



This proposal has been agreed and supported by the relevant Somali counterparts.
It has also been deconflicted with projects reflected in the CBCG Portal.

TRUST FUND TO SUPPORT INITIATIVES OF STATES COUNTERING PIRACY OFF THE COAST OF SOMALIA

PROJECT DOCUMENT

A. PROJECT OVERVIEW	
1. Requesting Recipient UN Organization (s), indicate the Lead Agency if Joint Programme	UNODC
2. Project/Joint Programme Title	Hostage Support Programme (Top Up)
3. Duration	18 months (extendable)
4. Estimated Starting Date	01 Jan 2014
5. Location	Somalia and East Africa/Indian Ocean region
6. Application to Window of Fund	Window A <input type="checkbox"/> Window B <input checked="" type="checkbox"/>
7. Focus Area	1. Support to hostages taken at sea by Somali pirates 2. Lessons learned and applied for Shipping and Security Sectors
8. Overall Budget (needed to implement the entire project) in USD	\$240,750
9. Budget requested from Trust Fund in USD	\$240,750
10. Project/Joint Programme indirect costs and percentage of total programme costs	\$15,750
11. Bilateral/Multilateral contributions in USD	Nil

12. Brief Description

Background:

The Hostage Support Programme (HSP) was established with the support of the Trust Fund's initial provision of US\$219,350, in December 2012. This submission to the Trust Fund seeks funding to continue the UNODC HSP's support to victims of piracy. It also seeks funding to support additional HSP tasks aimed at ensuring that the CGPCS direction to capture data and experience is thoroughly and appropriately implemented.

This proposal has been developed in consultation with WGs I, II and III, INTERPOL, and EUCAP NESTOR.

B. SITUATION ANALYSIS AND JUSTIFICATION

13. Problem Analysis

Background: When considering the human cost of piracy, it is the crews (and their families) of merchant and fishing vessels (and in some rare cases, passengers) taken at sea and held hostage by Somali pirates who are the most severely affected victims of these crimes. Unfortunately, many of these victims are abandoned by their employers. Seafarers, whose ships have either been ransomed, sunk or the crews simply retained for more leverage, have no means to return home. These are commonly citizens of countries who have very little capacity to provide assistance to their own nationals in Somalia. In some cases, their ships' owners are bankrupted by loss of the pirated vessel, meaning that they can offer little support. In many cases, without the interventions of the HSP, these victims of piracy are forgotten and left to fend for themselves in Somalia once released. For these (and other reasons) it has generally fallen to the UN to assist where it can (short of engaging in ransom negotiations), using its good offices and influences to assist with release on humanitarian grounds.

As noted in the initial HSP proposal, the existing focus of HSP work is as follows:

Immediate Care:

- Provide immediate medical care and post-traumatic stress counseling in Somalia
- Provision of accommodation, food, clothes and welfare items while in Somalia
- Means to communicate with family
- Initial debrief by police investigators if agreed

Support to Repatriation:

- Liaise with diplomatic representations to arrange repatriation
- Identification of hostages and their repatriation options (sometimes there are reasons the hostage cannot be returned to their claimed country – eg war in Syria; crew who claimed to be from one country but later found to be nationals of another, making their repatriation all the more challenging; crew from non-UN Member States.)
- Arrange issuing of temporary passports and documentation to allow released hostages to return home
- Arrange and fund return flights (if not provided by the member state or original ship owner).

Wider Support to Hostages Held in Somalia:

- Liaison with IMB, UKMTO, EUNAVFOR and others on all ships taken for crew details
- Identify those ships ransomed and where crew are retained by the pirates
- Establish network in Somalia to help monitor hostages location and help in release situations taking exceptional care not to prejudice or interfere with other efforts that may be underway to secure such releases
- Track through open source and intelligence channels and with Somali contacts on the ground all the individual hostages
- Liaison with EUNAVFOR and NATO (and IMB where they are reported) all fishing boats taken as motherships and establish a notification system to give alert in the event of a release of a mothership comprising also any data on the crew if known.

Work so far: The HSP has now been working for almost 12 months to bring support to this isolated group of hostages taken at sea during their time in captivity, assist during the

release phase and provide support in returning them home swiftly to their families. During this period, 55 hostages repatriations have been facilitated, assisted, and funded by the HSP. The HSP was also on stand by to help 47 seafarers (crew of the ROYAL GRACE and SMYRNI) in case they did not receive any assistance with their repatriation.

The HSP is also closely engaged in delivering what limited support it is possible to provide for hostages who are still held for ransom by Somali pirates. A case in point (see below) is the HSP's central role in humanitarian assistance to the 11 remaining hostages of the sunken ALBEDO – including facilitating, organising and funding medical support to these hostages whilst still in pirate hands (never done before for the crew of a commercial vessel) , co-ordinating with Somali-based individuals and administrations to establish the identities of those hostages who died during the sinking of the ALBEDO, providing the surviving hostages with some basic consumables, and providing daily updates to the hostage's families.

Current situation: As of 21 August 2013, there are 50 hostages remaining from commercial vessels and an estimate of 41 fishermen in the hands of Somali pirates. At an approximate averaged cost per repatriation for each hostage of US\$3-5000 (including charter flights out of Somalia, immediate humanitarian assistance, and onward repatriation) the HSP must be prepared at very short notice to organize and fund these activities. US\$ 73,000¹ of the originally provided US\$219,350 remains unspent, but this will be insufficient if/when release or abandonment occurs for the current 50 hostages in Somali pirate hands.

What has changed since the HSP was established?:

1. UNPOS mandate has ended. UNODC has management and responsibility for the HSP.
2. The scope of HSP work now includes rapid response to, and management of the immediate humanitarian elements of, hostage crises such as the sinking of the MV ALBEDO in July 2013.
3. The CGPCS has directed organisations and agencies involved in the Somali piracy situation to embark upon a thorough collation of data and the development of lessons learned so as to ensure the international community's experience is not lost to the future. The HSP has already commenced this process through the development of a hostage database and the detailed gathering of records of hostage experience and associated information.
4. INTERPOL has developed a proposal (which is also before the Trust Fund for the November meeting, and which UNODC wholeheartedly supports) for progressing the law enforcement aspect of this data collection programme. It is thus essential that the HSP formally and thoroughly - in tandem and in close co-operation with the INTERPOL project – engage with the other aspect of this data and experience collection task (collating the humanitarian aspects of the hostage experience with a view to improved policy making and training for seafarers in relation to hostage situations).

Case study outlining the additional tasks HSP has had to take on – MV ALBEDO:

On 6 July 2013, the MV Albedo which had been held by armed Somali Pirates since November 2010 sank. Despite the precarious and fragile condition of the vessel, 15 seafarers were kept hostage on board. Eleven hostages from India, Bangladesh, Sri Lanka

¹ The amount reflects the balance after deducting additional expenditures incurred for HSP activities - yet charged to other projects during the pre-programming phase of the Trust fund - which are to be compensated for.

and Iran were transferred to another location, while four crew members are reported missing. The Programme is working with the Somali Government, regional administrations, local leaders, Maritime Piracy and Humanitarian Response (MPHRP), EU, INTERPOL, and concerned Member States to determine the precise details and status of the seafarers and update the families. UNODC with support of the Somali authorities and other UN agencies is delivering medical assistance to the seafarers. Member States, international and regional organizations, and family members of the hostages expressed appreciation and commended the support and regular updates provided by the Programme.

Case study outlining the additional tasks HSP has had to take on – Post-release care:

Recently the HSP made a visit to 4 of the hostages repatriated by the programme. The released hostages belonged to the crew of the MV ICEBERG I that is up to date the longest held crew by Somali pirates. The HSP could document that 8 months after their repatriation, the released hostages are unemployed, suffering from health problems caused by their prolong period in captivity, their salaries have not been paid and little to no help and support has been provided to them. The HSP will continue to monitor post-release care in order to find sustainable solutions to some of the problems seafarers victims of piracy face on their return home.

What is this proposal asking for?:

1. Funds to continue current HSP facilitation of humanitarian assistance for hostages (where this is possible), and the immediate humanitarian and repatriation needs of released and abandoned hostages.
2. Funds to facilitate the formal, planned, and methodical collection of hostage humanitarian and experiential data (such as the experiences of the crew of the MV ICEBERG I), in line with CGPCS direction, so as to ensure that this data is available in the future for State, industry, and seafarer policy development, training, and related purposes, and is available for lessons learned and other analytical purposes.
3. Funds to allow the HSP to develop and set in place a mechanism and pre-established SOPs, which will facilitate rapid humanitarian response to major hostage incidents (such as the ALBEDO sinking). It is intended that this mechanism and these SOPs will be developed as part of the lessons learned process commenced in relation to humanitarian issue crisis management of the ALBEDO sinking incident.

Organisational context: As has been the case since its inception, the HSP's work is in accordance with the relevant UNSC Resolutions, CGPCS direction, and the Kampala Process. The work of the HSP was recently explicitly recognized and endorsed in the CGPCS communique of 01 May 2013, where the CGPCS 'noted with appreciation the work of the Hostage Support Programme, in particular its assistance to the repatriation of hostages released from captivity.

14. Synergies/Partnerships

INTERPOL: This HSP Top Up proposal is closely associated with the INTERPOL law enforcement based proposal (also before the Trust Fund for consideration). The two projects are closely linked, and will be co-ordinated, with a view to information and analysis sharing within the bounds permitted by both the INTERPOL project's law enforcement purposes, and the HSP's humanitarian confidentiality requirements (where they are applicable).

This project proposal has the support of EUCAP NESTOR. Additionally, one of the important outcomes of recent HSP work in relation to the ALBEDO case has been a strengthened crisis communications and information sharing pathway on hostage issues with EU NAVFOR.

Further, this proposal will continue to facilitate synergies and partnerships with other organisations active in the hostage support arena. The HSP will also now engage in more detailed post-release follow-ups with released hostages and their families.

15. Partnership Arrangements/Modalities

INTERPOL: The HSP and the INTERPOL project will be co-ordinated via regular meetings/discussions and sharing of information. Both the HSP and INTERPOL projects include cross-references to the other, and explicit recognition of their different, but complementary, foci and aims.

Other Agencies: IMO, UNHCR and WHO will continue to be involved where relevant. The HSP is also seeking opportunities for closer engagement and co-ordination with EUCAP NESTOR, and EUNAVFOR, on hostage issues – as has been reflected in our close co-ordination with them in relation to the ALBEDO incident.

In supporting repatriation of released hostages, UNODC will continue to work in close collaboration with diplomatic missions and State representatives.

Tracking of hostages and coordination in the event of hostage release will continue to be carried out in co-operation with maritime forces, including EUNAVFOR, ATALANTA, the Combined Task Force, as well as IOM, UKMTO, IMB etc.

C. STRATEGY**16. Overview of Project Strategy**

The aims of the existing HSP are to support:

Outcome 1: Direct immediate assistance and care to hostages taken at sea off Somalia

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

Outcome 3: Increase coordination on the release of hostages taken at sea through management of the existing UNODC database on hostages and their likely release date.

The additional outcomes proposed are:

Outcome 4: Development of mechanisms/SOPs for hostage incident crisis humanitarian response action (based in a lessons learned analysis of the ALBEDO sinking).

Outcome 5: Collection, collation, and initial review of as broad a range of hostage experience data and accounts for future analysis and lessons learned purposes.

17. Major Project Outcomes and Outputs

For outcomes 1-3, there is no change from the existing HSP mandate and project, as approved by the Trust Fund.

Outcome 4: Development of mechanisms/SOPs for hostage incident crisis humanitarian response action (based in a lessons learned analysis of the ALBEDO sinking).

Output 4.1: ALBEDO crisis lessons learned report and recommendations.

Output 4.2: SOPs for family communications, humanitarian stakeholder co-ordination, and humanitarian incident management (including medical assistance and information co-ordination mechanisms) drafted.

Outcome 5: Collection, collation, and initial review of as broad a range of hostage experience data and accounts as possible, for future analysis and lessons learned purposes.

Output 5.1: Released hostage interviews conducted.

Output 5.2: Ancillary hostage experience and hostage humanitarian issues data and sources of information (such as copies of hostage journals, information concerning post-release employment issues etc) explored and collected.

Output 5.3: Hostage database developed and expanded.

18. Key Risks and Mitigation Strategy

The principal risks associated with the existing HSP remain:

- Risk: Security situation in Somalia impedes possibility of meeting hostages at point of release
- Mitigation: A network of points of contact will be set up in areas likely to receive released hostages which can be activated to help with release situations in rural areas
- Risk: Security situation in Somalia might deteriorate and put hostages at risk
- Mitigation: Expedite the removal of hostages to Kenya as a temporary solution
- Risk: Unwillingness of home country to receive repatriation of nationals or personal safety of released hostages at risk if repatriated
- Mitigation: Liaise with UNHCR and IMO on resettlement

The only additional risk under this HSP Top Up proposal is:

- Risk: Former hostages are unsure as to whether they wish to share their experiences
- Mitigation: Close and continued communication with the hostages and families from time

of release/abandonment generating trust and support for the aims of the HSP

19. Means of Verification

- HSP Database (ongoing for life of project)
- Production of HSP SOPs (by ASAP)
- Production of two interim reports on the hostage experience and data collection process (by March 2014 and November 2014)
- Production of Initial Review of hostage experience and data collection outcomes (by May 2015)
- Participation on relevant meetings or conferences, such as WG3, in order to present on HSP findings and recommendations

D. MANAGEMENT ARRANGEMENTS

20. Project Management Mechanisms and Structure

The project will continue to be managed by UNODC using their assets on the ground and working closely with other UN agencies. The UNODC Senior Expert Adviser on Counter Piracy based in Vienna will take overall responsibility for implementation of project outputs, using Nairobi, Mauritius, and Seychelles based assets and networks as necessary, and other experts as required. The strategic and day-to-day management and reporting to donors of the project will be conducted by the Senior Expert Adviser, the CPP Regional Coordinator, and the expert advisors available in the Programme.

Funds for a clearly designated set of activities will be the responsibility of UNODC to disperse.

21. Project Evaluation

The project will be evaluated via formal reporting (as per Item 22 below) and continued periodic reports to the CGPCS and WGs.

22. Reporting

UNODC will present certified project reports to the Fund Board and the Fund Manager on an annual basis as per the TOR for the Fund and the MOU for Participating UN Agencies.

23. Legal Context

As per existing Trust Fund approved HSP.

E. Budget Overview (by Outcome)

OUTCOME	BUDGET
Project Outcome 1 (Top Up)	\$25,000
Project Outcome 2 (Top Up)	\$35,000
Project Outcome 3 (Top Up)	\$25,000
Project Outcome 4	\$15,000
Project Outcome 5	\$40,000
Programme Management and Support costs	\$85,000
PSC (7%)	\$15,750
TOTAL	\$240,750

F. Budget Overview (by reporting categories)	
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1. Staff and other personnel costs (primarily HSP contractor + minimal administrative support)	\$100,000
2. Supplies, Commodities, Materials	\$3,000
3. Equipment, Vehicles and Furniture including Depreciation	\$7,000
4. Contractual Services (repatriation charters, medical services etc)	\$45,000
5. Travel (individual hostage repatriations + hostage data interview and collection)	\$60,000
6. Transfers and Grants Counterparts	Nil
7. General Operating and Other Direct Costs	\$10,000
Sub-Total:	
8. Indirect Support Costs (7%) of Sub-Total:	\$15,750
TOTAL	\$240,750

Budget by Recipient Organization (RO) in the case of a Joint Programme (by reporting categories)

	Total	RO 1	RO 2
1. Staff and other personnel costs			
2. Supplies, Commodities, Materials			
3. Equipment, Vehicles and Furniture including Depreciation			
4. Contractual Services			
5. Travel			
6. Transfers and Grants Counterparts			
7. General Operating and Other Direct Costs			
Sub-Total:			
8. Indirect Support Costs (7%) of Sub-Total:			
TOTAL			

G. WORK PLAN & BUDGET										
EXPECTED OUTPUTS	PLANNED ACTIVITIES	TIMEFRAME 2014/2015						RESPONSIBLE PARTY	PLANNED BUDGET	
		Q1	Q2	Q3	Q4	Q1	Q2		Budget Description	Amount USD
OUTCOME 1: Direct immediate assistance and care to hostages taken at sea and off Somalia										
Output 1.1 Fund and organise the provision of accommodation, food, clothes and welfare items to released hostages in Somalia and facilitate communication with their families.	1.1.1. Visits to the region to set up contacts and structure for receipt of released hostages	x	x	x	x	x	x	UNODC	Staff, travel, Sub-contracts	\$ 18,000
	1.1.2 Identify places suited for full board accommodation of released hostages in larger cities in Puntland and Somaliland	x	x	x	x	x	x	UNODC	Staff, travel, Sub-contracts	
	1.1.3 Procurement of welfare items and clothes	x	x	x	x	x	x	UNODC	Staff, travel, Sub-contracts, Equipment	
	1.1.4 Cover communications costs Phones, Satellite Phones	x	x	x	x	x	x	UNODC	Staff, travel, Sub-contracts	
Output 1.2. Arrange and fund the provision of immediate medical care and if required post-traumatic stress counselling for released hostages in Somalia.	1.2.1. Identify local providers of medical care in various locations in Somalia	x	x	x	x	x	x	UNODC	Staff, travel, Sub-contracts	\$7,000
	1.2.2 Purchase medical Supplies	x	x	x	x	x	x	UNODC	Staff, travel, Sub-contracts, Supplies	
	1.2.3. Provide an expert in hostage release counselling	x	x	x	x	x	x	UNODC	Staff, travel, Sub-contracts	
OUTCOME 2: Repatriation service to home country, documentation, travel and support										
Output 2.1. Contact diplomatic representations of released hostages and	2.1.1 Liaise with governments and embassies for documentation passports and visas to reach Nairobi	x	x	x	x	x	x	UNODC	Staff, travel	\$3,000
	2.1.2 Arrange identity verification interviews and photographs	x	x	x	x	x	x	UNODC	Staff	

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establish hostages' identities	2.1.3 Arrange debrief of released hostages by police	x	x	x	x	x	x	UNODC	Staff	
2.2 Coordinate transportation out of Somalia and onwards to home country	2.2.1. Assist with booking hostages onto commercial flights	x	x	x	x	x	x	UNODC	Staff	\$3,000
	2.2.2. Presence at send off	x	x	x	x	x	x	UNODC	Staff, travel, Sub-contracts	
Output 2.3. If necessary, fund return flights	2.3.1 Arrange flights and delivery by air/sea/road and provide security	x	x	x	x	x	x	UNODC	Staff	\$27,000
	2.3.2. Presence at send off	x	x	x	x	x	x	UNODC	Staff, travel, Sub-contracts	
Output 2.4. If necessary facilitate the issuance of travel documentation	2.4.1. With information provided by released hostages, liaise with government partners and diplomatic representations to issue travel document	x	x	x	x	x	x	UNODC	Staff, travel	\$2,000
	2.4.2. If necessary pay any fees involved including visa fees	x	x	x	x	x	x	UNODC	Staff, travel	
OUTCOME 3: Increase coordination on the release of hostages taken at sea through management of the existing UNODC database on hostages and their likely release date										
Output 3.1. Set up an information cell to collate all information about individual hostages	3.1.1 Set up communication channels for exchange of hostage information and statistics with international navy liaison officers	x	x	x	x	x	x	UNODC	Staff, Sub-contracts	\$15,000
	3.1.2 Develop channels of communications within Somalia	x	x	x	x	x	x	UNODC	Staff, travel	
	3.1.3 Develop and maintain database	x	x	x	x	x	x	UNODC/IOM	Staff, Sub-contracts	
Output 3.2. Maintain database on hostages held on motherships and on land in Somalia	3.2.1 Briefings to donor partners as necessary	x	x	x	x	x	x	UNODC	Staff, travel	\$5,000

Output 3.3. Communicate with Member States, Shipping Companies and if necessary families on whereabouts of hostages.	3.3.1. Maintain contact to hostage families and shipping companies (Communications costs Phones, Satellite Phones)	x	x	x	x	x	x	UNODC	Staff, travel, Sub-contracts	\$5,000
Outcome 4: Development of mechanisms/SOPs for hostage incident crisis humanitarian response action (based in a lessons learned analysis of the ALBEDO sinking).										
Output 4.1: ALBEDO crisis lessons learned report and recommendations.	4.1.1 Travel to the region and collect hostage humanitarian and experiential data	x	x	x	x	x	x	UNODC	Staff, travel, Sub-contracts	\$4,000
	4.1.2 Finalize report on lessons learnt and recommendations.				x	x	x	UNODC	Staff, travel	\$1,000
Output 4.2: SOPs for family communications, humanitarian stakeholder co-ordination, and humanitarian incident management (including medical assistance and information co-ordination mechanisms) drafted.	4.2.1. Develop and establish a mechanism and SOPs as part of the lessons learnt process in relation to humanitarian issue crisis management of the ALBEDO sinking incident	x	x	x	x	x	x	UNODC	Staff, travel, Sub-contracts	\$10,000
Outcome 5: Collection, collation, and initial review of as broad a range of hostage experience data and accounts as possible, for future analysis and lessons learned purposes.										
Output 5.1: Released hostage interviews conducted.	5.1.1. Travel to the region and conduct interviews with released hostage	x	x	x	x	x	x	UNODC	Staff, travel	\$5,000

