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Mid-term independent project evaluation of the  
**Fisheries Crime Initiative 'FishNET'**

A joint project implemented under the Global Programme for  
Combating Wildlife and Forest Crime (GLOZ<sub>31</sub>) and the  
Container Control Programme (GLOG<sub>80</sub>)

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This independent evaluation report was prepared by an evaluation team consisting of Elca Stiger (Evaluation Lead) and Gohar Petrossian (Fisheries Crimes Expert). The Independent Evaluation Section (IES) of the United Nations Office on Drugs and Crime (UNODC) provides normative tools, guidelines and templates to be used in the evaluation process of projects. Please find the respective tools on the IES web site: <http://www.unodc.org/unodc/en/evaluation/evaluation.html>

The Independent Evaluation Unit of the United Nations Office on Drugs and Crime can be contacted at:

United Nations Office on Drugs and Crime  
Vienna International Centre  
P.O. Box 500  
1400 Vienna, Austria  
Telephone: (+43-1) 26060-0  
Email: [unodc-ieu@un.org](mailto:unodc-ieu@un.org)  
Website: [www.unodc.org](http://www.unodc.org)

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# CONTENTS

Page	
Management response.....	vii
Executive summary.....	viii
Summary matrix of findings, evidence and recommendations.....	xiii
I. Introduction.....	01
Background and context .....	01
Evaluation methodology .....	04
II. Evaluation findings .....	07
Design .....	07
Relevance.....	11
Efficiency.....	14
Partnerships and cooperation .....	18
Effectiveness .....	20
Impact .....	21
Sustainability.....	22
Human Rights and Gender Equality .....	24
III. Conclusions.....	26
IV. Recommendations.....	27
V. Lessons learned and best practices .....	30
Annexes	
I. Terms of reference of the evaluation .....	33
II. Evaluation tools: questionnaires and interview guides .....	55
III. Desk review list.....	67
IV. List of persons contacted during the evaluation .....	68
V, UNODC staff positions funded by FishNET, incl. cost-shared arrangements...	70
VI. UN resolutions relevant to FishNET.....	72
VII. Maps with FishNET activities per GP per year.....	76

# ABBREVIATIONS AND ACRONYMS

<i>Abbreviation</i>	<i>Full name</i>	<i>Abbreviation</i>	<i>Full name</i>
CCP	Container Control Programme	IMO	International Maritime Organization
CCPCJ	Commission on Crime Prevention and Criminal Justice	Interpol	International Criminal Police Organization
CEB	Corruption and Economic Crime Branch	ISS	Implementation Support Section
CITES	Convention on International Trade in Endangered Species of Wild Fauna and Flora	IUU Fishing	Illegal, Unreported and Unregulated Fishing
DO	Division for Operations	NGO	Non-Governmental Organization
DTA	Division for Treaty Affairs	Norad	Norwegian Agency for Development Cooperation
ECOSOC	Economic and Social Council	NA-FIG	North Atlantic Fisheries Intelligence Group
FAO	Food and Agriculture Organization	NOK	Norwegian Krone
FFA	Norwegian Advisory Group Against Organised Fisheries Crime and IUU Fishing	OCB	Organized Crime and Illicit Trafficking Branch
GP	Global Programme	ODA	Official Development Assistance
GLO.ACT	Global Action in Trafficking in Persons and Smuggling of Migrants	OECD/DAC	Organization for Economic Cooperation and Development/Development Assistance Committee
GMCP	Global Maritime Crime Programme	PCU	Port Control Unit
GP	Global Programme	RFMO	Regional Fisheries Management Bodies
GPWLFC	Global Programme for Combating Wildlife and Forest Crime	SDG	Sustainable Development Goal
IES	Independent Evaluation Section	SHERLOC	Sharing Electronic Resources and Laws on Crime
IGO	Intergovernmental Organization	SLU	Sustainable Livelihoods Unit
ILO	International Labour Organization	ToR	Terms of Reference

ToT	Training of Trainers
UNCAC	United Nations Convention Against Corruption
UNGA	United Nations General Assembly
UNODC	United Nations Office on Drugs and Crime
UNTOC	United Nations Transnational Crime Convention
USD	United States Dollar
WCO	World Customs Organization

# MANAGEMENT RESPONSE

Recommendation	Management Response (accepted/partially accepted/rejected)
<p>1: a) Request for a no-cost extension to the donor until 31 December 2020;</p> <p>b) Design a FishNET phase II which considers good practices and lessons learned of this phase (<i>FishNET project team</i>)</p>	<p>1:</p> <ul style="list-style-type: none"> <li>a) Accepted - the Programmes, in consultation with Norad, will request a no-cost extension beyond 31 December 2020.</li> <li>b) Accepted</li> </ul>
<p>2: In the remaining FishNET phase I period and in phase II, strengthen coordination on substance matter, to create synergies and develop 'regional champions', including by:</p> <ul style="list-style-type: none"> <li>a) selecting at least three countries in three regions to target GPWLFC and CCP activities;</li> <li>b) reaching out to GMCP to build on their networks and to align FishNET activities with their activities and results while also considering joint activities, and;</li> <li>c) identify opportunities to undertaking joint technical assessments (<i>GPWLFC/CCP project team, with support of regional GPWLFC/CCP staff</i>)</li> </ul>	<p>2:</p> <ul style="list-style-type: none"> <li>a) Partially accepted</li> <li>b) Accepted</li> <li>c) Partially accepted</li> </ul> <p>The workplans of both programmes for the remaining FishNET Phase I period have been approved by Norad and the implementation of activities is ongoing. There are limited activities in both programmes that could serve the purpose of joint implementation, but such coordination will be considered in such instances. CCP will continue its practice of inviting GPWLFC to its regional FishNET meetings and both programmes will consider opportunities for further cooperation. Similar reasons also apply to recommendations 2b and 2c. Coordination during Phase I will continue to be explored when possible, and across-UNODC coordination will be explored for Phase II.</p>
<p>3: Review cross-divisional project management arrangements to strengthen coordination, including on monitoring and donor reporting, while maintaining separate financial accounts in UMOJA (<i>FishNET project team</i>)</p>	<p>3: Partially accepted</p> <p>Both programmes will continue discussions on how to best proceed in Phase II, in close coordination with Norad.</p>
<p>4: Engage in a dialogue with UNODC senior management for establishing a coordinated UNODC position which includes</p> <ul style="list-style-type: none"> <li>a) a resource mobilization strategy;</li> <li>b) a coordinated policy position on fisheries crime that consolidates and surpasses the programming structure;</li> <li>c) staff appointed as thematic advisors/contact point for external actors, including donors (<i>FishNET project team</i>)</li> </ul>	<p>4: Accepted</p>
<p>5: a) Clarify the definition of fisheries crime more comprehensively per element of the value chain;</p> <p>b) identify links with other GPs;</p>	<p>5:</p> <ul style="list-style-type: none"> <li>a) Partially accepted - the elements of the value chain that include elements of fisheries crime is different for every country.</li> </ul>

<p>c) prepare a UNODC position paper on fisheries crime for in-house distribution, awareness-raising and knowledge-building (<i>GPWLFC FishNET project team with inputs from other GPs and regional GPWLFC/CCP staff</i>)</p>	<p>It is therefore only possible to give examples and more general guidance on what elements of fisheries crime may apply at each phase of the value chain.</p>
<p>6: Strengthen sustainability by Introducing long-term planning for all outcomes, including by</p> <ul style="list-style-type: none"> <li>a) continuing with work under all outcomes to strengthen results;</li> <li>b) implementing a comprehensive GPWLFC training package;</li> <li>c) undertaking comprehensive situational analysis and needs assessments;</li> <li>d) assessments for the institutionalization of training (<i>FishNET project team with inputs of CEB and regional GPWLFC/CCP staff</i>)</li> </ul>	<p>b) Accepted c) Accepted</p> <p>6:</p> <ul style="list-style-type: none"> <li>a) Accepted</li> <li>b) Accepted</li> <li>c) Accepted for phase II</li> <li>d) Accepted for Phase II</li> </ul> <p>Sustainability of the programme is critical for impact, and is the focus of developing a Phase II. As such, Recommendations 6a-d are critical for both programmes and will be integrated into planning for such.</p>
<p>7: Nurture and strengthen partnerships with relevant organizations, including by</p> <ul style="list-style-type: none"> <li>a) continuing cooperation with FAO;</li> <li>b) seeking opportunities to take part in the FAO/IMO/ILO joint Working group on IUU fishing;</li> <li>c) building on networks of some Regional Fisheries Management Organizations (RFMOs);</li> <li>d) exploring opportunities for more involvement of the private sector (<i>FishNET project team</i>)</li> </ul>	<p>7: Accepted</p> <p>Both programmes are liaising with external partners. The GPWLFC is actively strengthening its collaboration with FAO and the RFMOs. Concrete ways in which to enhance this collaboration were discussed at a coordination meeting with FAO held in February 2020, which was attended also by the General Fisheries Commission for the Mediterranean (GFCM). A joint activity with GFCM is planned for 2020. The possibility of UNODC participating in the FAO/IMO/ILO joint working group on IUU fishing was also discussed. CCP has, inter alia, undertaken several activities focusing on the private sector and other external partners.</p>
<p>8: Strengthen the design, monitoring and in-house reporting in the remaining part of phase I, and in phase II by</p> <ul style="list-style-type: none"> <li>a) preparing a theory of change; enhancing data collection and analysis systems;</li> <li>b) building a logical results-based framework with smart indicators;</li> <li>c) preparing a comprehensive monitoring framework;</li> <li>d) including FishNET results more comprehensively in UNODC semi-annual and annual progress reports;</li> <li>e) including sufficient budget for a comprehensive mid-term and final evaluation in the FishNET phase II budget (<i>FishNET project team, in consultation with the Strategic Planning and Inter-Agency Affairs Unit and IES</i>)</li> </ul>	<p>8:</p> <ul style="list-style-type: none"> <li>a) Accepted for Phase II.</li> <li>b) Accepted for Phase II</li> <li>c) Accepted for Phase II</li> <li>d) Accepted</li> <li>e) Accepted for Phase II</li> </ul>
<p>9: Explicitly mainstream human rights and gender equality aspects in all components of FishNET, including by utilizing LE FEMME and the CCP female officers network for information-sharing in the main UN languages (<i>FishNET project team</i>)</p>	<p>9: Accepted</p>

# EXECUTIVE SUMMARY

## *Background*

Illegal commercial fishing is one of the world's most serious and complex transnational environmental crimes. Crimes related to fisheries have significant and far-reaching economic, social and environmental impacts, affecting almost all the coastal countries in the world, with an estimated economic loss to fisheries crimes of USD 10-23.5 billion.<sup>1</sup>

The United Nations Office on Drugs and Crime (UNODC) has a broad mandate in supporting Member States in preventing and responding to transnational organized crime, including fisheries crime, as reflected in United Nations General Assembly (UNGA) Resolutions 67/79 and 68/71, and various resolutions of the Commission on Crime Prevention and Criminal Justice (CCPCJ).

Managed under the Global Programme for Combating Wildlife and Forest Crime (GPWLFC) (GLOZ31) and the Container Control Programme (CCP) (GLOG80), the project 'Fisheries Crime Initiative FishNET' (hereinafter referred to as FishNET) has been developed to help Member States 'effectively prevent, identify, investigate, prosecute and adjudicate fisheries crime'. The project has the following four outcomes:

1. Legal and policy frameworks to address fisheries crime are strengthened.
2. Criminal justice and law enforcement response to fisheries crime enhanced.
3. Law enforcement capacity to detect and inspect fisheries crime in containers enhanced.
4. Awareness raised at the international level on the serious nature of organized fisheries crime.

Outcomes 1, 2 and 4 have been implemented by GPWLFC, and outcome 3 by CCP. FishNET is intended to support cross-divisional cooperation as GPWLFC is in the Sustainable Livelihoods Unit (SLU) of the Division for Operations (DO), while CCP is in the Implementation Support Section (ISS) in the Organized Crime and Illicit Trafficking Branch (OCB) of the Division for Treaty Affairs (DTA).

FishNET started on 15 November 2016 (date of signature of the grant agreement) and is foreseen to be completed on 31 October 2020. The Norwegian Agency for Development Cooperation (Norad) is the only donor, and the UNODC-approved budget is USD 3,890,891, with USD 2,531,492 for GPWLFC and USD 1,359,399 for CCP. FishNET has been implemented in Latin America, East, Southern and West Africa, South and South East Asia, and the Pacific.

## *Purpose, scope and methodology of the evaluation*

As stipulated in the grant agreement and the UNODC Evaluation Policy, a Mid-Term Independent Project Evaluation of FishNET has been undertaken from October to December 2019, in close cooperation with UNODC's Independent Evaluation Section (IES), for accountability and learning purposes. This evaluation covered the period from 15 November 2016 until 8 November 2019, which was the end of the one-week evaluation mission to Vienna. The geographical coverage was global, which was accomplished by phone and Skype interviews with stakeholders in the various locations.

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<sup>1</sup> FAO, 2016; Marine Resources Assessment Group, 2008

The main stakeholders were staff and consultants of UNODC, and representatives of beneficiaries, partners, and the donor. The evaluation criteria relevance, design, efficiency, partnerships and cooperation, effectiveness, impact, sustainability and human rights and gender equality guided the 33 semi-structured interviews, with 19 interviews with male respondents and 14 with female respondents, and the desk review with a total of 70 UNODC and 90 external documents. The desk review incorporated a quantitative content analysis of workshop and training materials. Data collection and analysis involved different qualitative and quantitative methods in order to establish validity of the main findings, and due regard was given to collecting and analysing sex-disaggregated statistics and gender-related information, and findings have been presented in a gender-sensitive manner in this evaluation report.

Due to the limited budget available for this evaluation and, therefore, the evaluation team's limited time resources, this evaluation was primarily confined to the desk review and the semi-structured interviews undertaken from UNODC headquarters at the cost of extensive data collection in the field.

The evaluation team comprised an independent international evaluation team leader and an independent international fisheries crime expert who undertook complex evaluations in the field of criminal justice prevention and reform, and have a strong background in using quantitative, qualitative and gender-sensitive evaluation methods.

#### *Main findings*

The **design** of FishNET was appropriate, and it had been undertaken in a participatory manner to some extent. The initial project design had been prepared by a relatively small group composed of staff at the UNODC headquarters, Norad, and the Norwegian Ministry of Trade, Industry and Fisheries. As fisheries crime was new territory for UNODC, and because of limited awareness and the absence of relevant partners, the original design had been too ambitious for some of the outcomes. A further complicating factor was some lack of conceptual clarity on the application of fisheries crime. The emphasis for the GPWLFC was, therefore, shifted to awareness-raising activities, with legislative reform and capacity-building taking initially a secondary role. States' formal requests for assistance then informed the selection of beneficiaries. In contrast, the selection of countries for Outcome 3 with already functioning Port Control Units (PCUs), as well as a strong planning and implementation mechanism, had led to a realistic design of this component. However, FishNET's results framework had no comprehensive theory of change, and the two global programmes (GPs) had used different approaches for the formulation of results and indicators, which had partly made it difficult to measure the intended results for the main beneficiaries. Only monitoring of activities had been done to some extent; activity assessment reports were available.

FishNET was **relevant** at the time of its inception, and remains relevant to the global priorities that stem from UNGA Resolutions 68/71 (2013) and 71/209 (2016) and 71/326 (2017) and the CCPCJ Resolutions 28/3 (2019) entitled 'Strengthening regional and international cooperation in crime prevention and criminal justice responses to illicit trafficking in wildlife crime and 20/5 (2011) on 'Combating the Problem of Transnational Organized Crimes at Sea'. FishNET has, thus far, contributed to achieving the goals set forth by the Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES), as well as the various Sustainable Development Goals (SDGs), including SDG 14 'Life Below Water'. The project also continued to be relevant considering donor priorities. The relevance of the CCP-led activities could have been more clearly justified by placing the detection of possible cases of fisheries crime in the criminal justice chain, and clearly linking this to roles and responsibilities of law enforcement and criminal justice actors covered by other UNODC GPs in the previous and following chain, while the relevance of the

GPWLFC-supported awareness-raising efforts has become visible in a paradigm shift which increasingly has included the field of fisheries crime together with IUU fishing. The appearance and risk of duplication of efforts was observed with respect to UNODC activities, especially with the Global Maritime Crime Programme (GMCP) (GLOX99), and with the FAO, because of which even more attention could be given to creating policy and programming level synergies.

FishNET has been **efficient** to some extent. While 9 out of 13 countries had already been targeted under the CCP-component, the performance under outcomes 1 and 2 was marked by the cancellation and delay of activities in GPWLFC's first year of FishNET implementation. This seemed, however, justified considering the operational reality for activities led by this GP. The arrangement to use Norwegian experts – without cost to the project – and UNODC regional and national capacity contributed to cost-efficiency. Project management had gradually become less unified in donor communication and in UNODC's financial management system, with one of the underlying causes the different characteristics of the two GPs. The use of GPWLFC consultants had had an impact on efficiency, but with the arrival of a full-time P3 project manager, this issue seems to have been addressed. Generally, the quality of the inputs and outputs has been assessed in a positive light, including the reports produced by GPWLFC, such as 'Rotten Fish: A Guide on Addressing Corruption in the Fisheries Sector' (with CEB support), and the capacity-building work undertaken by CCP.

**Partnerships** with international agencies and NGOs have facilitated the implementation of FishNET, and strengthened the overall coordination, efficiency and effectiveness of the project. The landscape of international, regional and national agencies operating in the field of IUU fishing and fisheries crime turned out to be highly complex, and, therefore, more efforts had to be undertaken to find entry points, with noteworthy impact as a foundation laid for future work. Close partnerships with FAO were developed to capitalize on its extensive expertise in IUU fishing, and to explore areas of cooperation. Furthermore, also Interpol, the Environmental Justice Foundation, the International Labour Organisation (ILO), the International Transport Workers' Foundation, Oceana, the Organisation for Economic Cooperation and Development (OECD), the North Atlantic Fisheries Intelligence Group (NA-FIG), PescaDOLUS, various universities, and private sector organizations, allowed the project to not only draw from these organisations' strengths but also to introduce FishNET to a broader audience. In addition to GPWLFC-led connections developed with senior government officials, investigators and prosecutors, personnel from different PCUs, local law enforcement, federal police, customs, navies, ministries, and fisheries departments included in CCP trainings, supported multi-agency cooperation. Norad has also been a key partner in creating opportunities for such cooperation.

With respect to **effectiveness**, FishNET performance was, to some extent, on track, albeit in varying degrees when considering progress made under the four outcomes. Neither legislative reform nor a more effective law enforcement and criminal justice responses were observed at this stage of the project. Limited results were reported on more effective identification processes of IUU fishing, offering a basis for checking if associated crimes (fisheries crimes) had possibly been committed on the basis of strengthened cooperation between PCUs and fisheries authorities in ports of several countries. Awareness was raised at the international level on the serious nature of organized fisheries crime, and its necessity also clarified why it was still too early for the objective to have been met.

The **impact** 'fisheries crime affecting developing countries reduced' had not been observed yet as the project is still in the first phase of implementation.

**Sustainability** has been considered to some extent. Ownership and commitment to effectuate change had been underlying the selection of beneficiary countries and direct beneficiaries. While the GPWLFC had implemented one-time regional training for investigators and prosecutors in Vienna and another in Nairobi, the use of participatory risk assessments introduced in 'Rotten Fish'

was instead a first step in a possible long-term change-management process to identify opportunities to redress corruption in the fisheries sector. Furthermore, PCUs had received a rather comprehensive training package, which included mentoring and the use of local trainers, although staff rotation continued to be one of the risks to sustainability. However, only limited attention has been given to institutionalization of training by means of ToTs and integrating training curricula in relevant training institutes. However, further awareness-raising is necessary to strengthen and consolidate the outcomes of earlier processes of FishNET.

**Human rights** and **gender equality** have been mainstreamed in FishNET to some extent from the early design stages onward. Project indicators have, however, not included a reference to human rights and to gender. Significant efforts have been made to establish gender balance while delivering training, although their outcomes were to a large extent determined by the proportion of women in particular professions and organizations. The annual donor reports presented sex-disaggregated data. CCP FishNET training curricula contained sessions on human rights and gender, and these sessions were run by both female and male trainers. In 2018, both GPs had supported the establishment of LE FEMME network that aims at enhancing the role of women in law enforcement related to fisheries crime.

#### *Main conclusions*

FishNET has been relevant. In close cooperation with partners, the project has contributed to a paradigm shift on IUU fishing by including fisheries crime to set the stage for a more effective criminal justice response to this transnational crime. The CCP component has overall been efficient and effective, although the more limited efficiency of the GPWLFC could be justified to some extent by considering long-term effectiveness and sustainability. More scope, however, exists for using more comprehensive approaches to promote sustainability, including by limiting the number of beneficiaries to increase investments to achieve impact. With the separation of the management, budgetary and financial arrangements of the two GPs, cooperation could take place on substance to prepare one UNODC vision, approach and design on awareness-raising and capacity-building of relevant actors to prevent and counter fisheries crime.

#### *Main recommendations*

**Recommendation 1 – Efficiency/sustainability:** FishNET has been implemented cost-efficiently to some extent, and therefore not all funds will be spent before the project's completion date. Additionally, one of the main achievements has been to prepare the ground for long-term involvement to strengthen the prevention and response to fisheries crime. A vehicle for the continuation of the work is not available yet, while results achieved will hardly be sustainable without continued support. The **recommendations** are therefore to a) Request for a no-cost extension to the donor until 31 December 2020; and b) Design a FishNET phase II which considers good practices and lessons learned of this phase (*FishNET project team*).

**Recommendation 2 – Design/partnerships & cooperation/effectiveness/impact** Coordination on substance matter was initially an aspiration, partly as the GPWLFC had to focus on awareness-raising., Scope for synergies exist as both GPs target the criminal justice chain concerning fisheries crime, although different countries were selected by the GPs for FishNET activities thus far. Furthermore, cooperation has not yet taken place with the GMCP, which also covers fisheries crime. It is, therefore, **recommended** to strengthen coordination on substance matter, to create synergies and develop 'regional champions', including by a) selecting at least three countries in three regions to target GPWLFC and CCP activities; b) reaching out to GMCP to build on their networks and to align FishNET activities with their activities and results while also considering

joint activities, and; c) identify opportunities to undertaking joint technical assessments (*FishNET project team, with support of regional GPWLFC/CCP staff*)

*Lessons learned and best practices*

**Good practices** were noted in design, efficiency and sustainability, such as CCP's comprehensive training package, which included a long-term, constructive approach comprising different training methods, and the methodology of preparing and implementing the 'Rotten Fish' guide, such as the use of regionally and technically diverse small expert groups during its design process, the investment in editing to get a user-friendly guide accessible to a large audience, and the participatory methodology for planning given in the guide to promote ownership and action.

**Lessons learned** were found in design and efficiency, such as the relatively short planning phase in the first year, which caused delays in implementation as assumptions made in the design phase could not be tested and possibly addressed in a short time-frame, and the inclusion of the budget of the Norwegian Ministry of Trade, Industry and Fisheries in UNODC's project budget caused confusion, especially as decisions on its use are ultimately a national affair.

# SUMMARY MATRIX OF FINDINGS, EVIDENCE AND RECOMMENDATIONS

<b>Findings</b>	<b>Evidence (sources that substantiate findings)</b>	<b>Recommendations</b>
1. FishNET has been implemented (cost)-efficiently to some extent, and therefore not all funds will be spent before the project's completion date. Additionally, one of the main achievements has been to prepare the ground for long-term involvement to strengthen the prevention and response to fisheries crime. A vehicle for the continuation of the work is not available yet, while results achieved will hardly be sustainable without continued support.	Desk review Semi-structured interviews	1. a) Request for a no-cost extension to the donor until 31 December 2020  b) Design a FishNET phase II which considers good practices and lessons learned of this phase ( <i>FishNET project team</i> )
2. Coordination on substance matter was initially an aspiration, partly as the GPWLFC had to focus on awareness-raising., Scope for synergies exist as both GPs target the criminal justice chain concerning fisheries crime, although different countries were selected by the GPs for FishNET activities thus far. Furthermore, cooperation has not yet taken place with the GMCP, which also covers fisheries crime.	Desk review Semi-structured interviews	2. In the remaining FishNET phase I period and in phase II, strengthen coordination on substance matter, to create synergies and develop 'regional champions', including by a) selecting at least three countries in three regions to target GPWLFC and CCP activities; b) reaching out to GMCP to build on their networks and to align FishNET activities with their activities and results while also considering joint activities, and; c) identify opportunities to undertaking joint technical assessments ( <i>GPWLFC/CCP project team, with support of regional GPWLFC/CCP staff</i> )
3. The project was considered as one entity by the donor, while it was administratively and financially divided between two GPs. This has	Desk review Semi structured interviews	3. Review cross-divisional project management arrangements to strengthen coordination, including on monitoring and

<p>been challenging because of sustainability challenges of GPs, and the limited flexibility of UNODC's financial management system. The resulting separate arrangements have not had a negative impact on performance although it has contributed to further fragmentation in monitoring and reporting.</p>		<p>donor reporting, while maintaining separate financial accounts in UMOJA (<i>FishNET project team</i>)</p>
<p>4. Concerns over GP sustainability has contributed to internal tensions and interfered with opportunities for cooperation. It has limited credibility to external actors. Additionally, the reference to projects and GPs to external partners is confusing, and potentially undermines UNODC's work.</p>	<p>Desk review Semi-structured interviews</p>	<p>4. Engage in a dialogue with UNODC senior management for establishing a coordinated UNODC position which includes a) a resource mobilization strategy; b) a coordinated policy position on fisheries crime that consolidates and surpasses the programming structure; c) staff appointed as thematic advisors/contact point for external actors, including donors (<i>FishNET project team</i>)</p>
<p>5. Fisheries crime has only to some extent been understood by beneficiaries and by the majority of UNODC staff, with clarity on (trans) national crimes, such as corruption and trafficking in persons and to a lesser extent on the elements of the fisheries value chain centred around IUU fishing. Confusion also occurs regarding the use of fisheries crimes for 'associated' crimes of corruption and human trafficking.</p>	<p>Desk review Semi-structured interviews</p>	<p>5. a) Clarify the definition of fisheries crime more comprehensively per element of the value chain; b) identify links with other GPs; c) prepare a UNODC position paper on fisheries crime for in-house distribution, awareness-raising and knowledge-building (<i>GPWLFC FishNET project team with inputs from other GPs and regional GPWLFC/CCP staff</i>)</p>
<p>6. Sustainability has been considered by promoting ownership, and in the case of the CCP a comprehensive training package, while partly compromised by the absence of a long-term vision, GPWLFC-led one time training on two occasions, and limited situational and needs assessments. No efforts have been undertaken to explore the institutionalization of training packages.</p>	<p>Desk review Semi-structured interviews</p>	<p>6. Strengthen sustainability by Introducing long-term planning for all outcomes, including by a) continuing with work under all outcomes to strengthen results; b) implementing a comprehensive GPWLFC training package; c) undertaking comprehensive situational analysis and needs assessments; d) assessments for the institutionalization of training (<i>FishNET project team with inputs</i>)</p>

		<i>of CEB and regional GPWLFC/CCP staff)</i>
7. Duplication of efforts occasionally seemed to exist, especially in relation to agencies responsible for IUU fishing but also with other UNODC GPs targeting the same professionals. Cooperation was effective although further arrangements could be explored, including with the private sector, also to avoid duplication of efforts.	Desk review Semi-structured interviews	7. Nurture and strengthen partnerships with relevant organizations, including by a) continuing cooperation with FAO; b) seeking opportunities to take part in the FAO/IMO/ILO joint Working group on IUU fishing; c) building on networks of some Regional Fisheries Management Organizations (RFMOs); d) exploring opportunities for more involvement of the private sector ( <i>FishNET project team</i> )
8. FishNET did not have a theory of change, which could have clarified the interconnectedness of the four outcomes. The indicators showed the difference in approach of the two GPs, and were not at all times comprehensive and in line with UNODC's programming approach. Activity monitoring has been done without optimally using CCP mentoring/monitoring opportunities, while GPWLFC indicators were not conducive to results-based monitoring. FishNET results have been reflected to a limited extent in UNODC progress reports, which has hindered their use for external audiences. The evaluation budget was limited, and in-house strategic planning capacity has not been used.	Desk review Semi-structured interviews	8. Strengthen the design, monitoring and in-house reporting in the remaining part of phase I, and in phase II by a) preparing a theory of change; enhancing data collection and analysis systems; b) building a logical results-based framework with smart indicators; c) preparing a comprehensive monitoring framework; d) including FishNET results more comprehensively in UNODC semi-annual and annual progress reports; e) including sufficient budget for a comprehensive mid-term and final evaluation in the FishNET phase II budget ( <i>FishNET project team, in consultation with the Strategic Planning and Inter-Agency Affairs Unit and IES</i> )
9. Human rights and gender equality mainstreaming has been done by collecting sex-disaggregated data of training participants, and in CCP training offered by male and female trainers. LE FEMME network was supported, while the opportunities of the CPU female officers network have not been optimally used for information sharing.	Desk review Semi-structured interviews	9. Explicitly mainstream human rights and gender equality aspects in all components of FishNET, including by utilizing LE FEMME and the CCP female officers network for information-sharing in the main UN languages ( <i>FishNET project team</i> )



# I. INTRODUCTION

## Background and context

Illegal commercial fishing is one of the world's most serious and complex transnational environmental crimes. Crimes related to fisheries have significant and far-reaching economic, social and environmental impacts, affecting almost all the coastal countries in the world. The estimated economic loss to fisheries crimes is USD 10-23.5 billion.<sup>2</sup> Some estimates even suggest that the annual loss of revenue from fisheries can reach up to USD 51 billion a year.<sup>3</sup> Fisheries criminals often engage in a multitude of other crimes that include using a fake license obtained through corrupt means, using illegal gear, fishing in prohibited areas, and subjecting crew to forced labour, often under dangerous conditions. They often use destructive methods (e.g. blast bombing, cyanide fishing) that harm the marine ecosystem, thus leading to significant environmental obliteration. Corruption is one of the main enabling factors of fisheries crimes, such as in the licensing and access agreements and also in the monitoring and inspection sectors.<sup>4</sup> Fisheries crimes have a devastating impact on fisheries around the world, on coastal countries and communities that depend on fish, as well as on some of the world's most critical habitats. As such, international cooperation to strengthen the prevention and response to fisheries crime is needed.

The United Nations Office on Drugs and Crime (UNODC) has a broad mandate in supporting Member States in dealing with serious crime and transnational organized crime, and works with Member States to contribute to strengthen the prevention and response to such crimes. Due to the transnational nature of global commercial (industrial) fishing and related criminal activities that take place in this sector, some of which include corruption, money laundering, obstruction of justice, trafficking in persons and forced labour, there has been a wide recognition of the established link between fisheries crimes and transnational organized crime. This link has been reflected in United Nations General Assembly (UNGA) Resolutions 67/79 and 68/71, as well as various resolutions of the Commission on Crime Prevention and Criminal Justice (CCPCJ), and UN Economic and Social Council (ECOSOC). Moreover, UNODC has been mandated to support the implementation of the UN Convention against Transnational Organized Crime (UNTOC), and the UN Convention against Corruption (UNCAC).

The global project 'Fisheries Crime Initiative FishNET' (hereinafter referred to as FishNET), which is implemented under UNODC's Global Programme for Combating Wildlife and Forest Crime (GPWLFC) (GLOZ31) and the Container Control Programme (CCP)<sup>5</sup> (GLOG80), has been developed to support legislative reform, capacity-building of the entire criminal justice chain and awareness raising of national stakeholders. FishNET has a four-year duration from November 2016

<sup>2</sup> FAO, 2016; Marine Resources Assessment Group, 2008

<sup>3</sup> World Bank, 2017

<sup>4</sup> See Standing, 2015, and Petrossian, 2019, on vulnerabilities to corruption and other associated crimes.

<sup>5</sup> The CCP is jointly implemented with the World Customs Organization (WCO).

until 31 October 2020, with the grant agreement with the Norwegian Agency for Development Cooperation (Norad) signed on 15 November, 2016, and the first instalment received in January 2017. The project has a UNODC-approved budget of USD 3,890,891 (33,660 million NOK)<sup>6</sup>, with USD 2,531,492 for GPWLFC and USD 1,359,399 for CCP.<sup>7</sup>

The objective of FishNET is ‘to help Member States effectively prevent, identify, investigate, prosecute and adjudicate fisheries crime’. The four, interrelated outcomes are as follows:

- Outcome 1.** Legal and policy frameworks to address fisheries crime are strengthened.
- Outcome 2.** Criminal justice and law enforcement response to fisheries crime enhanced.
- Outcome 3.** Law enforcement capacity to detect and inspect fisheries crime in containers enhanced
- Outcome 4.** Awareness raised at the international level on the serious nature of organized fisheries crime

FishNET outcomes 1, 2 and 4 have been implemented by GPWLFC and outcome 3 by CCP. The project document has not provided a rationale for including this project under two GPs, which are both located in two different divisions of UNODC headquarters; GPWLFC is in the Sustainable Livelihoods Unit (SLU) of the Division for Operations (DO), while the CCP is in the Implementation Support Section (ISS) in the Organized Crime and Illicit Trafficking Branch (OCB) of the Division for Treaty Affairs (DTA). Cross-divisional cooperation is therefore at the basis of this project.

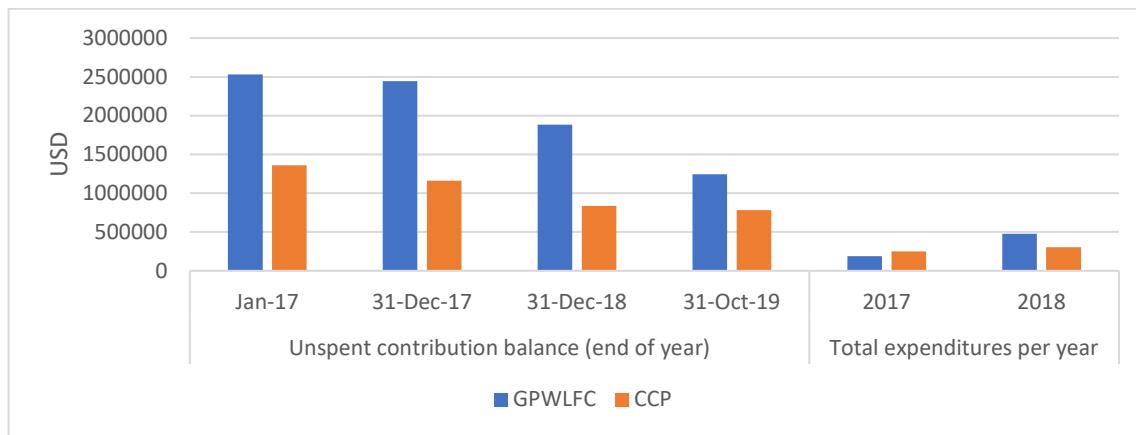
As a result, FishNET has been managed by two project management teams from UNODC headquarters in Vienna. The project management team of the GPWLFC comprised the Chief of the Sustainable Livelihoods Unit (part-time), a P4 programme officer (a regular budget position, part-time), a P3 programme officer since October 2020 (previously held by consultants) and a part-time P2 Associate Programme and Budget Officer. The CCP project management team comprised the P5 Chief of CCP (part-time), a P3 (P2 until December 2018) Crime Prevention and Officer (part-time), an associate programme officer and an NPO in Bangladesh (full-time).

Additionally, the FishNET has financially contributed to two anti-corruption positions at UNODC headquarters for the publication ‘Rotten Fish’ and for other anti-corruption work, several GPWLFC and CCP regional positions, the start-up of the work on collecting fisheries crime cases for the SHERLOC database and consultants to support activities under outcome 3 and 4, in particular. FishNET activities have further been supported by UNODC headquarters, regional and national staff not paid under the project.

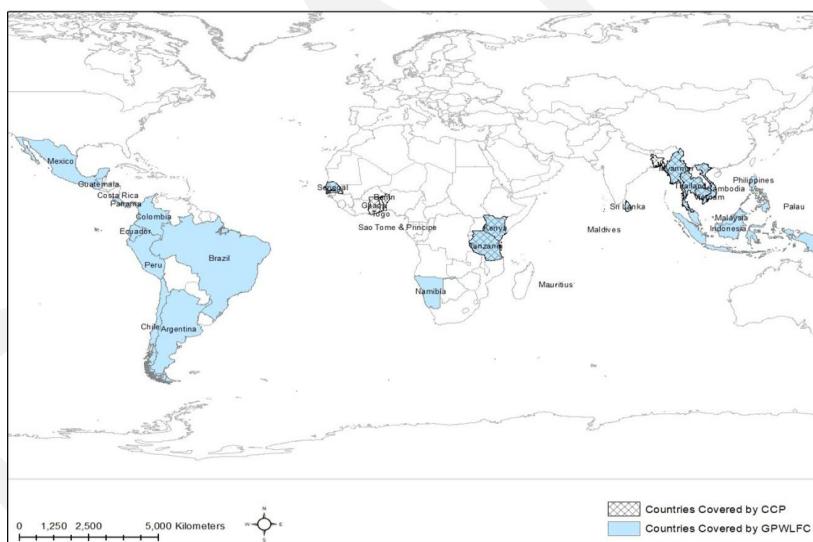
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<sup>6</sup> FishNET Evaluation ToR, 2019: 1; UNODC Annual financial statements GPWLFC and CCP 2017.

<sup>7</sup> The project has a total budget of 39,660,000 NOK with 21,899,871 NOK for GPWLFC, 11,760,128 NOK for CCP and 6,000,000 NOK for the Norwegian Advisory Group against Organised Fisheries Crime and IUU Fishing (FFA). FishNET project document annex I budget.

**Graph 1: FishNET annual expenditures and contribution balance per GP per 31 December each year<sup>8</sup>**

FishNET has been implemented in several regions, including in Central and Latin America, East, Southern and West Africa, South and South East Asia and the Pacific. The project, through GPWLFC and CCP, has been integrated into UNODC regional and country programmes.<sup>9</sup>

**Map 1: Countries and regions with FishNET activities (1 January 2017-8 November 2019)<sup>10</sup>**

Partner organizations included the Norwegian Advisory Group against Organised Fisheries Crime and IUU Fishing (FFA), which is located in the Norwegian Ministry of Trade, Industries and Fisheries; the North-Atlantic Fisheries Intelligence Group (NA-FIG); the International Criminal Police Organization (Interpol); and the UN Food and Agriculture Organization (FAO).

<sup>8</sup> The CCP FishNET financial balance is USD 320,873.47 per 31 October, 2019. Most of this amount has already been accounted for. The final tranche of USD 283,878.62 was deposited on 25 November 2019.

<sup>9</sup> This includes the Myanmar Country Programme (2014-2017) and the Regional Programmes for South Asia, Central America, South East Asia (2014-2017)<sup>9</sup>, East Asia and the Pacific, East Africa (2009-2015; 2016-2021), West Africa (2010-2014, 2016-2020) and Southern Africa (2013-2016).

<sup>10</sup> Source: Evaluation team

As foreseen in the grant agreement, the project document<sup>11</sup>, as well as per the UNODC Evaluation Policy, an Independent Mid-Term Project Evaluation of the FishNET project has been undertaken in the period of October through December 2019, in close cooperation with UNODC's Independent Evaluation Service (IES).

### *Purpose and scope of the evaluation*

The Evaluation Terms of Reference (ToR) of FishNET outlined the main purposes of this mid-term Independent Project Evaluation. The first one concerned accountability to the donor and Member States. The second purpose was learning, which has been addressed by identifying good practices and lessons learned, to help inform the project design of a possible next phase of FishNET. Considering the objectives of this mid-term Independent Project Evaluation, and the nature of the FishNET project as the first phase of a possible more long-term involvement of UNODC in this area of work, the main end-users of this evaluation will be UNODC and the donor.

### **Scope of the evaluation**

The unit of analysis of this mid-term Independent Project Evaluation was the project 'Fisheries Crime Initiative: FishNET', which is implemented under GPWLFC (GLOZ31) and CCP (GLOG80).

The evaluation covered the time period from 16 November 2016 (date of signature of the grant agreement) until 8 November 2019 (the end of the evaluation mission).

The geographical coverage of the project was global, with a particular focus on official development assistance (ODA) countries. However, the field mission from 4 to 8 November was only to Vienna, Austria, with phone/Skype interviews with stakeholders in the field and with Europe-based agencies.

The main stakeholders of this mid-term Independent Project Evaluation were UNODC staff members and consultants, UN Member States, partner organizations and other international and regional organizations, including those that had offered their expertise, and the donor.

The OECD/DAC evaluation criteria relevance, design, efficiency, partnerships and cooperation, effectiveness, impact, sustainability and human rights and gender equality were considered during this evaluation. The evaluation also identified good practices and lessons learned.

### **The composition of the evaluation team**

The evaluation team comprised an independent, external international evaluation team leader and an independent, external international fisheries crime expert from respectively the Netherlands and the United States of America. This team had expertise in leading and conducting complex evaluations in the field of criminal justice prevention and reform, including at the global level and related to international fisheries crimes, and a strong background in using quantitative, qualitative and gender-sensitive evaluation methods.

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<sup>11</sup> Project document, 2016: 23

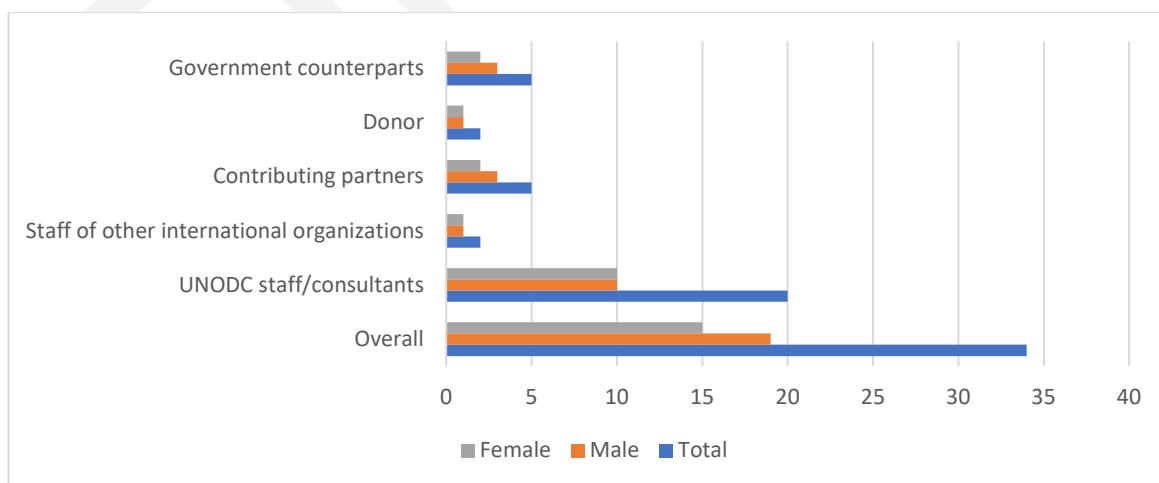
## Evaluation methodology

This mid-term Independent Project Evaluation of FishNET has been undertaken by means of a mixed method approach comprising a desk review and semi-structured interviews. Data collection and analysis involved different qualitative and quantitative methods in order to establish validity of the main findings and provide recommendations in relation to all evaluation criteria. The desk review incorporated a quantitative content analysis of workshop and training materials of the FishNET components of both GPs. Due regard was given to collecting and analysing sex-disaggregated statistics and gender-related information, and findings have been presented in a gender-sensitive manner in this evaluation report.

A desk review was conducted of 70 UNODC and 90 external documents. This included the UNODC project document, including the log frame and budget; GPWLFC and CCP semi-annual and annual progress reports; the 2019 GPWLFC project revision, annual financial reports of both GPs; annual donor reports and meeting minutes; training assessment reports; training, event and mentoring reports, and project outputs. Furthermore, the UNODC organigram, UNGA resolutions and CCPCJ resolutions and the donor's white paper 'The Place of the Oceans in Norway's Foreign and Development Policy' were reviewed in addition to websites of partner agencies, such as the FAO and Interpol.

A content analysis was conducted of a random sample of agendas of different activities in order to identify and extract emerging themes. For the CCP component, a sample of 10 training workshops/follow-up mentorship reports and four regional meetings were selected. A total of 114 entries were made under two categories: (a) themes emerging at workshops/follow-up mentorship meetings, and (b) themes emerging at regional meetings. For the GPWLFC components, the content analysis was conducted in order to identify the themes emerging from the randomly selected workshops/seminars ( $n=8$ ); expert group meetings ( $n=2$ ); and regional meetings ( $n=2$ ) organized by GPWLFC. A total of 95 entries were analysed in this regard.

**Figure II. Stakeholders interviewed for the mid-term Independent Project Evaluation of FishNET**



During the mission to Vienna, which took place from 4-8 November 2019, face-to-face, Skype and telephone semi-structured interviews were conducted with 33 respondents to collect FishNET-specific, related and contextual information (19 male and 14 female respondents). Respondents

were selected on the basis of their connection to FishNET. The majority of interviewees were UNODC staff and consultants, but they also included donor representatives, experts and direct beneficiaries were included to get their perspectives.

The interview guides for UNODC staff, the donor, partners and direct beneficiaries given in annex IV provided the overall direction to these interviews; questions were tailored to the background, function and level of involvement of the respondents.

Quantitative analysis has been conducted with financial data, training evaluations and other training-related documents. Qualitative analysis has been undertaken by means of the classification of data obtained during the desk review and interviews followed by triangulation.

## Limitations to the evaluation

The mid-term Independent Project Evaluation of FishNET had several limitations. Due to the limited budget for evaluation and, therefore, the evaluation team's limited capacity in terms of time available to undertake this evaluation, coupled with the global scope of this project and its complex project management structure, the evaluation was primarily confined to the analysis of the materials provided for the desk review, as well as primary data collection by means of semi-structured interviews with UNODC staff, the donor, partners and direct beneficiaries in regions targeted by FishNET. Thus, while it was not feasible to undertake a global online survey, or a more extended field mission to one or two of the regions targeted under FishNET, the global scope was considered during this evaluation. It is therefore **recommended** to include sufficient evaluation funds in the FishNET phase II budget, in close consultation with IES.

The focus of this mid-term Independent Project Evaluation has been on the evaluation criteria of relevance, design, efficiency, effectiveness and sustainability in order to determine if the current strategy, structure and focus of FishNET must be continued in a similar fashion, and also if a phase II should be considered at this stage. The main stakeholders interviewed for this evaluation therefore, comprised UNODC staff, donor representatives, key partners and some government counterparts. Only a few trainees were interviewed. Although the systematic analysis of training records was not possible, the evaluation team was able to review some training records to assess the efficiency of these activities. Additionally, the evaluation team was also not able to include representatives of NGOs and vulnerable groups as respondents because of the above-mentioned restraints. The evaluation criterion 'no one left behind' could therefore not be considered, although attention was paid to human rights and gender equality in this evaluation.

One of the evaluation team members had been unable to travel to Vienna because of emergency medical reasons, but she was able to join the afternoon interviews via Skype, and conference calls. The team was, therefore, able to mitigate possible related consequences.

Attribution of results to FishNET posed a challenge, especially as multiple factors underlie performance, including cooperation with various partners. Additionally, FishNET did not have a comprehensive Theory of Change, which is needed for contribution analysis.<sup>12</sup> The need to design a comprehensive Theory of Change will be one of the **recommendations** for phase II in order to be more specific on assumptions and on the foreseen interconnectedness between the different levels of results.

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<sup>12</sup> [https://www.betterevaluation.org/en/plan/approach/contribution\\_analysis](https://www.betterevaluation.org/en/plan/approach/contribution_analysis)

## II. EVALUATION FINDINGS

### Design

#### Evaluation questions:

- To what extent did appropriate and participatory planning take place in the design of FishNET before and during implementation?
- How has the logical framework been applied, and has the hierarchy of results, and the interdependent nature of the outcomes, been adequately considered? What were the challenges, if any, in monitoring and evaluation, and how were these addressed?

The design of FishNET was appropriate and undertaken in a participatory manner to some extent, as evidenced by the desk review and the interviews. The initial design in the project document was prepared by a selected group of staff of UNODC headquarters, Norad, and the FFA. The project outcomes were divided between the GPWLFC and CCP, both implemented from UNODC headquarters. While the CCP component had been built on already functioning Port Control Units (PCUs) and integrated into its standard delivery package, with the fisheries crime component added to it to optimize the use of the available budget, the GPWLFC design had been too ambitious considering that fisheries crime was uncharted territory for the programme and Member States. In the early stages, it became clear that international, regional and national-level awareness about fisheries crime was lacking on the basis of discussions with stakeholders in early 2017, and that new partnerships had to be established based on trust and awareness in order to get the required buy-in. Although the latter could have been foreseen, considering that fisheries authorities operated independently from wildlife management and protection bodies, the limited awareness on fisheries crime and also the dearth of fisheries crime jurisprudence to populate UNODC's legal repository 'Sharing Electronic Resources and Laws on Crime' (Sherloc) had been a surprise to also external stakeholders. **Lessons learned** are, therefore, to involve a broader group of stakeholders in the design process, including UNODC regional staff, and plan for more time to map the situation on the ground in the first annual work plan, including to test the assumptions made in the original project design.

A further complicating factor was that there was not only limited awareness about fisheries crime, as IUU fishing was often linked to a legal market and considered to require an administrative response, but also that there was a clear overlap between fisheries crime and IUU fishing. UNODC started with focusing on the 'extremes' of fisheries crime, such as transnational crimes that include corruption and trafficking in persons, which are understood to not be included in IUU fishing, although these are not fisheries crimes per se, but rather related crimes. This could give further clarity to different professional groups and beneficiaries, in addition to offering further explanation on the response to IUU fishing, namely by either administrative control mechanisms, or through a criminal justice response. Thus, in order to offer further guidance to UNODC staff in the field, a **recommendation** is to further unpack the concept of fisheries crime in relation to IUU fishing, including by referring to its different elements at different stages of the value chain, the perspectives of different actors likely to be involved in prevention and response mechanisms, including where FAO's mandate and operational work ends at the different levels, with due regard given to national contexts.

The selection of countries for FishNET activities was guided by different parameters for the two GPs. The donor requirement was that only ODA countries could be selected for assistance. In early 2017, the GPWLFC conveyed the following position on target countries, as requested by the donor:

‘the selection of beneficiary countries would at this stage depend on the readiness and understanding of such countries to receive this type of assistance in this new area of work. Therefore, the focus was global, and there was no focus on a specific region. The choice of the countries was based on 1) requests 2) need 3) impact.’<sup>13</sup>

At the time of this evaluation, several countries in Latin America, South Africa, and the Pacific, had requested the GPWLFC for technical assistance. The identified needs were related to FishNET’s outcomes on legislative reform and/or capacity-building of law enforcement and justice actors. Potential impact was considered to the extent that it was the countries’ initiative to submit the request, due to which national stakeholders were more likely to own the change process, and also by means of assessments on the country situation with regard to IUU and fisheries crime, as well as the importance of the fisheries sector.

The CCP component covered four regions, namely South and South East Asia and West and East Africa, with two to three countries in every region. The criteria for selection of these countries were primarily based on the capacity of the PCUs already in place, and who were ready to receive the trainings, as well as to continue with CCP support in one region with no other sources of funding. In early 2017, 13 out of 31 countries had been selected to take part in FishNET, while only 11 countries of the original selection (albeit with a higher number of PCUs) were targeted to also receive mentoring at the time of this evaluation. This change was the consequence of managing sustainability risks.<sup>14</sup>

This had partly been the result of the implementation of one of the lessons learned of the first pilot workshop, namely to undertake technical assessments before the first training in a given country, in addition to the fact that FishNET was implemented in countries in which CCP had already been active, and therefore could build on already accumulated situational knowledge to some extent. These technical assessments were seen as a *good practice* to tailor and fine-tune the activities to the country-specific context. A **recommendation** is however to include information on the legislative framework, including on rules and regulations with respect to container shipments, and the roles and responsibilities of different stakeholders in such technical assessments to inform the decision on the effectiveness and possible impact of an intervention of FishNET. This also suggests more cooperation with GPWLFC in the planning phase.

While a larger group of countries may offer more flexibility to respond to possible risks, as it is never known in advance if certain developments on the ground may negatively impact the project, a **lesson learned** is that a smaller number of countries could possibly have had a larger impact as more resources could have been pooled together for a larger footprint.

The rationale for the arrangement to divide FishNET between two GPs was not given in the project document. These GPs were considered to be profoundly different in their approach, planning, activities, and the stakeholders they targeted at different levels. Different views were shared during this evaluation, with one concluding that cooperation between the two GPs was therefore not logical and undesirable, while another view was that cooperation had been aspirational in the first phase, but with the GPWLFC work gaining more traction, their work could be complementarity, and, in

<sup>13</sup> Donor consultation minutes 2017

<sup>14</sup> CCP has since 2004 launched over 50 operational PCUs in 31 countries. Project document, 2016: 8

fact, adding value to each other's focus areas. This could entail the implementation of FishNET in the same countries, by identifying inter-related areas, joint activities, and creating space for each other's outputs in activities. Examples of synergies were the inclusion of a presentation on the 'Rotten Fish' guide in a CCP FishNET regional training, and the participation of all relevant actors along the justice chain, including customs, fisheries authorities and prosecutors, for the validation of a national Rapid Reference Guide on fisheries crime in Kenya. A **recommendation** is, therefore, to explore opportunities for synergies in selected countries during the remaining period of FishNET's first phase and beyond.

The intervention logic, however, did not fully reflect the current situation sketched above as there were links between outcomes 1,2, and 4, for which the GPWLFC was responsible, and outcome 3, which fell under CCP's responsibility. A comprehensive theory of change was not available, and the interconnections between all four outcomes could have been more clearly defined and explored for planning. Additionally, the formulation of the results and indicators made clear that FishNET was not led by one design but by means of different approaches to measuring results. While the CCP component had incorporated a results-based management approach to indicators and targets at output and outcome level, the GPWLFC approach made it difficult to get an idea of the actual results for the main beneficiaries. Additionally, the different results were not all placed rightly in the hierarchy, and also the objective did not have a proper indicator to measure results. Thus, it is **recommended** to prepare a comprehensive theory of change and results framework with the assistance of UNODC's Strategic Planning Section.

Monitoring of completed activities has been done to some extent. The activity assessment reports shared with the evaluation team included a narrative on trainings and an overview of the level of satisfaction and views on relevance and acquired knowledge. This is a **good practice**. Monitoring was a challenge to some extent. While the CCP component offered indicators at output and outcome levels, a commensurate data collection system was not available. With that said, however, certain opportunities were present with mentors visiting CPUs who offered further guidance on the basis of assessed knowledge and skills, and regional CCP staff who could collect data on FishNET results as part of their monitoring responsibilities. The CCP mentorship list is a promising monitoring reporting template provided that more guidance will be given on the type of data needed to ensure their comparability, and their alignment with indicators given in the logframe. A **recommendation** is, therefore, to prepare a comprehensive monitoring system for both GPs, including by developing effective data collection, analysis, and reporting mechanisms.

FishNET results have been reported on in annual donor reports, and only partially in the UNODC semi-annual and annual progress reports of the GPs, without specifically referring to FishNET in the case of the GPWLFC and without reporting on the indicators given in the FishNET logframe in the case of CCP. This does not fully support transparency and accountability of UNODC programming, and also hinders external reporting on UNODC's work on fisheries crime. It is therefore **recommended** that both GPs enhance their results-sharing mechanism of FishNET results by more optimally using internal progress reporting mechanisms.

#### Summary - Design

FishNET's design underwent revision and fine-tuning on the basis of assessments, requests for GPWLFC assistance and lessons learned from the CCP-led pilot training to address some of its original weaknesses due to limited participation and international misconceptions about the actual state-of-affairs, even though cooperation on substance matter has still hardly taken place because of different modalities, stakeholders and

overall concerns over the sustainability of GPs. The concept of fisheries crime is still not entirely clear to all, including UNODC staff, and needs to be further distinguished from IUU fishing at all the phases of the value chain and relating to different response mechanisms. Monitoring has been limited because of a weak alignment of FishNET's results chain with the one of GPWLFC, and the absence of data for monitoring despite available opportunities for CCP, which is also one of the causes for weak internal reporting.

## Relevance

### Evaluation questions:

- To what extent has FishNET been consistent and relevant with regard to UNODC's strategies, global priorities of the international community, donor policies and direct needs of beneficiaries?
- Was there duplication of efforts with other UNODC projects/programmes and/or other agencies?

FishNET was relevant at the time of its inception, and remains relevant to the global priorities that stem from United Nations General Assembly (UNGA) resolutions 68/71 (2013) and 71/209 (2016) and 71/326 (2017). These resolutions deal with strengthening the rule of law and criminal justice institutions to prevent and respond to transnational organized crime, drug and natural resource trafficking, corruption, and illicit trafficking in endangered species of wild fauna and flora. Additionally, the project continues to be relevant considering the Commission on Crime Prevention and Criminal Justice (CCPCJ) resolution 20/5 on 'Combatting the Problem of Transnational Organized Crime committed at Sea', which refers to the role of the 'global Container Control Programme and its impact on ensuring maritime safety and security in the containerized trade supply chain', and Resolution 28/3 (2019) that addresses the need to strengthen international as well as regional cooperation in crime prevention and criminal justice response to illicit trafficking in wildlife and transnational organized crime committed at sea. The CCPCJ resolution is the first one that makes a specific reference to maritime wildlife (article 5), and that reiterates the request to UNODC to provide technical assistance and capacity-building to Member States for the purpose of strengthening their criminal justice systems to better prevent wildlife crime (article 15) (see box I).

### Box I: CCPCJ resolution 28/3 Article 5 and 15

Article 5: *Encourages Member States to prevent and to combat transnational organized crime that exploits protected wildlife, including land-based and **maritime wildlife**, in accordance with domestic legal frameworks and international obligations, and to strengthen international and regional cooperation in this regard, including by exchanging information and good practices adopted at the national, regional and international levels.* [emphasis added by evaluation team]

Article 15: *Requests the **United Nations Office on Drugs and Crime**, including, among others, through its Global Programme for Combating Wildlife and Forest Crime, to continue providing technical assistance and capacity-building to Member States, upon request and within existing resources, for the purpose of strengthening their criminal justice systems in order to better prevent and combat wildlife and forest crime.* [emphasis added by evaluation team]

FishNET has thus far contributed to technical assistance to improve Member States' capacity to achieve environmental justice and conservation goals set forth by the Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES), as well as the various Sustainable

Development Goals (SDGs) (see box 2). For instance, the thematic focus of the Fourth International FishCRIME Symposium 2018 held in Copenhagen on 15-16 October 2018, hosted by the Nordic Council of Ministers and co-organized by UNODC's GPWLFC, Norway, Indonesia, UNDP, Na-Fig and PescaDOLUS, was on the impact of tackling fisheries crime to achieve the SDGs.<sup>15</sup>

#### **Box II: SDGs relevant for FishCRIME**

SDG 14: Life Below Water (conserve and sustainably use the oceans, seas and marine resources for sustainable development);

SDG 16: Peace, Justice, and Strong Institutions (promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels);

SDG 17: Partnerships for the Goals (strengthen the means of implementation and revitalize the global partnership for sustainable development).

FishNET's objectives still reflect the goal of the Government of Norway to prevent and respond to transnational fisheries crime by directly engaging developing countries in strengthening their regulatory frameworks, and law enforcement and criminal justice systems. The white paper 'The Place of the Oceans in Norway's Foreign and Development Policy' published by the Norwegian government in 2017 offered the rationale for stepping up its efforts to promote Norway's interests to make sustainable use of the oceans a global priority. One of these priorities was to 'intensify efforts to combat IUU fishing and fisheries crime, [...].'<sup>16</sup> The government would therefore 'help promote cooperation and coordination among all multilateral organisations with mandates to address IUU fishing, human rights and fisheries crime. This applies to FAO, ILO, International Maritime Organization (IMO), UNODC and Interpol, among others.'<sup>17</sup> This position underpinned the development of FishNET, which was designed by UNODC in close cooperation with the donor.<sup>18</sup>

Fisheries crime was, however, a new territory for UNODC, which therefore had to be integrated into and linked to UNODC's mandate on transnational organized crime and corruption in general, and wildlife crime in particular. While the relevance of the CCP-led activities could have been better justified in terms of the fisheries crime context of selected countries, and the position of container control activities in the wider criminal justice chain, especially the links with the chains before and following detection covered by other GPs, limited regional awareness on fisheries crime posed challenges to planning for activities under outcomes 1 and 2, which fell under GPWLFC's responsibility. States had to become aware of the fisheries crime approach to responding to wrongdoing other than IUU in the first place, especially as the fisheries sector has often been managed and, in fractions, handled by means of administrative procedures, due to which the reference to crimes was unprecedented. Thus, the relevance of technical assistance provided under

<sup>15</sup> UNODC donor consultation minutes, 2018: 3

<sup>16</sup> Government of Norway, 2017: 39

<sup>17</sup> Government of Norway, 2017: 88

<sup>18</sup>— 'Fisheries crime is combatted through the judicial system and international cooperation. Interpol and the United Nations Office on Drugs and Crime (UNODC) are key actors. [...] In November 2016 the Government entered into a four-year agreement with UNODC to provide NOK 39.7 million to combat transnational organised fisheries crime in developing countries.' (Government of Norway, 2017: 89-90)

FishNET first had to be explained to States as the first step in the process of preparing a formal request for assistance to UNODC, if deemed necessary.

While cooperation had taken place in-house for joint activities, such as with the Corruption and Economic Crime Branch (CEB), the Global Action in Trafficking in Persons and Smuggling of Migrants (GLO.ACT) and with a national UNODC anti-corruption/fisheries project in South East Asia, the appearance of duplication of efforts was observed with UNODC's Global Maritime Crime Programme (GMCP) (GLOX99)<sup>19</sup>, especially regarding capacity-building of prosecutors from countries surrounding the Indian Ocean.<sup>20</sup> It is therefore **recommended** that the FishNET project team explores opportunities for cooperation with the GMCP by means of regular communication between the project teams to consider synergies, possible joint activities and build on each other's contacts and networks.

Even though cooperation has been sought with different agencies, the impression of duplication of efforts was left on a number of occasions, partially because of the overlap between the concepts of fisheries crime and IUU fishing, with the latter falling under FAO's mandate. The risk therefore remains, also when considering that several UN agencies work on trafficking in persons, such as the International Labour Organization (ILO), which has been mandated to provide technical assistance to counter human trafficking in the fisheries sector. It is, therefore, **recommended** that UNODC continues to explore opportunities for cooperation and information-sharing with the FAO and ILO in particular, including by participating in the joint FAO/IMO/ILO Working Group on IUU fishing.

#### Summary - Relevance

FishNET was relevant at the time of its inception, and remains relevant to the global priorities that stem from UNGA resolutions 68/71 (2013) and 71/209 (2016) and 71/326 (2017) and CCPCJ Resolutions 20/5 (2011) and 28/3 (2019), especially article 5 and 15, CITES, the SDGs and the donor's priorities as reflected in the white paper "The Place of the Oceans in Norway's Foreign and Development Policy". The relevance of the CCP-led activities could have been more clearly justified, while that of GPWLFC in the field of legislative reform and capacity-building of criminal justice actors had to be explained first during awareness-raising events before technical assistance was requested by some ODA countries. The appearance of duplication of efforts was observed both in-house and with the FAO and the ILO; therefore more attention needs to be given to efforts to enhance internal and external cooperation.

## Efficiency

#### Evaluation questions:

- To what extent and how did project management and coordination arrangements support or hinder project implementation and coordination?
- To what extent have FishNET/GPWLFC/CCP resources/inputs (funds, expertise, staff time, etc), including by means of cost-sharing arrangements, been converted into planned outputs and outcomes in a timely and cost-effective manner? What were the challenges and obstacles

<sup>19</sup> GMCP also includes the following projects: GLOZ06, GLOW63, GLOZ81, GLOZ80, XEAX94.

<sup>20</sup> [https://www.unodc.org/documents/Maritime\\_crime/20190131\\_-\\_GMCP\\_Annual\\_Report\\_2018.pdf](https://www.unodc.org/documents/Maritime_crime/20190131_-_GMCP_Annual_Report_2018.pdf)

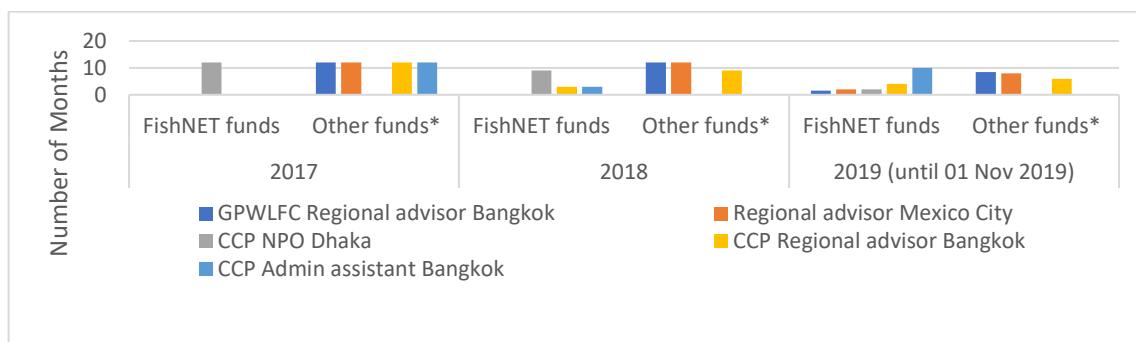
- encountered during implementation, if any, affecting the overall performance of FishNET, including structural challenges with how the project is organized and the earmarked funding of GPs? What measures were taken to address these obstacles and challenges, and to what effect?
- What has been the quality of inputs and outputs? Were these adequately tailored to the needs of beneficiaries?

Based on the triangulation of qualitative and quantitative data, the conclusion was reached that FishNET has been efficient to some extent. Especially in the first year of implementation, activities related to outcomes 1 and 2 were either cancelled or encountered delays due to an overall lack of readiness for technical assistance. This was, amongst others, caused by political sensitivities, and a lack of awareness and understanding of Member States on the scope of fisheries crime, the importance of addressing it, and the clear distinction between IUU fishing and fisheries crime ([see the section ‘Design’](#)).

Furthermore, while the implementation of the CCP component (outcome 3) went to a large extent in accordance with agreed-on work plans, private sector cooperation was only partly addressed. For reasons of cost-efficiency, the majority of private sector meetings were not implemented as stand-alone activities, but rather attached to other capacity-building meetings to save costs in 2018 and 2019, especially as the project team has no influence on private sector actors accepting invitations for such meetings ([see the section ‘Partnerships and Cooperation’](#)).

FishNET has been cost-efficient. The opportunity to capitalize on extensive CCP-investments already made in building functioning CPUs had also been viewed as highly cost-efficient; 11 countries will have been covered by the end of the project, which was considered good value for money in light of the available budget. Additionally, UNODC’s complex programming structure has contributed to its cost-efficient implementation, with regional staff supporting the organization of events (e.g. the CEB team in West Africa, GMCP staff in Sri Lanka, the UNDP anti-corruption advisor of a joint regional UNODC/UNDP programme in Fiji) and other GPs partly funding particular activities (e.g. GLO.ACT funding for the human trafficking research undertaken in South East Asia). Moreover, UNODC and INTERPOL also co-shared funding for participants from developing countries to the FishCRIME Symposia in 2017 and 2018.

**Graph 2: Regional and national positions supported by FishNET for each GP per year<sup>21</sup>**



<sup>21</sup> The regional positions were cost-shared with other funds of the respective GPs except for the position in Mexico, which was a regional coordinator position cost-shared between GPWLFC FishNET and ‘Smuggling of Migrants in Mexico’ (MEXZ75) funds. The first incumbent of the NPO position in Dhaka left in 2018, and the position was only filled again in 2019, which explains the gap in funding.

The utilization of cost-shared regional advisors and coordinators, and also other regional staff, was viewed as the most effective and cost-efficient way to optimize available financial resources, although with the consequence that, due to earmarked funding, only a portion of their time could be dedicated to FishNET activities, and that the actual funding of particular positions did not reflect the work undertaken in support of FishNET. The creation of a more solid regional basis for fisheries crimes work, including by mapping fisheries crime legislations, was therefore prevented. A **lesson learned** is therefore that UNODC headquarters-managed projects can only capitalize on regional human resources if this is accompanied with sufficient funding to pay for such positions on a part-time or fulltime basis.

The use of Norwegian experts at no additional cost to UNODC was also considered efficient, although the Office had neither influence on the selected experts nor carried it the responsibility of their remuneration despite the suggestion created by the inclusion of the budget of the Ministry of Trade, Industries and Fisheries in UNODC's budget annexed to the project document.<sup>22</sup> While this may have been the best way to move forward at the time of designing the project, the actual financial relationship is a national affair between Norad and the Ministry. This is a **lesson learned** for any future design.<sup>23</sup> Eventually, an Agreement of Understanding, with starting date 16 November 2016 (article 2), was signed between the Norwegian Ministry of Trade, Industries and Fisheries and UNODC on respectively 9 and 23 April 2019 to recognize the in-kind contribution from the Ministry amounting to a maximum of NOK 6 million (article II/1).

Despite being one project from the donor's perspective, project management of FishNET gradually resulted in two separate arrangements, also financially, for different reasons. Cooperation between the two GPs took place initially vis-à-vis the donor, including by preparing a joint request for financial instalments and a joint donor report. While the participation of both GPs in donor consultation meetings continued, the following elements of this cooperation were reconsidered:

- *The project as one UNODC financial unit.* In theory, one agreement should be one grant managed as a whole in UNODC's financial management system UMOJA, but the system could not easily accommodate grants carried out by different GPs. Initially, when requesting for the next instalment for the two GPs at the same time, the amount received was split equally to each GP, instead of assigning the amounts in accordance with the details given in the request. In order to avoid this in future transfers, two grant numbers were created and managed separately by the two GPs. Since then, the two GPs have requested for instalments separately, also as the pace of implementation, and therefore budgetary needs, was different. A **lesson learned** is therefore that, for accountability and efficiency, one project could have more than one grant in UMOJA, and separate communication channels for requests for instalments to the donor.
- *The project's point of contact.* The point of contact for the donor was the Chief of the Sustainable Livelihoods Section, as noted in the grant agreement. As the Chief only worked part-time on this project, the delegation of authorities to a full-time staff member could have led to more efficient communication between the GPWLFC and the donor. This is a **lesson learned**.
- *Project management capacity.* Full-time project management capacity of the GPWLFC components of FishNET was initially not envisaged, which had led to the alternative arrangement of consultants taking on these responsibilities. This contributed to a less efficient planning for and management of activities. The creation of a P3 project

<sup>22</sup> Norad/UNODC Agreement,2016: 3

<sup>23</sup> Ministry of Trade, Industries and Fisheries/UNODC Agreement, 2019: 4

management position under the GPWLFC, which has been filled by October 2019, is a positive step to help boost the management capacity of the project. The CCP had a CPCJ officer, initially a P2 which became a P3 position at the end of 2018, since the start of the project to take on FishNET responsibilities on a part-time basis. In light of the complexities of introducing a new thematic area in UNODC, and considering the workload, a ***lesson learned*** is that sufficient human resources capacity needs to be available from the very beginning of the project.

While the ‘one-project’ approach was to invite internal cooperation, this – in fact – was for different reasons not taking place, including as a result of concerns about GP sustainability due to which funding was regularly secured at the programming level, instead of by means of a coordinated UNODC resource-mobilization strategy. This contributed to tensions between the two GPs. A **recommendation** is, therefore, that the project team considers engaging in a dialogue with senior management to consider developing and implementing a coordinated resource mobilization strategy to avoid internal competition, and to enhance credibility and effectiveness by showing a UNODC-coordinated position to external stakeholders.

**Inputs/outputs**. Generally, the quality of the inputs and outputs has been assessed in a positive light. An initial assessment of the quality and relevance of the content of the publications produced by GPWLFC supported the conclusion that these were and remain relevant, reflecting continued awareness and depth of understanding of the issues to be addressed at all levels. Along these lines, relevant issues to fisheries crimes, as well as other related crimes committed along the value chain that facilitate fisheries crimes, were identified (at all important stages of preparation, fishing, processing, landing, etc.) and incorporated into training materials and workshops. For instance, in the CCP training material, more attention was given to IUU fishing, such as fish identification, control and surveillance, which is when fish inspectors should come in for monitoring and inspection, thus increasing the capacity of interagency cooperation.

The focus of the GPWLFC had been more on the ‘extremes’ of fisheries crime, especially on corruption. Already termed a flagship publication, ‘Rotten Fish: A Guide on Addressing Corruption in the Fisheries Sector’ was developed by UNODC’s CEB, together with inputs and support provided by GPWLFC staff and consultants, by means of a comprehensive methodology. Two expert meetings with 15-20 participants representing different regions and backgrounds/expertise per meeting were organized in 2018 to chart out the framework of the publication first, and then to reflect and discuss the details. The meetings were considered to be a ***good practice*** because of the clear objectives that were set per meeting, the relatively small size of the expert groups that facilitated discussion and the composition of the two expert groups. Additionally, the content of the guide, including the methodology to allow for a participatory way to identify risks, needs and solutions to inform the development of activities, was also considered comprehensive, highly valuable and the first of its kind, and therefore another ***good practice*** by different stakeholders. Lastly, the use of an editor in order to make the guide easily readable, and its translation into French and Spanish, to lower the threshold of its use by an external audience, were also considered ***good practices***.

#### Summary - Efficiency

FishNET has been cost-efficient to some extent considering the capitalization on CCPs investments to get functioning PCUs, the use of Norwegian experts – without cost to the project – and the use of UNODC regional and national capacity, although the delivery rate of the GPWLFC components had been lower than initially foreseen.

Cooperation between the two GPs had posed several challenges, which had resulted into two separate project management arrangements, while also the reliance on regional positions supported by earmarked funding had shown limitations as to what could be reasonably achieved considering available capacity. Inputs and outputs were generally valued by stakeholders, including the flagship publication ‘Rotten Fish’.

## Partnerships and cooperation

### Evaluation questions:

- To what extent have roles and responsibilities in terms of partnerships and cooperation been clearly defined, realistically set up and fulfilled, and to what effect?
- To what extent has the project promoted and facilitated inter-agency cooperation (national, regional level) as well as international cooperation, and what was the added value of this cooperation?

Partnerships with international agencies and NGOs have been established as a foundation to facilitate the implementation of FishNET, and strengthen the overall coordination, efficiency and effectiveness of the project, as evidenced by triangulated data. The trainings, workshops and regional meetings not only emphasized the need for both international, regional and national cooperation among different agencies, but also for capitalizing on these agencies’ strengths to deal with fisheries crimes more effectively. As this was a new field for UNODC, the ground had to be prepared by initiating contacts, setting up meetings with new counterparts to introduce UNODC and FishNET. Given that the programme had not anticipated the high level of complexity of the landscape of international, regional and national agencies operating in the field of IUU fishing and fisheries crime, additional efforts had to be undertaken to find entry points for technical assistance in addition to awareness-raising by GPWLFC (see the section ‘Design’).

In that regard, CCP-managed activities were built on already functioning PCUs, although contacts had to be initiated with national fisheries management bodies. A **lesson learned** from the first pilot training in Bangladesh was to broaden the set of stakeholders brought together, and in addition to personnel from PCUs, also local law enforcement, federal police, customs, navies, ministries, and fisheries management bodies were invited and included in CCP trainings to broaden ownership and support multi-agency cooperation. Results in the form of active cooperation were noted and shared with the evaluation team by trained actors.

Partnerships with international agencies were capitalized on in support of FishNET objective and outcomes. These included especially partnerships with the FAO and Interpol, with UNODC taking part in the Fisheries Crime Working Group coordinated by the latter and UNODC hosting the INTERPOL working group in Vienna in the margins of the FishCRIME Symposium in 2017. Interpol took further part in several meetings, and in the EGMs for the development of the ‘Rotten Fish’ handbook. Close partnerships with FAO were developed to capitalize on the organization’s extensive expertise in IUU fishing, to explore areas of cooperation and to avoid duplication of efforts. For instance, a coordination meeting was held on 16 February 2018 between UNODC and the FAO. This had resulted in the invitation to UNODC to deliver training on fisheries crime in numerous FAO workshops and events, and to the FAO to offer their expertise in UNODC activities (e.g. the legislative review expert group meeting held in Windhoek, Namibia in 2018). A positive environment for cooperation has been created, and it is **recommended** to continue with this

constructive cooperation with the FAO, including by means of building on networks of some Regional Fisheries Management Organizations (RFMOs).

Other non-governmental organizations (NGOs) and inter-governmental organizations (IGOs) that directly or indirectly deal with fisheries crime were brought together by FishNET during multiple national, as well as regional events and training workshops. These included the Environmental Justice Foundation, International Labour Organisation (ILO), International Transport Workers' Foundation, Oceana, the Organisation for Economic Cooperation and Development (OECD), NA-FiG, PescaDOLUS, to name a few. This allowed the project to not only draw from these organisations' strengths in dealing with fisheries crimes, such as for example ILO's efforts in dealing with forced labour and human trafficking issues directly related to the fisheries sector, but also to draw from their expertise by incorporating their input in topics at trainings and workshops. These events were sometimes also seen to offer a platform for sharing mandates of these organizations too, inviting further coordination beyond UNODC's work on fisheries crime.

A noteworthy component of the training workshops was acknowledging and incorporating the perspective of the private sector, as well as the local coastal communities, recognizing their needs and challenges, and building a platform to channel discussion and cooperation. This included inviting private sector actors to meetings (e.g. the members of the Thai Tuna Industry Association attended the GPWLFC-organized meeting held in November, 2017, in Bangkok), with particular efforts being put in under the CCP component to include private sector actors. For instance, the workshops carried out in Togo (09-11 October, 2018), with the participation of Benin, Togo, and Ghana, focused not only on further building of agencies' cooperation, but also on the role of the private-sector therein, which resulted in appointing a focal point from the private sector to facilitate information sharing between the government and the private-sector. Cooperation with the private sector was also viewed as a challenge because of different interests, and it is **recommended** to create a platform for a stronger dialogue with this sector, solicit their input on fisheries crimes and how the crime can be prevented more effectively.

In addition to NA-FIG and also other actors offering their expertise, the FFA's expertise to support expert meetings and workshops was highly useful and appreciated by UNODC and other actors, even more so as global expertise on fisheries crime turned out to be very limited. Furthermore, partnerships with universities were also initiated by FishNET, and included the participation of the University of Cape Town, the Nelson Mandela University, the University of Nairobi, the Stockholm Resilience Centre and the University of Iceland in 2019.

The donor has been a key stakeholder in supporting FishNET, including by supporting the work on awareness-raising of fisheries crime, and getting more international attention for IUU-associated crimes and their negative consequences affecting countries' economies, environmental conservation and livelihoods world-wide. The donor was overall satisfied with the work of UNODC, including with respect to annual reporting. A **lesson learned** was that in the early implementation phase a clearer division of responsibilities should have been agreed on between Norad and GPWLFC as not to create delays in decision-making on design.

#### Summary - Partnerships and cooperation

Partnerships and cooperation, including inter-agency cooperation, were of utmost importance for the effectiveness of FishNET by means of offering expertise, underpinning capacity-building activities in regions and countries, and supporting cooperation to examine possible cases of fisheries crime. The relationship with the FAO

has become more clearly delineated over time, and is now viewed as mutually supportive, while with other stakeholders, such as the private sector, cooperation is still in the early stages. Different agencies had offered their expertise on fisheries crime; the arrangement with the FFA had been highly valued for that reason, and the relationship with the donor had been largely efficient and supportive to work towards FishNET's overall objectives.

## Effectiveness

### Evaluation questions:

- To what extent has progress been made towards achieving the objective and outcomes of the project?

FishNET performance was to some extent on track, albeit in varying degrees when considering progress made under the four outcomes. While only one national legislative reform process had been initiated, one further national request for legislative assistance had been received by UNODC, and a total of 92 cases specifically related to fisheries crimes have been uploaded in the SHERLOC since 2017. Some progress had therefore been made towards achieving the first outcome 'Legal and policy frameworks to address fisheries crime are strengthened'.

The second outcome 'criminal justice and law enforcement response to fisheries crime enhanced' had been achieved with criminal justice professionals of over eight countries already showing strengthened criminal justice and law enforcement capacity in South East Asia, South Asia, Southern Africa, East Africa, South America and the Pacific by means of regional and international workshops. However, the extent to which this has contributed to a more effective response to fisheries crime is not known. Preparatory work at the output level has also resulted in the 'Rotten Fish' guide on corruption in the fisheries sector.

During awareness-raising and capacity-building regional and national workshops, ample opportunities were given to reflect on the major themes, as well as challenges associated with fisheries crimes that remain to be addressed, especially that of the role of corruption and related economic crimes in facilitating fisheries crimes. This contributed to the exchange of ideas, the voicing of challenges, and the development of strategies to support governments in dealing with the prevention, investigation, and prosecution of corruption, fraud and other related crimes committed in the fisheries sector. Positive feedback has been recorded not only by way of measuring trainee's satisfaction with the GPWLFC and CCP-organized workshops, their increased knowledge and confidence in dealing with fisheries and related crimes, but also by means of the relevance and quality of the materials produced to combat fisheries crimes.

As monitoring data were hardly available on the effects of capacity-building activities on the day-to-day work of personnel of PCUs, the third outcome 'law enforcement capacity to detect and inspect fisheries crime in containers is enhanced' could not be comprehensively assessed. Training evaluation data confirmed that knowledge and skills of trainees on IUU fishing and fisheries crime had been strengthened, and a report prepared by a mentor in 2018 had mentioned that 'trainings are paying off and the first seizures are being reported', thus indicating some progress.<sup>24</sup> Further information on the willingness to cooperate, and active cooperation between PCUs and fisheries

<sup>24</sup> See FishNET annual donor report, 2017: 6

authorities by means of joint inspections, seizures of fish and fish gear, possibly related to fisheries crime, was shared with the evaluation team.

The fourth outcome ‘awareness raised at the international level on the serious nature of organized fisheries crime’ was met considering that representatives of numerous countries had taken part in global and regional awareness raising events on fisheries crime. Several reports had been prepared and published since 2017, including ‘Stretching the Fishnet: Identifying Opportunities to Address Fisheries Crime’ released as a Conference Room edition for the UN Ocean Conference in New York in May, 2017, and the background paper ‘Crimes in the Fisheries Value Chain’ in July, 2018. A conference edition of a report on crimes along the fisheries value chain was presented at the UN Ocean Conference in New York. Moreover, GPWLFC has organized and co-hosted several international and regional awareness-raising events on fisheries crime<sup>25</sup>, which - due to UNODC’s convening power - had allowed the field of fisheries crime to mature over time since the start of the project.

Considering the limited awareness on fisheries crime at the start of the project, in combination with the lack of evidence on the effectiveness of the prevention and the criminal justice response to fisheries crimes due to FishNET’s contribution, it is reasonable to conclude that the objective ‘States more effectively prevent, identify, investigate, prosecute and adjudicate fisheries crime’ has not been met yet in view of the current phase of the project.

#### Summary - Effectiveness

Performance at the outcome level showed progress considering that much effort has gone into achieving outputs, such as on getting knowledge tools and conducting awareness raising events, including the ‘Rotten Fish’ guide. Limited results were reported on the more effective identification process as a result of the strengthened cooperation between PCUs and fisheries authorities in ports of several States, and work undertaken to support one legislative reform process. In view of the current phase of FishNET, it is too early for the objective to have been met already at this stage.

## Impact

#### Evaluation questions:

- To what extent has the programme contributed to or is likely to contribute to impact?

The anticipated impact of FishNET as given in the grant agreement is ‘fisheries crime affecting developing countries reduced’.<sup>26</sup> As this joint project is still in the first phase, it is yet too early to already have such an impact on the scope of fisheries crime. However, the project has thus far

<sup>25</sup> For instance, the 3th International Symposium on Fisheries Crime (FishCRIME) in Vienna in September 2017 with 230 participants from 56 countries including Ministers; Presentations made on fisheries crime and the UNODC approach and work at the UN Ocean Conference held in June, 2017, in New York; a regional conference on IUU fishing and related crimes in Jakarta; a side event under the "Sustainable Fisheries" action area at Our Oceans Conference, 23-24 October, 2019, in Oslo.

<sup>26</sup> Norad/UNODC grant agreement, 2016: 18

already contributed to raising global and regional awareness about fisheries crimes, and in supporting cooperation with a multitude of actors at different levels, ranging from senior government officials to those with ‘hands-on’ responsibilities in the field of container control in port areas. Increased cooperation and effective partnerships are necessary ingredients to strengthen the prevention and response to fisheries crime, which have already resulted in an improved detection mechanism in the field of container control in some ports worldwide.

#### Summary - Impact

The anticipated impact of FishNET ‘fisheries crime affecting developing countries reduced’ has not yet been achieved as the project is still in the first phase of implementation. Some ground work has been achieved on raising awareness of fisheries crime at different levels, and on initiating, strengthening and nurturing partnerships and cooperation mechanisms to allow for the detection of fisheries crimes.

## Sustainability

#### Evaluation questions:

- How effective has the project been in establishing national ownership?
- What are the risks to sustainability of FishNET results, and to what extent has the project created possibilities for results to continue after the project ends? Have the lessons learned given in the project document been applied?
- What results have been and/or are likely to be sustainable?

Sustainability has been considered to some extent in the design and implementation of FishNET, which is a key finding based on the desk review and interviews with UNODC and external stakeholders. Ownership and commitment to effectuate change has informed the selection of beneficiary countries and direct beneficiaries, and the decision in the early stages to emphasize awareness-raising of fisheries crime in order to raise the interests of States to consider technical assistance to strengthen their legislative framework and/or criminal justice response. This approach has paid off with several countries submitting formal requests for assistance to the GPWLFC in 2018 and 2019. These elements were also considered by the CCP, and selected PCUs were seen to be functioning effectively, and willing to take on new responsibilities, such as by cooperating with fisheries authorities. Giving due regard to ownership is a **good practice**, and it is **recommended** to continue with this approach in the design and implementation of FishNET.

FishNET’s awareness-raising and knowledge-generation component underpins further work on legislative reform and capacity-building of all actors in the criminal justice chain. While much work has already been undertaken in this field, further efforts are necessary to strengthen and consolidate the outcomes of these processes. Also, to undertake further research, prepare more tailored knowledge products and refine the concept of fisheries crime to make it more accessible, understandable and applicable, including in relation to different legislative, policy and operational realities. These factors determine how fisheries crime can be prevented and what are the most effective responses to achieve justice. While CCP has taken on board its own lessons learned to undertake comprehensive assessments, national counterparts may not have been sufficiently aware of the concept of fisheries crime in the first place. Thus, it is **recommended** to continue generating

knowledge products and awareness-raising activities at all levels and for different target groups, including for the CCP component.

FishNET capacity-building efforts have, to some extent, considered the lessons learned given in the project document. CCP has considered sustainability in its capacity-building approach, which has been tested since the beginning of the GP, which comprises training and mentoring visits, albeit not by full-time mentors and not always followed up within intervals of six months with the risk that momentum is lost (although in some regions, except West Africa, mentoring has also taken place outside FishNET). This approach to capacity-building can be seen as a ***good practice***, although more concrete data on its effects still need to be collected, including with respect to the possible ‘post-seizure investigation gap’, which could be addressed by GPWLFC and invite further cooperation with this GP. Rotation has been one of the risks to sustainability, and while CCP puts forward requests to counterparts to retain staff in the same unit (or move them to similar units), this has only been considered occasionally. It is **recommended** to the CCP to continue with more long-term capacity-building involvement.

Training organized under the GPWLFC component has had different approaches. Justice4Fish training, for example, were one-time events held in Vienna and Nairobi, with training given to one to two investigators and prosecutors per country. This may be less sustainable than a more long-term, systematic capacity-building approach based on different training methods. The ‘Rotten Fish’ workshops were not only meant to introduce the associated crime of corruption, but also to invite participants to undertake a risk assessment of the situation in their country, and provide tentative solutions. This participatory approach integrated learning while doing, and was considered the first step in exploring solutions to identified challenges and risks in a particular national context. This appears to be a ***promising practice***, with already high-level interest in exploring further technical assistance to address some of the identified issues, while the one-time training events are a ***lesson learned***. It is **recommended** to continue with piloting the ‘Rotten Fish’ guide, and to consider a more sustainable approach to capacity-building.

An unintended result was that one university in Africa is planning to use the ‘Rotten Fish’ guide in its courses on fisheries crime, including in a formal diploma in law enforcement. This opportunity to institutionalize training materials, and widen the audience, is a ***good practice***. It is, thus, **recommended** that more options are explored to integrate the ‘Rotten Fish’ guide and other materials on fisheries crime into courses and curricula used by law enforcement and criminal justice training institutes and universities to institutionalize the material, as well as to introduce young professionals to the concept (and potentially get them involved in the field).

The project’s first phase will come to an end in 2020, and in order to guarantee sustainability of investments made, it is **recommended** to design a phase II that clearly builds on the achievements, good practices and lessons learned of the first phase. As only one donor has financially supported FishNET, the **recommendation** would also include considering widening the resource base to boost both the financial and the human resource capacity of UNODC, and to reduce the risks of sustainability of having just one donor to support a particular area of work.

Furthermore, a long-term perspective is needed to support and enhance the functional and sustainable state institutions and capacity, which also means that only short-term funding could potentially undermine the work undertaken by FishNET. In order to not diffuse available resources, it is **recommended** to jointly select a limited number of countries and regions to invest in to learn by doing, collect evidence that can be used for further awareness raising and for creating knowledge

products, to get sustainable institutions and regional champions that could show their neighbours about the way forward to addressing fisheries crime.

#### Summary - Sustainability

Sustainability has been considered by inviting national ownership of change processes by raising awareness leading to national priority-setting and formal requests for technical assistance, including by means of the participatory risk assessments on corruption undertaken when introducing the 'Rotten Fish' Guide. The CCP component has followed a different routing by building capacity of already functioning PCUs by means of a comprehensive training package. None of the results will be sustainable at this point in time, and seeking funding for and developing a phase II, by widening the resource-base and pooling resources – jointly – into a limited number of countries is, indeed, crucial at this point in time.

## Human Rights and Gender Equality

#### Evaluation questions:

- To what extent were human rights mainstreamed in the design and implementation of the project?
- To what extent were gender equality considerations included in the design and implementation of the project?

### *Human Rights*

Human rights and gender equality have been mainstreamed in FishNET to some extent from the early design stage onwards, as seen in the project document and the further operationalization of the project, and as evidenced by triangulated data. Project indicators have, however, not included a reference to human rights and, in most instances, to gender, although CCP training curricula contained sessions on human rights and gender. References to human trafficking were found in reports on fisheries crime, and in South East Asia, a study was undertaken on trafficking in persons in the fisheries sector. Nevertheless, it is **recommended** that human rights are more explicitly mainstreamed in all components of FishNET.

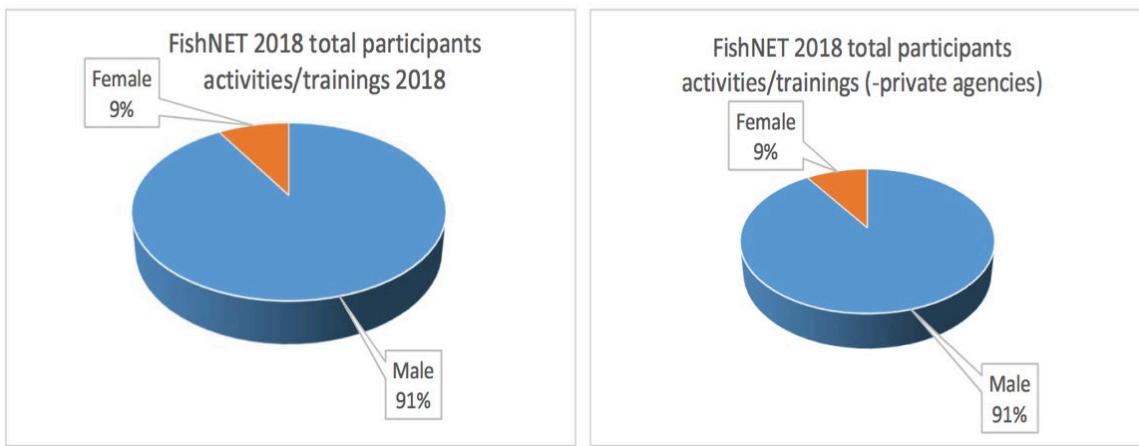
### Gender Equality

Significant efforts have been made to get gender balance while delivering training, although the fact that women are a minority in law enforcement agencies has continued to impact on the proportion of women in training. Sex-disaggregated data of participants of trainings were collected, although it is not known if this has been done systematically for all capacity-building activities. The annual donor reports included sex-disaggregated data of participants of trainings.

Examples were the Workshop on Identification of Risks of Economic Crimes in Southeast Asia, where 35 percent of the participants were women in 2017, and the Seminar on the Prosecution of Fisheries Crime in 2018, where 40 percent of the participants were women for outcome 2. A total of 163 trainees representing PCUs, customs, fisheries departments, navies and coastguards, with

14 percent comprising women, participated in CCP-led training in 2017, and 9 percent of all trainees were female in 2018 for outcome 3 (see pie chart I and II).

**Pie chart I and II Proportion of male and female participation in FishNET CCP activities in 2018<sup>27</sup>**



Additionally, CCP training on fisheries crime included a session on gender, with topics on the international framework, stereotypes, discrimination, harassment, CCP's support to the participation of women and opportunities present to national counterparts to promote gender equality. Both male and female trainers have given this module, which is another **good practice**.

Furthermore, in 2018, both GPs had supported the establishment of LE FEMME network that aims at enhancing the role of women in law enforcement related to fisheries crime and promoting a gender-sensitive development of the fisheries crime law enforcement field. The CPU network of female officers has also been mentioned, although it is not entirely clear how these networks have been capitalized on to further FishNET's objectives. It is **recommended** to explore opportunities to use LE FEMME and the PCU female officers network for sharing information on gender and fisheries crimes in the main UN languages.

#### Summary - Human Rights, Gender Equality

Human rights and gender equality have been mainstreamed to some extent, especially in CCP training. However, a clear reference to human rights was missing in other FishNET components, except for human trafficking in the fisheries sector. Gender balance was considered in training, and while women's networks offered a means to mainstream gender, more concrete examples on their use were not available.

<sup>27</sup> CCP annual donor report, 2018: 2

### III. CONCLUSIONS

FishNET has given UNODC the opportunity to chart out new territory in the field of fisheries crime by means of the GPWLFC and the CCP. Based on the comprehensive evaluation methodology, a comparison between these programmes highlighted their different modus operandi, with the latter utilizing an already well-tested formula for capacity-building of functioning PCUs, and, as a consequence, rather efficiently rolling out its annual work plans. Some positive effects were the established cooperation between PCUs and fisheries authorities to detect possible cases of IUU fishing and fisheries crime. This was also viewed as relatively sustainable considering the level of ownership, and the long-term comprehensive training and mentoring package, which also included sessions on human rights, gender equality, and SDGs.

The assessment of the work under the outcomes that were the responsibility of GPWLFC showed a rather different picture, which was partially the consequence of assumptions made early on about the widespread presence of awareness on fisheries crime, and related jurisprudence and cases, and the use of existing partnerships for fisheries crime. Instead, a greater emphasis on awareness-raising and establishing new partnerships was decided on, which had had a ripple effect on cost-efficiency, especially in 2017. The GP was seen to have used a less systematic and therefore more flexible approach to planning because of the political nature of the work; long-term planning and the continued involvement with beneficiaries, including participants of trainings, were not fully taken into regard up till now.

While recognizing that the set-up, the nature of the work, the objectives and actors are to a large extent different, both approaches present valuable lessons, including maintaining a flexible stance to carefully test the ground when moving forward, and systematic planning with a long-term vision and continued involvement to, for instance, reduce risks to sustainability.

While the joint project has gradually taken shape by means of two functioning but separate project management arrangements, the overall FishNET results framework nevertheless confirm that cooperation and complementarity underlies the work on fisheries crime undertaken by the two GPs. This could include conducting technical assessments, strengthening cooperation and capacity-building of actors in the criminal justice chain, with the cooperation between PCUs and fisheries authorities potentially resulting in the detection of IUU fishing and possibly associated crimes as the first step leading up to an investigation, providing that the ‘post-seizure investigation gap’ has been addressed. Thus, synergies between the GPWLFC and CCP, as well as with other GPs, such as the GMCP, GLO.ACT and those managed by CEB, could be explored, including by concentrating on a few States to allow them to become ‘champions’ in the region.

Moreover, this mid-term Independent Project Evaluation also confirmed the overall relevance of FishNET in light of UNODC’s mandate, which would ideally inform an Office-wide approach of fisheries crime to external stakeholders based on one common programming and reporting cycle. This would enable UNODC to showcase results for further international awareness-raising and advocacy to contribute to achieving the SDGs.

## IV. RECOMMENDATIONS

### **Recommendation 1 – Efficiency/sustainability (no-cost project extension/proposal phase II)**

FishNET has been implemented cost-efficiently to some extent, and therefore not all funds will be spent before the project's completion date. Additionally, one of the main achievements has been to prepare the ground for long-term involvement to strengthen the prevention and response to fisheries crime. A vehicle for the continuation of the work is not available yet, while results achieved will hardly be sustainable without continued support. It is therefore **recommended** to a) Request for a no-cost extension to the donor until 31 December 2020; and, b) Design a FishNET phase II which considers good practices and lessons learned of this phase (*FishNET project team*)

### **Recommendation 2 – Effectiveness/sustainability (GP cooperation on substance matter)**

Coordination on substance matter was initially an aspiration, partly as the GPWLFC had to focus on awareness-raising., Scope for synergies exist as both GPs target the criminal justice chain concerning fisheries crime, although different countries were selected by the GPs for FishNET activities thus far. Furthermore, cooperation has not yet taken place with the GMCP, which also covers fisheries crime. In the remaining FishNET phase I period and in phase II, it is therefore **recommended**, to strengthen coordination on substance matter, to create synergies and develop 'regional champions', including by a) selecting at least three countries in three regions to target GPWLFC and CCP activities; b) reaching out to GMCP to build on their networks and to align FishNET activities with their activities and results while also considering joint activities, and; c) identify opportunities to undertake joint technical assessments (*FishNET project team, with support of GPWLFC/CCP regional staff*)

### **Recommendation 3 – Efficiency (one project/joint administration)**

The project was considered as one entity by the donor, while it was administratively and financially divided between two GPs. This has been challenging because of sustainability challenges of GPs, and the limited flexibility of UNODC's financial management system. The resulting separate arrangements have contributed to further fragmentation in monitoring and reporting. It is therefore recommended to review cross-divisional project management arrangements to strengthen coordination, including on monitoring and donor reporting, while maintaining separate financial accounts in UMOJA (*FishNET project team*)

### **Recommendation 4 – Efficiency/partnerships (one UNODC position)**

GP sustainability has contributed to internal tensions and interfered with opportunities for cooperation. It has limited credibility to external actors. Additionally, the reference to projects and GPs to external partners is confusing, and potentially undermines UNODC's work. It is therefore **recommended** to engage in a dialogue with UNODC senior management for establishing a coordinated UNODC position which includes a) a resource mobilization strategy; b) a coordinated policy position on fisheries crime that consolidates and surpasses the programming structure; c) staff appointed as thematic advisors/contact point for external actors, including donors (*FishNET project team*).

### **Recommendation 5 – Design (fisheries crime conceptual framework)**

Fisheries crime has only to some extent been understood by beneficiaries and by the majority of UNODC staff, with clarity on transnational crimes, such as corruption and trafficking in persons. and to a lesser extent on the elements of the fisheries value chain centred around IUU fishing.

Confusion also occurs regarding the use of fisheries crimes for ‘associated’ crimes of corruption and human trafficking. It is therefore **recommended** to a) clarify the definition of fisheries crime more comprehensively per element of the value chain; b) identify links with other GPs; c) prepare a UNODC position paper on fisheries crime for in-house distribution, awareness-raising and knowledge-building (*GPWLFC FishNET project team with inputs from other GPs and regional GPWLFC/CCP staff*)

#### **Recommendation 6 – Sustainability (long-term planning/comprehensive training package/institutionalization)**

Sustainability has been considered by ownership, and in the case of the CCP a comprehensive training package, while at the same time partly compromised by the absence of a long-term vision, GPWLFC-led one-time training on two occasions, and limited situational and needs assessments. No efforts have been undertaken to explore the institutionalization of training packages. It is therefore **recommended** to strengthen sustainability by Introducing long-term planning for all outcomes, including by a) continuing with work under all outcomes to strengthen results; b) implementing a comprehensive GPWLFC training package; c) undertaking comprehensive situational analysis and needs assessments; d) assessments for the institutionalization of training (*FishNET project team with inputs of CEB and regional GPWLFC/CCP staff*)

#### **Recommendation 7 – Partnerships (incl. with FAO, ILO and private sector)**

Duplication of efforts occasionally seemed to exist, especially in relation to agencies responsible for IUU fishing but also with other UNODC GPs targeting the same professionals. Cooperation was effective although further arrangements could be explored, including with the private sector, also to avoid duplication of efforts. It is therefore **recommended** to nurture and strengthen partnerships with relevant organizations, including by a) continuing cooperation with FAO; b) seeking opportunities to take part in the FAO/IMO/ILO joint working group on IUU fishing; c) building on networks of Regional Fisheries Management Organizations (RFMOs); d) exploring opportunities to get the private sector more involved in FishNET (*GPWLFC project team*)

#### **Recommendation 8 – Design (theory of change/results framework/monitoring)**

FishNET did not have a theory of change, which could have clarified the interconnectedness of the four outcomes. The indicators showed the difference in approach of the two GPs, and were not at all times comprehensive and in line with UNODC’s programming approach. Activity monitoring has been done without optimally using CCP mentoring/monitoring opportunities, while GPWLFC indicators were not conducive to results-based monitoring. FishNET results have been reflected to a limited extent in UNODC progress reports, which has hindered their use for external audiences. The evaluation budget was limited, and in-house strategic planning capacity has not been. It is therefore **recommended** to strengthen the design, monitoring and in-house reporting in the remaining part of phase I, and in phase II by a) preparing a theory of change; enhancing data collection and analysis systems; b) building a logical results-based framework with smart indicators; c) preparing a comprehensive monitoring framework; d) including FishNET results more comprehensively in UNODC semi-annual and annual progress reports; e) including sufficient budget for a comprehensive mid-term and final evaluation in the phase II budget (*FishNET project team, in consultation with the Strategic Planning and Inter-Agency Affairs Unit and IES*)

#### **Recommendation 9 – Human rights and gender**

Human rights and gender equality mainstreaming has been done by promoting, and collecting sex-disaggregated data on the gender balance in trainings, and by one GP in training curricula offered by both male and female trainers. The creation of LE FEMME network was supported, while the opportunities presented by the CPU female officers network have not been optimally used for information-sharing. It is therefore **recommended** to explicitly mainstream human rights and gender equality aspects into all components of FishNET, including by utilizing LE FEMME and

the CCP female officers network for information-sharing in the main UN languages (*FishNET project team*)

## V. LESSONS LEARNED AND BEST PRACTICES

This mid-term Independent Project Evaluation of FishNET identified several good practices and lessons learned, with the former in particular related to design, efficiency and sustainability and the latter in particular with respect to project design, efficiency and partnerships.

**Good practices/design – planning and monitoring.** Conducting technical assessments to map the situation on the ground was considered highly valuable to support the selection of the right beneficiaries, and to tailor and fine-tune activities to the country-specific context. This contributed to efficiency and effectiveness while reducing risks to sustainability. Additionally, the need to conduct such assessments had been the outcome of the pilot training under the third outcome, which has also been a good practice to test the CCP design. Furthermore, monitoring at the output level had been done by means of standardized evaluation assessments of training activities, including on satisfaction/views on relevance of the activity and acquired knowledge per topic (including on human rights and gender equality). This systematic approach to monitoring is also a good practice of the CCP.

**Good practices/design – inputs & outputs.** The ‘Rotten Fish’ guide had been developed by the GPWLFC, in close cooperation and with inputs from staff from UNODC’s CEB, by means of a comprehensive methodology. The methodology of developing the guide, including the inputs, process and resulting output, had been viewed as a good practice. Two expert meetings with 15-20 participants representing different regions and backgrounds/expertise per meeting were organized in 2018 to chart out the framework of the publication first, and then to reflect on, discuss and agree on the details of the guide. The meetings’ objectives had been clear, and the relatively small groups of experts had facilitated discussion. The composition of the two expert groups had been viewed as representative of different technical angles and regions. The guide was written in an easily accessible language, and translated into Spanish and French, and therefore tailored to a wider audience. Additionally, the content of the guide, including the methodology to allow for a participatory way to identify risks, needs and solutions to corruption in the fisheries sector to inform the design of activities, was also considered comprehensive, highly valuable and the first of its kind in the field of corruption. It was considered a replicable approach that could be used for other technical fields.

**Good practices/design – a comprehensive capacity-building approach.** CCP had a comprehensive training approach comprising multiple training activities over a longer period of time. The approach showed long-term involvement with beneficiaries. It started off with a technical assessment, then a class-room training followed by mentoring. Additionally, national -level capacity-building was complemented with regional training to support international cooperation.

**Good practices/design – ownership.** Ownership has been pivotal in decisions informing the design of FishNET activities, including by changing the emphasis of GPWLFC to awareness-raising activities in order to prepare the ground for requests for technical assistance. Thus, priority was given to effectiveness and sustainability instead of just the timely implementation of activities and achieving outputs.

**Good practices/gender equality consideration.** The CCP component has mainstreamed gender beyond efforts to get gender balance in trainings/meetings, and collecting sex-disaggregated data of participants. The GP also introduced a standard training module on gender issues in the specialized fisheries crime training, which was given by male and female trainers (with the male trainer offering a non-stereotypical model), and supported female networks, including LE FEMME, and the CPU female officers network.

**Lessons learned/design – wider stakeholder participation & conducting needs assessments.** FishNET had been developed by a relatively small UNODC headquarters-based group, which had not solicited the participation of regional staff in the design process. This could, however, have led to fact-based working assumptions based on the situation on the ground. Additionally, a realistic assessment had not been undertaken with respect to available and needed human resources, and the existing foundation on the ground to allow for beginning the change process, including contacts with relevant stakeholders and a situational analysis. Thus, a more extensive preparatory phase in the first annual work plan could allow for more time for planning and for testing assumptions made in the project document.

**Lesson learned/efficiency – the use of UMOJA in case of one project/two GPs.** Instead of providing one project implemented under two GPs with one UMOJA account, a more efficient arrangement is to offer two accounts, one for each grant, in UMOJA. This reflects the corresponding responsibilities given to the two sub-teams, and the two separate lines of communication to channel requests for instalments to the donor, especially when the pace of implementation, and therefore budgetary needs, is different for both GPs.

**Lessons learned/efficiency – human resources.** The project has been used as a vehicle to introduce a new theme into the work of the GPWLFC and CCP. While the creation of a post was only done in 2018, presumably to manage related risks, the use of different consultants has had an effect on efficiency. Recruitment processes can take up numerous months. Furthermore, this project had relied on regionally-available human resources in its design. These regional positions were, to a large extent, however supported by earmarked funds, with the effect that only limited demand for regional support could be placed on concerned staff members. Thus, the UNODC human resources set-up presents opportunities but also limitations, especially with respect to creating a more stable project management facility within a short period, and a more solid basis at the regional level.

**Lesson learned/partnerships – clear division responsibilities UNODC and the donor.** Although the integration of the FFA budget in the UNODC project budget may have been the best way to move forward at the time of designing the project, the actual financial relationship is between Norad and the Ministry. Furthermore, while donor interest has led to a close relationship with UNODC, including by creating opportunities for partnership building at the international level, the division of responsibilities on design was not fully clarified between the two organizations at the beginning. This element needs to be taken into regard in case of such a relationship.

## ANNEX I. TERMS OF REFERENCE OF THE EVALUATION

UNITED NATIONS OFFICE ON DRUGS AND CRIME  
Vienna

Terms of Reference  
of the  
**Independent mid-term Project Evaluation of FishNET**

A cooperation project between GLOZ31and GLOG80

July 2019



UNITED NATIONS  
New York, 2019

## Contents

I.Background and Context	
	32
II.Disbursement History	
	37
III.Purpose of the Evaluation	
	38
IVScope of the Evaluation	
	39
V.Key Evaluation Questions	
	39
VI.Timeframe and Deliverables	
	43
VII.Evaluation Team Composition	
	46
VIII.Management of the Evaluation Process	
	47
IX.Payment Modalities	
	48

## I. BACKGROUND AND CONTEXT

Project number:	GLOZ31 and GLOG80 (segments)
Project title:	FishNET, QZA-15/0519 Implemented by: Global Programme for Combating Wildlife and Forest Crime (GP WLFC) and The Global Container Control Programme (CCP)
Duration:	Overall duration: November 2016–October 2020 (4 years) Duration upon initiation of evaluation: 2,5 years (funds were received late January 2017).
Location:	Global
Linkages to Country, Regional and Thematic Programmes:	Indonesia Country Programme (2012–2015), Myanmar Country Programme (2014–2017), Regional Programmes for South Asia; Central America; East Asia and the Pacific; East Africa; West Africa; Southern Africa
Linkages to the SDGs	SDG 1, SDG 2, SDG 8, SDG 16, SDG 14,
Executing Agency:	UNODC/DO/Sustainable Livelihoods Unit (SLU), Global Programme to Combat Wildlife and Forest Crime (GPWLFC) UNODC/DTA/OCB/ISS
Partner Organizations:	FFA/Norwegian Ministry of Trade, Industries and Fisheries.
Other relevant agencies/institutions	INTERPOL, FAO.
Total Overall Budget	NOK 33,660 million
Donors:	Norwegian Agency for Development Cooperation (Norad)
Project Manager/Coordinator:	Mr. Jorge Eduardo Rios, Chief, Global Programme for Combating Wildlife and Forest Crime, Chief of SLU Mr. Ketil Ottersen, Senior Global Coordinator, Global Container Control Programme
Type and time frame of evaluation:	Independent Mid-Term Evaluation August 2019 – February 2020
Timeframe of the project covered by the evaluation:	January 2017–November 2019 (tentatively; end of data collection)
Geographical coverage of the evaluation:	Global
Budget for this evaluation:	USD 27,000
Number of independent	Two: Lead evaluator and fisheries crime expert.

evaluators planned for this evaluation <sup>28</sup> :	
Type and year of past evaluations (if any):	N/A.
Core Learning Partners <sup>29</sup> (entities):	Norad

### Project overview and historical context

The United Nations Office on Drugs and Crime (UNODC) initiated the FishNET project in November 2016 as a 4-year project under the Global Programme for Combating Wildlife and Forest Crime (GPWLFC) and the Container Control Programme (CCP). The project is funded by the Norwegian Agency for Development Cooperation (Norad). This initiative is considered as the first phase of a long-term strategy in supporting Member States in effectively addressing fisheries crime – crime along the fisheries value chain.

The FishNET project is jointly implemented by CCP and the GPWLFC under 4 specific and interrelated outcomes with an overall objective to strengthen the capacities of Member States in effectively preventing, identifying, investigating, prosecuting and adjudicating crimes along the fisheries value chain.

Project document	Year	Please provide general information regarding the original project document.
FishNET proposal	11/2016	The project proposal, signed in November 2016, sets out the timeframe, budget and purpose of the FishNET project.

Project revision (please add further rows as needed)	Year	Reason & purpose	Change in (please check)
Not applicable.			

### Main objectives and outcomes

*The objective of the FishNET project is to help Member States effectively prevent, identify, investigate, prosecute and adjudicate fisheries crime.*

The outcomes of the project are:

<sup>28</sup> Please note that the minimum for any UNODC evaluation is two independent evaluators, i.e. one lead evaluator and one team member.

<sup>29</sup> The CLPs are the main stakeholders, i.e. a limited number of those deemed as particularly relevant to be involved throughout the evaluation process, i.e. in reviewing and commenting on the TOR and the evaluation questions, reviewing and commenting on the draft evaluation report, as well as facilitating the dissemination and application of the results and other follow-up action. Stakeholders include all those to be invited to participate in the interviews and surveys, including the CLPs.

Outcome 1. Legal and policy frameworks to address fisheries crime are strengthened (=LEGAL REFORM).

Responsible programme: GPWLFC

Outcome 2. Criminal justice and law enforcement response to fisheries crime enhanced (=CAPACITY DEVELOPMENT)

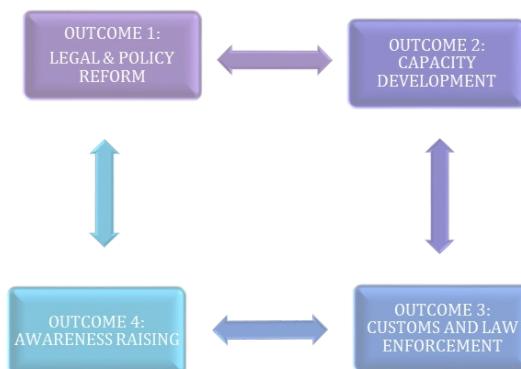
Responsible programme: GPWLFC

Outcome 3. Law enforcement capacity to detect and inspect fisheries crime in containers enhanced (UNODC-WCO Container Control Programme (CCP)) (CUSTOMS CONTAINER CONTROL)

Responsible programme: CCP

Outcome 4. Awareness raised at the international level on the serious nature of organized fisheries crime (= AWARENESS-RAISING)

Responsible programme: GPWLFC



Contribution to UNODC's country, regional or thematic programme

FishNET was conceived in a way that contributes to the country and regional programmes to which it is linked.

This includes the UNODC regional programmes for South Asia; for Central America; for East Asia and Pacific; Eastern Africa; West Africa; Southern Africa.

#### GPWLFC

In the design and delivery of the GPWLFC including the FishNET Project, the GPWLFC reinforced the efforts made under the regional programmes for South Asia; for Latin America; for East Asia and the Pacific; for Eastern Africa; for West Africa and Southern Africa. The FishNET project activities hence contribute to the respective country and regional programmes where applicable and relevant.

For instance, in the UNODC Regional Programme for South East Asia (2014-2017), Subprogramme 1 on Transnational Organized Crime and Illicit Trafficking, various WLFC activities were implemented. Under outcome 1.4, activities addressing WLFC included strengthening of policy, legislative and regulatory frameworks; enhancing knowledge and skills to investigate and prosecute related criminal activities; awareness raising and advocacy activities; support of mechanisms for regional cooperation among

law enforcement agencies. Furthermore, under Subprogramme 2 on anti-corruption, the GPWLFC supports member states in the pacific in identifying corruption and other crimes risks in the fisheries sector and developing strategies in mitigating such risks. Similarly, in Africa the programmatic activities in WLFC have supported implementation of Sub-Programme 1 related to transnational organized crime and the countering of illicit trafficking component of the Regional Programmes for Eastern Africa (2009-2015; 2016-2021), West Africa (2010-2014, 2016-2020) and Southern Africa (2013-2016). The GPWLFC has closely coordinated its work with the relevant Regional Offices. Specific activities were implemented in coordination with the Regional Office in Eastern and Southern Africa as well as in collaboration with UNODC Corruption and Economic Branch at Headquarters, to support countries in Southern Africa in identifying corruption risks in the fisheries sector and developing strategies for risk mitigation.

#### CCP

The CCP FishNET component is implemented in 13 countries across four regions: West Africa (Benin, Ghana, Senegal, Togo), East Africa (Kenya, Tanzania), South Asia (Bangladesh, the Maldives, Sri Lanka) and Southeast Asia (Cambodia, Myanmar, Thailand, Vietnam).

The Project thus contributes to the respective regional programmes and, where applicable, country programmes. This includes:

In Eastern Africa, CCP and GPWLFC are implemented in partnership.<sup>30</sup> The first pillar of the Regional Programme for Eastern Africa (2016-2021), Countering Transnational Organized Crime and Trafficking, is inherent to the capacity building delivered by CCP to customs and other law enforcement authorities. This is enshrined in outcome 1.2, under which PCUs would certainly fit the description provided: ‘Member States have enforcement structures in selected sea/dry ports to minimize the risk of maritime containers being exploited for trafficking...’<sup>31</sup> Similarly, the CCP also contributes to the other pillars: of particular relevance to fisheries crime, the CCP mitigates opportunities for corruption through its inter-agency PCUs, and helps prevent crime and drug use by strengthening supply chain security.

The CCP also plays an important role in supporting the anti-trafficking priorities of the Regional Programmes for West Africa<sup>32</sup> and for Southeast Asia.<sup>33</sup> Finally, the efforts of the CCP in Myanmar are particularly well aligned with the UNODC Country Programme for Myanmar, which explicitly recognizes the role of the CCP.<sup>34</sup> Moreover, Outcome 1.3 relates to dry and sea port container control capacity.<sup>35</sup>

<sup>30</sup> UNODC Regional Programme for Eastern Africa 2016-2021, 12.

<sup>31</sup> Ibid, 11.

<sup>32</sup> UNODC Regional Programme for Western Africa 2016-2020, 17, 71

<sup>33</sup> UNODC Regional Programme for Southeast Asia 2014-2017, 36.

<sup>34</sup> UNODC Country Programme for Myanmar 2014-2017, 28.

<sup>35</sup> Ibid, 27.

Linkage to UNODC strategy context and Sustainable Development Goals  
The FishNET Project is in line with the following UNODC Strategic Framework Subprogrammes:

**Subprogramme 1: Countering transnational organized crime and illicit drug trafficking**  
Expected accomplishment: Increased regional and international cooperation in combating transnational organized crime, illicit trafficking and illicit drug trafficking with the assistance of UNODC in accordance with its mandate.

**Sub-programme 3: Countering Corruption**  
Expected outcome: Improved capacity of UNODC to support Member States preventing and fighting corruption in line with the United Nations Convention against Corruption and to address economic fraud and identity-related crime.

**Subprogramme 5: Justice**  
Expected accomplishment: Crime prevention and criminal justice system reform initiatives within UNODC's mandate are developed and implemented in accordance with international standards and norms in crime prevention and criminal justice.

**Subprogramme 7: Policy Support**  
Expected accomplishment: Increased public awareness of issues related to drugs, crime and terrorism in all its forms and manifestations, as well as of the relevant United Nations legal instruments, standards and norms in crime prevention and criminal justice.

The Project contributes to the following Sustainable Development Goals, Targets and Performance Indicators:

Relevant UN Sustainable Development Goals <sup>36</sup>	Target(s)	Indicator(s) <sup>37</sup>
1 - End poverty in all its forms everywhere	1.4	1.4.2
2 - End hunger, achieve food security and improved nutrition and promote sustainable agriculture	2.1 2.3	2.1.2 2.3.1 2.3.2
8 – Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all	8.1 8.4 8.7	8.1.1 8.4.1 8.7.1
14 – Conserve and sustainably use the oceans, seas and marine resources for sustainable development	14.6	14.6.1
16 – Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels	16.A	

<sup>36</sup> All SDGs and targets can be found here: <http://www.un.org/sustainabledevelopment/sustainable-development-goals/>

<sup>37</sup> All SDG indicators can be found here:  
[https://unstats.un.org/sdgs/indicators/Global%20Indicator%20Framework\\_A.pdf](https://unstats.un.org/sdgs/indicators/Global%20Indicator%20Framework_A.pdf).  
RES.71.313%20Annex.pdf

17 – Strengthen the means of implementation and revitalize the global partnership for sustainable development	17.9	
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The main SDGS to which FishNET directly contributes are: Goal 14 “Life below water” which aims to conserve and sustainably use the oceans, seas and marine resources for sustainable development and goal 16 “Peace, Justice and Strong Institutions: Promoting peaceful and inclusive societies for sustainable development, the provision of access to justice for all, and building effective, accountable institutions at all levels”. By addressing organised crimes along the fisheries value chain, the FishNET Project contributes to protecting sustainable livelihoods of communities, hence supporting Goal 1 “no poverty”, Goal 2 “Zero Hunger” and Goal 8 “Decent Work and Economic Growth” by promoting sustainable fishing, as an economic resource and industry but also as a means to support vulnerable communities that rely on these fragile marine ecosystems. FishNET is also a prime example of Goal 17 “Partnerships for the Goals”.

#### Disbursement History

<b><u>Time period covered by the evaluation (MMYYYY – MMYYYY)</u></b>	<b>Total Approved Budget</b>	<b>Expenditure</b>	<b>Expenditure in %</b>
Disbursement requested 21 November 2016. Period covered Nov2018-Dec. 2017	Total : 7,918,562 NOK  GPWLFC: 5,153,046 USD: 600,230.69 CCP : 2,765,516 USD; 322,321.05	GPWLFC: NOK:1,625,058.14 USD: 189,288.00  CCP: NOK2,154,479.87 USD:251,104.88	GPWLFC 31.5 %  CCP 78%
Disbursement requested 9 November 2017. Period covered: Q1 2018. Period covered: Q2-Q4 2018.	Total : 3,612,872 NOK  GPWLFC: 2,372,457 (plus 60.5% unspent from 2017 = 5,900,444.86) USD: 654,794.5 (included 60.5% of 2017)  CCP : 1,240,415 USD: 150,700.35	GPWLFC: NOK: 4,077,206.8 USD: 451,773  CCP:	GPWLFC: 69%
Disbursement requested 9 April 2018.	Total : 2,054,493 NOK CCP : 2,054,493 NOK USD257,584.46	NOK2,511,914.65; USD;304,742.	CCP:74%
Disbursement requested 28 November 2018. Period covered: Q1-Q2 2019	Total : 8,234,711 NOK GPWLFC: 6,403,631 NOK		

	UDS: 749,751.91 (disbursement for Q1/Q2 2019) <sup>38</sup> CCP : 1,831,080 NOK USD:214,387.07		
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## Purpose of the Evaluation

### **Reasons behind the evaluation taking place**

After 2.5 years of implementation, a mid-term evaluation will now be undertaken, in line with UNODC Evaluation norms, standards, guidelines and template and as per the requirements set out in the Grant Agreement between UNODC and Norad. The evaluation will determine the extent to which planned objectives and outcomes have been achieved, identify lessons learned and best practices, suggest areas for improvement and offer suggestions for the continuation of the project.

The mid-term evaluation will be formative in nature and seek to derive recommendations, best practices and lessons learned, identify areas of improvement, generate feedback and record any achievements reached to date. The evaluation may also suggest enhanced strategic directions for the programme to improve its efficiency and effectiveness, as well as to strengthen the capacity to measure future results and impact.

The evaluation will focus on the relevance, efficiency, effectiveness, sustainability, partnerships and coordination, innovative approaches. The evaluation should also consider the technical aspects of the implementation, such as the relevance of the technical training programmes.

The mid-term evaluation is undertaken to:

- (1) provide information on the short-term contribution of the project to address needs and challenges in addressing fisheries crime, as identified in the design phase and in line with UNODC mandates, for better decision-making by UNODC management (best practices and lessons learned);
- (2) measure the relevance and effectiveness of the current strategic direction and its focus on specific thematic areas and regions/countries;
- (3) assess the extent to which the coordination, collaboration and roles and responsibilities with various partners and other UN organizations has been relevant and efficient in achieving the objective, outcomes and outputs;
- (4) measure the degree of implementation, efficiency, relevance and quality of the various activities (e.g. training materials, capacity-building, mentorship, trainings, workshops, seminars, awareness-raising campaigns, technical support and assistance, reviews of legislative frameworks, analysis, research, advocacy etc.);

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<sup>38</sup> This amount was disbursed for the workplan Q1 and Q2 of 2019 and is currently being implemented. It therefore is not considered in calculating the expenses for 2018. The amount of about 60.5 % unspent from 2017 was included in the calculation of 2018 budget.

(5) assess the extent to which project stakeholders, target groups, and other beneficiaries have contributed to the strategic orientation of the specific activities or countries of the programme;

(6) provide accountability to Member States and donors by determining whether objectives were met (effectiveness) and resources were wisely utilized (efficiency).

The results of the evaluation will help inform future project focusing on fisheries crime. As this was a rather new topic to UNODC and hence both implementing programmes when the agreement was signed, the evaluation will help take stock of lessons learned to date and how to address challenges and opportunities in future implementations/projects. No final evaluation is foreseen in the grant agreement and hence there is no funding available.

### **The main evaluation users**

The main evaluation users will include UNODC senior management, donor, programme management, beneficiaries and key implementing partners.

#### **Scope of the Evaluation**

<b>Unit of analysis (full project/programme/parts of the project/programme; etc.)</b>	Full FishNET project.
<b>Time period of the project/programme covered by the evaluation</b>	1/2017-11/2019 (tentatively; end of data collection)-
<b>Geographical coverage of the evaluation</b>	Targeted regions.

#### **Key Evaluation Questions**

##### **Evaluation Criteria**

The evaluation will be conducted based on the following DAC criteria: relevance, efficiency, effectiveness, impact and sustainability, as well as partnerships and cooperation, gender and human rights and lessons learned. The questions will be further refined by the Evaluation Team.

##### **Design**

Design of a project or programme measures the extent to which: The logical framework approach was adopted, with measurable expected objectives at the country and regional levels, outcomes and outputs, performance indicators, including gender equality and human rights, targets, risks, mitigation measures and assumptions. 2) An appropriate participatory needs assessment and context analysis took place.

1. To what extent is the Project designed to meet the needs of Member States as it pertains to fish crime and the respective implementing Programmes' mandates?

##### **Relevance**

Relevance is the extent to which the aid activity is suited to the priorities and policies of the target group, recipient and donor.

2. To what extent have the objective and outcomes of the programme been consistent and relevant with regard to recipient's requirements, country needs, global priorities as well as partners' and donors' policies?

3. To what extent was the project theory of change addressing stakeholder needs related to fisheries crime?
<b>Efficiency</b>
Efficiency measures the outputs - qualitative and quantitative - in relation to the inputs.
4. To what extent did the project management arrangements facilitate or hinder project implementation and results?
5. To what extent have the resources/inputs (funds, expertise, staff time, etc) been converted to achieve the expected outputs and outcomes in a timely and cost-effective manner?
<b>Effectiveness</b>
<i>Effectiveness is a measure of the extent to which an aid activity attains its objectives.</i>
6. To what extent has progress been made towards achieving the objective and outcomes of the project?
7. What are the reasons for achievement or non-achievement of the projects' objective and outcomes?
8. To what extent, has the project contributed to raise awareness of the relevant institutions (criminal justice institutions, fisheries authorities etc.) as well as regional/international policy-level awareness?
9. To what extent has the programme strengthened/is likely to strengthen investigative and prosecutorial capacities as well as capacities of customs and law enforcement to target fisheries crime in the target regions?
<b>(Preliminary) Impact</b>
<i>Impact is the positive and negative changes produced by a development intervention, directly or indirectly, intended or unintended.</i>
10. To what extent has the programme contributed or is likely to contribute to long-term impact and/or intermediate results for its target groups?
11. To what extent has the programme contributed to/is likely to contribute to the recipient governments' efforts to strengthen the legal and institutional framework on fighting fisheries crime?
<b>Sustainability</b>
<i>Sustainability is concerned with measuring whether the benefits of an activity are likely to continue after donor funding has been withdrawn.</i>
1 To what extent has the project created possibilities for results to continue after the project ends?
2. How effective has the project been in establishing national ownership?
<b>Partnerships and cooperation</b>
<i>The evaluation assesses the partnerships and cooperation established during the project/ programme as well as their functioning and value.</i>
1. To what extent have roles and responsibilities in terms of partnerships and cooperation been clearly defined, realistically set up and fulfilled in this programme?
6. To what extent has the project promoted and facilitated inter-agency cooperation (national, regional level) as well as international cooperation?
<b>Human rights</b>
<i>The evaluation needs to assess the mainstreaming of human rights aspects throughout the project/ programme.</i>

1. To what extent were human rights mainstreamed in the design and implementation of the programme?
<b>Gender</b> <i>The evaluation needs to assess the mainstreaming of gender aspects throughout the project/ programme.</i>
1. To what extent were gender aspects mainstreamed in the development and implementation of the programme?
<b>Lessons learned and best practices</b> <i>Lessons learned concern the learning experiences and insights that were gained throughout the project/ programme.</i>
1. What lessons can be learned from the project implementation in order to improve performance, results and effectiveness in the future?
2. What best practices emerged from the project implementation, (in terms of partnership between GPWLFC and CCP as well as with external partners, joint implementation efforts, capacity building measures offered to relevant target groups, etc.)?

## Evaluation Methodology

### The methods used to collect and analyse data

This evaluation will use methodologies and techniques as determined by the specific needs for information, the questions set out in the TOR and the availability of stakeholders. In all cases, the evaluation team is expected to analyse all relevant information sources, such as reports, programme documents, thematic programmes, internal review reports, programme files, evaluation reports (if available), financial reports and any other documents that may provide further evidence for triangulation, on which their conclusions will be based. The evaluation team is also expected to use interviews, surveys or any other relevant quantitative and/or qualitative tools as a means to collect relevant data for the evaluation. While maintaining independence, the evaluation will be carried out based on a participatory approach, which seeks the views and assessments of all parties identified as the key stakeholders of the project/ programme, the Core Learning Partners (CLP).

The present ToR provide basic information as regards to the methodology, which should not be understood as exhaustive. It is rather meant to guide the evaluation team in elaborating an effective, efficient, and appropriate evaluation methodology that should be proposed, explained and justified in the Inception Report.

In addition, the evaluation team will be asked to present a summarized methodology (including an evaluation matrix) in the Inception Report outlining the evaluation criteria, indicators, sources of information and methods of data collection. The evaluation

methodology must conform to the United Nations Evaluation Group (UNEG) Norms and Standards as well as the UNODC Evaluation Policy, Norms and Standards.

While the evaluation team shall fine-tune the methodology for the evaluation in an Inception Report, a mixed-methods approach of qualitative and quantitative methods is mandatory due to its appropriateness to ensure a gender-sensitive, inclusive methodology. Special attention shall be paid to an unbiased and objective approach and the triangulation of sources, methods, data, and theories. Indeed, information stemming from secondary sources will be cross-checked and triangulated through data retrieved from primary research methods. Primary data collection methods need to be gender-sensitive as well as inclusive.

The credibility of the data collection and analysis are key to the evaluation. Rival theories and competing explanations must be tested once plausible patterns emerge from triangulating data.

The limitations to the evaluation need to be identified and discussed by the evaluation team in the Inception Report, e.g. data constraints (such as missing baseline and monitoring data). Potential limitations as well as the chosen mitigating measures should be discussed.

When designing the evaluation data collection tools and instruments, the evaluation team needs to consider the analysis of certain relevant or innovative topics in the form of short case studies, analyses, etc. that would benefit the evaluation results.

**The main elements of the evaluation process are the following:**

Preliminary desk review of all relevant project documentation, (Annex II of the evaluation ToR), as provided by the Project Managers and as further requested by the evaluation team, as well as relevant external documents (e.g. UNDAFs; SDGs; UN and global/regional strategies; etc.);

Preparation and submission of an Inception Report (containing preliminary findings of the desk review, refined evaluation questions, data collection instruments, sampling strategy, limitations to the evaluation, and timetable) to IES for review and clearance before any field mission may take place;

Initial meetings and interviews with the Project Managers and other UNODC staff as well as stakeholders during the field mission;

Interviews (face-to-face or by telephone/skype), with key project stakeholders and beneficiaries, both individually and (as appropriate) in small groups/focus groups, as well as using surveys, questionnaires or any other relevant quantitative and/or qualitative tools as a means to collect relevant data for the evaluation;

Analysis of all available information;

Preparation of the draft evaluation report (based on Guidelines for Evaluation Report and Template Report to be found on the IES website

<http://www.unodc.org/unodc/en/evaluation/index.html>). The lead evaluator submits the draft report to the Project Manager for the review of factual errors (copying IES) and the

Project Managers share with IES for review, comments and clearance. Subsequently the Project Managers or IES share the final draft report with all CLPs for comments.

Preparation of the final evaluation report and an Evaluation Brief (2-pager). The evaluation team incorporates the necessary and requested changes and finalizes the evaluation report in accordance with the feedback received from IES, the Project Managers and CLPs. It further includes a PowerPoint presentation on final evaluation findings and recommendations;

Presentation of final evaluation report with its findings and recommendations to the target audience, stakeholders etc. (in person or if necessary through Skype).

In conducting the evaluation, the UNODC and the UNEG Evaluation Norms and Standards are to be taken into account. All tools, norms and templates to be mandatorily used in the evaluation process can be found on the IES website:

<http://www.unodc.org/unodc/en/evaluation/index.html>.

### **The sources of data**

The evaluation will utilize a mixture of primary and secondary sources of data. The primary sources include, among others, interviews with key stakeholders (face-to-face or by telephone), the use of surveys and questionnaires, field missions for case studies, focus group interviews, observation and other participatory techniques. Secondary data sources will include project documents and their revisions, progress and monitoring reports, external reports and strategies (e.g. UNDAFs; SDGs; country/regional/global strategies; etc.) and all other relevant documents, including visual information (e.g. eLearning, pictures, videos, etc.).

### **Desk Review**

The evaluation team will perform a desk review of all existing documentation (please see the preliminary list of documents to be consulted in Annex II of the evaluation ToR).

This list is however not to be regarded as exhaustive as additional documentation may be requested by the evaluation team. The evaluation team needs to ensure that sufficient external documentation is used for the desk review.

### **Phone interviews / face-to-face consultations**

The evaluation team will conduct phone interviews / face-to-face consultations with identified individuals from the following groups of stakeholders:

Member States (including recipients and donors);  
relevant international and regional organizations;  
Non-governmental organizations working with UNODC;  
UNODC management and staff at HQ and in the field;  
Etc.

### **Questionnaire**

A questionnaire (on-line) is to be developed and used in order to help collect the views of additional stakeholders (e.g. trainees, counterparts, partners, etc.), if deemed appropriate.

### **Timeframe and Deliverables (tentative)**

<b>Duties</b>	<b>Time frame</b>	<b>Location</b>	<b>Deliverables</b>
Desk review and drafting of Inception Report	02/10/2019 – 10/10/2019 <i>(6 working days for lead evaluator 3 working days fish crime expert)</i>	Home base	Draft Inception report in line with UNODC evaluation norms and standards <sup>39</sup>
Review of draft Inception Report by IES	11/10/2019 – 18/10/2019 <i>(1 week for IES review)</i>		Comments on the draft Inception Report to the evaluation team
Incorporation of comments from IES (can entail various rounds of comments from IES)	21/10/2019 – 23/10/2019 (1 w/d for lead evaluator and 1 for team member) <i>(1 week for IES review)</i>	Home base	Revised draft Inception Report
<b>Deliverable A: Final Inception Report in line with UNODC evaluation norms, standards, guidelines and templates</b>	<b>By 01/11/2019(overall 7 w/d for lead evaluator and 4 for team member) 4-6 weeks</b>		<b>Final Inception report to be cleared by IES at least one week before the field mission can get started</b>
Evaluation mission: briefing, interviews with staff at UNODC HQ/FO (including by phone/skype); observation; focus groups; presentation of preliminary observations (if applicable)	11/11/2019 – 15/11/2019 <i>(max. 5 w/d for lead evaluator and max. 5 w/d for team member)</i>	UNODC/HQ; Countries/Cities <i>Possible destination: Accra, Ghana (tbc). Whether this missions takes place, will be decided at a later stage.</i>	Interviews and data collection

<sup>39</sup> [https://www.unodc.org/unodc/en/evaluation/normative-tools.html#Inception\\_Report](https://www.unodc.org/unodc/en/evaluation/normative-tools.html#Inception_Report)

Drafting of the evaluation report; submission to Project Management and IES;	18/11/2019– 27/11/2019 (7 w/d for lead evaluator and 3 for team member)	Home base	Draft evaluation report
Review of IES for quality assurance and Project Management for factual errors	28/11/2019– 12/12/2019 ( <i>2 weeks for review</i> )		Comments on the draft evaluation report to the evaluation team
Consideration of comments from the project manager and incorporation of comments from IES (can entail various rounds of comments from IES)	13/12/19– 17/12/2019 (3 w/d for lead evaluator and 2 for team member) ( <i>1 week for IES review</i> )	Home base	Revised draft evaluation report
<b>Deliverable B: Draft Evaluation Report in line with UNODC evaluation norms, standards, guidelines and templates</b>	<b>By 24/12/2019 (overall 15 w/d for lead evaluator and 10 for team member)</b>		<b>Draft evaluation report, to be cleared by IES</b>
IES to share draft evaluation report with Core Learning Partners for comments	06/01/2020– 17/01/2020 ( <i>2 weeks</i> )		Comments of CLPs on the draft report
Consideration of comments from Core Learning Partners and preparation of draft Evaluation Brief	20//01/2020– 22/01/2020 (3 w/d for lead evaluator and 2 for team member)	Home base	Revised draft evaluation report
Final review by IES; incorporation of comments and finalization of report and Evaluation Brief (can entail various rounds of comments from IES)	23/01/2020– 31/01/2020 (1 w/d for lead evaluator and 1 for team member) ( <i>1 week for IES review</i> )	Home base	Revised draft evaluation report; draft Evaluation Brief

Presentation of evaluation results (to be reviewed and cleared by IES)	Tentative: 10/02/2020 (1 w/d for lead evaluator)		Presentation of evaluation results
<b>Deliverable C: Final evaluation report; presentation of evaluation results; Evaluation Brief (2-pager)</b>	<b>10/02/2020 (5 w/d for lead evaluator and 3 for team member)</b>		<b>Final evaluation report; Evaluation Brief and presentation of evaluation results, both to be cleared by IES</b>
<b>Project Management:</b> Finalise Evaluation Follow-up Plan online evaluation application	By 24/02/2020		Final Evaluation Follow-up Plan to be cleared by IES
<b>Project Management:</b> Disseminate final evaluation report	By 27/02/2020		Final evaluation report disseminated to internal and external stakeholders
<b>IES:</b> facilitate the external Evaluation Quality Assessment of the Final Report			

### Evaluation Team Composition

This mid-term evaluation envisages an evaluation team consisting of two independent international evaluation consultants, with one acting as the team leader and one expert who will perform their duties as follows:

- 1) One team leader expert on evaluation methodologies and principles, as well as professional technical and progressive expertise in the subject of the evaluation such as wildlife and forest crime, fisheries crime, customs, law enforcement
- 2) One expert on fisheries crime and law enforcement matters;

The evaluators are contracted by UNODC. The qualifications and responsibilities for the evaluators are specified in the respective Terms of Reference for Evaluators (Annex I).

The evaluators will not act as representatives of any party and must remain independent and impartial. The qualifications and responsibilities for each evaluator are specified in the respective job descriptions attached to these Terms of Reference (Annex 1). The evaluation team will report exclusively to the chief or deputy chief of the UNODC Independent Evaluation Section, who are the exclusive clearing entity for all evaluation deliverables and products.

### Absence of Conflict of Interest

According to UNODC rules, the evaluators must not have been involved in the design and/or implementation, supervision and coordination of and/or have benefited from the programme/project or theme under evaluation.

Furthermore, the evaluators shall respect and follow the UNEG Ethical Guidelines for conducting evaluations in a sensitive and ethical manner.

#### Management of the Evaluation Process

The Project/Programme Managers are responsible for:

*managing the evaluation process*

drafting and finalizing the ToR,

selecting Core Learning Partners (representing a balance of men, women and other marginalised groups) and informing them of their role,

recruiting the evaluation team following clearance by IES, ensuring issued contracts ahead of the start of the evaluation process in line with the cleared ToR. In case of any delay, IES and the evaluation team are to be immediately notified,

providing desk review materials (including data and information on men, women and other marginalised groups) to the evaluation team including the full TOR,

liaising with the Core Learning Partners,

reviewing the draft report for factual errors only,

developing a follow-up plan for the usage of the evaluation results and recording of the implementation of the evaluation recommendations (to be updated once per year),

disseminate the final evaluation report and communicate evaluation results to relevant stakeholders as well as facilitate the presentation of evaluation results;

ensure that all payments related to the evaluation are fulfilled within 5 working days after IES's request - non-compliance by Project/Programme Management may result in the decision to discontinue the evaluation by IES.

The Project/Programme Manager will be in charge of **providing logistical support** to the evaluation team including arranging the field missions of the evaluation team, including but not limited to:

All logistical arrangements for the travel (including travel details; DSA-payments; transportation; etc.)

All logistical arrangement for the meetings/interviews/focus groups/etc., ensuring interview partners adequately represent men, women and other marginalised groups (including independent translator/interpreter if needed); set-up of interview schedules; arrangement of ad-hoc meetings as requested by the evaluation team; transportation from/to the interview venues; scheduling sufficient time for the interviews (around 45 minutes); ensuring that members of the evaluation team and the respective interviewees are present during the interviews; etc.)

All logistical arrangements for the presentation of the evaluation results;

Ensure timely payment of all fees/DSA/etc. (payments for the evaluation team must be released within 5 working days after the respective deliverable is cleared by IES).

#### Roles and responsibilities of the evaluation stakeholders

Members of the Core Learning Partnership (CLP) are identified by the project/programme managers. The CLPs are the main stakeholders, i.e. a limited number of those deemed as particularly relevant to be involved throughout the evaluation process, i.e. in reviewing and commenting on the TOR and the evaluation questions, reviewing and commenting on the draft evaluation report, as well as facilitating the dissemination

and application of the results and other follow-up action. Stakeholders include all those to be invited to participate in the interviews and surveys, including the CLPs.

#### Roles and responsibilities of the Independent Evaluation Section

The Independent Evaluation Section (IES) provides mandatory normative tools, guidelines and templates to be used in the evaluation process. Please find the respective tools on the IES web site <http://www.unodc.org/unodc/en/evaluation/evaluation.html>.

Furthermore, IES provides guidance, quality assurance and evaluation expertise, as well as interacts with the project manager and the evaluation team throughout the evaluation process. IES may change the evaluation process, timeline, approach, etc. as necessary at any point throughout the evaluation-process.

IES reviews, comments on and clears all steps and deliverables during the evaluation process: Terms of Reference; Selection of the evaluation team, Inception Report; Draft Evaluation Report; Final Evaluation Report and an Evaluation Brief; Evaluation Follow-up Plan. IES further publishes the final evaluation report and the Evaluation Brief on the UNODC website, as well as sends the final evaluation report to an external evaluation quality assurance provider. Moreover, IES may decide, in consultation with Project Management, to upgrade any Independent Project Evaluation to an In-Depth Evaluation considering e.g. an unforeseen higher involvement of IES staff in the evaluation process.

#### **Payment Modalities**

The evaluation team will be issued consultancy contracts and paid in accordance with UNODC rules and regulations. The contracts are legally binding documents in which the evaluation team agrees to complete the deliverables by the set deadlines. Payment is correlated to deliverables and three instalments are typically foreseen:

The first payment upon clearance of the Inception Report (in line with UNODC evaluation norms, standards, guidelines and templates) by IES;

The second payment upon clearance of the Draft Evaluation Report (in line with UNODC norms, standards, evaluation guidelines and templates) by IES;

The third and final payment (i.e. the remainder of the fee) only after completion of the respective tasks, receipt of the final report, Evaluation Brief (in line with UNODC evaluation norms, standards, guidelines and templates) and clearance by IES, as well as presentation of final evaluation findings and recommendations.

75 percent of the daily subsistence allowance and terminals is paid in advance before travelling. The balance is paid after the travel has taken place, upon presentation of boarding passes and the completed travel claim forms.

IES is the sole entity to request payments to be released in relation to evaluation.

Project/Programme Management must fulfil any such request within 5 working days to ensure the independence of this evaluation-process. Non-compliance by Project/Programme Management may result in the decision to discontinue the evaluation by IES.

## ANNEX II. EVALUATION TOOLS: QUESTIONNAIRES AND INTERVIEW GUIDES

### **DONOR INTERVIEW GUIDE**

<i>Name respondent</i>	
<i>Function</i>	
<i>Organisation</i>	
<i>Level/type of engagement with FishNET</i>	
<i>Date of interview</i>	
<i>Key areas to probe with the interviewee (to be completed before the interview)</i>	
<i>Key takeaways (completed after the interview)</i>	

\*Questions will be prioritized per interview and the guide will be further tailored to the respondent's profile, background and relationship with FishNET

#### **Background**

- Please describe your role/responsibilities/relationship, incl. regarding FishNET
- Please provide us your general feedback about FishNET

#### **Relevance**

- To what extent were the objectives and outcomes of FishNET relevant? Why?
- To what extent were FishNET activities and outputs relevant for its main beneficiaries?
- Was there duplication of efforts with other UNODC projects/programmes and/or activities of other agencies? Did the foreseen 'added value' of capitalizing on UNODC regional programmes become reality during implementation?

## **Design**

- To what extent did appropriate and participatory planning processes take place to design the project? How? Did activities in originally selected countries and regions take place?
- Did the project have a clear design, including a comprehensively developed logframe and monitoring system? What was the interrelationship between the four outcomes, and was the Theory of Change fully developed?

## **Efficiency**

- Was FishNET cost-efficient?
- What were the main challenges with respect to the implementation of FishNET? What measures were taken during the planning and implementation to address these challenges?
- Was project management organized efficiently and effectively? To what extent/how did internal cooperation contribute to efficient implementation?
- What are your views on the quality of inputs and outputs?
- Was reporting done on time? Was the quality of the donor reports satisfactory?

## **Partnerships and Cooperation**

- To what extent have FishNET activities and outputs benefited from the expertise of and cooperation with other relevant organizations? How?
- To what extent has the partnerships between Norad and UNODC been relevant, efficient and effective?
- How have possible challenges been addressed by UNODC, including project management?

## **Effectiveness**

- Has FishNET achieved its aims (overall objective and outcomes)? Please explain.

## **Impact**

- What is the impact of FishNET now and//or what will be its impact (directly or indirectly, intended or unintended) at the end of the project in 2020?

**Sustainability**

- To what extent are the results likely to be sustained and applied at the global, regional and national levels?
- To what extent have stakeholders taken ownership of FishNET results, activities and goals? Do you feel that counterparts are committed to strengthening the criminal justice response to fisheries crimes following the completion of activities? Why/why not?
- What do you consider to be major challenges or risks to sustainability?

**Human rights and gender**

- Have human rights been adequately considered and mainstreamed in FishNET?
- Has gender equality been adequately considered and mainstreamed in FishNET?

**Good practices and lessons learned**

- Could you please identify good practices that could be replicated to improve performance, results and effectiveness of similar programmes and projects?
- What were the main lessons learned of the project?

**Recommendations**

- Do you have recommendations for UNODC?

## INTERVIEW GUIDE FOR PARTNERS

<i>Name respondent</i>	
<i>Function</i>	
<i>Organisation</i>	
<i>Level/type of engagement with FishNET</i>	
<i>Date of interview</i>	
<i>Key areas to probe with the interviewee (to be completed before the interview)</i>	
<i>Key takeaways (completed after the interview)</i>	

\*Questions will be tailored to the respondent's profile, background and relationship with FishNET

### Background

- Please describe your role/relationship to FishNET? In which activities/areas were you involved?
- Please provide us with your general feedback about FishNET.

### Relevance

- To what extent were the objectives, results and activities of FishNET relevant?
- Was there duplication of efforts with other UNODC projects/programmes and/or other agencies?

### Design

- To what extent did appropriate and participatory planning processes take place in the design of the project?
- Was the design accurate and realistic in relation to its objectives? What was the interrelationship between the four outcomes?

### Efficiency

- Was FishNET cost-efficient?

- What were the main challenges with respect to FishNET implementation? What measures were taken during the planning and implementation to address these challenges?
- To what extent was project management undertaken efficiently?
- What was the quality of inputs and outputs?

### **Partnerships**

- To what extent and how has FishNET benefited from the expertise of and cooperation with other organizations?
- How efficient and effective has the partnership been between UNODC and your organization/government in relation to this project? Please explain.

### **Effectiveness**

- Has FishNET achieved its aims (overall objective and outcomes)? Please explain.

### **Impact**

- What is the impact of FishNET now and//or what will be its impact (directly or indirectly, intended or unintended) at the end of the project in 2020?

### **Sustainability**

- To what extent are the results likely to be sustained, applied and used?
- To what extent have stakeholders taken ownership of FishNET results, activities and goals? Do you feel that counterparts are committed to continue with efforts to strengthen the criminal justice response to fisheries crimes following the completion of activities?
- What do you consider to be major challenges or risks to sustainability?

### **Human rights and gender**

- Have human rights been adequately considered and mainstreamed in FishNET?
- Has gender equality been adequately considered and mainstreamed in FishNET?

### **Good practices and lessons learned**

- Could you please identify good practices that could be replicated to improve performance, results and effectiveness of similar programmes and projects?

- What were the main lessons learned of the project?

### **Recommendations**

- Do you have recommendations for UNODC?

## INTERVIEW GUIDE FOR DIRECT BENEFICIARIES

<i>Name respondent</i>	
<i>Function</i>	
<i>Organisation</i>	
<i>Level of engagement with FishNET</i>	
<i>Date of interview</i>	
<i>Key areas to probe with the interviewee (completed before the interview)</i>	
<i>Key takeaways (completed after the interview)</i>	

\*Questions will be prioritized per interview and the guide will be further tailored to the respondent's profile, background and relationship with FishNET

### Background

Please describe your role in/relationship with FishNET?

Please provide us your general feedback about the project (or one or several project components)

### Relevance

- To what extent were the activities implemented under FishNET relevant for your organization/country?
- Has there been duplication of efforts?

### Design

- To what extent did appropriate, participatory planning processes take place in the design of activities? Were you consulted during this process?
- Has the project been well-designed?

### Efficiency

- Are you satisfied with the way UNODC has supported FishNET implementation?  
Was project implementation cost-efficient?
- Were the activities efficiently and effectively managed?

- What is your perspective on the quality of inputs and outputs?

### **Partnerships and cooperation**

- To what extent have activities and outputs benefited from the expertise of and cooperation with other international organizations, academic institutions, non-governmental organizations etc.?
- What kind of international partnership(s) have been developed under the programme? What about national partnerships?

### **Effectiveness**

- Has FishNET achieved its aims (overall objective and outcomes)? Please explain.

### **Impact**

- What is the impact of FishNET now and//or what will be its impact (directly or indirectly, intended or unintended) at the end of the project in 2020?

### **Sustainability**

- To what extent are the results likely to be sustained, applied and used?
- To what extent have stakeholders taken ownership of FishNET results, activities and goals? Will you be able to continue with efforts to further strengthen prevention of and the justice response to fisheries crimes following the completion of activities?
- What do you consider to be major challenges or risks to sustainability?

### **Human rights and gender**

- Have human rights been adequately considered and mainstreamed in FishNET?
- Has gender equality been adequately considered and mainstreamed in FishNET?

### **Good practices and lessons learned**

- Could you please identify good practices that could be replicated to improve performance, results and effectiveness of similar programmes and projects?
- What were the main lessons learned of the project?

### **Recommendations**

- Do you have recommendations for UNODC?

## **INTERVIEW GUIDE for UNODC STAFF**

<i>Name respondent</i>	
<i>Function</i>	
<i>UNODC Division/Office</i>	
<i>Duty Station</i>	
<i>Level of engagement with FishNET</i>	
<i>Date of interview</i>	
<i>Key areas to probe with the interviewee (completed before the interview)</i>	
<i>Key takeaways (completed after the interview)</i>	

\*Questions will be prioritized per interview and the guide will be further tailored to the respondent's profile, background and relationship with GLOT63

### **Background**

- Please describe your role/responsibilities/relationship to FishNET.
- Please provide us your general feedback about FishNET.

### **Relevance**

- To what extent were FishNET objectives and outcomes relevant to UNODC policies and practices? And to UN Member States?
- To what extent were the activities implemented under FishNET relevant for the direct beneficiaries?
- Was there duplication of efforts with other UNODC projects/programmes and/or other agencies?
- What is the relevance of FishNET in relation to CCP and GPWLFC objectives and implementation structure? And vis-à-vis regional and country programmes?

### **Design**

- To what extent did appropriate and participatory planning processes take place in the design of FishNET – at the time of preparing the project document and during implementation?

- What factors have determined the design of FishNET? How were countries selected and what challenges were encountered in the selection process? Has sufficient consideration been given to the ‘added value’ of the programmatic structure of UNODC comprising global, regional and country programmes?
- Was the design of FishNET accurate and realistic considering its objective, outcomes and outputs?
- To what extent was the logical framework applied in FishNET? Was the structure clear? How did you use it? Were there efforts to ensure coherence in indicator design?
- Have monitoring and reporting mechanisms been effective? What were the challenges in monitoring, and how were these addressed?

### **Efficiency**

- Was FishNET implemented cost-efficiently?
- And efficiently? What were the main challenges with respect to an efficient implementation of FishNET? What measures were taken during planning and implementation to address these challenges, including activities to ensure that resources were efficiently used?
- Has project management been effective? In which areas have the two sub-teams cooperated and coordinated, and what were possible challenges in this respect?
- What was the overall quality of inputs and outputs?
- Was reporting on FishNET strategy, activities and outputs efficiently and effectively?

### **Partnerships**

- What partnership(s) have been developed under FishNET? To what effect?
- What has been the use of in-kind contributions? Were you satisfied?
- What has been your relationship with the donor?

### **Effectiveness**

- Has FishNET achieved its objective and outcomes? Please explain.

**Impact**

- What is the impact of FishNET now and//or what will be its foreseen impact (directly or indirectly, intended or unintended) at the end of the project in 2020?

**Sustainability**

- To what extent are FishNET results likely to be sustained, applied and used?
- To what extent have stakeholders taken ownership of FishNET activities, results and goals? Do you feel that counterparts are committed to further strengthening prevention and response efforts in the field of fisheries crimes following the completion of activities?
- What do you consider to be major challenges or risks to sustainability?

**Human rights and gender**

- Have human rights been adequately considered and mainstreamed in FishNET?
- Has gender equality been adequately considered and mainstreamed in FishNET?

**Good practices, lessons learned and recommendations**

- Could you please share good practices and lessons learned?
- Do you have recommendations?



### ANNEX III. DESK REVIEW LIST

#### *UNODC documents*

- Project document, incl. logframe and budget 2016 (1);
- Grant agreement Norad-UNODC 2016 (1);
- MoA Norwegian Ministry of Trade, Industries and Fisheries-UNODC (1)
- FishNET GPWLFC annual donor reports 2017, 2018 (2).
- FishNET CCP annual donor reports 2017, 2018 (2).
- Annual donor consultations minutes 2017, 2018, 2019 (3);
- GPWLFC semi-annual and annual progress reports 2017, 2018, 2019 (6);
- GPWLFC project revision (1);
- Annual financial statements FishNET components of GPWLFC and CCP 2017, 2018 (4);
- Overview completed activities 2019 GPWLFC and CCP components (2);
- CCP country assessment (1);
- CCP country activity reports, incl agendas and/or participant lists (8);
- CCP mentoring reports/assessments (3);
- CCP mentor list (1);
- CCP PCU dashboard (1);
- CCP Training curricula gender (1);
- GPWLFC workshop reports, incl. evaluation assessments (7);
- GPWLFC agenda/list of participants (14);
- GPWLFC Background papers/PPTs/publications (7);
- GPWLFC meeting minutes FAO (1);
- UNODC organigramme (1)
- UNODC Human Rights Position Paper (1);
- Evaluation ToR (1);

Number of internal documents reviewed: 70

#### *External documents*

- CCPCJ, ECOSOC and other UN body resolutions (83)
- Government of Norway White Paper (1)
- FAO (2016) 'Illegal, unreported and unregulated fishing'  
<http://www.fao.org/3/a-i6069e.pdf>
- World Bank Group (2017) 'The Sunken Millions Revisited: Problems and Challenges in Global Marine Fisheries'  
<https://openknowledge.worldbank.org/bitstream/handle/10986/24056/9781464809194.pdf?sequence=8&isAllowed=y>

- Marine Resources Assessment Group (MRAG) (2008). Study and analysis of the status of IUU fishing in the SADC region and an estimate of the economic, social and biological impacts. Volume 2-Main Report. A link to the full document is available at: [http://www.illegal-fishing.info/item\\_single.php?item=document&item\\_id=601&approach\\_id=](http://www.illegal-fishing.info/item_single.php?item=document&item_id=601&approach_id=)
- Petrossian, G. *Last Fish Swimming: The Global Crime of Illegal Fishing.* (2019). Global Crime and Justice Series. ABC-CLIO, LLC, Praeger Imprint.
- Pew Charitable Trusts (2013). How to End Illegal Fishing. PEW, December 10, 2013. Available at <http://pewenvironment.org/news-room/reports/how-to-end-illegal-fishing-85899522612>
- Standing, A. (2015). Corruption and State-Corporate Crime in Fisheries. U4 Issue, Available at <http://www.u4.no/publications/corruption-and-state-corporate-crime-in-fisheries/>
- Websites of the FAO, Norad, RFMOs

Number of external documents reviewed: 90

## ANNEX IV. LIST OF PERSONS CONTACTED DURING THE EVALUATION

<i>Number of interviewees</i>	<i>Organisation</i>	<i>Type of stakeholder<sup>40</sup></i>	<i>Sex disaggregated data</i>	<i>Country</i>
10	UNODC	Implementing organization	Male: 4 Female: 6	Austria
1	UNODC (consultant)	Implementing organization	Male:1 Female:0	Bulgaria
1	UNODC	Implementing organization	Male:0 Female:1	Belgium
3	UNODC	Implementing organization	Male:2 Female:1	Thailand
1	UNODC	Implementing organization	Male:0 Female:1	Myanmar
1	UNODC	Implementing organization	Male:1 Female:0	Kenya
2	UNODC	Implementing organization	Male:1 Female:1	Senegal
1	UNODC	Implementing organization	Male:1 Female:0	Mexico
2	Norad	Donor	Male: 1 Female: 1	Norway
1	NA-FIG	Contributing partner	Male: 0 Female: 1	Norway
2	Norwegian Ministry of Trade, Industry and Fisheries	Contributing partner	Male: 1 Female: 1	Norway

<sup>40</sup> This could be e.g. Civil Society Organisation; Project/Programme implementer; Government recipient; Donor; Academia/Research institute; etc.

1	HM Revenue	Contributing partner	Male: 1 Female: 0	UK
1	Arnold & Porter	Contributing partner	Male: 1 Female: 0	USA
1	FAO	Partner	Male: 1 Female: 0	Italy
1	FAO/GFCM	Partner	Male: 1 Female: 0	Italy
1	Fisheries Commission	Beneficiary	Male: 1 Female: 0	Ghana
1	Maritime Safety and Marine Pollution Prevention Agency	Beneficiary/Partner	Male: 0 Female: 1	Senegal
1	Customs/PCU	Beneficiary	Male: 1 Female: 0	Tanzania
1	Customs/former PCU	Beneficiary	Male: 1 Female: 0	Maldives

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Total: 32	Male: 18
	Female: 14

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## ANNEX V. UNODC STAFF POSITIONS FUNDED BY FISHNET, INCLUDING COST-SHARING ARRANGEMENTS

Position	Title & duty station	# of Months 2017	Comments 2017	# of Months 2018	Comments 2018	# of Months 2019	Comments 2019
P5	Chief, Sustainable Livelihoods Unit (Vienna)			1	Co-shared other GLOZ31 funds	2	Co-shared other GLOZ31 funds
P5	Global Anti-Corruption Advisor (Vienna)			2	Co-shared Anti-corruption funds		
P3/P 4	Crime Prevention and Criminal Justice Officer (Vienna) <sup>41</sup>			6	Co-shared Anti-corruption funds	2/5*	Co-shared Anti-corruption funds
P4	Regional Advisor (Mexico)					2	Co-shared 'Smuggling of Migrants in Mexico' (MEXZ75)
P4	GPWLFC Regional Programme Officer (Bangkok)					1,5	Co-shared with other GLOZ31 funds
P3	GPWLFC Programme Officer (Vienna)					3	New position- fully funded by FishNET
P2	Associate Information Systems Officer (Vienna)	3	Co-shared Sherloc IT funds				
P2	GPWLFC Programme and Budget Officer (Vienna)	3	New position	6	Co-shared other GLOZ31 funds	3	Co-shared other GLOZ31 funds
<b>Container Control Programme (CCP)</b>							
P3	Crime Prevention and Criminal Justice Officer (Vienna)					3	Co-shared other GLOG80 funds
P2	Associate Programme Officer (Vienna)			2	Co-shared other GLOG80 funds		
	National Programme Officer (Dhaka)	12		9	Contract discontinued 01 Oct	2	New NPO

<sup>41</sup> The incumbent had a P3 position until February 2019. From 1 March 2019 onwards the position was upgraded to P4.

P4	Regional CCP coordinator (Bangkok)	0		3	Co-shared other GLOG80 funds	4	Co-shared other GLOG80 funds
GS	Admin assistant (Bangkok)	0		3	Co-shared other GLOG80 funds	10	Co-shared other GLOG80 funds

## ANNEX VI. UN RESOLUTIONS RELEVANT TO FISHNET

To highlight the resolutions relevant to FishNET, a review of all the UN GA, CCPCJ, ECOSOC Resolutions from 2000-2019 was conducted. The content of these resolutions was reviewed to classify these in terms of their direct and indirect relevance to fisheries crimes. The resolutions that dealt directly with the trafficking of wildlife and protected species, the Law of the Sea and the international legally binding instruments that deal with IUU fishing, and the rights of indigenous peoples (of coastal countries) have been classified as resolutions directly dealing with fisheries crimes. The resolutions whose primary focus is overall institutional capacity building so as to promote effective crime prevention (whereas fisheries and wildlife crime have also been included), as well as those that deal with corruption (one of the primary facilitators of fisheries crimes in developing countries), have been listed as resolutions indirectly dealing with fisheries crimes.

YEAR	ADOPTED BY	RES OLU TION	RESOLUTION TITLE	Relationship to Fisheries Crime
2019	CCPCJ	28/3	Strengthening regional and international cooperation in crime prevention and criminal justice responses to illicit trafficking in wildlife	DIRECT
2019	CCPCJ	28/1	Strengthening the engagement of all members of society in crime prevention	INDIRECT
2019	CCPCJ	28/3	Strengthening regional and international cooperation in crime prevention and criminal justice responses to illicit trafficking in wildlife	DIRECT
2019	GA	A/RE S/73/343	Tackling illicit trafficking in wildlife	DIRECT
2018	ECOSOC	2018/15	Enhancing the role of the Commission on Crime Prevention and Criminal Justice in contributing to the implementation of the 2030 Agenda for Sustainable Development	INDIRECT
2018	ECOSOC	2018/17	The rule of law, crime prevention and criminal justice in the context of the Sustainable Development Goals	DIRECT
2018	GA	A/RE S/73/185	The rule of law, crime prevention and criminal justice in the context of the Sustainable Development Goals	INDIRECT
2018	GA	A/RE S/73/186	Strengthening the United Nations crime prevention and criminal justice programme, in particular its technical cooperation capacity	INDIRECT

2018	GA	A/RE S/73/1 83	Enhancing the role of the Commission on Crime Prevention and Criminal Justice in contributing to the implementation of the 2030 Agenda for Sustainable Development	DIRECT
2018	GA	A/RE S/73/1 24	Oceans and the Law of the Sea	DIRECT
2017	GA	A/RE S/71/3 26	Tackling illicit trafficking in wildlife	DIRECT
2017	GA	A/RE S/72/1 96	Strengthening the United Nations crime prevention and criminal justice programme, in particular its technical cooperation capacity	INDIRECT
2017	GA	A/RE S/71/3 26	Tackling illicit trafficking in wildlife	DIRECT
2017	GA	A/RE S/72/7 3	Oceans and the Law of the Sea	DIRECT
2017	GA	A/RE S/72/2 49	International legally binding instrument under the United Nations Convention on the Law of the Sea on the conservation and sustainable use of marine biological diversity of areas beyond national jurisdiction Statement of financial implications (A/72/677)	DIRECT
2017	GA	A/RE S/71/3 12	Our ocean, our future: call for action	INDIRECT
2017	GA	A/RE S/72/7 3	Oceans and the Law of the Sea	DIRECT
2016	CCPCJ	25/3	Strengthening crime prevention in support of sustainable development, including sustainable tourism	INDIRECT
2016	GA	A/RE S/70/3 01	Tackling illicit trafficking in wildlife	DIRECT
2016	GA	A/RE S/71/2 09	Strengthening the UN crime prevention and criminal justice programme, in particular its technical cooperation capacity	INDIRECT
2016	UNEP	2/14	Illegal trade in wildlife and wildlife products	DIRECT
2016	UNEP	2/13	Sustainable management of natural capital for sustainable development and poverty eradication	DIRECT
2016	GA	A/RE S/71/2 57	Oceans and the Law of the Sea	DIRECT
2015	GA	A/RE S/69/3 14	Tackling illicit trafficking in wildlife	DIRECT

2015	GA	A/RE S/70/1 78	Strengthening the UN crime prevention and criminal justice programme, in particular its technical cooperation capacity	INDIRECT
2015	GA	A/RE S/70/1 74	Thirteenth United Nations Congress on Crime Prevention and Criminal Justice	INDIRECT
2015	GA	A/RE S/70/1	Transforming our world: the 2030 Agenda for Sustainable Development	DIRECT
2015	GA	A/RE S/70/2 35	Oceans and the Law of the Sea	DIRECT
2014	CCPCJ	23/1	Strengthening a targeted crime prevention and criminal justice response to combat illicit trafficking in forest products, including timber	DIRECT
2014	GA	A/RE S/69/1 97	Strengthening the UN crime prevention and criminal justice programme, in particular its technical cooperation capacity	INDIRECT
2014	GA	/A/RE S/69/1 93	International cooperation in criminal matters	INDIRECT
2014	GA	A/RE S/69/1 99	Preventing and combating corrupt practices and the transfer of proceeds of corruption, facilitating asset recovery and returning such assets to legitimate owners, in particular to countries of origin, in accordance with the United Nations Convention against Corruption	INDIRECT
2014	GA	A/RE S/69/2 45	Oceans and the Law of the Sea	DIRECT
2013	CCPCJ	22/3	Renewed efforts to ensure the effective implementation of the United Nations Convention against Transnational Organized Crime and the Protocols thereto on the tenth anniversary of the entry into force of the Convention	INDIRECT
2013	CCPCJ	22/6	Promoting international cooperation and strengthening capacity to combat the problem of transnational organized crime committed at sea	DIRECT
2013	ECOSOC	2013/ 40	Crime prevention and criminal justice responses to illicit trafficking in protected species of wild fauna and flora	DIRECT
2013	GA	A/RE S/68/1 93	Strengthening the United Nations crime prevention and criminal justice programme, in particular its technical cooperation capacity	INDIRECT
2013	GA	A/RE S/68/1 95	Preventing and combating corrupt practices and the transfer of proceeds of corruption, facilitating asset recovery and returning such assets to legitimate owners, in particular to countries of origin, in accordance with the United Nations Convention against Corruption	INDIRECT

2013	GA	A/RE S/68/7 0	Oceans and the Law of the Sea	DIRECT
2012	ECOSOC	2012/ 19	Strengthening international cooperation in combating transnational organized crime in all its forms and manifestations	INDIRECT
2012	GA	A/RE S/67/1 86	Strengthening the rule of law and the reform of criminal justice institutions, particularly in the areas related to the United Nations system-wide approach to fighting transnational organized crime and drug trafficking	INDIRECT
2012	GA	A/RE S/67/1 89	Strengthening the United Nations crime prevention and criminal justice programme, in particular its technical cooperation capacity	INDIRECT
2012	GA	A/RE S/67/1 92	Preventing and combating corrupt practices and the transfer of proceeds of corruption, facilitating asset recovery and returning such assets to legitimate owners, in particular to countries of origin, in accordance with the United Nations Convention against Corruption	INDIRECT
2012	GA	A/RE S/66/2 88	The Future We Want	INDIRECT
2012	GA	A/RE S/67/7 8	Oceans and the Law of the Sea	DIRECT
2011	CCPCJ	20/5	Combating the problem of transnational organized crime committed at sea	DIRECT
2011	ECOSOC	2011/ 36	Crime prevention and criminal justice responses against illicit trafficking in endangered species of wild fauna and flora	DIRECT
2011	GA	A/RE S/66/1 77	Strengthening international cooperation in combating the harmful effects of illicit financial flows resulting from criminal activities	INDIRECT
2011	GA	A/RE S/66/2 31	Oceans and the Law of the Sea	DIRECT
2010	GA	A/RE S/65/2 32	Strengthening the United Nations crime prevention and criminal justice programme, in particular its technical cooperation capacity	INDIRECT
2010	CCPCJ	19/1	Strengthening public-private partnerships to counter crime in all its forms and manifestations	INDIRECT
2010	GA	A/RE S/65/3 7	Oceans and the Law of the Sea	DIRECT
2008	ECOSOC	2008/ 25	International cooperation in preventing and combating illicit international trafficking in forest products, including timber, wildlife and other forest biological resources	DIRECT

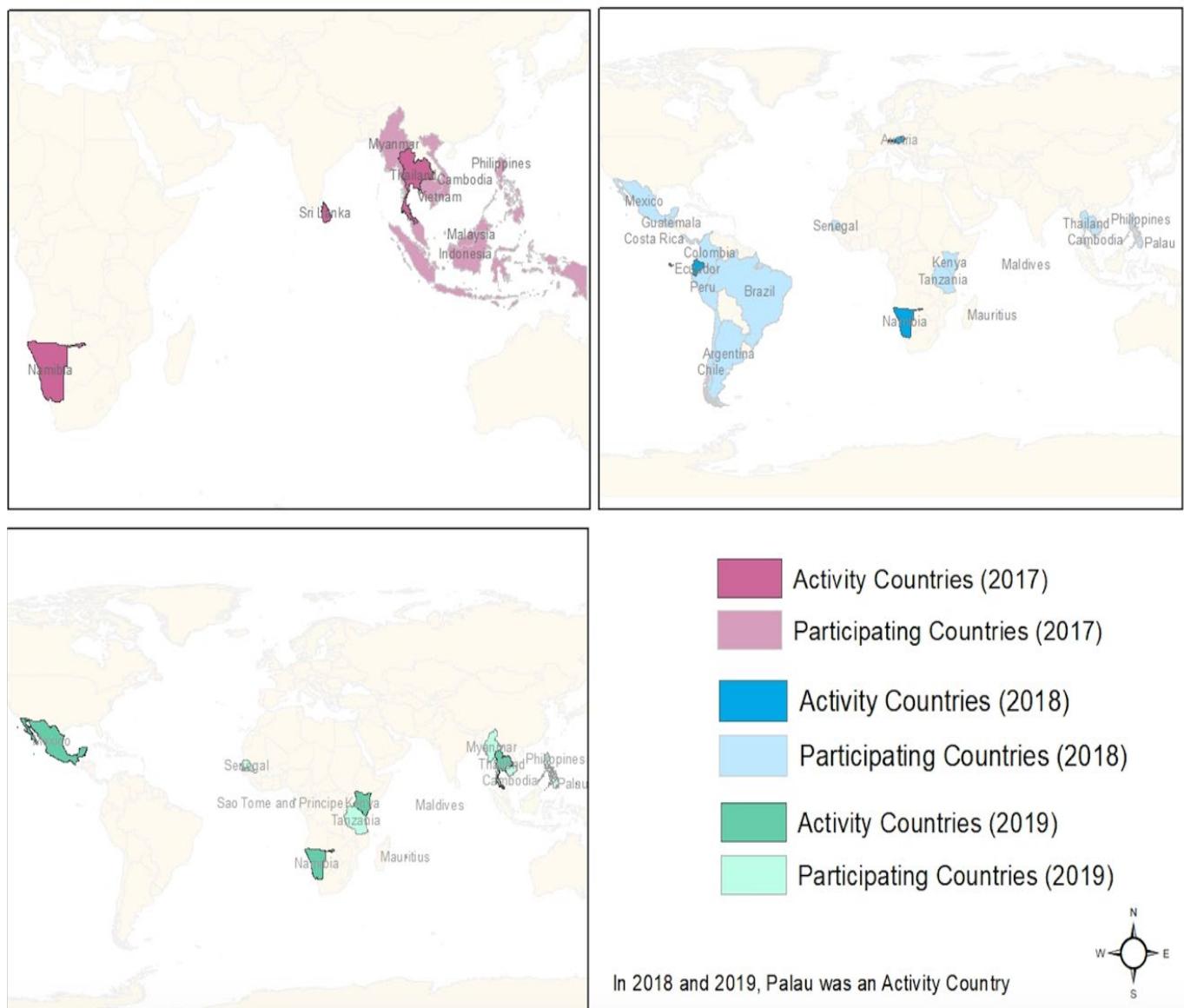
2008	GA	A/RE S/63/1 95	Strengthening the UN crime prevention and criminal justice programme, in particular its technical cooperation capacity	INDIRECT
2007	CCPCJ	16/1	International cooperation in preventing and combating illicit international trafficking in forest products, including timber, wildlife and other forest biological resources	DIRECT
2007	GA	A/RE S/62/1 75	Strengthening the UN crime prevention and criminal justice programme, in particular its technical cooperation capacity	INDIRECT
2007	GA	A/RE S/61/2 95	United Nations Declaration on the Rights of Indigenous Peoples	DIRECT
2006	ECOSOC	2006/ 24	International cooperation in the fight against corruption	INDIRECT
2005	ECOSOC	2005/ 23	Strengthening reporting on crime	INDIRECT
2005	ECOSOC	2005/ 22	Action to promote effective crime prevention	INDIRECT
2005	ECOSOC	2005/ 21	Strengthening the technical cooperation capacity of the United Nations Crime Prevention and Criminal Justice Programme in the area of the rule of law and criminal justice reform	INDIRECT
2005	ECOSOC	2005/ 18	Action against corruption: assistance to States in capacity-building with a view to facilitating the entry into force and subsequent implementation of the United Nations Convention against Corruption	INDIRECT
2005	ECOSOC	2005/ 17	International cooperation in the fight against transnational organized crime	INDIRECT
2005	GA	A/RE S/60/1 75	Strengthening the United Nations Crime Prevention and Criminal Justice Programme, in particular its technical cooperation capacity	INDIRECT
2004	ECOSOC	2004/ 29	Strengthening international cooperation and technical assistance in combating money-laundering	INDIRECT
2004	ECOSOC	2004/ 28	United Nations standards and norms in crime prevention and criminal justice	INDIRECT
2004	GA	A/RE S/59/1 59	Strengthening the United Nations Crime Prevention and Criminal Justice Programme, in particular its technical cooperation capacity	INDIRECT
2004	GA	A/RE S/59/1 55	Action against corruption: assistance to States in capacity-building with a view to facilitating the entry into force and subsequent implementation of the United Nations Convention against Corruption	INDIRECT

2004	GA	A/RE S/59/1 51	Preparations for the Eleventh United Nations Congress on Crime Prevention and Criminal Justice	INDIRECT
2003	ECOSOC	2003/ 27	Illicit trafficking in protected species of wild flora and fauna	DIRECT
2003	GA	A/RE S/58/1 40	Strengthening the United Nations Crime Prevention and Criminal Justice Programme, in particular its technical cooperation capacity	INDIRECT
2003	GA	A/RE S/58/4	United Nations Convention against Corruption	INDIRECT
2002	ECOSOC	2002/ 18	Illicit trafficking in protected species of wild flora and fauna	DIRECT
2002	ECOSOC	2002/ 15	United Nations standards and norms in crime prevention and criminal justice	INDIRECT
2002	ECOSOC	2002/ 13	Action to promote effective crime prevention	INDIRECT
2002	GA	A/RE S/57/1 73	Strengthening the United Nations Crime Prevention and Criminal Justice Programme, in particular its technical cooperation capacity	INDIRECT
2002	GA	A/RE S/57/1 68	International cooperation in the fight against transnational organized crime: assistance to States in capacity-building with a view to facilitating the implementation of the United Nations Convention against Transnational Organized Crime and the Protocols thereto	INDIRECT
2001	ECOSOC	2001/ 13	Strengthening international cooperation in preventing and combating the transfer of funds of illicit origin, derived from acts of corruption, including the laundering of funds and in returning such funds	INDIRECT
2001	ECOSOC	2001/ 12	Illicit trafficking in protected species of wild flora and fauna	DIRECT
2001	GA	A/RE S/56/1 23	Terms of reference for the negotiation of an international legal instrument against corruption	INDIRECT
2001	GA	A/RE S/56/1 20	Action against transnational organized crime: assistance to States in capacity-building with a view to facilitating the implementation of the United Nations Convention against Transnational Organized Crime and the Protocols thereto	INDIRECT
2000	CCPCJ	9/1	Strategic management by the Commission on Crime Prevention and Criminal Justice of the United Nations Crime Prevention and Criminal Justice Programme*	INDIRECT
2000	GA	55/25	United Nations Convention against Transnational Organized Crime	INDIRECT
2000	GA	55/61	An effective international legal instrument against corruption	INDIRECT



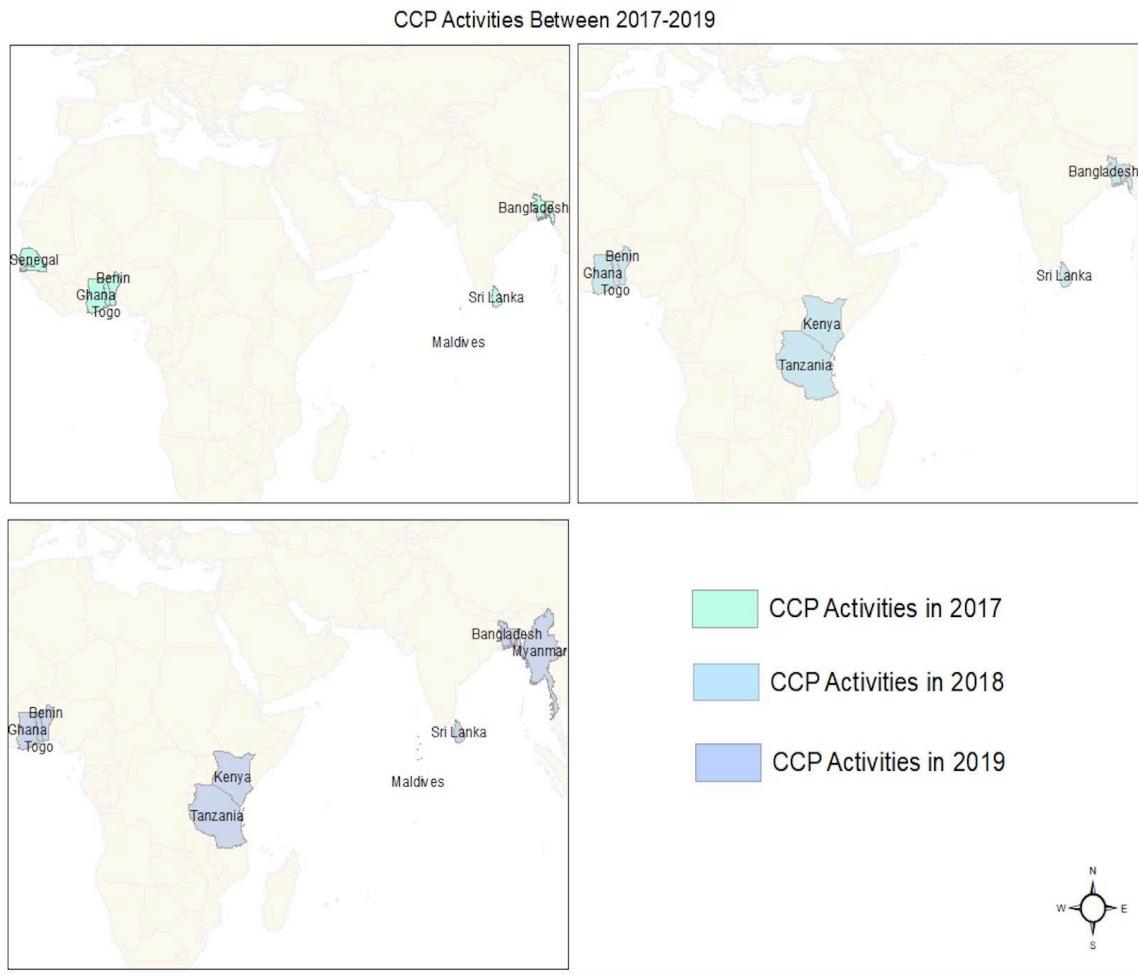
## ANNEX VII. MAPS WITH FISHNET ACTIVITIES PER GP PER YEAR

**Map 2.1/2.2/2.3. GPWLFC FishNET activities in 2017, 2018 and 2019 with countries in which activities were implemented and 'participating countries' (e.g. participation of nationals in regional events)<sup>42</sup>**



<sup>42</sup> Source evaluation team

**Map 3.1/3.2/3.3. CCP countries in 2017, 2018 and 2019 with FishNET activities (outcome 3)<sup>43</sup>**



<sup>43</sup> Source: evaluation team