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 [for INTERPOL and the International Maritime Bureau (IMB)] |
| 2. **Project/Joint Programme Title** | INTERPOL Hostage Debriefing Initiative |
| 3. **Duration** | 12 months |
| 4. **Estimated Starting Date** | 1 December 2013 |
| 5. **Location** | India, Philippines, Vietnam, Sri Lanka, Indonesia and Malaysia. |
| 6. **Application to Window of Fund** | Window A ☒ Window B ☐ |
| 7. **Focus Area** | Debriefing of former hostages held by Somali Pirates in Support of Law Enforcement Investigations |
| 8. **Overall Budget (needed to implement the entire project) in USD** | US $ 237,668.00 |
| 9. **Budget requested from Trust Fund in USD** | US $ 237,668.00 |
| 10. **Project/Joint Programme indirect costs and percentage of total programme costs** | US $ 15,548.00 |
| 11. **Bilateral/Multilateral contributions in USD** | Nil |

**12. Brief Description**

Incidents of maritime piracy have increased in both frequency and geographical locations throughout 2008, 2009 and 2010, and continued in 2011, with a slight decrease in 2012. As of 15 September 2013, 57 seafarers were reported to still be held by pirates in extremely difficult circumstances[1]. With funding from the Trust Fund to Support Initiatives of States Combating Piracy off the Coast of Somalia (the Trust Fund), UNODC and 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 support them in returning home swiftly.

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

---
[1] Source: IMB

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 the debriefs. This results in information being lost, or corrupted, and confusing and/or alienating the hostages. Thus a more coordinated and holistic approached is need 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 inform the preparation of seafarers for transit through the High Risk Area.

INTERPOL's role in combating maritime piracy off the coast of Somalia has been recognized in a number of United Nations Security Council (UNSC) Resolutions (1950, 1976 and 2020)[2], and recently 2077, which inter alia urged 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.[3]

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 the United Nations Office on Drugs and Crime (UNODC), as of December 2012, 21 countries were prosecuting 1190 Somalia pirates. Although this high number emphasizes the efforts taken by the international community to bring pirates to justice, INTERPOL's MPTF has identified a still existing need for consequent hostage post release debriefings which can be crucial evidence in a prosecuting court.

The majority of hostages come from thirty-one countries and are disproportionately from the Asian Region.[4] Debriefings of these released hostages by competent authorities are essential for the success of any investigation and prosecution, and could generate crucial evidence on the involved perpetrators and thereby supporting multiple piracy investigations around the world.

The current window of opportunity to carry out these debriefings remains at the time the vessel is released – a time of heightened emotion for the crew and their families. Once this crew 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 will allow for these "lost"

---

[2] See full resolutions at annexes 1, 2, 3,4
[3] Paragraph 29, Chapter VII of the Charter of the UN, UNSC resolution 2077(2012)
[4] Annexes 5 and 6 show the disproportionate impact of piracy on Asian nationals compared to the nationals of other countries, and a breakdown of Asian piracy hostages per their nationality

crews to be found and then debriefed.

INTERPOL aims to support the following six Member States in debriefing their nationals who were held hostage by pirates (from 2008-2012)[5]:

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

These countries have been 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 the Philippines, Vietnam, Sri Lanka and India. (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 skills set developed in this initiative can be used for the debriefing of released hostages in terrorism (hostage taking) cases or kidnapping-for-ransom cases.

There are four key objectives for debriefing of released hostages:

1. **Intelligence:** securing all information that occurred while the released hostage was 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 affiliations to other clans and evaluating the relevance of other evidence identified by the released hostage. 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 on-going investigations and prosecutions or developing additional evidence to launch new investigations. Law Enforcement would use the information from the debriefing to 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, which has systematically been used and consulted during debriefings, is an indispensable tool in understanding the global picture.
3. **Security:** The debriefings will elicit details about the hijacking to help prevent future hostage taking or hijacking. 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.
4. **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 the 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

---

[5] See Annex 9 for details of names of related vessels and flagships, provided by IMB, April 2013

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 seen to be independent and separately and differently focused upon their discrete aims in the manner and form in which they collect information.

## 14. Synergies/Partnerships

This Hostages Debriefing Initiative would be complemented by the existing program on Hostage Support developed by the United Nations Office of Drugs and Crime (UNODC).

INTERPOL will conduct these debriefings with the host nation Law Enforcement Agencies (the National Central Bureaus 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 Assistant Director and Head of the Maritime Piracy Task Force and Director, ICC Maritime Bureau. The project will be jointly supported by INTERPOL and IMB offices in, respectively, Lyon and London in coordination with INTERPOL Liaison Office in Lobang, Bangkok and INTERPOL National Central Bureau of the selected beneficiary countries and IMB PRC in Kuala Lumpur

INTERPOL and IMB will work in close collaboration with concerned national authorities and officials in India, Philippines, Vietnam, Sri Lanka, Malaysia and Indonesia, in synergy with 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 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:** 2 days training in each country on interviewing skills covering

| **Country** | **Released hostages** | **Estimated Mission duration** |
|---|---|---|
| India | 299 | 2 weeks |
| Philippines | 521 | 2 weeks |
| Indonesia | 134 | 2 weeks |
| Sri Lanka | 45 | 1 week |
| Vietnam | 49 | 1 week |
| Malaysia | 38 | 1 week |

**Stage 3:** debriefings of Hostages and Hands on practical Training for newly trained officers

| **Country** | **Released hostages** | **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 |

| **Country** | **Released hostages** | **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 |

| **Country** | **Released hostages** | **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 |

**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 and Indonesia will possess all the relevant skills to interview piracy hostages.

- Output 1: Establishing availability of hostages

- Output 2: Training of officers and immediate debriefing of hostages

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

**Outcome 2:** 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 Operational Assistant. That 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).

## 18. Key Risks and Mitigation Strategy

**Risk:** The key hostages cannot be located.
**Mitigation:** IMB holds a database with the contact details of these hostages that can assist the local police with locating the said hostages. In addition, the International Transport Workers' Federation (ITF) and the Maritime Piracy Humanitarian Response Program (MPHRP) continuously work with the family members of released hostages and 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 INM 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. 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

| | |
|---|---|
| **20.      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 donors of the project 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 Lobang (Bangkok), as well as the staff assigned to the programme by INTERPOL. | |
| **21.      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. | |
| **22. 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. | |
| **23. Legal Context** | |
| A full legal context applicable to this Project is available upon request. | |

## E.  Budget Overview (by Outcome)

| OUTCOME | BUDGET |
|---|---|
| Project Outcome 1 | $222,120 |
| Project Outcome 2 | $ 0 |
| *Please add lines as necessary* | **$222,120** |

## F.  Budget Overview (by reporting categories)

| | |
|---|---|
| 1. Staff and other personnel costs | $90,000 |
| 2. Supplies, Commodities, Materials | |
| 3. Equipment, Vehicles and Furniture including Depreciation | |
| 4. Contractual Services | |
| 5. Travel | $ 122,120 |
| 6.  Transfers and Grants Counterparts | Nil |
| 7. General Operating and Other Direct Costs | $10,000 |
| Sub-Total: | $222,120.00 |
| 8. Indirect Support Costs (7%) of Sub-Total: | $15,548.00 |
| **TOTAL** | **$237,668.00** |

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

| | Total | RO 1 (INTERPOL) | RO 2 (IMB) |
|---|---|---|---|
| 1. Staff and other personnel costs | $90,000.00 | $90,000.00 | 00.00 |
| 2. Supplies, Commodities, Materials | | | |
| 3. Equipment, Vehicles and Furniture including Depreciation | | | |
| 4. Contractual Services | | | |
| 5. Travel | $122,120.00 | $97,910.00 | $24,210.00 |
| 6.  Transfers and Grants Counterparts | | | |
| 7. General Operating and Other Direct Costs | $10,000.00 | $8,000.00 | $2000.00 |
| Sub-Total: | | $195,910.00 | $26,210.00 |
| 8. Indirect Support Costs (7%) of Sub-Total: | $15,548.00 | $137,14.00 | $1834.00 |
| **TOTAL** | **$237,668.00** | **$209,624.00** | **$28,044.00** |

| | G. | WORK PLAN & BUDGET | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|

| EXPECTED OUTPUTS | PLANNED ACTIVITIES | TIMEFRAME YEAR 2013/14 | | | | RESPONSIBLE PARTY | PLANNED BUDGET | |
|---|---|---|---|---|---|---|---|---|
| | | Q1 | Q2 | Q3 | Q4 | | Budget Description | Amount USD |
| **OUTCOME 1:** Law enforcement authorities in India, Philippines, South Korea, Sri Lanka and Indonesia will possess all the relevant skills to interview piracy hostages | | | | | | | | |
| Output 1.1 **Establishing status of hostages** | **1.1.1** Travel for two experts to India (1 week) | | X | | | INTERPOL/IMB | Pre-deployment preparation/ Sub-contracts | 9,260 |
| | **1.1.2** Travel for two experts to Philippines (1 week) | | X | | | INTERPOL/IMB | Pre-deployment preparation/ Sub-contracts | 7,340 |
| | **1.1.3** Travel for two experts to Vietnam (1 week) | | X | | | INTERPOL/IMB | Pre-deployment preparation/ Sub-contracts | 7,000 |
| | **1.1.4** Travel for two experts to Sri Lanka (1 week) | | X | | | INTERPOL/IMB | Pre-deployment preparation/ Sub-contracts | 7,600 |
| | **1.1.5** Travel for two experts to Indonesia (1 week) | | X | | | INTERPOL/IMB | Pre-deployment preparation/ Sub-contracts | 7,820 |
| | **1.1.6** Travel for two experts to Malaysia (1 week) | | X | | | INTERPOL/IMB | Pre-deployment preparation/ Sub-contracts | 9,400 |
| Output 1.2 **Training of Law Enforcement and debriefings** | **1.2.1** Travel for two experts to India (2 weeks) | | | X | | INTERPOL | Training/debriefing/ Sub-contracts | 19,000 |
| | **1.2.2** Travel for two experts to Philippines (2 weeks) | | | X | | INTERPOL | Training/debriefing/ Sub-contracts | 15,700 |
| | **1.2.3** Travel for two experts to Vietnam (1 week) | | | X | | INTERPOL | Training/debriefing/ Sub-contracts | 7,000 |
| | **1.2.4** Travel for two experts to Sri Lanka (1 week) | | | X | | INTERPOL | Training/debriefing/ Sub-contracts | 7,600 |
| | **1.2.5** Travel for two experts to Indonesia (2 weeks) | | | X | | INTERPOL | Training/debriefing/ Sub-contracts | 15,000 |
| | **1.2.6** Travel for two experts to Malaysia ( 1 week) | | | X | | INTERPOL | Training/debriefing/ Sub-contracts | 9,400 |
| **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 | | | | | | Administrator, Grade 5 | 90,000 |
| | Supplies, Commodities, Materials | | | | | | | |
| | Equipment, Vehicles and Furniture including Depreciation | | | | | | | |
| | Contractual Services | | | | | | | |
| | Travel | | | | | | | 122,120 |
| | Transfers and Grants Counterparts | | | | | | | |
| | General Operating and Other Direct Costs | | | | | | | 10,000 |
| | Sub-Total: | | | | | | | **222,120.00** |
| | Indirect Support Costs (7%) of Sub-Total: | | | | | | | **15,548.00** |
| **TOTAL** | | | | | | | | **237,668.00** |