



IWT Challenge Fund Project Information

Project Reference	IWT05
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 Institution(s)	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
Total IWT Grant Value	£190,000
Start/End Dates of Project	1st April 2014 – 31st July 2016
Project Leader's Name	Cees Van INTERPOL Environmental Security Unit
Project Website/Blog/Social Media	http://www.interpol.int/Crime-areas/Environmentalcrime/Environmental-crime
Report Author(s) and Date	Roberto del Castillo, 10 December 2016

1. Project Summary

Project Waylay focused its activities on facilitating, coordinating and building expertise on controlled delivery operations of ivory and rhinoceros horns for INTERPOL member countries. The project also placed some emphasis on the use of tracking devices, when possible, to facilitate these investigative operations.

The trafficking of elephant ivory and rhinoceros horn has intensified dramatically over recent years, causing substantial negative impact on wild populations of these CITES Appendix-I species. This increased trafficking has resulted in an increase in violence by poaching gangs to appease consumer demands. This has had a negative impact on local populations through the increase of insecurity in African national parks and surrounding regions, as well as increased injuries and fatalities among wildlife rangers. Furthermore, as crimes are rarely committed independently, the increase in poaching and trafficking has led to other violations, such as the illegal possession and use of firearms, fraud, conspiracy, corruption of officials, unreported income, falsified business records, tax evasion, money laundering, and violent crimes, including homicide.

One major reason for the large scale trafficking of ivory, and related crimes, in recent years, points to increased organization of these activities. Large scale seizures of several tons of ivory have continued to occur, which suggests storage and stockpiling activities before shipping large quantities. These large scale shipments further point to organization in source countries, to

poach and stockpile ivory, as well as destination countries, to facilitate the transportation of these shipments undetected. Finally, the transnational, and transcontinental, nature of these illegal shipments requires support from INTERPOL, as the only international police organization, in addressing and navigating through the complications of cross-border policing, information and intelligence sharing, and the sharing of expertise.

Through the use of controlled deliveries as a specialized investigative tool, Project Waylay looks to build the capacity of law enforcement and support them in their work to identify and investigate activities of illegal trafficking of ivory and rhinoceros horns, and the criminal organizations responsible for them.

The objectives of the project shifted to a domestic focus due to experiences following Year 1, and as explained in the Year 2 report. While this shift has delayed engagement with destination countries in Asia, it has allowed the project to strengthen the capacity of source countries in East Africa. Furthermore, it has allowed the project to focus providing support on targeted opportunities to develop collaborations between transit and destinations countries, and continue building a solid network of knowledgeable enforcement officers in various regions who can support future controlled delivery activities.

2. Project Achievements

2.1 Outputs

Output 1: Increased qualitative understanding of the current global application of controlled deliveries to wildlife law enforcement

Project Waylay achieved Output 1 through engaging with source, transit and destination countries to determine their current work using controlled deliveries. As Indicator 1 referred to, the project requested countries to provide any existing legal framework and policies relating to the use of domestic and international controlled delivery operations. This request was made prior to the workshop held in Prague. Several countries provided legislation and policies that supported the use of covert operations for investigations, which is an area that controlled deliveries falls under. However, some countries provided material citing a lack of existing policies and legislation in their countries that specifically justifies the use of controlled delivery operations. Based on this, and on discussions at the Prague workshop, the project was able to gain greater understanding of each country's experience in conducting controlled deliveries, as pointed out in Indicator 2. It was evident that very few transit countries had experience with conducting controlled deliveries of ivory and rhinoceros horns, and no source and destination countries had any experience at all. Additional information can be found in the Case Study report submitted with this final report. As a result of this identification, the project ensured that the development of standard operating procedures were added into the agenda and work of the workshops in Kenya and Uganda.

Output 2: 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

Following the Prague workshop, which identified a lack of legislation to support controlled deliveries in source countries and a lack of engagement and sustainable contacts in South East Asia, Project Waylay decided to focus its activities on building the capacity of source countries (Kenya and Uganda) to carry out controlled deliveries. Consequently, an international network was not fully developed. However, through the capacity building workshops in Kenya and Uganda, the attempted controlled deliveries between the UK and China, and further engagement with South Africa, Project Waylay was able to establish a foundation from which to build network once engagement with South East Asia can be achieved. Once domestic exercises are carried out in source countries and capacity can be identified in South East Asia,

Project Waylay will be able to organize and coordinate international controlled deliveries between Africa and Asia.

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

The attached reports provide a better understanding for IWT Fund of the complications and intricacies involved in coordinating controlled delivery operations. Based on these reports, the training and workshops coordinated, and the work carried out throughout the project, Project Waylay has achieved a greater understanding of the enforcement gaps and initiatives related to the illegal trade of ivory and rhinoceros horns. The criminality and illegal activities are known in source countries, however, the correlation and transition of this crime into destination countries has yet to be fully understood. The project is in a good position to continue its activities to further develop its understanding of these issues in destination countries and combine the two to lead the coordination of controlled deliveries between Africa and Asia.

2.2 Outcome

Outcome: 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.

Project Waylay has achieved its intended Outcome. Based on the assumptions outlined in the logframe, the project expected to engage with countries and find the necessary infrastructure in place to carry out controlled delivery operations. As has been explained in previous final year reports and in the summarizing report of Output 1, source, and several destination, countries had no infrastructure or capacity to carry out controlled deliveries on ivory consignments. Consequently, the project shifted its focus to concentrate on targeted collaborations and opportunities, and to build the capacity of source countries. Despite this shift, the outcome to ensure law enforcement has greater capacity and awareness of conducting controlled deliveries remained the same.

Outcome Indicator 1 required carrying out domestic operations by newly-trained and certified operational-level officers. This did not occur as the training provided to these officers, in Kenya and Uganda, focused on basic techniques and introduction to the use of tracking device technology. The two principle reason for these officers not carrying out operations following the trainings were: the standard operating procedure developed during the trainings needs to be approved by the various agencies involved before it can be incorporated into policy; and the agencies involved do not have the technical capacity to support the use of tracking devices during controlled delivery operations. Project Waylay had proposed the idea of having UK Border Force provide an officer as technical support during an operation, however, that needs to be further explored depending on the length of the proposed operation. Project Waylay did coordinate a month long monitoring period for countries to identify any opportunities for conducting controlled deliveries of ivory and rhinoceros horn. An opportunity arose from the UK who had identified ivory, in the form of trinkets and ornaments, being shipped out of the UK to China. The project supported this attempt to conduct a controlled delivery between the two countries, as outlined in the attached Case Study report.

Following this attempt, and in line with Outcome Indicator 2, the UK Border Force continued to open investigations into ivory consignments destined to China, while INTERPOL also continued to try and identify opportunities to coordinate operational activities between the UK and China. This ultimately resulted in INTERPOL coordinating a meeting between the UK and China to discuss in detail the investigations the UK had been working on, and develop a strategy on

further collaboration. Following the trainings in Kenya, Kenya Wildlife Service (KWS) also began to identify open investigations on ivory smuggling that could provide information on a future opportunity to conduct a controlled delivery. This process has been postponed since the ivory burn in Kenya in April 2016.

These activities provide evidence that, although a successful controlled delivery has yet to take place, countries and their relevant enforcement agencies are applying, or finalizing legislation to allow the conduct of, controlled deliveries of elephant ivory in line with Outcome Indicator 3. Further to this, both Kenya and Uganda began to develop standard operating procedures during their training workshops, and are in the process of finalizing and getting approval as per Indicator 4 for Outcome Indicator 3.

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

Impact: 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.

The contribution to the Impact made by Project Waylay, in line with the Outcome, is ensuring that law enforcement has a greater capacity to carry out controlled deliveries. Through the training workshops held in source countries, and meetings held with transit and destination countries, the project has provided a solid foundation for the development of sustainable operational activities relating to controlled deliveries of ivory and rhinoceros horns. Contingent on the continuation of these activities, future controlled delivery operations will play a vital role in the disruption and deterrence of trafficking routes and modus operandi of criminal networks smuggling ivory and rhinoceros horns. Furthermore, the activities of the project provided an opportunity to raise awareness of the benefits of using controlled delivery investigations, which had led to source and transit countries taking further initiative to identify and target trafficking routes for the purpose of conducting controlled delivery investigations.

Project Waylay does not have a direct impact on human development and well-being (poverty alleviation). However, through efforts to disrupt criminal activities and dismantle criminal networks, the project will have a positive impact on these issues through increased safety for local communities impacted by violent crimes, as well as enhanced security for local eco-tourism industries that improve the socio-economic situation of local communities, leading to poverty alleviation and improvement of living conditions.

3. Monitoring of assumptions

Assumption 1: Countries are legally able and willing to share information on past controlled deliveries operations.

This assumption was partly confirmed at the beginning of the project. Some countries had legislations that allowed them to run controlled delivery operations and share information with relevant countries. However, as evidenced in the Case Study report, some countries, source countries in particular, did not have any legislation providing guidance on this subject matter. In order to manage this problem, Project Waylay incorporated the drafting and development of standard operating procedures into the training workshops of Kenya and Uganda. Once these SOPs are adopted by the relevant agencies, Kenya and Uganda will be able to take a step closer to conducting controlled deliveries and sharing relevant information.

Assumption 2: All countries agree on the aim of the operation and allow the illegal shipments to leave or transit through their country.

This assumption did not hold true during the attempted controlled delivery between the UK and China because the UK had specific requirements that needed to be confirmed by China prior to the consignment leaving the country, as specified in the Cast Study report. However, as further controlled delivery attempts out of source countries did not take place, it is possible that this assumption can still partly hold true in the future.

Assumption 3: Tracking technologies can be concealed within large ivory consignments, and the signals can be maintained.

This assumption does hold true in that tracking devices can be concealed in ivory consignments and even in ivory tusks themselves. However, it does not take into consideration many of the complications that exist when using tracking devices. As detailed in the tracking device and case study reports, controlled deliveries are unpredictable by nature (as almost all illicit consignments). The element of unpredictability presents a big obstacle to maintaining consistent signals for monitoring. One method discussed during the planning of operational activities with KWS and UK Border Force was the need to possibly conceal two types of tracking devices, in one consignment, that can track on global GPS level and on short range radio frequency level. This would allow for some flexibility in the event the consignment is taken to a hidden location, such as underground, and cannot be tracked by the GPS signal, etc. As there were no attempts at this operation, this assumption is yet to be fully tested.

4. Project Partnerships

Project Waylay began the project with certain partnership targets that were a result of previous work experience with INTERPOL Environmental Security Unit (ENS). Consequently, the Project developed a natural partnership in its first year with members of the International Consortium on Combating Wildlife Crime (ICCC), in particular the World Customs Organization (WCO) and the Convention on International Trade in Endangered Species of Wildlife Fauna and Flora (CITES). The WCO was conducting a container control program, Project INAMA, which had thematic overlaps with Project Waylay, as much of the work done by both projects could conceivably use shipping containers and be conducted at ports. Consequently, Project Waylay was invited to attend the Project INAMA Workshop in Bangkok in February 2015 as an observer and to provide guidance on the objectives of Project Waylay. The WCO was also involved in the planning and development of Project Waylay's Workshop on the Application of Controlled Deliveries to Illegal Consignments of Wildlife Products in Prague in April 2015. They provided information and a recap of the outcomes of their controlled delivery related activities at the workshop, as well as provided training on, and access to, the CENcomm platform, which was used as a communication tool to monitor controlled delivery opportunities. CITES was also instrumental in providing support for identifying and assisting in recruiting countries and participants to, the workshop.

Following the Workshop in Prague, and Project Waylay's decision to focus on domestic opportunities and build the capacity of national enforcement agencies in source countries, the Project focused the development of partnerships with national law enforcement agencies. While all partnerships focused on collaborative work on controlled deliveries of ivory and rhino horn, some focused more on the building of capacity and others had a more operational nature. Project Waylay's partnerships with agencies in source countries focused on capacity building due to the lack of expertise and experience in conducting controlled deliveries. This included assessment activities, which included an informative questionnaire and bilateral meetings, to determine the level of capacity for each country (Kenya and Uganda), followed by capacity building workshops meant to introduce technical capacity of controlled deliveries and build operational capacity by developing standard operating procedures. The agencies involved were: Kenya Wildlife Service (KWS), Kenya Revenue Authority (KRA), Kenya Police, Uganda Wildlife Authority (UWA), Uganda Revenue Authority (URA), and Uganda Police. Project Waylay simultaneously developed collaborative partnerships with the UK and China, whom were not included in the original partnership list, and focused its work with these two countries on facilitating controlled delivery operations of ivory. These partnerships were developed out of

the Prague Workshop and both countries took a leading role in determining the activities that needed to take place and identifying gaps in their capacity, which led to Project Waylay organizing an operational meeting between the two in July 2016. The agencies involved were: Chinese Anti-Smuggling Bureau and UK Border Force.

ENS will maintain a relationship with all partners following the completion of this phase of Project Waylay. The partners in source countries also work closely with ENS' Project Wisdom, while the UK and China will remain connected under the ICCWC umbrella and the continued work on other wildlife issues. None of the partners were involved in the writing of this report.

One important partnerships challenge experienced by the Project was the difference in operating and hierarchical procedures between source and transit/destination countries. The process required to obtain approval for conducting operational and training activities in source countries is very arduous, involving multiple levels of approval. Furthermore, many on the ground officers who have the most knowledge of these issues are not able to make reactionary decisions on controlled delivery opportunities that are time sensitive. However, in transit/destination countries, the Project was able to engage directly with managers with the authority to make these decisions and coordinate an operation. The Project believes this is mainly because of a lack of experience and adequate processes within agencies of source countries. Another smaller reason is the difference in culture and the need to respect the hierarchical difference within each country and society. Project Waylay was able to overcome these challenges, to an extent, by relying on support from ENS' team established in INTERPOL's Regional Bureau in Nairobi. The team in Nairobi was able to engage directly with each country and continuously bring forward the importance of developing capacity for conducting controlled deliveries and the role it can play in disrupting transnational smuggling or ivory and criminal syndicates.

5. Project support to the IWT Challenge Fund Objectives

Project Waylay's activities focused on supporting IWT Challenge Fund Objective #2, strengthening law enforcement and the role of the criminal justice system. As discussed above and in previous reports, the Project was able to achieve this through capacity building and operational support. Capacity building in source countries provided enforcement agencies an introduction to controlled delivery techniques and technical expertise on tracking devices. Furthermore, the workshops set aside time to assist the agencies in developing standard operating procedures (SOP) for conducting controlled delivery operations of ivory and rhino horn. Both of these elements combined to provide each agency with a solid foundation on controlled delivery techniques that will allow them to begin developing strategies to conduct domestic controlled delivery operations.

The Project also provided operational support to transit (UK) and destination (China) countries. This support included facilitating and coordinating controlled delivery activities and related operational meetings. This allowed both countries to strengthen their working relationship and address procedural obstacles between them to expedite controlled deliveries of ivory.

6. Impact on species in focus

The impact of the activities of Project Waylay on elephants and rhinos has not yet been felt. However, through the strengthening of law enforcement and enhancing security responses against illicit activities committed against these species', Project Waylay will have a positive impact that will see the disruption of these transnational crimes and the identification and deterrence of criminal organizations conducting these crimes. Furthermore, through the Project's work on raising awareness of these issues and the benefits of controlled delivery operations, law enforcement will prioritize wildlife crime and look to provide sustainable security measures for elephant and rhinos, and the local communities affected by these crimes.

7. Project support to poverty alleviation

The IWT issue that Project Waylay was working to address has a direct impact on local communities around national parks, protected areas and rural forests, where elephants and rhinos are found. The crimes involved provide a dangerous, and sometimes lethal, environment for enforcement authorities and the general public. Many of these illegal activities disrupt community efforts to maintain sustainable livelihoods from their natural resources through eco-tourism. There have also been documented cases of local corruption that further funnels economic gains away from local communities and into the hands of criminal networks.

Project Waylay did not have any direct poverty impacts. However, the project's activities provided a solid foundation for law enforcement to build their capacity on conducting controlled deliveries, which will be used to gather additional intelligence and information on ivory and rhino horn trafficking and the criminal syndicates that commit these crimes. This will lead to the identification and disruption of crimes and criminals, having a direct impact on local populations in the future.

8. Consideration of Gender equity issues

Project Waylay did not have any direct impact on gender equality issues. However, the project made it a point to ensure the active participation of female enforcement officers in the workshops and trainings coordinated by the project. As a result, the project had a positive impact on gender equality by ensuring female officers benefitted from the same capacity building programme as their male counterparts and equal opportunities for job growth and development. These include two female participants at the Prague workshop, both heads of their delegations from the Czech Republic and South Africa; four female participants at the training in Kenya, representing their respective agencies, Kenya Police, KRA and Uganda Police; and two officers at the training in Uganda, one as the head of the delegation from the Uganda Police.

9. Lessons learnt

The project management structure was suitable for this style of project. The Project Assistant was able to maintain track of the activities and deliverables, and coordinate them accordingly. Furthermore, based on the experiences at the trainings and the feedback received from experts, the Project Assistant was able to provide detailed reports to the responsible officer and work towards developing the necessary adjustments for the project. One important lesson learned was the necessity to have contacts on the ground, working with local authorities to implement activities. This is very important because with the project assistant based in Lyon, there is a disconnect with the Project Assistant working on the strategic and administrative aspects of the project, and the officers on the ground who work on the implementation of skills learned during the trainings, to run controlled deliveries. This was addressed by the Project Assistant relying on support provided by another INTERPOL Project based in Nairobi, Project Wisdom. This support was minimal, but integral in the success of the activities in Kenya and Uganda. Unfortunately, Project Waylay did not have the same support available in South East Asia and could not carry over its activities into that region.

Project Waylay was able to source expertise from within INTERPOL as well as externally. The expertise had a broad range and served the Project well. Two experts sourced within INTERPOL had previous controlled delivery experience. One was a former US Fish & Wildlife Officer working with INTERPOL as a Consultant, who provided his knowledge and expertise during the Prague Workshop, leading to its success. The other expert is a seconded officer to INTERPOL from the Netherlands, who led the strategic section of the workshop in Nairobi and

was integral in supporting and leading Kenyan authorities in developing a standard operating procedure. Two external experts were sourced from UK Border Force to lead the technical section of the Nairobi workshop.

The project was well planned and there was a good understanding of the problems at hand. However, as mentioned in previous reports, the assumption that enforcement agencies (in particular in source countries) had the capacity to carry out controlled delivery operations of ivory and rhino horn did not hold true. This had an impact on the project as there was a need to adapt to this lack of capacity and focus on capacity development, rather than try to carry out operations as soon as possible. As result of this, resources (which were not lacking) needed to be reallocated to support this shift in strategy.

9.1 Monitoring and evaluation

There were no major changes made to the logframe throughout the Project. At the end of Year 1 a request was made to shift some expenditures into the following year and between expenditure lines. The request also noted some minor changes in countries participating in Project activities. However, these did not change the activities and logframe.

The M&E was practical and helpful to provide feedback to partners and stakeholders. It enabled the Project to communicate its difficulties and successes, and assisted in keeping track of project activities and strategic overview. Internal evaluations were regularly made to ensure that the project was following the best course to achieve its objectives. The request for change was made based on these internal evaluations. Furthermore, internal evaluations led to identification of a lack of direct contact with South East Asian countries, which resulted in the project having difficulties in including the region in activities. This then led to the development of a follow-up strategy that will be incorporated during the second part of the project.

External evaluations were done by an auditing company to ensure activities and expenditures were in line with the contract agreement.

9.2 Actions taken in response to annual report reviews

The principle feedback for the project has been a lack of evidence to support the activities that have been carried out. It is difficult to share the majority of information due to the level of sensitivity and security of the subject matter, and officers involved, however, the project began to attempt to include photos and participant lists in the final report for Y2. This final report will include two reports detailing information on controlled deliveries and tracking devices, drafted throughout the project lifetime from information collected through research, collaboration, trainings and operational activities.

10. Other comments on achievements not covered elsewhere

None

11. Sustainability and legacy

The profile of the project is strong in source countries (Kenya, South Africa and Uganda) due to the project's focus on this region. Efforts to promote the work were consistently made at every activity or engagement by INTERPOL staff, such as missions, related workshops and partner events (INAMA training, CITES CoP, Wildlife Crime Working Group Meeting, etc.) However, the majority of strong promotion occurred as a result of direct meetings with enforcement agencies

as part of the project activities. There is increased capacity in source countries to begin to carry out internal controlled delivery exercises, however, there remains a lack of resource availability to establish sustainable teams that can focus on tackling these issues. Furthermore, much of the equipment available to authorities in source countries is very basic. While the trainings the project carried out provided participants the opportunity to learn how to conduct a controlled delivery and use some tracking technologies, they currently do not have the capacity to establish full-time support units. This results in source countries being able to carry out only the most basic of controlled deliveries. There is also an increased interest in continuing the project activities in hopes of establishing a strong network between African (source) and Asian (destination) enforcement authorities to conduct controlled deliveries between the two. This was discussed and promoted at the CITES CoP in Johannesburg and the INTERPOL Wildlife Crime Working Group Meeting, where countries requested the project also focus on other species, such as Pangolins, that are becoming more of a concern.

Project Waylay's exit strategy has changed due to the interest from member countries in continuing the project activities and leading the coordination of transcontinental controlled delivery operations. As a result, the Project has submitted a new project proposal for three years to expand on its activities into destination countries (Asia) and coordinate trainings and operations that will include both source and destination countries. Furthermore, due to member country request, Project Waylay would like to expand its work to include other species of wildlife that are threatened. This will include species such as Pangolins, reptiles, turtles, etc. This will allow the project to focus on species of interest to both African and Asian countries, while still working to build their capacity on, and facilitating the conduct of, controlled deliveries.

12. IWF Challenge Fund Identity

The IWT Challenge Fund has been advertised as a UK Government funding stream at all project events and activities. The Fund is recognised as a stand-alone project, however, as the themes it focuses on (building capacity of law enforcement and combatting wildlife crime) relate closely to the work done by INTERPOL, the Wildlife Crime Working Group and other international entities, the Fund (through Project Waylay) is referred to as being a part of these general ICCWC activities to combat wildlife crime.

The UK Government has been recognised as the funder of this project whenever the project and the IWT Fund have been promoted to enforcement authorities and working partners. There has been no publicity however, as the working content of the project is sensitive and needs to operate covertly to achieve success.

13. OPTIONAL: Outstanding achievements of your project during the (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)

14. Finance and administration

14.1 Project expenditure

Complete the expenditure table below, providing a breakdown of salaries, capital items and explanations of 'Other' costs. If the budget was changed since the project started, please clarify the main differences. **Explain in full** any significant variation in expenditure where this is +/- 10% of the approved budget lines.

Project spend (indicative)	2014/15 Grant (£)	2014/15 actual IWT Costs (£)	2015/16 Grant (£)	2015/16 actual IWT Costs (£)	2016/17 Grant (£)	2016/17 actual IWT Costs (£)	Total Original Grant (£)	Total actual Costs (£)	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									

Staff employed (Name and position)	Cost (£)
Roberto DEL CASTILLO	
Clementine MARCQ	
TOTAL	

Capital items – description <i>Please detail what items were purchased with fund money, and where these will remain once the project finishes</i>	Capital items – cost (£)
90-HHDR-242 (1 item) HHDR: 400MHz Spice Hand held data receiver 90-PicoTag-1X (4 items at each) PICOTAG Beacon 1x	
TOTAL	

Other items – description <i>Please provide a detailed breakdown for any single item over £1000</i>	Other items – cost (£)
TOTAL	

14.2 Additional funds or in-kind contributions secured

Source of funding for project lifetime	Total (£)
ICCWC – European Commission	
TOTAL	

Source of funding for additional work after project lifetime	Total (£)
TOTAL	

14.3 Value for Money

Annex 1 Project’s original (or most recently approved) logframe, including indicators, means of verification and assumptions.

Note: Insert your full logframe. If your logframe was changed since your application and was approved by a Change Request the newest approved version should be inserted here, otherwise insert application logframe.

Project summary	Measurable Indicators	Means of verification	Important Assumptions
Impact:			
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>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>	<ol style="list-style-type: none"> 1. 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 2. 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 execution, crime scene management and the availability of tangible intelligence. The arrest of one or more wholesalers, if possible, will have an exponential outcome. 3. Number of national agencies and/or range countries applying controlled deliveries to investigations of illegal shipments of elephant ivory and 	<ol style="list-style-type: none"> 1. At least two case studies derived from successful or unsuccessful domestic or international controlled deliveries operations carried out by the newly-trained officers and reported by these officers to the INTERPOL General Secretariat (Outcome Indicator 1) 2. Investigative files and actionable information and intelligence from the domestic operations in Outcome Indicator 2 that can be used to initiative initiate national or international investigations 3. One INTERPOL diffusion or notice issued by INTERPOL at the request of participating national agencies over the course of Year 2 investigations and activities 4. Proposal on developing legal framework or task forces dedicated to controlled deliveries within national wildlife enforcement agencies, demonstrating the willingness of national agencies to apply the method more widely and consistently (Outcome Indicator 	<ol style="list-style-type: none"> 1. Countries have the infrastructure to identify illegal consignments of ivory, and effectively monitor them from the time of arrival to the time of departure. 2. The possible presence of corruption within participating agencies does not preclude positive operational outcomes. 3. Information on illegal shipments can be communicated among authorities in a timely and secure manner.

	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	3)	
Outputs: 1. Increased qualitative understanding of the current global application of controlled deliveries to wildlife law enforcement	1a. 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 1b. 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	1a. Analysis file of actionable information and intelligence gathered during the three domestic and one international operations in Indicators 2 and 3 of Output 3	1a. Countries are legally able and willing to share information on past controlled deliveries operations.
2. 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	2a. 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 2b. 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 2c. Capacity needs assessment and skillset survey completed by certified officers at the end of training workshop	2a. Paper compiling a comparison of the various controlled deliveries options identified prior to the training in Indicator 3 of Output 2 and lessons learned from the domestic and international operations after the training	2a. All countries agree on the aim of the operation and allow the illegal shipments to leave or transit through their country.

	<p>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>		
<p>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</p>	<p>3a. 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</p> <p>3b. 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</p> <p>3c. One collective controlled deliveries operation conducted between at least two countries (host or other) by Year 3 Q1</p> <p>3d. 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 3</p> <p>3e. 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>3a. Final report on the risks, costs, benefits and long-term feasibility of the tracking method chosen and utilised by national agencies over the course of the project by end of Year 3 Q2. The INTERPOL National Central Bureau in each participating country will compile the results and feedback of their participating national agencies into one report to be submitted to the INTERPOL General Secretariat.</p>	<p>3a. Tracking technologies can be concealed within large ivory consignments, and the signals can be maintained.</p>

Activities (each activity is numbered according to the output that it will contribute towards, for example 1.1, 1.2 and 1.3 are contributing to Output 1)

- 1.1) 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
- 1.2) Assessment of national legal requirements for controlled deliveries operations in each relevant country (source, transit and destination territories for elephant ivory and rhinoceros horns)

- 2.1) Analysis of controlled deliveries methods and cost-benefit study of tracking devices on the market
- 2.2) Development of a training curriculum for officers on the application of controlled deliveries both domestically and internationally
- 2.3) Training and assessment scenarios to confirm capacity and readiness of officers
- 2.4) Development of a domestic operational plan and execution
- 2.5) Evaluation of domestic operations and report on best practices and lessons learned

- 3.1) Designation and meeting of the national operational coordinators and all relevant agencies
- 3.2) Development of an international operational plan and execution
- 3.3) Information sharing, analysis and follow-up investigations based on information gathered during the operation
- 3.4) Meeting of operational coordinators and assessment of chosen tracking method

Annex 2 Report of progress and achievements against final project logframe for the life of the project Logical Framework

Project summary	Measurable Indicators	Progress and Achievements
<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 towards the project Impact have been focused on building the capacity of law enforcement officers that could carry out controlled delivery operations to target wildlife trafficking crimes (ivory and rhinoceros horn). Trafficking routes were identified by source and transit countries, and attempts to conduct controlled deliveries were carried out. However, the attempts were not successful and there has been no identification of the criminal organizations responsible to date. Consequently, through the capacity building efforts of the project, Waylay has built a foundation of knowledge and capacity for wildlife officers to be able to begin to carry out basic controlled delivery activities in source countries. The project has also coordinated the link and collaboration between transit and destination countries to continue to explore controlled delivery operations.</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>	<ol style="list-style-type: none"> 1. 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 2. 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 execution, crime scene management and the availability of tangible intelligence. The arrest of one or more wholesalers, if possible, will have an exponential outcome. 3. Number of national agencies 	<p>The capacity of law enforcement in source countries for tracking illegal consignments of elephant ivory and rhinoceros horn has improved. As part of these capacity building activities, exercises were carried out to test tracking devices and work on concealment techniques. However, operations of controlled deliveries have not yet been undertaken.</p> <p>There is appetite from law enforcement to conduct controlled delivery operations, however, there needs to be improved coordination between police and customs so that both are trying to achieve the same goal. There is indication that there are opportunities to conduct transcontinental controlled deliveries, as ivory shipments continue to be discovered in Mombasa and South East Asia. However, there is a lack of collaboration between these regions and further efforts on that front need to be taken. With the establishment of an INTERPOL Environmental Unit in Singapore, there should be adequate support in the region to build a strong network of enforcement contacts that can support this objective into the future.</p>

	<p>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>Output 1. Increased qualitative understanding of the current global application of controlled deliveries to wildlife law enforcement</p>	<ol style="list-style-type: none"> 1. 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 2. 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>Both of these objectives were studied and included in the Controlled Deliveries Case Studies report. While some countries (mostly transit and destination) have legislation and policies that support carrying out controlled delivery operations, many source countries do not. That being said, Project Waylay took the opportunity to focus part of its capacity building workshops in Kenya and Uganda to assist them in developing standard operating procedures that could be taken to their hierarchy for approval once further developed.</p>
<p>Activity 1.1 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</p>
<p>Activity 1.2 Assessment of national legal requirements for controlled deliveries operations in each relevant country (source, transit and destination territories for</p>		<p>Completed</p>

elephant ivory and rhinoceros horns)		
<p>Output 2. 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>	<ol style="list-style-type: none"> 1. 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 2. 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 3. Capacity needs assessment and skillset survey completed by certified officers at the end of training 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>Controlled deliveries and cost-benefit analysis of tracking devices report included with this final report.</p> <p>Contact points were identified in source countries and certain transit and destination countries. However, as previously mentioned, establishing contacts and a network with destination countries in South East Asia has been very difficult. Once significant reason for this was the lack of an established presence of INTERPOL and the Environmental Security Unit in the region. With the Regional Bureau in Nairobi, and some officers based in the office, it was easy to contact and engage with countries in East and Southern Africa. This was not possible in South East Asia. However, with the establishment of a team in Singapore, it is expected that this objective will be achievable in the future.</p> <p>The contact points identified as part of the initial work on Output 1 were invited to participate in the Controlled Deliveries workshop held in Prague in 2015, which allowed the project to make further evaluations that led to the decision to focus on building the capacity of source countries (Kenya and Uganda). Although the project was not able to maintain its engagement with contacts in South East Asia, the Prague workshop and the period of monitoring for controlled deliveries afterward, allowed the project to develop its working relationship with the UK and China.</p>
Activity 2.1 Analysis of controlled deliveries methods and cost-benefit study of tracking devices on the market		Completed
Activity 2.2 Development of a training curriculum for officers on the application of controlled deliveries both domestically and internationally		Completed
Activity 2.3 Training and assessment scenarios to confirm capacity and readiness of officers		Completed
Activity 2.4 Development of a domestic operational plan and execution		Partially completed. Kenya developed a plan to carry out a domestic controlled delivery that centred on the introduction of a tracked ivory tusk into the market to track its movement throughout Kenya. This activity was stopped due to the ivory burning activity that occurred in Nairobi.
Activity 2.5 Evaluation of domestic operations and report on best practices and lessons learned		Partially completed. Controlled delivery attempts with the UK and China were included in the Case Study report. However, there was no recent domestic operation included in the report due to the cancellation of the plan in Kenya (merged with Activity 1.1).

<p>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</p>	<ol style="list-style-type: none"> 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 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 3. One collective controlled deliveries operation conducted between at least two countries (host or other) by Year 3 Q1 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 3 5. 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>A task force was not created due to the lack of engagement and contacts in South East Asia. However, strong networks in source countries and between the UK and China were established that can be used to further develop the creation of a task force in future activities.</p> <p>A domestic controlled delivery was not carried out.</p> <p>A controlled delivery attempt was carried out between the UK and China. However, was ultimately not successful due to administrative difficulties. This case is explained in more detail in the Case Study report.</p> <p>A final public report was not drafted due to the lack of domestic controlled delivery attempts. However, the attempts were included in the case study report for IWT Fund to gain more understanding.</p> <p>DNA analysis and case specific support related to this was not requested and therefore not provided by INTERPOL.</p>
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<p>Activity 3.1 Designation and meeting of the national operational coordinators and all relevant agencies</p>	<p>This activity did not officially take place from an international operation perspective. However, as previously mentioned, operational coordinators from Kenya Revenue Authority and Kenya Wildlife Service were a part of the discussion and development of a domestic operational plan, which ultimately has not taken place yet. And INTERPOL coordinated the operational meeting between the UK and China, which has resulted in the two countries attempting another controlled delivery after the conclusion of the first phase of Project Waylay.</p>
<p>Activity 3.2 Development of an international operational plan and execution</p>	<p>Following the Prague workshop, it was decided that the best course of action would be for Project Waylay to focus on building the capacity of source countries to carry out controlled deliveries, before attempting to conduct an international operation. Consequently, no international operational and execution took place.</p>
<p>Activity 3.3 Information sharing, analysis and follow-up investigations based on information gathered during the operation</p>	<p>This activity also did not take place. However, information sharing and follow-up investigations took place in the UK as a result of the attempted controlled delivery between the UK and China, which led to INTERPOL coordinating a meeting between the two countries in London.</p>
<p>Activity 3.4 Meeting of operational coordinators and assessment of chosen tracking method</p>	<p>This did not occur in an international setting, however, did take place in Kenya when Kenyan authorities had in place a plan to conduct a domestic controlled delivery. Consequently, and as a result of the cost-benefit analysis, the tracking devices from Seven Technologies were identified to be the most appropriate to purchase.</p>

Annex 3 Onwards – supplementary material (optional but encouraged as evidence of project achievement)

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.	