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**Global Maritime Crime Programme**

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This in-depth evaluation report was prepared by Philip Holihead, Senior Consultant, Pelorus Maritime Partnerships, Peter Allan, Director, Allan Consultancy Ltd. and Mr. Adan Ruiz Villalba, Evaluation Officer, from the Independent Evaluation Unit (IEU) of the United Nations Office on Drugs and Crime (UNODC).

The Independent Evaluation Unit of 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: [ieu@unodc.org](mailto:ieu@unodc.org)  
Website: [www.unodc.org](http://www.unodc.org)  
IEU web site: <http://www.unodc.org/unodc/en/evaluation/evaluation.html>

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# GLOSSARY OF TERMS AND ABBREVIATIONS

AMISOM	African Union Mission in Somalia
BMP	Best Management Practices
CGPCS	Contact Group on Piracy off the Coast of Somalia
CPP	Counter Piracy Programme
EARP	East Africa Regional Programme
EPN	European Patrols Network
IUUF	Illegal, Unregulated, and Unreported Fishing
FCR	Full Cost Recovery
FGS	Federal Government of Somalia
GMCP	Global Maritime Crime Programme
IMO	International Maritime Organization
JIATF	Joint Interagency Taskforce
MOU	Memorandum of Understanding
OECD	Organization for Economic Co-operation and Development
PSC	Programme Support Costs
ROEA	Regional Office for Eastern Africa
RP	Regional Programme
SLA	Service Level Agreement
SUA	Convention for the Suppression of Unlawful Acts Against the Safety of Maritime Navigation
ToR	Terms of Reference
UNCLOS	United Nations Convention on the Law Of the Seas
UNDP	United Nations Development Programme
UNEP	United Nations Environment Programme
UNODC	United Nations Office on Drugs and Crime
UNOPS	United Nations Office for Project Services
UNTOC	United Nations convention against Transnational Organized Crime WCO World Customs Organization

# MANAGEMENT RESPONSE

## Introduction

This Management Response has been drafted by GMCP in consultations with the team members.

This Management Response is intended to be a short, forward-looking statement of intent, by UNODC, on implementing and contextualising the Evaluation Report. To this end, it addresses the following:

- a. A general affirmation of the quality, findings, and recommendations of the Evaluation Report.
- b. A statement of response regarding each major finding and recommendation, and an indication of intended or completed implementation action.

## General Affirmation of the Report

It is UNODC's view that the Evaluation Report is of high quality, balanced, and provides a sound basis on which to build future programming and the continued success of GMCP implementation. The evaluation team, comprised of two external evaluators and one expert from IEU, has written a report which reflects the views of a broad range of partners and stakeholders in a balanced and well analysed way. The findings and recommendations are valid and highly practical, recognizing that some areas highlighted in the previous in-depth evaluation of the CPP are again raised in this report, such as procurement processes and use of external partners, including UNOPS.

## Findings, Recommendations, and Implementation

Relevance: UNODC is pleased to see that the expansion from the CPP to GMCP has been successful and receives support from partners and stakeholders. This motivates further expansion to new thematic as well as geographical areas, acknowledging that the approach should be coherent and specific, avoiding becoming 'too thinly spread'. Further the importance of continued focus and efforts in tackling piracy and ensuring fair and efficient trials is noted. GMCP is already fulfilling this recommendation including capacity building in Somalia, regional support to prosecutions and criminal justice systems more broadly, as well as legal reforms and capacity building in West Africa, focused on piracy and armed robbery. The newly established IOFMC will also have a sub-group on counter piracy.

In addition, it is noted that the GMCP should be aligned with the UNODC Regional Programmes. Despite the majority of the team members being based in Eastern Africa it is important, as the Programme expands to other regions, that the alignment is ensured for all Regional Programmes, not only the Regional Programme for Eastern Africa.

Quality of Design: The evaluation notes the Programme's split into sub-programmes. Due to the many contributors to the GMCP and different reporting requirements, a decision was made earlier to split the Programme into several sub-projects which eased the financial and narrative monitoring and reporting, and staff accountability. With the expansion into a Global Programme the approach is to slowly reduce the number of sub-projects and channel more activities per region of implementation under the GLOX99, as the main global programme document. A closer look at indicators for outcomes will be ensured through the revision of the GLOX99, while noting that the existing hierarchy of outcomes, outputs and activities were approved through the Project Revision process. As for consultations and interactions with other UNODC programmes, the mentioned Task Force was actively used during the development of the GMCP for inputs and consultations in-house, while the need for continued active use of this Task Force has been regarded less of a need. That being said, the GMCP has focused on increased joint work and initiatives with other UNODC Global Programmes, including wildlife crime and smuggling of migrants.

Effectiveness: UNODC is delighted to see the evaluation highlighting the success in meeting the overall objective in improving the capabilities and capacity of the criminal justice systems of states to carry out effective prevention and prosecution of maritime crimes within a sound rule of law framework. The GMCP has focused on good follow up and support to the criminal justice systems of states, including placement of mentors for longer periods, and ensuring that the capacity building is benefitting a broader range of the system beyond piracy cases. The continued mentoring of Somali prisons through provided NRLs is now secured for a number of years ahead. The Programme recognizes that some areas can improve when it comes to capacity building, including the prosecutors. Moreover, the Programme has partnered with several other key organizations, agencies and institutions that can contribute to the implementation. Although the Project Coordinator remains an important setting of priorities, responsibility for donor relations is now shared among GMCP P staff, who are also familiar with each other roles and expertise, ensuring the team is resilient to staff change. , It is also worth mentioning that standard tools and guidelines are being developed for use by staff during trainings, and which will ensure less dependence on external resources and expertise for programme implementation.

Efficiency: UNODC is pleased to see that the general perception is that the GMCP is run efficiently and delivering as quickly as possible. However, there is great concern among GMCP management when it comes to the slow procurement processes, jeopardizing the current good relations with counterparts. Therefore, the Programme appreciates the Evaluators examination of this issue. GMCP implementation would be reliant on a continued agreement with UNOPS, in future under the MOU signed between UNOPS and the Secretariat in August 2014, in order to be in a position to ensure successful programme delivery.

Further, the GMCP is pleased to see the recognition among partners of improved relations with ROEA, HQ and other Programmes. The key role that the M&A Unit plays is acknowledged and ensures a solid financial monitoring of the Programme.

Impact: Though understanding the challenges the evaluation team might have faced in measuring the Programme's impact it is stated that GMCP has delivered on a substantial number of its outputs and these have led to outcomes which deliver a positive longer impact. Implementation strategies including continued provision of mentors to work within national entities, long-term training courses in cooperation with Universities, the establishment of networks such as the IOFMC which meet on a regular basis, all contribute to the Programme's long term impact.

Sustainability: The Evaluators recognise that the Programme has done a great deal to ensure its sustainability, although external factors (such as loss of donor interest in an activity or region), can disrupt efforts to sustain improvement. Many GMCP activities show strong sustainability including the mentoring of criminal justice organisations, full criminal justice institutional support for law enforcement, investigation, prosecution, court sentencing and imprisonment, and the creation of operational networks.

As mentioned in the response to the CPP evaluation, UNODC still considers that an essential element of sustainability is the issue of shifting of responsibilities from UNODC and other support mechanisms to local mechanisms, in tandem with the capacity of the recipient to absorb these responsibilities. As this is a delicate strategic issue it will need to be managed on a case by case basis.

The evaluation acknowledges that the GMCP has recognised some of these potential risks and attempts to mitigate them where possible. The GMCP has built on lessons learned from the CPP and has improved its sustainability planning with fund raising taking place 18 months in advance.

Human Rights and Gender: One of the main reasons for the emergence of the CPP was the concern within the international community for the protection of the human rights of suspected pirates upon and after their detention. There was much work done within the programme to ensure suspected pirates and their human rights were respected and this work has been taken on with the expansion into the GMCP. One example is the visits of the IMC to monitor Somali prisons, as well as securing fair piracy trials by ensuring defence council. GMCP acknowledges the recommendation in the previous evaluation to include HR risk assessments in the programme implementation in line with the SG's "Human Rights due diligence policy on UN support to non-UN security forces", and further notes the need for improvement in this regard. The Programme will further ensure gender issues are covered where this is relevant and possible.

The evaluation notes that the most important finding is that the Global Maritime Crime Programme is building on the success of the Counter Piracy Programme and is sustaining that success on many levels.

# EXECUTIVE SUMMARY

## Context

The Security Council Resolution **1851 (2008)** provided the basis for the establishment of the Contact Group on Piracy off the Coast of Somalia (CGPCS), with the purpose of coordinating activities among states and organizations to suppress piracy off the coast of Somalia.

UNODC counter piracy activities were given official endorsement through the **1851 (2008) SC** Resolution and encouraged further UNODC involvement in the region.

The programme documentation refers to the Secretary General's report on piracy (**S/2010/738** of 22 October 2012). UNODC programming and activities in the region have been built on the tenet of combining the efforts to bring piracy suspects to justice with wider support for the region.

UNODC commenced its Counter Piracy Programme (CPP) in April 2009 and it soon gained the strong support of the donor community, reflected in the growing project's budget. The original project document set out the ambition to base an international programme expert in UNODC's Regional Office to prepare and set up the necessary preconditions for the launching of the larger programme with the objective of 'combating maritime piracy in the Horn of Africa through increasing regional capacities to deter, arrest, prosecute and detain pirates'.

In 2012 with the decline of piracy in the Horn of Africa (HoA) due to various national and international measures, including the CPP, UNODC assessed the way forward for the CPP and recognized that the work already achieved under the programme could have a wider effect if applied to the broader area of regional maritime crime of which, piracy was only one relatively small element. Thus the concept for a Maritime Crime Programme (GMCP) was proposed and agreed and UNODC took the decision in March 2013 to realign the CPP as the Global Maritime Crime Programme (GMCP). The Programme is currently in a process of geographical expansion into the Gulf of Guinea and across the Indian Ocean to South East Asia.

## Methodology

This is an in-depth evaluation, the purpose of which is to provide guidance to the GMCP team and UNODC on key issues that may impact upon the GMCPs future development and to inform the GMCP's various stakeholders on the programme as detailed in the Terms of Reference (ToR). This evaluation uses as its baseline the previous in-depth evaluation of the CPP conducted in the first quarter of 2013<sup>1</sup>. The evaluation was conducted using desk review of appropriate documentation and the interviewing of relevant stakeholders. These interviews were semi-structured and consisted of some standard questions and additional questions targeted at the

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<sup>1</sup> [http://www.unodc.org/documents/evaluation/indepth-evaluations/2013/CPP\\_Evaluation\\_Report\\_-\\_Final\\_07JUNE2013.pdf](http://www.unodc.org/documents/evaluation/indepth-evaluations/2013/CPP_Evaluation_Report_-_Final_07JUNE2013.pdf)

relevant stakeholder group(s) in order to answer the specific requirements of the ToR. The ToR can be found at Annex I, the standard questionnaire at Annex II, the data collection matrix at Annex III, the list of individuals interviewed throughout the course of this evaluation at Annex IV and the desk review material at Annex V. Objectivity was built into the overall methodology by triangulating the analysis from different sets of stakeholders to ensure the effect that inherent biases have on the analysis and evaluation process was reduced. Limitations included an inability to visit Mogadishu due to heightened security, and limited time during the Inception phase.

## MAJOR FINDINGS

### *Relevance*

The key objective of the GMCP is to **‘improve the capabilities and capacity of the criminal justice systems of states to carry out effective prevention and prosecution of maritime crimes within a sound rule of law framework’**. This moves the GMCP into broader areas than the CPP with its Somali based pirate objectives revolving around fair and efficient trials and humane treatment for suspected and convicted pirates. One of the key recommendations around relevance from the CPP evaluation was to ensure that *‘any expansion of the CPP into the (G)MCP should not lead to a dilution of effort on tackling Somali inspired piracy. This should be explicitly written into any project documentation for the (G)MCP’*. And throughout this current evaluation all stakeholder groups – most stridently the donor community – reiterated this aspect. This evaluation is pleased to note that the GMCP still retains a firm focus on Somali based piracy most notably through the GMCP Indian Ocean / Horn of Africa project SOMZ16 with its objective *‘to improve the capacity of Somalia to address maritime crime’*. This evaluation continues to stress that the GMCP Team should not lose focus on this key area as the expansion of the Programme continues. It is clear from the evaluation that beneficiaries and donors remain focused on countering the threat of piracy as their highest priority.

Additionally the CPP evaluation recommended that the GMCP should *‘maintain the current effort and approach to providing the conditions and capacity to ensure ‘fair and efficient’ trials. This may include rolling the concept out to other countries in the region and cover other forms of crime at sea’*. This recommendation has been observed and implemented as can be noted from the various objectives of many of the new projects within the GMCP. For example the GMCP IO/HoA under XAMX74, XEAX94 and XEAX93 all have a common output of *‘fair and efficient piracy trials and humane and secure imprisonment in Indian Ocean prosecuting states’*.

The decision to expand the CPP into the GMCP appears sound. The CPP had built up a wealth of maritime crime experience and expertise and reporting from UNODC and other actors in the area highlighted that many forms of maritime crime, outside piracy, (e.g. fisheries crime, trafficking of drugs, weapons and persons) were emerging as issues of State and regional concern. And within the domain of piracy the UN Security Council has expressed concerns regarding piracy in the Gulf of Guinea.<sup>2</sup> Thus widening the geographical scope of counter piracy work and broadening the range of maritime crimes tackled is a sensible reaction to the changing environment in which UNODC operates within the Eastern Africa environment.

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<sup>2</sup> S/RES/2125

As noted the GMCP has expanded both geographically and thematically primarily in response to stakeholder wishes and a diminishing Horn of Africa piracy threat. The baselines used for the expansion were relatively thorough and are captured in the GMCP project document (GLOX99) of 15<sup>th</sup> August 2013 when it recognises the desire to ‘*respond to both clear requests and requirements to do more in capacity-building for general preparedness to respond to maritime crime and to conduct maritime law enforcement*’. This responsiveness has seen the GMCP focus part of its efforts in the area of fisheries crime for example. Additionally the GMCP Team worked closely with the Eastern Africa Regional Office (ROEA) of UNODC to ensure their expanding remit fell within the Eastern Africa Regional Programme (EARP) and the overall UNODC Strategic Framework. The expanded GMCP is particularly relevant to the EARP in the areas of Criminal Justice and Trans-national Organised Crime. Thus a key aspect of the expanded GMCP is to ensure proper interaction with the other arms of UNODC with their expertise in such areas as Trafficking in Persons (TiP), illicit drug trafficking, money laundering and counter terrorism.

The results from this evaluation suggest that the GMCP has identified relevant areas of maritime crime into which its expansion has been welcomed. All stakeholders either ‘agreed’ or ‘strongly agreed’ that the GMCP was relevant to them. Thus the evaluation is content that the expansion to date has been managed appropriately. There is however an on-going responsibility of the GMCP Team that as the GMCP develops it doesn’t try to become all things to all people and spread itself too thinly. Any further expansion into other areas should be carefully considered and a key management focus should be to ensure that work and working practices in the existing areas of expansion are consolidated. It should further ensure that Somali / Horn of Africa piracy remains a key component for as long as the stakeholders deem it relevant.

### *Quality of Design*

The GMCP is made up of five sub-programmes spread out over 14 projects and an HQ function. The five sub-programmes are:

**The Maritime Crime Programme (Indian Ocean)**, which continues the core activities of delivering support to the criminal justice systems of the countries in the Indian Ocean Region that prosecute piracy suspects.<sup>3</sup>

**The Maritime Crime Programme (Horn of Africa)**, which aims to build capacity for maritime law enforcement in Somalia so that Somalis may begin to assert control over their maritime zones.<sup>4</sup> **It incorporates the Mogadishu Prison and Major Crimes Complex Programme**, which is delivering a major construction project to establish a new high risk prison in Mogadishu as well as a secure court facility in the Capital to deliver high risk trials.<sup>5</sup>

**The Maritime Crime Programme (Detention and Transfer) (the successor of the Piracy Prisoners Transfer Programme)**, which builds capacity for humane and secure imprisonment in Somalia so that those convicted of piracy in 3<sup>rd</sup> party states may be transferred home to serve their sentences in Somali prisons.<sup>6</sup>

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<sup>3</sup> Active: XEA/X94, XAM/X74, XEA/X93, XSS/X11. No longer active: XEA/X20, MUS/X55, XAM/T72, EA/X67

<sup>4</sup> SOM/Z16 and XEA/Z22

<sup>5</sup> SOM/Z15

<sup>6</sup> SOM/X54

**Hostage Support Programme** which is a Trust Fund supported Programme that ensures released piracy hostages received assistance including food, accommodation, welfare support, clothes, medical help and check-up, getting in contact with their Embassies and families and repatriated back to their home countries. Currently there are 30 piracy hostages still in captivity in Somalia.

**Maritime Crime Programme (Atlantic)** GLOX99 is the Global Maritime Programme which comprises all technical assistance the programme can provide globally. This Programme was approved in August 2013 is currently covering operations in the Atlantic, Gulf of Guinea activities which started implementation late 2014. GLOX 99 is also the vehicle used to expand the CPP into the GMCP.

Each programme and project has objectives, outputs and outcomes that tie back to the broad objective of the GMCP. Thus the intrinsic design of the GP is sound and overall the evaluation is content that it is well designed from a programme management and review perspective. The one area where additional effort is required is in the design of indicators that measure outcomes (i.e. impact) as opposed to the indicators currently designed which measure outputs. This is further explained within the 'Impact' section of this Executive Summary and the main body of the report.

The expansion of the CPP into the GMCP was conducted on the basis of sound baseline assessments and stakeholder involvement. Some interview feedback has suggested since that initial engagement with stakeholders there has been a lack of further involvement regarding beneficiary needs. That is not to imply that the work being developed is not beneficiary focussed, only that there is a perception within some interviewees that on-going engagement could be improved.

The use of sub-programmes and projects is in part driven by the need to find an acceptable financial management system for the programme. The GMCP is well designed financially within the strictures of UNODC financial management systems which are still project rather than programme focussed. This evaluation does note the progress made in changing this focus by UNODC since the CPP evaluation recommended '*to improve programme structure by resolving financial management difficulties. This is ultimately something that has to be tackled at an institutional level since the Pro-Fi system is not geared to dealing with the financial management of programmes*'. Additionally the GMCP has invested heavily in their Management and Analysis Unit (M&A) based in Nairobi and which has responsibility for the financial management of the different programmes and projects which form the GMCP. This is driven by a key lesson learned from the CPP by the Project Coordinator. When asked what is the one thing you would have done differently should you start the CPP again he stated "*hire the Finance Programme Management Officer and an additional finance officer much earlier*". Thus with the expansion of the CPP into the GMCP the financial management of the programme was given top priority and the feedback from all stakeholder interviews suggests the M&A is a success.

This evaluation is convinced by the argumentation made to date of the new geographic and crime areas into which the GMCP has moved. They contribute both to the Eastern Africa Regional Programme (EARP) and operate within UNODC's Strategic Framework. The GMCP team are well aware of the importance and potential difficulties of engaging with the various different thematic areas in which the wider UNODC operate. They have attempted to 'design in' mechanisms and working practices to ensure this critical area is addressed however this evaluation has some limited concerns that the systematic interface between GMCP work and engaging the relevant thematic expertise isn't fully established. The loss of a P5 member of staff at HQ who dealt exclusively with then CPP has not helped this situation. Interviews suggest that

this occasional lack of integration is not a deliberate action and that in many instances the exchange of knowledge, information and engagement in joint enterprises works well. The expanded Programme is still relatively young and many of these relationships require time to mature however it is incumbent upon the GMCP Team to ensure these relationships are cultivated and a more robust, systemic approach to internal stakeholder engagement in critical thematic areas should be developed.

The majority of stakeholders who expressed an opinion regarding the design of the programme were positive. Where there was some dissatisfaction it centred round the question of whether a Global Programme should be run from a Regional Office (RO) rather than from HQ. The GMCP is the only GP run outside HQ. This evaluation could find no compelling reason to move the GMCP to HQ. This situation must be monitored as the sphere of influence of the GMCP continues to move geographically beyond the ROEA. There is no reason why this should create difficulties that only a HQ based approach would solve however it would be remiss of the organisation not to monitor the situation.

### *Effectiveness*

The key objective **‘To improve the capabilities and capacity of the criminal justice systems of states to carry out effective prevention and prosecution of maritime crimes within a sound rule of law framework’** has been achieved in part. The breadth of the objective coupled with a lack of clarity on definition of the scale of ‘improvement’ anticipated or expected makes it difficult to assess achievement of the objective in full. However within the sub-programmes and projects under the GMCP capabilities and capacities have been uplifted and sound rule of law frameworks have been created. Mechanisms are in place to hold courts with the prosecution and judges better skilled in maritime criminal cases, although this is primarily focussed on the crime of piracy and will require expanding as the programme develops. Additionally much of the prison reform work is producing calmer environments within prisons within which rehabilitation work can be undertaken to offer offenders options beyond crime once they leave prison, thus providing a mechanism to prevent re-offending.

The GMCP has also exercised good judgement in its decision making regarding capacity building projects. During the CPP it was recognised for example, that in improving prison conditions for pirates it would be necessary to ensure other prisoners received the same improvements. The GMCP has taken this forward and is introducing education and training opportunities for the pirates and other inmates. This is a commendable approach and a valiant attempt to reduce the likelihood of all prisoners returning to a life of crime after release. It is striking how grateful the prisoners are to be given these opportunities and the vast majority grasp it whole heartedly, and in most cases this enthusiasm has been mirrored by the prison authorities which also see benefits from the approach, especially building trust between prison officers and prisoners which creates calmer prisons and from which information can be gained regarding broader crime and criminal activities.

The ability to deliver results ‘on the ground’ is constantly highlighted by GMCP beneficiaries, donors and partners alike. One of the key reasons repeatedly stated by internal and external stakeholders is the leadership given by the Project Coordinator. And whilst this is a positive benefit to the GP the CPP evaluation did recommend *‘(to) ensure a succession plan is developed for the loss of key personnel within the CPP team’*. This evaluation is pleased to note that much of the day-to-day running of the GMCP is now devolved from the Project Coordinator and the risk

of losing the Coordinator or any other key staff member has in the main been mitigated. This evaluation is sad to record that this resilience was tested and proved sound following the sudden death of one of the P4 Programme Coordinators in September 2015. The GMCP practice of regular briefings and careful record keeping allowed another staff member to step into the role and for operations to continue without more than the most minor operational disruption. However some external stakeholders still equate the GMCP with the Project Coordinator and not with either the GMCP Team or the ROEA.

The GMCP handles the issue of communication and cooperation with external partners, actors and the donor community exceptionally well and the transparency and programme advocacy were commented upon in very positive terms by all stakeholders and in particular donors. The fortnightly update on the work of the GMCP is greatly appreciated by all who receive it and the regular bulletins and donor meetings all contribute to this effective communication strategy. Given the global interest in countering piracy over the past 5 years there are a myriad of different governments, agencies and organisations involved in tackling piracy and maritime crime. The GMCP has done well to identify the key actors with whom they should interact and have done as much as could be reasonably expected to foster the appropriate working relationships. This has not always been successful but it is not for a lack of effort on behalf of the GMCP. Within Somalia the GMCP has established an exceptionally wide set of stakeholders and external stakeholders provided positive feedback on this aspect of GMCP's work.

The list of deliverables of which the programme can claim is extensive and the following is a selection of those results:

**Police:** Police training is in evidence in all areas. In Somalia training started from a low baseline and requires as much input to the sequencing of training as well as the training content to ensure that incremental progress in policing skills are achieved. In other beneficiary States training is of a more advanced nature and more closely linked with the overall justice system with emphasis on the gathering, protection and presentation of evidence to prosecutors. One of the strengths of GMCP is its ability to adjust its deliverables based on the needs of the recipient. Police mentors have proved to be particularly effective, and overall the practice of providing long-term 'embedded' mentors has been a positive one and donors should continue to be encouraged to support GMCP in this manner.

**Prosecutors:** Small numbers of prosecutors have been trained for piracy trials and beneficiaries have appreciated the training that has been given, but in general are seeking more to ensure that there are more specialist skills available throughout the justice system to deal with the breadth of maritime crime. The GMCP is cognisant of this and is working towards broadening these skills.

**Courts:** The provision of court houses adjacent to prisons is a very positive move and is assisting beneficiaries to conduct secure trials of a variety of high-risk prisoners including piracy and terrorism suspects. In Kenya in particular, the authorities are seeking to expand upon UNODC's work to create a larger court adjacent to the prison in Mombasa, and the judiciary find that the new courthouse provides a much better environment, away from the distractions and security issues of being located in the city centre, is far more conducive to conducting fair and effective trials.

**Prisons:** All the beneficiaries are very positive about the impact of the prison work that is being undertaken, whether it is the building of new prisons as in Somalia, or the refurbishment of older prisons in other States. Prison mentors are proving particularly effective in developing sustainable

changes in the way prisons are run and the evaluation took particular note of the success of the Norwegian Prison mentors in Garowe, and having seen how standards had slipped since their withdrawal in 2014, welcomes their planned return in 2015. All beneficiaries are showing commitment to reforming the role which prisons play in the justice system with a significant shift away from simply detaining prisoners to the rehabilitation of prisoners wherever possible. Not only is this achieving the GMCP specific objectives, but it is creating calmer prison environments in which greater trust is created, and detainees can be set on a road that could prevent them from re-offending.

**Regional Networking:** The Indian Ocean Forum on Maritime Crime established by GMCP seeks to promote cooperation and response to maritime crime issues at the strategic and operational levels. Meetings seek to explore the regional issues about a particular criminal activity: people trafficking in March 2015, heroin trafficking in April 2015, wildlife and forestry trafficking in May 2015, and the heroin trafficking group will meet again later in 2015. As it gains in regional popularity it will be the mechanism to focus all the regions States on specific areas of criminal activity, with the aim of standardising law enforcement and creating a network of regional prosecutors with online resources.

Overall the GMCP is rated as very effective as defined by *‘the extent to which a project or programme achieves its objectives and outcomes’*. The one caveat to this is in measuring the outcomes of the programme and – by extension – its impact. This is explained within the ‘Impact’ section.

## *Efficiency*

In general the GMCP is run efficiently and certainly the majority of the elements of efficiency that remain within the sole and direct control of the GMCP Team are efficiently managed. This includes the financial management of the GP within UNON and the general administration of the sub-programmes and projects through efficient management review including the use of continuous risk assessment and the maintenance of the risk register.

However there is one area where some stakeholders, most notably but not exclusively external stakeholders, elaborated some concerns regarding efficiency. This mirrors a similar outcome from the CPP evaluation. The length of time it takes to procure equipment and services is a major limiting factor in the efficiency of the programme. In an attempt to increase efficiency the GMCP entered into a Service Level Agreement (SLA) with the United Nations Office for Project Services (UNOPS) as its executing partner. It is generally held at the field level that this arrangement has improved the speed of the procurement process although it is still not as quick as would be desired. Beneficiaries speak in terms of *“reducing trust”* and *“building insecurity”*. The GMCP Team speaks of the lengthy procurement processes as *“undermining their ability to sustain pressure on beneficiaries when they (the UN) are seen as being unable to deliver themselves”*.

The legacy of using the UNOPS SLA is still of some interest, as FRMS have concerns regarding the clarity and transparency of the financial reporting from UNOPS. There is an inability to easily marry what is executed by UNOPS back to UNODC / CPP budget lines. However much of the UNOPS relationship regards procurement, and this evaluation believes there is some merit in strengthening that relationship and gaining full benefit from the SLA by conducting all procurement through UNOPS. Making full use of the SLA for UNOPS to handle all procurement

issues for GMCP would remove some of the duplication of process that currently exists and thus reduce procurement process time.

Notwithstanding the above issue regarding procurement the ability to identify critical needs and then deliver what is required was one of the key elements of the success of the CPP and the GMCP has continued this approach with similar success. The CPP especially in its early stages was driven by the need to deliver as quickly as possible in the field and the perceived delay in that delivery caused by UN processes and procedures regarding procurement caused some frustrations and friction at times between the CPP Team, the ROEA, HQ and donors. Many of these frustrations and frictions have since been addressed, most notably through the risk assessment, and the situation has improved for the GMCP. The retention of the inter-divisional task force at HQ, an improved relationship between the GMCP and ROEA and, the creation of the Management and Analysis Unit within the GMCP have all had a positive effect on the overall efficiency of the GMCP. However this evaluation contends that the efficiency of the interface between UNON, UNOV and the use of the inter-divisional task force could be improved further. It does prima facie appear that the GMCP is as efficient as it can be with minimal HQ support. The added value of HQ support in general and in relation to the efficiency of the GMCP must be more closely examined.

### *Impact*

The GMCP has delivered on a substantial number of its outputs and these have led to outcomes which have the potential to deliver a positive longer term impact. The CPP evaluation noted that positive impact was achieved within that programme through the ‘*ability to assist in building appropriate law reform and then deliver the capacity building needed to translate the new legislative paradigm into clear deliverables*’. This evaluation is pleased to note that many of the ‘new’ sub-programmes and projects under the GMCP continue to have this focus. This would suggest long term positive impact can be achieved under the GMCP as was the case for the CPP.

Certainly the donors are broadly content with impact of the programme with the most obvious indicator of this being the continued and increasing supply of funding to the programme. The interviews with donors also confirmed this aspect of positive impact e.g. “*The GMCP is money well spent and has had a positive impact*” and “*Beneficiary institutions are stronger because of the programme*”.

However impact is difficult to quantify within the GMCP due to its relative youth (2 years in existence) and lack of indicators based on outcomes as opposed to the raft of quantifiable indicators of output that exist within the project documentation. For example a course was delivered to 50 Judges and Prosecutors from Seychelles, Mauritius, Kenya and Tanzania (Jan and May 2014) in International Maritime Law. The top achieving students were offered opportunity to undertake a postgraduate certificate as an external student with the University of Wollongong, Australia. There is no express strategy in place to follow up the results (the outcome) of this training to assess the impact of this investment in personnel. With the expansion of the GMCP into other thematic areas, and where it interfaces with other internal and external partners in various different ways, measuring impact in a more comprehensive and systematic method will become vital.

This evaluation has – therefore – relied heavily on qualitative information supplied through stakeholder interviews to come to its conclusion that the GMCP is by-and-large creating the right

environment to produce positive impact and has – in many instances – already achieved positive impact. All stakeholders interviewed either ‘strongly agreed’ or ‘agreed’ that a positive impact had been achieved.

## *Sustainability*

The nature of the GMCP work and its overarching objective is to improve the capabilities and capacity of the criminal justice systems of states to carry out effective prevention and prosecution of maritime crimes within a sound rule of law framework. This gives the clearest statement of a more measured, comprehensive programme addressing all aspects of the justice system. Gone is the immediacy to provide short-term results which was the core driver of the CPP. The emphasis has shifted to sustainable capacity building, with a strong emphasis on skills training and mentoring and linkages between all agencies in the justice system.

Some of the work of the GMCP is, by default, inherently sustainable. For example when legislative change is supported and enacted this ‘de facto’ becomes ‘sustained’. However the GMCP in common with many development and capacity building projects and programmes faces challenges in achieving sustainability. Often dependent upon non-UNODC actors to uphold commitments to sustainability it happens that those commitments are not met for a number of reasons all of which are outside the direct influence of the GMCP or UNODC as a whole. Change of government or change in state or other partner organisations personnel and priorities can all lead to support that had been promised to GMCP projects being removed or severely curtailed.

The danger of not giving enough credence and emphasis to sustainability when trying to deliver the programme objectives is that the GMCP and – by extension – UNODC loses credibility in the long term firstly with the GMCP beneficiaries and secondly with their donors, while accepting that donors are often more interested in providing funding for exciting new initiatives rather than for old ones. There is already some suggestion that this is having a negative impact with the GMCP beneficiaries. Mauritian authorities were critical of a perceived lack of continuing support from the GMCP.

These difficulties, whilst extremely important, should not overshadow the good work done by the GMCP in striving to achieve sustainability. Again the majority of the feedback from stakeholder interviews was positive with regard to the sustainability of the various sub-programme and project objectives. And this evaluation acknowledges that the GMCP has recognised some of these potential risks and attempts to mitigate them where possible. The GMCP has built on lessons learned from the CPP and has improved its sustainability planning with fund raising taking place 18 months in advance. This evaluation found that the current programme is funded until December 2016 with fundraising being undertaken for work beyond that.

However it is felt that more can and should be done in this area of sustainability planning and the implementation of the CPP evaluation recommendation on sustainability (which requires a discrete sustainability plan to be built into new project documentation and project reviews) should be given priority.

## *Human Rights and Gender*

One of the main reasons for the emergence of the CPP was the concern within the international community for the protection of the human rights of suspected pirates upon and after their

detention. There was much work done within the programme to ensure suspected pirates and their human rights were respected. It was stressed during interviews with the GMCP team and – to a lesser extent – in some of the project documents that the CPP was effectively a human rights programme and that concept was being carried through to the GMCP.

The protection of human rights is still very much a cornerstone of stakeholder engagement with the GMCP. The donor community could not be clearer that human rights within the programme are non-negotiable. The GMCP does recognise this aspect to their programming and the new sub-programmes and project documentation since the expansion from the CPP reflect this understanding. The objectives and outputs all refer to human rights as an integral and key deliverable.

As well as increased visibility ‘on paper’ this has been carried through into some concrete outputs. The Mogadishu Prison and Court Complex under project SOMZ15s objective is to ensure that “*The capacity and infrastructure of the courts and custodial services in Mogadishu are in line with human rights, ICCPR and Public Trial systems and the UN Standard Minimum Rules for the Treatment of Prisoners*”. More specifically within this project and under so-called ‘Area 5 – Monitoring’ it is recognized that monitoring prison conditions is essential to guarantee respect for human rights, reassure the international community and the arresting and prosecuting States. Thus Outcome 5 of project SOMZ15 states a ‘*Monitoring Committee ensures the Puntland prison is run in accordance with international standards*’. UNODC has established and facilitates a four member international-monitoring committee – comprised of members from donors to the Piracy Prison Transfer Programme (PPTP)– responsible for regular inspections of all of the UNODC prison facilities in Puntland to ensure respect for international human rights norms, which this evaluation found had made two visits with further planned every six months.

In 2011 the Secretary-General's "Human rights due diligence policy on UN support to non-UN security forces (HRDDP)" was promulgated, and requires all UN entities dealing with such entities to conduct human rights risk assessments to ensure that activities are conducted under the principle of proper due diligence. The 2013 CPP evaluation made a key recommendation ‘...*that any future development of the CPP should include this human rights risk assessment approach*’. This evaluation cannot find evidence that the GMCP has made any significant progress in developing a systemic approach to these HR risk assessments.

There is little this evaluation can comment upon regarding gender justice / equity however there is no evidence that the programme is not aware of the issue and where possible it has addressed the issue. For example, within prisons gender issues are being addressed with, in some cases, similar prison reform being undertaken in women’s prisons, and female staff receiving complementary training to their male counterparts. In Mauritius the Prison Commissionaire made comment that he appreciated the need to achieve a good gender balance of officers and with UNODC / GMCP support and guidance this was being achieved.

## Main Conclusions

The most important finding of this evaluation is that the Global Maritime Crime Programme is building on the success of the Counter Piracy Programme and is sustaining that success on many levels. Overall the GMCP is impressive. It delivers effective outputs and has seen those spawn positive outcomes with real progress being made toward achieving its objectives. These make it an attractive option for donor and other stakeholder support. Despite expanding geographically

and deepening thematically, the GMCP retains focus on a variety of projects which keep all stakeholders informed and engaged. Project Officers are empowered by the leadership and management systems in place, and are regularly called upon to review their progress and exchange information with other projects within the overall programme. This leads to an enhanced sense of purpose and ownership, as well as adaptability of ideas and support between projects. As the programme continues due cognisance should be given to measuring impact, achieving sustainability and ensuring effective integration with other UNODC GPs and thematic areas.

## Key Recommendations

**Procurement:** Whilst abiding by UN rules, a more streamlined procurement process should be considered. GMCP has considerable skill and, within MAU, knowledge of UN systems to have greater powers for making its own arrangements for procurement. Additionally, with the SLA in place with UNOPS, an agency that partners well with GMCP, and which already conducts elements of procurement it is the belief of this evaluation that making full use of the SLA for UNOPS to handle all procurement issues for GMCP would remove some of the duplication of process that currently exists and thus reduce procurement process time.

**FCR:** The position of the GMCP with regards to FCR needs to be clarified. There is no doubt that donors would see more funds spent on activities and less on overheads (i.e. PSC and FCR) if more of GMCP's activities, and more of its staff, were based at HQ. However, donors consider this a model programme with a strong reputation for delivery and, in the view of the evaluators a strong regional presence including that of the Programme Coordinator in the field is a key contributor to this reputation. Therefore some FCR above and beyond what other Global Programmes pay would seem to be justified. This evaluation believes that FCR to be recovered from funds contributed before FCR was introduced (i.e: retrospectively) in circumstances where donors have been asked to allow it and have emphatically declined will be a retrograde step to future donor engagement and should be avoided.

**Human Rights.** One of the main reasons for the emergence of the CPP was the concern within the international community for the protection of the human rights of suspected pirates upon and after their detention. Interviews with stakeholders have reaffirmed that human rights issues must also form a cornerstone of the GMCP. In 2011 the Secretary-General's "Human rights due diligence policy on UN support to non-UN security forces (HRDDP)" was promulgated, and requires all UN entities dealing with such entities to conduct human rights risk assessments to ensure that activities are conducted under the principle of proper due diligence. This evaluation suggests that the GMCP should include this human rights risk assessment approach.

**Corporate approach.** The majority of UNODC Global Programmes are run from HQ. This evaluation could not find strong enough arguments to shift the administration of the GMCP from the ROEA to HQ. However as the GMCP expands into geographical areas outside the Eastern Africa region and as its interaction with different thematic areas increases it is incumbent that a standard, corporate approach to the GP is developed and applied. UNODC under the guidance and advice of ROEA / GMCP senior management and appropriate HQ staff to develop SOPs to ensure UNODC ROs involved in GMCP work outside the Eastern Africa region maintain a corporate approach to the GP.

Methodological development. There is a need to ‘design in’ a methodology for capturing qualitative and quantitative information to measure outcomes and impact. This should tie into a discrete sustainability plan for the GMCP as a whole and be reflected in the various sub-programmes and projects. Where possible funding should be ‘soft’ earmarked within the GMCP to improve the efficiency with which funds are used.

Focus on piracy. There is a general and widely held opinion that although incidents of piracy have decreased the GMCP must not lose focus on this issue. In particular it should consider how it can assist in tackling the root causes of piracy. Thus the GMCP should reaffirm its commitment to tackling piracy with a strategic plan to tackle the root causes of piracy that fall within its expanded GMCP remit.

Exploiting wider opportunities. Although substantial progress has been made since the CPP evaluation there is further room for improvement in ensuring the GMCP links into other thematic areas and that opportunities created by the GMCP are exploited by other parts of the ROEA and UNODC as a whole. There should be a standing agenda item for the weekly GMCP meeting with the rest of the ROEA and HQ staff to identify, discuss and resolve areas of potential thematic overlap and identify, discuss and develop strategies to exploit areas of opportunity.

# SUMMARY MATRIX OF FINDINGS, EVIDENCE AND RECOMMENDATIONS

<b>Findings<sup>7</sup></b>	<b>Evidence (sources that substantiate findings)</b>	<b>Recommendations<sup>8</sup></b>
<b>Key recommendations</b>		
The major finding is that the GMCP remains relevant and meets the requirements of its stakeholders.	Project document review and stakeholder interviews	GMCP should continue with the same approach and fine tune its interventions by investing more time at the design stage of project development placing particular emphasis on sustainability within the context of their priority countries.
Slow procurement has a detrimental effect on programme delivery and creates frustration with some of the Programme’s core partners. This has a detrimental impact on their perception of the GPMS in particular and UNODC in general. Procurement support could be provided in full through the SLA with UNOPS which has the resources in the region to provide such support and which is likely to do so quicker than using HQ.	Numerous interviews from the donor community and beneficiary stakeholder groups.  UNODC in-house reporting including project reviews.	UNODC Senior Management to acknowledge that UNOPS is better placed to provide procurement support to GMCP and make a full commitment to the UNOPS SLA.
FCR is perceived by a substantial majority of non-UNODC stakeholders as an ‘additional’ cost. The concept has not been well communicated by UNODC as a whole to external partners. Some donors do not wish to pay FCR, and in particular	Interviews with stakeholders.	UNODC Senior Management to provide clarification of FCR and its implication for donors to the GMCP whilst reviewing the policy whereby FCR will be recovered from funds contributed before FCR was introduced (i.e: retrospectively)

<sup>7</sup> A finding uses evidence from data collection to allow for a factual statement.

<sup>8</sup> Recommendations are proposals aimed at enhancing the effectiveness, quality, or efficiency of a project/programme; at redesigning the objectives; and/or at the reallocation of resources. For accuracy and credibility, recommendations should be the logical implications of the findings and conclusions.

any retrospective payments on funds donated before FCR was introduced.		especially in circumstances where donors have been asked to allow it and have emphatically declined.
Human Rights are still viewed by all stakeholders - the donor community in particular - as fundamental to the GMCP and its activities. Any incident where UNODC / GMCP failed to take proper steps to ensure human rights are observed and protected could severely damage the Programme.	Interviews with stakeholders  Project documentation	GMCP should include a human rights risk assessment in line with the Secretary-General's "Human rights due diligence policy on UN support to non-UN security forces (HRDDP)" promulgated in 2011, and which requires all UN entities dealing with such forces to conduct human rights risk assessments to ensure that activities are conducted under the principle of proper due diligence.
There is not a strong enough argument to warrant the administration of the Global Programme being moved from the ROEA to HQ. The GMCP benefits from a close working relationship with its stakeholders in the region. As the GMCP expands into other non-ROEA geographical areas care must be taken to ensure the same level of stakeholder buy-in.	Interviews with stakeholders  Project documentation	UNODC under the guidance and advice of ROEA / GMCP senior management and appropriate HQ staff to develop SOPs to ensure UNODC ROs involved in GMCP work outside the Eastern Africa region maintain a corporate approach to the GP.
The rate of geographic and thematic expansion, well managed to date, has been relatively rapid. There is little evidence in project documentation that enough time has been dedicated to review and lesson learning.	Project documentation	GMCP Team to review the lessons learned to date from the expansion of the programme with a focus on how to integrate the work of the GMCP with the appropriate thematic areas.
Although substantial progress has been made since the CPP evaluation there is further room for improvement in ensuring the GMCP links into other thematic areas and that opportunities created by the GMCP are exploited by other parts of the ROEA and UNODC as a whole. Linked to this it is unclear how well UNOV in general and the inter-divisional task force in	Project documentation  Stakeholder interviews	Whilst retaining the overall focus of the GMCP it is recommended that a standing agenda item be created for the weekly GMCP meeting with the rest of the ROEA and HQ staff to identify, discuss and resolve areas of potential thematic overlap and to discuss and develop strategies to exploit areas of opportunity. Additionally UNODC to assess how well the mechanism of

particular is contributing to the integration of the GMCPs expanding remit with existing thematic areas and other GPs.		utilising the inter-divisional task force to assist in thematic integration is working.
Although objectives and outputs are well designed, monitored and reviewed outcomes and impact have not been ‘designed in’ to the GMCP. This makes evaluating impact difficult to assess.	Project documentation Stakeholder interviews	GMCP in conjunction with appropriate UNODC experts to develop a methodology for capturing measurable outcome and impact data and include it as an integral part of the project design.
<b>Important recommendations</b>		
Both the donor community and beneficiaries do not wish to a dilution of the effort against piracy. This includes an appreciation of the root causes of piracy and a commitment to tackle them.	Interviews with stakeholders	GMCP to reaffirm its commitment to tackling piracy with a strategic plan to tackle the root causes of piracy that fall within its expanded GMCP remit.
The use of hard ear-marked funding reduces the flexibility and – on occasion – efficiency with which the GMCP operates. The funding modality of most UNODC projects and programmes relies on donors providing so-called ‘hard ear-marked’ funding. This ties the funding to certain conditions and can hamper delivery of the overall objectives of the project or programme since the project or programme team does not have the latitude to utilize the funds in the way they deem best suited to the current situation. It can also lead to concerns that funding drives the strategy rather than strategy driving the funding as UNODC chases donor funds.	Interviews with stakeholders Previous CPP evaluation	Where a project or programme (such as the GMCP) has demonstrated success and delivered to donor satisfaction donors should be encouraged to provide more ‘soft ear-marked’ funds where appropriate.

# I. INTRODUCTION

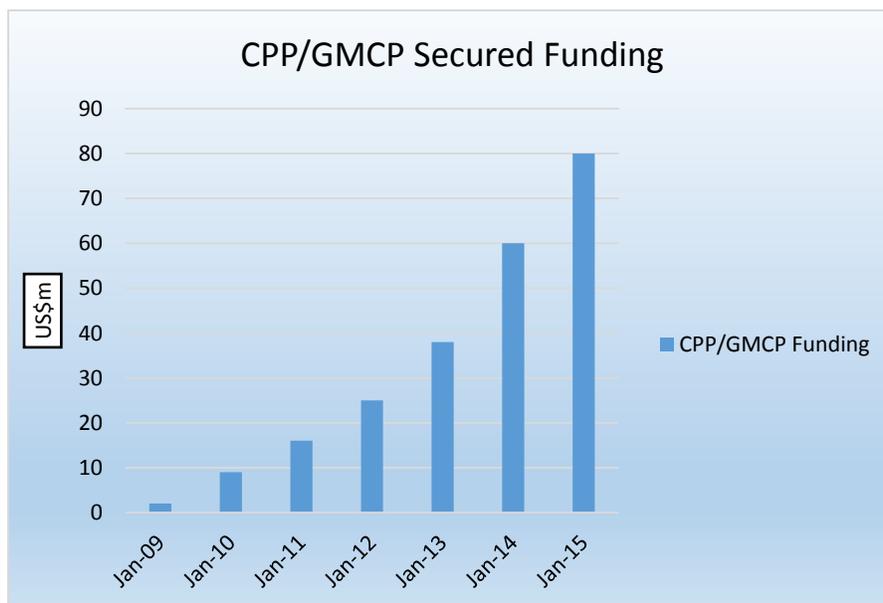
## Background and Context

The Security Council Resolution **1851 (2008)** provided the basis for the establishment of the Contact Group on Piracy off the Coast of Somalia (CGPCS), with the purpose of coordinating activities among states and organizations to suppress piracy off the coast of Somalia. UNODC counter piracy activities were given official endorsement through the **1851 (2008) SC** Resolution and encouraged further UNODC involvement in the region.

The programme documentation refers to the Secretary General's report on piracy (**S/2010/738** of 22 October 2012). UNODC programming and activities in the region have been built on the tenet of combining the efforts to bring piracy suspects to justice with wider support for the region.

UNODC commenced its Counter Piracy Programme in April 2009 supporting countries of the Eastern Africa region in prosecuting piracy suspects and it soon gained the strong support of the donor community, reflected in the growing project's funding.

Graph 1



The original project document set out the ambition to base an international programme expert in UNODC's Regional Office to prepare and set up the necessary preconditions for the launching of the larger programme with the objective of 'combating maritime piracy in the Horn of Africa through increasing regional capacities to deter, arrest, prosecute and detain pirates'.

The UNODC Global Maritime Crime Programme (formerly the Counter Piracy Programme - CPP) is based in Nairobi and is providing technical assistance across all the pillars of the EARP. It was decided that the CPP programme should expand scope into other types of maritime crime in March 2013 as level of piracy off the coast of Somalia had dropped significantly. The programme therefore changed name to the Global Maritime Crime Programme (GMCP).

The overall objective of the GMCP is to **“improve the capabilities and capacity of the criminal justice systems of states to carry out effective prevention and prosecution of maritime crimes within a sound rule of law framework”**.

To achieve this it developed a strategy to expand geographically and to deepen thematically to encompass all maritime crime within defined oceanic regions. Its current work has its main focus in the Indian Ocean within which it is expanding to areas outside East Africa and the Programme is also geographically expanding into the Gulf of Guinea at the request of donors and beneficiaries to assist with the expansion of piracy in this region.

### *Purpose and Scope of the evaluation*

In June 2013 an in-depth evaluation of the Counter Piracy Programme (CPP) was published. Since the 2013 evaluation focused mainly on Kenya and Seychelles, this evaluation will have as its main focus programme delivery in Mauritius and Somalia as these countries were not visited during the CPP evaluation, nor under the evaluation of the Regional Programme for Eastern Africa. The evaluation is being undertaken in order to:

1. Independently assess:

- a) The quality of the overall Programme concept and design;
- b) The effectiveness of the different projects and the overall GMCP in achieving the planned objectives, including UNODC and government partner mobilization and management of resources (budget, inputs, activities, and staff);
- c) Whether or not there were so far any unanticipated results, either positive or negative, arising from implementation of the GGMCP;

2. Identify:

- d) Lessons learned and good practices arising from the projects for improved continued implementation of the GGMCP and future policy making and planning. It will also provide specific recommendations regarding any follow-up actions required by UNODC and partner government administration to effectively sustain or improve support to the GGMCP in the future.
- e) Proposals for concrete action and recommendations, which could be taken to improve or rectify undesired outcomes, and which will feed into the strengthening of the GGMCP for continued implementation. Recommendations may also address issues related to the Programme implementation and management.

### 3. Follow up:

- f) On the risk assessment that was undertaken in 2012
- g) On the evaluation made in 2013

The evaluation is being undertaken approximately six years after programme launch and two years after expansion into wider maritime crime. Lessons learned with this evaluation and recommendations made can be incorporated into continued implementation of the GMCP and the forward planning between UNODC and the States in the region involved in countering maritime crime and other forms of organized crime.

A key purpose of the evaluation is to help all stakeholders ('core learning partners') reflect on what has worked well and what has not, and thus use lessons learned so far feed into the continued implementation of the GGMCP.

### Evaluation Methodology

Terms of Reference were developed around a core group of criteria that addressed relevance, efficiency, partnerships, effectiveness, impact, sustainability, gender, and human rights, and programme management arrangements. A team of two independent consultants were contracted and joined by a member of UNODC's IEU and began working on the evaluation from 18 May 2015. The evaluation was conducted in an independent, transparent and participatory fashion. The first task was to undertake a desk review of the core documents provided by the UNODC GMCP. The period between finalising ToRs for the evaluation and the desk review was particularly short allowing no time for any input to the ToRs by the evaluation team. During the inception phase the evaluation tools were developed that would enable the evaluation team to collect the necessary data and information from a range of sources and key informants. The evaluation tools were designed to elicit responses from a range of key stakeholders including UNODC staff at HQ, external partners, donors, and beneficiaries. These were:

1. Semi-Structured Interviews. These interviews introduced a level of benchmarking as standard questions were asked of all interviewees.
2. MSC narration analysis. The theory and use of MSC narration is a well-documented and researched approach to evaluating and monitoring change projects. It is particularly useful in the evaluation of outcomes and impact and does not rely on the identification and monitoring of indicators. It is a systematic collection and then analysis of significant changes over a defined period of time. It allows interviewee respondents to answer an open-ended question in a way which highlights their own personal understanding and appreciation of the project / programme.

The MSC question used for this evaluation was:

What is the most significant change you have seen as a direct result of the mid-2013 change of the Counter Piracy Programme to the Global Maritime Crime Programme (GMCP)?

3. Field visit study. Purposeful sampling as detailed below identified geographical areas and thematic elements of the Programme that this evaluation could use as a focus for eliciting some of the detail behind the implementation of the Programme. Field study visits assisted in this task.

This was particularly useful when considering the majority of the ToR questions on ‘Efficiency’, ‘Effectiveness’ and ‘Lessons learned’.

This evaluation used purposeful sampling to obtain an accurate representation of the universe of which the Project consists. This will inform all of the data collection instruments including face-to-face interviews, telephone interviews and Emailed questions.

There are five main stakeholder groups within this evaluation that were sampled to ensure a cross section of multiple source data is received. These groups were specifically;

- a) Recipients of UNODC/GMCP assistance
- b) State beneficiaries of UNODC/GMCP assistance
- c) Donors
- d) External partners
- e) Internal (UNODC) partners

These groups were identified through the Desk Review phase of the evaluation and the data collection instruments noted above were used to gather information from these five stakeholder groups. All groups were reached through the use of face-to-face or telephone semi-structured interviews of key individuals within each stakeholder group. In all 46 people were interviewed consisting of: UNODC HQ -16; Donors – 11; External Partners – 2; State Beneficiaries – 11; and, Direct Beneficiaries -6. 35% of the interviewees were women.

Additionally two field study visits to Kenya and Mauritius: 8-16 July 2015, and Somaliland and Puntland: 17 – 21 August 2015 were conducted with agendas based on exploring the following criteria:

- Geographic and thematic scope: representing the new geographical and thematic scope of the GMCP since its expansion in mid-2013 from the CPP.
- Donor base: representing the major donors of the programme.
- Types of partnerships (government, civil society, private sector, and other national, regional and international partners including other UN agencies).

Field studies included meetings with regional donor embassies, external partner delegations, and beneficiaries as well as direct access to convicted pirates, and prison mentors. Visits included prisons in Kenya (2), Mauritius, Somaliland and Puntland, and courtroom buildings in Kenya, Mauritius and Puntland.

A planned visit to Mogadishu was cancelled due to enhanced security, interviews were arranged by the GMCP with interlocutors in Mogadishu by telephone.

Through the use of these three data collection instruments and the desk review of existing Programme material the evaluators are confident that enough appropriate information was generated to complete the evaluation as per the ToR. Certain aspects of the desk review material, the case studies and the filed visits supplied the quantitative data. The semi-structured interviews, the MSC narration analysis and specific aspects of both the desk review material and the case studies supplied the qualitative data. As noted both the qualitative and quantitative data is drawn

from a wide cross-section of stakeholder groups and individuals within those groups. By applying this mixed, primary and secondary, multi-sourced data against the ToR questions appropriate triangulation of data was achieved.

***Limitations to the evaluation***

The limitations were:

- (a) The inability to visit Mogadishu Somalia (due to increase in security threat), specifically the prison and court complex. This limitation was mitigated by:
  - (i) being able to conduct telephone interviews with the main stakeholders in those regions
  - (ii) face-to-face interviews with donors who could vouch for the construction work taking place and the delivery of the appropriate equipment.
  - (iii) the GMCP provided photographic proof of the construction work and face-to-face interview with the relevant GMCP Project Officer.
- (b) Other limitations of this in-depth evaluation are related to the design phase where ToR could have benefited from a more systematic and participatory process during its construction, including an evaluation reference group that would have provided a better sense of ownership and responsibility of the evaluation exercise with more possibilities to transform and improve the evaluation.
- (c) The scope of the ToR requires forty questions to be addressed many of which require in-depth research and analysis. However, the time allocated from the receipt of the ToR and completion of the Inception Report was too short resulting in insufficient time to fully complete the desk review and to revise questions within the ToR. This limitation was mitigated by asking for feedback on the ToR at initial briefings in UNODC Headquarters and subsequently revising the scope of the evaluation in the IR itself. This led the evaluation team to consider that a key overarching question centred about changes that had been experienced by stakeholders since the GMCP had begun its work in comparison to the CPP from which it had evolved would be relevant.
- (d) Upon completion of the first draft of the evaluation report substantive changes were required based upon a template to which the evaluators were not privy. This led to a consequent need for additional time to re-draft.

## II. EVALUATION FINDINGS

### Relevance

The evaluation team has addressed the evaluation questions from the ToRs using the document review and triangulation of those findings through interviews with the various stakeholder groups and observation from the field missions.

The 2013 Counter Piracy Programme (CPP) evaluation established that the CPP was fully relevant to its stakeholders. Its relevance was established under various Security Council Resolutions including 1816 (2008) and 1851 (2008). Once fully established at the end of 2009 the CPP had three objectives:

1. Fair and efficient trials and imprisonment of piracy suspects in regional countries;
2. Humane and secure imprisonment in Somalia; and
3. In the longer term fair and efficient trials in Somalia itself (mainly taken over by UNDP, but with UNODC support).

With the decline of piracy in the Horn of Africa (HoA) due to various national and international measures, including the CPP, UNODC took the decision in March 2013 to realign the CPP as the Global Maritime Crime Programme (GMCP). The Programme is currently in a process of geographical expansion into the Gulf of Guinea and across the Indian Ocean to South East Asia.

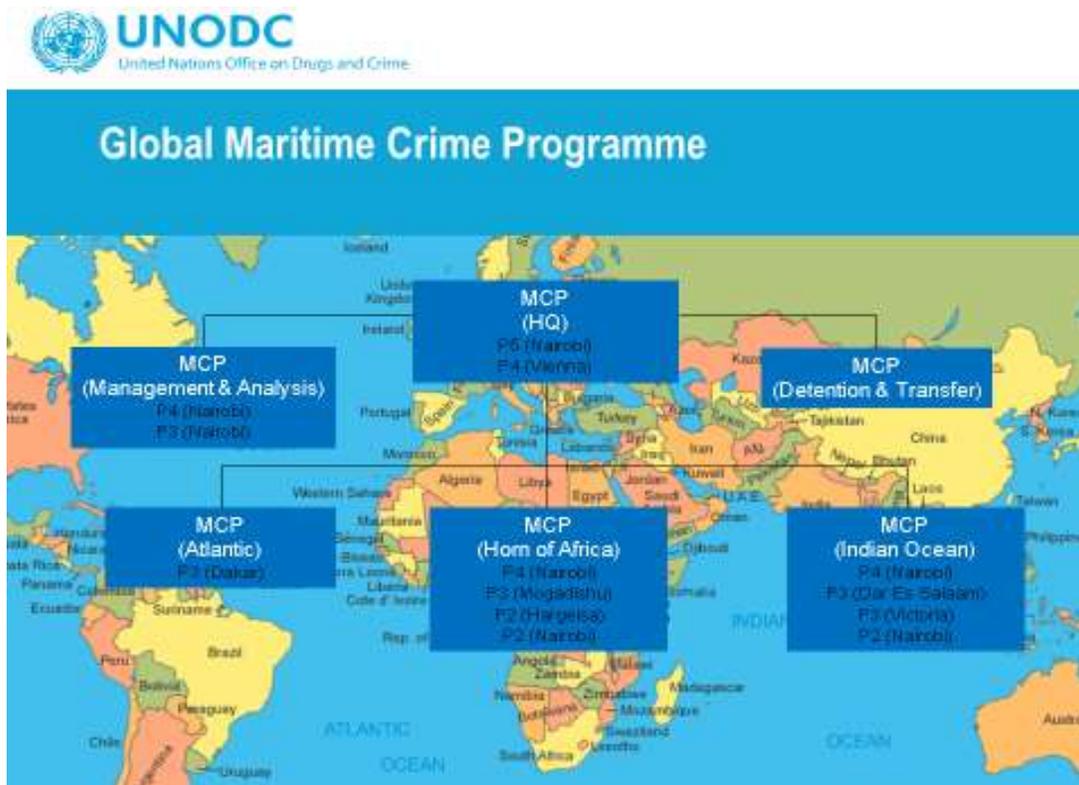
This decision to expand *prima facie* appears sound. The CPP had built up a wealth of maritime crime experience and expertise and reporting from UNODC and other actors in the area highlighted that many forms of maritime crime, outside piracy, (e.g. fisheries crime, trafficking of drugs, weapons and persons) were in many cases long standing issues of State and regional concern that had been overshadowed by the outbreak of piracy. And within the domain of countering piracy the UN Security Council has expressed concerns regarding growing incidents of piracy in the Gulf of Guinea. This evaluation finds that widening the geographical scope of counter piracy work is consistent with the spread of piracy, whilst deepening the thematic scope to tackle all maritime crime is a sensible, timely, and responsible reaction to the changing environment in which UNODC operates within the Indian and other Oceanic environments. The evaluation reveals that the baselines on which the relevance to stakeholders of the expansion of the CPP into the GMCP was based were relatively thorough. The GMCP project (GLOX99) document of 15<sup>th</sup> August 2013 notes *‘The GMCP also seeks to respond to both clear requests and requirements to do more in capacity-building for general preparedness to respond to maritime crime and to conduct maritime law enforcement’*. The same document also provides a key objective for the GMCP specifically; **‘To improve the capabilities and capacity of the criminal justice systems of states to carry out effective prevention and prosecution of maritime crimes within a sound rule of law framework’**.

It contributes to the UNODC Strategic Framework, Sub-programme 1: Countering Transnational Organized Crime and Trafficking, as well as Sub-programme 4: Justice. 1. Rule of Law 1.2 International cooperation in criminal justice matters; 1.2.1 Enhanced capacity for international cooperation against crime, organized crime, corruption, drug trafficking and terrorism 1.2.6

Enhanced capacity for law enforcement cooperation against crime, organized crime, corruption, drug trafficking, diversion of precursors and terrorism.

The GLOX99 objective is particularly relevant to UNODC work under the Eastern Africa Regional Programme (EARP) especially in Sub-Programme (SP) 4 the criminal justice pillar and the SP 1 pillar of Countering Transnational Organised Crime, Illicit Drug Trafficking and Illicit Trafficking. It is further relevant to UNODC's Strategic Framework. This evaluation notes that the GMCP has recognised that this is an important aspect of their programme management and some time and effort has been expended in attempting to ensure full and proper integration.

The GMCP is seeking to build on the experiences and lessons of the CPP. Geographic expansion is based upon maritime crime within 'oceanic' areas and thus the initial geographic expansion has been within the Indian Ocean where the impact of Somali piracy continues to provide much of the thematic content, with an as yet small geographic expansion into the Atlantic to apply CPP best practices to Gulf of Guinea piracy. GMCP work within geographic areas as shown below, with the exception of the 'detention and transfer' project which is a direct legacy of the CPP:

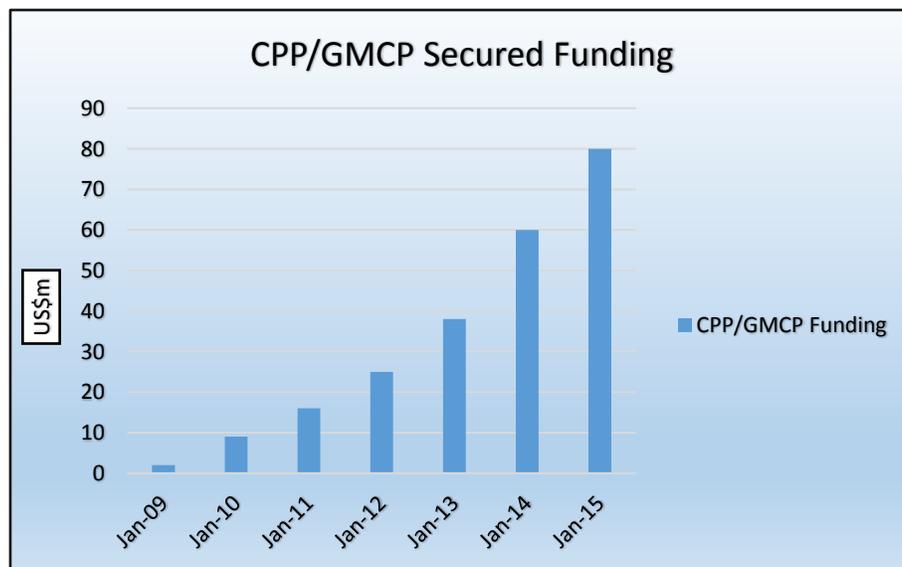


The thematic deepening of the GMCP into combatting broader maritime crime within the Indian Ocean draws heavily on experiences gained from the CPP regarding the need for a broad justice system overhaul in order to be able to prosecute and detain piracy suspects within a system that recognises their human rights and which upholds the rule of law, whilst recognising that piracy was not the only maritime crime affecting the region. Many of the region's States including Somalia, would not place piracy as the maritime crime that most affects them, and thus as the GMCP expands geographically it has had to deepen thematically to address these needs. The wider international community however, retains its main focus on combatting piracy as the main affect was felt by international shipping and trade.

Thus for a number of reasons including donor community relationships, GMCP beneficiary future cooperation and sustainability of benefits already accrued by the CPP, it is vital that the GMCP retains its focus on countering piracy and those root causes which fall under the maritime crime mandate, within its growing list of priorities. Some donors and external partners were very keen that UNODC should become the lead organization for counter-piracy work.

During the CPP funds grew from US\$0.5m in 2009 to US\$25m in 2012. Since then the GMCP has grown from the US\$ 25 million in 2012 generated by the CPP and has expanded to US\$ 80 million in 2015 as shown below. The fact that the GMCP continues to see its budget grow suggests the GMCP remains relevant and attractive to the needs of the stakeholders. The GMCP learned a number of lessons from the CPP 2013 Evaluation which have been incorporated along with the recognised best practices into the ‘modus operandi’ of the GMCP.

Graph 2



Despite the cessation of piracy operations the evaluation found that many stakeholders still felt that piracy remained a threat until the under-lying factors had been addressed. Thus when asked about the relevance of the GMCP, there remained strong vested interest in countering piracy as a priority, whilst recognising that other maritime crime was either a driver for piracy, or undermined regional stability and growth potential.

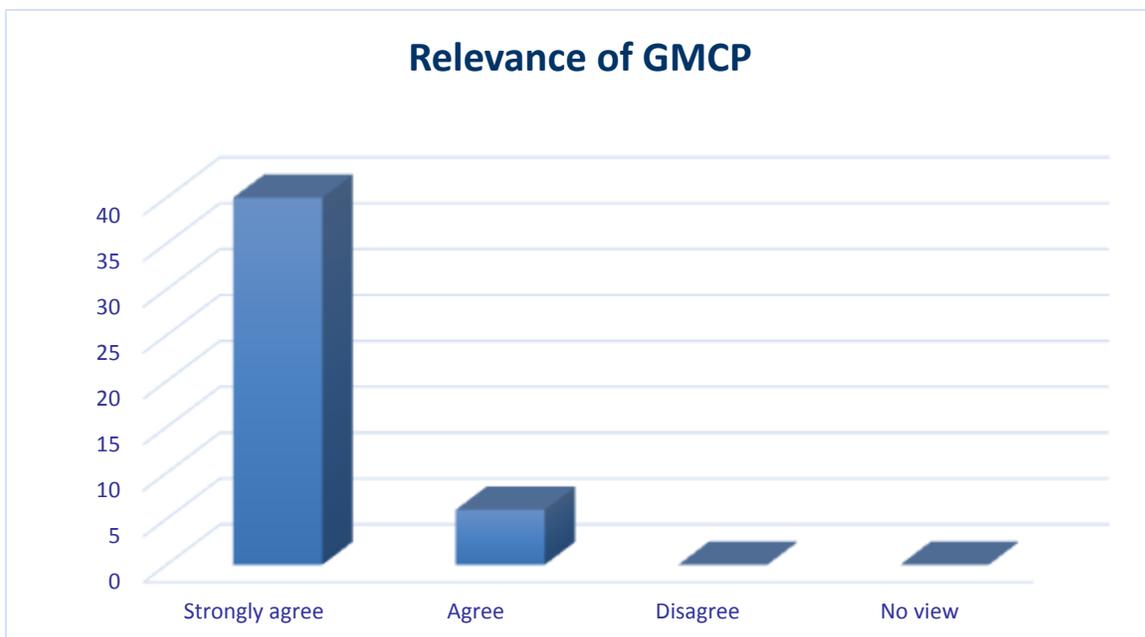
There was also donor interest in institutional capacity building and thus the whole justice system approach of the GMCP was attractive to the majority. The Indian Ocean Forum despite being in its early stages was an attractive option to donors who believed that criminal information sharing and standardisation was a positive step forward.

The overwhelming majority of interview respondents strongly agreed that the objective of the GMCP was still relevant and this was reflected in country requests for wider assistance, and the emergence of country strategies to combat wider maritime crime. Many interviewees stressed that simply because the situation in terms of current piracy attacks had improved since 2012 should not be a reason for the GMCP to either lose focus or dilute effort in this area. For example, “*Expansion into other areas is positive but there must still be a focus on Somali inspired piracy*” and “*The GMCP should continue to keep a focus on piracy possibly taking the international lead role*” are two quotes from the donor community.

In interviews beneficiary, external, and donor stakeholders stated that the GMCP was relevant to their ongoing needs to work with Somalia to counter piracy, whilst also being relevant to countering the broader maritime crime that undermines economic and security development within the region. In many cases the shift from countering piracy towards other maritime crime is consistent with national strategies and the relevance of the programme and its move away from countering piracy alone was expected to increase further as Somali based piracy diminished. Donors in particular were keen to keep an emphasis on Somali piracy as despite a dramatic decrease in piracy attacks, they felt that the underlying causes remained in place and that UNODC had a role within the GMCP to help prevent its recurrence through working to counter the root causes.

The GMCP is aligned at the strategic and operational levels with the EU MASE programme, having received some funds from that programme to deliver a number of the aligned outputs. EUCAP Nestor is another programme where efforts have been made for alignment at the strategic level, but the EU programme is not sufficiently developed in its delivery objectives to align in full with the GMCP, and thus technical partnering on an ad hoc basis keeps the relationship alive until the EU programme can develop.

Graph 3



**Fig. 1** Interviewees' response to question: "Is the GMCP relevant?" (All stakeholders)

## Quality of Design

The overall objective of the GMCP is to “**improve the capabilities and capacity of the criminal justice systems of states to carry out effective prevention and prosecution of maritime crimes within a sound rule of law framework**”. Underneath that broad objective the GMCP sets clear objectives which are well documented and which are constantly reviewed and analysed. They all tie back to the overall objective of the GMCP.

A key design aspect of the GMCP is how it approaches the integration of its expanded remit with existing thematic areas of UNODC. The GMCP Project Document of August 2013 explains how this will be managed. It notes that the GMCP has a direct link to the UNODC Crime Prevention and Criminal Justice Reform Thematic Programme (2012 – 2015), but also to the Thematic Programme on Action against Transnational Organized Crime and Illicit Trafficking (2011 – 2013), the Thematic Programme for Terrorism Prevention (2012-2015) and other programmes and projects developed by the DPA, DTA, TPB and OCB. It further notes that *‘the Maritime Crime headquarters team will provide strategic advice to field implementation, as well as in some circumstances implementing activities directly where the Office does not have field presence, and in some areas where global synergies are most evident, such as law reform and training’*. And that using the regular internal UNODC Inter-divisional Task Force (TF) on Counter-Piracy meetings as the mechanism *‘to ensure that information is shared, co-ordination is maximised, and integration is maintained’*. This follows the recommendation in the CPP evaluation *‘(to) develop the role of the inter-divisional task force to ensure communication between CPP and their in-house partners is effective. This should include a monitoring role to certify that any expanded MCP is addressing the appropriate thematic areas. This task force should not be a micro-management tool but should provide strategic guidance and identify appropriate personnel to operationalize the advice’*.

The Project revision document of October 2014 did not alter this assertion. And this evaluation notes that there are regular weekly meetings involving the Nairobi based GMCP team and HQ staff however there is little documented evidence of the type of strategic advice delivered by the HQ team which has had its resource reduced by the loss of a P5 post since the expansion into the GMCP. The evaluation has some limited concerns that the potential added value of the Maritime Crime HQ team and general HQ expertise is not being realised, or is at least diluted. Having highlighted this specific issue it should be well noted that internal UNODC harmony between the field and HQ has improved since the CPP, and the Programme Coordinator is very aware of maintaining this link and does so through regular visits to HQ, which were favourably commented upon in interviews with UNODC internal stakeholders.

The Management and Analysis Unit (M&AROE) has made a considerable difference to the way the GMCP is run and the links with HQ and again this met with positive comments from internal stakeholders. The advantages of a project focussed MAU embedded in the programme and with previous UN financial and planning experience has allowed the specialist Project Managers to spend more time focussed on project output. This is a good team design which increases efficiency by allowing Project Managers to pay more attention to effect.

Stakeholder requirements were included in the initial design of programmes but there was some minor feedback by stakeholders that greater involvement would be welcome as programmes develop. Considerable work is undertaken to establish baseline information. GMCP is presently made up of six sub-programmes spread out over 14 projects:

1. **The Maritime Crime Programme (Indian Ocean)**, which continues the core activities of delivering support to the criminal justice systems of the countries in the Indian Ocean Region that prosecute piracy suspects.<sup>9</sup>
2. **The Maritime Crime Programme (Horn of Africa)**, which aims to build capacity for maritime law enforcement in Somalia so that Somalis may begin to assert control over their maritime zones.<sup>10</sup>
3. **The Somali Prisons Development Programme (North) (the successor of the Piracy Prisoners Transfer Programme)**, which builds capacity for humane and secure imprisonment in Somalia so that those convicted of piracy in 3<sup>rd</sup> party states may be transferred home to serve their sentences in Somali prisons.<sup>11</sup>
4. **The Mogadishu Prison and Major Crimes Complex Programme**, which is delivering a major construction project to establish a new high risk prison in Mogadishu as well as a secure court facility in the Capital to deliver high risk trials.<sup>12</sup>
5. **Hostage Support Programme**  
Trust Fund supported Programme which ensures released piracy hostages received assistance including food, accommodation, welfare support, clothes, medical help and check-up, getting in contact with their Embassies and families and repatriated back to their home countries. Currently there are 30 piracy hostages still in captivity in Somalia.
6. **Global Programmes**  
GLOX99 is the Global Maritime Programme which comprises all technical assistance the programme can provide globally. This Programme was approved in August 2013 is currently covering operations in the Atlantic, Gulf of Guinea activities which started implementation late 2014.

Each of these sub-programmes and each of the projects within those sub-programmes contribute toward the overall objective of the GMCP which is to **“improve the capabilities and capacity of the criminal justice systems of states to carry out effective prevention and prosecution of maritime crimes within a sound rule of law framework”**.

The **Global Programme under GLOX99** looks to achieve this through focusing on three main areas:

1. The GMCP continues UNODC’s substantial programming in relation to counter-piracy. It works to extend counter piracy programming into West Africa.
2. UNODC has significant expertise in a wide variety of crime and criminal justice issues with maritime dimensions, and many of its programmes already include sectoral projects focussing upon the maritime dimensions of crime and criminal justice. These include expertise in capacity building in relation to trafficking of drugs, and in human beings, smuggling of migrants, terrorism

<sup>9</sup> Active: XEA/X94, XAM/X74, XEA/X93, XSS/X11. No longer active: XEA/X20, MUS/X55, XAM/T72, EA/X67

<sup>10</sup> SOM/Z16 and XEA/Z22

<sup>11</sup> SOM/X54

<sup>12</sup> SOM/Z15

prevention, organised crime, anti-money laundering and counter-financing of terrorism, and container control. The GMCP attempts to work with these existing programmes by seeking to explore and exploit integrated opportunities for both broader maritime crime and maritime law enforcement capacity building, and regionally and inter-regionally sensitive best practice development, or to support existing programmes as they respond to renewed concerns in relation to the maritime domain.

3. The GMCP looks to act as a UNODC first responder to requests from States for support in relation to both emerging maritime crime issues which are not yet adequately addressed by UNODC or another organization, but also for more general counter maritime crime capacity building which transcends narrower sectoral and thematic programming concerns. An example of the first is advice, training, and capacity building related to the unique challenges of ensuring human rights compliant policing at sea, including on implementing the Basic Principles on Use of Force and Firearms by Law Enforcement Officials in a variety of different maritime policing contexts. An example of the second is the recent series of requests UNODC has received from a number of East African, Indian Ocean, and South Asian States for support in developing general legal frameworks to empower their maritime police forces to respond to maritime crime, and for their courts to have Law of the Sea compliant jurisdictions over crimes committed at sea.

In each of these areas of activity, the GMCP looks to utilise the existing UNODC Piracy / Maritime Crime Task Force as a mechanism for information sharing, programme co-ordination and de-confliction, and thematic and geographical integration. All of these areas are directly relevant to the GMCP overall objective.

GMCP objectives and planned outcomes are:

**The Hostage Support Programme under GLOZ06 objective:** *‘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’.*

The aim of this project component is to support:

**Outcome 1:** Direct immediate assistance and care to released hostages in Somalia;

**Outcome 2:** Repatriation service to home country, documentation, travel and support;

**Outcome 3:** Increase coordination on hostage release through management of database on hostages and likely release.

This evaluation recognizes that whilst hostages remain in captivity the hostage support programme is required. Its longer term future should be considered and a decision taken on whether this type of assistance should continue to be supported under the GMCP. It does not appear prima facie to be as directly relevant to the GMCP’s objectives but is a legacy of the CPP.

**The GMCP IO/HoA under XAMX74 objective is to:** *‘Improve the capabilities of the criminal justice systems of Indian Ocean and Horn of Africa states to carry out effective prevention and prosecution of maritime crimes within a sound rule of law framework and in accordance with international human rights standards’.*

This project has three main outcomes:

**1. Fair & Efficient Piracy Trials and Humane & Secure Imprisonment in Indian Ocean Prosecuting States**

Support to the police, prosecutors, courts and prisons of regional states prosecuting piracy suspects handed over by international navies in order to ensure their fair and efficient trial and humane and secure imprisonment.

**2. Effective Countering of Maritime Crime in the IO**

Support to criminal justice systems of Indian Ocean countries to increase their capacity to carry out effective law enforcement and prosecution of counter piracy and other maritime crimes committed at sea.

**3. Effective Countering of Maritime Crime in the HoA**

Support to criminal justice systems of countries in the Horn of Africa to increase capacity to counter maritime crime.

The objective and the outcomes supporting that objective are in line with the GP.

Under the same objective XAMX74 of the **GMCP IO/HoA the project XEAX94** has four main outcomes:

**1. Fair & Efficient Piracy Trials and Humane & Secure Imprisonment in Indian Ocean Prosecuting States**

Support to the police, prosecutors, courts and prisons of regional states prosecuting piracy suspects handed over by international navies in order to ensure their fair and efficient trial and humane and secure imprisonment.

**2. Capacity to Effectively Counter Maritime Crime in the Indian Ocean is Developed and Strengthened**

Support to criminal justice systems of Indian Ocean countries to increase their capacity to carry out effective maritime law enforcement and prosecution of crimes committed at sea including piracy, trafficking in drugs/arms/contraband, migrant smuggling, slavery, illegal fishing, terrorism and transnational wildlife crime.

**3. Humane & Secure Imprisonment for Piracy Prisoners Transferred to Somalia**

Support to criminal justice systems in Somalia to ensure humane and secure imprisonment of Somalis convicted of piracy elsewhere and transferred to Somalia to serve their sentences.<sup>13</sup>

**4. Capacity to Effectively Counter Maritime Crime in the Horn of Africa is developed**

Support to criminal justice systems of countries in the Horn of Africa to increase their capacity to carry out effective maritime law enforcement and prosecution of crimes committed at sea including piracy, trafficking in drugs/arms/contraband, migrant smuggling, slavery, illegal fishing, terrorism and transnational wildlife crime.

<sup>13</sup> The Piracy Prisoner Transfer Programme (PPTP) was developed to help build capacity for secure and humane imprisonment in Somalia. Activities are aimed at ensuring that prison conditions are in line with international standards for piracy prisoners transferred from overseas. The PPTP is implemented under a separate project (SOMX54).

This Project is funded as part of a larger EU Programme to Promote Regional Maritime Security (MASE) under Result 2: National/regional legal, legislative and infrastructural capability for arrest, transfer, detention and prosecution of pirates is developed and/or strengthened.

The outcomes of XEAX94 are similar to those of XAMX74 and therefore unsurprisingly also support and contribute to the same objective.

**XEAX93** (the successor of XEAX20) of the **GMCP IO/HoA** another key objective is to *‘improve the capacity of states in the Indian Ocean/Horn of Africa Region to carry out effective maritime law enforcement’*.

This project has three main outcomes:

- 1. Fair & Efficient Piracy Trials and Humane & Secure Imprisonment in Indian Ocean**  
Support to the police, prosecutors, courts and prisons of regional states prosecuting piracy suspects handed over by international navies in order to ensure their fair and efficient trial and humane and secure imprisonment.
- 2. Humane & Secure Imprisonment for Piracy Prisoners transferred to Somalia.**
- 3. Build capacity for secure and human imprisonment in Somalia for pirates convicted elsewhere.**<sup>14</sup>

Whilst the objective is in line with the GP the second two of the three outcomes would appear to sit more comfortably with the Somali Prisons Development Programme (the old PPTP) run under project SOMX54. This apparent anomaly serves to highlight a key issue of GP design where separate projects are created as an administrative expedience to allow funding to be allocated. The similarity in outcomes and the same objective for the different projects XEAX94 and XAMX74 give further indication of this issue. This is not – of itself – a problem as long as the GP is aware of the overlap(s) and that these are managed appropriately. However, from a purely design perspective; this is not the most effective *modus operandi*.

Also under the **GMCP IO/HoA** is project **SOMZ16** with its objective *‘to improve the capacity of Somalia to address maritime crime’*.

It has five outcomes with several outputs as follows:

**Outcome 1: Somali authorities are supported in maritime law reform**

Output 1.1: Maritime Laws and Regulations drafted to address maritime crime

Output 1.2: Procedures to address maritime crime drafted

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<sup>14</sup> The Piracy Prisoner Transfer Programme (PPTP) was developed under the CPP to help build capacity for secure and humane imprisonment in Somalia. Activities are aimed at ensuring that prison conditions are in line with international standards for piracy prisoners transferred from overseas. The PPTP is implemented under a separate project (SOMX54) which runs in parallel with XAMX74 sharing a common strategic plan.

**Outcome 2: A Somali Maritime Security and Resource Strategy developed**

Output 2.1: Support provided to the four regions to draft and adopt Maritime Strategy for Somalia

**Outcome 3: The capacity of the Somali MLE authorities enhanced and strengthened**

Output 3.1: Equipment provided to Somali law enforcement authorities in Mogadishu

Output 3.2: Training to Somali law enforcement authorities in Mogadishu provided

Output 3.3: Equipment provided to Somali law enforcement authorities in Galmudug

Output 3.4: Training to Somali law enforcement authorities in Galmudug provided

Output 3.5: Equipment to Puntland law enforcement authorities provided

Output 3.6: Training to Puntland law enforcement authorities provided

Output 3.7: Equipment to Somaliland law enforcement authorities provided

Output 3.8: Training to Somaliland law enforcement authorities provided

**Outcome 4: Somali authorities have strengthened their judicial systems capacity**

Output 4.1: Prosecutors and judges from the Somali regions and SFG are provided with guidance and training on maritime crime

Output 4.2: Somali maritime authorities have received guidance and advice on maritime crime matters

**Outcome 5: The preparatory set up for the establishment of a Major Crimes Complex ensured in Mogadishu**

Output 5.1: The Somalis are provided with the preparatory work in order to establish a Major Crimes Complex with related equipment in Mogadishu

Also under **the GMCP IO/HoA is project XEAZ22** which has exactly the same objective as SOMZ16 i.e. *‘to improve the capacity of Somalia to address maritime crime’*.

It has four outcomes as follows:

**Outcome 1:** Personnel of the Mogadishu (South Central) Maritime Police to apply newly learnt LE techniques and use the equipment provided to effectively patrol the 12 nm Somali sea territory.

**Outcome 2:** Personnel of the Bossaso (Puntland) Port Police to apply newly learnt LE techniques and use the equipment provided to effectively patrol the 12 nm Somali sea territory.

**Outcome 3:** Personnel of the Somaliland Coastguard to apply newly learnt LE techniques and use the equipment provided to effectively patrol the 12 nm Somali sea territory.

**Outcome 4:** South Galkayo Police Station (Gualmadug) to effectively and safely operate and that the suspected pirates and other suspects are detained in line with international standards.

Both these projects (SOMZ16 and XEAZ22) objective is still of keen interest to the donor community. With the expansion of the CPP to the GMCP it is important that this aspect of the GP is not overlooked or loses focus and that it remains an integral part of any future GP design and development.

**GMCP IO/HoA is project XSSX11** which was reviewed in late 2013 and its objective extended to include Mauritius and Somalia *‘providing support to ongoing piracy prosecutions and ensuring humane and secure imprisonment of suspected and convicted pirates in Kenya, Seychelles, Mauritius and Somalia’*.

The project also made changes to the previous outcomes and outputs structure and includes now only one outcome, and one related output, as follows:

**Outcome 1:** Fair and efficient trials and humane and secure imprisonment of suspected and convicted pirates ensured in regional states

**Output 1.1:** Support to ongoing piracy prosecutions and humane and secure imprisonment of suspected and convicted pirates in Kenya, Seychelles, Mauritius, Somalia and other regional states.

Again the objective is in line with the overall GP objective and the remaining outcome highlights the human rights aspect of the project and – by extension – the GMCP as a whole.

The **Mogadishu Prison and Court Complex under project SOMZ15s** objective is to ensure that *‘The capacity and infrastructure of the courts and custodial services in Mogadishu are in line with human rights, ICCPR and Public Trial systems and the UN Standard Minimum Rules for the Treatment of Prisoners’*.

In its original form, SOM/Z15 formed part of the PPTP (together with project SOM/X54) which delivers support to prisons in Somaliland and Puntland. As challenges with implementation of activities in Somalia grew, it became clear that the PPTP could not absorb the large volume of high-risk work contained in SOM/Z15 and that SOM/Z15 should become a programme of its own. It currently has an overall budget of US\$34,922,800.

In addition to activities in Mogadishu Prison, UNODC GMCP is also constructing the Mogadishu Major Crimes Complex. Funding for the first phase of this work has been placed in project SOM/Z16 (the Maritime Crime Programme for the Horn of Africa) which delivers support to maritime law enforcement authorities in Somalia. However, since both projects are based in Mogadishu, hold large infrastructure elements and are justice related, there are significant advantages to have them form part of the same programme in terms of easier and more cost-effective project office set up and monitoring of activities.

The list of outcomes and outputs across the eight ‘areas’ that form this project are too numerous to list here however, a short sample given below demonstrates their relevance to the GMCP.

- Reform of prison legislation and introduction of standing operating procedures for the prison is supported.
- Somali Federal Government is supported to develop a new prison law and prison regulations
- Prison engineering department is established
- A separate secure facility for up to 40 juvenile prisoners is constructed
- Trials are conducted in the Mogadishu Major Crimes Complex
- The Somalis are provided with the preparatory work in order to establish a Major Crime Complex and related equipment in Mogadishu.

- Practices and routines of the judiciary, court staff and prosecutors in Mogadishu meet requirements to run the MMCC.

**The Somali Prisons Development Programme (North)** (the successor of the Piracy Prisoners Transfer Programme) **under SOMX54** aims to “*strengthen the national criminal justice system of the targeted Somali region, so as to ensure secure detention of transferred convicted pirates in accordance with universally accepted norms and standards pertaining to crime prevention, criminal justice and penal reform*”.

This divides into six different areas.

**Area 1 – Personnel and Training** Ongoing training and mentoring of prison staff working in the new prison is crucial to ensure that international standards in the prison is met and sustained over a long period. Prison-staff capacity and prison-management practices will be developed and up to date and agreed Standing Orders introduced in the new prison. Training and mentoring will include modern correctional practices, such as prisoner categorization training and rehabilitation of prisoners.

Outcome 1: The Puntland correctional service detains prisoners, including convicted Somali pirates, in line with international norms and standards

Output 1.1 International mentors recruited and SOPs introduced with mentoring in one prison.

Output 1.2 Local prison staff trained for Garowe prison.

Output 1.3 National prison inspection and oversight mechanism established and operational through proper training and provision of resources.

### **Area 2 – Construction, Refurbishment and Procurement**

A prison will be built with a capacity of 500 beds. Construction will take place in a one-block-at-a-time scheme to allow for use of the prison capacity within 18 months from commencement of construction. Construction will include a prison farm at each site to support prison feeding and rehabilitation programmes. Provision for juvenile prisoners will be made in separate facilities.

Outcome 2: Puntland correctional authorities take possession of a new prison in line with international standards

Output 2.1 Prison for 500 prisoners constructed including procurement of equipment and vehicles

Output 2.2 Prison farm constructed supporting prison, staff and alternative livelihoods

Output 2.3 A prison academy constructed, including procurement of equipment

Output 2.4 A courtroom constructed for hearings related to high security prisoners

Output 2.5 A logistics manager recruited and in place to support Outcome 2

Output 2.6 12 months refurbishment package provided for year three

### **Area 3 – Operations**

UNODC will have a 24/7 presence at the prison for the period from prison opening until the end of this programme. This will allow maintenance of training standards achieved in Area 1, coaching of management, and overseeing implementation of the new routines. Introduction of new rehabilitation programmes, special attention for classification of prisoners, treatment of

juveniles, and internal oversight function should become standard and routine practice before UNODC mentors leave day-to-day management to Somali authorities.

Outcome 3: New prison is operated in line with international standards

Output 3.1 Support provided to effective operation of new prison

Output 3.2 Support provided to effective operation of prison farm

Output 3.3 Rehabilitation programmes supported and expanded

#### ***Area 4 – Law Reform***

Reform of the Prison Law and other related laws is needed to ensure that the legal basis is in order. The concept of a joint TFG, Somaliland and Puntland expert team, agreeing on new drafts, followed by in-depth legal drafting per region, will be continued. Such law reform should include standard national regulations and procedures for oversight and inspection to be piloted in the new prison and extended country-wide.

Outcome 4: Legal regime in place to support the prison and prisoner transfers

Output 4.1 Law reform programme in support of prison operation and transfer of prisoners completed.

Output 4.2 Legal advisor supporting the law reform provided

#### ***Area 5 – Monitoring***

Monitoring prison conditions is essential to guarantee respect for human rights, reassure the international community and the arresting and prosecuting States. This monitoring will be an entirely separate activity to the mentoring in the prison on a day-to-day basis. The emphasis will be put on developing good practices at the Garowe 500 man prison in a spirit of constructive collaboration with the local counterparts.

Monitoring of the new prison is an exceptional activity taking place with specific permission from the relevant Somali authorities and comprises the establishment of an independent committee from outside the prison, responsible for its regular inspection. UNODC proposes to establish and facilitate a five member international-monitoring committee—potentially comprised of members from the Contact Group on Piracy off the Coast of Somalia (CGCPS)—responsible for regular inspections of all of the UNODC prison facilities in Puntland to ensure respect for international human rights norms. The Committee will be supported by a UNODC staff member specialized in monitoring and oversight in prisons. The group will visit the new prison twice a year, commencing when the prison is in operation. Visit arrangements will be in the hands of the UNODC CPP and will include a preliminary survey of staff and prisoner satisfaction to be discussed during the visit. Reports from this monitoring committee will be shared and discussed with the national prison oversight committee under Area 1 above, and vice versa.

Outcome 5: Monitoring Committee ensures the Puntland prison is run in accordance with international standards

Output 5.1 Monitoring of the prison established to ensure it is run in accordance with international standards and that transferred prisoners are being held for the appropriate term

## ***Area 6 – Prisoner Transfers***

Transfer of prisoners requires a legal framework and practical implementation of the agreement on transfers between authorities. UNODC has developed the legal framework and will support implementation in Puntland. Support for flights will be provided as necessary.

Outcome 6: Somali prisoners are transferred back to Somalia / Puntland

Output 6.1 Regional states assisted with the organization and funding of flights to transfer prisoners from regional states to Somalia

The term “programme” in the UNODC managerial toolkit seems to be reserved for country, regional, global and thematic programmes. Putting terminology aside, the lack of structural distinction between undertakings with relatively wide and narrow focus might have an impact on effectiveness of larger ‘projects’ for which there does not seem to be a proper organisational frame. The impact could extend from the lack of clarity in the logical framework to problems with tracking “programme’s” funds.

The on-going legacy of the CPP is clear to see in the design of the sub-programmes and this is to be expected although subsequent project revisions have in some instances altered the scope of the various projects. GLO/X99 is the main vehicle for the expansion of the CPP into the GMCP and there is considerable indication that the design of the programme is being driven through developing baselines and is not simply donor driven. One example concerns the geographical expansion to the Eastern Indian Ocean where GLO/X99 requested seed funding from GLO/U46 with the objective to “*establish the current gaps and needs of the Maldives, Sri Lanka and Bangladesh in countering maritime crime, including piracy, and based on this develop maritime crime programming in the region*”.<sup>15</sup>

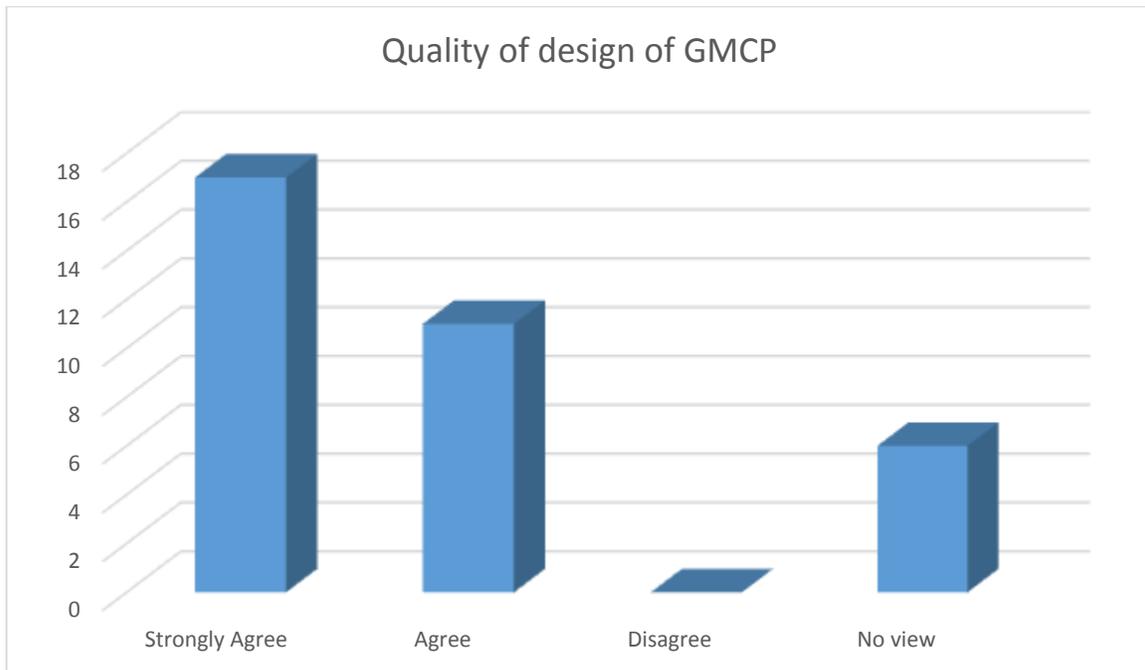
The six sub-programmes interact wherever possible, and the weekly Project Managers’ meeting serves to inform all of progress and problems, and where joint gains might be made through any interacting work. The ongoing legacy from CPP is clear to see in the design of most of the sub-programmes but this evaluation believes this is not a bad thing as there remains both donor and beneficiary interest in countering piracy.

Programme advocacy is addressed particularly well with the following being the baseline for reporting:

1. A fortnightly programme update with a mailing list of over 570 (August 2015)
2. Annual Reports on all projects
3. Briefing notes as required on selected programmes
4. 4 weekly update on Mogadishu Prison
5. 6 monthly donor briefing
6. Ad hoc media briefings
7. Twitter feed

<sup>15</sup> Request for seed funding GLO/U46 19/08/2013

Graph 4



**Fig. 2 Interviewees' response to question: 'Is the GMCP well designed?' (All stakeholders)**

Overall the majority of interviewees felt the programme was well designed however those within UNODC were more likely to answer 'agree' than 'strongly agree'. Those stakeholders outside UNODC either expressed 'no view' or 'strongly agree'. This evaluation believes that design of the GMCP as a whole is sound and that individual programmes are also well designed but in one or two cases could look for greater input from the beneficiary. The vast majority of the indicators developed to measure outputs are valid and this reflects well on the GMCP team's project design. However the GMCP (with support from UNODC as a whole) will have to put greater effort into developing indicators to measure outcomes. This is further mentioned in the 'Impact' section of the report. When more closely examining UNODC internal responses to the design issue a difference of opinion appears to originate around the question of whether a 'Global' programme could (or should) be run from outside HQ. This evaluation assessed that there was little obvious benefit in moving the GP from the ROEA and into HQ.

If there were an area of inconsistency in design outside UNODC stakeholders it is where projects retain their CPP roots and thus more single crime (piracy) focussed outcomes in comparison to the wider justice system work of the GMCP. The Somali authorities are aware of the GMCP and a number expressed a desire to expand the work in their area, noting that if they were allowed greater input to the design of the projects they would better meet their needs. This evaluation believes that this is an encouraging sign of institutional capacity development but that given the limitations of many of the agencies involved and the transient nature of key political post holders within Somalia, it should be approached with caution by GMCP. Regular access in the field and the feedback of mentors should provide the data required for any re-design or expansion of projects.

## Effectiveness

Effectiveness is defined by the UNODC Evaluation Handbook (EH) as a measure of ‘*the extent to which a project or programme achieves its objectives and outcomes*’.

The GMCP and its expansion have created a number of objectives, outputs and outcomes progress toward which is at various stages. The overall objective of the GMCP – as noted in the ‘Quality of Design’ section – is broad. Therefore the better measure of effectiveness is to measure the progress made toward the objectives of the sub-programmes and projects. As the GMCP is still relatively new progress toward some of the objectives under the ‘new’ projects are in the early stages. What can be stated with some degree of certainty however is that the GMCP is continuing in the same fashion as the CPP, the work being done is commensurate with ultimate achievement of the objective(s) and therefore the GMCP is evaluated as effective. This is supported by interviews across all stakeholder groups who, mirroring their comments on the CPP, are happy to state that the GMCP is one of, if not the most, effective UNODC programme.

A key reason for this has been the continuity of strong leadership since the inception of the programme. The Programme Coordinator is consistently mentioned across all stakeholder groups – but especially within the donor community – as a positive driving force for the achievements of GMCP. The translation of this drive manifests itself in a GMCP team which is also driven to succeed and does not measure success as an absence of failure. Each Project Officer within the team is empowered to plan, programme and implement their work which results in “ownership”, strong incentive and creativity, and a desire to achieve the best possible results. Greater engagement with donors and a commitment to communicating the progress of projects is endemic within the team which ensures that Project Officers are called to account on a regular, at least fortnightly basis to communicate what they are doing, and what they are achieving. It is this approach that ensures that objectives are met and that the GMCP focus remains firmly on delivery and is at the core of the effectiveness of the GMCP.

Overall, this evaluation finds that the GMCP has followed on from the CPP and has been exceptionally effective in delivering on donor and beneficiary requirements by identifying where UNODC expertise and comparative advantage could be deployed. This manifested itself in the ability to forge good relations with the appropriate countries, launching a programme that was holistic in nature and that provided a complete service from arrest and handover, detention, prosecution, sentencing, imprisonment and ultimate repatriation. Proximity also plays a part as donors cluster their funds in regional embassies, and have differing requirements from region to region, and easier direct access to beneficiaries is both efficient and effective. The effectiveness of GMCP is in many instances enhanced by the GMCP being based in the field as this allows greater access to direct donor requirements and funding, and beneficiary needs, and some internal, as well as the majority of donor, beneficiary, and external stakeholders felt that this was a distinct benefit and “*something from which the more global view of the HQ is too detached*”. This suggests that as the GMCP expands geographically into other oceanic regions those regional programming offices will be keys to retaining the overall effectiveness.

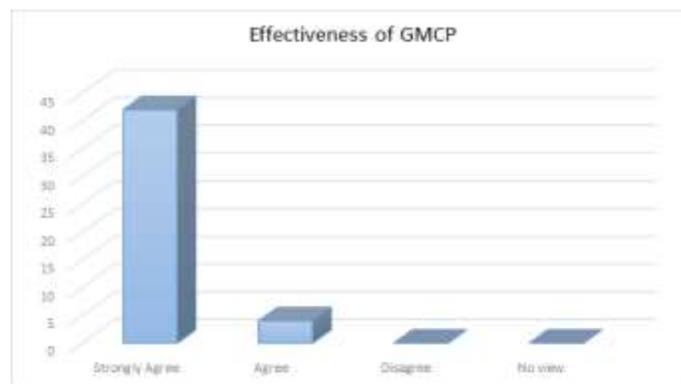
One area where effectiveness is particularly enhanced is the GMCP’s use of mentors for police and prison staff. This is both successful in effectiveness and efficiency terms and the long-term nature of mentoring builds trust and closer relationships upon which focused delivery can be achieved whilst identifying wider needs. Mentors also provide first-hand feedback to the programme staff so that lessons can be learned quickly and appropriate adjustments made within

the life of a project. Mentors were observed and interviewed during field missions and it was very clear that their commitment to the various programmes was high. The evaluation observed a variety of types of assistance that mentors are providing to the programme depending upon the needs of the beneficiary. These ranged from providing strategic assistance with national strategies and legislation to more operational aspects of establishing standard operating procedures for prisons.

The evaluation team looked closely at the GMCP's practice of deploying mentors from the Norwegian Prison Service to work in Garowe Prison in Puntland. The modality used is the Non-Reimbursable Loan Agreement (NRLA) in which a Government offers a number of candidates for a specific post, UNODC select a suitable candidate from those offered and the Government provides the individual at no cost to UNODC.

The Evaluation Team found that this process has worked well and offers a number of attractions for the donor country, the recipient country and UNODC. In particular, UNODC had access to individuals that were serving prison officers from Norway with the most up-to-date skills and experience. The GMCP's laudable focus on providing tactical level training and support is particularly well suited to a NRLA option as the Programme often seeks officers of lower grades who can support the operation of a prison rather than devising a strategy for an entire prison service. Personnel offering themselves for consultancies tend to have retired from the most senior ranks of a prison service and are less suitable for the GMCP roles. Looking at the specific impact of the seven Norwegian mentors that have been deployed to the programme over 3 years, it is clear that they offered an excellent resource to UNODC and the Government of Puntland and have played a pivotal role in accomplishing the challenging task that faced the Programme: to establish and operate a prison in Somalia in line with international standards. With project management and logistical support provided by UNODC staff, the mentors were able to focus on building a long term relationship with the prison staff and adapting their approach to the particular circumstances of Somalia. The results of the seven Norwegian Mentors were clear to see: a prison which was operated by staff who had been trained in appropriate practices, understood their role in ensuring prisoner safety and security and strove to reach sensible standards. However it was also clear that standards had slipped since the mentors withdrew in December 2014 and the Evaluation Team welcomes the decision to redeploy mentors to UNODC in Garowe under the NRLA modality.

Graph 5



**Fig 3: Interviewees’ response to question: “Is the GMCP Effective” (All stakeholders)**

## Efficiency

The UNODC Evaluation Handbook (EH) defines efficiency of a project as “a measure of how well resources/inputs (funds, expertise, time etc.) are converted into outputs”. According to UNODC Guidelines for Evaluation Reports one of the aims of a project evaluation is to assess the extent to which the planned outputs have been delivered and how they contributed to the attainment of the objectives.

Of all the areas evaluated efficiency was viewed, particularly by the beneficiaries as being the weakest area but this should be viewed within the context that the efficiency of the programme is still relatively high. The areas for which the GMCP Team themselves have full control over are efficiently managed such as the financial management of the GP through the Monitoring and Analysis Unit (MAU) based at UNON and the various sub-programme and project reviews which are carried out at regular intervals. The on-going risk assessment strategy and the maintenance of the risk register points to an efficiently run GP. The interviewees, in particular those within the donor community, have commented upon the programme in very positive terms. “*Within all UNODC projects and programmes the GMCP is the flagship programme*”, “*The GMCP is the single best field operation of which we know*” and “*The GMCP is the best part of UNODC*”. These comments would not have been made if the donors felt their money was being used in an inefficient manner. Thus the following observations should be taken in the overall context of the programme and its undoubted success.

The length of time with which it takes to procure equipment and services is a major limiting factor in the efficiency of the programme. In an attempt to increase efficiency the GMCP entered into a Service Level Agreement (SLA) with the United Nations Office for Project Services (UNOPS) as its executing partner. It is generally held at the field level that this arrangement has improved the speed of the procurement process although it is still not as quick as would be desired. The UN is so bound by its rules that it does not allow for flexibility to respond to field needs and this is an aspect that requires greater reflection. The relative disappointment of GMCP beneficiaries in the efficiency of the programme can be linked directly to the slow procurement process, whether it is the hiring of contractors to refurbish buildings, or the procurement of fixed assets such as IT equipment, vehicles or of staff. Beneficiaries speak in terms of “*reducing trust*” and “*building insecurity*” and in the prisons feel that long waits for equipment can “*undermine the trust between the staff and prisoners*”. The GMCP staff speak of the lengthy procurement processes as “*undermining their ability to sustain pressure on beneficiaries when they (the UN) are seen as being unable to deliver themselves*”.

The legacy of using the UNOPS SLA is still of some interest however, as FRMS have concerns regarding the clarity and transparency of the financial reporting from UNOPS. There is an inability to easily marry what is executed by UNOPS back to UNODC / CPP budget lines. The GMCP team however, has every confidence in UNOPS as a partner and receives a good service from them particularly with UNOPS having an office in region that understands local procurement issues. Much of the UNOPS relationship regards procurement, and this evaluation believes there is some merit in strengthening that relationship and gaining full benefit from the SLA by conducting all procurement through UNOPS. Making full use of the SLA for UNOPS to handle all procurement issues for GMCP would remove some of the duplication of process that currently exists and thus reduce procurement process time.

The concept of ‘hard’ and ‘soft’ earmarking of funds is still as relevant for the GMCP as it was for the CPP. The CPP evaluation made the following observation. *“One further aspect which has an impact on both the ease with which funds can be managed within a programme such as the CPP and the efficient use of those funds is the funding modality. Many of the funds which are donated are so-called ‘hard ear-marked’ funds which have conditions attached to their use which may preclude them from being used in a manner best determined by the CCP team. This evaluation fully recognises that appropriate checks and balances must be in place to ensure funds are used in a transparent and accountable manner. However, where a programme such as the CCP has manifestly demonstrated that it can deliver results there is a strong argument for promoting a ‘softening’ of those hard ear-marked funds in the future”*. The GMCP Team continues to highlight a lack of flexibility to deploy funds in a manner which improves efficiency as a limiting factor. It can also lead to concerns that funding drives the strategy rather than strategy driving the funding as UNODC chases donor funds. Thus this evaluation would reiterate the potential benefits to all stakeholders in the GMCP of a ‘softening’ in funding and would repeat the recommendation of the CPP evaluation in this respect. *‘Where a project or programme (such as the CPP) has demonstrated success and delivered to donor satisfaction donors should be encouraged to provide more ‘soft ear-marked’ funds where appropriate. For example in the UNMAS Trust Fund donors can ear-mark by country, type of activity or put in the basket fund’*.

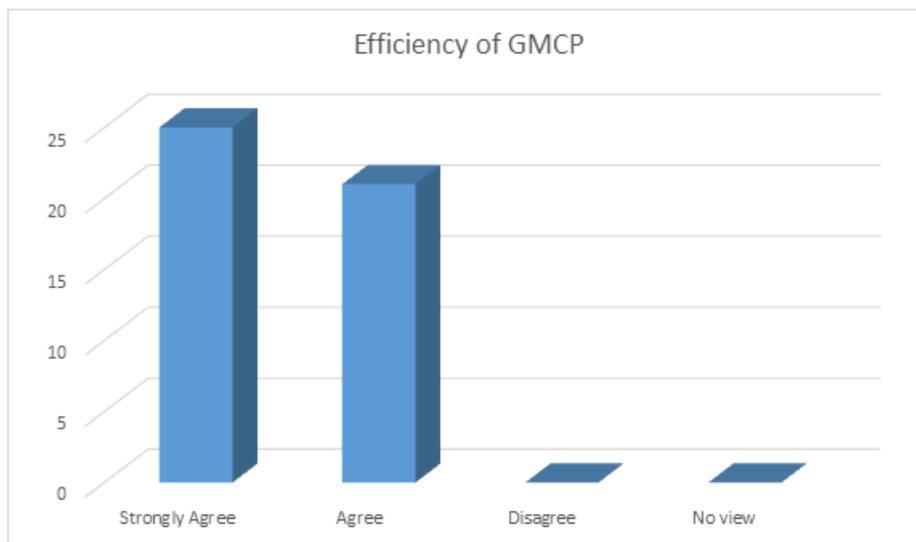
An issue yet to be faced, but one which was commented on by UNODC internal stakeholders and donors is that of Full Cost Recovery. Some in HQ believe FCR will result in the GMCP being forced to work from UNOV as a matter of efficiency but donors generally do not support this line observing that it is the presence of GMCP and in particular the Programme Coordinator in region that creates the links for them to disburse funds to the GMCP and that the GMCP would be far less efficient and effective if it operated from UNOV. FCR is generally unpopular with donors, but they wish to support the programme, this is embodied in such statements as: *“FCR is double taxation”* and *“FCR is a worry for the GMCP donors but donors are not worried about funds being used to fund GMCP staff positions if GMCP grows, in fact they have more concerns about GMCP being too thinly staffed”*. There will need to be some balancing done; this evaluation believes that currently the GMCP benefits from being based in the field, and whilst that remains the case, donors are likely to accept, if perhaps reluctantly, some additional funds going to pay FCR, but will balk at paying FCR retrospectively.

This evaluation concludes that there is now a more harmonious relationship between the field, the regional office and headquarters which work more closely together. The GMCP understands that effective implementation and effective reporting and monitoring cannot be separated, and the ability to manage these efficiently adds benefits for all stakeholders. However, as the GMCP is so proactive in the whole process of planning, finding donations, programming, managing, analysing and implementing it remains an ongoing truism for UNODC to ponder that it appears that the success and effective delivery of results of the GMCP requires no more than the minimum support and input from a few key HQ based individuals. With the continuing expansion of the GMCP this apparent lack of UNOV involvement and its impact on the GMCP must be considered. Many HQ staff interviewed having a view on GMCP (and some having programmes that are or could be aligned in output terms with GMCP) stated that in practise they had little to do with the programme. As well as determining the role of HQ in a regionally run GP this evaluation also questions whether the current rate of PSC paid from this multi-million dollar programme reflects the actual amount of support the GMCP receives. UNODC must address

these issues of HQ support / involvement in the GP and if there is any scope to reduce PSC (particularly in light of impending FCR costs) to a more realistic and proportionate level?

The area of ‘Efficiency’ is one of relative concern for the GMCP. The GMCP is designed, planned and implemented to be efficient, but the efficiency of implementation is regularly undermined by a long procurement process that impacts despite staff awareness of the problem and appropriate planning, on efficiency as well as programme effectiveness and impact. Currently the impact of FCR is unknown, but this has the potential to turn donor good-will away from UNODC. Any reported inefficiencies should be viewed within the context of the GMCP as a whole. There is strong feedback that the GMCP is efficient from all stakeholders’ points of view. In the majority of areas the GMCP has efficiently delivered outputs as has been previously described and the overall majority ‘agree’ that the GMCP has been efficient in its work.

Graph 6



**Fig 4: Interviewees’ response to question: Is GMCP efficient?” (All stakeholders)**

## Impact

Impact, as defined in the EH, is ‘*the positive or negative, primary and secondary long-term effect(s) produced by a project or programme, directly or indirectly, intended or unintended*’. The GMCP has – as previously noted in this evaluation – delivered on a substantial number of its outputs and these have led to outcomes which have the potential to deliver a positive impact.

The CPP evaluation noted that positive impact was achieved within that programme through the ‘*ability to assist in building appropriate law reform and then deliver the capacity building needed to translate the new legislative paradigm into clear deliverables*’. This evaluation is pleased to note that many of the ‘new’ sub-programmes and projects under the GMCP continue to have this focus. This would suggest long term positive impact can be achieved.

Certainly the donors are broadly content with impact of the programme with the most obvious indicator of this being the continued and increasing supply of funding to the programme. The

interviews with donors also confirmed this aspect of positive impact e.g. *“The GMCP is money well spent and has had a positive impact”* and *“Beneficiary institutions are stronger because of the programme”*.

Also noted by this evaluation was the recognition of basic human rights as witnessed in the prisons visited during the evaluation process in Kenya, Mauritius and Somalia. For example from the field missions of the evaluation team to Shimo laTewa prison intermediate positive impacts in prison management, human rights, and inmate population were observed. As previously noted in this evaluation, the GMCP recognises that by focussing solely on improving the human rights of piracy prisoners there was a danger that the rest of the prison population would feel alienated and ‘second class’ prisoners. Thus, the GMCP has pursued a policy of improving conditions and meeting minimum human rights for the entire prison population and prison staff report benefits such as calmer prisons, and greater trust between staff and inmates.

Yet some challenges in maintaining impact remain. A substantial amount of time and effort has been invested in ensuring Mauritius has the ability to accept piracy trials. However there remains some doubt over whether the government is prepared to exercise this ability in the future. The direct impact from all this capacity building effort could be lost and the indirect impact of the capacity building (e.g. the importance and relevance of the benefits they have received in handling other maritime crime) does not appear commensurate with the resources dedicated to date or to have been adequately communicated to the Mauritian authorities

Outside of the obvious impact of building / refurbishing prisons, providing motor vehicles, training etc. and the more indirect but critical benefits that flow from an increased awareness and professionalization of the justice section in beneficiary countries, there is an additional benefit to UNODC which should not be overlooked. The success of the GMCP from the donor community perspective has engendered a more positive attitude toward the wider UNODC family. There is an appreciation that based upon the experiences with both CPP and GMCP that UNODC can provide tangible results. The GMCP has built up a strong and positive relationship with its donors and UNODC should deliberate long and hard on how to retain and develop this goodwill. In particular, ROEA should ensure to build on these relationships for the benefit of the EARP.

There are many potential avenues that UNODC could exploit and provide greater impact following on from the work done by the GMCP by linking into the other thematic areas. To date this has not been as fully or as successfully implemented as possible and this aspect requires greater ownership by the ROEA in integrating the GMCP into the RP. However this evaluation does note the changes being made and that will be made in the future with the recent publication of the Eastern Africa Regional Programme (EARP) and the recommendations held within that document should help address this issue.

As mentioned within the ‘Quality of Design’ section the GMCP has developed good objectives and outputs and with good indicators to measure those outputs. Where there is a lack of ‘designed in’ indicators is on outcomes which are inherently linked to impact. All quantitative data for this evaluation (e.g. number of piracy trials, number of prisoners transferred, number of prosecutors trained, number of workshops etc.) is output focussed. To measure impact this evaluation has had to rely on qualitative data from interviews and field visits. Whilst this is not inherently bad it should be balanced with other, standard, GMCP / UNODC developed outcome / impact indicators. As the GMCP expands and moves into areas not covered by the ‘old’ CPP and

interacts more closely with other UNODC thematic areas the need to develop methodologies to measure impact will become all the more vital.

Thus overall, this evaluation is comfortable with stating the GMCP has had a positive impact and the donor community in particular are impressed with the results but a stronger ‘designed in’ methodology for capturing outcome and impact data should be developed. The beneficiaries have also expressed broad contentment with the impact of the programme with some exceptions who believe greater depth of training is required to ensure long-term impact. This evaluation recognises that the vast majority of outputs have been or are in the course of being achieved and that the anticipated outputs have materialised. A cross section of achievements from 2012-2015 is as follows:

### **Maritime Law Enforcement, Somalia:**

#### Diploma module in Maritime Crime & Law Enforcement

- UNODC supported the design and accreditation of a diploma level qualification in partnership with the University of Seychelles.
- Course delivered to 60 mid-rank law enforcement officers from Seychelles, Mauritius, Kenya and Tanzania (Jan and May 2014)
- Next course to be offered to eight Indian Ocean states in October 2015.
- Support to canine unit in Kenya.

#### Indian Ocean Forum on Maritime Crime (IOFMC) Law Enforcement Group

- UNODC supported the establishment of law enforcement contact groups on heroin trafficking, trafficking in persons, wildlife crime and illegal fishing amount Indian Ocean states.
- First technical level meetings of the thematic contact groups were held in Seychelles (Heroin), Djibouti (TiP), Kenya (Wildlife) and Seychelles (Fish).

### **Maritime Law Enforcement (Seychelles)**

#### Support to Seychelles Police Academy

- Supported the design and development of a new recruit training programme contributing to a complete overhaul of Police training
- Supported the development of a Probationary Constables training programme with mentorship structure.
- Provided support to develop an accredited certificate qualification for Probationary Constables.
- Police Radio Communication Network
- Installed six repeater stations across the inhabited islands.
- Provided radio control room software for geo-tracking of Police patrols.
- Additional handhelds and mobile set for the Police.
- Support to Canine Unit
- Provided trained dogs for narcotics and firearm detection.
- Provided regular training and refresher courses for the dogs.

## **Prosecutors, Indian Ocean**

### **Training in International Maritime Law**

- Supported the development of an International maritime law course in consultation with academics from Australian universities.
- Course delivered 50 Judges and Prosecutors from Seychelles, Mauritius, Kenya and Tanzania (Jan and May 2014)
- 12 top achieving students offered opportunity to undertake a postgraduate certificate as an external student with the University of Wollongong, Australia.

### **Indian Ocean Forum on Maritime Crime (IOFMC) Prosecutors' Network**

- UNODC conducted the first IOFMC joint technical meeting of prosecutors and law enforcement officers on three thematic areas.
- Following from this meeting a prosecutors' network will be established among Indian Ocean states.

## **Prisons:**

### **Diploma module in Maritime Crime & Correctional Administration**

- UNODC supported the design and accreditation of a diploma level qualification in partnership with the University of Seychelles.
- Course delivered to 60 mid-rank prison officers from Seychelles, Mauritius, Kenya and Tanzania (Jan and May 2014)
- Next course to be offered to eight Indian Ocean states in October 2015
- Created and facilitates bi-annual prison visits by an International Monitoring Committee to assess state of prisons and conditions and human rights issues of prisoners.
- Pilot programme for prisoner categorizing, and the creation of a 'dynamic security' database for dangerous prisoners in Kenya, with plans to expand to Somalia and Sri Lanka.
- UNODC constructed a training academy for prison staff in Puntland, the facility is widely used by UN and other external partners.

### **Construction of a Vulnerable Prisoner Unit (Seychelles)**

- UNODC supported the self-implementation of the construction of a 12 bed VPU at Montagne Posee prison.

### **Construction of 500-bed prisons in Somaliland and Puntland**

UNODC has constructed two new prison facilities, including adjacent courtrooms for trials of high-risk prisoners. These are the model for the Mogadishu prison once planning is completed.

### **Computerized Prison Management system**

- UNODC supported the installation of a computerized prison management system at MP prison Seychelles. Similar systems are being developed in Kenyan and Mauritian prisons.

### Repatriation and Prisoner Transfer

- UNODC facilitated the transfer of 96 Somali prisoners and 11 Somali persons acquitted or post-sentence back to Somalia.

### Courts

- Court facilities constructed in Kenya, Seychelles, Mauritius and Somalia.
- Assistance provided in the running and facilitation of piracy trials.

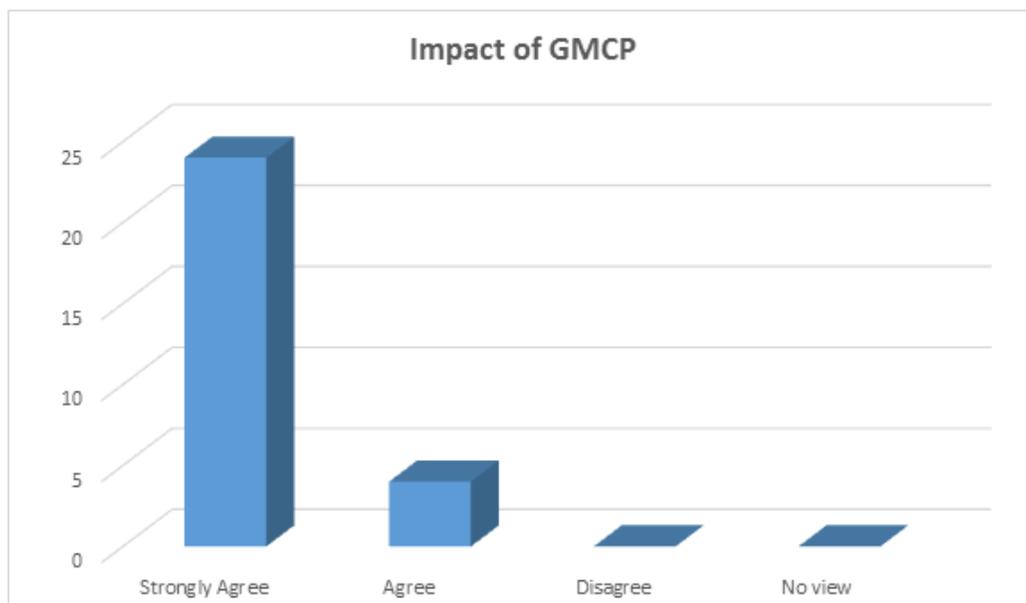
### Hostage Release

- 78 Released hostages helped to return home from Somalia upon release
- 44 Hostages provided medical assistance while in captivity

### Regional

- Establishment of Indian Ocean Forum on Maritime Crime with 29 member states and working groups on TiP/SoM, WFC, heroin trafficking, charcoal trafficking and fisheries crime.

Graph 7



**Fig 5: Interviewees' response to question:" Is the GMCP having a positive impact" (Donors, external stakeholders, beneficiaries)**

## Sustainability

Sustainability, as defined in the EH, is *‘the extent to which benefits of initiatives continue after external development assistance has come to an end’*. The CPP approach to sustainability was to *‘develop a programme which would deliver immediate results in the short-term to support the interim remedy to piracy’*. The key objective of the GMCP *“to improve the capabilities and capacity of the criminal justice systems of states to carry out effective prevention and prosecution of maritime crimes within a sound rule of law framework”* gives the clearest statement of a more measured, comprehensive programme addressing all aspects of the justice system. Gone is the immediacy to provide short-term results which was the core driver of the CPP. The emphasis has shifted to sustainable capacity building, with a strong emphasis on skills training and mentoring and linkages between all agencies in the justice system.

This evaluation asked a key question regarding how the GMCP’s work aligned with broader national strategies in beneficiary states and found that in many cases strategies for change in the justice system were in place, or was being considered. In Somalia the work, particularly in the prisons was generating discussion at the political level of new directions and thinking e.g. *“we have been set on a new path of prison reform”*.

There were equally calls for a broadening of the GMCP work in Somalia to include root causes of piracy and whilst the prison work was considered a major step forward, many interviewees felt that the time had come to concentrate more on law enforcement, and the inter-agency work across the justice system as without this the prisons would stand in isolation and not be sustainable e.g. *“The prison work will remain in isolation and thus be less sustainable if efforts to improve agency relationships across the whole justice system are not addressed”*, and *“IUUF is the main driver for piracy, whilst there is no (policing) capacity to address IUUF the threat of piracy will remain”*.

Similar ideas for greater engagement to enhance sustainability in justice systems work outside Somalia came from other interviews e.g. *“Too few judges have been trained to make knowledge transfer sustainable for any period”*, and, *“In order to sustain beyond piracy the legal justice system requires additional training in other aspects of international maritime law”*.

It is a sign of a positive impact that almost all beneficiaries want further engagement through GMCP, this evaluation suggests that a regular review of delivered effect will highlight where skills fade has occurred and where either topping-up or some other mechanism for sustaining impact can be deployed. Some beneficiaries and external partners also believed that enhancing the role of the Regional Organizations to monitor progress could assist sustainability, and there was broad agreement that the Indian Ocean Forum on Maritime Crime could also be very useful in ensuring states maintained a focus on their abilities to carry out effective prevention and prosecution of maritime crimes based upon regional standards.

Within the prisons and especially in Somalia the GMCP has set in train plans for educational and vocational training for prisoners in an attempt to prevent them leaving prison and re-offending. This is fully in line with the prevention element of the overall objective, but in some cases is lacking in the necessary resources to deliver, this is an area which is particularly vulnerable to the impact of procurement delays should they occur. This type of rehabilitation training not only benefits the prisoners and gives them a chance of starting a new life after prison, but it also assists with prison stability and the building of trust between prisoners and staff. Crime prevention is a

part of the sustainability of the overall justice programme and thus shortfalls in education and vocational training have a direct negative effect on the programme sustainability.

This evaluation does have some concerns over the long-term sustainability of some of the benefits from the GMCP. There were examples of benefit being delivered to reach certain minimum standards but a lack of sustained support has led to those standards slipping. The kitchen facilities at Shimo La Tewa prison in Mombasa, Kenya were refurbished in 2009-10 but are now showing real signs of disrepair with the effect that working in the kitchens can no longer be regarded as a privilege for trusted prisoners. When asked, the Kenyan prison officials advised they had no resources to maintain them.

Although these are only small examples from a USD \$ 80m plus programme they are indicative of the difficulties faced by most development and capacity building projects and programmes. The danger of not giving enough credence and emphasis to sustainability when trying to deliver the programme objectives is that the GMCP and – by extension – UNODC lose credibility in the long term firstly with the GMCP beneficiaries and secondly with their donors. There is already some suggestion that this is having a negative impact with the GMCP beneficiaries. Mauritian authorities, in particular the Master and Registrar’s Office were critical of a perceived lack of continuing support from the GMCP. They feel that the focus was on holding a piracy trial and are concerned that the headway made in Mauritius with regard to the training of prosecutors, refurbishment of court facilities and logistical support could stall if the outcome of the single piracy trial does not convict the suspects. Yet across the Mauritius justice system there were calls for an increase in capacity to handle wider maritime crime. Hard bought goodwill can be easily lost and this evaluation suggests that the GMCP could invest greater thought into long-term sustainability in some areas. This must include closer consultation with other parts of UNODC where necessary and the beneficiary governments themselves.

This evaluation would highlight the recommendation made in the CPP evaluation on sustainability which suggested that ‘*a discrete sustainability plan should be written into project documentation and subsequent project reviews*’. This current evaluation sees no evidence of this recommendation having been implemented and strongly suggests that it is now adopted.

Graph 8



**Fig 6: Interviewees’ response to question: “Is GMCP sustainable” (Donors & beneficiaries)**

Overall, this evaluation contends that the issue of sustainability has been recognised by the GMCP but that in some areas has not been given enough weight. There is a balance to be struck between driving forward with new challenges and consolidating current work to achieve sustainable outcomes and to achieve this there needs to be greater awareness placed upon sustainability of delivered effects through the design phase but with the option of creating a long-term review process across the life of the GMCP.

## Human Rights and Gender

One of the main reasons for the emergence of the CPP was the concern within the international community for the protection of the human rights of suspected pirates upon and after their detention. There was much work done within the programme to ensure suspected pirates and their human rights were respected. It was stressed during interviews with the GMCP team and – to a lesser extent – in some of the project documents that the CPP was effectively a human rights programme and that concept was being carried through to the GMCP.

The CPP evaluation of 2013 stated “*it is incumbent upon the CPP – with support from the appropriate HQ staff – to further develop their human rights approach and increase its visibility within the programme...and into any expansion to the [G]MCP*”. The increased visibility within the new GMCP revised project documents is clear. For example under the GMCP IO/HoA is project XSSX11 which was reviewed in late 2013 along with its objective in “*providing support to ongoing piracy prosecutions **and ensuring humane and secure imprisonment of suspected and convicted pirates in Kenya, Seychelles, Mauritius and Somalia***”. The project also made changes to the previous outcomes and outputs structure and includes now only one outcome, and one related output, as follows:

*Outcome 1:* Fair and efficient trials **and humane** and secure imprisonment of suspected and convicted pirates ensured in regional states

*Output 1.1:* Support to ongoing piracy prosecutions **and humane** and secure imprisonment of suspected and convicted pirates in Kenya, Seychelles, Mauritius, Somalia and other regional states.

Additionally within the GMCP IO/HoA and under XAMX74 the objective is to: ‘*Improve the capabilities of the criminal justice systems of Indian Ocean and Horn of Africa states to carry out effective prevention and prosecution of maritime crimes within a sound rule of law framework **and in accordance with international human rights standards***’.

As well as increased visibility ‘on paper’ this has been carried through into some concrete outcomes and outputs. The **Mogadishu Prison and Court Complex under project SOMZ15** objective is to ensure that “*The capacity and infrastructure of the courts and custodial services in Mogadishu are in line with human rights, ICCPR and Public Trial systems and the UN Standard Minimum Rules for the Treatment of Prisoners*”. More specifically within this project and under so-called ‘Area 5 – Monitoring’ it is recognized that monitoring prison conditions is essential to guarantee respect for human rights, reassure the international community and the arresting and prosecuting States. Thus Outcome 5 of project SOMZ15 states a ‘*Monitoring Committee ensures the Puntland prison is run in accordance with international standards*’. UNODC has established and facilitates a four member international-monitoring committee—comprised of the donors to the Piracy Prison Transfer Programme (PPTP)—responsible for six monthly inspections of all of

the UNODC prison facilities in Puntland to ensure respect for international human rights norms. This monitoring will be an entirely separate activity to the mentoring in the prison on a day-to-day basis. The emphasis will be put on developing good practices at the Garowe 500 man prison in a spirit of constructive collaboration with the local counterparts.

Thus this evaluation is confident in stating that the expansion of the CPP into the GMCP has not had a detrimental effect on the focus of human rights within the programme and – in some areas – further progress has been made to improve the penetration of human rights issues. However it is not all positive.

In 2011 the Secretary-General's "Human rights due diligence policy on UN support to non-UN security forces (HRDDP)" was promulgated, and requires all UN entities dealing with such entities to conduct human rights risk assessments to ensure that activities are conducted under the principle of proper due diligence. The 2013 CPP evaluation made a key recommendation "*...that any future development of the CPP should include this human rights risk assessment approach*". This evaluation cannot find evidence that the GMCP has made any significant progress in developing a systemic approach to these HR risk assessments. The GLOX99 project revision document of 22<sup>nd</sup> May 2015 states that one of the objectives of this current evaluation should be to '*Help identify issues which must be addressed in order to more effectively support output and outcome achievement, including promotion of key cross-cutting themes such as gender justice/equity and human rights*'. This would suggest the GMCP team recognises that further progress must be made in these areas although the implementation of the recommendation from the 2013 CPP evaluation would go some way to redressing the human rights issue.

There is little this evaluation can comment upon regarding gender justice / equity however there is no evidence that the programme is not aware of the issue and where possible it has addressed the issue. For example, within prisons gender issues are being addressed with, in some cases, similar prison reform being undertaken in women's prisons, and female staff receiving complementary training to their male counterparts. In Mauritius the Prison Commissionaire made comment that he appreciated the need to achieve a good gender balance of officers and with UNODC / GMCP support and guidance this was being achieved.

### III. CONCLUSIONS

The GMCP has been successful and continues to live up to its reputation as a 'flagship' programme of UNODC. The huge expansion of the programme from US\$0.5 million in 2009 to beyond US\$40 million in 2012 as the CPP, and again to double this to over US\$80m between 2012 and 2015 is a clear indicator of the success of the programme. The GMCP's communications and reporting strategy is regularly highlighted by all stakeholders as a significant factor setting the GMCP above other programmes.

The GMCP was deemed exceptionally relevant, effective, had a positive impact and managed its external partnerships and cooperation to a high level. It has established a real presence and a reputation in its work in an exceptionally challenging environment. The ability to deliver results 'on the ground' is constantly highlighted by GMCP beneficiaries, donors and partners alike. In some instances however slow procurement process have led to stakeholder frustration with UNODC as a whole and the GMCP. This is consistently highlighted as one area of concern within all the various GMCP stakeholder groups.

There has been no apparent loss of focus with the expansion from the CPP, and mechanisms are in place to manage further geographic expansion. There are insufficient, clear advantages in moving the GP to HQ in line with the majority of other GPs. A key factor in the success of the GMCP is its strong regional presence. Yet, as the GMCP expands geographically and thematically the risk of having that strong regional presence being diluted or lost must be recognized and managed. In particular the interface between the GMCP based in UNON and the other relevant GPs and thematic areas run from UNOV must be examined to ensure best added value is being obtained.

GMCP's main objective of **“improve the capabilities and capacity of the criminal justice systems of states to carry out effective prevention and prosecution of maritime crimes within a sound rule of law framework”** is being achieved in those states in which work has been undertaken, and a pattern of improved justice system institutional capacity is emerging. For some aspects of the programme there aspects regarding long-term sustainability that need to be addressed. Appropriate indicators of impact have still to be developed.

The programme is improving the human rights of detainees particularly with respect to the conduct of trials and the detention of prisoners and in particular it continues to make substantial progress toward achieving humane and secure imprisonment in Somalia. However there are still some areas of concern with regard to the systemic integration of human rights into all GMCP programming: in particular the use of risk assessments for due diligence purposes.

Across the programme prison authorities are embracing the concept of prison time as an opportunity to rehabilitate prisoners rather than just detain. Within prisons gender issues are also being addressed with, in some cases, similar prison reform being undertaken in women's prisons, and female staff receiving complementary training to their male counterparts.

The GMCP's provision of mentors for police and prison staffs is successful and the long-term nature of mentoring builds trust and closer relationships upon which focused delivery can be achieved. Mentors also provide first-hand feedback to the programme staff so that lessons can be learned quickly and appropriate adjustments made within the life of a project.

GMCP created the Indian Ocean Forum on Maritime Crime, a regional network to promote cooperation and response to maritime crime at a strategic and operational level. This a very positive step towards a mechanism for regional ownership of maritime crime issues, which in the longer-term should lead to intelligence sharing and standardisation of best practices to deal with maritime crimes.

The inclusion of the Management and Analysis Unit within the GMCP has allowed the Programme Coordinator and Project Staff to concentrate on the management of output of the programme and has achieved greater efficiency as well as improving day-to-day interaction between the GMCP and UNODC HQ.

## IV. RECOMMENDATIONS

The GMCP is a strong programme that operates in such a way that it is transparent, honest, proactive, realistic, and produces positive outcomes, making it an attractive option for donors, and a popular and effective partner for beneficiaries. Its work promotes UNODC to the international community.

Within the overwhelming positives which surround the GMCP it is recommended that:

**Procurement.** Whilst abiding by UN rules, a more streamlined procurement process should be considered. GMCP has considerable skill and, within MAU, knowledge of UN systems to have greater powers for making its own arrangements for procurement. Additionally, with the SLA in place with UNOPS, an agency that partners well with GMCP, and which already conducts elements of procurement it is the belief of this evaluation that making full use of the SLA for UNOPS to handle all procurement issues for GMCP would remove some of the duplication of process that currently exists and thus reduce procurement process time.

1. UNODC Senior Management to acknowledge that UNOPS is better placed to provide procurement support to GMCP and make a full commitment to the UNOPS SLA.

**FCR.** The position of the GMCP with regards to FCR needs to be clarified. There is no doubt that donors would see more funds spent on activities and less on overheads (i.e. PSC and FCR) if more of GMCP's activities, and more of its staff, were based at HQ. However, donors consider this a model programme with a strong reputation for delivery and, in the view of the evaluators a strong regional presence including that of the Programme Coordinator in the field is a key contributor to this reputation. Therefore some FCR above and beyond what other Global Programmes pay would seem to be justified. This evaluation believes that FCR to be recovered from funds contributed before FCR was introduced (i.e: retrospectively) in circumstances where donors have been asked to allow it and have emphatically declined will be a retrograde step to future donor engagement and should be avoided.

2. UNODC Senior Management to provide clarification of FCR and its implication for donors to the GMCP whilst reviewing the policy whereby FCR will be recovered from funds contributed before FCR was introduced (i.e: retrospectively) especially in circumstances where donors have been asked to allow it and have emphatically declined.

**Human Rights.** One of the main reasons for the emergence of the CPP was the concern within the international community for the protection of the human rights of suspected pirates upon and after their detention. Interviews with stakeholders have reaffirmed that human rights issues must also form a cornerstone of the GMCP. In 2011 the Secretary-General's "Human rights due diligence policy on UN support to non-UN security forces (HRDDP)" was promulgated, and requires all UN entities dealing with such entities to conduct human rights risk assessments to ensure that activities are conducted under the principle of proper due diligence. This evaluation suggests that the GMCP should include this human rights risk assessment approach.

3. GMCP should include a human rights risk assessment in line with the Secretary-General's "Human rights due diligence policy on UN support to non-UN security forces (HRDDP)" promulgated in 2011, and which requires all UN entities dealing with such forces to conduct human rights risk assessments to ensure that activities are conducted under the principle of proper due diligence.

**Corporate approach.** The majority of UNODC Global Programmes are run from HQ. This evaluation could not find strong enough arguments to shift the administration of the GMCP from the ROEA to HQ. However as the GMCP expands into geographical areas outside the Eastern Africa region and as its interaction with different thematic areas increases it is incumbent that a standard, corporate approach to the GP is developed and applied. UNODC under the guidance and advice of ROEA / GMCP senior management and appropriate HQ staff to develop SOPs to ensure UNODC ROs involved in GMCP work outside the Eastern Africa region maintain a corporate approach to the GP.

4. UNODC under the guidance and advice of ROEA/ GMCP senior management and appropriate HQ staff to develop SOPs to ensure UNODC ROs involved in GMCP work outside the Eastern Africa region maintain a corporate approach to the GP.
5. Whilst retaining the overall focus of the GMCP it is recommended that a standing agenda item be created for the weekly GMCP meeting with the rest of the ROEA and HQ staff to identify, discuss and resolve areas of potential thematic overlap and to discuss and develop strategies to exploit areas of opportunity.

**Focus on piracy.** There is a general and widely held opinion that although incidents of piracy have decreased the GMCP must not lose focus on this issue. In particular it should consider how it can assist in tackling the root causes of piracy. Thus the GMCP should reaffirm its commitment to tackling piracy with a strategic plan to tackle the root causes of piracy that fall within its expanded GMCP remit.

6. GMCP should reaffirm its commitment to tackling piracy with a strategic plan to tackle the root causes of piracy that fall within its expanded GMCP remit.

**Exploiting wider opportunities.** Although substantial progress has been made since the CPP evaluation there is further room for improvement in ensuring the GMCP links into other thematic areas and that opportunities created by the GMCP are exploited by other parts of the ROEA and UNODC as a whole. There should be a standing agenda item for the weekly GMCP meeting with the rest of the ROEA and HQ staff to identify, discuss and resolve areas of potential thematic overlap and identify, discuss and develop strategies to exploit areas of opportunity.

7. GMCP Team to review the lessons learned to date from the expansion of the programme with a focus on how to integrate the work of the GMCP with the appropriate thematic areas.
8. UNODC should assess how well the mechanism of utilising the inter-divisional task force to assist in thematic integration is working.

**Methodological development.** There is a need to ‘design in’ a methodology for capturing qualitative and quantitative information to measure outcomes and impact. This should tie into a discrete sustainability plan for the GMCP as a whole and be reflected in the various sub-programmes and projects. Where possible funding should be ‘soft’ earmarked within the GMCP to improve the efficiency with which funds are used.

9. GMCP should continue with the same approach and fine tune its interventions by investing more time at the design stage of project development placing particular emphasis on sustainability within the context of their priority countries.
10. GMCP in conjunction with appropriate UNODC experts should develop a methodology for capturing measurable outcome and impact data and include it as an integral part of the project design.
11. Where a project or programme (such as the GMCP) has demonstrated success and delivered to donor satisfaction donors should be encouraged to provide more ‘soft ear-marked’ funds where appropriate.

## V. LESSONS LEARNED

The success of the GMCP is based around the strong leadership of the Programme Coordinator and the dynamic approach of the Project Officers. Transparency and delivery make the difference for donor support.

Partner agencies and some donors believe that UNODC through GMCP is best placed to take the global lead on piracy, as a maritime crime, to ensure international partners and FGS remain engaged.

Mentoring produces positive and better focussed delivery for the beneficiary, but also builds trust and a level of knowledge to provide first-hand feedback on direction and impact of a project to allow adjustments to be made during a project's life.

Slow procurement mechanisms can have a direct impact on beneficiaries' willingness and ability to engage fully in sustaining the GMCP and undermine Project Officers' ability to maintain the UN organizational moral high ground; procurement delays are the greatest threat to the efficiency of the GMCP.

Unscheduled positive impacts such as Women in Uniform in Mauritius should be recognised as a link to future engagement by another UN agency. Greater coordination with the UN Resident Coordinator's Office could assist with widening the impact. The Resident Coordinator could be a champion for UNODC's work in a number of regional States, but can only do this if kept aware of relevant programme activities.

There remains greater scope for including beneficiaries in the design phase of projects, particularly when the projects are a repeat of technical assistance when the beneficiary has learned from the initial experience e.g. construction and training projects.

Measurement of impact should be reviewed to identify gaps, or knowledge fade to ensure sustainability. In small justice systems personnel move on at a high rate and unless there is a system for review in place, or local trainers have been trained, there will inevitably be skills fade. Mechanisms such as the Indian Ocean Forum for Maritime Crime, or the RECs could have a role to play in maintaining regional standards.

Although the primary focus in Somalia was counter-piracy, the regional authorities now believe that training is required across wider section of justice agencies, and should broaden in scope to include the main driver for piracy: IUUF. "Greater effort across the whole justice system is required regarding custodial system with inter-agency relationships a priority".

UNSOM believes a UNODC Country Head should be in place post 2016 elections in line with UNOPS similar move in order to show UN cohesion and to retain contact with strategic process (PSG2/3).

# ANNEX I. TERMS OF REFERENCE OF THE EVALUATION

## IN-DEPTH EVALUATION

### TERMS OF REFERENCE

#### 1. BACKGROUND AND CONTEXT

<b>Project Number:</b>	XEA/X94, XAM/X74, SOM/X54, SOM/Z15, SOM/Z16, XEA/X20, XEA/X93, XSS/X11, XEA/Z22, GLOX99, GLOZ06, MUS/X55, XAM/T72, XEA/X67 (the latter three have closed)
<b>Project Title:</b>	<b>The Global Maritime Crime Programme</b>
<b>Duration:</b>	May 2009 – April 2015
<b>Location:</b>	Africa
<b>Thematic Programme:</b>	Global Maritime Crime Programme
<b>Executing Agency:</b>	UNODC
<b>Partner Organization:</b>	n/a
<b>Implementing Agency:</b>	United Nations Office on Drugs and Crime – UNODC and United Nations office for Project Services (UNOPS)
<b>Total Approved Budget:</b>	USD
<b>Donor:</b>	Australia, Canada, Denmark, EU, Finland, France, Germany, the Netherlands, Norway, Trust Fund, the UK and the USA
<b>Project Coordinator:</b>	GMCP Regional Programme Coordinator, Mr. Alan Cole
<b>Type of Evaluation:</b>	In-depth evaluation
<b>Covered Period:</b>	December 2012 – April 2015
<b>Geographical Coverage:</b>	Indian Ocean and Horn of Africa (and Atlantic, just started 2015) (Kenya, Mauritius, Seychelles, Somalia, Tanzania)
<b>Main Core Learning Ptners:</b>	Governments of Kenya, Mauritius, Seychelles, Somalia (Federal Government, Puntland and Somaliland) and Tanzania, Regional Office for Eastern Africa, partners (including the collaboration and coordination with UNOPS, UNSOM, IMO, UNDP, INTERPOL), donors, national counterparts, international organizations, Justice Section, (Regional Section for Africa and the Middle East), partners in development of the Atlantic programming.

The UNODC Global Maritime Crime Programme (formerly the Counter Piracy Programme - CPP) is based in Nairobi and is providing technical assistance across all its three pillars. The UNODC CPP commenced in May 2009 supporting countries of the Eastern Africa region in prosecuting piracy suspects. It was decided that the programme should expand scope into other types of maritime crime in March 2013 as level of piracy off the coast of Somalia had dropped

significantly. The programme therefore changed name to the Maritime Crime Programme. The Programme is currently in a process of geographical expansion into the Gulf of Guinea and across the Indian Ocean to South East Asia.

The GMCP/CPD has grown from being a half a million US\$ programme in 2009 to nearly US\$ 90 million in 2015. It is presently made up of six sub-programmes spread out on 14 projects (some of which are no longer active):

- 1. The Maritime Crime Programme (Indian Ocean)**, which continues the core activities of delivering support to the criminal justice systems of the countries in the Indian Ocean Region that prosecute piracy suspects.<sup>16</sup>
- 2. The Maritime Crime Programme (Horn of Africa)**, which aims to build capacity for maritime law enforcement in Somalia so that Somalis may begin to assert control over their maritime zones.<sup>17</sup>
- 3. The Somali Prisons Development Programme (North) (the successor of the Piracy Prisoners Transfer Programme)**, which builds capacity for humane and secure imprisonment in Somalia so that those convicted of piracy in 3<sup>rd</sup> party states may be transferred home to serve their sentences in Somali prisons.<sup>18</sup>
- 4. The Mogadishu Prison and Major Crimes Complex Programme**, which is delivering a major construction project to establish a new high risk prison in Mogadishu as well as a secure court facility in the Capital to deliver high risk trials.<sup>19</sup>
- 5. Hostage Support Programme** Trust Fund supported Programme which ensures released piracy hostages received assistance including food, accommodation, welfare support, clothes, medical help and check-up, getting in contact with their Embassies and families and repatriated back to their home countries. Currently there are 30 piracy hostages still in captivity in Somalia.
- 6. Global Programmes** GLOX99 is the Global Maritime Programme which comprises all technical assistance the programme can provide globally. This Programme was approved in August 2013 is currently covering operations in the Atlantic, Gulf of Guinea activities which started implementation late 2014. A risk assessment of the CPP was conducted by an external assessor in late 2011 and beginning of 2012, to assess any potential risks which could impact the effective implementation of the Programme, make recommendations and provide any strategic planning to guide Programme delivery. The recommendations that came out of this assessment were to the furthest extent possible implemented.

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<sup>16</sup> Active: XEA/X94, XAM/X74, XEA/X93, XSS/X11. No longer active: XEA/X20, MUS/X55, XAM/T72, XEA/X67

<sup>17</sup> SOM/Z16 and XEA/Z22

<sup>18</sup> SOM/X54

<sup>19</sup> SOM/Z15

In 2013, the CPP underwent an in depth evaluation of programming from 2009-2012 (December), which was carried out by an external, independent evaluator together with the IEU. This evaluation focused on programme delivery in Kenya and Seychelles. Some of the major findings were that: 1) CPP has been successful and has been consistently called a 'flagship' programme of UNODC. The huge expansion of the programme from 0.5 million in 2009 to beyond \$40 million in 2012 is the clear indicator of the success of the programme; 2) CPP was deemed exceptionally relevant, effective, had a very positive impact and managed its external partnerships and cooperation to a high level; 3) CPP has established a real presence and a reputation in its work in an exceptionally challenging environment. The ability to deliver results 'on the ground' is constantly highlighted by CPP beneficiaries, donors and partners alike; 4) CPP's main objective of 'fair and efficient trials and imprisonment of piracy suspects in regional countries' has been achieved. It continues to make substantial progress toward reaching its other objective of humane and secure imprisonment in Somalia and in the longer term fair and efficient trials in Somalia itself.

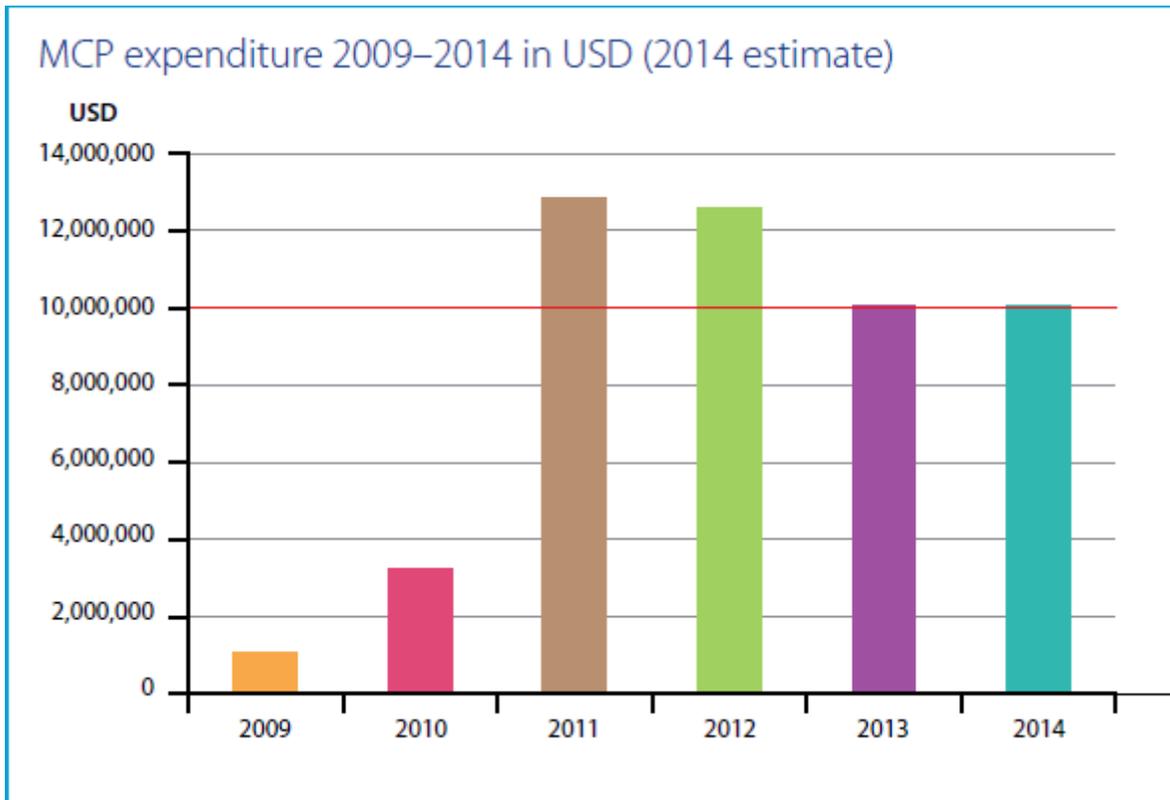
In September 2014, UNODC ROEA underwent an audit, which assessed and concluded that the adequacy and effectiveness of UNODC governance, risk management and control processes in providing reasonable assurance regarding effective management of UNODC operations in Eastern Africa were satisfactory. This audit was predeceased by two EU Verification Missions in October 2013 which were very successful, with only EUR 344 financial finding (ineligible expenditure). All these documents are on file in ROEA, Nairobi.

A Final In-depth Evaluation of the UNODC Eastern Africa Regional Programme (EARP) entitled: "Promoting the Rule of Law and Human Security in Eastern Africa" 2009 – 2015 was conducted during the third and fourth Quarter of 2014, in collaboration with Independent Evaluation Unit (IEU) and the relevant sections of UNODC Headquarters in Vienna, Austria. The purpose of the In-depth Evaluation of the EARP was to determine the extent to which planned and unplanned objectives and outcomes were achieved, to identify the factors of success or failure, to assess the sustainability of the benefits generated, and to draw conclusions that may inform future programming, policy making and overall organizational learning.

The evaluation, covered the principles and spirit of the DAC Evaluation Criteria (Relevance, Effectiveness, Efficiency, Sustainability, and Impact), and the additional evaluation criteria such as design, partnerships and cooperation, knowledge management, and other cross-cutting issues such as gender and human rights. In a nutshell, the evaluation was substantially positive in providing very specific and concrete recommendations toward developing a new EARP and a fundraising strategy based on ROEA's existing areas of work.

All relevant documents will be made available to the selected consultant through a shared document platform

## **2. DISBURSMENT HISTORY**



The above implementation rates series is for reference only. Detailed budget will be available for the selected consultant. All values are in USD.

### 3. PURPOSE OF THE EVALUATION

As foreseen in GMCP project documents, this in-depth evaluation will be conducted under the overall supervision of UNODC / HQ / Independent Evaluation Unit (IEU) with the close participation of the UNODC ROEA, Justice Section (Regional Section for Africa and the Middle East) and programme management. Since the 2013 Evaluation focused mainly on Kenya and Seychelles, this evaluation will have as its main focus programme delivery in Mauritius and Somalia as these countries were not visited last CPP (MCP) evaluation, nor under the evaluation of the Regional Programme for Eastern Africa

As with the recommendation of the 2013 evaluation, recommendations coming out of this second evaluation will inform the development of future GMCP programming.

The Evaluation is being undertaken in order to:

1. Independently assess:

- a. The quality of the overall Programme concept and design;

- b. the effectiveness of the different projects and the overall GMCP in achieving the planned objectives, including UNODC and government partner mobilization and management of resources (budget, inputs, activities, and staff);
- c. Whether or not there were so far any unanticipated results, either positive or negative, arising from implementation of the GMCP;

2. Identify:

- d. Lessons learned and good practices arising from the projects for improved continued implementation of the GMCP and future policy making and planning. It will also provide specific recommendations regarding any follow-up actions required by UNODC and partner government administration to effectively sustain or improve support to the GMCP in the future.
- e. Proposals for concrete action and recommendations, which could be taken to improve or rectify undesired outcomes, and which will feed into the strengthening of the GMCP for continued implementation. Recommendations may also address issues related to the Programme implementation and management.

3. Follow up:

- a. On the risk assessment that was undertaken in 2012
- b. On the evaluation made in 2013

The evaluation is being undertaken approximately six years after programme launch and two years after expansion into wider maritime crime. Lessons learned with this evaluation and recommendations made can be incorporated into continued implementation of the GMCP and the forward planning between UNODC and the States in the region involved in countering maritime crime and other forms of organized crime.

A key purpose of the evaluation is to help all stakeholders ('core learning partners') reflect on what has worked well and what has not, and thus use lessons learned so far feed into the continued implementation of the GMCP.

#### **4. SCOPE OF THE EVALUATION**

The in-depth evaluation of the GMCP shall cover full duration of the programme from when the original project document of the CPP, XAMT72, was presented and programme implementation started in May 2009. It should, however, have special focus of programme activities carried out after the 2013 evaluation and which therefore have not yet been evaluated. The evaluation should take into consideration the Substantive Revisions.

The geographical coverage of the evaluation will include Kenya, Seychelles, Somalia, Mauritius, and Tanzania.

The evaluation should assess:

- a.) The Programme concept and design,
- b.) The efficiency and effectiveness of the programme
- c.) The Programme's relevance and linkages to the Regional Programme for Eastern Africa, and other Regional Programmes in line with its expansion;
- d.) The Programme's relevance to identified needs in the region;
- e.) The Programme's ability to adopt to any changes, developments and new emerging requests with regard to piracy and other forms of maritime crime;
- f.) The relationship with counterparts and donors
- g.) The executing modality and managerial arrangements for the GMCP implementation;
- h.) Arrangements for monitoring and evaluation;
- i.) The relevance and efficiency of partnerships established with implementing partners, stakeholders and the civil society;
- j.) The adequacy of the identification and assessment of risks to the Programme;

## 5. EVALUATION CRITERIA AND KEY EVALUATION QUESTIONS

### Relevance:

- *How are the thematic areas of each sub-programme relevant to the strategies of national stakeholders involved?*
- *To what extent is GMCP aligned with mandates, decisions and strategies of UNODC, like the Thematic Programme on Action against Transnational Organized Crime and Illicit Trafficking?*
- *Are the results of GMCP relevant in view of the current standards and international interest on countering organized crime, drug trafficking, and other related issues?*
- *To what extent is GMCP aligned with mandates, strategies and programmes of partner organizations such as their main donors?*
- *To what extent does the current organization structure of UNODC support regional efforts to counter maritime crime and how is it aligned to the Regional Programme for Eastern Africa?*
- *Does GMCP provide appropriate support to regional states in fighting maritime crime? Are the originally proposed project outputs/results relevant to the overall and immediate outputs of GMCP?*
- *Were follow-up action taken with regard to the recommendations in the conducted risk assessment of the Counter Piracy Programme and the 2013 IEU evaluation?*

### Quality of design:

- *Are the programme objectives clear, realistic and appropriately documented?*
- *Were programme stakeholders appropriately involved in formulation/design?*
- *Does the programme have adequate clear indicators (and targets), and were the proposed 'means of verification' (sources of information) appropriate and practical? Were the indicators meaningful and/or useful?*
- *Was there adequate/appropriate baseline data/information available, or plans made for its collection?*
- *Was the programme design consistent with and supportive of relevant partner government priorities and policies?*

- *How are human rights and gender mainstreaming ensured throughout the Programme design and implementation?*

### **Efficiency of implementation and quality of management**

- *Were activities effectively planned, managed and monitored on an ongoing basis?*
- *Were sound financial management systems and practices used, which provided timely, accurate and transparent information on programme expenditures and procurement?*
- *Has the Programme liaised and partnered with key agencies and organizations in order to broaden the scope and to ensure comprehensive delivery*
- *Were coordination and joint management mechanisms with implementing partners efficient?*
- *Were partners to the Programme kept regularly up-dated on progress*
- *Were funding partners satisfied with Programme results and achievements*
- *Was the pace of activity implementation satisfactory (or were there any significant delays)?*
- *Has the programme adequately documented, reported and disseminated information on what it is doing/has achieved?*
- *Has GMCP budget been allocated and spent as planned?*
- *If resource flow was irregular, how well was this managed to ensure adequate strategic planning and continuity?*

### **Effectiveness**

- *Has the GMCP achieved its objectives and results, as per the project documents and revisions? If not, has some progress been made towards the achievement or results or have other results, which are not explicit in the project document, been achieved?*
- *Was the quality of programme results satisfactory, and was this appropriately monitored by the project?*
- *If deficiencies in the effectiveness of reporting are found, how might these be addressed?*
- *Have programme results directly contributed to the achievement of desired/planned objectives, and what is the evidence?*
- *Were unforeseen challenges to the implementation of the programme handled creatively and effectively?*
- *To what extent was the progress made due to the result of GMCP activities' rather than to external factors? How did external factors impact on the effectiveness of GMCP activities?*
- *To what extents have been human rights and gender mainstreamed throughout implementation of the Programme?*

### **Impact**

- *What are the intended or unintended (positive and negative) effects of the project?*

- *What difference has the GMCP made to Member States, key stakeholders, on regards to initiatives towards fighting organized crime?*
- *Should GMCP be involved in pursuing impact on other substantive areas? Could GMCP be more innovative in terms of products and initiatives?*

### Sustainability

- *To what extent could the benefits generated through the programme be sustained after the end of project's duration?*
- *What, if any, are the identified threats to sustainability of benefits, and have these been appropriately addressed/managed by the project?*
- *To what extent have sustainable management mechanisms and counterpart capacity been created?*
- *Have the beneficiaries taken ownership of the objectives to be achieved by the programme? And, which beneficiaries in particular? Are they committed to continue working towards these objectives once the project has ended?*
- *Does GMCP receive sufficient financial and human resources to adequately meet its objectives and mid and long-term objectives and priorities?*

### Lessons learned

- *What lessons can be learned from the project implementation in order to improve performance?*
- *What lessons can be drawn from the partnerships established in the scope of GMCP?*

## **6. EVALUATION METHODOLOGY**

When conducting the evaluation, the evaluation team needs to take into account relevant international standards, including the IEU Evaluation Policy and Guidelines<sup>20</sup>, the United Nations Evaluation Group (UNEG) Norms and Standards and the OEC DAC criteria on evaluation.

Given the specificity of the subject, both quantitative and qualitative methods are recommended in order to cover all-important aspects of the Programme and shall be included in a detailed evaluation plan to be provided in a proposal (Inception Report) and discussed with IEU and UNODC programme management. Analysis of the collected information will be used for a determination of the Programme's current effectiveness by applying the principles of the qualitative models. All evaluation findings need to be triangulated through various sources and methods in order to ensure their validity, credibility and reliability.

It is anticipated that the following evaluation approach (a combination of primary and secondary data collection) will be used by the evaluation consultant:

<sup>20</sup> <http://www.unodc.org/unodc/en/evaluation/about-projects-.html>

- Preliminary desk review of all relevant project documentation, administrative and financial records, as provided by UNODC and independently accessed by the evaluator (e.g. from the web or through other professional contacts/sources). The desk review must be summarized and submitted as an inception report, which further specifies the evaluation methodology, determines its exact focuses, scope and data collection instruments. See Annex X III for preliminary list of documents to be used.
- Preparation of questionnaires (if necessary) that will be answered with information provided by all key informants and key players, implementing partners, academic institutions (if any), and clients of the services (if any), the questionnaires should address both qualitative and quantitative aspects;
- Ongoing email and phone communication with stakeholders as required, including with respect to confirming all field work arrangements, meetings, etc;
- Field visits and direct observations; Face to face interviews using structured or semi-structured questionnaires with key informants/service providers and key project stakeholders, both individually and (as appropriate) in small groups. If necessary, conduct focus group discussions with regional beneficiaries. This would include an initial meeting with staff of UNODC Regional Office for Eastern Africa. It is anticipated that field visits will take place in Kenya, Mauritius, and parts of Somalia. For visits to Puntland and Mogadishu, consultants will be required to attend the Safe and Secure Approaches in Field Environments training (SSAFE).
- Interviews with key informants and key players (face-to face or by telephone): Donors, UNODC HQ, implementing partners, and senior officials from the Administrations/Governments and clients of the services;

The quality of the evaluation ‘product’ will depend on the methods used to collect and analyse data. The consultant will consider comments received and will reflect them, as appropriate, without compromising his/her independence and impartiality.

Following acceptance of the final evaluation report, UNODC and IEU will then be responsible for disseminating the results of the evaluation to key stakeholders.

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

### **Semi-Structured Interviews (All stakeholders)**

- Q1. What is the most significant change you have seen as a direct result of the mid-2013 change of the Counter Piracy Programme to the Maritime Crime Programme (GMCP)?
- Q2. Is the pace of delivery of the GMCP sufficient to make a difference to combatting maritime crime?
- Q3. What, if anything, is the GMCP missing that you think is important if it is to achieve short-term impact whilst creating sustainable solutions?

### **Semi-Structured Interviews (Recipients UNODC/GMCP assistance)**

- Q1. Are you satisfied that the assistance received will make a positive difference to how you manage criminal acts, and if so, how?

### **Semi-Structured Interviews (State beneficiaries of UNODC/GMCP assistance)**

- Q1. To what extent does the GMCP support an existing national maritime crime strategy?
- Q2. With little piracy activity what are the plans for sustaining and using the facilities and capabilities provided by the GMCP?

### **Semi-Structured Interviews (Donors)**

- Q1. Does the GMCP have a role in deterring piracy and to what extent has this been successful?
- Q2. Does the GMCP continue to represent value for money to your government? What if anything would you change? How does it compare to other projects you support?
- Q3. What has been the outcome in efficiency terms and project costs of recruiting staff to the MAU?
- Q4. What is the greatest risk to GMCP from its geographical and thematic expansion?

### **Semi-Structured Interviews (External partners)**

- Q1. Does the GMCP complement the work of your organization?
- Q2. How much and at what intervals is there consultation between GMCP and your programmes?

### **Semi-Structured Interviews (Internal [UNODC] Partners)**

- Q1. A major risk to delivery was seen as incompatibility between HQ process driven operations and the field team's desire for substantive delivery. Has this been an issue and what steps have been taken to bring both approaches into harmony?
- Q2. What has been the outcome in efficiency terms and project costs of recruiting staff to the MAU?
- Q3. What are the risks to the geographic and thematic expansion of GMCP? Can it continue to be run from outside UNODC HQ?

## ANNEX III. DESK REVIEW LIST

<b>Document – name</b>
<b>FINANCIAL REPORTING</b>
GLOX99 – Financial report 2013
GLOX99 – Financial report 2014
GLOZ06 – Financial report 2013
GLOZ06 – Financial report 2014
MUSX55 – Financial report 2011
MUSX55 – Financial report 2013
SOMX54 – Financial report 2011
SOMX54 – Financial report 2012
SOMX54 – Financial report 2013
SOMX54 – Financial report 2014
SOMZ15 – Financial report 2013
SOMZ15 – Financial report 2014
SOMZ16 – Financial report 2013
SOMZ16 – Financial report 2014
XAMT72 – Financial report 2008
XAMT72 – Financial report 2009
XAMT72 – Financial report 2010
XAMT72 – Financial report 2011
XAMT72 – Financial report 2012
XAMT72 – Financial report 2013
XAMT72 – Financial report 2014
XAMX74 – Financial report 2012
XAMX74 – Financial report 2013
XAMX74 – Financial report 2014
XEAX20 – Financial report 2012
XEAX20 – Financial report 2013
XEAX20 – Financial report 2014
XEAX67 – Financial report 2012
XEAX67 – Financial report 2013
XEAX93 – Financial report 2013
XEAX93 – Financial report 2014
XEAZ22 – Financial report 2013
XEAZ22 – Financial report 2014
XSSX11 – Financial report 2012
XSSX11 – Financial report 2013
XSSX11 – Financial report 2014
<b>FUNDING – CONCEPT NOTES</b>
OCB Standard Programme Outcome Indicators 2013 to 2015 20131219
<b>FUNDING – CONCEPT NOTES – Charcoal</b>
Implementation Assistance Notice1 20140507

Application of Article 12 of UNTOC 20150126
IOFMC – Charcoal Working Group 20150127
<b>FUNDING – CONCEPT NOTES – Core Business</b>
GMCP Core Business 20150511
GMCP Core Business Indonesia 20150511
<b>FUNDING – CONCEPT NOTES – Expansion to Eastern IO</b>
Request for seed funding GLOU46 20130819
Letter Ministry of Transport 20130925
Indian Ocean Crime Forum logo development 20141209
Indonesia Maritime Crime 20141216
Letter from SSLLoJ (Sri Lanka) 20150216
Indonesia 20150223
Draft Project for Indonesia 20150511
<b>FUNDING – CONCEPT NOTES – FJLP</b>
Future Justice Leader Programme 20141011
<b>FUNDING – CONCEPT NOTES – HSP &amp; RMCM</b>
RMCM – Bucket Fund – Project Proposal Revised 20140311
Future Concept 20140327
RMCM Prodoc 20140428
MASE project budget
MASE budget 20140430
MASE Maritime Coordination Mechanism and Mentor proposal 20140424
TORs senior Maritime Coordination Mentor
Advocacy Project – MASE Support – Final 20140225
<b>FUNDING – CONCEPT NOTES – PPTP follow on</b>
Somali Prison Development Proposal 20141211
SPDP log frame 20150109
Somali Prison Development Proposal 20150109
TOR Temp P2 Hargeisa comments (JHC)(BH) 20150307
TOR Temp P” Associate Programme Officer (JHC) (BH) (SM)
Costed WP – SPDPN
SPDN
<b>FUNDING – CONCEPT NOTES – Prison Intelligence Project</b>
UNODC Command and contingency training 20140322
Dynamic Security Concept Note 20150210
<b>FUNDING – CONCEPT NOTES – Somalia Police</b>
Supported Investigations Unit 20141231
<b>FUNDING – CONCEPT NOTES – Violent and extremist offenders</b>
VEO Concept paper 20141214
VEO Concept paper 20150107
<b>FUNDING – CONCEPT NOTES – West Africa</b>

Meeting Notes (23 March) UNODC 20150324
I.R.Consilium's Certified Translation of the Sao Tome and Principe Fisheries Regulations
I.R.Consilium's Cursory Maritime Legal Analysis for Sao Tome and Principe Final
I.R. Consilium's Fisheries Report for Sao Tome and Principe Final.
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I.R. Consilium's Table of Acronyms for Sao Tome and Principe Final.
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<b>FUNDING – DONOR FILES - Australia</b>
Amendment 1 to CA65245 Final signed off by both parties 20140318
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Concept note Maritime Crime Training Programme 20141002
Pledge information Form AUS849 20140324
Pledge information Form AUS850 20140324
<b>FUNDING – DONOR FILES – CGPCS Trust Fund</b>
SOUF Counter Piracy Trust Fund 2013
Notes of 13 <sup>th</sup> Trust Fund Meeting 20130430
TF Submission Kenya Prisons 20130328
TF Submission ExFac – Final 20130328
TF Submission Maldives Repat – Final 20130328
MLE HOA TF Submission 20130625
Notes of 14 <sup>th</sup> Trust Fund Meeting 20131114
HSP TF Top Up Proposal 20130916
Notes of 15 <sup>th</sup> Trust Fund Meeting 20140513
Notes of 16 <sup>th</sup> Trust Fund Meeting 20141015
2014 Annual Financial report XEAU75
2014 Annual Financial report XEAZ22
2014 Annual Financial report GLOZ06
2014 Annual Financial report XEAX93
2014 Annual Financial report XSSX11
Extension of funds under Project #49 20140114
Return of funds under Project #47 20140120
Extension of funds under project #53 20140424
Extension of funds under project #60 20140424
TF71 – HSP – Annual 20150320
TF58 – HSP – Annual 20150324
<b>FUNDING – DONOR FILES – Denmark</b>
DK evaluation 20140519
One pager on impact of DK funds 20140611
DK Funding Matrix 20140930
ED Briefing notes for meeting with DK MFA 20150307
<b>FUNDING – DONOR FILES – EU</b>
EU UNODC Joint Program Tanzania Revised 20140508
MASE for Tanzania EU Proposal draft 20150428
Advocacy Project – MASE Support 20140225
Maritime Coordination Mechanism and mentor Proposal – MASE 2 20140303

<b>FUNDING – DONOR FILES – Finland</b>
FIN808 Final report 20130328
<b>FUNDING – DONOR FILES – Germany</b>
Piracy east Africa Germany 2013 20121219
<b>FUNDING – DONOR FILES – Japan</b>
Concept Note Maritime Crime Training programme 20140122
UNODC ROEA Proposal 20141108
Concept note – Government of Japan Supplementary Funding Support
Letter of Thanks 20150130
<b>FUNDING – DONOR FILES – Netherlands</b>
NL Concept Note 20140824
Arrangements for Dutch contribution to UN 20140618
Contract UNODC 7 million USD Z15 and Z16 20140801
Letter NLD report PPTP 20140715
NLD Report on VPU due 20140715
<b>FUNDING – DONOR FILES – Norway</b>
Concept Note HSP
Funding Proposal SOMX54 – Norway 20140507
NOR proposal – Budget (4) 20140507
<b>FUNDING – DONOR FILES – Somalia MPTF</b>
JC Work Plan for MPTF – UNODC distribution
<b>FUNDING – DONOR FILES – UK</b>
UNODC GMCP UK Expenditure 2011 – 2013 20130628
Monitoring Report UK on SOMZ16 20140729
<b>FUNDING – DONOR FILES – US</b>
Q4 Performance Narrative 20141017
Q3 Performance Narrative 20140716
Q1 Performance Narrative 20150130
Q2 Performance Narrative 20150430
<b>PERSONNEL</b>
GMCP Core Business 20150223
Desk Plan 20140529
ROEA Seating Plan 20140729
Funding 20131003
Funding 20140430
GMCP Management for Naivasha 20130927
GMCP Projects Options 20131125
GMCP Projects 20131220
Projects 20131228
GMCP Personnel info 20130507
Personnel Diagram 20130511
Personnel Diagram 1 Jan 14 20140120
GMCP 20140410

GMCP Staff 20150411
Never Again 20140306
Retreat Feedback 2013
Promises made in Naivasha 20131122
<b>PROGRESS REPORTS</b>
GLOX99 2013
GLOX99 2014
GLOZ06 2013
GLOZ06 2014
MUSX55 2011
MUSX55 2012
MUSX55 2013
SOMX54 2012
SOMX54 2013
SOMX54 2014
SOMZ15 2013
SOMZ15 2014
SOMZ16 2013
SOMZ16 2014
XAMT72 2009
XAMT72 2010
XAMT72 2013
XAMX74 2013
XAMX74 2014
XEAX20 2010
XEAX20 2011
XEAX20 2012
XEAX20 2013
XEAX20 2014
XEAX67 2012
XEAX67 2013
XEAX93 2013
XEAX93 2014
XEAX94 2013
XEAX94 2014
XEAZ22 2014
XSSX11 2012
XSSX11 2013
XSSX11 2014
<b>PROJECT DETAILS</b>
GLOX99 20150522
GLOZ06 20150522
MUSX55 20150522
SOMX54 20150522
SOMZ15 20150522
SOMZ16 20150522
XAMT72 20150522
XAMX74 20150522
XEAX20 20150522

XEAX67 20150522
XEAX93 20150522
XEAX94 20150522
XEAZ22 20150522
XSSX11 20150522
<b>PROJECT DOCUMENTS and REVISION</b>
GLOX99 Revisions 2013 & 2014
GLOZ06 Revisions 2013 & 2014
MUSX55 Completion Report
SOMX54 Revisions 2013 & 2014
SOMZ15 Revision 2014
SOMZ16 Revision 2014
XAMX72 Revisions 2010, 2011 & 2012,
XAMX74 Revisions 2013 & 2014
XEAX20 20150522 Revisions 2010, 2011, 2012, 2013 & 2014
XEAX67 Completion Report
XEAX93 Revision 2014
XEAX94 Revision 2014
XEAZ22 Project Document
XSSX11 Revision 2012
<b>VISIBILITY</b>
Achievements grid 20131211
Donor Briefing 20131206
Donor visit to Garowe Prison 20140402
Donor Briefing 20150327
Jakarta Seminar Presentation 20150302
Aust. DFAT Briefing 20150303
Brochure Issue 11
Brochure Issue 12
Brochure Issue 13
Brochure Issue 14
Fortnightly Updates
UNODC trial Stats 20150419

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

Location:	National Counterparts	Donors	External Partners	Internal Partners
<b>Kenya</b>	<p>Commissioner General of Prisons; Mr. Isaya M. Osugo</p> <p>Officer in Charge, Shimo La Tewa Prison, Samuel Nyutu</p> <p>Deputy Director of Prosecutions, Jacob Ondari</p> <p>Officer in Charge Kamiti Prison</p>	<p>Australia High Commission, Embassy of Denmark,</p> <p>Embassy of The Netherlands,</p> <p>Embassy of Norway,</p> <p>Embassy of USA</p>		<p>Regional Representative, Mr. Jose Vila del Castillo</p>
<b>Mauritius</b>	<p>Police: Rony Narain,</p> <p>AGO: Principal State Counsel, Dinay Reeto</p> <p>Commissioner of Prisons Jean-Paul Bruneau,</p> <p>AG Registry Master &amp; Registrar Nicholas</p>	<p>UK High Commission,</p> <p>Australia High Commission</p> <p>EU Delegation: Minister Counsellor and Project Officers</p>		<p>UNCT Simon Springett, Head of One UN Country Team in Mauritius</p> <p>Interpreter Bare Osman</p>

	Francois Oh-San Bellepeau,			
<b>Somaliland</b>	<p>Minister of Justice; Hussein Ahmed Aided</p> <p>Head of the Custodial Corps; Mohamed Husein Xudhuun</p> <p>Deputy Head of Custodial Corps</p> <p>Director Hargeisa Prison</p> <p>Deputy Coastguard Admiral;</p> <p>Advisor to the Minister of Interior</p>			
<b>Puntland</b>	<p>Director General for Counter Piracy; Mr. Abdirizak Ahmed</p> <p>Commissioner of Puntland Custodial Corps; Gen. Ali Noor Omar</p> <p>Dr Abdillah Toohe, Deputy Minister of Ports</p> <p>Commander of the Bosasso Port Police; Col. Mohamed Ali</p>			

	Haashni			
<b>Mogadishu</b> <b>Telephone</b> <b>interviews</b>	Ministry for Justice Focal Point; Ahmed Mohammed		UNSOM ROLSIG: Mr. Wally Very	
<b>HQ</b>		EU: Petr Havlik  Norway: Martina Osterhus  US: Douglas Johnson		CPS  HRMS  FRMS  AHT  GPML  CCP  Anti-Corruption  Justice  RSAME  TPB  SPIA