



**Mitigating External Threats to Security – Joint Vision Programme Thirteen
MPTF OFFICE GENERIC FINALPROGRAMME¹ NARRATIVE REPORT
REPORTING PERIOD: FROM JANUARY 2012 TO DECEMBER 2012**

<p align="center">Programme Title & Project Number</p> <ul style="list-style-type: none"> • Programme Title: Mitigating External Threats to Security. • Programme Number Joint Vision Programme Thirteen • MPTF Office Project Reference Number:³ 81458 	<p align="center">Country, Locality(s), Priority Area(s) / Strategic Results²</p> <p><i>(if applicable)</i> <i>Country/Region</i> Sierra Leone</p> <p><i>Priority area/ strategic results</i> Consolidating Peace and Security Agenda for Change.</p>
<p align="center">Participating Organization(s)</p> <ul style="list-style-type: none"> • Organizations that have received direct funding from the MPTF Office under this programme • United Nations Office for Project Services (UNOPS) • International Organization for Migration (IOM) 	<p align="center">Implementing Partners</p> <ul style="list-style-type: none"> • National counterparts (government, private, NGOs & others) and other International Organizations • Transnational Organized Crime Unit – TOCU • Airport Division of Sierra Leone Police and • Department of Immigration
<p align="center">Programme/Project Cost (US\$)</p> <p>Total approved budget as per project document: MPTF /JP Contribution⁴: 338,456</p> <ul style="list-style-type: none"> • UNOPS : 238,456 • IOM : 100,000 <p>Agency Contribution</p> <ul style="list-style-type: none"> • <i>by Agency (if applicable)</i> <p>Government Contribution <i>(if applicable)</i></p> <p>Other Contributions (donors) <i>(if applicable)</i></p> <p>TOTAL: 338,456</p>	<p align="center">Programme Duration</p> <p>Overall Duration <i>(months)</i> 12 months Start Date⁵ <i>(dd.mm.yyyy)</i> February 2012</p> <p>Original End Date⁶ <i>(dd.mm.yyyy)</i> 28 February 2013</p> <p>Actual End date⁷ <i>(dd.mm.yyyy)</i> 28, February 2013</p> <p>Have agency(ies) operationally closed the Programme in its(their) system? Yes No</p> <p>Expected Financial Closure date⁸: <input checked="" type="checkbox"/> <input type="checkbox"/> 31 March 2013</p>
<p align="center">Programme Assessment/Review/Mid-Term Eval.</p> <p>Evaluation Completed</p> <p><input type="checkbox"/> Yes <input checked="" type="checkbox"/> No Date: <i>dd.mm.yyyy</i></p> <p>Evaluation Report - Attached</p> <p><input type="checkbox"/> Yes <input checked="" type="checkbox"/> No Date: <i>dd.mm.yyyy</i></p>	<p align="center">Report Submitted By</p> <ul style="list-style-type: none"> ○ Name: Jeanne Diokh SADIO ○ Title: Officer-In-Charge ○ Participating Organization (Lead): UNOPS ○ Email address: JeanneS@unops.org

¹ The term “programme” is used for programmes, joint programmes and projects.

² Strategic Results, as formulated in the Strategic UN Planning Framework (e.g. UNDAF) or project document;

³ The MPTF Office Project Reference Number is the same number as the one on the Notification message. It is also referred to as “Project ID” on the project’s factsheet page on the [MPTF Office GATEWAY](#).

⁴ The MPTF/JP Contribution is the amount transferred to the Participating UN Organizations – see [MPTF Office GATEWAY](#)

⁵ The start date is the date of the first transfer of the funds from the MPTF Office as Administrative Agent. Transfer date is available on the [MPTF Office GATEWAY](#)

⁶ As per approval of the original project document by the relevant decision-making body/Steering Committee.

⁷ If there has been an extension, then the revised, approved end date should be reflected here. If there has been no extension approved, then the current end date is the same as the original end date. The end date is the same as the operational closure date which is when all activities for which a Participating Organization is responsible under an approved MPTF / JP have been completed. As per the MOU, agencies are to notify the MPTF Office when a programme completes its operational activities. Please see [MPTF Office Closure Guidelines](#).

⁸ Financial Closure requires the return of unspent balances and submission of the [Certified Final Financial Statement and Report](#).

EXECUTIVE SUMMARY

Providing safety and security is one of the most important functions for governance institutions in post conflict countries. Despite the remarkable progress made by the Government of Sierra Leone during the last ten years, in part due to the assistance of key development partners, the security forces in Sierra Leone remain a potential source of instability and an important factor in the country's corruption, high inequality, centralization of power and resources in Freetown and high level of unemployment.

The emergence of new threats such as drug and human trafficking, the expansion of international crime and insecurity in the bordering countries of Guinea, Liberia, and Cote d'Ivoire constitute additional challenges to the security sector, and which the international community should continue to support if we are to prevent the country from relapsing into conflict.

Within the framework of the West Africa Coast Initiative (WACI)⁹ there are pressing priorities to build up the capacity of local law enforcement institutions, in order to fight against drugs and organized crime activities in Sierra Leone. One of the key established programs to achieve this is the Transnational Organized Crime Unit in Sierra Leone.

Starting from January, 2012, under the frameworks of JVP-13 initiated by UNIPSIL, Mitigating External Threats to Security, a project funded through the Multi-Donor Trust Funds (MDTF) pool, was carried out with the objectives of strengthening the TOCU, SLP and the Department of Immigration capacities of law enforcement operations and investigation as well as the national law enforcement counterparts at Lungi Airport. The project was managed by IOM and UNOPS and participated/coordinated by the UNPOL section of UNIPSIL.

I – Purpose

The purpose of the expanded security sector program is: to enhance early warnings systems and community security; to improve the operational, disciplinary and human resource capacity of the Sierra Leone Police (SLP) to provide impartial and professional services to lives and property; to strengthen the Anti-crime Task Force to deal with potential threats of terrorism and financial corruption, and provide technical and operational support to the Illicit Drug Interdiction force.

The overall objective of this program is to reduce drug trafficking and the counter associated organized crime in Sierra Leone and in the West Africa region by providing technical assistance to strengthen, both national capacities and cross-border cooperation amongst ECOWAS Member States.

The project aims at continuously funding the ground daily operations and the law enforcement actions of TOCU. It helps the Unit to investigate some identified cases and make drug seizures. The project helps also enhance law enforcement capacities of the police division of SLP and customs so as to promote many positive security changes at Lungi Airport with the Department of Immigration.

The program is designed to help the Government of Sierra Leone and its security agencies to mitigate risks in three following areas:

- 1- On Border Control: the project seeks to contribute to the strengthening of the overall security sector, institutional build up, fight against transnational crime through the provision of technical equipment and training for the staff of the Immigration Department.

⁹ WACI is an operational response to both the ECOWAS Regional Action Plan and the Freetown Commitment on Combating Illicit Trafficking of Drugs and Transnational Organized Crime in West Africa, signed on the 17th February 2010.

- 2 – On Illicit Drugs and Organized Crime: the project focuses on funding the daily operations of the Transnational Organized Crime Unit as well as the drug-related crimes and other organized crimes by the relevant law enforcement agencies of Sierra Leone Government.
- 3 On Security Enhancement at Lungi Airport: the project focuses on enhancing law enforcement capacities of SLP at Lungi airport as well as to improve the security measures against the threat of terrorism and drug-related crimes.

II - Results

Sierra Leone's migration and border management capacity has been enhanced through the implementation of this project which has contributed to the country's capacity to integrate in and contribute to the various regional migration/development initiatives such as Manu River Union and the ECOWAS Common Approach on Migration.

Within the frame work of the United Nations Joint Vision for Sierra Leone, this project contributed to mitigating external threats to national security by contributing to the strengthening of the overall border management capacities in Sierra Leone. The Government of Sierra Leone (GoSL) was assisted to increase the border management capacity of its Department of Immigration and thereby establish a basis for migration management system and procedures in line with international requirements, standards and best practices.

The project delivered the following results during its implementation: ten (10) senior staff of the Sierra Leone Department of Immigration (Department of Immigration) were exposed to policy and operational principles of border and migration management during a week-long training of trainer's course facilitated by IOM's Regional Technical Specialist for Immigration and Border Management expert from the IOM's African Capacity Building Centre (ACBC) in Moshi, Tanzania. The trainees in turn have trained and will continue to train several of their colleagues and junior staff who did not benefit from the training course. Also the capacity of the department to monitor the country's external borders was enhanced with the provision of thirteen off-road motorbikes for border patrols and monitoring.

The operational priority areas of TOCU are limited to intelligence gathering enforcement, investigations and prosecutions relating to narcotics, organized fraud, money laundering, terrorism, cannabis cultivation and trafficking, human trafficking/smuggling, small arms and light weapons trafficking and piracy

Since the inception of the Transnational Organized Crime Unit (TOCU), the fight against organized crime and drugs has been greatly enhanced by its multi-agency approach and its principle of intelligence-led policing.

TOCU has been exceptionally active throughout the year 2012 as part of MDTF Project and has achieved several successes in intelligence, operations, training and investigation with financial and technical input from the British High Commission, US Embassy, UNODC and TOCU partner agencies. i.e. Financial Intelligence Unit Bank (Bank of Sierra Leone), Office of National Security/Central Intelligence & Security Unit, Force Intelligence & Security Unit, Immigration, Anti-Corruption Commission, Sierra Leone Airport Authority, National Revenue Authority, Pharmacy Board Sierra Leone.

Since its establishment two years ago, the TOCU has been fully functional and operational. The overall operational capability of the TOCU has been strengthened through a series of on-the-job training courses as well as ground case investigation/operation practices. The TOCU currently has fifty-five staff members. From January 2012 to December 2012, the TOCU carried out thirteen law enforcement operations. The TOCU also investigated fifty two cases, the details of which are as follows:

Ser.	Nature of Case	Quantity
(1)	Illicit drug trafficking and possession	17
(2)	THB	4
(3)	Fraud, financial crimes and money-laundering	5
(4)	Piracy	1
(5)	Larceny and forgery	15
(6)	Unlawful possession of diamonds	1
(7)	Illegal trans-shipment	1
(8)	Terrorism	1
(9)	Vehicle theft	1
(10)	Failure to report declaration forms	2
(11)	Suspicious transactions	2

Workshop / Training / Capacity Building

Workshops

The Chair of the Management Board, Executive Secretary and the Database Manager attended a 3-day West African Police Information System (WAPIS) workshop organized by NCB Freetown with the objective of enhancing understanding and co-operation with other institutions that have relevance to TOCU, like National Registration Secretariat, Office of Births and Deaths and the Sierra Leone Prisons Service, especially in the area of effective and dedicated database management and information sharing.

The Chair of the Management Board, Secretary, Head and Deputy Head participated in a West Africa Coast Initiative (WACI) teleconference held at UNIPSIL Headquarters in Freetown with UN Headquarters in New York, other UN Agencies, INTERPOL IPSP and other Transnational Crime Units (TCUS) in the sub-region aimed at catching up on developments within the year and ensuring better collaboration with stakeholders and improving strategies to fight organized crime in the sub-region.

Trainings

- Airport Security and Counter-Narcotic Training (15 persons)
- Narcotic Expert Training (11 persons)
- Joint Border Management Workshop in Gbalamuya (North), Jendema (South) and Kailahun (East) organized by TOCU for all agencies deployed at land border crossing points
- Vocational computer training on basic knowledge for the SL Police Officers at Lungi Airport (12 persons)
- Ten (10) senior staff of the Sierra Leone Department of Immigration (DoI) were exposed to policy and operational principles of border and migration management during a week-long training of trainer's course facilitated by IOM's Regional Technical Specialist for Immigration and Border Management expert from the IOM's African Capacity Building Centre (ACBC) in Moshi, Tanzania. The trainees in turn have trained and will continue

Acquisition of logistics

- Three (3) computers; printers and UPS 650VA for the Sierra Leone Police at Lungi Airport;
- One Hundred Thousand (100,000) copies of the Customs Declaration form printed;
- Three billboards with warning messages against the organized crimes and contraband trafficking produced and set up in the selected conspicuous spots of the airport.
- Thirteen (13) off-road motorbikes for border patrols and monitoring procured to enhance the capacity of the Department of Immigration to monitor the country's external borders.

Operations

During the period under review, with the financial support of MDTF Project, TOCU agency conducted several field operations to fight against transnational organized criminal activities:

- Conducted three (3) eradication of cannabis farms (destruction) in the Waterloo Rural District (748 kg), Kambia District (973 kg, and Hastings Village (755.2 kg) leading to prosecution of owners/cultivators in court.
- Rescued seven (7) Indian nationals who were victims of alleged Human Trafficking culminating in the perpetrator paying their salaries and fares to India on advice of Law Officer's Department.
- Conducted a raid and search exercise at the Central Business District of Freetown where (15.27 g) Cocaine and (0.10 g) Heroin were discovered twenty-two (22) suspects arrested and twelve (12) charged to court after screening.
- Conducted a stop and search exercise at Sumbuya Village, Kambia District leading to the seizure of (101.5 kg) cannabis sativa and eventual prosecution of suspects.
- Operation 'Safe Waters' to combat sea related offences is ongoing in collaboration with Sierra Leone Police Marine Department.

A total of 2, 927, 25 kg of cannabis sativa with small quantities of cocaine and heroin were seized by the Unit in year 2012.

Investigations

During the year under review a total of 53 cases (whose type varied from unlawful possession of drugs, human trafficking, and obtaining money by false pretenses to kidnapping) were investigated by the unit including organized Fraud-18, Human Smuggling-1, stolen vehicle-1, cocaine trafficking-1 Assault on police/obstruction-2, Cultivation of Cannabis sativa plants-3, Evading Customs-1, Human Trafficking-3, Illegal Transshipment-1, Larceny-1, Money Laundering-5, Terrorism-1, Unlawful Possession of Cannabis Sativa-10, Unlawful Possession of Cocaine-1, Unlawful possession of Heroin-1, Unlawful possession of passport-1, Unlawful possession of stones suspected to be diamonds-2.

Out of these, 17 cases have been charged to court (2 committed to High Court). 1 with office of Attorney-General and Minister of Justice for legal advice, 18 under investigation, 17 cases closed/resolved/referred (that is 3 resolved, 2 referred civil, 1 closed on pharmacy board advice, 3 closed on Law Office advice, 1 closed after Government fines imposed by Ministry of Fisheries and 7 closed for Lack of Evidence).

Inter-Agency Collaboration

The implementation of this project is guided by the Joint Vision as a core strategic framework for Sierra Leone, which defines the common priorities that will guide the UN activities and outlines a set of underlying criteria and comparative advantages which will shape the UN program and projects. In this Joint Vision a number of joint planning, implementation and coordination mechanisms have been set out with the aim of enhancing the impact of the United Nations' assistance as part of the international communities' effort of consolidating peace and promoting sustainable development in Sierra-Leone.

- **Qualitative assessment:**

All the planned project outputs were fully achieved within the project time frame. IOM and UNOPS were able to achieve the desired results by establishing successful partnership with key organizations, the implementation partner and service providers.

The table below shows the list of key partners and how they impacted the results.

Partners / Agencies	I Impact on Results
International Organization for Migration	Provided technical support to planning and implementation of the project as well as ensuring proper monitoring and fiduciary management
Strategic Planning Unit – UNIPSIL/UNOPS	Supported joint project development, planning and implementation of activities. The coordination with the partner UN agency was very good and contributed to the accomplishment of the project within the time frame.
Sierra Leone Department of Immigration	Provided policy support to the IOM throughout the implementation of this project. Provided in a timely manner all required administrative support and personnel for the successful implementation of this project.
Transnational Organization Crime Unit (TOCU)	Led several successful intelligence, operations, trainings and investigations with financial and technical input from bi-lateral organizations and partner agencies. .
Service providers	Supplied quality goods and services in timely fashion as when required.

As far as the project is concerned, fortnight TOCU Management Board meetings were held leading to effective inter-agency collaboration at strategic and operational levels.

Strong partnership with the Financial Intelligence Unit (FIU), leading to closer co-operation with Commercial Banks, especially in the area of money laundering, Financial Crimes and other Transnational Organized Fraud investigations.

Close collaboration with Law Office leading to filling of legal papers and issuance of High Court Order to freeze Foreign Account at a local Commercial Bank in respect of suspected Money Laundering Offences.

ii) Indicator Based Performance Assessment:

Using the **Programme Results Framework from the Project Document / AWP**s - provide details of the achievement of indicators at both the output and outcome level in the table below. Where it has not been possible to collect data on indicators, clear explanation should be given explaining why.

	<u>Achieved</u> Indicator Targets	Reasons for Variance with Planned Target (if any)	Source of Verification
<p>Outcome 1¹⁰ Indicator: Transnational Crime Unit operational Baseline: International Illicit drug traffickers are increasingly using Sierra Leone as a major transit point for European bound cocaine shipments. Planned Target: Coordination and intelligence gathering and sharing information mechanism amongst law enforcement agencies attained.</p>	The Transnational Organized Crime Unit (TOCU), the fight against organized crime and drugs has been greatly enhanced by its multi-agencies approach and its principle of intelligence-led policing. Several successes in intelligence, operations, training and investigation with financial and technical input from bi-lateral organizations and partner agencies. To become more operational, the project had also benefitted from a number of equipment.	Not Applicable	Field Intelligence/Operations reports Project sites.
<p>Outcome 2 Indicator: Law enforcement agencies' capacity to investigate and prosecute complex crimes enhanced through capacity building of investigators and prosecutors, and the provision of essential technical aids. Baseline: Illicit drug trafficking through SL is threatening the stability of the sub region. Planned Target: Capacity to investigate and prosecute illicit drug trafficking and organized crimes, including financial crimes enhanced.</p>	The project has attended several trainings: 4 internal trainings for 33 people and workshops to enhance the capacity of the team in the investigation and prosecution of organized crimes.	Not Applicable	Training reports

¹⁰ Note: Outcomes, outputs, indicators and targets should be **as outlined in the Project Document** so that you report on your **actual achievements against planned targets**. Add rows as required for Outcome 2, 3 etc.

<p>Outcome 3¹¹ Indicator: The capacity of the security agencies to reduce illegal activities in the territorial waters of Sierra Leone enhanced through improved and coordinated patrols mechanisms. Baseline: Weak effective and cost-efficient system of controlling SL territorial waters. Planned Target: Border Management of Sierra Leone’s blue border and Lungi International Airport enhanced.</p>	<p>Thanks to the acquisition of a boat donated by UNODC, TOCU has organized an operation called “Safe Waters’ to combat sea related offences in collaboration with Sierra Leone Police Marine Department throughout maritime patrols. Sierra Leone Police at Lungi Airport has been provided with 100,000 customs declaration forms printed to promote positive security changes at the airport and law enforcement. Bill boards with warning messages against the organized crimes and contraband set up in the selected spots of the airport. Capacity building thru vocational computer training on basic knowledge for 12 SL Police Officers at Lungi Airport</p>	<p>Not Applicable</p>	<p>Project sites Lungi Airport location. Certificate of completion.</p>
<p>Outcome 1: Strengthen the technical capacity of the DoI to collect and analyze migration data Indicator: Strengthen border management capacity Baseline: Weak border management capacity Planned Target: Increased training for immigration officers on operational principles of border management and control</p>	<p>The target indicator was fully achieved as planned. Training capacity has been established within the DoI</p>	<p>Not applicable</p>	<p>Reports from DoI, independent assessment from travelers/stakeholders.</p>

¹¹ Note: Outcomes, outputs, indicators and targets should be **as outlined in the Project Document** so that you report on your **actual achievements against planned targets**. Add rows as required for Outcome 2, 3 etc.

<p>Output 1: Senior management of the department of Immigration is exposed to policy and operational principles of border management and control</p> <p>Indicator 1 – Trained immigration Officers on policy, migration, data collection and border management</p> <p>Baseline: Few officers of the DoI on policy and operational principles of border management and control</p> <p>Planned Target: Train 10 senior immigration Officers as trainers on policy, migration, data collection and border management</p>	<p>The target indicator was fully achieved as planned. Ten senior staff been trained to provide training to their other colleagues. Since the end of the ToT the trainees have made presentations of key policies and operational principles learned to their colleagues.</p>	<p>Not applicable</p>	<p>Training reports, media reports, photos, and reports and letters from the Sierra Leone DoI</p>
<p>Outcome 2: Provide logistics equipment to the DoI for enhanced border management</p> <p>Indicator: Strengthened border patrol and management capacity</p> <p>Baseline: Weak border patrol and management capacity</p> <p>Planned Target: Increased border patrol and management capacity</p>	<p>The target indicator was fully achieved as planned. Equipment were provided to the DoI to enhance border patrol and management.</p>	<p>Not applicable</p>	<p>Reports from DoI, independent assessment from travelers/stakeholders.</p>
<p>Output 2: Technical (logistics) needs were identified and equipment was provided to enhance border management capacity of the DoI</p> <p>Indicator : logistics equipment have been provided to the DoI</p> <p>Baseline: The DoI lacks equipment for border patrol and monitoring</p> <p>Planned Target: procure eight off-road motor bikes for border patrol and</p>	<p>The target indicator was achieved as more than planned with the provision of thirteen off-road motorbikes for border control and monitoring</p>	<p>IOM had planned to procure eight Off-road (Yamaha DT 125) motorbikes for the DoI. However, the availability of a cheaper model of off-road motorbike (Yamaha YBR 125) and with the consent of the beneficiary, enables IOM to procure</p>	<p>Payment and registration documents, equipment transfer forms and physical verification of equipment</p>

monitoring.

thirteen motor bikes for
this purpose.

Delays in implementation / challenges / lessons learned & best practices:

There were no delays in the implementation of the project. All outputs were delivered within the time frame of the project. The project has very capable staff who are willing to train and apply knowledge they acquired efficient management of the Sierra Leone borders. Nevertheless, the following challenges were noted from TOCU side:

- Lack of an independent office structure to host all the Liaison Officers under one roof and for safe keeping/storage of Exhibits.
- Lack of comprehensive database to present a true picture of National Organized Crime situation as operational priority areas of TOCU are handled by other Police formations without specific attention to important details like weight of seized drugs, as well as inaccessibility to databases of other relevant national institutions.
- Cooperation in criminal matters with other Police organizations in the sub region and beyond especially in the area of information sharing and tracking of suspected organized criminals.
- Lack of national spread especially at major border crossing points.
- Lack of financial incentive, as organized criminals have the financial might and high capability to influence first contact/front line officers and investigators. Transnational investigations may also tend to proceed beyond borders but lack of finance foreign trips have led to non-conclusion of otherwise sensitive investigations giving the benefit to the criminals or suspected criminals. The absence of Government budget line for TOCU as the unit now relies solely on donor funds and SLP assistance considering that TOCU operations are largely intelligence driven which require financial input for a successful outcome.
- Lack of legislations to fight Terrorism, Piracy and Human Smuggling (Act on Human Trafficking in existence) as well as training and logistics to fight Terrorism and Piracy.

Expectations 2013

- Consolidations of 2012 gains to improve performance.
- Quarterly funding for intelligence gathering as TOCU operations are intelligence-led.