



Important note: *To be completed with reference to the Reporting Guidance Notes for Project Leaders: it is expected that this report will be about 10 pages in length, excluding annexes*

Submission Deadline: 30th April

IWT Challenge Fund Project Information

Project Reference	IWT005
Project Title	Project Waylay: Supporting authorities in investigating illegal consignments of elephant ivory and rhinoceros horn in countries of origin, transit, destination
Country/ies	Kenya, South Africa, Uganda
Contract Holder Institution	ICPO - INTERPOL
Partner institutions	Kenya Wildlife Service (KWS), Uganda Revenue Authority (URA), Secretariat of the Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES), the World Customs Organisation
IWT Grant Value	£190,000
Start/end dates of project	1st April 2014 – 31st July 2016
Reporting period (e.g. April 2015-Mar 2016) and number (e.g. Annual Report 1,2,3)	1st April 2015 – 31st March 2016 Annual Report 2
Project leader name	Cees Van INTERPOL Environmental Security Unit
Project website	http://www.interpol.int/Crime-areas/Environmentalcrime/Environmental-crime
Report author(s) and date	Roberto del Castillo, 31 April 2016

1. Project Rationale

Project Waylay continues to focus its efforts on facilitating and coordinating expertise on controlled delivery operations of ivory and rhinoceros horns for INTERPOL member countries. The project objectives of establishing a collaborative network of source, transit and destination countries; facilitating the provision of expertise on controlled delivery techniques; and facilitating the use of controlled deliveries in law enforcement investigative/operational activities remain the same. However, following the project's experiences in Year 1 and the beginning of Year 2, a slight shift towards domestic activities took place to learn more about the capacities of source countries and reassess how the project could maximize its effectiveness.

Following the Prague workshop in April 2015, and the operational monitoring period that took place right after the workshop, it became evident that national authorities in source countries did not have the capacity to be able to conduct controlled delivery operations. This was a learning experience as project members were working under the assumption that some capacity was in place. As a result, the project decided to shift its focus for the final three quarters of Year 2 to domestic activities that would begin to build the capacity of source countries, Kenya and Uganda, on conducting controlled deliveries of ivory and rhinoceros horns.

Despite this slight shift in focus, Project Waylay continues to stay engaged with other countries in the project network and continues to seek opportunities to facilitate controlled deliveries. In particular, the project continues to work closely with China, South Africa and the United Kingdom on controlled delivery opportunities.

2. Project Partnerships

Project Waylay maintains engaged with the International Consortium on Combating Wildlife Crime (ICWC). The WCO, UNODC and CITES in particular remain important partners for the project due to their work on related issues. Project Waylay personnel have participated in workshops organized by WCO's Project Inama and UNODC's Container Controlled Program, in order to provide support and expertise, as well as to ensure the projects are not duplicating the work being done by each one. The experiences from these working relationships also contributed to the need to focus on the building of domestic capacities in source countries.

As a result of this, Project Waylay partnerships with national agencies in Kenya and Uganda has strengthened in Year 2. The Kenya Wildlife Service (KWS), Kenya Revenue Agency (KRA), Kenya Police, Uganda Wildlife Authority (UWA), Uganda Revenue Authority (URA) and Uganda Police have all worked with Project Waylay and participated in the training workshop that took place in Nairobi in February 2016. Having a close partnership with these national agencies provided Project Waylay with a unique opportunity to get first-hand experience of the capacities of each of these agencies on conducting controlled deliveries and other joint collaborations. Although many benefits have resulted from these partnerships, one challenge in particular has been identified, which is the expectation of working under the same timetable. While these agencies are in favour of working with Project Waylay, they cannot adhere to the projects strict timetable. Consequently, the project has had to postpone some activities to later dates, which will be explained in this report. However, Project Waylay has attempted to overcome these issues through constant engagement and communication with the agencies, in hopes of remaining on their list of priorities. This includes email and telephone communication, as well as face to face updates while visiting Kenya and Uganda, from either a member of Project Waylay or the INTERPOL Environmental Security Programme.

Beginning with the workshop in Prague, Project Waylay has greatly strengthened its partnership with the UK National Crime Agency (NCA) and Border Force. Both of these agencies were present at the Prague workshop and the Nairobi training, to provide their expertise of controlled deliveries and covert operations. An example of this is found in the attached UK NCA report for the Nairobi training. This expertise has also been used by Project Waylay to help guide its decision of identifying and purchasing tracking equipment to have available for Kenyan and Ugandan authorities to use when opportunities of controlled deliveries arise. Furthermore, the UK NCA and Border Force are hosting a meeting with the Chinese Anti-Smuggling Bureau, facilitated by Project Waylay, to discuss the difficulties of conducting controlled deliveries between the two countries.

Project Waylay has also maintained communication with the South African Revenue Agency (SARS) and South African Police on opportunities to conduct controlled deliveries. This particular partnership has been the least productive so far, not because of their unwillingness to collaborate but due to South Africa's advanced capacity on conducting covert operations. South Africa in particular does not need Project Waylay's support at the same level as our other partners. However, South Africa has maintained its interest in collaborating with Waylay and INTERPOL, and we are currently in discussions on opportunities for operational activities and the development of a specialized tracking device for rhinoceros horns.

3. Project Progress

3.1 Progress in carrying out project activities

Output 1

Activity 1.1:

This activity continues to be updated throughout the timeline of the project. The compilation of controlled delivery operations and exercises continues to shape the project's understanding of this investigative technique and the law enforcement personnel who collaborate with Waylay. A condensed version of the report, without nominal and sensitive information, will be included in the final report at the end of the project.

Output 2

Activity 2.1:

An analysis and cost-benefit study has been conducted of various tracking devices using short range tracking signals, such as radio frequency, and long range capabilities, such as GSM and GPS signals. The current results of this report has been used to guide the purchase of tracking devices made available to source countries in Eastern Africa, and used during activity 2.2c in Y2. The project is currently supplementing the report with additional information from South Africa and their development of a specialized tracking device to be used for rhinoceros horns. This report will be included in the final report at the end of the project.

Activity 2.2 b:

Project Waylay initially supported the mission of a Project Wisdom analyst to Kenya and Uganda to conduct a basic analysis of the capacity of their law enforcement agencies on managing information and intelligence. Project Wisdom is an INTERPOL ENS project that focuses its work on addressing elephant and rhinoceros related crimes, and the trade of ivory and rhinoceros horn. It is thematically related to Project Waylay, but does not focus on controlled deliveries. This initial activity resulted in two subsequent case meetings that focused on gathering officers from Kenya, South Sudan, Tanzania and Uganda, sharing information and ideas, and identifying opportunities to collaborate.

The first meeting took place 8 to 10 April 2015 and focused on the need for increased and timely information sharing on identified trafficking routes, networks and criminals. The meeting resulted in a list of action items that allowed participants to return to their home administrations and facilitate the management of information on current and future cases. The second meeting took place 15 to 17 March 2016 and focused on refreshing the knowledge of participants on information management by undertaking an exercise to share and analyse information that each participant had taken. This activity was then used as a platform for planning subsequent operations against identified targets.

While these activities were not carried out directly by Project Waylay, the project partly supported them financially and administratively. The management of information and intelligence is a skill that law enforcement must have a solid capacity of to carry out more complicated activities, such as controlled deliveries.

Activity 2.2 c:

A training curriculum was developed for the workshop that took place in Nairobi in February 2016. This curriculum was a result of previous meeting with KWS to determine their level of capacity with conducting controlled deliveries and to identify what level of training was needed. As a result of the lack of experience of KWS in working with controlled deliveries, it was decided to provide a curriculum that would begin to build their capacity starting from a basic level. The curriculum was developed using experience and technical expertise from officers and consultants, as well as information provided by CITES and WCO. In addition to this curriculum, special emphasis was placed on guiding the participants in developing a standard operating procedure for conducting controlled deliveries of ivory and rhinoceros horns, which is a necessary prerequisite for conducting operations in Kenya.

As part of the workshop, UK NCA was invited to Nairobi to lead a separate section that would introduce participants to the technical side of using tracking devices for controlled deliveries. As KWS or the attending agencies did not have any specialized technical teams, the UK trainers were asked to take into consideration the basic level of the participants.

Activity 2.3 a:

Following the workshop on the application of controlled deliveries to illegal consignments of wildlife products, held in Prague in March and April 2015, Project Waylay organized an operational monitoring exercise that focused on identifying opportunities to conduct controlled deliveries. All participants of the workshop were asked to participate in the exercise and act as points of contacts for their respective countries.

The Prague workshop and the month-long monitoring exercise provided an opportunity to identify some key obstacles preventing the conduct of controlled deliveries. One major obstacle was the identification of adequate points of contacts for operational exercises. Although the network had some key participants that made attempts to conduct controlled deliveries, the exercise highlighted a flaw in the choice of participants, of which some did not have adequate operational capacity. Another related obstacle was the difference in capacity of source countries and transit/destination countries. Ultimately this resulted in one solid attempt to conduct a controlled delivery, however, ended up failing due to conflicting requirements from both countries involved. A more detailed report of this attempt will be included in Activity 1.1, which will be available in the report for the end of the project.

As a result of the project's experience during the Prague workshop and this operational exercise, the decision was taken to prioritize the focus on domestic controlled deliveries and the building of capacity of source countries.

Activity 2.3 b:

This activity was intended to focus on destination countries to prepare them for additional controlled delivery operations that would take place in the future. As a result of the experiences during the Prague workshop and the month-long operational exercise, Project Waylay decided to change the focus of this activity. This was done for two reasons. The first was due to the lack of cooperation the project received from destination countries in Asia. Although several were present at the Prague training, the majority of contributions from these countries came in the form of the creation of obstacles and a reluctance to conduct controlled deliveries without a more formal memorandum of understanding in place between these countries. The second was due to the difference in capacity between source, transit and destination countries for conducting controlled deliveries. If all collaborating countries do not have similar capacities it reduces the success rate of operational activities, which can be counterproductive with covert operations.

As a result of this, Project Waylay decided to focus this activity on the working relationship between China and the UK. During the month-long operational exercise, the best opportunity to conduct a controlled delivery of an ivory consignment involved both China and the UK. The UK had informed Project Waylay of several small ivory consignments being sent from Africa, through the UK, to China. While these consignments are small, the amount of packages being sent result in a very large amount of ivory. Ultimately, due to procedural complications, the controlled delivery did not take place. The project decided to continue to engage with China and the UK on the side, while focusing on domestic and capacity building activities in Kenya and Uganda, hoping to develop the collaborative relationship between the two countries.

As a result of this continued engagement, Project Waylay has coordinated a meeting between China and the UK in London. Due to the schedules of both countries, the meeting will take place in May 2016, during Quarter 1 of Year 3 of Project Waylay. The project will bring two Chinese Officers from the Anti-Smuggling Bureau to London to meet with the UK NCA and Border Force, and discuss and develop steps to conduct controlled deliveries of ivory or rhinoceros horn consignments. This meeting will culminate with a small framework agreement that will outline a standard procedure that will facilitate this operational activity between the two countries.

Activity 2.3 c:

Project Waylay decided to host this activity in Nairobi, Kenya on 8 to 11 February 2016. This was done due to the solid working relationship INTERPOL ENS has with Kenyan law enforcement. This working relationship allowed Project Waylay to meet with KWS and Kenyan Police prior to the training to identify the level of capacity of the agencies for conducting controlled deliveries. This resulted in enough information to determine the need to develop a training curriculum that focused on the basics and introduction of controlled deliveries and tracking devices, which provided the guidance for Activity 2.2 c. Another reason this training was held in Nairobi was due to its close proximity to Kampala and the ability to invite Ugandan law enforcement officers to participate in the training. This was important because a lot of cargo, shipments and contraband travels through the shared border and future collaboration on operational activities will be necessary between these two countries.

The training included 21 total participants from KWS, KRA, Kenya Police, UWA, URA and Uganda Police. It was separated into two cohorts, with at least one representative from each agency, with the exception of Ugandan representatives in the second (technical) cohort, as a similar training is planned for Kampala. The first cohort received the introductory training on controlled deliveries. This curriculum provided participants with the basics to conducting a controlled delivery, a close look at case studies of controlled deliveries, and practical exercises to mock a controlled delivery exercise. It also focused on the development of a standard operating procedure for conducting controlled deliveries of ivory and rhinoceros horns. This was an important step to Kenya being able to conduct controlled deliveries because although their legislation does permit the use of covert investigative techniques, Kenyan law enforcement authorities do not have guidance on how to conduct such an operation. Consequently, this first cohort succeeded in developing a draft standard operating procedure to be reviewed by KWS for finalization. The second cohort received introductory training on tracking devices and mimicry techniques from UK NCA officers. Due to the lack of technical capacity and any organized technical team from Kenyan agencies, this part of the training was very basic and served to familiarize the participants to the devices that Project Waylay had taken to Nairobi, and the concepts of tracking and mimicry of consignments. In many countries the use of actual consignments during covert operations is prohibited. Therefore, the use of mimicry techniques to mimic the real consignments as close as possible is needed. The second cohort succeeded in learning how to use the devices and track them at a close range, principally using devices with radio frequency capacity. They were also shown how to track more complicated devices with GSM and GPS capabilities, and how to mimic a rhinoceros horn. Additional details of this portion of the training can be found in the UK NCA report attached to this report.

One important realization from this training was the fact that agencies in Kenya are not adequately prepared to conduct a controlled delivery using tracking devices on their own. Consequently, two strategies were identified to help overcome this obstacle and continue to build the capacity of Kenyan law enforcement agencies. The first is to support the creation of a technical unit within KWS. This will take time to achieve and will not have an immediate impact on controlled delivery operations in the near future, however the project can support this initiative and explore opportunities to facilitate this when KWS is ready, despite not being an outlined deliverable under the project agreement. The second strategy is to support the coordination of a controlled delivery with support from the UK NCA. The project continues to engage with Kenyan law enforcement agencies on the opportunity to coordinate a domestic controlled delivery. Although the technical capacity of Kenyan agencies is low, Project Waylay can request assistance from the UK NCA to send a technical expert to Nairobi to prepare the tracking device, consignment, and tracking software, as well as briefly train the designated officers on how to use the tracking software. The project continues to engage with Kenya on opportunities to conduct this exercise with a real elephant tusk in Year 3 of the project.

Activity 2.4:

As Activity 1.1 has been updated to include the controlled delivery operations and exercises related to Project Waylay that have taken place so far, the project will merge this activity with Activity 1.1 to create one single report. This report will be shared at the end of the project.

Output 3

Activity 3.1:

Project Waylay intended to hold this meeting immediately following the training in Nairobi in February 2016. However, due to the determination of the lack of capacity of Kenyan law enforcement agencies and the lack of a finalized standard operating procedure on how to conduct controlled deliveries, the project has decided to postpone this activity until Year 3.

Project Waylay remains engaged with KWS and KRA to determine an appropriate date to hold this meeting and subsequent operational exercise. The original intent for this meeting was to finalize the strategy for the domestic operation, which was to place a tracking device inside an ivory tusk and release it into the market. Kenyan authorities would then track the tusk to gather information and intelligence on delivery routes, storage areas and persons involved in the crime. However, due to various political factors, which includes the burning of Kenya's ivory stockpile, Kenyan law enforcement officials were reluctant to authorize the use of a tusk for such an operation. Consequently, the project is in discussions with KRA about the use of discovered ivory consignments at the airport in Nairobi.

Another possibility to carry out this activity that Project Waylay is considering is to hold a similar training in Uganda and attempt to conduct an operational exercise with Ugandan authorities. Although Ugandan law enforcement officers were present at the Nairobi training, it was only one representative from each agency and they contributed to the development of the standard operating procedure as observers providing advice. This training and meeting would take place in Year 3 of the project, if determined a viable option.

Activity 3.2:

Project Waylay will develop this operational plan during the meeting between Chinese and UK officials. This meeting is meant to facilitate controlled deliveries of ivory and rhinoceros horns between the countries, and the project will look to support this following the meeting in Year 3.

Activity 3.3:

This activity will be undertaken following operational exercises that occur during Year 3 of the project.

3.2 Progress towards project Outputs

Output 1

Although it was reported in the Final Year Report for Year 1 of Project Waylay that the project had achieved this Output in the established timeframe, Year 2 provided an opportunity to supplement the knowledge of this Output with practical, on-the-ground experience, as opposed to the theoretical knowledge the project initially had through legal frameworks and policies. While frameworks and policies exist to allow the work done by law enforcement, they do not always provide the full support that is needed to carry out specialized activities, such as controlled deliveries. An example of this is when a country has legislation that allows for the use of covert investigative operations, such as controlled deliveries, however, a standard operating procedure, that will guide law enforcement in how to carry out this activity, does not exist. Further to this, due to a lack of capacity and knowledge, law enforcement may not be aware of how to correctly collect evidence from these covert operations to be admissible in court, or whether certain operational tools, such as tracking devices, can be legally used in partnering countries, when conducting international controlled deliveries.

Based on this experience in Year 2, Project Waylay has supplemented its understanding of the current global application of controlled deliveries to wildlife law enforcement. While many of these present additional obstacles, the project maintains that these can be solved through consistent communication and engagement, and an emphasis on collaborative meetings between countries that have identified targeted routes, modus operandi and criminals. An example of this is the meeting being arranged in Year 3 between China and the UK, where Project Waylay will look to address some of these issues between the two countries to facilitate the conduct of a controlled delivery of ivory.

Output 2

Progress was made on this Output during the Prague Workshop in 2015. However, following the results of the Operational exercise, it was clear that the network that had been established during the workshop was not robust enough to operate consistently on its own. This contributed to the decision to focus on building the capacity of source countries, while strengthening the partnership of the countries who took an active lead in attempting to conduct a controlled delivery during the operation exercise in 2015. This will allow Project Waylay to emphasize the part of the network that is the most effective and efficient, with the strongest opportunity to conduct an international controlled delivery, these countries being the UK (transit) and China (destination) for an international controlled delivery, as well as Kenya, South Africa and Uganda (all source countries) for domestic controlled deliveries. This will allow the project to build a network based on successfully, targeted partnerships, as opposed simply connecting countries together. If successful, this network could serve as a best practice example for other countries.

Project Waylay will continue to provide support to all member countries in conducting controlled deliveries of ivory and rhinoceros horn consignments. Furthermore, should the project continue in the future, the current focus of working with targeted partnerships could be extended to include source countries working with destination countries to conduct international controlled deliveries, once the capacity of source countries has been improved to an adequate level.

Output 3

Year 2 of Project Waylay provided great opportunities to collaborate with law enforcement on-the-ground in source countries and further develop our understanding of the current enforcement gaps relating to elephant poaching and the international trade in illegal ivory and rhinoceros horns. Part of the completion of this Output was the development of a training material to conduct the training workshop in Nairobi. Further training exercises, such as the training in Kampala, and operational collaboration, such as the controlled delivery operation between the UK and China, will continue to develop the project's knowledge on missing gaps in capacity of law enforcement, which varies greatly between countries.

This Output will be completed by the end of the project. However, based on the subject matter, the development and improvement of understanding of enforcement gaps will be an ongoing activity throughout the project and any future continuation.

3.3 Progress towards the project Outcome

The adequacy of the indicators is dependent on the assumptions holding true. If law enforcement agencies had a particular level of capacity that was in line with the assumptions, the indicators could be used to measure progress toward the Outcome. However, as previously stated, due to the discovered lack of capacity of law enforcement agencies to conduct controlled deliveries, the indicators become less adequate. An example of this is using Indicator 1, "Domestic operations applying controlled deliveries to wildlife products, conducted by newly-trained and certified operational-level officers" to measure progress. If Kenyan and Ugandan law enforcement do not have the capacity to conduct operations, progress cannot be measured by this indicator until they have reached the adequate level of capacity. However, this does not mean that the Outcome is not being achieved, as the capacity of these agencies is being improved through basic level training and an introduction to the concept of using controlled deliveries on illegal consignments of ivory and rhinoceros horns.

The project plans to achieve the Outcome by the end of funding and will attempt to use all the relevant indicators to measure the Outcome in the final report.

3.4 Monitoring of assumptions

The capacity for tracking illegal consignments of elephant ivory and rhinoceros horn and for investigating identified targets is improving. However, this progress has occurred at a slower rate than was originally anticipated. The main reason for this is that Assumption 1 was found to not hold true. This has had an impact on the project's focus and activities as it has had to adapt to the lack of infrastructure and capacity in source countries of ivory and rhinoceros horns by focusing its activities on a basic level, such as an introduction to controlled deliveries and tracking devices, before beginning to focus on advanced activities, such as coordinating international operations and developing an international network.

Assumption 3 was also found to not hold true as information on illegal shipments of ivory or rhino horn is not communicated in a timely and secure manner. This problem also has a direct correlation with capacity, as source countries do not have the same capacity as destination or source countries. Project Waylay was able to communicate and share information with the UK and China very efficiently and securely, as opposed to source countries in Africa. Furthermore, destination countries in South East Asia did not communicate effectively due to a lack of priority and interest to collaborate. Project Waylay has identified a lack of political support and pressure from these countries to prioritize the illegal trade of ivory and rhino horns as a serious enforcement issue that needs to be addressed.

4. Impact: achievement of positive impact on illegal wildlife trade and poverty alleviation

The impact is, “Major trafficking routes and criminal organizations are identified, targeted, disrupted, deterred and dismantled, in line with CITES Decision 16.78 on the monitoring of illegal trade in ivory”.

Project Waylay is focusing its activities on the preparation and building of capacity of law enforcement to provide a solid foundation that can be used by local law enforcement to drive impact against illegal wildlife trade in a positive direction. So far this has taken the form of two workshops (Prague 2015 and Nairobi 2016) aimed at creating a network for conducting controlled deliveries, and at introducing basic controlled delivery techniques to source countries. While an operational exercise has not yet been conducted in Kenya, Kenyan law enforcement is exploring the opportunity to conduct a domestic controlled delivery exercise aimed at learning and investigating trafficking routes and criminal organizations within the country. A third workshop (Kampala 2016) will be coordinated in Year 3, and a subsequent operational exercise in Uganda will be supported by Project Waylay. This may occur once the funding for the project has finished. An operational exercise will also be coordinated between China and the UK in Year 3 of the project. This will be based on an initial framework agreement between the two countries. Project Waylay hopes to support both countries in the disruption and deterrence of criminal networks who are operating between these two countries. Consequently, the project is contributing towards the achievement of this goal, and continues to strive to build a sustainable law enforcement response that will continue to have a positive impact.

5. Project support to the IWT Challenge Fund Objectives

The work of Project Waylay provides direct support to the strengthening of law enforcement. Through the projects workshops and training courses in source countries, law enforcement are introduced to controlled deliveries and how they can use it as a tool to support criminal investigations. These workshops also focus on outlining potential operations and ensuring there is an operating procedure in place to support the continued coordination of such activities. Further to this, the project also attempts to enhance communication and collaboration between targeted countries that will strengthen the response against the illicit trade of ivory and rhino horn. An example of this is the continued work to support the cooperation between the UK and Chinese law enforcement to implement a framework that will facilitate controlled delivery operations between these two countries.

6. Impact on species in focus

The future impact the project will have on elephants and rhinoceros' will come through improved law enforcement and security against illicit activities against these species'. This is something that can be quantified once law enforcement agencies have the capacity to run successful controlled delivery operations. However, another impact the project can have is through the raising of awareness and education of the importance of enhancing wildlife law enforcement. This is something that the project works toward on every activity that it performs. Project Waylay ensures that every training workshop and meeting that takes place includes a

side meeting with senior level law enforcement officers to emphasize the need to raise priority of these activities on a law enforcement and political level.

7. Project support to poverty alleviation

As previously stated in the Year 1 final report, Project Waylay will not directly contribute to a reduction in poverty. However, through the improvement of capacity of law enforcement, the project has enhanced security in these countries (Kenya and Uganda), thus reducing crime and the exploitation of the local population and their natural resources. This in turn will have a positive impact on poverty and the economic opportunities generated by the wildlife tourism industry. Evidence of increased security, such as the result of operational activities will be reported at the end of Year 3 final report.

The project's engagement and activities with transit (UK) and destination (China) countries will also have positive economic impact on poverty alleviation. It is expected that operational activities between these two countries will identify and dismantle trafficking routes and criminal activities that support and fund criminal activities in source countries, and ultimately lead to the removal of economic means.

In the Annual Report Year 1 response, it was suggested that it is important to consider the potential negative impacts that increased tourism may have at the local level through increased incidence of human-wildlife conflict. While this may be true, Project Waylay fully supports KWS in their work to protect elephants and rhinoceros' from poaching as well as over exploitation. INTERPOL, and Project Waylay representatives, make an effort to meet and collaborate with representatives from non-governmental organizations (NGO), private safari companies and national park wardens and rangers, during the Wildlife Crime Working Group (WCWG) meetings. This provides an opportunity to discuss and follow up any potential issues relating to over exploitation, and allows the project to be aware of security problems from a different perspective.

8. Consideration of Gender equity issues

Project Waylay will not have any direct gender equality impact because it will be focusing on the addressing issues relating to illicit wildlife. Indirectly, however, the project has attempted to ensure that there are female officers participating in the workshops and trainings coordinated by the project. By doing so, the project can have a positive impact on gender equality by supporting the building of capacity of female law enforcement officers, and ensure they have equal opportunities as their male colleagues. This includes two important female participants in the Prague workshop, both heads of their delegations from the Czech Republic and South Africa, and four female participants during the training in Kenya, representing their respective agencies, Kenya Police, KRA and Uganda Police.

9. Monitoring and evaluation

Project Waylay has already contributed toward the project Purpose/Outcome. The training activities undertaken in Years 1 and 2 have raised awareness of the important role controlled delivery operations can play in law enforcement investigations, and have begun to build the capacity of law enforcement agencies in source countries. This training activity will continue in Year 3, and will be supplemented by operational activities domestically and internationally. These successes will have immediate qualitative indications that the Outcome is being met. Despite some controlled delivery activities being carried out by drug and narcotics law enforcement units, wildlife law enforcement officers do not use this method of investigation, mainly due to a lack of capacity and a lack of cooperation. Project Waylay's ability to facilitate trainings and operations already achieves the project's Purpose. From a quantitative perspective, the project will have to wait until after operations are complete before it can understand what contributions it has made to arrests, prosecutions and the general disruption of these illegal activities.

One important lesson learned during the project's activities this year is that cooperation between countries will take time to build. Although many countries in the same region collaborate with each other and even participate in regional task forces and meetings, the majority of countries, especially source and destination countries, are still wary of cooperation and sharing information and intelligence with each other. Furthermore, there is a general fear from countries that once an operation gets handed over to another country, such as during a controlled delivery, the operation is no longer in their jurisdiction and out of their control. This trust issue can only be addressed through training and constant collaboration. Time and experience will allow source and destination countries to develop trust in each other, which will lead to further cooperation and improved operational results.

10. Lessons learnt

One important lesson learned during the project's activities this year is that cooperation between countries will take time to build. Although many countries in the same region collaborate with each other and even participate in regional task forces and meetings, the majority of countries, especially source and destination countries, are still wary of cooperation and sharing information and intelligence with each other. Furthermore, there is a general fear from countries that once an operation gets handed over to another country, such as during a controlled delivery, the operation is no longer in their jurisdiction and out of their control. This trust issue can only be addressed through training and constant collaboration. Time and experience will allow source and destination countries to develop trust in each other, which will lead to further cooperation and improved operational results.

Another lesson, in relation to the first one, is that while countries are eager to receive support and undertake new activities, a significant amount of time needs to be incorporated into project activities because they need to be incorporated into countries annual activity plans. Many countries have annual plans that are determined a year in advance (and sometimes more), and it is difficult for a country to approve new activities, such as trainings and workshops, quickly.

These lessons were taken into consideration and the project attempted to address them by giving countries additional time to prepare and incorporate the project activities into their annual plans. Furthermore, rather than wait for countries to develop cooperative relationships, the project targeted key countries that were willing to collaborate immediately and focused on developing the relationship between these countries and their partners. Examples of this are the relationships between the UK and China, and South Africa and Czech Republic.

11. Actions taken in response to previous reviews (if applicable)

The review from Year 1 made a specific note on the lack of evidence of the activities undertaken. While the project will look to include as much information as possible in the reports to be submitted with the final project report, it is not able to share the majority of information due to the level of sensitivity and security of the subject matter. It was initially thought, at the beginning of the project, that the project would be able to share some information pertaining to the trainings and workshops that have taken place. However, this information, such as training curriculums, participants list and outcome reports, contain sensitive law enforcement information that is only sharable with law enforcement personnel. Project Waylay's partners in these training, UK NCA and Border Force, also requested that this information not be shared.

Consequently, the project has found it difficult to share information related to project activities. The project will look to find a way to share some statistics and information for the reports to be submitted at the end of the project.

12. Other comments on progress not covered elsewhere

N/A

13. Sustainability and legacy

The project and the work it focuses on is discussed at every opportunity by INTERPOL ENS. ENS participates in a variety of activities relating to wildlife crime throughout the year, such as CITES CoP, the INTERPOL Wildlife Crime Working Group, the International Consortium for Combatting Wildlife Crime meetings, regional conferences, trainings, etc. The project and controlled deliveries are routinely showcased by INTERPOL ENS. Evidence for increasing interest can be found in countries', such as Kenya, Uganda, the UK, China, South Africa, the Czech Republic, etc., collaboration with Project Waylay. While this has been a great success, the project has also found difficulties in securing collaboration from other countries, primarily destination countries in South East Asia. Although Waylay has not succeeded in establishing a robust network between source and destination countries that can facilitate international controlled deliveries, the project believes its exit strategy will lay the foundation for sustained work on controlled deliveries of ivory and rhinoceros horns, particularly in source countries. This exit strategy includes the establishment and building of capacity in Kenya and Uganda; the support it has and will continue to provide South Africa in facilitating controlled delivery operations in Year 3 and beyond; and the facilitation of a collaborative partnership between the UK and China on conducting these operational activities. Furthermore, the project has purchased tracking devices that will be left in the custody of the INTERPOL ENS team in Nairobi, at the availability of Kenyan and Ugandan law enforcement authorities. This will allow these agencies to continue their work on controlled deliveries after the project has completed.

14. IWF Challenge Fund Identity

The Darwin Initiative is always mentioned as a donor to Project Waylay. However, it is never promoted individually and the logo has not been used during presentations. Authorities in the countries Project Waylay work with are more likely to be familiar with UK DEFRA and the European Commission, as they are larger, more established agencies.

15. Project Expenditure

Please expand and complete Table 1.

Table 1 Project expenditure during the reporting period (April 2015-March 2016)

Project spend (indicative) since last annual report	2015/16 Grant (£)	2015/16 Total actual IWT Costs (£)	Variance %	Comments (please explain significant variances)
Staff costs (see below)				
Consultancy costs				
Overhead Costs				
Travel and subsistence				
Operating Costs				
Capital items (see below)				
Others (see below)				
TOTAL				

16. **OPTIONAL: Outstanding achievements of your project during the reporting period (300-400 words maximum). This section may be used for publicity purposes**

I agree for the IWT Secretariat to publish the content of this section (please leave this line in to indicate your agreement to use any material you provide here)

N/A

Annex 1: Report of progress and achievements against Logical Framework for Financial Year 2015-2016

Project summary	Measurable Indicators	Progress and Achievements April 2015 - March 2016	Actions required/planned for next period
<p>Impact</p> <p>Major trafficking routes and criminal organizations are identified, targeted, disrupted, deterred and dismantled, in line with CITES Decision 16.78 on the monitoring of illegal trade in ivory.</p>		<p>The contributions toward the accomplishment of the goal/impact in Year 2 have been the building of capacity of law enforcement in source countries. This will have a long-term, indirect impact on the project goal. The capacity building contributions will continue to be provided in Year 3. The project will also look to undertake operational exercises in year 3 and combine these together with the capacity building successes. It is expected that together these will make a clearer impact on the project goal of identifying, disrupting and dismantling trafficking routes and criminal organizations.</p>	
<p>Outcome</p> <p>Wildlife law enforcement has greater capacity for tracking illegal consignments of elephant ivory and rhinoceros horn and for investigating identified targets. Countries have greater awareness of the method and include “controlled deliveries” in legislation or national plans of action.</p>	<p>Indicator 1</p> <p>Domestic operations applying controlled deliveries to wildlife products, conducted by newly-trained and certified operational-level officers in three of the ten CITES primary source, transit and destination countries for elephant ivory (referenced in Indicator 1 of Output 1), by end of Year 2 Q2</p> <p>Indicator 2</p> <p>Increased investigations and arrests reported by national authorities in the ten CITES primary source, transit and destination countries using controlled deliveries methods by end of Year 3 Q1. Such arrests will be dependent on the quality of controlled delivery</p>	<p>The capacity of law enforcement in source countries for tracking illegal consignments of elephant ivory and rhinoceros horn has improved. However, operational exercises have not yet been undertaken.</p>	<p>A training will be held in Kampala in Year 3 for Ugandan wildlife law enforcement authorities. This will be a similar training to the one organized in Nairobi. Following this training Project Waylay will look to coordinate a domestic operational exercise with Ugandan authorities.</p> <p>Project Waylay will coordinate a meeting between the UK and China to discuss and develop a framework agreement that will facilitate operational exercises between the UK and China.</p> <p>The project will continue to engage with Kenyan authorities and explore opportunities to conduct a controlled</p>

	<p>execution, crime scene management and the availability of tangible intelligence. The arrest of one or more wholesalers, if possible, will have an exponential outcome.</p> <p>Indicator 3</p> <p>Number of national agencies and/or range countries applying controlled deliveries to investigations of illegal shipments of elephant ivory and rhinoceros horn increases between Year 1 and Year 3 Q2, as reported by national agencies to the INTERPOL General Secretariat through their National Central Bureaus</p>		<p>delivery operation.</p>
<p>Output 1.</p> <p>Increased qualitative understanding of the current global application of controlled deliveries to wildlife law enforcement</p>	<p>Indicator 1</p> <p>Existing legal framework and policies reviewed in regards to domestic and international controlled delivery operations in ten primary source, transit and destination countries for elephant ivory (eight of which have submitted National Ivory Action Plans to the CITES Secretariat in addition to South Africa and the United Arab Emirates) by Year 1 Q3</p> <p>Indicator 2</p> <p>Past limitations and successes in wildlife controlled deliveries operations, and controlled deliveries in general, understood by the end of Year 1 Q3, through extensive research, outreach and communication with competent national authorities in at least three countries (host or other) or international organizations, and analysis of three significant case studies</p>	<p>This output has been achieved. However, as stated in more detail in the report, Year 2 has provided opportunities to build on knowledge gained from the legal frameworks and past operations. The indicators are appropriate, but only allow for partial understanding of the whole picture. The indicators refer to understanding how controlled deliveries work on paper, but they do not allow for the understanding of how these processes work on the ground, and this is important to understand the capacities of law enforcement agencies and their abilities to conduct controlled deliveries.</p>	

<p>Activity 1.1</p> <p>Evaluation and case study report of controlled deliveries operations carried out in the past and present by member countries and organizations, both domestically and internationally</p>	<p>Completed. However, additional controlled delivery exercises carried out since the beginning of the project continue to be added.</p>				
<p>Activity 1.2</p> <p>Assessment of national legal requirements for controlled deliveries operations in each relevant country (source, transit and destination territories for elephant ivory and rhinoceros horns)</p>	<p>Completed.</p>				
<p>Output 2.</p> <p>Development of a multi-agency, international network of officers trained in the tracking of illegal consignments of wildlife products, including the application of controlled deliveries, through mutual legal assistance and/or domestic application</p>	<table border="0"> <tr> <td data-bbox="602 475 1086 687"> <p>Indicator 1</p> <p>Draft report summarizing Output 1 and including a cost-benefit analysis of tracking methods submitted to experts and trainers for evaluation prior to Year 1 Q4</p> </td> <td data-bbox="1086 475 2074 1217" rowspan="3"> <p>Progress had initially been made toward the achievement of this output during the workshop in Prague. Participants were encouraged to remain in contact and participate in the operational exercise that followed. However, as explained in more detail in the report, the network was not very robust. Consequently, the project decided to focus its work on key contacts that are keen to remain engaged and work on this issue.</p> </td> </tr> <tr> <td data-bbox="602 687 1086 938"> <p>Indicator 2</p> <p>Focal points within each relevant national agency identified and supported by their hierarchy by end of Year 1, and regular communications among certified officers in place past Year 2 Q2</p> </td> </tr> <tr> <td data-bbox="602 938 1086 1217"> <p>Indicator 3</p> <p>Capacity needs assessment and skillset survey completed by certified officers at the end of workshop by Year 2 Q2. Officers from the three host countries and other priority countries identified in Indicator 1 of Output 1 will be invited to participate.</p> </td> </tr> </table>	<p>Indicator 1</p> <p>Draft report summarizing Output 1 and including a cost-benefit analysis of tracking methods submitted to experts and trainers for evaluation prior to Year 1 Q4</p>	<p>Progress had initially been made toward the achievement of this output during the workshop in Prague. Participants were encouraged to remain in contact and participate in the operational exercise that followed. However, as explained in more detail in the report, the network was not very robust. Consequently, the project decided to focus its work on key contacts that are keen to remain engaged and work on this issue.</p>	<p>Indicator 2</p> <p>Focal points within each relevant national agency identified and supported by their hierarchy by end of Year 1, and regular communications among certified officers in place past Year 2 Q2</p>	<p>Indicator 3</p> <p>Capacity needs assessment and skillset survey completed by certified officers at the end of workshop by Year 2 Q2. Officers from the three host countries and other priority countries identified in Indicator 1 of Output 1 will be invited to participate.</p>
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<p>Activity 2.1</p> <p>Analysis of controlled deliveries methods and cost-benefit study of tracking devices on the market</p>	<p>Completed.</p>				
<p>Activity 2.2</p> <p>Development of a training curriculum for officers on the application of controlled</p>	<p>Completed.</p>				

deliveries both domestically and internationally		
Activity 2.3 Training and assessment scenarios to confirm capacity and readiness of officers		Completed.
Activity 2.5 Evaluation of domestic operations and report on best practices and lessons learned		Merged with Activity 1.1.
Output 3. Improved understanding of the criminality and enforcement gaps and initiatives related to the large-scale illegal harvest and international trade in elephant ivory and rhinoceros horns	Indicator 1 International task force composed of law enforcement officials in customs, revenue services, police, prosecutor's offices and other relevant national and international experts spanning at least three CITES priority countries (listed in Indicator 1 of Output 1), or others, established by Year 2 Q4	Progress has been made towards this output as evidenced by the development of a training curriculum and coordination of training workshops. However, further improvement of this understanding will be achieved once operational exercises are carried out in Year 3. The Indicators are useful for measuring the output. However, the indicators make the assumption that countries have some level of capacity to conduct controlled deliveries and that based on these experiences, the project can begin to identify gaps. Many countries, in particular source countries, have no capacity and are starting from the very beginning. As a result, it was important to assess where to begin through engagement, dialogue and visitation of those countries.
	Indicator 2 One domestic controlled deliveries operation carried out in each of three of the countries represented in the training (with priority given to the three host countries) no later than 12 months after the training in Year 1 Q4	
	Indicator 3 One collective controlled deliveries operation conducted between at least two countries (host or other) by Year 3 Q1	
	Indicator 4 Final report published in both a restricted (for official use) and public version of all domestic and international operations carried out under Project Waylay, including the draft report from Output 2 and case studies from successful and unsuccessful operations carried out over Years 2 and	

	<p>3</p> <p>Indicator 5</p> <p>Case-specific support provided by the INTERPOL General Secretariat and partners, at the request of national authorities, possibly involving DNA analysis and the deployment of INTERPOL Investigative Support Teams or Incident Response Teams beyond Year 3 Q2</p>	
<p>Activity 3.1.</p> <p>Designation and meeting of the national operational coordinators and all relevant agencies</p>		<p>To be undertaken in Year 3.</p>
<p>Activity 3.2.</p> <p>Development of an international operational plan and execution</p>		<p>To be undertaken in Year 3.</p>
<p>Activity 3.3.</p> <p>Information sharing, analysis and follow-up investigations based on information gathered during the operation</p>		<p>To be undertaken in Year 3.</p>
<p>Activity 3.4.</p> <p>Meeting of operational coordinators and assessment of chosen tracking method</p>		

Annex 2 Logframe

Annex 3 Standard Measures

N/A

Checklist for submission

	Check
Is the report less than 10MB? If so, please email to IWT-Fund@ltsi.co.uk putting the project number in the subject line.	
Is your report more than 10MB? If so, please discuss with IWT-Fund@ltsi.co.uk about the best way to deliver the report, putting the project number in the subject line.	
Have you included means of verification? You need not submit every project document, but the main outputs and a selection of the others would strengthen the report.	
Do you have hard copies of material you want to submit with the report? If so, please make this clear in the covering email and ensure all material is marked with the project number.	
Have you involved your partners in preparation of the report and named the main contributors	
Have you completed the Project Expenditure table fully?	
Do not include claim forms or other communications with this report.	