

CONTACT GROUP
ON PIRACY OFF THE COAST OF SOMALIA

مجموعة الاتصال الخاصة بالقرصنة في البحر الصومالي • Groupe de contact sur la piraterie au large de la Somalie
 Grupo de Contacto sobre la Piratería frente a costas de Somalia • 打也索马里海岸海盜聯絡組
 Контактная группа по борьбе с пиратством у берегов Сомали


**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	IMO [for INTERPOL and the International Maritime Bureau (IMB)]
2. Project/Joint Programme Title	INTERPOL Hostage Debriefing Initiative
3. Duration	9 months (extension)
4. Estimated Starting Date	16 June 2017- 31 March 2018 (continuation of the project that started in 1 November 2015)
5. Location	Global
6. Application to Window of Fund	Window A <input checked="" type="checkbox"/> Window B <input type="checkbox"/>
7. Focus Area	Debriefing of former hostages held by Somali pirates in support of law enforcement investigations/capacity building and training for investigators involved in piracy investigations.
8. Overall Budget (needed to implement the entire project) in USD	US \$296,456.17
9. Budget requested from Trust Fund in USD	US \$ \$296,456.17
10. Project/Joint Programme indirect costs and percentage of total programme costs	US \$19,394.33
11. Bilateral/Multilateral contributions in USD	Nil

12. Brief Description

Incidents of maritime piracy off the coast of Somalia increased in both frequency and geographical locations throughout 2008, 2009 and 2010, continued in 2011 and then began decreasing in 2012. As of 1 May 2015, approximately 26 seafarers were reported still being held by pirates under extremely difficult circumstances. With funding from the Trust Fund to Support Initiatives of States Combating Piracy off the Coast of Somalia (the Trust Fund), the United Nations Office on Drugs and Crime (UNODC) and the United Nations Political Office for Somalia (UNPOS) established in October 2012 a joint programme to provide medical care, accommodation, food, clothes and welfare items to the isolated groups of hostages during the release phase and to support them in returning home swiftly.

However, problems relating to the debriefing of hostages, information gathering and sharing

still persist. Many of the released hostages are debriefed several times by different organizations, without these organizations sharing the information or coordinating the purposes of debriefs. This results in information being lost, or corrupted, and in confusing and/or alienating the hostages. Thus a more coordinated and holistic approach is needed in order to cover the different aspects of, and purposes for, information gathering in order to assuage the needs of law enforcement, industry, humanitarian aid and - very significantly - securing information that could lead to the release of other hostages in the future, and which can be utilized by policy makers, industry, and other stakeholders to brief seafarers prior to transit through the High Risk Area for Somali piracy.

INTERPOL's role in combating maritime piracy off the coast of Somalia has been recognized in a number of United Nations Security Council Resolutions (UNSCR) (1950, 1976 and 2020)¹, and recently in Resolution 2077, which inter alia urges States, in cooperation with INTERPOL and Europol, to further investigate international criminal networks involved in piracy off the coast of Somalia, including those responsible for illicit financing and facilitation, and to make their citizens and vessels available for forensic investigation as appropriate at the first suitable port of call immediately following an act or attempted act of piracy or armed robbery at sea or release from captivity.²

The ICC-CCS through its International Maritime Bureau Piracy Reporting Centre (IMB PRC) is the only single reporting point for ship Masters and their owners to report incidents of piracy and armed robbery occurring worldwide and has the capability to identify and locate these crews who could then be debriefed by competent authorities.

B. SITUATION ANALYSIS AND JUSTIFICATION

13. Problem Analysis

According to UNODC, as of November 2014, there are approximately 26 hostages held captive on land in Somalia.³ Although this number is decreasing from previous years, INTERPOL's Maritime Security Sub Directorate (MST) still calls for the existing need for hostages post release debriefings, which can also be used as crucial evidence in a prosecuting court.

Hostages are mostly from the Asian Region. Debriefings of released hostages by competent authorities are essential for the success of any investigation and prosecution, and could generate crucial evidence on the perpetrators involved and thereby supporting multiple piracy investigations around the world.

The current window of opportunity to carry out debriefings occurs at the time when a vessel or hostages are released – a time of heightened emotion for the crew and their families. Once crews are signed off and return to their homes and loved ones they often fall off the grid and in most cases are “forgotten” and the information available to them is lost. After a period at home, they may sign on to a vessel belonging to a different owner possibly operating in a different part of the world. The Hostages Debriefing Initiative aims to find these “lost” crews and to debrief them.

Justification:

¹ See full resolutions at annexes 1, 2, 3,4

² Paragraph 29, Chapter VII of the Charter of the UNSC resolution 2077(2012)

³ Page 28 of the UNODC – Maritime Crime Programme Annual Report 2014.

During the first six months of project #59, INTERPOL undertook a large scale debrief of Indian seafarers. This was the largest single systematic debrief of seafarers in one location with 38 seafarers from 10 vessels and was carried out in conjunction with the United States Naval Criminal Investigative Service (NCIS) and the Federal Bureau of Investigation (FBI). The information obtained from this debrief is currently being processed. However, the FBI and other US investigative agencies are utilizing statements taken as part of the debrief to assist an ongoing investigation into persons of interest, who are key players in the Somali pirate networks.

The initial aim of project #59 was to support the following six Member States in debriefing their nationals who were held hostage by pirates (from 2008-2012):

- India, 299 hostages
- Indonesia, 134 hostages
- Malaysia, 38 hostages
- Philippines, 521 hostages
- Sri Lanka, 45 hostages
- Vietnam, 40 hostages

These countries were selected on the following bases: (a) These countries' police forces have already indicated support for this initiative. INTERPOL, which is in the process of implementing its counter-piracy program, has already assisted in debriefing a number of released hostages from India, the Philippines, Sri Lanka and Vietnam. (b) Most of these countries have approached INTERPOL in order to seek its assistance in providing them with the relevant skills to debrief maritime piracy hostages in order to ensure the systematic debriefing of released hostages. The skill sets developed in this initiative can be also used for the debriefing of released hostages in terrorism (hostage taking) cases or kidnapping-for-ransom cases.

However, based on lessons learned from project #59, to ensure that we can have a comprehensive analytical package we deem it prudent for this new project not to limit the geographic locations of debriefs to the aforementioned six countries.

This project has five key objectives:

1. **Intelligence:** Securing all information that occurred while released hostages were in captivity. Information gleaned from debriefing of released hostages is shared with law enforcement agencies to build a stronger understanding of the overall pirate networks, determining pirate's affiliations to other clans and evaluating the relevance of other evidence identified by released hostages. Importantly, this information may assist in the release of other hostages still in captivity.
2. **Law Enforcement:** Because a crime has been committed, the debriefing is geared toward ongoing investigations and prosecutions or to developing additional evidence to launch new investigations. Law Enforcement would use the information from the debriefing to assist Interpol member countries build prosecutable cases against known pirates and determine how the incident fits into all piracy-related cases throughout the world, and not one specific prosecution. In this connection, the INTERPOL Global Database on Maritime Piracy, which has been used and consulted systematically during debriefings, is an indispensable tool in understanding the global picture.
3. **Security:** The debriefings will identify details/modus operandi about the hijacking to help prevent future hostage taking or hijacking not only off the coast of Somalia but internationally. Information which details Tactics, Techniques and Procedures (TTPs)

used by Somali pirates during an attack, hijacking, captivity, and release will be shared with the shipping industry and other partners to improve the Best Management Practices (BMP) and identify new TTPs. Based on our experience, we believe that we can use the information from the debriefs to identify best practices for the shipping industry internationally.

4. **Training/Capacity Building:** The investigation of maritime piracy requires specific and unique skills. INTERPOL would seek to support the training and capacity of law enforcement officers from the affected countries in all aspects of maritime piracy investigations so that there would be a core team of investigators in these countries with the necessary skill sets and tools to be in a position to properly investigate maritime piracy incidents in the future.
5. **Humanitarian:** It is important that the debriefing process also gathers data on what assistance was provided to the hostages in the post-release phase, and about their experience of the different organizations they came in contact with. This will be used to evaluate and improve the different mechanisms put in place by the international community to help seafarers. This will also help identify the different organizations who have been involved, in order to facilitate a more coordinated and coherent approach. Furthermore, data collected on the post-release stage can help map, investigate and prosecute crimes committed against the seafarers by their employers or third parties, in violation with existing labor laws and conventions. What is essential, however, is that the two purposes – humanitarian and law enforcement – are coordinated but independent, and focused upon their discrete aims in the manner and form in which they collect information.
6. **Historical Record:** Having already carried out a large scale debrief, it has come to our attention that some seafarers had never been systematically debriefed, notwithstanding the serious crimes that they were subjected to. The fact that they were able to give a detailed account of the pain and trauma that they suffered and that this account would be stored in the INTERPOL Global Database on Maritime Piracy for possible use in future prosecutions gave them a sense that their plight was not forgotten and also that perpetrators may someday be brought to justice.

14. Synergies/Partnerships

This Hostages Debriefing Initiative would be complemented by the existing program on Hostage Support developed by UNODC.

INTERPOL will conduct these debriefings with the host nation Law Enforcement Agencies (the National Central Bureau and the Specialized Police Unit within the country) to ensure appropriate follow-up by that host nation, including the launching of its own investigation into the incident, and that the testimonial evidence is properly recorded in accordance with local criminal code and procedure.

The information extracted from these debriefings will be processed through INTERPOL's Global Database on Maritime Piracy, analysed and disseminated to support on-going investigations of INTERPOL Member States.

With the implementation of project EVEXI (Evidence Exploitation Initiative), the recipient countries have provided INTERPOL with a significant amount of quality information that was fed into the Global Database on Maritime Piracy for processing, establishing links and providing EVEXI recipient countries with analytical reports that supported their investigations.

15. Partnership Arrangements/Modalities

This project will be jointly implemented by INTERPOL and IMB, under the direction of INTERPOL Director and ICC Maritime Bureau Director. The project will be jointly supported by INTERPOL and IMB offices, respectively located in Lyon, France, and London, UK, in coordination with INTERPOL Liaison Office in Bangkok, Thailand, and INTERPOL National Central Bureau of the selected beneficiary countries and IMB PRC in Kuala Lumpur, Malaysia.

INTERPOL and IMB will work in close collaboration with concerned national authorities and officials in India, Indonesia, Malaysia, Philippines, Sri Lanka, Vietnam, and other countries whose nationals have been subjected to kidnapping off the coast of Somalia. Further support will be sought from international and regional partners, in particular the CGPCS Working Group 5, ReCAAP ISC, The International Transport Workers' Federation (ITF), the Maritime Piracy Humanitarian Response Program (MPHRP), ASEANPOL and UNODC.

C. STRATEGY

16. Overview of Project Strategy

The project will be implemented in four stages:

Stage 1: Establishing the status of released hostages

- Whereabouts of the released hostages
- The possibility and authorization to debrief their released hostages
- The dates of availability of the released hostages for debriefing

Stage 2: Debriefings of Hostages in a central location and interview them with the assistance of local or international law enforcement agents.

Country	Number of hostages to be interviewed	Estimated Mission duration
India	64	2 weeks
Philippines	17	1 week
South Korea	12	1 week
Sri Lanka	9	1 week
Indonesia	26	2 weeks
Vietnam	49	1 week
Other target countries (Thailand, etc.)	80	4 weeks

Stage 3: Increasing capacity in each country (or group training) on interviewing skills and other aspects of maritime piracy investigations by training law enforcement officers in various aspects of interview techniques and investigative practices related to maritime piracy investigations.

Country	Estimated Mission duration
India	1 weeks
Philippines	2 weeks
Indonesia	1 weeks
Sri Lanka	1 week
Vietnam	1 week
Malaysia	1 week
Other target countries (Thailand, etc.)	4 weeks

Stage 4:

- Processing of information through the INTERPOL Global Database on Maritime Piracy
- Production and dissemination of analytical reports to support on-going investigations

17. Major Project Outcomes and Outputs

Outcome 1: Law enforcement authorities in India, Philippines, Vietnam, Sri Lanka Indonesia and other targeted countries will possess all the relevant skills to interview piracy hostages.

- Output 1: Establishing the availability of hostages
- Output 2: Debriefing of hostages and increasing capacity in each country (or group training) on interviewing skills and other aspects of maritime piracy investigations

In order to coordinate and allow for effective implementation of output 1 and 2, a Project Coordinator will be recruited for the duration of the programme.

Outcome 2:

- Output 1: The information obtained from the debriefings will be shared with INTERPOL, processed through the Global Database on Maritime Piracy with the support of a dedicated an INTERPOL Operational Assistant.
- Output 2: Information will be analysed via INTERPOL Maritime Piracy Global Database and subsequently shared with law enforcement agencies to support the prosecution of those who “illicitly finance, plan, organize, or unlawfully profit from pirate attacks off the coast of Somalia,” as stressed by UNSCR 2077 (2012). Our aim would be to further assist agencies such as the FBI, with whom we collaborated with in the first six months of project #59 in supporting an active investigation into Somali piracy networks.

18. Key Risks and Mitigation Strategy

Risk: Hostages cannot be located.

Mitigation: IMB holds a database with the contact details of these hostages that can assist the local police with locating them. In addition, the International Transport Workers’ Federation (ITF) and the Maritime Piracy Humanitarian Response Program (MPHRP) continuously work with family members of released hostages who will be important partners to INTERPOL and IMB in locating these witnesses and preparing them to cooperate with the authorities and to testify.

Risk: Reluctance of hostages to be debriefed.

Mitigation: INTERPOL will prepare the environment with the help of ITF and MPHRP to encourage the released hostages to testify. The released hostages will receive reassurance that their needs will be addressed in order to find a solution. Furthermore, the local law enforcement agencies can assuage their concerns and fears to testify by offering them the necessary protection against any retaliation.

19. Compliance with applicable international law, including international human rights law:

The project processes and outcomes are fully compliant with international law and also with the INTERPOL Constitution and INTERPOL Rules.

20. Means of Verification

- International community reports.
- Official reports of concerned law enforcement agencies.
- Contact Group on Piracy off the Coast of Somalia reviews and assessments by WG5.
- Interviews and assessments from trainees and outreach partners.

D. MANAGEMENT ARRANGEMENTS

21. Project Management Mechanisms and Structure

The Programme will be implemented through the INTERPOL General Secretariat. The strategic and day-to-day management and reporting to project's donors and the Trust Fund will be conducted by the Head of INTERPOL's Maritime Piracy Task Force, and the expert advisors available at IMB, with the support of other staff working in the INTERPOL Liaison Office in Bangkok, Thailand, as well as the staff assigned to the programme by INTERPOL.

22. Project Evaluation

Evaluation of the project will be carried as part of the overall standard INTERPOL procedures for monitoring and evaluating externally funded projects. Evaluations will be made available to the Trust Fund Administrator and Trust Fund Board in line with the TORs of the Trust Fund.

23. Reporting

INTERPOL will present certified project reports to the Fund Board and the Fund Manager on an annual basis, as per the TOR for the Fund. Interim reporting will be provided to the Fund Manager upon request.

Brief periodic reports on the progress of implementation will also be provided.

A final report will also be provided when all the activities are completed.

24. Legal Context

A full legal context applicable to this Project is available upon request.

E. Budget Overview (by Outcome)

OUTCOME	BUDGET
Project Outcome 1	\$276,891.84
Project Outcome 2	\$ 0 <i>(Expenses to be met through internal INTERPOL resources)</i>

F. Budget Overview (by reporting categories)

1. Staff and other personnel costs	\$122,500
2. Supplies, Commodities, Materials	Nil
3. Equipment, Vehicles and Furniture including Depreciation	Nil
4. Contractual Services	Nil
5. Travel	\$ 144,391.84
6. Transfers and Grants Counterparts	Nil
7. General Operating and Other Direct Costs	\$10,000
Sub-Total:	\$276,891.84
8. Indirect Support Costs (7%) of Sub-Total:	\$19,394.33
TOTAL	\$296,286.17

G. WORK PLAN & BUDGET								
EXPECTED OUTPUTS	PLANNED ACTIVITIES	TIME FRAME YEAR 2017-2018				RESPONSIBLE PARTY	PLANNED BUDGET	
		Q3	Q4	Q1	Q2		Budget Description	Amount USD
OUTCOME 1: Law enforcement authorities in India, Philippines, Malaysia, Vietnam Sri Lanka, Indonesia and other affected countries will possess all the relevant skills to interview piracy hostages								
Output 1.1 Establishing status of hostages	1.1.1	Travel for one expert to India (1 week)	X			INTERPOL/IMB	Pre-deployment preparation/ Sub-contracts	3,200
	1.1.2	Travel for one expert to Philippines (1 week)	X			INTERPOL/IMB	Pre-deployment preparation/ Sub-contracts	2,100
	1.1.3	Travel for one expert to Vietnam (1 week)	X			INTERPOL/IMB	Pre-deployment preparation/ Sub-contracts	3,700
	1.1.4	Travel for one expert to Sri Lanka (1 week)	X			INTERPOL/IMB	Pre-deployment preparation/ Sub-contracts	1,300
	1.1.5	Travel for one expert to Indonesia (1 week)	X			INTERPOL/IMB	Pre-deployment preparation/ Sub-contracts	2,500
	1.1.6	Travel for one expert to Malaysia (1 week)	X			INTERPOL/IMB	Pre-deployment preparation/ Sub-contracts	3,000
	1.1.7	Travel for one expert to Thailand and other affected countries (1 week)			X		INTERPOL/IMB	Pre-deployment preparation/ Sub-contracts
Output 1.2 Training of Law Enforcement and debriefings	1.2.1	Travel for one Interpol and 2 law enforcement to India (1 week)			X	INTERPOL	Training/debriefing/ Sub- contracts	7,200
	1.2.2	Travel for one Interpol and 2 law enforcement to Philippines (1 week)			X	INTERPOL	Training/debriefing/ Sub- contracts	8,000
	1.2.3	Travel for one Interpol and 2 law enforcement to Malaysia (1 week)			X	INTERPOL	Training/debriefing/ Sub- contracts	10,000
	1.2.4	Travel for one Interpol and 2 law enforcement to Vietnam (1 week)			X	INTERPOL	Training/debriefing/ Sub- contracts	9,600
	1.2.5	Travel for one Interpol and 2 law enforcement to Sri Lanka (1 week)			X	INTERPOL	Training/debriefing/ Sub- contracts	9,291
	1.2.6	Travel for one Interpol and 2 law enforcement to Indonesia (1 week)			X	INTERPOL	Training/debriefing/ Sub- contracts	9,500
	1.2.6	Travel for one Interpol and 2 law enforcement to Thailand and other affected countries (4 x 1 week)	X			INTERPOL	Training/debriefing/ Sub- contracts	20,000

Output 1.2: Travel expenses for seafarers to attend the debrief	1.2.7 Travel expenses for the seafarers to attend at the location of the interviews (based on our experience of travel expenses from the India Debrief)	X	X	X	X	INTERPOL	Training/debriefing/ Sub-contracts	40,000
OUTCOME 2: Processing of information collected through the Global Database on Maritime Piracy								
Output 2.1							Expenses to be met through internal INTERPOL resources	
(please add rows as necessary)								
PROJECT MANAGEMENT AND SUPPORT COSTS								
	Staff and other personnel costs						Senior Project Manager, Grade 4	122,500
	Supplies, Commodities, Materials							
	Equipment, Vehicles and Furniture including Depreciation							
	Contractual Services							
	Travel							144,391
	Transfers and Grants Counterparts							
	General Operating and Other Direct Costs							10,000
	Sub-Total:							276,891
	Indirect Support Costs (7%) of Sub-Total:							19,394
TOTAL								\$296,285

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Signed:

28/07