

Japanese Grant Aid Project  
 “The Project for Improvement of Airport Security”

## 1. Project Description

In Pakistan, due to the adverse security situation in the neighboring country of Afghanistan, terrorist incidents by Islamic extremist groups targeting foreign nationals, the military, and the police frequently occur, especially in urban areas. Therefore, as an important goal, the Pakistani Government aims to strengthen security measures and prevent the occurrence of terrorist attacks. In particular, for aircraft and airports that are likely targets of terrorist acts, the Civil Aviation Authority (hereinafter referred to as the “CAA”) as the entity responsible for the management of airports is taking the lead in strengthening security measures in accordance with international requirements. However, security inspection equipment installed at airports in Pakistan is not necessarily the latest technology and does not meet international requirements.

Against this background, this project was implemented to strengthen Pakistan’s security system and counter-terrorism capacity by introducing security equipment at three major international airports—in Karachi, Lahore, and Islamabad—thereby contributing to the realization of a security level that satisfies international security standards.

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| Grant Limit/Actual Grant Amount                 | 1,946 million yen/1,704 million yen  |
| Exchange of Notes Date/<br>Grant Agreement Date | October 2013/October 2013  |
| Executing Agency                                | Civil Aviation Authority (CAA)   |
| Project Completion                              | February 2016  |
| Target Area                                     | Three major airports in Pakistan<br>(Karachi, Lahore, and Islamabad)   |
| Main Contractor                                 | HELICOM Corporation Inc.   |
| Main Consultant                                 | Oriental Consultants Global Co., Ltd.<br>(Contractor’s name changed from Oriental<br>Consultants Co., Ltd. in August 2015)             |
| Preparatory Survey                              | March 2012–May 2013  |
| Related Projects                                | The British Government provided 18<br>explosives trace detection systems for the<br>three airports targeted by this project.<br>(2012) |

<sup>1</sup> The ex-post evaluation of this project is published as a summary due to security reasons. Though the description of the summary reflects the original report written by the external evaluator, some parts which are unsuitable for publishing are left out or edited by JICA Evaluation Department. Please contact JICA Evaluation Department for any questions related to the content.

## **2. Outline of the Evaluation Study**

### **2.1 External Evaluator**

Yusuke Hasegawa, International Development Center of Japan, Inc.

### **2.2 Duration of Evaluation Study**

This ex-post evaluation study was conducted with the following schedule.

Duration of the Study: November 2018–October 2019

Duration of the Field Study: February 4–February 11, 2019

## **3. Conclusion**

This project has been highly relevant to Pakistan’s national and aviation sector development policies, the need to strengthen security measures at airports, and Japan’s ODA policy. Therefore, its relevance is high. Although the project outputs were generated largely in line with the plan and matched by the project cost, the efficiency was fair because the project period exceeded the plan. The project effects were not exerted as planned as most of the equipment was out of service three years after the project completion. In addition, the realization of the expected impact of preventing terrorist acts has been limited. Thus, the effectiveness and impacts of this project are low. The executing agency is currently unable to use the external technical service to maintain and manage the equipment properly. Therefore, major problems have been observed in terms of the current status of operation and maintenance, and the sustainability of the project effects is low. In light of the above, this project is evaluated to be unsatisfactory.

## **4. Recommendations (undisclosed)**

### **5. Lessons Learned (partially undisclosed)**

(1) Sufficient consideration of lifecycle cost of the equipment in the planning and procurement stages

In the planning stage of the project, particularly when introducing sophisticated machines to the executing agency or the recipient country for the first time such as the EDS-CT and vehicle X-ray inspection systems in this project, it is necessary to consider the maintenance costs that must be borne by the executing agency after the project has been completed and then to gain a full understanding on the costs from the counterpart government. In addition, as a result of the consideration, the content of the planned equipment and the number of machines should be adjusted if necessary. Furthermore, to ensure the sustainability of the project in terms of maintenance, it is desirable to consider the lifecycle costs of the equipment including the maintenance costs, in addition to the purchasing costs, as a criterion for selecting the contractor in the procurement stage.

(2) Sufficient consideration of the opinions of the user unit in the counterpart country in the planning of the specifications of the equipment

Based on the airport operation system in Pakistan, the CAA owns the procured equipment as the executing agency of this project, and the Airports Security Force (hereinafter referred to as “ASF”) is in charge of on-site operation and maintenance. Some ASF officials commented that as the equipment specifications were examined mainly by the CAA at the planning stage of the project, equipment were introduced with specifications that were not necessarily optimal in terms of manageability for the ASF, the user organization at the site, and the conditions of airport users in Pakistan. However, at the time of the planning of this project, as one of the participating Pakistani organizations, the ASF was involved in the consultation of the preparatory survey and signed the minutes of discussions including the draft of the equipment specifications. This means that the ASF was involved in the project planning process as an organization. Conceivably, it is not always easy for the Japanese officials to understand accurately how the opinions of multiple organizations are coordinated and reflected in decision-making in the partner country. Subsequently, when planning a project in which a user department/organization for the equipment exists in addition to the main supervising executing agency, it is desirable for the relevant Japanese organizations to examine and propose equipment specifications by fully considering the opinions of the user department and the opinions on site.