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## ANNEX 2

to the Commission Implementing Decision on the financing of the 2022 Annual Action Plan in favour of
The Republic of The Gambia

### Action Document for Support to the Gambian Security Sector Reform process for improved Security, Migration and Border management

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**ANNUAL PLAN**
This document constitutes the annual work programme within the meaning of Article 110(2) of the
Financial Regulation, within the meaning of Article 23 of the NDICI-Global Europe Regulation.

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# 1 SYNOPSIS

## 1.1 Action Summary Table

| 1. Title<br>CRIS/OPSYS<br>business reference<br>Basic Act | **Support to the Gambian Security Sector Reform process for improved Security, Migration and Border management**<br><br>OPSYS number: ACT-60892 - NDICI AFRICA/2022<br><br>Financed under the Neighbourhood, Development and International Cooperation Instrument (NDICI-Global Europe) |
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| **2. Team Europe Initiative** | The Gambia Good Governance TEI |
| **3. Zone benefiting from the action** | The action shall be carried out in all regions of The Gambia |
| **4. Programming document** | Republic of The Gambia – Multi-Annual Indicative Programme (MIP) 2021-2027[1] |
| **5. Link with relevant MIP(s) objectives / expected results** | **S.O. 1.2.** To build trust in The Gambia's security apparatus and to increase its alignment with the population's national security needs.<br><br>E.R 1.2A Reforms on the rightsizing of the security personnel and the legal framework are carried out<br><br>E.R 1.2B The security sector accountability is enhanced<br><br>**S.O. 1.3.** To enhance migration governance and management, with a focus on protecting those in need, and strengthening national systems for readmission and reintegration, in full respect of fundamental values and human rights.<br><br>E.R. 1.3B The capacities of relevant authorities and actors in the areas of migration management and governance (including readmission practices and sustainable |

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[1] Republic of The Gambia - Multi-Annual Indicative Programme 2021-2027 Link

| | reintegration of migrants, returnees, border management in countering migrant smuggling and trafficking in human beings) are enhanced. |
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**PRIORITY AREAS AND SECTOR INFORMATION**

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| **6. Priority Area(s), sectors** | Priority area 1: Promoting Good Governance<br>Sector DAC code: 152 |
| **7. Sustainable Development Goals (SDGs)** | Main SDG: SDG 16 "Peace, justice and strong institutions"<br>Other significant SDGs (up to 9) and where appropriate, targets: SDG 5 "Gender equality" |
| **8 a) DAC code(s)** | 15210 Security system management and reform – 70%<br><br>15180 Ending violence against women and girls – 10%<br><br>15190 Facilitation of orderly, safe, regular and responsible migration and mobility – 20% |
| **8 b) Main Delivery Channel** | 42001 – European Commission - Development Share of Budget |
| **9. Targets** | ☒ Migration<br>☐ Climate<br>☒ Social inclusion and Human Development<br>☒ Gender<br>☐ Biodiversity<br>☐ Education<br>☒ Human Rights, Democracy and Governance |

| **10. Markers** <br> **(from DAC form)** | **General policy objective @** | **Not targeted** | **Significant objective** | **Principal objective** |
|---|---|---|---|---|
| | Participation development/good governance | ☐ | ☐ | ☒ |
| | Aid to environment @ | ☒ | ☐ | ☐ |
| | Gender equality and women's and girl's empowerment | ☐ | ☒ | ☐ |
| | Trade development | ☒ | ☐ | ☐ |
| | Reproductive, maternal, new-born and child health | ☒ | ☐ | ☐ |
| | Disaster Risk Reduction @ | ☒ | ☐ | ☐ |
| | Inclusion of persons with Disabilities @ | ☐ | ☒ | ☐ |
| | Nutrition @ | ☒ | ☐ | ☐ |
| | **RIO Convention markers** | **Not targeted** | **Significant objective** | **Principal objective** |
| | Biological diversity @ | ☒ | ☐ | ☐ |
| | Combat desertification @ | ☒ | ☐ | ☐ |
| | Climate change mitigation @ | ☒ | ☐ | ☐ |

| 11. Internal markers and Tags: | Climate change adaptation @ | ☒ | ☐ | ☐ |
| --- | --- | --- | --- | --- |
| | **Policy objectives** | **Not targeted** | **Significant objective** | **Principal objective** |
| | Digitalisation @ | ☒ | ☐ | ☐ |
| | | YES | NO | |
| | digital connectivity | ☐ | ☒ | |
| | digital governance | ☐ | ☒ | |
| | digital entrepreneurship | ☐ | ☒ | |
| | digital skills/literacy | ☐ | ☒ | |
| | digital services | ☐ | ☒ | |
| | Connectivity @ | ☐ | ☒ | ☐ |
| | | YES | NO | |
| | digital connectivity | ☐ | ☒ | |
| | energy | ☐ | ☒ | |
| | transport | ☐ | ☒ | |
| | health | ☐ | ☒ | |
| | education and research | | | |
| | Migration @ (methodology for tagging under development) | ☐ | ☒ | ☐ |
| | Reduction of Inequalities @ (methodology for marker and tagging under development) | ☐ | ☒ | ☐ |
| | Covid-19 | ☐ | ☒ | ☐ |

## BUDGET INFORMATION

| 12. Amounts concerned | Budget line(s) (article, item): 14.020120-C1-INTPA<br><br>Total estimated cost: EUR 6 700 000<br><br>Total amount of EU budget contribution EUR 6 000 000<br><br>This action is co-financed in joint co-financing by:<br><br>German Federal Foreign Office for an amount of EUR 700 000. |
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## MANAGEMENT AND IMPLEMENTATION

| 13. Type of financing | **Direct management** through a Grant<br>**Indirect management** with Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH |
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## 1.2   Summary of the Action

The action aims to sustain the EU's support to the security sector reform process in The Gambia in order to solidify the gains of the democratic transitions and ensure stability and security for the population of The Gambia, including groups living in vulnerable situations at the border and rural areas.
The specific objectives are that:

- The Gambia Police Force provides improved security that complies with norms and good practices, including human rights and gender equality;
- Internal and external accountability of security sector actors are strengthened;
- Migration management, namely border management and countering migrant smuggling, is enhanced;
- The capacity and effectiveness of selected Gambian police stations outside Greater Banjul and their police staff are enhanced.

The action is directly linked to two specific objectives of the multi-annual indicative programming, namely:

- To build trust in The Gambia's security apparatus and to increase its alignment with the population's national security needs. (S.O. 1.2).
- To enhance migration governance and management, with a focus on protecting those in need, and strengthening national systems for readmission and reintegration, in full respect of fundamental values and human rights. (S.O. 1.3).

The action contributes to the Team Europe Initiative on Governance in The Gambia, with the possible participation of Germany.

The action is in line with the EU's strategic objective of deepening the migration partnership with The Gambia, which covers all aspects of migration governance and management. By tackling border management and countering migrant smuggling, it will complement and reinforce the political dialogue around the migration partnership.

The action will contribute to SDG 16 "Peace, justice and strong institutions" as well as SDG 5 "Gender equality". Moreover, this action is part of the Team Europe Initiative on Good Governance. It is in line with the 2030 Agenda for sustainable Development[2], the European Consensus for Development[3], the Gender Action Plan III (GAP III, 2021-2025)[4], the EU's Human Rights and Democracy Country Strategy for The Gambia 2021-2024 and the Communication on a New Pact on Migration and Asylum[5].

Furthermore, the action intends to capitalise and expand on the preliminary achievements under the current European Development Fund (EDF) programme (2021-2023) implemented by GIZ and DCAF – Geneva Centre for Security Sector Governance.

# 2 RATIONALE

## 2.1 Context

The Gambia embarked on a democratic transition in late 2016, putting an end to 22 years of dictatorship. This transition saw the launching of a series of reforms and processes to uphold good governance and the rule of law and foster development. These initiatives have covered constitutional reform transitional justice, and security sector reform (SSR). A Constitution Review Commission (CRC) was set up and worked in a very participative way for about two years in order to present a draft Constitution to the President in 2020. The constitutional review process has, however, been stalled since the rejection by Parliament of the draft Constitution in September 2020. Gambia is ranked 16 over 54 African countries analysed in the Ibrahim Index of Governance[6]. Gambia has a score of 55,9/100 and is the most improved country (+9.2), driven by improvements in Accountability & Transparency and its participatory environment.

Substantive progress was achieved in the field of transitional justice and human rights. A National Human Rights Commission (NHRC) was established, with the mandate, among others, to monitor and report on the human rights situation, including alleged offenses committed by security personnel. The Truth, Reconciliation and Reparation Commission (TRRC) released its final report in late 2021, which calls for prosecution of alleged perpetrators of human rights violations committed during the dictatorship - many of whom being former or standing members of

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[2] https://sdgs.un.org/2030agenda
[3] OJ C 210 of 30.6.2017

[4] https://ec.europa.eu/commission/presscorner/detail/en/IP_20_2184
[5] https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX%3A52020DC0609
[6] Mo Ibrahim Foundation (2020), Ibrahim Index of African Governance. link

the justice and security system – and provides recommendations for reforms of some security and justice institutions. The Government shall publish a white paper by 25 May 2022, identifying the measures that will be taken to implement the TRRC recommendations.

In relation to SSR, key milestones include the development of an overarching framework, comprising of the National Security Policy (2019), the National Security Strategy (2020), the Security Sector Reform Strategy (2020) and the Defence Policy (2021). Overall, however, the implementation of the SSR process has progressed at a slow pace. Among many factors, this situation is attributed to the political environment focused on the election cycle of 2021-2022, the limited institutional capacity and the lack of strong political engagement. The challenge of engaging political and security sector institutions' leadership in this process is significant, when considered against institutional capacity, vested interests, legacy issues, and the political sensitivity of rightsizing reforms. Security reform should address the needs of all from a gender sensitive and human rights based approach. Moreover, frustration at the pace of change is evident both within the security sector institutions and among The Gambian public, where significant challenges remain if The Gambia's population is to enjoy greater human security. The Gambia is a signatory to many conventions at global and regional level to promote gender equality and women's empowerment. These include the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW), the International Conference on Population and Development (ICPD), the Protocol to the African Charter on Human and Peoples Rights on the Rights of Women in Africa. Unfortunately, discriminatory practices and Gender Based Violence are still present in the country.

In relation to migration management, The Gambia launched its National Migration Policy in December 2020 and has endorsed the United Nation's Global Compact for Safe, Orderly and Regular Migration. The Gambia Immigration Department (GID), as one of the security forces, is part and parcel of the above mentioned security strategies and policies, and it is currently drafting its Reforms Agenda 2021-2024. The Gambia is also a signatory of the Protocol against the Smuggling of Migrants by Land, Sea and Air. The country's borders are porous, blighted by frequent localized land disputes and exploited by sustained irregular migratory trends and criminal networks on land and at sea, as well as transnational crime including drug trafficking demonstrated by several substantial drug seizures over the last years. While the overall security situation remains stable, the border has experienced an increase of violence with the confrontations between the ECOMIG and then Senegalese forces and the Movement of Democratic Forces in the Casamance (MFDC). These generate flows of internally displaced persons and increasing numbers of Senegalese refugees from the regions affected and thereby impact security and stability at the border regions in The Gambia. Furthermore, in recent years, The Gambia has become a country of transit and return for migrants.

Against this background, the EU's interest is that The Gambia remains a stable country where democracy is entrenched, and that it maintains good relations with its neighbours. As illustrated in other countries of the region, setbacks coming from the security forces are not uncommon and, therefore, engaging in security sector reform is a way to mitigate this risk. This action will help maintain the EU as a key partner in the security sector in direct continuity of EU support to the ECOMIG mission and EDF projects on SSR. With a focus on security, the action will primarily support the Gambian Police Force (GPF) and focus on human – and in particular women – rights. After two decades of dictatorship, the Gambian population still has to learn to trust security services, while the latter need to earn this trust by professionalising into service provision to the benefit of the population. The GID will also be supported by reinforcing border management and countering migrant smuggling.

## 2.2 Problem Analysis

**Short problem analysis:**
Five years following the transition in The Gambia and the launch of the SSR process, there is a continued need to strengthen support dedicated to the promotion of good governance of the security sector. Security forces are a central focus of the democratic transition due to history of past abuses; this demand is even more acute in light of the findings of the TRRC report. Yet, while SSR strategic framework (NSP, SSRS) and the TRRC report point to accountability deficits in the security sector, much of the international support focus on training and operational capability of security institutions, as opposed to management and accountability focused reforms which are yet to be fully realised. From the outset of the democratic transition, supporting the government in the promotion of good governance of the security sector has been, and continues to be, a key priority for the EU.

DCAF's component of the ongoing SSR programme under the EDF has started producing tangible results in the field of effectiveness and accountability of the GPF and there is a need for further support and pressure for long term and sustainable reform. Half-way through its implementation (as of April 2022), this programme component has resulted in substantive achievements, namely including the development of the police doctrine, the first ever document of this kind for GPF, whose vision, mission statements and overarching principles are expected to guide the police in all aspects of its operations and decisions. The programme has also led to the elaboration of guidance documents and policies to reinforce GPF's effectiveness, which pertain to crisis management response, performance management framework, human resources management and leadership. Progress was also achieved in strengthening oversight and accountability of security institutions, with the creation of a collaborative policing oversight working group through which State and non-State oversight actors have started ensuring a more coordinated, coherent and hence more effective framework to hold security sector providers to account.

The new Action will provide continued support to the police, with the overarching objective to ensure effective implementation of the principles of the Police Doctrine. The underlying rationale is that if the police's operation and management are consistently and effectively guided by the policing doctrine principles, GPF will become a professional and accountable public institution, respecting human rights, the rule of law, thereby improving the public's confidence in State security.

In line with the principles enshrined in the doctrine, the Action will aim at further strengthening the effectiveness of the GPF, including compliance with professional standards and efficient use of resources by way of, among others, supporting effective coordination of internal security forces. In this regard, a key area that the Action will seek to address is transnational criminal activities and the ability (or lack thereto) of law enforcement agencies to prevent and provide effective response to these crimes. The lack of coordination and cooperation among security institutions in sharing information and analysis prevent efficient and effective investigations into serious international crime, including those committed by organised crime groups. The unlawful laundering of the proceeds of transnational criminality influences economic distortion and constitutes a loss of State revenue. Likewise, given its geographical position, The Gambia faces an increment in transnational criminal activity but has limited capacities to counter the transnational threats posed by organised crime. Organised crime groups engaged in migrant smuggling, trafficking in human beings and drug trafficking constantly evolve their modus operandi. Furthermore, the freedom of movement among ECOWAS members constitutes an opportunity for transnational criminal organisations to facilitate their movement without being easily detected. Likewise, the porous borders and lack of proper demarcation cause significant delays in attending incidents, such as population movements due to violent confrontations and illegal exploitation and trafficking of natural resources, such as timber, charcoal, or wildlife. Through a holistic approach in supporting both GPF and GID, the Action will seek to provide relevant tools, skills and frameworks for an effective and coordinated response to transnational crime.

In the relation to accountability, surveys reveal a relatively low trust of the communities in the effectiveness and availability of complaint mechanisms in cases of human rights violations committed by security personnel. Knowing that the Action would be implemented in parallel with implementation (or lack thereto) of the TRRC recommendations, it is essential that specific support focus on further strengthening oversights mechanisms of the security sector, in furtherance to the 2021-2023 EDF programme. The new Action will build on results achieved under the current DCAF programme to further strengthen the effectiveness of internal and external complaint mechanisms, while providing complementary support to improve the image of the police within the communities.

The Action is complementary to the Common Operational Partnership (COP) project funded under the Internal Security Fund - Police. It will address capacity building to counter transnational organised crime, particularly migrant smuggling and trafficking in human beings. At present, there is no legislative act on counter-smuggling in The Gambia but only a Trafficking in Persons Act, the delay in adoption of which represents a drawback for increasing the capacities of law enforcement in fighting migrant smuggling through the COP project. By promoting the legislation to counter migrant smuggling, the project will target smugglers and organised crime groups/ criminal networks and at the same time protect migrants. Once the legislation will be enacted, the project will ensure its correct implementation, as immigration officers will require training to detect and investigate these crimes according to international law, transnational criminal law, human rights, and a gender-based approach. The DCAF project will also improve coordination among law enforcement agencies to prevent and fight against crimes

such as migrant smuggling and trafficking in human beings. Moreover, the project will strengthen regional cooperation in exchanging operational information on transnational organised crime.

GIZ's ongoing project (started in December 2020) allowed to develop, jointly with the GPF leadership, plans for model police stations, which cater for the needs of modern policing and it is expected that they will be standard bearers for future GPF police station constructions. The programme also undertook a training needs assessment and is set to launch a training series on SGBV and community policing. In addition, a tailor-made on the job training for officers based at the four model police stations will be rolled out shortly. These trainings will look at basic policing skills such as dealing with victims, interview techniques, preparing reports or effective patrolling. It is expected that at the end of the current phase, GPF will have four police stations in areas with particularly high crime rates in the Greater Banjul Area that provide a conducive environment for police officers, victims and suspects and where officers have acquired the basic skills for professional policing.

The objective of a second phase is to build on the plans and training programmes developed during the current phase and to support the GPF's plan to roll out the programme in the entire country. While the current phase focuses on Greater Banjul, the next phase will try to reach communities outside Greater Banjul, enhancing the capacity and effectiveness of selected Gambian police stations and their police staff through the rehabilitation of infrastructure, equipment and training. The lack of capacity of many GPF's personnel is a direct result of its history. For decades, police recruitment was based on patronage and cronyism, resulting in a high number of police recruits who were poorly educated, lack basic literacy skills and often do not adopt the necessary attitude of service to citizens. These police officers have now been part of the GPF for many years. Poor working conditions, including the lack of adequate infrastructures across the country, worsen the challenges for the reform of police work.

Security concerns upcountry are likely to differ from those in Greater Banjul Area (GBA). In particular with regard to SGBV, it is expected that GPF's ability to respond to existing needs is more limited. SGBV is indeed one of the security challenges that the Gambian population, especially women and children, are facing and should be aligned with the National Action Plan on GBV. Police officers rarely investigate when cases are reported. SGBV victims are very often sent back home and told that this is a family matter. Female Genital Mutilation (FGM) is rarely regarded as criminal offence. In cases in which investigations are taken up, the police lack skills to collect forensic evidence.

**Identification of main stakeholders:**

The main stakeholders of the Action consist of law enforcement agencies and, primarily, the GPF and the GID. While both institutions have initiated institutional and operational reforms, to improve their effectiveness, management and accountability in line with the priorities under the National Security Strategy (2020) – some of which under EU funded programmes – continued support is needed to ensure operationalisation and sustainability of ongoing reforms. These two institutions are considered together due to their critical role in addressing primary security threats throughout the country (petty theft, organized crime, including trafficking in human beings, illicit drug trade…). They also remain the most visible institutions and have an important role in bridging the gap between the citizenry and the State, more specifically in supporting their efforts to become more transparent and accountable to the communities they serve. The Action will work at both central level and in the regions, particularly at the borders including with the communities. The Action will aim at strengthening the respective capacity of the GPF and the GID to coordinate their efforts with other security institutions such as the Drug Law Enforcement Agency, the Gambian Armed Forces (GAF) and the State Intelligence Service. The Action will also support GID to reach out to equivalent institutions from other ECOWAS member states. The Action will further closely work with and support the mandate of the Office of the National Security, not only in relation to the coordination of SSR related initiatives but also as regard to its responsibilities of coordination of law enforcement agencies, including on integrated border management.

The Action will also closely work with the Ministry of Interior (MOI) and will aim to provide it with further support in its oversight mandate of both GPF and GID. Specific technical support and advices will be provided to the MOI for the purpose of the development of an internal security policy (targeting also gender focal points). Other primary stakeholders of the Action are state and non-state oversight actors. These include: the Ministry of Gender and Children, the National Assembly (Standing Committee on Defence and Security), the Office of the Ombudsman, National Human Rights Commission (NHRC), civil society organisations (especially through The Association of Non-Governmental Organisations in The Gambia (TANGO) GBV supporting services) and the

media. These stakeholders are part of the oversight platform, created in the framework of the ongoing EDF programme. Each of these actors have a specific mandate in monitoring, reporting, and investigating alleged human rights violations committed by security personnel. Their ability to do so is constrained by the lack of data and information sharing among them. The Action will aim at supporting these actors to collectively establish a holistic coordinated process to handle complaints of human rights violations.

# 3  DESCRIPTION OF THE ACTION

## 3.1  Objectives and Expected Outputs

The Overall Objective (Impact) of this action is to ensure security at individual and community level.

The Specific Objectives (Outcomes) of this action are:
1. The Gambia Police Force provides improved security that complies with norms and good practices, including human rights and gender equality;
2. To strengthen internal and external accountability of security sector actors;
3. To enhance migration management, namely border management and countering migrant smuggling and trafficking in human beings;
4. To enhance effectiveness of selected Gambian police stations outside Greater Banjul.

The Outputs to be delivered by this action contributing to the corresponding Specific Objectives (Outcomes) are:

1.1 Coordination among law enforcement agencies on prevention and addressing criminality and all forms of organised crime is increased.
1.2 Enhanced capacity of GPF, MOI, MOJ, ONS for development or revision of security sector policies, legislation and normative acts.
1.3 Improved mechanisms for empowerment of women in leadership position within GPF.
1.4 The capacity of GPF to mainstream gender into its policies, procedures and operations is enhanced.

2.1 Enhanced capacity of police related to development and implementation of internal oversight mechanisms.
2.2 Coordination related to external security institutions' oversight mechanisms is improved.
2.3 Ability of the police to display a positive role is improved.

3.1 Capacities of the GID to prevent, detect and investigate transnational organised crime involved in migrant smuggling and trafficking in human beings, and related offenses through a human rights-based approach are increased.
3.2 The ability of the GID to provide effective and coordinated prevention and response at border crossing points is strengthened.
3.3 Cooperation with neighbouring countries on the sharing of best practices and exchanging operational information on transnational organised crime is strengthened.
3.4 Legislation and policies to counter migrant smuggling are developed and better implemented and advocated for.

4.1 Improved infrastructure of targeted police stations outside Greater Banjul.
4.2 Enhanced capacity of permanent staff of targeted police stations outside Greater Banjul in professional police standards, health protection and SGBV.

## 3.2  Indicative Activities

Activities relating to Output 1.1
- Provision of technical support and tools on intelligence gathering and analysis, including a Covert Human Intelligence Source manual.

- Develop a National Intelligence Model, including a tasking and co-ordinating process for the effective deployment of resources (GPF and other Security Organisations) to tackle the most relevant forms of organised crimes.

Activities relating to Output 1.2
- Provision of technical and advisory support to GPF for the development and revision of SoPs and policies.
- Provision of technical, advisory support and training to relevant national stakeholders (eg. GPF, MOI, MOJ, ONS) for the development or revision of security sector policies or legislations.

Activities related to Output 1.3
- Leadership training for female officers within GPF and GID.
- Mentoring programme within GPF and GID.
- Support the GPF in planning an overarching Women in Police Programme through capacity building on project development, monitoring, and evaluation.
- Support the development and delivery of the GPF messaging tools on women`s meaningful contribution and benefits of gender balance in police and build the GPF capacity to deliver training (and other forms of engagement) to support women's career development.
- Support GPF in collecting data on barriers to women's career development.
- Provide expert input to the GPF, based on a consolidation of international best practice, to support human rights and gender review of internal regulations and statutes regarding women's career development.
- Support the GPF to establish and implement a women's leadership and mentoring mechanism.

Activities relating to Output 1.4:
- Development of an institution-wide gender policy that requires gender mainstreaming in all aspects of the GPF, and which is in line with The Gambia's national policies related to gender.
- Development of a specific administrative procedure to accompany the policy for men and women victims to report cases of sexual harassment, according to the new anti-sexual harassment policy for the workplace.
- Capacity building trainings on human rights, gender mainstreaming and other gender-related issues for key representatives of the GPF, including gender advisors/focal points.

Activities relating to  Output 2.1
- Delivery of training and provision of tools for the GPF Human Rights Department in investigation and adjudication of cases.
- Support the development of SoPs related to the GPF Human Rights Department's visit to police detention.

Activities relating to Output 2.2
- Organisation of workshop and provision of technical advice to members of the external oversight platforms of security sector.
- Information-sharing activities to communities on available complaint mechanisms.

Activities relating to Output 2.3
- Organisation of workshops and forum across the country gathering the communities on police's mandate, responsibilities and challenges.

Activities relating to Output 3.1
- Gender sensitive training on preventing, detecting, and investigating transnational organized crime, at the official border posts, with focus on victims of trafficking and migrant smuggling.
- Organization of a workshop series on detection of fraudulent documents and imposter detection.
- Support the develop of policies and guidelines led by GID in coordination with other institutions at the official border posts.

Activities relating to Output 3.2
- Organization of a simulation exercise at the border crossing points.
- Gender sensitive training on detection of migrant smugglers and victims of trafficking in human beings including in the context of large-scale cross border movements.
- Workshop series on detection of fraudulent documents and imposter detection.

- Support the development of policies and guidelines in coordination with the National Referral Mechanism for crisis management and incident response at the porous borders in large migration movements, integrating a human rights-based approach.

Activities relating to Output 3.3
- Organization of study visits and conferences with neighbouring countries to exchange on best practices, case studies, trends, modus operandi, and establishment of points of contact.

Activities relating to Output 3.4
- Promoting/supporting the enactment and/or subsequent implementation of the Anti-Smuggling of Migrants Bill.
- Awareness raising on the severity of the criminal dimension of migrant smuggling, with the security institutions and partners including support agencies, which will be party to the 'Integrated Border Management' concept.

Activities relating to Output 4.1.
- Development of plans for model police stations, which are constructed in mainly rural areas, using sustainable materials (inclusive and gender sensitive infrastructures).
  Rehabilitation of the police stations according to minimum standards of good practice (inclusive and gender sensitive infrastructures).
- Equipment of the police stations according to minimum standards of best practice.

Activities relating to Output 4.2.
- On-the-job training of the police station staff in relevant fields with special focus on SGBV and human rights.
- Development of Standard Operating Procedures/ Manual on how to administer/manage a police station effectively.
- The commitment of the EU's contribution to the Team Europe Initiative to which this action refers, will be complemented by other contributions from Team Europe members. It is subject to the formal confirmation of each respective member's meaningful contribution as early as possible. In the event that the TEIs and/or these contributions do not materialise, the EU action may continue outside a TEI framework.

## 3.3 Mainstreaming

**Environmental Protection & Climate Change**
Given the nature of the Action, there is no need to undertake an SEA screening, EIA (Environmental Impact Assessment) screening or a CRA (Climate Risk Assessment) screening. Please refer to the relevant Annex f3 for the justification.

**Gender equality and empowerment of women and girls**
As per the Organisation for Economic Co-operation and Development (OECD) Gender DAC codes identified in section 1.1, this action is labelled as  G1.
Some specific outputs will be specifically aimed at mainstreaming gender equality with the security institutions. Specifically, the Action will aim at empowering women leadership within GPF, in continuation to ongoing efforts under the current EDF programme. Specifically, the Action will aim at providing support to strengthening women's career opportunities and leadership in the GPF through barrier assessment, capacity-building, leadership engagement, policy review, and establishment of mentorship and networking mechanisms. In addition, the Action will aim at mainstreaming gender into GPF's policies, procedures, and operations through the development of an institution-wide gender policy together with specific administrative procedures as related to sexual harassment, and dedicated capacity building efforts on gender mainstreaming within GPF. Activities with GID will also mainstream gender. In addition, all normative framework developed in the framework of the Action (legislations, regulations, policies, SoPs etc.) will benefit from a specific gender-related focus. The action will support the collection of sex-disaggregated data, the qualitative monitoring of action design and implementation arrangements, and the assessment of the gender effects. This will allow narrowing the gender gap in economic opportunities. The

action contributes to the Gender Action Plan III (GAP III, 2021-2025), more specifically the thematic area of engagement "Ensuring freedom from all forms of gender-based violence".

**Human Rights**

The programme will apply a human right based approach, with all outcomes, outputs and underlying activities ultimately aiming at promoting and protecting human rights. The Action will promote human rights by ensuring that all rights are respected and that empowerment, participation, non-discrimination, accountability and transparency are promoted. Notably, all initiatives aimed at revising or developing normative framework (laws, policies, SOPs) will ensure compliance with international human rights norms and best practices. Some intervention under the Action (outcomes 1, 2, 3) will specifically aim at strengthening compliance of human rights by security personnel, including in the frame of prevention and investigation of acts of violence and criminalities. Impetus will be put on compliance by security personnel in border areas to the obligations under international law, refugee law and humanitarian law. The Action will also aim at reinforcing accountability of security personnel in cases of alleged human rights violation, through targeted support to the GPF Human Rights Department as well as external complaint mechanism such as the National Human Rights Commission or the Office of the Ombudsman. Special attention will be given to SGBV related issues. GBV including FGM continues to be practiced in some communities despite a law banning it. In 2015, The Gambia banned the practice of FGM. However, monitoring the practice of FGM and enforcing the ban can be challenging. New policies and action plans will be transparent and communication campaigns will support transparency, access, and participation for all.

**Disability**

As per OECD Disability DAC codes identified in section 1.1, this action is labelled as D1. The work with GPF will cover specific protection of vulnerable categories, including persons with disabled. Also, as part of renovation works, police stations will be equipped with inclusive and accessible for People with Disabilities (PwDs).

**Democracy**

The Action falls within the efforts initiated in the democratic transition of The Gambia since 2017 and aims to stabilize democracy. This includes adherence to the rule of law, principle of separation of powers and independence of the judiciary, no political interference into the operations of security institutions, promotion and protection of fundamental human rights norms and standards and genuine civilian oversight of the security sector. All these aspects are reflected under each outcome of the Action.

**Conflict sensitivity, peace and resilience**

The Action will be conflict-sensitive (both internally and externally). It will apply "do no harm" principles and approach in all aspect of its implementation. The Action aims to promote peace and stability in The Gambia, at the borders and in the regions; it also aims at preventing violence within the country between the security forces and the population.

**Disaster Risk Reduction**

Capacity Building of the police, for example on responses to pandemic situations and population displacements, shall contribute to disaster risk reduction.

**Other considerations if relevant**

Not relevant.

## 3.4    Risks and Lessons Learnt

| Category | Risks | Likelihood (High/ Medium/ Low) | Impact (High/ Medium/ Low) | Mitigating measures |
|---|---|---|---|---|
| 1 | Commitment of the Government and of the | M | M | Engage with a wide range of stakeholders, including the media and civil society, in order |

| | | | | |
|---|---|---|---|---|
| | security forces senior leadership to sustain the SSR process may decrease, including lack of accountability. | | | to display that SSR is above all about modernizing the forces according to their mandate, and to serve the population's demand for security. |
| 1 | The revelations of the TRRC further undermine the trust in the security institutions. Reactions to the submitted report are not sufficient. | M | M | Other EU instrument (budget support complementary support) is working with TRRC and Ministry of Justice on vetting procedures for Government staff. This voluntary exercise should increase trust in high ranking officials. |
| 1 | Deterioration of the security situation in the country and neighbouring country or the region (Casamance). | L | M | Due diligence and robust procedure for monitoring, reporting, and analysing security issues that may arise. Implementation of risk and security management. |
| 1 | Rotation of national authorities' staff | M | M | The work on reforms, accountability and capacity building will boost professionalization, thereby leading to more stable staffing. The work on policies and SOPs will allow newcomers to be operational quickly. |
| 2 | The budget for security sector and capacities to improve human rights is not consistent with the needs and priorities as stated in the NDP | L | L | High level political dialogue together with technical assistance to build capacity of duty bearers to implement reforms in line with international human rights standards and the NDP, and close follow up with the Director of Budget of the Ministry of Finance & Economic Affairs to amend the budget if necessary and reallocate budget lines if needed, according to the fiscal law. Civil society oversight and dialogue mechanism as part of the complementary measures under the EU's budget support will also help mitigate this risk and increase transparency and accountability. |
| 2 | Lack of coordination /synergies of the interventions of the action (national and regional levels). | L | L | During the formulation phase, implementing partners will precisely identify their respective areas of intervention and synergies. A joint coordination mechanism will be maintained with clear modes of cooperation among implementation agencies. |
| 2 | Political unwillingness to counter transnational crimes, including migrant smuggling. | M | M | Conducting information and awareness-raising campaigns on the criminal dimension of migrant smuggling, including sensitisation of the public and communities of the impact on the human rights and welfare of the victims, |

| | | | | |
|---|---|---|---|---|
| | | | | their families and wider community of migrant smuggling. |
| 2 | Difficulties to change social norms and increase the participation of women. | M | M | Institutional and capacity building analysis will facilitate to identify needs and power relations within organisations.<br><br>Identification of champions might facilitate involvement of women (internal integration and participation, external participation). |

**Lessons Learnt:**

In 2018-2020, an EU-IcSP programme, implemented by DCAF provided comprehensive support to the Government in its efforts to launch and implement the SSR process. It supported the development of legislations governing security institutions and started strengthening the civilian oversight of the security sector (media, CSOs, parliament). The programme led to the development of knowledge products that have informed decision-making and constituted a baseline for the implementation of reforms. These included an institutional Human Resources Assessment of Security institutions (Army, Police, Immigration, Intelligence and line Ministries), a Gender assessment of the security sector, and a Perception study of the population in the field of security. This assessment supported the design of the EDF programme (2021-2023) aimed at strengthening the effectiveness, management and accountability of the Gambian Police Forces (implemented by DCAF) and to build and strengthen the police structures (implemented by GIZ).

Regarding GIZ, a general lesson is that due to the low capacities of the Gambian partners, much more time has to be planned for project implementation than anticipated. GIZ has carried out capacity building on SGBV and forensic investigations, but has faced delays in the rehabilitation of police stations due to long tendering processes. The GPF demonstrated its dedication to the programme and cooperates in whichever way they can. Regarding DCAF, it is assumed that results achieved under DCAF components were made possible due to the innovative approach adopted throughout of the programme implementation. The approach involved the establishment of "Technical working groups" dedicated to each of the programme's lines of intervention, comprised of members of the GPF. This has ensured that all the activities are designed and implemented with and by the national stakeholders, including senior leadership. The proposed Action will follow a similar approach, ensuring that the programme is consistently guided by the principle of national ownership, thereby bolstering its sustainability.

Moreover, in parallel to the EDF-funded programme, DCAF is implementing a Swiss funded programme aimed at providing support to the GID in the field of management, oversights and border management. The 3-year programme (until July 2024) aims to address and settle the critical gaps in the GID's Legal and Policy Framework, and notably support the GID and other security institutions in applying a more coordinated and collaborative approach to border security and immigration management. This programme has already demonstrated tangible results through the revision of the current Immigration Act (1965), the GID Code of Conduct, as well as GID's organigramme and structure. While cautious to avoid overlaps, the synergies of the Action with the ongoing Swiss project will ensure continuity and sustainability, and will facilitate enhancing the capacities of the GID to act and perform according to the new Immigration Act and Policies.

The action will be complementary to – and coordinated with – ongoing and future EU regional programmes, ongoing projects under the Trust Fund or under the Internal Security Fund (Police) (in particular the Common Operational Partnership). Relevant technical and operational assistance may be provided by Frontex.

## 3.5 The Intervention Logic

The underlying intervention logic is that (i) by strengthening the capacity of the Gambian Police Force and the Gambian Immigration Department to provide effective response to criminality, including transnational organised crime, and (ii) by effectively coordinating their operations at the borders, while (iii) improving their ability to comply with human rights norms and gender equality in all aspects of their management and operations through effective internal and external oversight mechanism, the GPF and GID will be able to ensure security for the population of The Gambia, including vulnerable groups (including unaccompanied minors, women, victims of trafficking in human beings) at the border and rural areas.

By working on the police stations themselves and some of the services offered to the public (e. g. elimination and prevention of SGBV), the Action aims to improve the trust of the population in the security institutions. Gender-sensitive institutional analysis will aim to support capacity-building targeting specifically women.

The Action will enhance the capacity of the GPF and GID to collate, analyse and share information and intelligence, to tackle criminality, including transnational crimes, introducing a problem solving and tasking process supported by clear guidelines and SOPs. These efforts will in turn lead to improved evidence for the prosecution, thereby reinforcing the criminal justice chain. It is further assumed that continued support to strengthen management and leadership within the GPF (with particular focus on women leadership), together with improved complaints mechanism against police officers and security personnel, will demonstrate a major change towards professionalising and service delivery of the GPF in line with human rights standards.

Furthermore, it is assumed that the GID would become more efficient and effective in border management, thereby improving the stability and security of The Gambia, through three lines of action: (i) Strengthening the capacity of GID to both prevent, detect, and investigate transnational criminal activities at the borders and prevent and respond to security incidents and criminal acts in an efficient manner, (ii) Fostering cooperation with countries in the region on sharing best practices and exchanging operational information on transnational organized crime, and (iii) Promoting legislation to counter migrant smuggling.

Among others, the Action will also contribute to protect crisis-affected individuals, including refugees and their right to non-refoulement, while respecting national sovereignty and security. In addition, GID and other security institutions will be enhanced by the creation of inter-agency cooperation mechanisms for a coherent response in a crisis.

## 3.6 Logical Framework Matrix

At action level, the indicative logframe should have a maximum of 10 expected results (Impact/Outcome(s)/Output(s)).

It constitutes the basis for the monitoring, reporting and evaluation of the intervention.

On the basis of this logframe matrix, a more detailed logframe (or several) may be developed at contracting stage. In case baselines and targets are not available for the action, they should be informed for each indicator at signature of the contract(s) linked to this AD, or in the first progress report at the latest. New columns may be added to set intermediary targets (milestones) for the Output and Outcome indicators whenever it is relevant.

- At inception, the first progress report should include the complete logframe (e.g. including baselines/targets).
- Progress reports should provide an updated logframe with current values for each indicator.
- The final report should enclose the logframe with baseline and final values for each indicator.

The indicative logical framework matrix may evolve during the lifetime of the action depending on the different implementation modalities of this action.

The activities, the expected Outputs and related indicators, targets and baselines included in the logframe matrix may be updated during the implementation of the action, no amendment being required to the Financing Decision.

*Baselines and Targets marked as TBD shall be established in early 2023 prior to contracting with the implementing entities.*

| Results | Results chain | Indicators | Baseline 2022 | Target 2025 | Sources of data | Assumptions |
|---|---|---|---|---|---|---|
| *Impact (Overall objective )* | ***From the MIP 2021-2027:***<br><br>**Increased trust in The Gambia's security apparatus and its alignment with the population's national security needs.** | 1    Number of serious crimes investigated<br><br>**SDG Indicator 10.7.2 Number of countries with migration policies that facilitate orderly, safe, regular and responsible migration and mobility of people<br><br>Percentage of citizens who are [very/fairly] satisfied with the safety in target city, disaggregated by sex, age, population group, migration status | 1 TBD<br><br><br><br><br><br>2    TBD<br><br><br><br><br><br>3    0 | 1 TBD<br><br><br><br><br><br>2TBD<br><br><br><br><br><br>3 TBD | 1 GPF Crime Management Coordinator (CMC) reports/ records and/or interviews<br><br>2 NHRC reports, Human Rights and Professional Standard (HRPS) records and/or interview Ombudsman and NHRC<br><br>3 Official Gazette, Validation workshops, Project reports | Not Applicable |

| | | | | | | |
|---|---|---|---|---|---|---|
| | **Enhanced migration governance and management** | | | | | |
| | | 2 Number of human rights violations reported through public or civilian means and brought to justice | | | | |
| | | 3 **GERF 2.21 Number of migration management or forced displacement strategies or policies, including on irregular migration developed/revised, with EU support | | | | |
| | | 4 **GERF 2.21 Number of migration management or forced displacement strategies or policies, including on irregular migration under implementation with EU support | | | | |
| *Outcome 1* | **The Gambia Police Force provide improved security that complies with norms and good practices, including human rights and gender equality [DCAF]** | 1.1 Number of measures initiated to enhance service delivery, disaggregated by type<br><br>1.2 **GERF 2.30 Number of victims of human rights violations directly benefiting from assistance funded by the EU<br><br>1.3 Percentage of population who express confidence in the GPF, disaggregated by sex | 1.1   0<br><br><br>1.2   0<br><br><br><br>1.3  0 | 1.1 TBD<br><br><br>1.2  TBD<br><br><br><br>1.3 TBD | 1.1 Written document on measures/ meeting minutes<br><br><br>1.2 Baseline and endline surveys conducted and budgeted by the EU-funded intervention<br><br><br>1.3 | Willingness of the GPF to comply with norms and good practices and deployment of sufficient human resources to deliver an improved service |

| | | | | | | |
|---|---|---|---|---|---|---|
| *Outcome 2* | **To strengthen internal and external accountability of security sector actors [DCAF]** | 2.1 Percentage of GPF staff against whom there has been a complaint filed who are disciplined or complaint is subject of a satisfactory conclusion | 2.1 TBD | 2.1 TBD | 2.1 HRPS unit case records (note these records are yet to be in place, recommended to be initiated by next year), oversight agency records | Willingness of security sectors actors and political situation |
| | | 2.2 Number of internal inspections and/or audits within the individual security institutions (total number for all institutions) | 2.2 TBD | 2.2 TBD | 2.2 Internal Audit reports | |
| *Outcome 3* | **To enhance migration management, namely border management and countering migrant smuggling and trafficking in human beings [DCAF]** | 3.1 Number of detected/referred cases related to transnational organized crime, disaggregated by type of crime (smuggling of migrant, trafficking in human beings, other) | 3.1 TBD | 3.1 TBD | 3.1 GID Migration management records | Good record keeping and willingness of GID to share aggregate information |
| | | 3.2 Number of detected fraudulent documents | 3.2 TBD | 3.2 TBD | 3.2 GID Intelligence unit records/ reports<br><br>3.3 GID reports | |
| | | 3.3 Number of organised irregular departures prevented | 3.3 0 group departures prevented | 3.3 TBD | | |
| | | **GERF 2.22 Number of EU-funded interventions reporting improvement of compliance of Border and Security Systems with EU /Schengen Acquis | | | | |
| | | **GERF 2.23 Number of state institutions and non-state actors supported by the EU on security, border management, countering violent extremism, conflict prevention, | | | | |

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| | | protection of civilian population and human rights | | | | |
| *Outcome 4* | **To enhance effectiveness of selected Gambian police stations outside Greater [GIZ][GIZ]** | 4.1 Number of police stations renovated and equipped outside Greater Banjul according to minimum professional standards (inclusive and gender-sensitive)<br><br>4.2 Number of cases registered at selected police stations outside Greater Banjul and processed according to professional standards, including SGBV, and smuggling of migrants cases, disaggregated by type of case | 4.1  0 police stations staffed and equipped<br><br><br>4.2  TBD | 4-7 police stations staffed and equipped by the project<br><br>4.2 TBD | Project documentation of renovation, procurement and trainings | The Government remains committed to the security sector reforms and its human rights commitments.<br><br>The Gambia remains politically stable. |
| *Outputs* | **Op. 1.1  Coordination among law enforcement agencies on prevention and addressing criminality and all forms of organised crime is increased.** | 1.1.1 Number of new mechanisms or tools developed on intelligence gathering to prevent and address crime with support of the EU-funded intervention | 1.1.1   0 | 1.1.1 TBD | 1.1.1 Written procedures for the mechanism or tool | Willingness of law enforcement agencies to cooperate |
| | **Op. 1.2**  Enhanced capacity of GPF, MOI, MOJ, ONS for development or revision of security sector policies, legislation and normative acts | 1.2.1 Number of developed and/or revised legislations or policies and/or SoPs governing operations of the GPF with support of the EU-funded intervention | 1.2.1   0 | 1.2.1 TBD | 1.2.1 Legislation/ policy/SOP document, Review meeting minutes | |

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| **Op. 1.3 Improved mechanisms for empowerment of women in leadership position within GPF** | 1.3.1 Number of women trained by the EU-funded intervention with increased knowledge and/or skills on how to apply for senior positions and specialist units

1.3.2 Percentage of female officers within GPF using female support/mentorship networks with support of the EU-funded intervention | 1.3.1 TBD

1.3.2  0 | 1.3.1 TBD

1.3.2 TBD | 1.3.1 Pre and post training test reports

1.3.2 GID mentorship records / reports and HR records | Female support/ mentorship networks and coordination platforms established and willingness of female officers to use the initiative |
| **Op. 1.4 The capacity of GPF to mainstream gender into its policies, procedures and operations is enhanced** | 1.4.1 Status of Gender policy development for gender mainstreaming in all aspects of the GPF operations supported by the EU-funded intervention | 1.4.1   No GPF Gender Policy | 1.4.1 One GPF Gender policy developed, mainstreaming gender into GPF procedures and operations | 1.4.1 Policy document, review meeting minutes | Willingness and commitment of GPF leadership on Gender mainstreaming |
| **Op 2.1  Enhanced capacity of police related to development and implementation of internal oversight mechanisms** | 2.1.1 Percentage increase in trained officers with increased knowledge on investigation in line with international best practice and human rights standards, disaggregated by sex

Number of  officers  trained by the EU-funded intervention with increased knowledge and/or skills  on investigation in line with international best practice and human rights standards, disaggregated by sex

2.1.2 Number of SoPs developed and/or modern processes and procedures introduced with support of the EU-funded intervention | 2.1.1

2.1.2   0 | 2.1.1 TBD

2.1.2 TBD | 2.1.1 Pre and post training test reports

2.1.2 SOP document and written procedures for the modern processes | Willingness of senior leadership of the GPF |

| | | | | | | |
|---|---|---|---|---|---|---|
| | **Op. 2.2 Coordination related to external security institutions' oversight mechanisms is improved** | 2.2.1 Number of oversight actors who use new knowledge and skills<br><br>2.2.2 Number of collaborative investigations involving oversight and/or GPF<br><br>2.2.3 Number of community communication/ sensitization channels or tools developed with support of the EU-funded intervention, disaggregated by type | 2.2.1  0<br><br><br><br>2.2.2 TBD<br><br><br><br>2.23 TBD | 2.2.1 TBD<br><br><br><br>2.2.2 TBD<br><br><br><br>2.3.2 TBD | 2.2.1  Oversight agency reports/ interviews<br><br><br>2.2.2 Oversight agency reports/ interviews<br><br>2.2.3 Sensitization mission report | Sufficient resources for accessible complaints mechanisms and awareness of public of the existing complaints mechanisms |
| | **Op. 2.3 Ability of the police to display a positive role is improved** | 2.3.1 Number of community members with increased awareness on police's mandate, disaggregated by sex | 2.3.1 TBD | 2.3.1 TBD | 2.3.1  Baseline and endline surveys conducted and budgeted by the EU-funded intervention | Communities cooperate and dialogue with the police |
| | **Op. 3.1 Capacities to prevent, detect and investigate transnational organised crime (including migrant smuggling, trafficking in human beings), ensuring complete and adequate human rights-based approach are increased.** | 3.1.1 Percentage of trained officers with enhanced knowledge and awareness on preventing, detecting, and investigating transnational organised crime, trafficking in human beings and other related offenses at the official border posts<br><br>3.1.2 Number of  law enforcement officers  trained by the EU-funded intervention with increased knowledge and/or skills on preventing, detecting, and investigating transnational organised crime and other related offenses at the borders, disaggregated by sex | 3.1.1  0<br><br><br><br><br><br>3.1.2 | 3.1.1 TBD<br><br><br><br><br><br>3.1.2 TBD | 3.1.1 Pre and post training test reports<br><br><br><br><br>3.1.2 Training reports | Willingness of senior leadership of GID |

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| | | 3.1.3 Number of policies and guidelines developed with support of the EU-funded intervention | 3.1.3 0 | 3.1.3 TBD | 3.1.3 Final Policy documents | |
| | **Op. 3.2 Abilities for an effective prevention and response to incidents at the porous borders is strengthened** | 3.2.1 Number of successful responses to crisis simulation exercise supported by the EU-funded intervention<br><br>3.2.2 Number of contingency plans for emergency preparedness developed with support of the EU-funded intervention | 3.2.1 0<br><br><br><br>3.2.2 0 | 3.2.1 1 Successful response to the simulation<br><br>3.2.2 1 contingency plan developed | 3.2.1 Simulation report<br><br><br>3.2.2 Contingency plan, meeting minutes | Willingness of GID and all stakeholders to participate in the Crisis simulation exercise and emergency response |
| | **Op. 3.3 Cooperation with neighbouring countries on the sharing of best practices and exchanging operational information on transnational organized crime is strengthened.** | 3.3.1 Number of meetings and/or study visits with neighbouring countries law enforcement institutions, supported by the EU-funded intervention | 3.3.1 0 | 3.3.1 TBD | 3.3.1 Meeting minutes and/or reports of study visits | Willingness of countries in region to meet and cooperate |
| | **Op. 3.4 - Legislation and policies to counter migrant smuggling are developed, better implemented and advocated for.** | 3.4.1 Number of advocacy sessions with cabinet, CSOs and communities organized with support of the EU-funded intervention<br><br><br>3.4.2 Number of sensitisation sessions/activities with parliamentarians organized with support of the EU-funded intervention | 3.4.1 0<br><br><br><br>3.4.2 0 | 3.4.1 TBD<br><br><br><br>3.4.2 TBD | 3.4.1 Mission notes, attendance sheets<br><br>3.4.2 Mission notes, attendance sheets | Political willingness to enact anti-smuggling of migrants law |
| | **Op. 4.1 Improved infrastructure of targeted police stations outside Greater Banjul** | 4.1.1 Number of police stations renovated and equipped outside Greater Banjul according to minimum professional standards (inclusive and | 4.1.1<br><br>0 police stations rehabilitated | 4.1.1<br><br>4-7 police stations rehabilitated by the project | 4.1.1<br><br>Reports from the subcontractors, infrastructure/equipment | Willingness and commitment of GPF |

| | | | | | |
|---|---|---|---|---|---|
| | | gender-sensitive)  with support of the EU-funded intervention | | | handover and inspection documents |
| | | 4.1.2  Number of model police stations inclusive and gender-sensitive, furnished and equipped according to minimum standard of best practices  with support of the EU-funded intervention (disaggregated by type of equipment) | 4.1.2  0 police stations furnished and equipped | 4.1.2  4-7 police stations furnished and equipped by the project | 4.1.2  Reports from the subcontractors, infrastructure/equipment handover and inspection documents |
| | **Op. 4.2  Enhanced capacity of permanent staff of targeted police stations outside Greater Banjul in professional police standards, health protection, human rights and SGBV** | 4.2.1   Number of permanent staff of police stations trained by the EU-funded intervention with increased knowledge and/or skills on SGBV issues and health protection, disaggregated | 4.2.1 0 staff trained | 4.2.1 xx staff trained | 4.2.1  Pre and post training test reports | Willingness and commitment of GPF |

# 4. IMPLEMENTATION ARRANGEMENTS

## 4.1 Financing Agreement

In order to implement this action, it is envisaged to conclude a financing agreement with the partner country.

## 4.2 Indicative Implementation Period

The indicative operational implementation period of this action, during which the activities described in section 3 will be carried out and the corresponding contracts and agreements implemented, is 42 months from the date of entry into force of the financing agreement.

Extensions of the implementation period may be agreed by the Commission's responsible authorising officer by amending this Financing Decision and the relevant contracts and agreements.

## 4.3 Implementation of the Budget Support Component

N/A

## 4.4 Implementation Modalities

The Commission will ensure that the EU appropriate rules and procedures for providing financing to third parties are respected, including review procedures, where appropriate, and compliance of the action with EU restrictive measures.[7]

### 4.4.1 Direct Management (Grants)

**Grant: (direct management)**
**(a) Purpose of the grant**
The grant will contribute to achieving outcomes 1, 2 and 3, which are improved professionalization of the Gambian Police Force, strengthened accountability of security sector actors, and enhanced effectiveness of the Gambia Immigration Department in border management.

**(b) Justification of a direct grant**

Under the responsibility of the Commission's authorising officer responsible, the grant may be awarded without a call for proposals to the Geneva Centre for Security Sector Governance (DCAF). Under the responsibility of the Commission's authorising officer responsible, the recourse to an award of a grant without a call for proposals is justified because the action has specific characteristics that require a particular type of body on account of its technical competence and degree of specialisation. DCAF has a proven long standing and recognised experience in the targeted areas, as well as a reputable experience of capacity transfer and development to support governmental reforms in these sectors. DCAF is already active in The Gambia since 2018, working on security sector reform (with European Union and Swiss funding) and it has established a solid partnership with Gambian Ministries and institutions dealing with the security sector. The grant may be awarded in direct award to the Geneva

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[7] www.sanctionsmap.eu. Please note that the sanctions map is an IT tool for identifying the sanctions regimes. The source of the sanctions stems from legal acts published in the Official Journal (OJ). In case of discrepancy between the published legal acts and the updates on the website it is the OJ version that prevails.

Centre for Security Sector Governance (DCAF), in line with Art. 195(f) of the Financial Regulation, specific characteristics.

### 4.4.2 Indirect Management with a pillar assessed entity

A part of this action may be implemented in indirect management with GIZ.

The implementation by this entity entails enhancing the capacity and effectiveness of selected Gambian police stations outside Greater Banjul and their police staff (Outcome 4 of the Action).

The envisaged entity has been selected using the following criteria: previous experience working in security sector reform in Africa; demonstrated operational capacity in The Gambia; and solid understanding of the Gambian SSR context.

In case the envisaged would need to be replaced, the Commission's services may select a replacement entity using the same criteria. If the entity is replaced, the decision to replace it needs to be justified.

### 4.5. Scope of geographical eligibility for procurement and grants

The geographical eligibility in terms of place of establishment for participating in procurement and grant award procedures and in terms of origin of supplies purchased as established in the basic act and set out in the relevant contractual documents shall apply.

The Commission's authorising officer responsible may extend the geographical eligibility on the basis of urgency or of unavailability of services in the markets of the countries or territories concerned, or in other duly substantiated cases where application of the eligibility rules would make the realisation of this action impossible or exceedingly difficult (Article 28(10) NDICI-Global Europe Regulation).

### 4.6 Indicative Budget

| Indicative Budget components[8] | EU contribution (amount in EUR) | Third-party contribution, in EUR |
|---|---|---|
| **Implementation modalities –** cf. section 4 | | |
| **Outputs 1, 2 and 3** composed of | 2 000 000 | |
| Grants (direct management) – cf. section 4.4.1 | | |
| **Output 4** composed of | | |
| Indirect management with GIZ – cf. section 4.4.2 | 4 000 000 | 700 000 |
| **Evaluation** – cf. section 5.2 **Audit** – cf. section 5.3 | From the Cooperation Facility[9] | |
| **Totals** | 6 000 000 | 700 000 |

### 4.7 Organisational Set-up and Responsibilities

A joint Steering Committee will provide strategic guidance, oversight and synergy amongst the different stakeholders across the political, strategic and operational levels. The Steering Committee will be co-chaired by

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[8] N.B: The final text on audit/verification depends on the outcome of ongoing discussions on pooling of funding in (one or a limited number of) Decision(s) and the subsequent financial management, i.e. for the conclusion of audit contracts and payments.

[9] Funding will come from the Cooperation Facility. The Delegation intends to launch an evaluation of all EU support to The Gambia's SSR process since 2017, which includes this action.

the Minister of Interior and the EU Head of Delegation. EU Member States present in The Gambia will be invited to join the Steering Committee. Detailed Terms of Reference will be prepared at the beginning of implementation.

Due to the political nature of the security sector, the implementing partners will be required to provide an accurate account of implementation of the action, difficulties encountered, changes introduced, as well as the degree of achievement of its results (outputs and direct outcomes) as measured by corresponding indicators, using as reference the log frame matrix (for project modality). This Action Document includes tentative indicators and targets that will be further developed in the logical framework alongside with the workplan. A mid-term review is planned; the main objective being to inform and guide the second half of the project's implementation phase.

The Office of National Security (ONS) is the coordinating body for all SSR related projects. With the assistance of international donors groups on SSR, the ONS will be the main counterpart in the governance of the intervention.

As part of its prerogative of budget implementation and to safeguard the financial interests of the Union, the Commission may participate in the above governance structures set up for governing the implementation of the action.

# 5 PERFORMANCE MEASUREMENT

## 5.1 Monitoring and Reporting

The day-to-day technical and financial monitoring of the implementation of this action will be a continuous process, and part of the implementing partners' responsibilities. To this aim, the implementing partners shall establish permanent internal, technical and financial monitoring systems for the action and elaborate regular progress reports (not less than annual) and final reports taking into account gender equality and human rights dimension (examples: right-holders/people have the capacities to benefit the rights and empowerment to protect in the national security agenda and capacity building of duty-bearers). Every report shall provide an accurate account of implementation of the action, difficulties encountered, changes introduced, as well as the degree of achievement of its results (Outputs and direct Outcomes) as measured by corresponding indicators, using as reference the logframe matrix.

The Commission may undertake additional project monitoring visits both through its own staff and through independent consultants recruited directly by the Commission for independent monitoring reviews (or recruited by the responsible agent contracted by the Commission for implementing such reviews).

Roles and responsibilities for data collection, analysis and monitoring:

For outcomes 1, 2 and 3, a comprehensive Monitoring and Evaluation (M&E) plan will be developed, based on the logframe. Various tools (questionnaires, surveys, etc.) will be developed by the project team including the Monitoring, Evaluation and Learning Officer to collect relevant data. Some specific indicators and target will rely on security institutions record and data, which in turn associates national stakeholders in collection and monitoring of data. Other targets will imply undertaking dedicated survey(s) for example a perception survey of the communities.

For outcome 4, an M&E Officer well be assigned, an M&E concept will be drawn up and a monitoring tool will be used. The monitoring tool will translate the Logical Framework into a plan of operation that shows the activities, the indicators and the milestones that were identified in order to reach the results. Data collection will take place throughout the entire project implementation, and qualitative and quantitative survey methods will be used to measure progress. Like for outcomes 1-3 records of the partner institution, the GPF, will also be used, if available.

## 5.2 Evaluation

Having regard to the nature of the action, a final evaluation will be carried out for this action or its components via independent consultants contracted by the Commission. An additional assessment regarding the respect of human rights and gender equality can be commissioned, for which specific expertise will be allocated. The implementation of the five working principles of the human rights-based approach (participation, non-discrimination, respect to all rights, transparency and accountability) will be assessed and evaluated.

It will be carried out for accountability and learning purposes at various levels (including for policy revision), taking into account in particular the fact that that the success of the action will inform future projects in the sector. The Commission shall inform the implementing partner at least one month in advance of the dates foreseen for the evaluation missions. The implementing partner shall collaborate efficiently and effectively with the evaluation

experts, and inter alia provide them with all necessary information and documentation, as well as access to the project premises and activities.

The evaluation reports may be shared with the partners and other key stakeholders following the best practice of evaluation dissemination. The implementing partner and the Commission shall analyse the conclusions and recommendations of the evaluations and, where appropriate, apply the necessary adjustments.

Evaluation services may be contracted under a framework contract.

The financing of the evaluation may be covered by another measure constituting a Financing Decision.

## 5.3 Audit and Verifications

Without prejudice to the obligations applicable to contracts concluded for the implementation of this action, the Commission may, on the basis of a risk assessment, contract independent audit or verification assignments for one or several contracts or agreements.

# 6 STRATEGIC COMMUNICATION AND PUBLIC DIPLOMACY

The 2021-2027 programming cycle will adopt a new approach to pooling, programming and deploying strategic communication and public diplomacy resources.

It will remain a contractual obligation for all entities implementing EU-funded external actions to inform the relevant audiences of the Union's support for their work by displaying the EU emblem and a short funding statement as appropriate on all communication materials related to the actions concerned. This obligation will continue to apply equally, regardless of whether the actions concerned are implemented by the Commission, partner countries, service providers, grant beneficiaries or entrusted or delegated entities such as UN agencies, international financial institutions and agencies of EU member states.

However, action documents for specific sector programmes are in principle no longer required to include a provision for communication and visibility actions promoting the programmes concerned. These resources will instead be consolidated in Cooperation Facilities established by support measure action documents, allowing Delegations to plan and execute multiannual strategic communication and public diplomacy actions with sufficient critical mass to be effective on a national scale.

# Appendix 1 REPORTING IN OPSYS

An Intervention[10] (also generally called project/programme) is the operational entity associated to a coherent set of activities and results structured in a logical framework aiming at delivering development change or progress. Interventions are the most effective (hence optimal) entities for the operational follow-up by the Commission of its external development operations. As such, Interventions constitute the base unit for managing operational implementations, assessing performance, monitoring, evaluation, internal and external communication, reporting and aggregation.

Primary Interventions are those contracts or groups of contracts bearing reportable results and respecting the following business rule: 'a given contract can only contribute to one primary intervention and not more than one'. An individual contract that does not produce direct reportable results and cannot be logically grouped with other result reportable contracts is considered a 'support entities'. The addition of all primary interventions and support entities is equivalent to the full development portfolio of the Institution.

The present Action identifies as :

| Action level | | |
|---|---|---|
| ☒ | Single action | Present action: all contracts in the present action |

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[10] Ares(2021)4450449 - For the purpose of consistency between terms in OPSYS, DG INTPA, DG NEAR and FPI have harmonised 5 key terms, including 'action' and 'Intervention' where an 'action' is the content (or part of the content) of a Commission Financing Decision and 'Intervention' is a coherent set of activities and results which constitutes an effective level for the operational follow-up by the EC of its operations on the ground. See more on the concept of intervention.

# LIST OF ABBREVIATIONS

| | |
|---|---|
| CSO | Civil Society Organisation |
| DCAF | Geneva Centre for Security Sector Governance |
| ECOMIG | ECOWAS Mission in The Gambia |
| ECOWAS | Economic Community of West African States |
| EDF | European Development Fund |
| EU | European Union |
| GBA | Greater Banjul Area |
| FGM | Female Genital Mutilations |
| GIZ | Deutsche Gesellschaft für Internationale Zusammenarbeit |
| GPF | Gambia Police Force |
| GID | Gambia Immigration Department |
| IcSP | Instrument contributing to Stability and Peace |
| M&E | Monitoring and Evaluation |
| MOI | Ministry of Interior |
| MOJ | Ministry of Justice |
| NDP | National Development Plan |
| NGO | Non-Governmental Organisation |
| NSP | National Security Policy (2019) |
| NHRC | National Human Rights Commission |
| ONS | Office of National Security |
| SDG | Sustainable Development Goal |
| SGBV | Sexual and Gender Based Violence |
| SOP | Standard Operating Procedure |
| SSR/G | Security Sector Reform / Governance |
| SSRS | Security Sector Reform Strategy (2020) |
| TANGO | The Association of Non-Governmental Organisations in The Gambia |
| TRRC | Truth, Reconciliation and Reparations Commission |