

Annex A: Summary of recommendations of the appraisal

Title of Programme/Project	Danish Maritime Security Programme for the Gulf of Guinea, 2022-2026
File number/F2 reference	F2: 2021-29982
Appraisal report date	8 November 2021
Council for Development Policy meeting date	
Summary of possible recommendations not followed	
<p>The unit acknowledges all recommendations and have follow-up accordingly.</p> <p>On the latter recommendation regarding DAC-ability of PSED 2's operational links the embassy have double-checked the sections and proposed engagements and found that storage and use of data gathered is permissible and DAC-able as per OECD guidelines.</p>	
Overall conclusion of the appraisal <p>The appraisal finds that the programme is relevant and justified. It builds upon the results and lessons learned of its predecessor, including the key lesson that a longer time period (five years) will increase effectiveness. The previous programme succeeded in establishing productive cooperation arrangements with a range of maritime security partners in the Gulf of Guinea and these relations form a solid foundation for the new programme. The selected implementing partners are experienced actors with solid connections in the region within their areas of expertise. In general, this is a cohesive and integrated programme that utilises Overseas Development Assistance (ODA) and non-ODA funding from the Danish Peace and Stabilisation Fund (PSF) in a manner that reflects the comparative advantages of the two funding streams and the capacity of the implementing partners. The programme will make a solid contribution to the entire criminal justice chain relating to maritime security – from identifying and apprehending maritime crime, securing of evidence, to prosecution and detention within a rights-based system. In line with the observation made by the Programme Committee, the appraisal finds, however, that the rationale for the investment in prison infrastructure should be expanded considering that it is a high-risk and difficult engagement. While having a specific focus on strengthening the response from Nigeria and Ghana, the programme will also enhance the capacities of other littoral states as well as the region as a whole. The programme has been well prepared, although the appraisal finds that a number of aspects require improvement, including the presentation of expected results, adaptive management arrangements, as well as the overall management. The appraisal concludes that the proposed programme should proceed to approval taking account of the observations and recommendations summarised in the appraisal report.</p>	
Recommendations by the Appraisal Team	Follow up by the responsible unit
Programme Level:	
<i>Overall context Analysis</i>	
Recommendation 1: The appraisal recommends that the political economy surrounding the maritime security area is more explicitly described in the Programme Document (PD) so that there is a stronger connection between negative vested interests and possible contextual and programmatic	<p>The embassy has followed this recommendation.</p> <p>The political economy analysis of the regional context has been strengthened in annex 1. This is reflected in the strategic consideration and</p>

<p>risks and the underlying assumptions in the Theory of Change (ToC). The appraisal finds that the contextual developments are generally well described in the Programme Document (PD) and Peace and Stabilisation Engagement Documents (PSEDs), although there would be merit in including a stronger political economy (PEA) focus that explicitly examines drivers of change, spoilers, and enabling/hindering factors that may affect the regional context during the programme period. Such an approach would also strengthen the programme's Theory of Change (ToC) and risk analysis by highlighting the underlying causality and pre-conditions.</p>	<p>justification and the ToC in the project document, as well as in the risk analysis (annex 5).</p>
<p><i>Management arrangements</i></p>	
<p>Recommendation 2: The appraisal recommends the establishment of a local steering group to support management that should meet regularly and involve implementing partners, the programme advisors, and the two Danish embassies. The appraisal finds that the programme complexity presents challenges with regard to the programme's manageability. The management arrangements at PSED level are assessed to be adequate as they utilise experienced implementing partners. At overall programme level, there is a need to ensure that interaction across engagements is facilitated in order to prevent silos emerging. In Copenhagen, such a mechanism is provided by a "contact group" (inter-ministerial task force) that brings the main Danish stakeholders together. However, it is equally relevant that PSED focal points also meet regularly (remote) together with the programme's local management.</p>	<p>The embassy has followed this recommendation.</p> <p>A local steering committee, in the form of a <i>Cross-engagement coordination committee</i>, has been added. See section 5 in the programme document. Terms of Reference are stated in annex 13.</p>
<p>Recommendation 3: The appraisal recommends that the Maritime Security Programme Advisor (MSPA) position be opened up to international applicants and that sufficient funds be allocated to facilitate this. The appraisal team understands that the proposal to appoint the MSPA is a compromise as it is not possible to expand the staff of the Embassy and the person will not be able to be physically located within the Embassy. In the appraisal team's opinion, this position is absolutely key to the efficient and effective management of the programme. In order to ensure a suitably qualified and capable person is recruited, there may therefore</p>	<p>The embassy has endorsed this recommendation and revised the budget to reflect this. See table 4 and section 5 in the programme document. Terms of reference for the MSPA are stated in annex 9.</p>

be merit in opening up the competition to international candidates to ensure a wider source of potential applicants.	
Recommendation 4: The appraisal recommends including a dedicated section on adaptive management in the PD that sets out the various mechanisms through which adaptive management will be pursued. The PD does not have a specific section on adaptive management, although there are a number of management aspects that will support such an approach and that are described in the Monitoring, Evaluation, Accountability and Learning (MEAL) section. The inclusion of a specific section on adaptive management will enable the programme's various mechanisms for adaptation to be summarised together.	The embassy endorses this recommendation and has added a specific section on adaptive management in the project document, section 5.2. This also includes the <i>Cross-engagement coordination committee</i> as suggested under recommendation 2 in this appraisal report.
<i>Monitoring arrangements</i>	
Recommendation 5: The appraisal recommends that a MEAL plan be developed and operationalised during the start-up of the new programme in order to assist the management and reporting of the programme. MEAL arrangements are outlined in the PD and PSEDs and there would be merit in expanding these to include a more explicit focus on PEA aspects and the ToC assumptions, which would also contribute to risks management. The appraisal team assesses that the programme management structure includes adequate resources to undertake MEAL. The interrelations and reporting lines could usefully be illustrated through a diagram. It is important for example to avoid a situation where individual engagements become siloed, which could potentially happen through the different reporting chains involved.	The embassy endorses this recommendation and has added a specific section (5.6.) in the project document on <i>Monitoring, Evaluation, Accountability and Learning (MEAL)</i> . It has also been reflected in the terms of reference for the programme advisor (MSPA – annex 9) and the M&E coordinator (MEL – annex 10).
Project Level	
<i>Synergies</i>	
Recommendation 6: The appraisal recommends: a) that the PSEDs ensure that potential synergies and collaborations between them are clearly flagged and b) that the PD includes an overview (in table format) showing overall programme internal and external synergies. The appraisal finds that the programme	Embassy endorses this recommendation and has added a specific section (4.3.) in the project document on internal and external synergies. Exploitation of synergies across engagement will be a key focus of the Cross engagement coordination committee.

<p>design provides considerable scope for synergies and inter-relations/dependencies between the engagements. The linkages between United Nations Office on Drugs and Crime (UNODC) and the International Criminal Police Organization (INTERPOL), for example, add value to the programme as a whole and enable it to reach deeper and further along the criminal justice chain. Similarly, the relationship between these agencies and the Danish military is close and useful. Moreover, there are useful complementarities and connections between PSEDs 1 and 4 and PSED 3 (Kofi Annan International Peacekeeping Training Centre (KAIPTC) concerning Women, Peace and Security (WPS) issues and cooperation with the Danish Defence College. While some of these connections are already in place, others are not yet fully mature. In order to ensure that opportunities are captured and monitored, the appraisal suggests these synergies should be clearly noted in the PSEDs and a table should be included in the PD providing an overview of them.</p>	
<p><i>Results frameworks</i></p>	
<p>Recommendation 7: The appraisal recommends that all PSEDs undergo a final editing process to ensure that they are streamlined, coherent with each other, with lessons learned that are fully visible, and results frameworks that are in line with AMG guidelines. The appraisal team finds that, while the overall PD appears well prepared, with a good narrative and justification, the PSEDs would benefit from some further editing to a) tighten up the language and flow, demonstrate the use of lessons learned from Phase 2, and the impact of contextual developments on programming, b) strengthen the results frameworks, and c) ensure coherence with other parts of the programme.</p>	<p>Embassy endorses this recommendation and made final editings to especially the PSED's ensuring compliance with AMG guidelines. This includes strengthening the results framework and ensuring consistency across the programme.</p>
<p>Recommendation 8: The appraisal recommends that the results frameworks in the PD and in all PSEDs are brought into line with the (Danida) Aid Management Guidelines (AMG) definitions of outcomes, outputs, indicators and targets. The appraisal team finds that certain of the results (outputs, outcomes, and their indicators) defined in the PSED results frameworks do not align with the AMG definitions and there is therefore a need to review the results hierarchy to ensure that results and indicators are</p>	<p>Embassy endorses this recommendation and has adjusted the results frameworks accordingly.</p>

<p>worded correctly. This will help to ensure subsequent monitoring and reporting. The appraisal notes that the PD's results framework is a composite of the results frameworks included in the four PSEDs and therefore includes the same deficiencies as the latter.</p>	
<p><i>DAC-ability</i></p>	
<p>Recommendation 9: The appraisal recommends that the DAC-ability of PSED 2's operational links is explored and, if necessary, adjusted before finalisation of the PSED. The appraisal has some concerns that certain parts of the INTERPOL engagement (PSED 2) may also not be ODA compatible. These concern the channelling of intelligence gained through hostage debriefing to INTERPOL's databases, which means that it will be accessible for operational purposes rather than capacity development. This should therefore be double-checked.</p>	<p>The proposed engagement on data gathering has been double-checked. The Embassy points out that <u>OECD guidance</u> allows data collection for development purposes and preventative or investigatory activities by law enforcement agencies in the context of routine policing to uphold the rule of law, including countering transnational organised crime.</p> <p>Hostage debriefing is part of routine policing and in the case of the DMSP conducted in the context of upholding the rule of law in the maritime domain to counter transnational maritime crimes.</p> <p>In this case, storage and use of data gathered is permissible and DAC-able.</p> <p>What is explicitly excluded from ODA is intelligence gathering on <i>political</i> activities. These considerations regarding DAC-ability of INTERPOL activities have been added to the project documentation.</p> <p>A paragraph has been added in Section 2.7 on ODA and non-ODA on this matter.</p>

I hereby confirm that the above-mentioned issues have been addressed properly as part of the appraisal and that the appraisal team has provided the recommendations stated above.

Signed in Copenhagen on the 8th November 2021



Appraisal Team leader/ELK representative

I hereby confirm that the responsible unit has undertaken the follow-up activities stated above. In cases where recommendations have not been accepted, reasons for this are given either in the table or in the notes enclosed.

Signed in Accra on 29th November 2021


BIRGIT LA COUR MADSEN

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