EVALUATION BRIEF

MID-TERM CLUSTER IN-DEPTH EVALUATION

GLOBAL MARITIME CRIME PROGRAMME (GMCP)

Region: Global

Duration: May 2015 to December 2019

Donors: CGPCS Trust Fund, Canada, Denmark, EU, Indonesia, Italy, Japan, the Netherlands, Norway, Portugal, Sweden, UNDP Somalia Trust Fund, the United Kingdom, United States.

Evaluation team: Mr. Peter Allan, Mr. Mark Blaine, Ms. Camille Massey.

Full report: URL
https://www.unodc.org/unodc/en/evaluation/the-independent-evaluation-section.html

BACKGROUND AND CONTEXT

In May 2009, UNODC established a Counter Piracy Programme (CPP) with a budget of US$ 300,000 from Germany to respond to the then new threat of piracy off the coast of Somalia. Since then, the CPP has expanded into the Global Maritime Crime Programme (GMCP) with a total overall budget of US$ 179m as of 31st December 2019. It is made up of eight teams covering the globe including the GMCP HQ Team in Sri Lanka and Management Support Team at UNODC HQ in Venna. Under these various teams the GMCP aims to '*to improve the capabilities and capacity of the criminal justice systems of states to carry out effective prevention and prosecution of maritime crimes within a sound rule of law framework*'.

MAIN FINDINGS

The GMCP has demonstrated relevance at the strategic level and is viewed as such by many stakeholder groups, including donors. Its relevance at the granular, individual recipient level is not as clear. There is an obvious effort to target human rights issues and gender specificities, but these efforts are not sufficiently underpinned by human rights and gender analysis of maritime crime. The planning, management, and monitoring of GMCP activities are efficient. The structures, processes, and procedures function well, with an empowering management style at its core. The efficiency in delivery of GMCP activities are enhanced by having the GMCP HQ Team based in the field. The value of a strong field-based presence cannot be overstated, and a key element of effective delivery is this presence. It proved particularly important during the restrictions placed on programming due to Covid-19. Although the GMCP has attempted to gather impact data it is seldom used to examine where lessons may be identified, and good practice replicated. There remains a challenge for the GMCP to ensure effective prison work in areas which lie outside the natural scope of maritime crime. By the main metrics of success (e.g. donor funding, level of activity delivery, ability to deliver in challenging environments, geographical and activity expansion, visibility, and dedicated and professional staff) the GMCP is a success story.
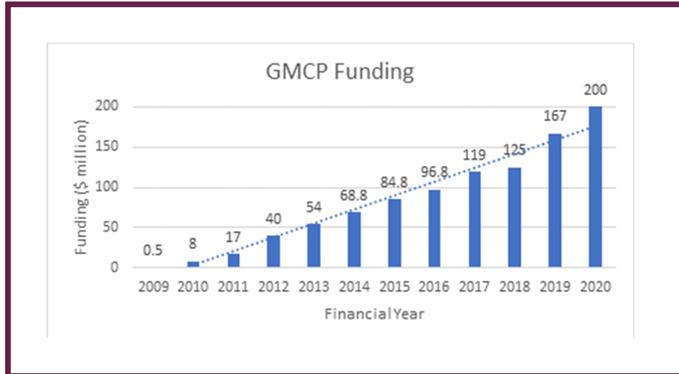
LESSONS LEARNED

Deeper integration of human rights and gender thinking into future programming: A greater appreciation of what role human rights violations and gender roles/gender inequalities play in the emergence and commission of maritime crime, their root causes, their modus operandi, and their

GMCP Teams by Programme and Geographic Location

consequences on men, women, boys and girls will open new avenues for the GMCP to focus efforts on achieving further impact and relevance at a more granular level.

GMCP Funding

Funding ($ million) by Financial Year:
- 2009: 0.5
- 2010: 8
- 2011: 17
- 2012: 40
- 2013: 54
- 2014: 68.8
- 2015: 84.8
- 2016: 96.8
- 2017: 119
- 2018: 125
- 2019: 167
- 2020: 200

GOOD PRACTICES

Value of field presence: Utilising personal relationships built primarily on having a strong field presence, provides opportunities not only for the programme concerned but the wider UNODC and UN family. For example, the GMCP based in Colombo became the actors on the ground after the 21 April 2019 Easter Sunday bombing in Sri Lanka. This resulted in positive visibility and UNODC to be seen as significant actor. A strong field presence also mitigated the impact of Covid-19 on Programme activity.

Mentoring: The embedding of mentors for the longer term in beneficiary institutions brings continuity and sustainable benefits. It further contributes to enhancing the development of in-country, personal relationships that are crucial in achieving 'on the ground' activity delivery.

Criminal Justice training: Training activities that include different parts of the criminal justice chain (e.g. coastguards and prosecutors) has proved beneficial.

METHODOLOGY

This evaluation followed a mixed-methods as well as gender-responsive evaluation methodology, in line with United Nations Evaluation Group (UNEG) norms and standards and UNODC guidelines and requirements. A preliminary desk review was undertaken along with an observation of the GMCP training week in Stellenbosch, South Africa. An Inception Report was created to identify information gaps and design data collection instruments to fill those gaps. Face-to-face and telephone interviews were conducted; missions to Austria, Benin, Kenya, Nigeria and Sri Lanka were undertaken to conduct inteviews and observe GMCP activity delivery including simulated trials, VBSS training and prison work; a Most Significant Change narration was completed; and a survey was administered that generated 142 responses (42 F, 96 M, 2 did not identify as female or male and 2 preferred not to divulge their gender).

RECOMMENDATIONS

1. Monitoring and Evaluation: Through a maturing Results Based Management (RBM) system to improve objective reporting on the impact of Programme activity.

2. Success Multipliers and Inhibitors: As part of the M and E reporting process to identify common elements that promote or restrict success.

3. Relevance: To conduct a broader analysis of the relevance of Programme activity at a local / community level.

4. Maritime Crime and Prison Work: To increase coordination with the relevant Justice Section actors to leverage in-house expertise in GMCP Prison Work.

5. Human Rights and Gender: Conduct human rights and gender-based analysis on the factors leading to maritime crime.

6. UNODC Partnership and Cooperation: Conduct a mapping exercise to identify further potential in-house partnerships and joint programming.

7. Non-UNODC Partnership and Cooperation: To reassess project activity with a focus on identifying potential non-UNODC partners including NGOs and CSOs at the local level.

8. Sustainability of Capacity Building Activities: Sustainability strategies to be designed into all new Programme activities.

9. Maritime Governance: GMCP HQ to liaise with regional teams to communicate maritime governance progress.

10. Sustainability of the Programme: The GMCP to provide soft skills training for permanent staff on building and maintaining business relationships.