff at HQ; partner organizations; NGOs; civil society and beneficiaries.

Project overview and historical context

Brief Description

The project Support to the ECOWAS Regional Action Plan on illicit drug trafficking, related organized crime and drug abuse in West Africa (XAW/Z28) was initiated in January 2015 and has a current duration until November 2018. The implementation period is 46 months. The project provides support to all ECOWAS Member States (MS) and Mauritania⁴⁶ 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.

⁴⁵ 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.

⁴⁶ 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.

Only 5 countries are to be visited during the Evaluation field mission phase (due to budgetary constraints) but interviews are still to be undertaken and questionnaires to be sent to stakeholders in all the targeted 16 countries. The countries that will be visited are the five core ones where the majority of project activities have been conducted, i.e. Senegal, Nigeria, Côte d'Ivoire and Cabo Verde. Burkina Faso as originally included, will however be replaced by The Gambia, due to the current security situation in Burkina Faso. The designation of recipient countries was made in collaboration with the ECOWAS Commission and the European Union.

The 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).

With a project management structure established in Dakar (Senegal) and Abuja (Nigeria) to build the capacity of ECOWAS Member States and Mauritania over the 46-month implementation period and to work closely with ECOWAS, UNODC aims to implement this project (XAW/Z28) in synergy with other UNODC projects⁴⁷.

The project is part of a larger EU-funded initiative from the European Development Fund (EDF). and implies a close cooperation on a daily basis between UNODC and the ECOWAS Commission.

Situation analysis

Since 2004, drug trafficking organisations have been increasingly using West Africa as a transit area for smuggling large amounts of cocaine from South America into Europe. Drug trafficking is often linked to political instability in West Africa, and particularly in the Sahel. While drug trafficking generates corruption which undermines the economies of the region, indications of increase in substance abuse in West Africa also abound.⁴⁸ This exerts further pressure on already fragile national health, economic and security systems. Faced by this increasing drug abuse, national authorities often lack reliable epidemiological data and effective prevention and treatment programmes.

⁴⁷ GLO/U61 "UNODC Global eLearning - making the world safer from drugs, crime and terrorism", GLO/G80 "Container Control Program", GLO/J71 "Treating drug dependence and its health consequences / joint Programmes to prevent HIV/AIDS", GLO/K32 "UNODC-WHO Programme on drug dependence treatment and care", GLO/K01 "Prevention of drug use, HIV/AIDS and crime among young people through family skills training programmes in low- and middle-income countries", GLO/K42 "Prevention of illicit drug use and treatment of drug use disorders for children/adolescents at risk", XAW/U72 "Establishment of real-time operational communication between international airports in Africa, Latin America, the Caribbean, Middle East and North Africa", XAW/K36 "Enhancement of Forensic Science Services in West Africa", XAW/V29 "Research in West Africa", XWS/V33 "Support to Transnational Crime Units under the West Africa Coast Initiative", GLO/T32 "Global Programme for Strengthening the Capacities of Member States to Prevent and Combat Organized and Serious Crimes", CPV/S28 "Anti-organised crime and counter narcotics enforcement in Cape Verde", NGA/V16 "Responses to drugs and related organized crime", NGA/V18 "Support to the Justice Section in Nigeria" and XAM/Z17 "Strengthening criminal justice systems in the Sahel in order to effectively combat drug trafficking, illicit trafficking, organised crime, terrorism and corruption in the region" among others.

⁴⁸ UNODC. ECOWAS Support Project [Internet]. Vienna: UNODC; 2017 [cited 2017 Aug 4]. Available at <http://www.unodc.org/westandcentralafrica/en/newrosenwebsite/ecowasproject.html>.

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 MS in Western Africa have re-stated their commitment to fight drug trafficking, related organised crime and drug abuse. The Regional Action Plan is divided into five thematic areas (political support, effective law enforcement against drug trafficking, legal frameworks, drug abuse and reliable data) and identifies for each of these areas activities to be implemented by member states or/and by regional organisations. In 2009, the ECOWAS Commission elaborated an Operational Plan 2009-2012 to turn into actions the Political Declaration and Regional Action plan. The Operational Plan is structured around four main outcomes: i) Enhancement of regional coordination; ii) Revision of regional and national legal frameworks; iii) Strengthening of law enforcement; and iv) Collection and dissemination of reliable data on drugs trafficking and drugs abuse.

In the 2008 Political Declaration on the Prevention of Drug Abuse, Illicit Trafficking and Organized Crime in West African, 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 overall objective of this 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, as well as the new Action Plan 2016-2020). To achieve this objective, UNODC, through this project, has conducted activities in the areas of drug abuse prevention and drug dependence treatment, legislative development, forensics, and drug law enforcement. So far, for example, 31 national focal points (FPs) of the West African Epidemiology Network on Drug Use (WENDU) have been nominated and a technical meeting of WENDU was held in 2016 in collaboration with ECOWAS. The role of FPs includes: 1) coordinating the drug information system at the national level, 2) consolidating data collection and drafting annual country drug reports, and 3) representing their respective Member States during WENDU regional consultations. FPs from the 15 ECOWAS Member States⁴⁹ and

⁴⁹ Bénin, Burkina Faso, Cabo Verde, Côte d'Ivoire, The Gambia, Ghana, Guinea, Guinea Bissau, Liberia, Mali, Niger, Nigeria, Sénégal, Sierra Leone, Togo.

Mauritania report bi-annually to WENDU on the situation of Drug Demand Reduction (DDR) and drug supply suppression in their respective countries.

UNODC, ECOWAS and the EU have launched a call for proposals in order to support innovative and pilot prevention initiatives promoted by West African Civil Society Organizations (including NGOs and CBOs) in six countries (Burkina Faso, Liberia, Mauritania, Sierra Leone, Togo, Cabo Verde). That call for Proposals aims to provide financial resources for CSOs of the sub-region for them to be able to undertake innovative drug prevention activities among the youth (ex. sensitization, public awareness, life skills, peer education, school clubs, community engagement...), promoting approaches in line with prevailing international protocols and standards on drug prevention and care. The UNODC project team has also been providing technical assistance to the beneficiaries of the grants, while monitoring that activities are implemented in a manner consistent with available scientific evidence on drug use prevention and care.

A total of ten specialized counter-narcotics training workshops on investigative techniques and their use in the specific context of methamphetamine trafficking were also organized for a comprehensive cross-section of Law Enforcement Agencies (Police, Gendarmerie, Customs) in ten West African countries, namely: Bénin, Burkina Faso, Côte d'Ivoire, Guinea Bissau, Liberia, Mali, Mauritania, Niger, Sierra Leone, Togo.

The project interventions as shown above considers human rights issues as it ensures a balanced approach between drug supply suppression and drug demand reduction initiatives. Similarly, a gender-sensitive approach is integrated in the implementation and reporting of project activities such as training workshops.

Main challenges during implementation

Some challenges were encountered during the implementation of this project. However, they were mainly related to political engagement with Member States. One major challenge in carrying out drug use surveys and epidemiology research is the length of time required for advocacy and obtaining institutional and ethical approval in selected countries. This has delayed the conduct of epidemiology-related activities. The UNODC ECOWAS Project (Z28) derives its outcomes from national developmental priorities. This makes governments in the region indispensable partners. Constraints about the capacity of MS in implementing project activities and initiatives in their respective domains constitute an important barrier to the achievement of project objectives. Although actions are being taken to support development of capacity of stakeholders in MS, the need to allow MS to take leadership roles in activities is also very important to ensure sustainability and ownership of project initiatives. Delay in responses to some project initiatives has been associated with the slow pace of implementation of some project activities. For instance, implementing Activity 3.1.3 under Outcome 3 has been challenging as there are few NGOs, civil society organizations (CSOs), and public institutions in MS with the required capacity to implement a grants programme. Although a number of capacity building and

capacity enhancement activities have been carried out since the beginning of the project, there is a general concern that acute scarcity of trained manpower in many institutions responsible for DDR, drug supply suppression including Forensics in MS may be a major hindrance to progress.

Project documents and revisions of the original project document

The ECOWAS project is formally entitled “Support to the ECOWAS Regional Action Plan on illicit drug trafficking, related organized crime and drug abuse in West Africa”.

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) ⁵⁰ .

Project revision (please add further rows as needed)	Year	Reason & purpose	Change in (please check)
1 Not Applicable			<input type="checkbox"/> Budget <input 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 outcomes. Outcome 1 is mentioned in this document although it is to be implemented by ECOWAS through a Grant provided by the EU. Outcomes 2, 3 and 4 are to be implemented by UNODC.

⁵⁰ Cf. <http://www.ecowas.int/ecowas-ministers-adopt-action-plan-to-address-illicit-drug-trafficking-organized-crimes-and-drug-abuse-in-west-africa/>

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*⁵¹

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 (detailed description of project available [here](#)).

Contribution to UNODC's country, regional or thematic programme

XAWZ28 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 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,

⁵¹ 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.

XAW/K36, XAW/V29, XWS/V33, GLO/T32, CPV/S28, NGA/V16, NGA/V18, and XAM/Z17⁵².

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.

Linkage to UNODC strategy context 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.

⁵² Cf. footnote 3, p. 5.

II. DISBURSEMENT HISTORY

Time periods throughout the life time of the project (06/2015 – 08/2017)	Total Approved Budget	Expenditure	Expenditure in %
	\$14,646,309	\$4,264,6309	29%

Time period covered by the evaluation (06/2015 –09/2017)	Total Approved Budget	Expenditure	Expenditure in %
	\$8,813,339	\$4,290,808	48%

III. PURPOSE OF THE EVALUATION

Rationale for the mid-term evaluation

The formative mid-term Independent Project Evaluation aims to determine the extent to which project objectives and outcomes have been achieved, inform actions for potential realignment of strategies, and provide an informed guidance for improved implementation of future objectives and activities. The focus of the mid-term evaluation will be on learning and how to increase the likelihood of impact of upcoming activities, as well as on the lessons learnt so far. In addition, the mid-term 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.

Assumed accomplishment of the evaluation

This mid-term evaluation aims at determining results that have been achieved up-to-date under the project to Support to 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 course of the project.

The evaluation will further specifically assess the following DAC criteria: i) Relevance (including project design); ii) Efficiency; iii) Effectiveness; iv) Preliminary impact; v) Sustainability; and vi) Established partnerships and cooperation. Furthermore, it will be assessed how human rights and gender equality have been mainstreamed into the project. Lessons learned and best practices will be identified as well as recommendations derived.

At completion, findings from this evaluation shall:

- i. Contribute to organizational learning by identifying the strengths, weaknesses, opportunities and threats to project implementation in the region under each thematic area in order to integrate lessons learned from other projects/programmes or evaluations;
- ii. Provide information on the appropriateness of the programme's initial design and its capacity to adapt to evolving issues and guide future implementation;
- iii. Contribute to accountability by assessing the achievements of UNODC in the region and the appropriateness of the utilisation of resources;
- iv. Contribute towards decision-making in relation to UNODC strategic direction in the implementation of the project and its duration;
- v. Contribute towards improved performance to ensure achievement of its objectives and outcomes.

The main evaluation users

The intended main users of the evaluation are UNODC management, ECOWAS Commission including the ECOWAS Drug Unit and Member States, and their respective beneficiaries, NGOs, civil society, other partners, UNODC Programme Coordinator and technical experts.

IV. SCOPE OF THE EVALUATION

Unit of analysis (full project/programme/ parts of the project/programme; etc.)	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 in the five core ECOWAS Project countries, i.e. Senegal, Nigeria, Côte d'Ivoire, The Gambia, and Cabo Verde. 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 as implemented by UNODC (Outcome 1 to be implemented by ECOWAS).
Time period of the project/programme covered by the evaluation	1 st June 2015 – end of the field mission (January 2018)
Geographical coverage of the evaluation	The UNODC ECOWAS Project covers <i>all 15 ECOWAS member</i>

	<p><i>states and Mauritania but for the MTR only 5 countries are considered for the field visit.</i> The designation of recipient countries has been made in close cooperation with the ECOWAS Commission and the European Union.</p> <p>Only 5 countries are to be visited during the Evaluation field mission phase (due to budgetary constraints) but interviews are still to be undertaken and questionnaires to be sent to stakeholders in all the targeted 16 countries. Burkina Faso as originally included, will however be replaced by The Gambia, due to the current security situation in Burkina Faso. The designation of recipient countries was made in collaboration with the ECOWAS Commission and the European Union.</p>
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V. KEY EVALUATION QUESTIONS

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:

<i>Design</i>
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)?
2. To what extent has the design of the logical framework allowed for results and activities to be subordinated to the indicators defined for the ECOWAS Project?
<i>Relevance</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 has the project been relevant to other key stakeholders' (ECOWAS, Member States, NGOs, and Civil Society Organizations, target groups) needs and priorities?
<i>Efficiency</i>
5. To what extent were the financial resources properly mobilized and distributed to enable an efficient implementation of the activities?
6. How can the efficiency of the programme be further improved in the remaining years of

implementation?
<i>Effectiveness</i>
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?
8. How can the effectiveness of the programme be further improved in the remaining years of implementation?
<i>Impact (Preliminary)</i>
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, environments for individuals, communities and institutions related to it?
<i>Sustainability</i>
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?
<i>Partnerships and cooperation</i>
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?
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?
<i>Human rights and Gender</i>
<i>Human Rights</i>
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?
<i>Gender</i>
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?
<i>Lessons learned and best practices</i>
19. 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)?

20. What best practices have emerged from the implementation of the ECOWAS Project?
21. Are there any unintended results?

VI. EVALUATION METHODOLOGY

The methods used to collect and analyse data

This evaluation will be carried out using a participatory approach which seeks the views and assessments of all parties. While maintaining independence, the evaluation shall be conducted through the active participation of the evaluation stakeholders, especially the Core Learning Partners (CLP) in the evaluation process. 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.

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. While this is not exhaustive, the evaluation team is expected to analyse all relevant information sources, such as reports, project documents, documents related to different outcomes, internal review reports, programme files, financial reports and any other documents that may provide further evidence for triangulation, on which their conclusions will be based.

The present ToR provides basic information to guide the evaluator towards designing an effective, efficient, and appropriate methodology for the evaluation. However, the evaluator shall make an elaborate description of the proposed evaluation methodology, its justification and limitations as well as the specific data collection tools 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. In particular, interviews with project stakeholders and informants

will be conducted during the field missions as well as via phone in case face-to-face interviews were not feasible.

The limitations to the evaluation shall be identified and discussed by the evaluator in the Inception Report including data constraints (such as missing baseline and monitoring data). Potential limitations as well as the chosen mitigating measures shall be discussed. While it may not be possible to visit all countries in the region, efforts will be made to solicit their inputs through surveys/questionnaires (to be elaborated in the inception report).

Gender-sensitive evaluation methods and gender-sensitive data collection techniques essential in identifying key gender issues, addressing marginalized, hard-to-reach and vulnerable population, as well as defining strategies for developing appropriate data bases for better gender analysis in future project planning shall be employed.

Sources of data

Specific evaluation questions are to be formulated based on: i) The logical framework of the ECOWAS Project; and ii) The information needs of internal and external key stakeholders.

Secondary data including baseline data, audit reports and information from steering committee meetings, internal reviews such as annual reviews will also feed into the evaluation and will be crosschecked and triangulated with primary data arising from first-hand sampling and collection methods⁵³.

Findings and recommendations of the ECOWAS Project evaluation will be discussed and disseminated with UNODC staff, partners and beneficiaries in the region as well as in UNODC headquarters.

Secondary Research Methods / Desk Review

The evaluation team will perform a desk review of existing documentation, including the project document and revisions (if any), 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, and audit reports among others⁵⁴.

Primary Research Methods

Primary sources of data include:

⁵³ Cf. list of desk review material provided in Annex 2.

⁵⁴ Cf. Annex 2 for a more detailed structure of the documents to be provided for the desk review.

- (i) Qualitative methods - semi-structured interviews with key stakeholders, key representatives of different entities (face-to-face, by telephone or through internet); and

- (ii) Quantitative methods - survey questionnaires.

Primary data collection methods should be gender sensitive.

1. Sampling Strategy

The evaluation team is responsible for further refining the proposed sampling strategy based on objective criteria when drafting the Inception Report. This includes identifying, with the support of the ROSEN, site visits within each country selected. The evaluation team also develops the sampling techniques that will be applied for the different data collection instruments.

2. Phone interviews / face to face consultations

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

- i. UNODC staff at HQ, ROSEN, and CONIG;
- ii. ECOWAS staff members involved in project implementation;
- iii. Government officials in particularly the five core Member States (Senegal, Nigeria, Côte d'Ivoire, The Gambia, and Cabo Verde) who are benefitting from and are directly involved in UNODC's work in those countries where UNODC has implemented the ECOWAS Project;
- iv. Relevant Permanent Missions in Vienna if any;
- v. Representatives of the EU who are contributing to/involved in UNODC ECOWAS Project as the donors;
- vi. UN agencies involved in/collaborating in the implementation of ECOWAS Project;
- vii. UNODC staff involved in implementation of other projects in the West African region;
- viii. NGOs, civil society and partners; and
- ix. Other relevant stakeholders as identified and proposed by the evaluation team.
- x. Beneficiaries, such as participants in trainings/national focal points (WENDU) etc.

3. On-line questionnaire

An on-line questionnaire will be developed (if possible) by the evaluation team and used to assist in collecting the views of some identified stakeholders (e.g. from within UNODC, donor agencies and government partner agencies) where may not be possible to directly interview through face-to-face meetings with some stakeholders. The on-line questionnaire will be clear and concise, and appropriately targeted. It will be

administered by the evaluation team. ROSEN will directly assist the evaluation team by providing a list of email contact details. It is expected that a readily available online software package (e.g. Survey Monkey) be used to develop and administer the survey.

4. Field missions

The evaluators will conduct field missions to some selected countries (Abuja – Nigeria, Dakar - Senegal, Abidjan - Côte d'Ivoire, Praia - Cabo Verde, and Banjul - The Gambia) where most of the programme activities have been implemented. Other countries may be remotely evaluated through phone calls, video conferencing, skype, or other appropriate means. The evaluation team will review the activities implemented under the project in the respective countries during the Inception Phase and finalise the selection of selected countries together with the Project Management. A mission to Dakar, Senegal, and Abuja, Nigeria will be included to meet with the project coordinator and the Team Members based in the respective countries.

Interviews during the field missions will include programme managers, coordinators and experts etc. responsible for the thematic area that contribute to the implementation of the ECOWAS Project and all other relevant stakeholders based in the respective countries, such as government institutions, partner organizations, NGOs, civil society and beneficiaries. The missions will also include visits in the field and possible attendance at various meetings for observations.

Stakeholders in Vienna, HQ will be interviewed remotely through phone or Skype at the Regional Office in Dakar.

Presentation of initial observations and presentation of final findings and recommendations

A short debriefing on initial observations of the evaluation, based primarily on the desk review, shall be provided by the evaluation team prior to the end of field missions.

Following the submission of a revised full draft of the evaluation report cleared by IEU, the cleared draft report will be sent by IEU to the CLPs for review and comments.

At a forum where UNODC, ECOWAS, Member States, EU representatives and other relevant stakeholders are present, the evaluation team will make a final presentation of the results in April 2018 after the final evaluation report has been cleared by IEU.

VII. TIMEFRAME AND DELIVERABLES

Time frame for the evaluation

The evaluation is expected to begin in November 2017 and be finalized by April 2018.

Time frame for the field mission

The field missions of the evaluation team will take place in January 2018.

Expected deliverables and time frame

<i>Duties</i>	<i>Time frame</i>	<i>Location</i>	<i>Deliverables</i>
Desk review and preparation of Draft Inception Report	06/11/2017– 24/11/2017 (15 working days for Team Leader; 13 for Team Member)	Home-based	Draft Inception report containing: preliminary findings of the desk review, refined evaluation questions, data collection instruments (including questionnaire and interview questions), sampling strategy, evaluation matrix and limitations to the evaluation
Submission of Inception Report to IEU and Project Manager for review and comments	27/11/2017 – 05/12/2017		
Incorporation of comments from the Project Manager and IEU (may involve several rounds of comments)	06/12/2017-20/12/2017 (3 working days for Team Leader; 2 for Team Member)		Revised Draft Inception Report
Deliverable A – Final Draft Inception Report in line with UNODC evaluation guidelines, handbook, templates, norms and standards	20/12/2017 (Total number of working days: Team Leader – 18 days; Team Member – 15 days)		Final Inception report to be cleared by IEU

Interviews with staff at UNODC HQ, ROSEN, CONIG; Evaluation mission: briefing, interviews; presentation of initial observations based primarily on desk review	<p>Travel to Abuja: 02/01/2017; Mission: 02-05/01/2018 (including phone/Skype interviews with staff at UNODC HQ)</p> <p>Travel to Dakar: 06/01/2018; Mission: 08-11/01/2018</p> <p>Travel to Côte d'Ivoire. 12/01/2018 Mission: 12-17/01/2018 Travel to The Gambia 18/01/2018 Mission: 18- 22/01/2018</p> <p>Travel to Cap Verde. 23/01/2018 Mission: 23-25/01/2018</p> <p>25/01/2018 Brief presentation on initial observations and travel back to home country</p> <p>(26 working days for both Team Leader and Team Member)</p>	<p><u>UNODC/HQ/ROSEN/CONIG</u></p> <p>Senegal, Nigeria, Côte d'Ivoire, The Gambia, Cabo Verde</p>	Presentation of initial observations based primarily on desk review
Drafting of the evaluation report and further telephone/skype interviews;	<p>26/01 – 13/02/2018</p> <p>(13 working days for Team Leader; 8 for Team Member)</p>	Home-based	Draft evaluation report
Submission to Project Management for review of factual errors and to IEU for review and comments	14/02-23/02/2018		

Consideration of comments from the Project Manager and incorporation of comments from IEU (may entail various rounds of comments)	26/02-09/03/2018 (4 working days for Team Leader) (2 for Team Member)	Home-based	Revised draft evaluation report
Deliverable B – Draft Evaluation Report in line with UNODC Evaluation guidelines, handbook, templates, norms and standards	By 09/03/2018 (total number of working days: Team Leader - 43 working days, Team Member – 36)		Draft evaluation report, to be cleared by IEU
IEU to share the draft evaluation report with Core Learning Partners for comments	12-23/03/2018 (2 weeks)		
Consideration of comments from Core Learning Partners	26/03/2018 (1 working day for both Team Leader and Team Member)	Home-based	Revised draft evaluation report
Final review by IEU;	27/03/2018-02/04/2018		
Incorporation of comments and finalization of report (can entail various rounds of comments)	03/04 – 09/04/2018 (2 working days for Team Leader) (1 for Team Member)	Home-based	Revised draft evaluation report
Deliverable C - Final evaluation report in line with UNODC Evaluation guidelines, handbook, templates, norms and standards	09/04/2018 (total number of working days: Team Leader 3; Team Member 2)	Home-based	Final evaluation report to be cleared by IEU;
Presentation of evaluation results by	Date TBD (1 day for team leader)		Presentation of final evaluation findings and

Team Leader			recommendations
Project Management: Provide Management Response, if needed, for inclusion into final evaluation report and finalise the Evaluation Follow-up Plan in ProFi (to be cleared by IEU)	By 13/04/2018		Final Evaluation Follow-up Plan and Management Response, if needed, for inclusion into final evaluation report
Project Management: Disseminate final evaluation report	By 20/04/2018		Final evaluation report disseminated

VIII. EVALUATION TEAM COMPOSITION

Number of evaluators needed

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

- (i) An international lead evaluator (Team Leader) with a minimum of 10 years of solid background and professional technical experience in the field of evaluation of international programmes and experience in applying, qualitative and quantitative evaluation methods, including a track record of conducting various types of evaluation at the international level as well as Results Based Monitoring (RBM). Work experience with the United Nations is desirable. The Lead Evaluator will coordinate the work of the evaluation team member and ensure that all aspects of the Terms of reference are fulfilled.
- (ii) One national/regional evaluator (Team Members) who should have expertise in project designed 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)

The role of the Lead Evaluator (Team Leader)

The role of the Lead Evaluator includes:

- i. Carry out the desk review; develop the inception report, including sample size and sampling technique;
- ii. Draft and finalize the inception report and evaluation methodology, including specific data collection tools, incorporating relevant comments, in line with the guidelines and template on the IEU website <http://www.unodc.org/unodc/en/evaluation/evaluation-step-by-step.html>;
- iii. Lead and coordinate the evaluation process and the oversee the tasks of the Team Members;
- iv. Implement quantitative as well as qualitative tools and analyse data; triangulate data and test rival explanations;
- v. Ensure that all aspects of the terms of reference are fulfilled;
- vi. Draft an evaluation report in line with UNODC evaluation policy and the guidelines and template on the IEU website <http://www.unodc.org/unodc/en/evaluation/evaluation-step-by-step.html>;
- vii. Finalize the evaluation report on the basis of comments received; and
- viii. Present the final evaluation findings and recommendations to stakeholders.

More details will be provided in the respective job descriptions in Annex II

The role of the other evaluator (Team Member)

The Team Member will contribute with specific knowledge in his/her respective area of expertise to all deliverables of the evaluation (including the Inception Report; Draft and Final Evaluation Report); in consultation with the Evaluation Team Leader.

The Team Member shall assist the Team Leader in all stages of the evaluation process in line with the ToR, participate in all missions, implement data collection tools and analyze data; triangulate data and test rival explanations; providing written inputs to all evaluation deliverables in consultation with the Team Leader. More details will be provided in the respective job descriptions in Annex I.

Absence of Conflict of Interest

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

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

IX. MANAGEMENT OF THE EVALUATION PROCESS

Management Arrangements

The independent evaluation will be carried out in accordance with UNODC's evaluation policy, norms and standards as well as UNEG Norms and Standards. The evaluation team will work closely with UNODC's Independent Evaluation Unit.

Roles and responsibilities of the Project Manager

The Project Manager is responsible for:

- Managing the evaluation;

- Drafting and finalizing the ToR;
- Selecting Core Learning Partners among i.e. five core ECOWAS Member States (namely: Senegal, Nigeria, Côte d'Ivoire, The Gambia, and Cabo Verde), Delegation of the European Union (DEU) representatives, UNODC staff and Interpol, partner organizations, NGOs, Civil society and beneficiaries (representing a balance of men, women and other marginalised groups) and informing them of their role;
- Recruiting evaluators following clearance by IEU;
- Providing desk review materials (including data and information on men, women and other marginalised groups) to the evaluation team including the full TOR;
- Reviewing the inception report as well as the evaluation methodology;
- Liaising with the Core Learning Partners;
- Reviewing the draft report for factual errors;
- Developing an implementation plan for the evaluation recommendations as well as follow-up action (to be updated once per year); and
- Disseminate the final evaluation report and facilitate the presentation of evaluation results;

The Project 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 of the consultants (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 meetings; 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 evaluators need to be released within 5 working days after the respective deliverable is cleared by IEU).

For the field missions, the evaluation team liaises with the UNODC Regional/Field Offices and mentors as appropriate

Roles and responsibilities of the evaluation stakeholders

Members of the Core Learning Partnership (CLP) are identified by the project 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. Max 10-12

stakeholders will be identified as CLPs and include e.g. expert group people, the donor etc. and be included in Annex III with full contact details.

Stakeholders include all those to be invited to participate in the interviews and surveys, including the CLPs. This include all beneficiaries, UNODC staff, NGOs, civil society, partners etc. To be included in Annex III with full contact details.

Roles and responsibilities of the Independent Evaluation Unit

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

IEU reviews and clears all steps and deliverables during the evaluation process: Terms of Reference; Selection of evaluator(s); Inception Report; Draft Evaluation Report; Final Evaluation Report; Evaluation Follow-up Plan.

X. PAYMENT MODALITIES

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

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

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

ANNEX I. TERMS OF REFERENCE FOR EVALUATORS

Title:	Independent Evaluator (Team Leader)
Organisational Section/Unit:	UNODC ROSEN
Duty Station or home-based:	Home-based, missions in Abuja, Nigeria; Dakar, Senegal; Abidjan, Côte d'Ivoire; Praia, Cabo Verde; and Banjul, The Gambia
Contract period 1:	06/11/2017-24/11/2017
Contract period 2:	18/12/2017-20/12/2017
Contract period 3:	02/01/2018-13/02/2018
Contract period 4:	05/03/2018-09/03/2018
Contract period 5:	02/04/2018-09/04/2018 (+ 1 day for presentation of results - TBD)
Actual work time:	65 days
Fee Range:	C

1. Background of the assignment:

The project 'Support to the ECOWAS Regional Action Plan on illicit drug trafficking, related organized crime and drug abuse in West Africa' (XAW/Z28) was initiated in January 2015 and has a current duration until November 2018. The project provides support to all ECOWAS Member States (MS) and Mauritania⁵⁵ 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, as well as the new Action Plan 2016-2020). To achieve this objective, UNODC, through this project, is to conduct activities in the areas of drug abuse prevention and drug dependence treatment, legislative development, forensics, and drug law enforcement.

⁵⁵ 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.

Only 5 countries are to be visited during the Evaluation field mission phase (due to budgetary constraints) but interviews are still to be undertaken and questionnaires to be sent to stakeholders in all the targeted 16 countries. Burkina Faso as originally included, will however be replaced by The Gambia, due to the current security situation in Burkina Faso. The designation of recipient countries was made in collaboration with the ECOWAS Commission and the European Union.

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).

The project is part of a larger EU-funded initiative from the European Development Fund (EDF).

2. Purpose of the assignment:

The formative mid-term Independent Project Evaluation aims to determine the extent to which project objectives and outcomes have been achieved, inform actions for potential realignment of strategies, and provide an informed guidance for improved implementation of future objectives and activities. The focus of the mid-term evaluation will be on learning and how to increase the likelihood of impact of upcoming activities, as well as on the lessons learnt so far. In addition, the mid-term 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 mid-term evaluation aims at determining results that have been achieved up-to-date under the project to Support to 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 course of the project.

3. Specific tasks to be performed by the evaluator:

Under the guidance of the Independent Evaluation Unit, the International Evaluation Consultant/Team Leader will collaborate with the consultants on the Independent Project Evaluation of the UNODC ECOWAS Project. On the basis of the Evaluation Terms of Reference, key responsibilities of the Team Leader include: (i) Developing evaluation design with detailed methods, tools and techniques; (ii) Leading the evaluation process and assigning responsibilities to the Team Members; (iii) Ensuring adherence to the UNEG Norms and Standards, UNODC Evaluation Guidelines and Templates, and the evaluation ToR; (iv) Ensuring overall coherence of the report writing; and (v) Ensuring that all deliverables are submitted in line with UNODC evaluation policy, handbook, guidelines and templates.

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

The lead evaluator will be responsible for the quality and timely submission of his/her specific deliverables, as specified below. All products should be well written, inclusive and have a clear analysis process.

- Draft inception report, containing preliminary findings of the desk review, refined evaluation questions, data collection instruments (including questionnaire and interview questions), sampling strategy, evaluation matrix and limitations to the evaluation; in line with UNODC evaluation guidelines and templates.
- Field missions to Abuja – Nigeria, Dakar - Senegal, Abidjan - Côte d'Ivoire, Praia - Cabo Verde, and Banjul - The Gambia; . provide a presentation of initial observations (oral) to the project management team only.
- Implement quantitative tools and analyse data; triangulate data and test rival explanations;
- Draft an evaluation report in line with UNODC Evaluation norms, standards, guidelines and templates, coordinating the inputs of the Team Member;
- Revised draft report based on comments received from the various consultative processes (IEU, internal and external).
- Final evaluation report, in line with UNODC evaluation policy, handbook, guidelines and templates
- Presentation of evaluation results to stakeholders.

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

The evaluator shall respect the UNEG Ethical Guidelines.

5. Dates and details of deliverables/payments:

<i>Deliverable</i>	<i>Output</i>	<i>Working Days</i>	<i>To be accomplished by (date)</i>
A. (contract 1)	Draft Inception Report (in line with UNODC Evaluation handbook, norms, standards and templates; reviewed and cleared by IEU)	15	Tentatively 24/11/2017
B. (contract 2)	Final Inception Report (can entail various rounds of comments)	3	Tentatively 20/12/2017
C. (contract 3)	Draft Evaluation Report (in line with UNODC Evaluation	39	Tentatively 13/02/2018

	Policy, Handbook, norms, standards and templates; reviewed and cleared by IEU)		
D. (contract 4)	Revised Draft Evaluation Report (can entail various rounds of comments)	4	Tentatively 09/03/2018
E. (contract 5)	Final Evaluation Report and presentation (in line with UNODC Evaluation Policy, Handbook, norms, standards and templates; reviewed and cleared by IEU, as well as presentation at Vienna HQ of evaluation results; 1 day TBD in February 2018)	4	Tentatively 09/04/2017

Payments will be made upon satisfactory completion and/or submission of outputs/deliverables (as cleared by the UNODC Independent Evaluation Unit).

6. Indicators to evaluate the evaluator's performance:

Timely, satisfactory and high-quality delivery of the above-mentioned outputs as assessed by IEU (in line with UNODC norms, standards, guidelines and templates as well as UNEG Standards and Norms)⁵⁶.

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

- Advanced university degree (Master's degree or equivalent) in social sciences, law, economics or related field, A first-level university degree in combination with qualifying experience may be accepted in lieu of an advanced university degree;
- Academic qualifications or professional experience in the subject of the evaluation such as law enforcement, criminal justice, corruption, organized crime;

⁵⁶ Please visit the IEU website for all mandatory templates and guidelines to use in this evaluation:
<http://www.unodc.org/unodc/en/evaluation/normative-tools.html>.

- A minimum of ten years of extensive professional experience in the field of evaluation of international programmes and knowledge of, and experience in applying, qualitative and quantitative evaluation methods;
- A track record of designing, leading and conducting various types of evaluation, including process, outcome and impact evaluations preferably with experience in conducting evaluations for the United Nations, preferably UNODC, including multiple stakeholders and post conflict situation;
- Experience in policy planning and policy analysis;
- Previous work/research/evaluation experience in West and Central Africa (desirable);
- Experience and knowledge on gender equality and women's empowerment, gender mainstreaming, gender analysis and the related mandates within the UN system;
- Experience and knowledge on human rights issues, the human rights based approach to programming, human rights analysis and related mandates within the UN system;
- Excellent communication and drafting skills; fluency in oral and written French and English is required, proven by previous evaluation reports. Knowledge of another language relevant to the evaluation might be an advantage.

Title:	National Evaluation Consultant (Team Member)
Organisational Section/Unit:	UNODC ROSEN
Duty Station or home-based:	Home-based, missions in Abuja, Nigeria; Dakar, Senegal; Abidjan, Côte d'Ivoire; Praia, Cabo Verde; and Banjul, The Gambia
Proposed period:	From 06/11/2017 to 09/04/2018
Actual work time:	53 working days
Fee Range:	C

1. Background of the assignment:

The project 'Support to the ECOWAS Regional Action Plan on illicit drug trafficking, related organized crime and drug abuse in West Africa' (XAW/Z28) was initiated in January 2015 and has a current duration until November 2018. The project provides support to all ECOWAS Member States (MS) and Mauritania⁵⁷ 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, as well as the new Action Plan 2016-2020). To achieve this objective, UNODC, through this project, is to conduct activities in the areas of drug abuse prevention and drug dependence treatment, legislative development, forensics, and drug law enforcement.

Only 5 countries are to be visited during the Evaluation field mission phase (due to budgetary constraints) but interviews are still to be undertaken and questionnaires to be sent to stakeholders in all the targeted 16 countries. Burkina Faso as originally included, will however be replaced by The Gambia, due to the current security situation in Burkina Faso. The designation of recipient countries was made in collaboration with the ECOWAS Commission and the European Union.

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).

The project is part of a larger EU-funded initiative from the European Development Fund (EDF).

⁵⁷ 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.

2. Purpose of the assignment:

The formative mid-term Independent Project Evaluation aims to determine the extent to which project objectives and outcomes have been achieved, inform actions for potential realignment of strategies, and provide an informed guidance for improved implementation of future objectives and activities. The focus of the mid-term evaluation will be on learning and how to increase the likelihood of impact of upcoming activities, as well as on the lessons learnt so far. In addition, the mid-term 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 mid-term evaluation aims at determining results that have been achieved up-to-date under the project to Support to 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 course of the project.

3. Specific tasks to be performed by the evaluator:

Under the guidance of the International Evaluation Consultant/Team Leader, the Evaluation Consultant/Team Member will collaborate with the Team Leader on the Independent Project Evaluation of the UNODC ECOWAS Project.

The Team Member will contribute with specific knowledge in his/her respective area of expertise to all deliverables of the evaluation (including the Inception Report; Draft and Final Draft Evaluation Report); in consultation with the Evaluation Team Leader.

Assist the Team Leader in all stages of the evaluation process, as per the respective ToR; participate in selected missions; provide methodological evaluation quality assurance throughout the evaluation process; comment on all deliverables of the evaluation team; and apply methodological tools.

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

The national evaluator/Team Member will be responsible for the quality and timely submission of his/her specific deliverables, as specified below and defined in collaboration with the Team Leader. All products should be well written, inclusive and have a clear analysis process.

- Assist the Team Leader in drafting the inception report - containing preliminary findings of the desk review, refined evaluation questions, data collection instruments (including questionnaire and interview questions), sampling strategy, evaluation

matrix and limitations to the evaluation in line with UNODC evaluation policy, handbook, guidelines and templates.

- Field missions to Abuja – Nigeria, Dakar - Senegal, Abidjan - Côte d'Ivoire, Praia - Cabo Verde, and Banjul - The Gambia; provide a presentation of initial observations (oral) to the project management team only.
- Implement quantitative tools and analyse data; triangulate data and test rival explanations;
- Draft relevant chapters of the evaluation report in line with UNODC evaluation policy, handbook, templates and guidelines and contribute to overall analysis.
- Revised draft report based on comments received from the various consultative processes (IEU, internal and external).
- Final evaluation report in line with UNODC evaluation policy, handbook, guidelines and templates.
- Contribute to the presentation of evaluation results.

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

The evaluator shall respect the UNEG Ethical Guidelines.

5. Dates and details of deliverables/payments:

<i>Deliverable</i>	<i>Output</i>	<i>Working Days</i>	<i>To be accomplished by (date)</i>
A.	Inception Report (in line with UNODC Evaluation handbook, norms, standards and templates; reviewed and cleared by IEU)	15	Tentatively 20/12/2017
B.	Draft Evaluation Report (in line with UNODC Evaluation Policy, Handbook, norms, standards and templates; reviewed and cleared by IEU)	36	Tentatively 09/03/2018
C.	Final Evaluation Report (in line with UNODC Evaluation Policy, Handbook,	2	Tentatively 09/04/2018

	norms, standards and templates; reviewed and cleared by IEU)		
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Payments will be made upon satisfactory completion and/or submission of outputs/deliverables (as cleared by the UNODC Independent Evaluation Unit).

6. Indicators to evaluate the evaluator's performance:

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

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

- Advanced university degree (Master's degree or equivalent) in social sciences, health, law or related fields; A first-level university degree in combination with qualifying experience may be accepted in lieu of an advanced university degree;
- A minimum of five years of professional experience in Programme / Project Management and monitoring and evaluation or expertise in EU funded projects, preferably in the region;
- Previous work/research/evaluation experience in West Africa (desirable), preferably with experience in assessment, implementation and/or evaluation in the area of expertise with experience in conducting evaluations for the United Nations, including multiple stakeholders and post conflict situation;
- Experience and knowledge on gender equality and women's empowerment, gender mainstreaming, gender analysis and the related mandates within the UN system is an asset;
- Experience and knowledge on human rights issues, the human rights based approach to programming, human rights analysis and related mandates within the UN system is an asset;
- Excellent proven communication and drafting skills in English;
- Working knowledge of French

ANNEX II. EVALUATION TOOLS: ONLINE SURVEY

QUESTIONNAIRE WENDU

UNODC mid-term 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 Unit, UNODC, is in the process of undertaking the mid-term independent project evaluation of “Support to ECOWAS Regional Action Plan on Illicit Drug Trafficking, Related Organized Crime and Drug Abuse in West Africa” from November 2017 up to March 2018.

The purpose of this evaluation is to determine the extent to which project objectives and outcomes have been achieved, inform actions for potential realignment of strategies, and provide an informed guidance for improved implementation of future objectives and activities.

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 31 focal points from all 15 ECOWAS Member States and Mauritania.

The evaluation is being carried out by a team of external independent evaluators, Ms. Elca Stigter (lead evaluator) and Ms. Linda Amadi (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:

English: <https://icts-surveys.unog.ch/index.php/753222?lang=en>

French: <https://icts-surveys.unog.ch/index.php/753222?lang=fr>

Portuguese: <https://icts-surveys.unog.ch/index.php/753222?lang=pt>

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 elcastigter@gmail.com.

The deadline for filling in and submitting the questionnaire will be 10 January 2018.

Confidentiality

You are assured of complete confidentiality. You are not required to provide your name, title or organization when completing the questionnaire. Furthermore, information provided will only be seen by the evaluation team. The data will be presented only in an aggregated form. No individual can therefore be identified in the key findings given in the evaluation report.

In case you have any questions, please do not hesitate to contact the evaluation team leader at the above-given email address.

Thank you in advance for your participation in this evaluation!

Yours sincerely,

The evaluation team

General information

1. Country of work:

- ☐ Benin
- ☐ Burkina Faso
- ☐ Cabo Verde
- ☐ Cote D' Ivoire*
- ☐ Gambia
- ☐ Guinee
- ☐ Guinee Bissau
- ☐ Ghana
- ☐ Liberia*
- ☐ Mali
- ☐ Niger
- ☐ Nigeria
- ☐ Senegal
- ☐ Sierra Leone
- ☐ Togo
- ☐ Mauritania

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

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, Côte 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, Côte 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

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 your 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)
- Project document (1 document);
- Project progress reports (semi-annual 2015, 2016 and 2017; annual 2015, 2016, 2017) (6 documents);
- Statement of expenditures 2015-2017; overview cost-sharing (planned) expenditures (2 document)
- Donor reports 2015-mid 2016; mid 2016-mid 2017 (2 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 9 reports; epidemiology/DDR 16 reports; legal assessments 4 reports; forensics 8 reports) (37 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)

- NGO documents (4 project proposals; 2 grant agreements; 3 activity reports) (9 documents)
- FEEP documents (1 manual; 2 calls for proposals) (3 documents)
- DDR Côte d'Ivoire joint GLO/K32 workshop 2017 documents (2 documents)
- 'Unplugged' documents (4 documents)
- Concept note curriculum academic institutions (1 document)
- Training activity reports law enforcement training (8 national level; 2 regional level) (10 documents)
- E-learning documents, incl. mission reports (4 documents)
- Forensics 4 planning/strategic docs (4 documents)
- PPT Project Overview, December, 2017 EU-funded Project 'Support to ECOWAS Regional Action Plan on illicit drug trafficking, organized crime related to it and drug abuse in West Africa' (XAW/Z28, FED/2014/337-573)" (1 document)
- UNODC response draft ROM (1 document)
- XAM/U50 documents (project revisions 2014, 2015, 2016, 2017, 2018 & annual progress reports 2015, 2016, 2017) (8 documents)
- XAM/Z17 documents (project revisions 2015, 2016, 2018 & annual progress reports 2015, 2016, 2017) (6 documents)
- UNODC 2017 Independent mid-term evaluation Sahel programme
- UNODC annual financial reports 2015, 2016 and 2017

Number of internal documents reviewed: 142 documents

External documents

ECOWAS Commission documents (9 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 organised crime and drug abuse in West Africa) EDF X (1 document)
- ECOWAS project newsletters #1 and #2 (2 documents)
- ECOWAS Drug Unit project annual report 2015 (1 document)
- ECOWAS annual reports 2015 and 2016 (2 documents)

EU (6 documents)

- Contribution agreement EC-UNODC (signed 2014)
- Identification Study for 10EDF Regional Drugs and Money Laundering Programme (W-Africa)/Letter of Contract No2009/204491
- RoM report October 2017 (draft)
- EU Drugs Strategy 2013-2020
- EU Action Plan on Drugs 2013-2016
- EU Action Plan on Drugs 2017-2020

Number of external documents reviewed: 15 documents

Total number of documents reviewed: 156 documents

ANNEX IV. LIST OF PERSONS CONTACTED DURING THE EVALUATION

<i>Number of interviewees</i>	<i>Organisation</i>	<i>Type of stakeholder⁵⁸</i>	<i>Sex disaggregated data</i>	<i>Country</i>
25	Different offices UNODC	Project/programme implementer	Male: 14 Female: 12	Austria, Cabo Verde, Côte d'Ivoire, Nigeria, Senegal
36	Different institutions	Government counterpart/recipient	Male: 29 Female: 7	Cabo Verde, The Gambia, Côte d'Ivoire, Nigeria, Senegal, Togo
10	Different entities	Civil society	Male: 8 Female: 2	Burkina Faso, Côte d'Ivoire, The Gambia, Liberia, Mauritania, Senegal
10	Different organizations	Partner	Male: 5 Female: 5	The Gambia, Nigeria, Senegal, Nigeria
3	European Union	Donor	Male: 2 Female: 1	Cabo Verde, Nigeria
Total: 85			Male: 58 Female: 27	

⁵⁸ This could be e.g. Civil Society Organisation; Project/Programme implementer; Government recipient; Donor; Academia/Research institute; etc.

ANNEX V. EXCERPTS UNODC STRATEGIC FRAMEWORK

UNODC Strategic Framework 2014-2015

Sub-programme 1: Countering transnational organized crime, illicit trafficking and illicit drug trafficking, with outcome (b) increased regional and international cooperation in combating transnational organized crime, illicit trafficking and illicit drug trafficking; (c) Enhanced capacity to take effective action against transnational organized crime, including drug trafficking, [...]

Sub-programme 5 Prevention, treatment and reintegration, and alternative development with outcome (a) Individuals in the Community are less vulnerable to drug use and HIV/AIDS

Sub-programme 6 Research, Trend Analysis and forensics; outcome (a) Enhanced access to increased knowledge to formulate strategic responses to address existing and emerging drugs and crime issues; outcome (b) Increased capacity to produce and analyse statistical data on trends including those in emerging drug and specific crime issues; (c) Improved scientific and forensic capacity to meet appropriate professional standards, including increased use of scientific information and laboratory data for interagency cooperation activities and in strategic operations, policy and decision-making.

UNODC Strategic Framework 2016-2017

Countering illicit drug trafficking and transnational organized crime

(a) Increased technical assistance implemented, at the request of Member States, aimed at promoting the implementation of the international drug control conventions and the United Nations convention against transnational organised crime and at supporting Member States in the preparation of the United Nations General Assembly Special Session (UNGASS) on the world drug problem and supporting Member States in the implementation of decisions emanating from UNGASS

(b) Increased regional and international cooperation in combating transnational organized crime, illicit trafficking and illicit drug trafficking with the assistance of UNODC in accordance with its mandate

(c) Increased capacity of requesting Member States, with the assistance of UNODC, for effective action against transnational organized crime, including in the areas of illicit drug trafficking, money-laundering, trafficking in persons and smuggling of migrants, illicit trafficking of firearms, including those in emerging drug and specific crime issues

Subprogramme 2 Prevention, treatment and reintegration, and alternative development

- (a) Increased application, with the support of UNODC and upon request of Member States, of measures to reduce the vulnerability to drug use and HIV/AIDS of people in the community
- (b) Increased capacity of requesting Member States, with the assistance of UNODC, to reduce the vulnerability to drug use and HIV/AIDS of people in the criminal justice system

Subprogramme 6 Research, trend analysis and forensics

- (a) Enhanced access to increased knowledge to formulate strategic responses to address existing and emerging drugs and crime issues
- (b) Increased capacity to produce and analyse statistical data on trends including those in emerging drug and specific crime issues
- (c) Improved scientific and forensic capacity to meet appropriate professional standards, including increased use of scientific information and laboratory data for inter-agency cooperation activities and in strategic operations, policy and decision-making

UNODC Strategic Framework 2018-2019

Subprogramme 1 Countering transnational organized crime

- (a) Increased capacity of MS promoting the ratification of the international drug control conventions and the United Nations Convention against Transnational Organized Crime and the Protocols thereto and at supporting Member States in the implementation of the action plan and political declaration on International Cooperation towards an Integrated and Balanced Strategy to Counter the World Drug Problem and relevant operational outcomes of the United Nations General Assembly special session on the world drug problem.
- (b) Increased regional and international cooperation in combating transnational organized crime and illicit trafficking with the assistance of UNODC in accordance with its mandate
- (c) Increased capacity of requesting Member States, with the assistance of UNODC, for effective action against transnational organized crime, including in the areas of money-laundering, combatting illicit financial flows, trafficking in persons, trafficking and smuggling of migrants, illicit trafficking of firearms and emerging crime.

Subprogramme 2 A comprehensive and balanced approach to counter the world drug problem

- (a) Increased technical assistance implemented, at the request of Member States, aimed at promoting the ratification and implementation of the international drug control conventions (the Single Convention on Narcotic Drugs, the Convention on Psychotropic Substances and the United Nations Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances), and at supporting Member States in the implementation of the action plan and political declaration on International Cooperation towards an Integrated and Balanced Strategy to Counter the World Drug Problem and relevant operational outcomes of the United Nations General Assembly special session on the world drug problem.

(b) Increased and balanced application, with the support of UNODC and upon request of Member States, of a continuum of measures aimed at drug demand reduction, as well as vulnerability to HIV/AIDS and other blood borne diseases

(c) Increased capacity of requesting Member States, with the assistance of UNODC, to reduce the vulnerability to drug use and to HIV/AIDS of people in the criminal justice system

(f) Increased regional and international cooperation in combating illicit drug trafficking with the assistance of UNODC in accordance with its mandate

(g) Increased capacity of requesting Member States, with the assistance of UNODC, for effective action against illicit drug trafficking and related offences including in the areas of money-laundering, combatting illicit financial flows freeze and confiscation of the proceeds of illicit drug trafficking and emerging drug crime issues

Subprogramme

6

Research, trend analysis and forensics

(a) Enhanced access to increased knowledge to formulate strategic responses to address existing and emerging drugs and crime issues

(b) Increased capacity to produce and analyse statistical data on trends including those in emerging drug and specific crime issues

c) Improved scientific and forensic capacity to meet appropriate professional standards, including increased use of scientific information and laboratory data for inter- agency cooperation activities and in strategic operations, policy and decision-making

ANNEX VI. RP WEST AFRICA - OVERVIEW OF RELEVANT UNODC GLOBAL AND REGIONAL PROJECTS IN THE FIELD OF EPIDEMIOLOGY, DDR, LAW ENFORCEMENT AND FORENSICS

Organization(s)	Project number	Project title	Scope	area of work	Link with project
UNODC	GLO/U61	UNODC Global eLearning Programme	Global	Law Enforcement	Outcome 4
UNODC-WCO	GLO/G80	Container Control Programme	Global	Law enforcement/ illicit cross-border activities	Outcome 4
OPEC/OFID-UNODC	GLO/J71	Treating drug dependence and its health consequences/OFID-UNODC Joint Programme to prevent HIV/AIDS through Ttreatnet Phase II	Global	HIV/AIDS-DDR-Drug dependence, prevention and treatment	Outcome 3
UNODC-WHO	GLO/K32	UNODC-WHO Programme on Drug Dependence Treatment and Care	Global	DDR-Drug prevention and treatment	Outcomes 2 and 3
UNODC	GLO/K01	Prevention of drug use, HIV/AIDS and crime among young people through family skills training programmes in low and middle-income countries	Global	DDR	Outcome 3
UNODC	GLO/K42	Prevention of illicit drug use and treatment of drug use disorders for children/adolescents at risk	Global	DDR	Outcomes 2 and 3
UNODC	GLO/T32	Global Programme for Strengthening the Capacities of Member States to Prevent and Combat Organized and Serious Crimes.	Global	Law Enforcement	Outcome 4

UNODC	GLO/Z83	Strengthening criminal investigation and criminal justice cooperation along the cocaine route in Latin America, the Caribbean and West Africa	Global	Criminal justice/law enforcement	Outcome 4
UNODC	XAM/U50	Assistance to the ECOWAS and to Member States in West and Central Africa for the Development and Implementation of Drug Control and Crime Prevention	Regional	Drug Control and Crime Prevention (focus on law enforcement/criminal justice and strategic/policy work)	Outcome 4
UNODC	XAW/U72	Establishment of real-time operational communication between international airports in Africa, Latin America, the Caribbean, Middle East and North Africa (AIRCOP)	Global	Law enforcement	Outcome 4
UNODC	XAW/K36	Enhancement of Forensic Science Services in West Africa	Regional	Forensics	Outcome 4
UNODC	XAW/V29	Research in West Africa	Regional	Epidemiology	Outcome 2
UNODC	XWS/V33	Support to Transnational Crime Units under the West Africa Coast Initiative (WACI)	Regional	Law Enforcement	Outcome 4
UNODC	XAM/Z17	Strengthening criminal justice systems in the Sahel in order to effectively combat drug trafficking, illicit trafficking, organised crime, terrorism and corruption in the region (Sahel Programme)	Regional	Strengthening criminal justice system	Outcome 4

ANNEX VII TIMELINE PROJECT HISTORY

2008 ECOWAS Political Declaration and Regional Action Plan 2008-2011(Praia declarations).⁵⁹

19 Dec 2008 The Action Plan was adopted by the Authority of Heads of State and Government of ECOWAS at its 35th Ordinary Session in Abuja, Nigeria (19 December, 2008)

03 Dec 2009 Donor conference held in Vienna to support efforts of UNODC and the ECOWAS Commission to implement the Regional Action Plan.

2009-2010 EU project identification study (10th European Development Fund (EDF)

27-28 Feb 2013 Extension ECOWAS Regional Action Plan with two years during the Forty Second Ordinary Session of the ECOWAS Authority of Heads of States and Government at Yamoussoukro, Côte d'Ivoire⁶⁰

22 Nov 2013 Financing Agreement (ROC/FED/022-263) signed between the EU and the ECOWAS Commission

19/30 Dec 2014 Contribution agreement signed by respectively EC and UNODC

01 Jan 2015 Start project implementation (UNODC component)

16 Feb 2015 Grant contract signed between the EU and the ECOWAS Commission

Jan 2016 Launch UNODC RP West Africa 2016-2020

05 Sep 2016 Adoption Regional Action Plan on the Fight against Illicit Drug Trafficking, related Organized Crime, Corruption and Terrorism, as well as Drug Abuse in West Africa by ECOWAS Council of Ministers on 5 September 2016 (adoption by the Heads of States must still take place)

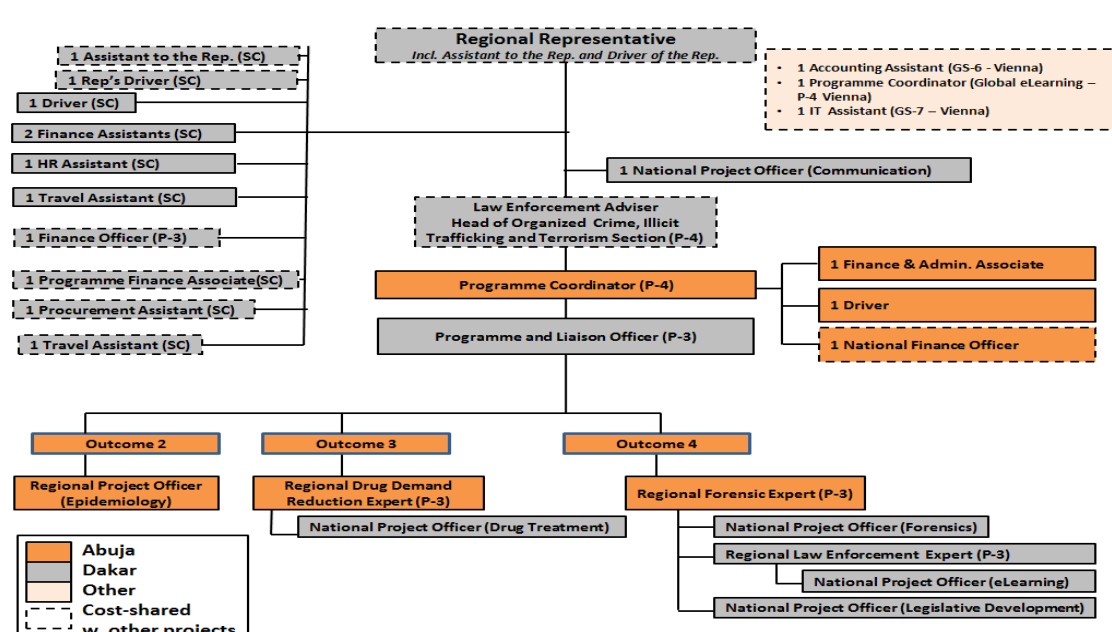
19 Sep 2016 UNODC and ECOWAS signed a letter of cooperation to confirm their commitment for an effective and integrated implementation of the UNODC Regional Programme and the ECOWAS Action Plan on the Fight against Illicit Drug Trafficking, related Organized Crime, Corruption and Terrorism, as well as Drug Abuse in West Africa

⁵⁹ UNODC project document, 2014: 4 note 4

⁶⁰ UNODC project document, 2014: 4 note 4

ANNEX VIII ORGANIGRAMME UNODC PROJECT TEAM AND COMPOSITION UNODC PROJECT TEAM AND ECOWAS DRUG UNIT TEAM

Organigram UNODC project team and cost-shared staff in Abuja, Dakar and Vienna⁶¹



Composition UNODC project team and ECOWAS Drug Unit project team- Staff with coordination responsibilities and technical staff per outcome

	UNODC Dakar project team	UNODC Abuja project team	ECOWAS Drug Unit (Abuja)
Coordinating responsibilities	Liaison Officer (P3)	Project Coordinator (P4)	Coordinator
Epidemiology (outcome 2)	--	Epidemiology Officer (NPO)	Epidemiology/DDR Officer

⁶¹ UNODC Project Document, 2014: 20

DDR (outcome 3)	DDR Officer (NPO)	DDR Officer (P3)	
Legislation, LE, forensics (outcome 4)	Legal Officer (NPO) LE Officer (P3) E-learning Officer (NPO) Forensics Officer (NPO)	Forensics Officer (P3)	Legal Officer Law Enforcement Officer
Total # of staff	6 (2 international staff positions)	4 (3 international staff positions)	4