



CONCEPT NOTE (for JSB)

Strengthening maritime security and governance in Sierra Leone

July 2019

1. Project Summary

Country:	Sierra Leone
Project title:	Strengthening maritime security and governance in Sierra Leone through Innovation and Technology
Project Goals & Outputs:	<p><u>Goal:</u> To design and make operational an innovative and technology-driven maritime security and governance architecture in Sierra Leone.</p> <p><u>Outputs:</u></p> <ul style="list-style-type: none"> ▪ Legal and regulatory framework for enhanced maritime security and governance in Sierra Leone strengthened. ▪ Technology-driven maritime security system established to minimize maritime navigation risks and maximize Sierra Leone's vast blue economy potential in sustainable and inclusive ways. ▪ Capacity of law enforcement institutions including surveillance developed through training, improved technology and south-south cooperation exchange. ▪ Communities including women's groups empowered to lead the development of the blue economy at local level through expanded livelihood opportunities.
Related SDGs goals	SDGs 1, 2, 8, 14, 15, 16 & 17
JSB Priority	Maritime Security (including Piracy in the Gulf of Guinea) and economic enhancement
Sector:	Justice and Maritime Security
Proposed budget:	3,000,000 USD
Implementation period:	12 months (March 2020 – March 2021)
Implementing Agency:	United Nations Development Program (UNDP), Sierra Leone/RBA
Partner Agencies (if any)	Sierra Leone Maritime Administration (SLMA), Law Officers' Department (Ministry of Justice), Ministry of Fisheries & Marine Resources, Office of National Security, NGOs/CSOs
Japanese Agencies:	Identify and collaborate with Japanese Tech Companies on Maritime Surveillance
Other Agencies:	(Align and coordinate with other Japan supported initiatives with IOM, WFP, and FAO)
Project Locations:	Bonthe, Pujehun, Moyamba, and Kambia districts, as well as, the Western Rural and Urban regions of Freetown
Beneficiaries:	Women and Youth, Coastal communities and SMEs
Focal Point:	Samuel G. Doe
Country Office:	Sierra Leone, Resident Representative, samuel.doe@undp.org,
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Background and Rationale

The Gulf of Guinea (GOG), which Sierra Leone shares with 24 other countries, is plagued by a wide array of threats including piracy; armed robbery at sea; illegal, unreported and unregulated (IUU) fishing; trafficking; oil theft; dumping and other environmental crimes. Despite its vast coastline (about 406 kilometres), numerous islands and an extended continental shelf, Sierra Leone is among countries in the

GOG with the least capacity to address maritime security challenges. Factors undermining the country's capacity include weak legal and regulatory environment due to the lack of legal, prosecutorial and judicial expertise on maritime issues; corruption and limited law enforcement; lack of human, technological, and infrastructural wherewithal for monitoring and surveillance; and the lack of strong platforms and mechanisms for inter-agency and inter-state cooperation on maritime security.

In 2013 Sierra Leone became one of twenty-five countries to sign the 'Yaoundé Code of Conduct Concerning the Repression of Piracy, Armed Robbery against Ships, and Illicit Maritime Activities in West and Central Africa—commonly known as the *Yaoundé Code of Conduct (YCC)*'. All signatories to the Yaoundé Code of Conduct are required to strengthen their legal environment and establish an inter-agency process for maritime governance. Sierra Leone has made some progress in meeting these obligations. With support from the US Department of State, through UNDP, Sierra Leone has developed its national maritime policy and maritime strategy, both of which are anchored on three pillars—maritime security, governance, and harnessing the blue economy.

Building on these gains, this project, '*Strengthening maritime security and governance in Sierra Leone through Innovation and Technology*' aims to contribute to the rollout of the strategy with focus on the security and governance pillars. The project will also support awareness raising amongst residents of coastal communities in Bonthe, Pujehun, Moyamba, and Kambia districts, as well as, the Western Rural and Urban regions of Freetown on how to harness the blue economy to create jobs for women and youth.

(1) Urgency

Terrorism, money laundry, trafficking in persons and drugs as well as illegal, unreported and unregulated (IUU) fishing have reached worrying heights in the GOG. According to the Geneva Centre for Security Sector Governance, countries in the GOG lose US\$9-24 billion to IUU each year—this is 40% higher than the global average of IUU related losses¹. Sierra Leone loses about 50 million dollars each year². Also, the geopolitical significance of movements of goods and services and the security of nations in and beyond the GOG is vital. In 2017 alone about 81 attacks on ships took place in the GOG; 42 of those incidents were related to piracy, 39 to armed robberies and 32 to kidnapping³. With terrorism and radicalism growing rapidly in Nigeria, Mali, Burkina Faso and other countries in the GOG, the movement of arms through the unregulated zones of the GOG, including the Sierra Leone maritime domain, is reportedly advancing at a worrying pace.

(2) Necessity

The Government of Japan's financial support to this project is critical because of the following reasons:

- *Shrinking fiscal space*: Sierra Leone's economy has not grown since the end of the recovery from the Ebola epidemic in March 2017. Consequently, while the Government of Sierra Leone (GOSL) has demonstrated genuine commitment to diversify the economy by investing in the security of and harnessing the blue economy potential of its maritime domain, the drop in revenue has negatively impacted investment in maritime security and governance. GOSL support to the maritime sector has

¹ DCAF "Challenges of Maritime Security in the Gulf of Guinea" <https://issat.dcaf.ch/Share/Blogs/African-Security-Sector-Network/Challenges-of-Maritime-Security-in-the-Gulf-of-Guinea>

² President Bio's State Opening Address to Parliament May 2018.

³ EU Maritime Security Fact Sheets https://eeas.europa.eu/topics/maritime-security/52490/eu-maritime-security-factsheet-gulf-guinea_en

been limited to awareness raising on the potential revenue loss due to illegal, unreported and unregulated fishing activities. Surveillance exercises are rarely undertaken and the Government's commitment to the YCC has not been fully realized.

- *The complementarity imperative:* The Government of Japan is currently supporting the GoSL to develop the fishery sector to create jobs for women and youth, through the International Organization for Migration (IOM), the Food and Agriculture Organization (FAO), and the World Food Programme (WFP). There is need to strengthen maritime security to curtail illegal fishing and improve prospects for local fishermen and women. Without this added dimension the goal of ongoing Japan supported projects would not be fully realized.
- *Compelling comparative advantage of Japan on maritime security:* For many years Japan has advocated for an open maritime order based on security and the rule of law as a foundation for stability and prosperity of the international community⁴. Japan has supported countries in the Indo-Pacific region to build their capacity in maritime safety and security including law enforcement. This approach is vital for a fragile country such as Sierra Leone and the GOG in general. Secondly, Japanese companies have produced efficient technologies for maritime security which can easily be adapted to the Sierra Leone context. Through partnership with Japanese companies and south-south and triangular cooperation exchange visits between Japan's maritime law enforcement agencies and those of Sierra Leone, the full development of the Sierra Leone's maritime domain could be realized.
- *Advancing the TICAD Agenda:* Support to maritime security and governance in Sierra Leone resonates with two of the three goals of TICAD to: 'expand international technological cooperation and boost business support and promote participation of women'. Harnessing Africa's vast maritime resources is the growing passion of governments across the continent and Japan's incomparable experience and expertise can help propel Sierra Leone, specifically, and Africa, in general, to realize the potential of the blue economy.

(3) Unpredictability

Recent events unfolding in international waters have demonstrated heightened tensions at sea highlighting the need for regulations and laws that provide clarity on international navigation and combating piracy and other maritime criminal behaviours. With increased movements of goods and services through the sea and with the surge in piracy attacks and growing insecurity in the GOG, the case is compelling for Sierra Leone to be supported at this point in time to establish a robust and coordinated arsenal in the maritime sector that is capable of detecting criminal behaviour in the sea, share information and intelligence with GOG member states and coordinate a response to maritime security threats in a holistic and comprehensive manner.

(4) Unsubstitutability

The GOJ has been a key donor to UNDP Sierra Leone. With many competing priorities for the new government (free quality education, improvement of health sector, agriculture and the infrastructures), there remains limited streams of budgetary support available for the country to embark on developing the maritime sector in spite of the huge potentials the blue economy holds. The GOJ's supplementary

⁴ https://www.mofa.go.jp/policy/oda/white/2017/html/honbun/b1/s2_1.html

budget presents a unique opportunity for the newly elected government to reposition itself as a key maritime state.

a. Other issues: The Human Security Approach (HSA)

The security threats to Sierra Leone’s maritime domain are numerous and complex—from chronic and persistent poverty, the pollution and contamination of fishes and fishing grounds due to illegal dumping of harmful wastes, the erosion of and impact on coastal communities of sea level rise and movements of terror groups, etc. The project will therefore adopt the human security approach by implementing the following HSA phases:

- Comprehensive assessment and analysis of the threats and vulnerabilities, contexts of the targeted communities, identification of stakeholders and the institutional environment. The assessment will help UNDP understand the gaps in the legal environment, deficiencies in institutions including community level institutions as well as the vertical and horizontal interactions among these institutions. UNDP will draw on south-south and triangular cooperation with relevant maritime security institutions in Japan in undertaking the assessment.
- In the implementation phase, UNDP will draw on its convening role to mobilize partnership for collective outcomes across the various agencies that contribute to maritime security including communities.
- There will be strong people-driven monitoring and accountability frameworks to ensure the results of the project are achieved in a timely manner. Women’s groups and the local councils will be part of district level committees to steer the project, monitor maritime risks and their impact on coastal communities; monitor GOSL’s compliance to the YCC through civil society network.

2. Goal and Outputs

The goal of the project is *to design and make operational an innovative and technology-driven maritime security and governance architecture for Sierra Leone* by delivering the following outputs:

- Legal and regulatory framework for enhanced maritime security and governance in Sierra Leone strengthened.
- Technology-driven maritime security system established to minimize maritime navigation risks and maximize Sierra Leone’s vast blue economy potential in sustainable and inclusive ways.
- Capacity of law enforcement institutions and coastline communities including surveillance developed through training, improved technology and south-south cooperation exchange.
- Communities including women’s groups empowered to lead the development of the blue economy at local level through expanded livelihood opportunities.

3. Outputs and activities

Output 1: Legal and regulatory framework for enhanced maritime security and governance in Sierra Leone strengthened
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| Activity 1.1: Organize maritime sector multi-stakeholder engagements to validate draft Maritime Policy and Strategy |
| Activity 1.2: Support the Office of the Attorney-General to table the draft policy for parliamentary consideration |
| Activity 1.3: Lobby the Parliamentary Legislative Committee to approve draft documents. |
| Activity 1.4: Conduct a comprehensive assessment of existing related laws and enforcement protocols on maritime security and governance |
| Activity 1.5: Develop a compendium of existing maritime laws and the analysis of the gaps |

Activity 1.6: Support the Office of the Attorney-General to undertake the harmonisation of related laws on maritime security and governance in compliant with the Yaoundé Code of Conduct.

Description of activities: Output 1 aims at establishing the requisite legal and regulatory framework for effectively governed maritime sector. The draft strategic documents have been developed with coordinated efforts led by the Sierra Leone Maritime Administration (SLMA). The SLMA will continue to lead efforts for the draft policy and strategy to be validated, approved and passed in Parliament. UNDP will provide technical assistance with the recruitment of expert consultants to accompany the SLMA and other sector partners. UNDP will also support the Law Office in the Office of the Attorney-General and the Ministry of Justice to lead in the harmonisation of existing maritime laws.

Output 2: Technology-driven maritime security system established to minimize maritime navigation risks and maximize Sierra Leone’s vast blue economy potential in sustainable and inclusive ways.

Activity 2.1: Develop maritime safety guidelines and standards practices addressing unreported and unregulated fishing activities (including fines and penalties).

Activity 2.2: Establish land-based communication equipment to ensure onshore and offshore connectivity for the safety of life and property at sea drawing on modern technology and best practices through partnership with Japanese private sector and experience exchange with Japan maritime security institutions.

Activity 2.3: Establish and strengthen coordination and information and intelligence sharing mechanisms with neighbouring countries to jointly counter illegal unreported and unregulated fishing activities

Activity 2.4: Increase and strengthen capacities of sector partners for maritime security monitoring and coastal surveillance.

Activity 2.5: Rehabilitate maritime equipment and improve on the capacity of the maritime sector to track maritime offenders and counterfeit products

Description of activities: Output 2 will strengthen and increase existing capacities and capabilities on maritime security to deal with maritime sector threats. Regulations will be developed to complement the laws; coordination and information sharing mechanisms designed. The project will link Sierra Leone with Maritime authority in Japan to exchange best practices and support Sierra Leone in assessing and improving its maritime technology and equipment. The project will identify and procure Japan-based technology that are efficient and easy to use for Maritime security surveillance in Sierra Leone.

Output 3: Capacity of law enforcement institutions including surveillance developed through training, improved technology, and south-south cooperation exchange visits.

Activity 3.1: Undertake exchange visits to the Maritime Security institutions of Japan to exchange experiences and strengthen partnership between the two countries on maritime security

Activity 3.2: Design training workshops for law enforcement officers on maritime law and enforcement procedures drawing on the expertise of the Government of Japan

Activity 3.3: Establish and strengthen community networks to improve the enforcement of maritime security and governance

Activity 3.4: Engage and strengthen coastal communities to improve on safety standards practices for fishing

Description of activities: Output 3 is built around strengthening law enforcement to enhance maritime security and governance. It will focus on creating awareness on maritime laws and enforcement procedures, drawing on best practices through exchange visits and strengthening partnership with the maritime authority in Japan, and empowering communities to participate in maritime surveillance and the enforcement of maritime laws and policies.

Output 4: Communities including women’s groups empowered to lead the development of the blue economy at local level through expanded livelihood opportunities.

Activity 4.1: Conduct a study on Sierra Leone maritime domain to map out economic development and investment opportunities for harnessing the blue economy.

Activity 4.2: Conduct workshops to raise awareness on Sierra Leone’s maritime wealth and the role of local communities to protect and develop the country’s maritime wealth

Activity 4.3: Build network of women’s SMEs in the fishery sector and link them to other successful women businesses operating in the fishery sectors in selected countries in Zone F of the YCC to improve on pricing, processing, packaging that add value and increase profit margin

Description of activities: Sierra Leone is among countries that are observed to suffer ‘sea blindness’—countries that have limited knowledge of the value of their maritime resources. There are cases of some valuable fishes, artefacts and sea plants that are grossly under-priced in Sierra Leone to the detriment of the local communities and local economies. The assessment in Output 4 will raise awareness on the value of maritime resources to empower communities and local SMEs on how to price their fishes/maritime products and manage marine resources. Once the assessment is conducted, the project will support widespread awareness raising and training workshops to capacitate women and youth in small and medium businesses to better price and add value to their fish commodities.

4. Proposed partnerships (If any)

The project will align its activities with ongoing related Japan supported projects being implemented by IOM, FAO, WFP and identify relevant Japan-based companies that have developed and are marketing affordable and easy to use technology for improved maritime surveillance; support the maintenance of maritime security equipment, etc.

5. Women’s empowerment

The project will facilitate gender mainstreaming by encouraging and adopting practices that promote gender equity in the design of the maritime security infrastructure. Women will be encouraged to participate in all stages of project implementation if necessary, with affirmative measures such as training workshops and assessment exercises organized in areas safe and accessible to women and supporting childcare, where needed, to facilitate women’s participation.

6. Visibility of Japan

In the context of TICAD commitment, the project will facilitate the establishment of a solid partnership between the GOSL and the GOJ on maritime security and governance. Japan’s vast knowledge in supporting countries to improve their maritime security and governance will be tapped into through the project. Exchange visits between the maritime authorities of Japan and Sierra Leone will be facilitated.

- The GOJ will be invited to co-chair national events as well as to take part in major workshops and ceremonies organized with resources from the project. Visibility will also be ensured through the branding of equipment and infrastructure refurbished or constructed, joint field visits, documentation and sharing of success stories. The project will engage Japanese personnel (JPO level) in project activities’ implementation.

Note: Concept Note should be kept within 6 pages plus Annex.

Annex: Results Framework and Budget Plan

Results Framework & Budget for Japan Supplementary Budget Concept								
Strengthening maritime security, governance and resource protection in Sierra Leone								
Intended Outcome as stated in the UNDAF/Country Programme Results and Resource Framework: Outcome 1: Outcome 1: By 2023, Sierra Leone benefit from a more productive, commercialized and sustainable agriculture, improved food and nutrition security and increased resilience to climate change and other shocks.								
Outcome indicators as stated in the Country Programme Results and Resources Framework, including baseline and targets: 1.1.1 # of newly endorsed policies by cabinet on coastal communities and protected areas that are gender-responsive. 1.1.2 # of ministries/departments/agencies with strengthened capacities to enforce regulations and policies on coastal communities and protected areas 1.2.4: # of institutions that have integrated mitigation, adaptation and early warning into their strategies Baseline: TBD Target: 8								
Applicable Output(s) from the UNDP Strategic Plan: Signature Solution 2: Strengthen effective, inclusive and accountable governance; and Signature Solution 4: Promote nature-based solutions for a sustainable planet.								
Outputs	Planned activities	Baselines	Verifiable Indicators	Targets	Description	Project Budget		
						2020	2021	
OUTPUT 1: Legal and regulatory framework for enhanced maritime security and governance in Sierra Leone strengthened	1.1 Activity: Organize maritime sector engagements to discuss and validate draft Maritime Policy and Strategy	-Several sector stakeholders encounters held for the drafting of the Policy and Strategy	1.1 # stakeholders taking part in validation of strategic documents	-4 sector engagement held to make inputs and validate strategic document	-Consultant, DSA, Travel, logistics	20,000	30,000	
	1.2 Activity: Develop regulations in collaboration with sector stakeholders to complement draft policy and strategy.	-No regulations in place to complement existing laws.	1.2 # Regulations and guidelines developed and approved	-3 Regulations developed and approved	Consultant, Technical working Group, DSA, travel, stationery	50,000	100,000	
	1.3 Activity: Assist the Parliamentary Legislative Committee to approve draft documents	-No maritime sector plans in place to ensure sector coordination	1.3 # action plans developed and implemented	-6 engagements held with Parliament Committee	Personnel, Refreshment, Logistics, Travel, Workshop	20,000	30,000	
	1.4 Activity: Develop plans to roll out the Maritime Policy and Strategy and enhance sector coordination			-8 sector encounters held to develop plan 6 sector coordination meetings facilitated to validate plans	Workshop, DSA, logistics, consultants, travels	23,000	27,000	
Sub-Total Output 1:						300,000		
OUTPUT 2: Technology-driven maritime security system established to minimize maritime navigation risks	2.1 Activity: Develop maritime safety guidelines and standards practices addressing unreported and unregulated fishing activities (including fines and penalties).	-No safety guidelines in place	2.1 # guidelines and standards developed to address	-2 safety guidelines developed to addressed illegal, unreported and unregulated fishing	Consultants, DSA, personnel, logistics, travel	50,000	75,000	
	2.2 Activity: Establish land-based communication equipment to ensure onshore and offshore	-Few existing but dilapidated and outdated land-based	2.2 # land-based communication stations	-Maritime comms equipment procured (handheld VHF Radios,	Equipment, contractors, logistics, travel, DSA	50,000	200,000	

and maximize Sierra Leone's vast blue economy potential in sustainable and inclusive ways.	connectivity for the safety of life and property at sea.	communication stations	established and strengthened	stations equipment...etc.)			
	2.3 Activity: Establish and strengthen coordination mechanisms with neighbouring countries to counter illegal unreported and unregulated fishing activities	-Ineffective and uncoordinated mechanisms in place in the sector	2.3 % reduction in maritime accidents due to poor and obsolete infrastructures	-12 coordination encounters held -15 joint surveillance trips undertaken with neighbouring country teams	Equipment, travels, DSA, logistics, personnel	25,000	50,000
	2.4 Activity: Increase and strengthen capacities of sector partners for maritime monitoring and coastal surveillance.	-No coordinated capacity building initiatives in place; -Ad hoc mechanisms in place to address maritime criminality	2.4 # maritime sector personnel trained on new policies and strategy	-4 capacity building workshops held for SLMA, ONS, MMR staff -15 judicial personnel trained on new policy and strategy -Surveillance equipment purchased	Workshops, refreshment, DSA, Travel, logistics, consultants, equipment.	100,000	250,000
	2.5 Activity: Rehabilitate maritime infrastructure and equipment and improve on the capacity of the maritime sector to track down maritime offenders and counterfeit products.	-Existing dilapidated infrastructure with no capacity to address maritime crime and counterfeits testing	2.5: % increase in the number of arrests and penalties imposed.	-4 selected dilapidated infrastructure renovated -selected specialized equipment purchased to test counterfeit products	-contractors, travels, DSA, logistics, consultants, personnel, equipment	50,000	100,000
	Sub-Total Output 2:						950,000
OUTPUT 3: Capacity of law enforcement institutions including surveillance developed through training, improved technology, and south-south cooperation exchange visits to Japan and other successful maritime security systems		-No formal engagement of youths and women's groups to engage in the sector in a sustainable and inclusive manner	3.1 # of youths and women's networks established and supported				
	3.1 Activity: Establish and strengthen women and youth's groups to embark on fishing practices that respect laid down rules		3.2 Standard transport networks established and enhanced (Yes/No)	-10 youth and women's groups capacitated to involve in standards fishing practices	NGOs, LOA, travel, logistics, DSA	100,000	250,000
	3.2 Activity: Establish and strengthen community networks to improve on coastal and marine tourism.	-No guidelines in place to regulate maritime traffic -limited observance of standards in fishing	3.3 Extent of improved fishing practices by coastal communities. (Measurement: improved/archaic methods in place)	6 community networks strengthened to improve coastal and marine tourism	Logistics, contractors, CBOs, NGOs, travels,	50,000	150,000
	3.3 Activity: Standardize existing coastal and marine transport networks.			1 guideline developed and implemented to regulate coastal and marine transport networks	Bylaws, travel, DSA, MCG, logistics, Management committees	20,000	40,000
	3.4 Activity: Engage and strengthen coastal communities to improve on safety standard practices for fishing.			2 bylaws developed to regulate community fishing standards	Local infrastructures for surveillance, travel, logistics	25,000	150,000

in the Gulf of Guinea Countries								
		Sub-Total Output 3:					785,000	
Output 4: Communities including women's groups empowered to lead the development of the blue economy at local level through expanded livelihood opportunities	Activity 4.1: Conduct a study on Sierra Leone maritime domain to map out economic development and investment opportunities for harnessing the blue economy	-No known study in place to inform on maritime economic potential;	4.1 A study conducted on maritime domain to map plans for investment (Yes/No)	-1 study conducted to inform investment opportunity in the maritime sector	-consultant, contractors, logistics, DSA, travel, personnel	90,000	110,000	
	Activity 4.2: Conduct workshops to raise awareness on Sierra Leone's maritime wealth and the role of local communities to protect and develop the country's maritime wealth	-Sporadic and uncoordinated workshops conducted but with limited focus on the maritime sector	4.2 # of workshops conducted across coastal communities and other sector partners on the potential of the maritime sector	8 community workshops held bringing together at least 400 participants 2 Strategic encounters held with community leaders	Travel, refreshment, consultants, logistics, DSA	30,000	45,000	
	Activity 4.3: Build network of women's SMEs in the fishery sector and link them to other successful women businesses operating in the fishery sectors in selected countries in Zone F on the YCC to improve on pricing, processing, packaging that add value in increase profit through internet platforms	-No existing structured networks in place across neighbouring countries cooperating on fishing and maritime issues	4.3 # of networks working on SMEs in fishery sector established and strengthened to operate on a sustained basis	4 networks of SMEs established and strengthened across countries in Zone F	Travel, DSA, Consultants, logistics, personnel, infrastructure	60,000	90,000	
		Sub-Total Output 4:					425,000	
		Grand Total Outputs 1, 2, 3, and 4					2,460,000	
		DPC (4.6% Project costs)					113,160	
		GMS (8% of project costs)					196,800	
		Project Management Costs					230,040	
		Grand Total Project Budget					3,000,000	