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ANNEX 8

to the Commission Implementing Decision on the financing of the multiannual action plan in favour of
Sub-Saharan Africa for 2024-2025

**Action Document for Multidimensional Security and Stabilisation Programme in West and Central
Africa (SECSTA)**

MULTIANNUAL ACTION PLAN

This document constitutes the multiannual 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.

1 SYNOPSIS

1.1 Action Summary Table

1. Title OPSYS business reference Basic Act	Multidimensional Security and Stabilisation Programme in West and Central Africa (SECSTA) OPSYS number: ACT-62333 Financed under the Neighbourhood, Development and International Cooperation Instrument (NDICI-Global Europe)
2. Team Europe Initiative	No
3. Zone benefiting from the action	The action shall be carried out in Central Africa area (Cameroon, Central African Republic, Chad, the Democratic Republic of Congo, Equatorial Guinea, Gabon, the Republic of the Congo and Sudan) and in the Economic Community of West African States (ECOWAS) region (consisting of Benin, Burkina Faso, Cabo Verde, Cote d'Ivoire, The Gambia, Ghana, Guinea, Guinea-Bissau, Liberia, Mali, Niger, Nigeria, Senegal, Sierra Leone, and Togo).
4. Programming document	Sub-Saharan Africa Multi-Annual Indicative Programme 2021-2027
5. Link with relevant MIP(s) objectives / expected results	Priority area 2 “Governance, Peace and Security, Culture”. <u>Result 2.3:</u> African law enforcement agencies, judiciary institutions and relevant non-state actors are capacitated and able to carry out their tasks to effectively prevent, repress, counter and prosecute transnational threats in full respect of fundamental values, human rights and international humanitarian law. <u>Result 2.6:</u> Harmonization, domestication and compliance of national legislations with regional/continental/international norms and standards are improved, and regional/multi- country dialogue, coordination and cooperation capacities to address common security threats are enhanced.
PRIORITY AREAS AND SECTOR INFORMATION	
6. Priority Area(s), sectors	Conflict, peace and security (152)

7. Sustainable Development Goals (SDGs)	Main SDG (1 only): 16 – Peace, Justice and Strong Institutions Other significant SDGs (up to 9) and where appropriate, targets: N/A.			
8 a) DAC code(s)	15130 – legal and judicial development – 45% 11430 – advanced technical and managerial training – 25% 15150 – democratic participation and civil society – 30%			
8 b) Main Delivery Channel	UNODC – 41128 International NGOs – 21000 Developing country-based NGO – 23000 Other public entities in recipient country – 12004			
9. Targets	<input type="checkbox"/> Migration <input type="checkbox"/> Climate <input checked="" type="checkbox"/> Social inclusion and Human Development <input checked="" type="checkbox"/> Gender <input type="checkbox"/> Biodiversity <input type="checkbox"/> Education <input checked="" type="checkbox"/> Human Rights, Democracy and Governance			
10. Markers (from DAC form)	General policy objective @	Not targeted	Significant objective	Principal objective
	Participation development/good governance	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Aid to environment @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Gender equality and women's and girl's empowerment	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Reproductive, maternal, new-born and child health	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Disaster Risk Reduction @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Inclusion of persons with Disabilities @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Nutrition @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	RIO Convention markers	Not targeted	Significant objective	Principal objective
	Biological diversity @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Combat desertification @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change mitigation @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change adaptation @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
11. Internal markers and Tags:	Policy objectives	Not targeted	Significant objective	Principal objective
	Digitalisation @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	digital connectivity digital governance	YES <input type="checkbox"/> <input type="checkbox"/>	NO <input checked="" type="checkbox"/> <input checked="" type="checkbox"/>	

	digital entrepreneurship	<input type="checkbox"/>	<input checked="" type="checkbox"/>	/
	digital skills/literacy	<input type="checkbox"/>	<input checked="" type="checkbox"/>	
	digital services	<input type="checkbox"/>	<input checked="" type="checkbox"/>	
	Connectivity @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	digital connectivity	YES	NO	/
	energy	<input type="checkbox"/>	<input checked="" type="checkbox"/>	
	transport	<input type="checkbox"/>	<input checked="" type="checkbox"/>	
health	<input type="checkbox"/>	<input checked="" type="checkbox"/>		
education and research	<input type="checkbox"/>	<input checked="" type="checkbox"/>		
Migration @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Reduction of Inequalities @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Covid-19	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
BUDGET INFORMATION				
12. Amounts concerned	Budget line(s) (article, item): 14.020121: EUR 7 500 000 14.020120: EUR 22 500 000 Total estimated cost: EUR 30 000 000 Total amount of EU budget contribution: EUR 30 000 000			
MANAGEMENT AND IMPLEMENTATION				
13. Type of financing	Direct management through: - Grants Indirect management with International Centre for Migration and Policy (ICMPD) and United Nations Office on Drugs and Crime (UNODC)			

1.2 Summary of the Action

The security landscapes in West and Central Africa encompass a complex web of challenges, among which terrorism, civil conflicts fuelled by ethnic and political tensions, transnational organised crime and illicit trafficking, increasing violent extremism, widespread corruption and resource-related disputes. These multidimensional security challenges contribute to instability and hinder socio-economic development in the two regions that, as of today, approach security threats with different levels of engagement, both at national and at regional/international level. The national and international lack of awareness (and response) on the extremely complicated security situation has been having tremendous impact on the local populations in Central Africa, where the space for dialogue with state authorities on security and governance aspects is shrinking to the benefit of other geopolitical players. On the other hand, the critical and unstable situation in the Sahel in the last five years has forced countries in the region and international partners to actively engage in response mechanisms to avoid the spill-over of jihadist threats to neighbouring countries, and particularly in the coastal countries of West Africa. Notwithstanding the extremely different landscapes, the consequences of the strong interconnections between transnational organised crime, terrorism and violent extremism are far reaching and common to the two regions.

The overall objective of the Action is to support stability efforts and contribute to the fight against violent extremism, terrorism, and transnational organised crime, in Africa. The Action will have a multidimensional approach to the plethora of different but interconnected challenges that allow violent and armed groups, terrorists and criminal organisations to flourish in West and Central Africa. It will be implemented at the national, regional

and inter-regional level and build on a comprehensive multi-stakeholder engagement strategy to maximise and sustain the results across both regions. It aligns with the Priority Area 2 (Democratic governance, peace and security, and culture), Specific Objective 2 (Peace and Security) of the Multi-Annual Indicative Programme for Sub-Saharan Africa 2021-2027. The DAC/internal markers (policy objectives) relevant to this Action are the promotion of “Democratic and Inclusive Governance (DIG)” and “Gender equality”. The Action will directly contribute to the SDG 16 - Peace, Justice and Strong Institutions.

The Specific Objective targeting Central Africa focuses on enhancing knowledge and capacity to produce data on transnational organised crime and illicit markets, including their connection to conflict, violent extremism and terrorism to support evidence-based policy and appropriate criminal justice responses. Moreover, specific attention will be given to the trafficking in medical and pharmaceutical products in the Central African Economic and Monetary Community (CEMAC) area. In West Africa, the Action focuses on five additional Specific Objectives: strengthening integrated border management practices in Cote d’Ivoire, Ghana, Togo, Benin and Burkina Faso; reinforcing the criminal justice chain related to terrorism and terrorism financing in Cote d’Ivoire, Ghana, Togo and Benin; increasing resilience and capacities of populations in the triborder area Benin-Niger-Nigeria, to prevent conflict and violent extremism; and, improving ECOWAS Member-States capacities to apply national and regional referral mechanisms in cross-border cases of trafficking in human beings.

To achieve the overall objective, an integrated approach will be applied, covering capacity building and mentoring, awareness raising and knowledge building, and promoting communication and coordination among national, international and regional partners. The Action will be carried out in complementarity with both EU and non-EU funded actions at national and regional level, including relevant Regional Economic Communities and other regional stakeholders.

1.3 Zone benefitting from the Action

The “Central Africa” component of the Action (SO1) shall be carried out in Cameroon, Central African Republic, Chad, the Democratic Republic of Congo (DRC), Equatorial Guinea, Gabon, the Republic of the Congo and Sudan, all included in the list of ODA recipients.

The “West Africa” component of the Action shall be carried out in specifically in Cote d’Ivoire, Ghana, Benin, Togo and Burkina Faso for SO2; in Cote d’Ivoire, Ghana, Benin and Togo for SO3; in Benin, Niger and Nigeria for SO4, and in the Economic Community of West African States (ECOWAS) area for SO5, all included in the list of ODA recipients.

The participation of Burkina Faso in any activity will be evaluated on a case-to-case basis, in light of the current restrictions affecting the security cooperation with the authorities of Burkina Faso in the framework of border management.

Niger is included in the scope of SO4, as the triborder area Benin-Niger-Nigeria is a geographical zone with an increasing risk of violent extremism. Although part of the activities under SO4 would foresee collaboration with security forces, interventions in Niger will target exclusively vulnerable populations, youths and women and the work will not involve and/or benefit governmental authorities and/or security forces. The main interlocutors will remain civil society organisations (CSOs) and non-governmental organisations (NGOs). Such approach could evolve in the future, in case the Commission opts to revise and/or lift the current guidelines.

Burkina Faso, Mali and Niger are *de facto* included in the scope of SO5, which encompasses the entire ECOWAS area. However, should any activities take place in these countries, they would explicitly exclude any form of support to, or collaboration with security forces and/or government authorities. Unless the situation in these countries improves and the European Commission opts to lift the current restrictions, any activities conducted in Burkina Faso, Mali or Niger would exclusively target NGOs and CSOs (e.g. THB survivor-led organisations, network of CSOs for the assistance and protection of human trafficking victims).

2 RATIONALE

2.1 Context

The Action is expected to contribute to delivering on the EU policy priorities as set up in the EU Global Strategy,¹ the Joint Africa-EU Strategy,² the 2020 Comprehensive EU strategy with Africa³ and the 2023 Political Framework for a Crisis Approach for West African countries in the Gulf of Guinea as well as on the EU Roadmap to fight drug trafficking and organised crime in addition to the future developments of the Global Alliance to Counter Migrant Smuggling.⁴ Contributing to the stabilisation efforts in the region, the Action will strengthen EU political partnership with regional and national African counterparts. It will further contribute to the EU Security Union Strategy (2020-2025), which acknowledges the inextricable links between the internal and external dimensions of security.

Tackling violent extremism and terrorism, the Action is in line with the revised EU Strategy for Combating Radicalisation and Recruitment to Terrorism (2014),⁵ the EU External Action on Preventing and Countering Terrorism and Violent Extremism (2022),⁶ the 2020 EU Counter-terrorism Agenda (2020),⁷ and the MoU between AU and EU on Peace and Security Governance.⁸ In the context of organised crime, the Action is developed in accordance to EU Strategy to tackle Organised Crime 2021-2025⁹ and the priorities for the European Multidisciplinary Platform Against Criminal Threats (EMPACT) for 2022-2025¹⁰, as well as the EU Drugs Strategy (2021-2025),¹¹ the EU Action Plan on Firearms Trafficking (2020-2025),¹² and the EU Strategy to Combating Trafficking in Human Beings 2021-2025.¹³ It will also deliver on the Joint vision for 2030¹⁴ presented at the 2022 EU-AU Summit. Besides complementing peace and security actions funded through the national indicative programmes and FPI's thematic programme Peace, Stability and Conflict Prevention 2021-2027, the Action will coordinate with new programmes in the area of security and defence funded through the Common Foreign and Security Policy (CFSP) budget and the European Peace Facility (EPF). The Action will also contribute to the implementation to the EU Strategic Approach to Women, Peace and Security and its action plan¹⁵ (WPS).

In Central Africa, transnational organised crime, m and terrorism dynamics are under-reported and poorly understood, especially in their regional and interrelated dimensions. This Action aims to address this gap by looking at these issues from different angles, including capacity and knowledge building, legal framework reinforcement and awareness raising. Data collection and analysis are key to enhance the understanding of causes and drivers of transnational organised crime, organised crime groups' profiles and the nexus between the different types of crimes including their involvement in licit commercial sectors. The political instability and institutional weaknesses of the Central African Republic – a regional hub – combined with porous borders with its neighbours create favourable environment in which organised crime thrives with very little capacity and limited political will to prevent and combat it. The EU has a direct interest in curbing organised crime and preventing the spill over of instability and terrorist activities from the north-western Sahel-Lake Chad Basin areas, the southern Democratic Republic of the Congo and the eastern Sudan. First, such developments in Central Africa could further destabilize the situation in West African coastal countries by 'bridging the gap' between the two regions. Moreover, being

¹ https://www.eeas.europa.eu/sites/default/files/eugs_implementation_plan_st14392.en16_0.pdf

² https://www.consilium.europa.eu/uedocs/cms_data/docs/pressdata/en/er/97496.pdf

³ <https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:52020JC0004>

⁴ Joint PMG Recommendations and CivCom Advice on the Political Framework for a Crisis Approach for West African countries in the Gulf of Guinea (128286/EU XXVII.GP)

⁵ <https://data.consilium.europa.eu/doc/document/ST%209956%202014%20INIT/EN/pdf>

⁶ <https://www.consilium.europa.eu/media/57229/st10179-en22.pdf>

⁷ <https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:52020DC0795>

⁸ <https://data.consilium.europa.eu/doc/document/ST-8927-2018-INIT/en/pdf>

⁹ <https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:52021DC0170>

¹⁰ <https://data.consilium.europa.eu/doc/document/ST-7101-2023-INIT/en/pdf>

¹¹ <https://www.consilium.europa.eu/media/49194/eu-drugs-strategy-booklet.pdf>

¹² https://eur-lex.europa.eu/resource.html?uri=cellar:65f0454e-cfef-11ea-adf7-01aa75ed71a1.0003.02/DOC_1&format=PDF

¹³ <https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:52021DC0171>

¹⁴ https://www.consilium.europa.eu/media/54412/final_declaration-en.pdf

¹⁵ <https://www.consilium.europa.eu/media/37412/st15086-en18.pdf>

profoundly interlinked with the rest of the continent, the wider destabilization of Central Africa would undoubtedly have far-reaching implications beyond its immediate borders/neighbouring regions. By including DRC within its scope, this Action will contribute to delivering on the objectives of the EU Renewed Great Lake Strategy¹⁶ which places a high priority on stabilizing DRC and increasing regional efforts to combat arms and natural resource trafficking, prevent violent extremism, counter money laundering, and disrupt the financing of armed groups and organised crime. The Action could also contribute to fostering an environment conducive to the implementation of the EU Critical Raw Materials (CRMs) and the related Strategic Partnerships, by specifically addressing the issue of minerals trafficking in DRC and the wider region. The Action will capitalise on the results and best practices of EU-funded ENACT and Organised Crime: West African Responses to Trafficking (OCWAR-T) projects, both implemented in partnership with the African Institute for Security Studies (ISS Africa) and the Global Initiative against Transnational Organised Crime (GI-TOC), who together developed the Organised Crime Index for Africa and set up several Regional Organised Crime Observatories across the continent. The establishment of synergies with actions within the framework of the Borderlands programmes (namely, the upcoming *Zones frontalières pacifiques et résilientes III*) as well as the upcoming FPI-sponsored GLOCTA project, will also be sought. At regional level, this Action aligns to the objectives set out in the CEMAC-UMAC Regulation on the Prevention and Repression of Money Laundering and the Financing of Terrorism and Proliferation in Central Africa¹⁷, itself embedded in a number of key international Treaties, including the UN Convention against Transnational Organised Crime (2000). This Action is also in line with the UNSC Resolution 2195 (2014) which calls for stronger action to break links between terrorism and transnational organised crime, including in West and Central Africa. Finally, this Action is consistent with the Africa Union (AU)'s set of strategies and initiatives to tackle transnational organised crimes, outlined in the Communiqué of the 1082nd meeting of the AU Peace and Security Council (PSC) on Transnational Organised Crime and Security in Africa, held on 6 May 2022.¹⁸

The security situation in the northern regions of West Africa's coastal countries continues to deteriorate, with increasingly frequent incursions and attacks by armed terrorist groups. Côte d'Ivoire, Ghana, Togo and Benin are mobilizing by developing specific strategies and strengthening their security and defence systems, but they suffer from gaps and shortages of means and capacities. Preventing wider destabilisation is vital to safeguard EU and EU Member States' interests in the region, ranging from geostrategic and economic interests (trade relations, strategic corridors, supply of strategic resources) to security (terrorism threats), humanitarian, migration and political/diplomatic interests. The EU has been adapting to the terrorism spill-over in the northern regions of Cote d'Ivoire, Ghana, Benin and Togo as from 2019, rolling out an integrated approach where all EU instruments are put to use. The Action will also capitalise on the results of the West Africa Police Information System (WAPIS), the Disrupting Firearms Trafficking Flows (DISRUPT) programme, Criminal Network Disruption Global (CRIMJUST) Programme, the introduction of criminal Automated Fingerprint Identification System (AFIS), the Organised Crime: West African Responses to Trafficking (OCWAR-T) and Organised Crime: West African Response to Money Laundering and the Financing of Terrorism (OCWAR-M) programmes, and the Support to the ECOWAS Peace and Security Architecture and Operations (EPSAO). The establishment of synergies with actions within the framework of the Borderlands programmes (namely, SKABOWA and the upcoming *Zones frontalières pacifiques et résilientes III*) will also be sought. This Action is in line with the national priorities of countries in the region to stabilize and curb the expansion of armed and terrorist groups in their northern territories, such as security sector reforms and the socio-economic development of vulnerable border areas exposed to security risks. The Action will take into account the ECOWAS Normative Framework to Combat Terrorism (2013 CT Strategy,¹⁹ its Implementation Plan,²⁰ and its Action Plan 2020-2024) as well as the African Union Framework (including the 1999 AU Convention on the prevention and combatting of terrorism and its 2004 protocol).²¹ The Action is also part of the response to the 12-point communique signed by Burkina Faso, Cote d'Ivoire, Ghana and Togo in the framework of the Regional Conference on International Cooperation on Border Management and Security,²² which calls for further strengthening of regional cooperation and capacities in the areas of border security, countering terrorism and combatting trans-national organised crime. Furthermore, it draws on and

¹⁶ <https://data.consilium.europa.eu/doc/document/ST-6631-2023-INIT/en/pdf>

¹⁷ Règlement n°1 CEMAC/UMAC/CM, 11 April 2016.

¹⁸ <https://www.peaceau.org/uploads/1082.comm-en.pdf>

¹⁹ <https://edup.ecowas.int/allevents/categories/key-resources/ecowas-counter-terrorism-strategy/>

²⁰ <https://ecowas.int/wp-content/uploads/2022/08/IMPLEMENTATION-PLAN-CT.pdf>

²¹ <http://caert.org.dz/official-documents/AU-CT-Framework.pdf>

²² Communiqué Regional Conference International Cooperation on Border Management and Security, 10 November 2021.

endeavours to complement the objectives and efforts of the Accra Initiative, of which the target countries are members, and aims to prevent spill-over of terrorism from the Sahel as well as address transnational organised crime and violent extremism in member countries' border areas. It will complement and reinforce two multi-country NDICI crisis response actions launched in 2022 and 2023, covering Togo, Benin, Ivory Coast and Ghana to tackle the risk of spill-over of the Sahel conflict into the coastal West African countries, by strengthening national capacities to counter destabilisation and prevent growing insecurity in border areas with Sahelian countries and supporting national strategies to combat armed groups.

Finally, the Action will seek complementarities with the two Global Gateway flagship programmes Africa's Great Green Wall Initiative and NaturAfrica, namely in the framework of the activities on the Benin-Niger-Nigeria border.

Overall, the Action will create a favourable environment for increased cooperation and more efficient responses to terrorism and transnational organised crime, border management and the prevention of violent extremism in West and Central Africa regions.

2.2 Problem Analysis

The security landscapes in West and Central Africa encompass a complex web of challenges, among which terrorism, civil conflicts fuelled by ethnic and political tensions, transnational organised crime involving drug and human trafficking, increasing violent extremism, widespread corruption and resource-related disputes. These multidimensional security challenges contribute to instability and hinder socio-economic development in the two regions that, as of today, approach security threats with different levels of engagement, both at national and at regional/international level. The national and international lack of awareness (and response) on the extremely complicated security situation in Central Africa has been having tremendous impact on the local population and the space for dialogue with state authorities on security and governance aspects is shrinking to the benefit of other geopolitical players. On the other hand, the critical and unstable situation in the Sahel in the last five years has forced countries in the region and international partners to actively engage in response mechanisms to avoid the spill-over of jihadist threats to neighbouring countries and particularly in the coastal countries of West Africa. Notwithstanding the extremely different landscapes, the consequences of the strong interconnections between transnational organised crime, terrorism and violent extremism are far reaching and common to the two regions.

Central Africa

Central Africa is a resource-rich region plagued by protracted crisis and conflicts, which are not only exacerbated but also fuelled by organised crime. Widespread poverty and corruption, fragile state institutions and limited policymaking capacities, porous borders, the presence of armed and violent extremist and terrorist groups and a shrinking democratic space provide fertile ground for criminal organisations to thrive and generate profits, with relatively low costs and reduced risks. The extent of these challenges is, by some assessments, currently worsening²³. And yet, those issues continue to receive too little attention, compared for instance to the neighbouring Western Africa where the international community and locally-led initiatives have long documented the regional ecosystem of organised crime and illicit trafficking, including their links with violent extremism and terrorism. In Central Africa, concerns related to political stability and economic development have traditionally dominated the global political agenda. This is notwithstanding the pervasive impacts transnational organised crime has on both.

Central Africa is prominently affected by trafficking in human beings, drugs and the illicit exploitation and trade of natural resources (timber, wildlife, precious metals, gemstones, and strategic minerals, including critical raw materials). The competition for their control has long been a driver of conflict in the region. The current crisis in Sudan, in which major players in the rival military factions have a leading role in illicit gold markets, exemplifies this. Both trafficking of small arms and light weapons flowing towards and within the region as well as the illicit flows of money and assets act as crime enablers and key drivers of violence. Terrorist and non-state armed groups, international and state-embedded criminal actors, and, more recently, foreign paramilitary companies such as the Russian-affiliated PMC Wagner, all have a stake in these regional illicit markets. This intricate web of interests partly explains the difficulty to access information and data about who is involved and how these illicit economies operate.

²³ UNSC Presse release, SC/14927, 8 June 2022 accessible here: <https://press.un.org/en/2022/sc14927.doc.htm>

While difficult to measure due to lack of reliable data, the trafficking in medical and pharmaceutical products is of particular concern due to the direct threat it poses on both public health and safety. The combination of very high profits and low penalties compared to other criminal activities, along with the lack of knowledge and capacities of law enforcement agencies to properly detect and investigate falsified medical and pharmaceutical products, insufficient coordination and information sharing between regulatory and law enforcement bodies, and weak, non-deterrent or inconsistent legal frameworks makes it an attractive money-making venture for transnational organised criminal groups²⁴. Additionally, the demand for medical and pharmaceutical products and services remains largely unmet through official channels in a region marked by scarce availability, affordability, and access to healthcare services. For instance, West and Central Africa remain the sub-regions with the lowest access to controlled medicines for the treatment of pain and palliative care worldwide, with an average of 8 standard daily doses per million inhabitants, compared with 28,868 standard daily doses in North America.²⁵ Finally, there is a critical lack of public awareness of the risks associated with using medical and pharmaceutical products from the informal market.

Central Africa region also witnesses some connections between transnational organised crime and violent extremist and terrorist groups, which seem to be primarily rooted in operational, logistical and financial interests. Mutually beneficial, such interactions may result in alliances of convenience and sometimes cross-fertilization of methods. Boko Haram, the Islamic State-West Africa Province (ISWAP) or the Islamic State of Iraq and Syria – Democratic Republic of the Congo (ISIS-DRC), also known as the Allied Democratic Forces (ADF), are among main terrorist groups established in Central Africa. While primarily active in DRC, Chad and Cameroon, other countries, in particular the Central African Republic (CAR), are becoming increasingly vulnerable to exploitation by terrorist organisations seeking safe havens or new areas to expand their reach and recruit. At first glance, CAR does indeed gather all the necessary ingredients for the development of violent extremism and terrorism, with 71% of the population living below the poverty line²⁶, high youth unemployment and a large number of internally displaced people (490.000 in August 2023²⁷, i.e 8% of the country population), a high prevalence of crime and trafficking²⁸, widespread corruption, wealth capture, etc. This causal relationship is corroborated by the latest edition of the Global Terrorism Index (GTI)²⁹ which ranks CAR among the ten countries with the largest deteriorations in GTI score worldwide in 2022. Finally, the Sudan war started in April 2023 between the rival factions of the military government is an additional destabilizing factor that heightens the country and broader region's vulnerability to both organised crime and terrorism.

West Africa

The spill-over of jihadist organisations from the Sahel increasingly threatens West African coastal countries, and violent extremist and terrorist groups in the region are successfully expanding their influence across national borders. Jihadist movements are on the march throughout northern and central Mali and across Burkina Faso, where coups have fuelled diplomatic tensions with coastal countries, hindering security cooperation as the littoral states work to prevent the terrorist threat from spreading into their territory. The coup in Niger in July 2023 shook up regional security arrangements even further, boosting terrorist groups in the west of the country. In this environment, terrorist groups in the Sahel have spread southward toward coastal West African countries, raising fears that they will eventually establish footholds there. Bands of militants have moved into forests along Burkina Faso's southern borders with Benin, Ghana, Togo and Côte d'Ivoire. The security landscape in much of the region is forbidding. Both violent extremist and terrorist groups are targeting communities and national institutions through repeated and coordinated attacks, while taking advantage of porous border zones and wildlife conservation park areas to facilitate their movements, rest, and hide. Such groups are increasingly making use of coastal countries as a source of logistical, operational and financial resources and livelihood. Since its first deadly attack in 2016 in Grand Bassam, Cote d'Ivoire experienced a wave of attacks claimed by terrorist groups in the Bounkani region, bordering Burkina Faso, an area that has been under substantial pressure from violent extremist groups

²⁴ Worldwide, the value of 'counterfeit pharmaceutical goods' is estimated to range between US\$70 billion to \$200 billion annually, constituting up to 25 percent of the total counterfeit market, according to Global Financial Integrity's report "*Transnational Crime and the Developing World*", March 2017.

²⁵ UNODC, *World Drug Report 2023*, 2023, available at [Online Segment of the 2023 World Drug Report - New \(unodc.org\)](https://www.unodc.org/en/data-and-statistics/world-drug-report-2023)

²⁶ World Bank, <https://www.worldbank.org/en/country/centralafricanrepublic/overview>

²⁷ OCHA, *CAR Situation Report*, August 2023

²⁸ Global Organised Crime Index: https://ocindex.net/country/central_african_republic

²⁹ GTI 2023 <https://www.economicsandpeace.org/wp-content/uploads/2023/03/GTI-2023-web.pdf>

between 2020 and 2021. In Benin, since the beginning of 2023, population of Northern departments of Atacora and Alibori on the border with Burkina Faso and Niger have come under heavy attacks perpetrated by violent groups. Terrorist incidents are mostly attributed to the Islamic State in the Greater Sahara (ISGS), Jama'at Nasr al-Islam wal Muslimin (JNIM) and the Islamic State in West Africa Province (ISWAP).

The porosity of the borders in the region facilitates this jihadism spillover towards the coastal countries: border points often lack basic travel document verification tools and are manned for the most part by insufficiently trained staff on passport examination procedures and latest trends of document forgeries. At the same time, this porosity encourages and promotes all forms of cross-border crimes, including smuggling of migrants and trafficking of human beings, in addition to all forms of smuggling of goods, drugs and small arms and light weapons (SALW) which are known to be among the main financial sources of transnational organised crime. Human traffickers have been reaping rich dividends from the situation. Instability, armed violence but also climate shocks and limited economic prospects have displaced million people and compelled many more to embark on perilous journeys to seek safety and better opportunities, primarily within their own national and regional borders. Places that naturally draw people searching to escape poverty are urban settlements in cities or regions boasting developed industries such as agriculture, mining, construction or tourism. Economically booming areas create a demand for additional labour, often at lower wages, which traffickers thrive on by recruiting, exploiting, and abusing people, including children, by taking advantage of their vulnerability. Despite important advancements in related legislation related to traffic in human beings (THB) in most West African countries in recent years, the judicial cooperation and regional mechanisms for victim referral, from initial identification, adequate protection to return and assistance between countries of transit, destination, and origin, are still scarce and unevenly applied.

Organised criminal groups and terrorist groups in the region often see a mutual benefit from the establishment of transactional relationship: some terrorist networks attempt to forge alliances of convenience with criminal groups for profit, access to illicit logistical chains, or for the sake of joining forces against the state. This kind of interactions is particularly prominent in the northern areas of West Africa coastal countries – namely Cote d'Ivoire and Benin, where robust illicit economies have contributed to a substantial increase in trafficking activities. To exploit illegal operations and local disputes, violent extremist organisations use the nature and vulnerability of local economies, rivalries between various social groups, and governance problems. In turn, illicit economic activity compounds and intensifies a host of problems—such as corruption, predatory behaviour of political elites, political instability, weakening of law enforcement and rule of law, and so forth—that enable the ideologies of terrorists to resonate among disaffected populations. Benin, along with Cote d'Ivoire, looks to be at the biggest danger of violent extremist assaults spreading from its interior neighbours. In these areas, organised crime is perpetuating instability and poverty, with the related lack of opportunities and frustration driving more young people to crime and making them more vulnerable to recruitment by violent extremist and terrorist groups. Indeed, radicalisation and propaganda are also spreading fast and increasing the risk for coastal states. Among others, the Islamic State of Iraq and the Levant (ISIL) and the Movement for Oneness and Jihad (MUJAO), are examples of radical and terrorist groups active in West Africa. The GTI 2023 reported Togo and Benin among the countries with the largest increase in deaths from terrorism, a large part of which are caused by the deployment of mines and improvised explosive devices (IEDs) by violent groups.³⁰ The use of IEDs and the circulation of related components, such as dual use goods and fertilizers, constitute serious challenges for security forces operating in border areas, and pose a high risk for civilian populations. Despite a great number of individuals being detained on the grounds of terrorism, the actions perpetrated by terrorist groups have not led to meaningful judicial procedures and adjudications. Effective and accountable criminal justice responses to terrorism are lacking, and intelligence, law enforcement and judicial cooperation between countries of the sub-region is limited, even though the threat is highly transnational.

Identification of main stakeholders and corresponding institutional and/or organisational issues (mandates, potential roles, and capacities) to be covered by the action:

At national level, the main stakeholders of the Action will be: local populations, national and local governments, relevant ministries and specialised national agencies (namely Security, Interior, Health and Justice), law enforcement agencies (including customs and border agencies), immigration services and offices, criminal justice actors and judiciaries, drugs regulatory agencies, medical practitioners and pharmacists, the national anti-trafficking focal institutions, CSOs, women's rights organisations and youth associations. Other stakeholders will

³⁰ GTI 2023 <https://www.economicsandpeace.org/wp-content/uploads/2023/03/GTI-2023-web.pdf>

be specialised NGOs (including THB/survivor-led organisations) and women's organisations specialised in these issues, researchers/academics, journalists, private sectors, as well as technical and financial partners.

At the regional level, in Central Africa, the Economic and Monetary Community of Central Africa (CEMAC) will be a key stakeholder and partner. Other regional bodies including the Lake Chad Basin Commission (LCBC), the Economic Community of Central African States (ECCAS); the Gulf of Guinea Commission (GGC); the Action Group against Money Laundering in Central Africa (GABAC) and Central African Police Chiefs Committee (CAPCCO) might also be associated for coordination and advocacy. Regular exchanges and synergies with other TOC Regional Observatories in Africa will be maintained.

At the regional level, in West Africa, the Economic Community of West African States (ECOWAS) including its Human Security and Civil Society (HSCS) Division, the West Africa Network for Peacebuilding (WANEP), the Intergovernmental Action Group against Money Laundering in West Africa (GIABA), the West African Economic and Monetary Union (OUEMOA) will be the main stakeholders and partners. Other regional actors such as Accra Initiative Executive Secretariat, the *Académie internationale de lutte contre le terrorisme* (AILCT) in Cote d'Ivoire, the *Centre de perfectionnement aux actions post-conflituelles de déminage et de dépollution* (CPADD) in Benin, the Integrated Border Stability Mechanism (IBSM) will also be associated for coordination and complementarities. Regional civil societies and women networks, e.g. the Network on Peace and Security for Women in West Africa (NOPSWECA), will also be valuable partners.

The African Union Commission and relevant bodies will be adequately engaged and/or informed of the Action's implementation. Coordination with other donors will be essential, in particular with other initiatives supported by the World Bank, Switzerland, Germany and the Netherlands in the areas of prevention of violent extremism and countering terrorism, social cohesion, community dialogue and infrastructures, and youth employment. UN agencies including the World Health Organisation will be associated on a need basis. Coordination and regular exchanges with Interpol in the area of transnational organised crime and counterterrorism will be sought. As the custodian of the Medicrime Convention, the Council of Europe could be associated for advocacy and coordination purposes.

3 DESCRIPTION OF THE ACTION

3.1 Objectives and Expected Outputs

The overall objective of the Action is to contribute to the fight against violent extremism, terrorism and transnational organised crime (TOC) in Africa. The Action is structured over two regional clusters³¹ with respective specific objectives:

- 1) Central African Republic, Chad, Cameroon, Gabon, Equatorial Guinea, Republic of Congo (CEMAC Countries), Democratic Republic of Congo and Sudan (broadly referred to as Central Africa).
- 2) ECOWAS region (broadly referred to as West Africa).³²

The Specific Objectives (outcomes) of this Action are:

For Central Africa cluster

1. Regional knowledge and capacity to produce data on Transnational Organised Crime and illicit markets, including their connection to conflict, violent extremism and terrorism, are enhanced to support evidence-based policy and appropriate criminal justice responses.

For West Africa cluster

2. Integrated border management practices in Cote d'Ivoire, Ghana, Togo, Benin and Burkina Faso are harmonised and strengthened at national level to enhance regional security and promote economic growth and regional cooperation.

³¹ The single targeted countries will be clearly delineated during the inception phase of the programme.

³² Refer to the section 1.3 of this document where specific provisions applying to Burkina Faso, Mali and Niger, currently subjected to restrictions under the EU cooperation policy, are detailed.

3. The technical capacities of relevant actors and criminal justice chains at national and regional level to prevent and counter terrorism and to detect and investigate terrorism financing are strengthened, particularly in border and cross-border areas of Cote d'Ivoire, Ghana, Togo and Benin.
4. The resilience and capacities of population in the prevention of conflict and violent extremism are increased in the border areas of Benin-Niger-Nigeria, with a specific focus on youth and women.
5. The capacities of selected ECOWAS MSs to apply adequate regional identification, referral, and protection policies targeting cross-border THB cases, are improved.

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

For Central Africa cluster:

Contributing to SO1: Enhance regional knowledge and capacity to produce data on Transnational Organised Crime and illicit markets, including their connection to conflict, violent extremism and terrorism, to support evidence-based policy and appropriate criminal justice responses.

1.1 Awareness and knowledge available on illicit markets, and organised crime trends, and their potential interlinkages with violent extremism, is increased through the establishment of a civil society Observatory on TOC in Central Africa (hereafter “the Observatory”).

1.2. The capacities of the Observatory members and partners for research and analysis, data collection/production and advocacy are developed and strengthened.

1.3. Existing capacities for producing data on trafficking in medical and pharmaceutical products at national and regional levels are mapped, assessed and reinforced (CEMAC countries).

1.4. Increased awareness and evidence-based understanding of trafficking in medical and pharmaceutical products within and across CEMAC countries inform more effective national law enforcement, judiciary, and pharmaceutical regulatory responses, as well as enhance regional cooperation and public awareness.

For West Africa Cluster

Contributing to SO2: Integrated border management practices in Cote d'Ivoire, Ghana, Togo and Benin are harmonised and strengthened at national level to enhance regional security and promote economic growth and regional cooperation.

2.1 The capacities of border security agencies at national level to manage borders, prevent and counter the movement of terrorists and the illicit flow of resources enabling terrorist activities are strengthened.

2.2 Inter-agency coordination and information exchange among agencies in charge of border management and security at national level is enhanced.

2.3 International and regional cooperation to manage borders, prevent and counter the movement of terrorists and the illicit flow of resources enabling terrorist activities is enhanced, building on the harmonisation and standardisation of procedures at the national level.

2.4 Community policing is improved at local level.

Contributing to SO3: The technical capacities of relevant actors and criminal justice chains at national and regional level to prevent and counter terrorism and to detect and investigate terrorism financing are strengthened, particularly in border areas of Cote d'Ivoire, Ghana, Togo and Benin.

3.1 The national and regional capacities to investigate, prosecute and adjudicate terrorism-related cases are enhanced, with particular attention to border and cross-border areas.

3.2 The national and regional capacities to detect, investigate and adjudicate terrorism financing cases are strengthened, namely in informal economies of border areas.

3.3 Gender dimensions and human rights aspects in criminal justice responses to terrorism, including for detainees on terrorism related charges, are strengthened.

3.4 The regional and national capacities to counter improvised explosive devices (IEDs) and fight proliferation small arms and light weapons (SALW) are developed.

Contributing to SO4: The resilience and capacities of population in the prevention of conflict and violent extremism are increased in the border areas of Benin-Niger-Nigeria, with a specific focus on youth and women.

- 4.1 The access to and management of economic and social infrastructure adapted to climate change is improved in target intervention areas.
- 4.2 Social cohesion and conflict resolution and prevention mechanisms related to violent extremism are strengthened in target areas.
- 4.3 Local cross-border cooperation is strengthened to address security threats and vulnerabilities at border-level.

Contributing to SO5: Cross-sectoral response to THB across the ECOWAS region, from identification and referral of victims of cross-border trafficking to adequate protection and (re)integration services, is improved.

5.1 Capacities of beneficiary ECOWAS MSs to apply adequate regional identification, referral, and protection policies targeting cross-border THB cases within the ECOWAS region are increased.

5.2 The national operational capacities to identify and refer cross-border THB cases in a human rights-based manner in selected ECOWAS MSs are reinforced through a Demand-Driven Facility (DDF)

3.2 Indicative Activities

For Central Africa cluster:

Activities relating to Output 1.1

- 1.1.1 Map, consult and assess civil society organisations and regional researchers' eligibility for engagement/membership in the Observatory's network.
- 1.1.2 Produce a comprehensive, region-wide mapping of organised crime, illicit flows and their intersection with extremism dynamics in Central Africa.
- 1.1.3 Publish a set of deep-dive thematic studies on high-priority organised crime and extremism dynamics in the region.
- 1.1.4 Disseminate the research and engage with a key national and regional stakeholder audience to advocate for evidence-based policy.

Activities relating to Output 1.2

- 1.2.1 Assess the capacity building requirements for target civil society actors and partner organisations (Observatory members).
- 1.2.2 Structure and implement a holistic capacity building programme for a network of CSOs.
- 1.2.3 Promote cooperation and partnerships for project research and engagement activities among the network of CSOs.

Activities relating to Output 1.3

- 1.3.2 Organise one regional and five national interagency capacity-building workshops on medicine trafficking developed based on the mapping and assessment results.

Activities relating to Output 1.4

- 1.4.1 Develop a regionally tailored methodology based on UNODC TOCTA methodology and research workplan.
- 1.4.2 Draft and publish a comprehensive, region-wide assessment and mapping report on trafficking in medical and pharmaceutical products including trends analysis, evidence-based data, data-visualization and country-specific recommendations (in French and English).
- 1.4.3 Effectively communicate and disseminate findings at regional and international level, with a specific focus on the general public (awareness building) and decision-makers (advocacy purposes).

For West Africa Cluster:

Activities relating to Output 2.1

- 2.1.1 Conduct a comprehensive integrated border management assessment on the capacities of border management agencies and/or review existing assessments.
- 2.1.2 Organise needs-based, tailored trainings and technical support to for border agencies on specific topics, e.g. information gathering, criminal profiling and document security, risk analysis.
- 2.1.3 Review, update and harmonise border management procedures in line with national legal frameworks.
- 2.1.4 Develop and/or update national models on contingency planning, risk analysis and situational awareness.

Activities related to Output 2.2

- 2.2.1 Develop SOPs and mechanisms to enhance inter-agency cooperation and information exchange among border agencies and with other relevant stakeholders.
- 2.2.2 Organise joint activities for border and security agencies on cross-border cooperation.
- 2.2.3 Develop joint mobile team concept at the national level to facilitate inter-agency joint patrols and operations.

Activities related to Output 2.3

- 2.3.1 Review and update policies and operational frameworks for bilateral and multilateral cooperation among participating countries.
- 2.3.2 Develop SOPs and mechanisms to enhance cross-border and international information exchange among border agencies and with other relevant stakeholders.
- 2.3.3 Organise joint activities for border and security agencies at bilateral and sub-regional level on relevant topics such as risk analysis, cross border cooperation, and contingency planning.
- 2.3.4 Develop cross-border joint mobile teams at bilateral level to facilitate joint patrols/operations among participating countries.

Activities relating to Output 2.4

- 2.4.1 Map existing community-based initiatives to identify good practices and lessons learnt to strengthen community policing.
- 2.4.2 Organise outreach activities to foster dialogue between community leaders and border authorities to identify stabilisation and security needs.
- 2.4.3 Set-up/upgrade information exchange and reporting mechanisms between civil societies, local authorities, other relevant local actors and border authorities.
- 2.4.4 Train and provide technical assistance to border agencies, civil societies and local authorities' champions on community engagement and community policing.

Activities related to Output 3.1

- 3.1.1 Develop and facilitate the adoption of interagency Memoranda of Understanding (MoUs) among national stakeholders and/or SOPs on the collection, preservation and sharing of information and material from counter-terrorism operations.
- 3.1.2 Support different national stakeholders to review legal requirements for collecting, preserving and sharing information and material on terrorism-related cases, including involving the use of improvised devices (IEDs) in accordance with relevant national legislation and international standards.
- 3.1.3 Organise trainings at national and regional level for investigators, forensics technicians and prosecutors on collecting, preserving and sharing materials from terrorism-related cases, including involving the use of IEDs.
- 3.1.4 Develop national and regional real-case exercises to promote SOPs implementation and integration to enhance the coordination among agencies engaged in counter terrorism operations.

Activities related to Output 3.2

- 3.2.1 Conduct assessment of applicable national legislation on counter-financing of terrorism and provide recommendations to harmonise legal frameworks to international standards and at regional level.
- 3.2.2 Train investigators and prosecutors on the analysis of intelligence and evidence in informal terrorism financing-related cases and the approach to adjudication at national and regional level.
- 3.2.3 Organise regional workshops and mock trials for investigators and prosecutors to harmonise adopted procedures and enhance cooperation and sharing of information.

Activities related to Output 3.3

- 3.3.1 Provide training on the gender-specific needs and vulnerabilities of detainees and other persons allegedly associated with terrorist groups, with particular reference to women.
- 3.3.2 Provide training and mentoring sessions to criminal justice and law enforcement actors to better address gender aspects in counter-terrorism criminal justice responses, particularly in terrorism incidents involving sexual and gender-based violence.
- 3.3.3 Provide training and mentoring sessions to national human rights protection mechanisms to strengthen their ability to advocate for human rights protections regarding measures related to detention of persons suspected of terrorist crimes or associated to terrorist groups.

Activities related to Output 3.4

3.4.1 Provide training to relevant national agents on mine-clearing, and neutralisation of IEDs and management and storage of seized SALWs.

3.4.2 Provide training to relevant national agents to the management and storage of seized SALWs.

Activities related to Output 4.1

4.1.1 Build/rehabilitate basic community infrastructures adapted to the effects of climate change.

4.1.2 Develop agricultural and pastoral value chains adapted to the effects of climate change.

4.1.3 Support the creation of income-generating activities and trainings targeting women, young people and vulnerable populations.

Activities related to Output 4.2

4.2.1 Strengthen existing local mechanisms and capacities of conflict prevention, preferably through the sustainable management of natural resources.

4.2.2 Facilitate existing social, inter-religious and inter-community platforms of dialogues aiming to strengthen social cohesion, promote citizen participation, and accountability.

Activities related to Output 4.3

4.3.1 Support the collaboration platforms of local elected representatives, traditional leaders and security forces in specific target areas.

4.3.2 Assist local authorities in specific targeted areas for the identification and set-up of integrated cross-border projects aimed at boosting decentralised cross-border cooperation in specific target areas.

Activities related to Output 5.1

5.1.1 Map THB survivor organisations across the ECOWAS region, targeting formal or informal movements or initiatives.

5.1.2 Adapt the RRM guidelines at national level (in selected countries) and support the establishment of bilateral and multilateral protocols for RRM's implementation and cross-border cooperation.

5.1.3 Establish and implement a comprehensive training programme for the use of the cooperation protocols (including a regional Training of Trainers (ToT) cycle to be rolled out by the ToT participants at national level).

5.1.4 Monitor the application of the protocols in the selected countries and their final endorsement.

Activities related to Output 5.2

5.2.1 Set up the DDF Terms of Operation, Terms of Reference and the DDF Technical Committee.

5.2.2 Launch calls for proposal and review the proposals submitted to the DDF Technical Committee.

5.2.3 Provide technical support to successful applicants to finalise their project documentation.

5.2.4 Support the successful applicant countries in implementing the approved DDF actions through organisation of capacity-development to advance the policy, legislative or institutional framework required for the operability of national referral mechanism.

3.3 Mainstreaming

Environmental Protection & Climate Change

Outcomes of the SEA screening (relevant for budget support and strategic-level interventions)

The Strategic Environmental Assessment (SEA) screening concluded that no further action was required.

Outcomes of the EIA (Environmental Impact Assessment) screening (relevant for projects and/or specific interventions within a project)

The EIA (Environment Impact Assessment) screening classified the action as Category C (no need for further assessment).

Outcome of the CRA (Climate Risk Assessment) screening (relevant for projects and/or specific interventions within a project)

The Climate Risk Assessment (CRA) screening concluded that this action is of low risk (no need for further assessment).

Gender equality and empowerment of women and girls

As per the OECD Gender DAC codes identified in section 1.1, this action is labelled as G1. This implies that the action will apply a gender-sensitive approach and incorporate awareness raising on gender issues and ensure gender mainstreaming in workshops, meetings, project presentations, and other gatherings to promote women's perspectives, women's empowerment and to take into consideration women's experiences. Specifically, the action will ensure that all interventions are gender-responsive and adequately respond to the roles and priorities of vulnerable groups. In the capacity building activities, the action will ensure that women receive adequate representation and opportunities for participation in training workshops and conferences. In particular, the design and implementation of the SO5 will apply a gender-sensitive approach that provides equal focus of the anti-trafficking policies and measures on all victims and on all forms of exploitation. This includes ensuring identification of, and appropriate and tailored assistance for girls, boys, women and men victims of trafficking, as well as LGBTQ+. The participation of persons with lived experience of THB (survivors) and the integration of their views and perspectives at all project stages is already foreseen in the architecture of the project. Gender equity and empowerment of women and girls will therefore be factored in the participatory and inclusive approach taken by the project. With regard to research components on organised crime (Central Africa – SO1), the gendered dynamics of organised crime as well as how gender is operationalized in the organisation and structure of criminal networks will be taken into account in the implementation of the activities.

Human Rights

The proposed action is fully aligned to the existing EU human rights strategies and action plans. A Human rights-based approach will be applied by the respect of the working principles (participation, non-discrimination, accountability, and transparency) and do-no-harm. Appropriate vetting of all trainers and participating institutions is necessary to assure that human rights standards are maintained. All assistance and training aspects will include precautionary measures to ensure that international human rights standards and norms are met, including on data privacy.

Disability

As per OECD Disability DAC codes identified in section 1.1, this action is labelled as D0. This implies the action is not considered relevant for inclusion of persons with disabilities. However, the specific needs of disabled beneficiaries (including for access to the facilities supported by this project) will be duly assessed and addressed.

Reduction of inequalities

The action is not considered relevant for Reduction of inequalities.

Democracy

The action will take a serious and deliberate approach aiming at supporting the law enforcement authorities of Benin, Cote d'Ivoire, Ghana, and Togo to adhere to the principles for good governance such participation, inclusion, transparency, as well as reinforcing accountability and contributing to democracy. Awareness-raising on anti-corruption will be integrated across all capacity-building efforts and advocacy activities.

Conflict sensitivity, peace and resilience

The Action will adopt a serious and deliberate approach to conflict sensitivity across all activities, including solid baseline analysis, application of good conflict sensitivity practice in the design and implementation of the action, monitoring of conflict sensitivity and adherence to do-no-harm principles. In addition, the design and the timeline of the action's activities will ensure sufficient flexibility to accommodate ad-hoc developments on the ground. Special attention will be given to the increased risk of stigmatization and human rights violations faced by communities like the Fulani, often associated to armed and "terrorist" groups, leading to heightened risks such as arrests and marginalization. Furthermore, a conflict-sensitive lens will be applied and will inform all research conducted on transnational organised crime.

Disaster Risk Reduction

The action is not considered relevant for Disaster Risk Reduction.

Other considerations if relevant

Although the Action does not have a marker for migration, under the West Africa component, migration will be mainstreamed in some components of the Action. Even if the outcome on harmonising integrated border management in coastal countries (SO2) has a specific focus on identification of terrorists and trafficking of resources enabling terrorist activities, enhancing coordination among border control agencies will have an indirect impact on their capacities to manage borders and address traffic in human beings. Moreover, the Action will contribute to enhance the referral and protection mechanisms for victims of traffic in human beings in ECOWAS region, among which many are migrants traveling outside West Africa, including to Europe (SO 5). Under the Central Africa component (SO1), a specific deliverable will focus on providing thematic research related to the smuggling of migrants (SoM) and trafficking in human beings (THB) across the region.

3.4 Risks and Lessons Learnt

Category	Risks	Likelihood (High/ Medium/ Low)	Impact (High/ Medium/ Low)	Mitigating measures
External environment	State fragility and unstable political and security situation across the governments	Medium	High	Development of a safety and security plan for the action in order to guarantee the experts' security and alternative actions to secure the partial implementation of activities and safeguard the EU values represented by the action.
	Lack of engagement from national/regional authorities	Medium	High	Engage in early dialogue with authorities in order to guarantee discussions on unclear issues
	Limited capacities at national and regional level	High	Medium	Identify the level of capacity in target countries and adapt activities accordingly
	Lack of timely political backing from the regions	High	Low	Ensure close connection between the implementation of the action and the political dialogue between the EU and the beneficiaries
	Lack of access to first-hand data and resources-persons to investigate TOC and illicit markets	Medium	High	Establish partnerships with those partners demonstrating clear political will and commitment to change/cooperate; build capacity of local researchers to become more proficient in data collection and analysis; use of OSINT techniques.
Planning, processes and systems	Partners not able to establish presence in the two regions	Low	High	Thorough selection of implementing partners, ensuring that partners have previous knowledge and expertise on implementing activities in the two regions

	Overlapping between activities implemented by different implementing agencies (both EU and non-EU funding)	High	Medium	Early identifications of overlapping activities and discussion with implementing agencies to guarantee coordination and synergies
People, organisation and systems	Dilution of capacity building efforts among a large number of countries/agencies and individual beneficiaries	High	High	Implementing partners to adopt a tailored-made approach to tackle specific needs of individual countries and beneficiary Institutions. Officials benefiting from capacity-building activities to be carefully identified and selected based on the required skillset in the different areas of expertise.
	Low participation of women in training activities	High	Low	Implementing partners to encourage women to take part into training activities. Coordinate with beneficiary institutions to guarantee active participation of women.
	Participation of CSOs under outputs 1.1 and 1.2 are obstructed by repressive/non-democratic systems	Medium	High	Carry out early identification of obstacles and risks via in-depth assessment of the political, human rights and social context, in close consultation with CSOs and the EU Delegations and relevant Commission services in Brussels. Involvement and support to CSOs shall be decided only when the situation has been cleared, based on a do-no-harm based analysis.

Lessons Learnt:

Based on findings of previous and ongoing projects in the sub-regions, the following lessons can be drawn:

- As inter-agency cooperation is still lagging behind, even though this can be expected to facilitate the fight against TOC and terrorism, it should be strengthened/promoted whenever possible.
- Security conditions in Central Africa and the West Africa coastal countries targeted in the action remain volatile and need to be observed closely.
- In the two targeted region, the level of trust and cooperation between the border communities and the law enforcement agencies must be improved.
- Involvement of key stakeholders from the early stages of the programme and link with implementing partners.
- Ensure different intervention areas in each region are coordinated and exchange on a regular basis.
- Leadership by relevant EU Delegations is necessary, as well as proper coordination, including with EU Member States and various implementing partners.

- Guarantee with implementing partners that the visibility of the programme as an EU-funded action is ensured.
- Need to enhance connections and synergies with EU policy and operational priorities, particularly by leveraging the EMPACT process and roadmap when designing and implementing activities.
- Establish strong M&E frameworks.

3.5 The Intervention Logic

The underlying intervention logic for this action is that:

IF the regional knowledge and capacity to produce data on transnational organised crime and illicit markets, including their connection to conflict, violent extremism and terrorism, are enhanced,

IF the integrated border management practices at national level are harmonised and strengthened to enhance regional security and promote economic growth and regional cooperation,

IF the capacities of relevant actors involved in national and regional criminal justice chains to prevent and counter terrorism and to detect and investigate terrorism financing are strengthened,

IF the resilience and capacities of population in the prevention of conflict and violent extremism are increased in the targeted border areas, while paying particular attention to vulnerable section of the population, like youth and women,

IF cross-sectoral response to traffic in human beings across the ECOWAS region, from identification and referral of victims to adequate protection and (re)integration services, is improved,

AND the political and security situation across the beneficiary countries does not further deteriorate, while beneficiary agencies, authorities, civil society organisations and partners are committed to contribute to the Action,

THEN the Action will contribute to curb the proliferation of terrorism, violent extremism and transnational organised crime in West and Central Africa, THUS improving economic, social and security development and strengthening national and regional stability.

3.6 Logical Framework Matrix

This indicative logframe 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.

PROJECT MODALITY (3 levels of results / indicators / Source of Data / Assumptions - no activities)

Results	Results chain (@): Main expected results (maximum 10)	Indicators (@): (at least one indicator per expected result)	Baselines (values and years)	Targets (values and years)	Sources of data	Assumptions
Impact	To contribute to the fight against violent extremism, terrorism and transnational organised crime (TOC) in Africa.	1. Annual country scores of the Global Terrorism Index 2. Annual country scores for criminality and resilience on the Global Organised Crime Index 3. Annual country scores on the Fragile States Index 4. Annual country scores on the ACLED Conflict Index	1. 2023 Index Score (TBD at inception) 2. 2023 Index Score (TBD at inception) 3. 2023 Index Score (TBD at inception) 4. 2023 Index Score (TBD at inception)	1. TBD at inception 2. TBD at inception 3. TBD at inception 4. TBD at inception	1. GTI Index 2. Global Organised Crime Index 3. Fragile State Index 4. ACLED Conflict Index	<i>Not applicable</i>
Outcome 1	1 The regional knowledge and capacity to produce data on TOC and illicit markets, including their connection to conflict and	1.1 Evidence of uptake of policy recommendations and findings of the research published by relevant national, regional and international organisations and	1.1 Zero (0) 1.2 Zero (0)	1.1. tbd at inception. 1.2 tbd at inception.	1.1 Project reporting and evaluation; references and citations in the media, or in relevant international,	Better available research and data, shared with the right audience, will improve knowledge of regional

	violent extremism and terrorism, are enhanced to support evidence-based policy and appropriate criminal justice responses.	<p>agencies responding to TOC and violent extremism (number of references);</p> <p>1.2 Percentage of beneficiaries surveyed confirming improvement in data collection mechanisms and capacities in place (disaggregated by nationality, type of actors/agencies, state and non-state, and gender)</p>			<p>regional or national strategies and reports; Feedback and reports from target stakeholders, including through correspondence and post-activity surveys</p> <p>1.2. Activity reports, project annual reports.</p>	dynamics among relevant stakeholders and be used to positively shape policy responses to organised crime and violent extremism and terrorism.
Outcome 2	2 The integrated border management practices in Cote d'Ivoire, Ghana, Togo, Benin and Burkina Faso are harmonised and strengthened to enhance regional security and promote economic growth and regional cooperation.	<p>2.1 Number of border agencies in the participating countries with standardised and harmonised border control procedures</p> <p>2.2 Number of inter-agency cooperation frameworks and information exchange mechanisms established/updated.</p> <p>2.3 Number of international/regional cooperation frameworks established/updated.</p> <p>2.4 Number of participating countries with community policing models set up/ upgraded</p>	<p>2.1 tbd at inception.</p> <p>2.2 tbd at inception.</p> <p>2.3 tbd at inception.</p> <p>2.4 tbd at inception.</p>	<p>2.1 tbd based on assessment reports.</p> <p>2.2 tbd based on assessment reports.</p> <p>2.3 tbd based on assessment reports.</p>	<p>2.1 Assessment reports, SOPs, manuals, tools, activity reports, project annual reports.</p> <p>2.2 MoUs, SOPs, cooperation frameworks, activity reports, project annual.</p> <p>2.3 MoUs, SOPs, tools, cooperation frameworks</p> <p>2.4 Mapping reports, activity reports, project annual reports,</p>	Commitment of the beneficiary agencies; security situation on the ground.
Outcome 3	3 The capacities of relevant actors involved in national and regional criminal justice chains to prevent and counter terrorism and to detect and investigate terrorism	<p>3.1 Number of successful prosecutions and adjudications carried out related to terrorism in targeted countries.</p> <p>3.2 Number of successful prosecutions and adjudications</p>	<p>3.1 tbd at inception.</p> <p>3.2 tbd at inception.</p>	<p>3.1 tbd at inception.</p> <p>3.2 tbd at inception.</p>	<p>3.1 Prosecution and judgement declarations; Police reports.</p> <p>3.2 Prosecution and judgement</p>	Proposed measures to promote interagency cooperation and public-private partnership to identify and intercept suspicious transactions

	financing are strengthened, particularly in border and cross-border areas of Cote d'Ivoire, Ghana, Togo and Benin.	carried out related to terrorism financing in targeted countries. 3.3 Number of successful law enforcement interventions in relation to terrorism and terrorism financing in targeted countries	3.3 tbd at inception.	3.3 tbd at inception.	declarations; Police reports. 3.3 Police reports.	is accepted and adopted.
Outcome 4	4 The resilience and capacities of populations in the prevention of conflict and violent extremism are increased in the border areas of Benin-Niger-Nigeria, with a specific focus on youth and women.	4.1 Percentage of beneficiaries surveyed confirm that horizontal inequalities have decreased in the programme's intervention zones 4.2 Percentage of beneficiaries surveyed confirm that social cohesion and local conflict resolution have improved in their community	4.1 0% 4.2 0%	4.1 50% 4.2 60%	4.1 Baseline study and final study 4.2 Baseline study and final study	
Outcome 5	5 The capacities of selected ECOWAS MSs to apply adequate regional identification, referral, and protection policies targeting cross-border THB cases, are improved.	5.1 Percentage increase in the number of identified victims of cross border THB (disaggregated by gender, nationality, age, type of trafficking) across the ECOWAS region. 5.2 Percentage increase in the number of victims of cross border THB benefiting from protection services. 5.3 Number of successful cross-border coordination operations conducted using RRM SOPs among the beneficiary countries.	5.1.1 0% 5.1.2 0% 5.1.3 tbd at inception.	5.1.1 25% 5.1.2 25% 5.1.3 tbd at inception	5.1.1 Regional and National statistics and reports; annual project reports. 5.1.2 Regional and National statistics and reports; annual project reports. 5.1.3 Regional and National statistics and reports; annual project reports; post-activity surveys	The level of existing resources as currently allocated by ECOWAS MSs to national services and infrastructures do not decrease. ECOWAS MSs consider the fight against THB as an issue of priority. Current national capacities are at least maintained across the ECOWAS region.
Output 1 relating to Outcome 1	1.1 Awareness and knowledge available on illicit markets and organised crime trends,	1.1.1 A regional Observatory on organised crime-violent	1.1.1 Zero (0)	1.1.1 One observatory in	1.1.1 Project reporting.	Civil society is a valuable source of evidence on the illicit economy and violent

	and their potential interlinkages with violent extremism and terrorism, is increased through the establishment of a civil society Observatory on TOC in Central Africa (hereafter “the Observatory”).	<p>extremism in Central Africa is established.</p> <p>1.1.2 Number of data tools and policy evidence and analysis, regional/country thematic mappings and research works published by the Observatory.</p> <p>1.1.3 Number of, and level of participation to conferences/ seminars organised to present the results of the studies and engage stakeholders in follow-up actions.</p> <p>1.1.4 Number of visitors on the Observatory website.</p>	<p>1.1.2 Zero (0)</p> <p>1.1.3 Zero (0)</p> <p>1.1.4 Zero (0)</p>	<p>place and functional.</p> <p>1.1.2 3 innovative data tools are produced and 20 studies are published by the Observatory members or partners by 2027.</p> <p>1.1.3 At least 6 events organised by 2027, with 70% of target stakeholder groups representation achieved.</p> <p>1.1.4 tbd at inception</p>	<p>1.1.2 Activity reports and annual project reports; data analytics and partner websites, reference and citation in the media.</p> <p>1.1.3 Disaggregated data on participation from project reporting.</p> <p>1.1.4 : Project reporting.</p>	<p>extremism. The perspectives of civil society are diverse, representing multiple perspectives, including those of vulnerable groups and those often marginalised from policy debate. Including the perspectives of a more diverse set of actors will improve policy making and result in more effective and sustainable results.</p>
Output 2 relating to Outcome 1	1.2 The capacities of the Observatory members and partners in research and analysis, data collection/production and advocacy are developed and strengthened.	<p>1.2.1 Number of members of the network of affiliated partner CSOs and researchers who actively collaborate in producing knowledge on TOC and extremism dynamics and policy recommendations (ensuring inclusivity of network membership, including balanced national, stakeholder and gender representation).</p> <p>1.2.2 Number of trainings provided to the members of the network of affiliated partner CSOs and researchers.</p> <p>1.2.3 Percentage of beneficiaries surveyed confirming that</p>	<p>1.2.1 Zero (0)</p> <p>1.2.2 Zero (0)</p> <p>1.2.3 Zero (0)</p>	<p>1.2.1 25 members or more by the end of 2025, including at least 30% of women.</p> <p>1.2.2 tbd at inception.</p> <p>1.2.3 tbd at inception.</p>	<p>1.2.1 Interim project reports and evaluations.</p> <p>1.2.2 Interim project reports and evaluations.</p> <p>1.2.3 Interim project reports and evaluations; post-activity surveys.</p>	<p>Support to regional civil society will improve monitoring of organised crime and violent extremism and state responses to these issues. A stronger and more inclusive civil society will improve states’ resilience and encourage transparency.</p>

		adequate training, security, legal support and public platform for advocacy are provided to the network.				
Output 3 relating to Outcome 1	1.3 Existing capacities for producing data on trafficking in medical and pharmaceutical products at national and regional levels are mapped, assessed and reinforced (CEMAC countries).	<p>1.4.1 Number of national and regional stakeholders consulted/involved in the mapping and assessment exercise.</p> <p>1.4.2 Number and % of targeted services and beneficiaries reporting improved knowledge and enhanced capacities to produce data and tackle trafficking in medical/pharmaceutical products as a result of capacity-building activities (disaggregated by nationality, stakeholder-type, gender).</p> <p>1.4.3 % increase of seizures of illicit medical/pharmaceutical products across CEMAC region at the end of the intervention.</p>	<p>4.1.1 Zero (0)</p> <p>4.1.2 Zero (0)</p> <p>4.1.3 tbd at inception.</p>	<p>1.4.1 tbd at inception</p> <p>1.4.2 tbd at inception</p> <p>1.4.3 tbd at inception</p>	<p>1.4.1 Activity and interim project reports.</p> <p>1.4.2 Activity and interim project reports.</p> <p>1.4.3 National annual data submissions to UNODC</p>	National authorities are willing to produce better data in order to support evidence-based policy making and to nominate focal points / coordination committees to cooperate with the project in a timely manner; CEMAC MSs consider the fight against illicit medical/pharmaceutical products as an issue of priority
Output 4 relating to Outcome 1	1.4 Awareness and evidence-based understanding of trafficking in medical and pharmaceutical products within and across CEMAC countries are increased to inform more effective national law enforcement, judiciary, and pharmaceutical regulatory responses as well as enhance regional	<p>1.4.1 A report on trafficking in medical/pharmaceutical products in Central Africa is published.</p> <p>1.4.2 Number of communication tools and materials developed to disseminate findings to target audiences (national, regional, public and specialised).</p> <p>1.4.3 Number of people reached through communication and dissemination activities</p>	<p>1.4.1 Zero (0)</p> <p>1.4.2 Zero (0)</p> <p>1.4.3 Zero (0)</p> <p>1.4.4 Zero (0)</p>	<p>1.4.1 Final report published in French and English by S3 2025.</p> <p>1.4.2 tbd at inception.</p> <p>1.4.3 tbd at inception.</p> <p>1.4.4 tbd at inception.</p>	<p>1.4.1 UNODC Website.</p> <p>1.4.2 UNODC communication tools, e.g. social media channels, websites.</p> <p>1.4.3 Social media/radio metrics; activity reports.</p> <p>1.4.4 Open sources / National reports / Public declaration.</p>	All the counties in focus agree to collect, share and make public data on trafficking in medical/pharmaceutical products in Central Africa. When necessary, other approaches will be developed, including looking at inflows/outflows in neighboring countries, as well as producing regional analysis in

	cooperation and public awareness.	(disaggregated by nationality, and stakeholder-type). 1.4.4 Number and type of follow-up actions (policy, operational, activity) reported by national and regional authorities.				addition to country specific data; OSINT information complement this work.
Output 1 relating to Outcome 2	2.1 The capacities of border security agencies at national level to manage borders, prevent and counter the movement of terrorists and the illicit flow of resources enabling terrorist activities are strengthened.	2.1.1 Number of assessments conducted/updated. 2.1.2 Number of trainings conducted. 2.1.3 Number of border control procedures updated and harmonised with legal/institutional frameworks. 2.1.4 Number of risk assessment (RA), contingency planning and situational awareness models, tools and products developed	2.1.1 tbd at inception 2.1.2 tbd at inception 2.1.3 tbd at inception 2.1.4 tbd at inception	2.1.1 Four (4) by 2025 2.1.2 Four (4) by 2025 2.1.3 tbd based on assessment reports 2.1.4 tbd based on assessment reports	2.1.1 Assessment reports; meeting reports 2.1.2 Training agendas and reports, participants lists. 2.1.3 Guidelines, SOPs, tools, models, 2.1.4 Risk analysis concepts and products, contingency planning models and exercises, tools activity reports	
Output 2 relating to Outcome 2	2.2 Inter-agency coordination and information exchange among agencies in charge of border management and security at national level is enhanced.	2.2.1 Number of SOPs for inter-agency cooperation and information exchange updated/developed 2.2.2 Number of inter-agency joint trainings, workshops and exercises organised. 2.2.3 Number of joint mobile team concepts developed and piloted	2.2.1 tbd at inception 2.2.2 tbd at inception 2.2.3 tbd at inception	2.2.1. tbd based on assessment reports 2.2.2 at least 4 by 2028 2.2.3 tbd based on assessment reports	2.2.1 MoUs, SOPs 2.2.2 Training materials, agendas, participant lists, activity reports 2.2.3 TORs, Protocols, concept notes, activity reports	
Output 3 Relating to Outcome 2	2.3 International and regional cooperation to manage borders, prevent and counter the movement of terrorists and the illicit flow of resources enabling	2.3.1 Number of bilateral/multilateral cooperation and information exchange policies and operational frameworks updated/developed.	2.3.1 Zero (0) 2.3.2 Zero (0)	2.3.1 tbd based on assessment reports	2.3.1 cooperation frameworks, info exchange mechanism model, activity reports	

	terrorist activities is enhanced, building on the harmonisation and standardisation of procedures at national level.	<p>2.3.2 Number of SOPs and mechanisms for international/regional information exchange updated/developed</p> <p>2.3.3 Number of trainings/workshops/ study visits/ exercises organised</p> <p>2.3.4 Number of cross-border joint mobile teams set up</p>	<p>2.3.3 Zero (0)</p> <p>2.3.4 1</p>	<p>2.3.2 tbd based on assessment reports</p> <p>2.3.3 tbd based on assessment reports</p> <p>2.3.4 tbd based on assessment reports</p>	<p>2.3.2 SOPs, activity reports</p> <p>2.3.3 Activity reports, exercises, agendas, participant lists</p> <p>2.3.4 Concept note, activity reports</p>	
Output 4 Relating to Outcome 2	2.4 Community policing is improved at local level.	<p>2.4.1 Number of good practices identified</p> <p>2.4.2 Number of outreach activities implemented</p> <p>2.4.3 Number of information exchange/reporting mechanisms updated/developed</p> <p>2.4.4 Number and type of technical assistance provided</p>	<p>2.4.1 Zero (0)</p> <p>2.4.2 Zero (0)</p> <p>2.4.3 Zero (0)</p> <p>2.4.4 Zero (0)</p>	<p>2.4.1 tbd based on assessment reports</p> <p>2.4.2 tbd based on assessment reports</p> <p>2.4.3 tbd based on assessment reports</p> <p>2.4.4 tbd based on assessment reports</p>	<p>2.4.1 Mapping report</p> <p>2.4.2 Activity reports, concept notes and agenda</p> <p>2.4.3 Activity reports</p> <p>2.4.4 Activity reports</p>	
Output 1 relating to Outcome 3	3.1 The national and regional capacities to investigate, prosecute and adjudicate terrorism-related cases are enhanced, with particular attention to border and cross-border areas.	<p>3.1.1 Number of MoUs and SoPs adopted on the collection, preservation and sharing of information and material from counter-terrorism operations</p> <p>3.1.2 Number of national legislations reviewed to ensure the incorporation of relevant legal procedures.</p> <p>3.1.3 Number of officials trained on the collection, preservation and sharing of information and material from counterterrorism</p>	<p>3.1.1 Zero (0)</p> <p>3.1.2 Zero (0)</p> <p>3.1.3 Zero (0)</p> <p>3.1.4 Zero (0)</p>	<p>3.1.1 1 per country targeted</p> <p>3.1.2 1 per country targeted</p> <p>3.1.3 600 trained officials</p> <p>3.1.4 4 regional exercises</p>	<p>3.1.1 MoU signed and reports</p> <p>3.1.2 Reports on the legal and desk reviews</p> <p>3.1.3 List of participants, questionnaires, mission reports</p> <p>3.1.4 List of participants, agenda, concept notes,</p>	

		operations (including involving the use of IEDs), disaggregated by country, sex and agency 3.1.4 Number of regional exercises organised and joint counter-terrorism operations conducted			questionnaires, mission reports	
Output 2 relating to Outcome 3	3.2 The national and regional capacities to detect, investigate and adjudicate terrorism financing cases are strengthened, namely in informal economies of border areas.	3.2.1 Number of national gap and needs assessments carried out to improve national counter-financing of terrorism (CFT) mechanisms. 3.2.2 Number of investigators, prosecutors and magistrates trained for the analysis of intelligence and evidence in terrorism financing-related cases and the approach to adjudication at national and regional level (disaggregated by country) 3.2.3 Number of regional CFT exercises organised	3.2.1 Zero (0) 3.2.2 Zero (0) 3.2.3 Zero (0)	3.2.1 1 per each targeted country 3.2.2 600 trained officials 3.2.3 4 exercises organised	3.2.1 Minutes and assessment reports 3.2.2 List of participants, agenda, concept notes, questionnaires, mission reports 3.2.3 List of participants, agenda, concept notes, questionnaires, mission reports	
Output 3 Relating to Outcome 3	3.3 Gender dimensions and human rights aspects in criminal justice responses to terrorism, including for detainees on terrorism-related charges, are strengthened.	3.3.1 Number of participants report enhanced capacity and improved knowledge on the gender-specific needs and vulnerabilities of detainees allegedly associated with terrorist groups, particularly women, as a result of the action. 3.3.2 Number of training and mentoring sessions to criminal justice and law enforcement actors on gender aspects in counter-terrorism criminal justice responses, particularly in terrorism incidents involving	3.3.1 Zero (0) 3.3.2 Zero (0) 3.3.3 Zero (0) 3.3.4 Zero (0)	3.3.1 200 3.3.2 12: quarterly (per country) 3.3.3 4: 1 per country 3.3.4 12: quarterly (per country)	3.3.1, 3.3.2, and 3.3.4: Lists of participants, agenda, concept notes, quantitative and qualitative assessment of training evaluation questionnaires, mission reports, UNODC Impact Assessment Surveys, conducted 6 months following provision of training 3.3.3 guides and materials developed, minutes and reports of	

		<p>sexual and gender-based violence committed by terrorist groups</p> <p>3.3.3 Number of guides and materials developed on how to carry risk assessments and/or on gender-sensitive screening, rehabilitation and reintegration mechanism</p> <p>3.3.4 Number of training and mentoring sessions to national human rights protection mechanisms to strengthen their ability to advocate for human rights protections regarding measures related to detention of persons suspected of terrorist crimes or association with terrorist groups.</p>			<p>drafting and consultation meetings organised, communications with/by government and other stakeholders</p>	
Output 4 Relating to Outcome 3	<p>3.4 The regional and national capacities to counter improvised explosive devices (IEDs) and fight proliferation small arms and light weapons (SALWs) are developed.</p>	<p>3.4.1 Number of agents trained at CPADD with certifications at the end of their training (disaggregated by country and sex).</p>	<p>3.4.1 Zero (0)</p>	<p>3.4.1 Tbd during inception phase</p>	<p>3.4.1 Project reports, CPADD Statistics</p>	
Output 1 Relating to Outcome 4	<p>4.1 The access to and management of economic and social infrastructure adapted to climate change is improved in target intervention areas</p>	<p>4.1.1 Number of newly built or rehabilitated economic and social infrastructures</p> <p>4.1.2 Percentage of beneficiaries surveyed confirming an improvement in the availability and proper management of socio-economic infrastructures (disaggregated by sex)</p>	<p>4.1.1 Zero (0)</p> <p>4.1.2 Zero (0)</p>	<p>4.1.1 Tbd during inception phase</p> <p>4.1.2 60%</p>	<p>4.1.1 Project reports, surveys, baseline and end-of-project studies</p> <p>4.1.2 Project reports, surveys, baseline and end-of-project studies, local qualitative evaluation methods (e.g. satisfaction surveys, focus group discussions,</p>	

					participatory methods for impact assessment)	
Output 2 Relating to Outcome 4	4.2 Social cohesion and conflict resolution and prevention mechanisms related to violent extremism are strengthened in target areas	4.2.1 Percentage of beneficiaries surveyed who confirm that their opportunities for participation, possibilities for expressing dissatisfaction have improved (disaggregated by sex) 4.2.2 % of beneficiaries surveyed who confirm that mechanisms for conflict prevention and resolution have improved (disaggregated by sex)	4.2.1 Zero (0) 4.2.2 Zero (0)	4.2.1 50% 4.2.2 50%	4.2.1 Project reports 4.2.2 Surveys, baseline and end-of-project studies, local qualitative evaluation methods (e.g. satisfaction surveys, focus group discussions, participatory methods for impact assessment)	
Output 3 Relating to Outcome 4	4.3 Local cross-border cooperation is strengthened to address security threats and vulnerabilities at border level.	4.3.1 Satisfaction rate of the representatives of the countries involved in the cross-border conflict prevention platforms with the new working dynamic developed by the project. 4.3.2 Number of integrated cross-border projects aiming at boosting decentralised cross-border cooperation and contributing to peace, security, socio-cultural and economic development, and environmental protection set up with the assistance of the project	4.3.1 Zero (0) 4.3.2 Zero (0)	4.3.1 75% 4.3.2 Tbd	4.3.1 Questionnaire to be distributed to country representatives + results analysis report 4.3.2 Project reports	
Output 1 Relating to Outcome 5	5.1 Capacities of beneficiary ECOWAS MSs to apply adequate regional identification, referral, and protection policies targeting cross-border THB cases within the ECOWAS region are increased	5.1.1 Number and % of ECOWAS MSs supported by the project where RRM SOPs are adequately transposed in domestic legislation. 5.1.2 Number and % of in capacity-building initiatives on the RRM/cooperation protocols	5.1.1 Zero (0) 5.1.2 Zero (0) 5.1.3 Zero (0)	5.1.1 7 5.1.2 Number Tbc at inception; percentage of 50% or more 5.1.3 Tbd at inception	5.1.1 Annual project reports 5.1.2 Post-training surveys 5.1.3 Annual, interim project reports	The level of existing resources as currently allocated by ECOWAS MSs to national services and infrastructures do not decrease.

		<p>expressing confidence that they will be able to apply what they have learned to their work (disaggregated by training, gender, nationality, age).</p> <p>5.1.3 Number of NGOs and survivor-led organisations actively participating in dialogue and coordination mechanisms set up at country and regional level with the support of the project</p>				Current national capacities are at least maintained across the ECOWAS region.
Output 2 Relating to Outcome 5	5.2 The national (NRMs) operational capacities to identify and refer cross-border THB cases in a human rights-based manner in beneficiary ECOWAS MSs are reinforced through a Demand-Driven Facility (DDF)	<p>5.2.1 Number/ratio of proposals submitted and approved for DDF action (disaggregated by country)</p> <p>5.2.2 Percentage increase in the number of identified victims of cross border THB in the specific countries targeted by the DDF action (disaggregated by gender, nationality, age, form of THB)</p>	<p>5.2.1 Zero (0)</p> <p>5.2.2 Tbd at inception</p>	<p>5.2.1 6</p> <p>5.2.2 Tbd at inception (min. 50%)</p>	<p>5.2.1 DDF Technical Committee reports</p> <p>5.2.2 National Reports and Statistics; Annual Project Report</p>	<p>The level of existing resources as currently allocated by ECOWAS MSs to national services and infrastructures do not decrease.</p> <p>Current national capacities are at least maintained across the ECOWAS region.</p>

4 IMPLEMENTATION ARRANGEMENTS

4.1 Financing Agreement

In order to implement this action, it is not envisaged to conclude a financing agreement in neither region.

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 60 months from the date of adoption by the Commission of this Financing Decision.

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 rules and procedures for providing financing to third parties are respected, including review procedures, where appropriate, and compliance of the action with EU restrictive measures³³.

4.4.1 Direct Management (Grants)

4.4.1.1 Grants: (direct management)

(a) Purpose of the grant(s)

The grant will contribute to achieve Output 1.1 "Awareness and knowledge available on illicit markets and organised crime trends, and their potential interlinkages with violent extremism and terrorism, is increased through the establishment of a civil society Observatory on TOC in Central Africa (hereafter "the Observatory")" and Output 1.2. "The capacities of the Observatory members in research and analysis, data collection/production and advocacy are developed and strengthened"

(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 consortium made of the Global Initiative against Transnational Organised Crime (GI-TOC) and the Institute for Security Studies (ISS Africa).

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 beneficiary countries Central African Republic, Chad, Cameroun, Democratic Republic of Congo and Sudan are in one of the crisis situations, as defined in Article 2, paragraph 21, of the Financial Regulation at the date of the financing decision (Art. 195(a) of the Financial Regulation).

The part of the action under the budgetary envelope reserved for grants may, partially or totally and including where an entity is designated for receiving a grant without a call for proposals, be implemented in indirect management with an entity, which will be selected by the Commission's services using the following criteria:

³³ 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.

- specialised international organisation with a technical competence and high degree of specialisation in investigating transnational organised crime;
- extensive thematic knowledge, expertise and experience in producing data and knowledge on organised crime, illicit economies, conflict and violent extremism and terrorism in Africa, including fragile, conflict-affected areas/regions;
- a track record of delivering high-quality research content utilised by policymakers and civil society organisations in Africa and Europe;
- positive track record in implementing EU-funded research and capacity-building activities in Africa.

4.4.1.2 Grants: (direct management)

(a) Purpose of the grant(s)

The grant will contribute to achieve Output 3.4 “The regional and national capacities to counter improvised explosive devices (IEDs) and fight proliferation small arms and light weapons (SALWs) are developed”.

(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 Centre de perfectionnement aux actions post-confliktuelles de déminage et de dépollution (CPADD).

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 CPADD is in a de jure monopoly situation being the only established academy with regional outreach working towards countering IEDs and reducing the proliferation of SALW based in West Africa. This circumstance justifies the direct award of the grant to the CPADD in line with Art. 195(c) of the Financial Regulation.

The part of the action under the budgetary envelope reserved for grants may, partially or totally and including where an entity is designated for receiving a grant without a call for proposals, be implemented in indirect management with an entity, which will be selected by the Commission’s services using the following criteria:

- Highly specialised academic institutions working towards countering IED and reducing the proliferation of SALW;
- Based in West Africa with regional outreach;
- Adapting to the challenges of counter-terrorism in West Africa;
- Capable to provide courses in French, English and/or Portuguese.

4.4.1.3 Grants: (direct management)

(a) Purpose of the grant(s)

The grant will contribute to achieve Output 4.1 “The access to and management of economic and social infrastructure adapted to climate change is improved in target areas” and Output 4.2 “Social cohesion and conflict resolution and prevention mechanisms related to violent extremism are strengthened in target areas”.

(b) Type of applicants targeted

Specialised international NGOs, no-profit organisations or EU Member States’ foundations.

The part of the action under the budgetary envelope reserved for grants may, partially or totally and including where an entity is designated for receiving a grant without a call for proposals, be implemented in indirect management with with one or more entities, which will be selected by the Commission’s services using the following criteria:

- Extensive working experience in fragile regions of West Africa on cross-border projects related to community infrastructures, social cohesion and income-generating activities;
- Extensive professional network of local actors in the target area, namely local NGOs, CSOs, local communities, decentralised technical assistance, etc;
- Capacity to manage EU contracts and contracts resulting from procedures of call for proposals;
- Track-record of provision of technical assistance in the areas of infrastructure, procurement, environmental assessment, finance, M&E, project management in the target area.

4.4.1.4 Grants: (direct management)

(a) Purpose of the grant(s)

The grant will contribute to achieve Output 4.3 “Local cross-border cooperation is strengthened to address security threats and vulnerabilities at border level in the target areas”.

(b) Type of applicants targeted

Governmental agencies or public establishment of an administrative and technical nature with border management mandate.

The parts of the action under the budgetary envelope reserved for grants may, partially or totally and including where an entity is designated for receiving a grant without a call for proposals, be implemented in indirect management with one or more entities, which will be selected by the Commission’s services using the following criteria:

- Technical expertise on the development and implementation of activities benefitting border control.
- Mandate to implement pan-African, regional and national directives, policies and programmes relating to international borders and cross-border cooperation at state and local level.

4.4.2 Indirect Management with an entrusted entity

4.4.2.1 A part of this Action may be implemented in indirect management with the United Nations Office on Drugs and Crime (UNODC). The implementation by this entity entails Output 1.3: Existing capacities for producing data on trafficking in medical and pharmaceutical products at national and regional levels are mapped, assessed and reinforced (CEMAC countries).and output 1.4: Increasing awareness and evidence-based understanding of trafficking in medical and pharmaceutical products within and across CEMAC countries to inform more effective national law enforcement, judiciary, and pharmaceutical regulatory responses, as well as enhance regional cooperation and public awareness.

The envisaged entity has been selected using the following criteria:

- Operational, institutional and financial capacities to implement the Action;
- Relevant network, national offices in CEMAC countries and capacity to recruit relevant expertise from any location within the Action areas;
- Technical expertise and mandate to work on organised crime and trafficking-related issues;
- Transparent and neutral actor well perceived by national and regional stakeholders in CEMAC countries.

If negotiations with the above-mentioned entity fail, that part of this action may be implemented in direct management in accordance with the implementation modalities identified in section 4.4.3 below.

4.4.2.2 A part of this Action may be implemented in indirect management with the International Centre for Migration and Policy (ICMPD). The implementation by this entity entails Specific objective 2: Integrated border management practices in Cote d’Ivoire, Ghana, Togo, Benin and Burkina Faso are harmonised and strengthened at national level to enhance regional security and promote economic growth and regional cooperation.

The envisaged entity has been selected using the following criteria:

- Operational and financial capacity to implement the action with staff already in place and the capacity to recruit relevant expertise from any location within the Action.
- Transparency and neutrality well perceived by national and regional stakeholders in West Africa (national and regional authorities, local NGOs, and CSOs).
- Technical expertise on the development and implementation of activities benefitting border control agencies in West Africa – namely in the countries targeted by the Action.
- Experience in the development of MoUs on border control in Africa

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

4.4.2.3 A part of this Action may be implemented in indirect management with the United Nations Office on Drugs and Crime (UNODC). The implementation by this entity entails outputs 3.1 The national and regional capacities to investigate, prosecute and adjudicate terrorism-related cases are enhanced, with particular attention to border and cross-border areas, 3.2 The national and regional capacities to detect, investigate and adjudicate terrorism financing cases are strengthened, namely in informal economies of border areas. and 3.3 Gender dimensions and human rights aspects in criminal justice responses to terrorism, including for detainees on terrorism related charges, are strengthened.

The envisaged entity has been selected using the following criteria:

- Operational and financial capacity to implement the action with staff already in place and the capacity to recruit relevant expertise from any location within the Action.
- Technical expertise and mandate to work on the development and implementation of capacity building activities benefitting law enforcement agencies and judicial bodies in the regions targeted by the Action.
- Availability of technical competence and high degree of specialisation on counter-terrorism and countering the financing of terrorism related issues in Africa.).
- Longstanding work relationship established with key national, regional and international stakeholders targeted by the Action.

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

4.4.2.4 A part of this Action may be implemented in indirect management with the International Centre for Migration and Policy (ICMPD). The implementation by this entity entails the Specific objective 5: the capacities of selected ECOWAS MSs to apply adequate regional identification, referral, and protection policies targeting cross-border THB cases, are improved. The envisaged entity has been selected using the following criteria:

- Has the operational and financial capacity to implement the action with staff already in place and the capacity to recruit relevant expertise from any location within the Action;
- Has a technical competence and high degree of specialisation in the development and implementation of institutional capacity-building activities benefitting anti-THB focal institutions and stakeholders in West Africa – namely in the countries targeted by the Action;
- Proven and established footprint in the countries/regions in which this Action will take place, and a longstanding work relationship established with key national, regional and international stakeholders targeted by the Action ;
- Positive track record in implementing EU-funded projects and capacity building activities on strengthening anti-THB policies and victims protection mechanisms in West Africa – namely in the

countries targeted by the Action – and ability to build on existing EU actions targeting similar topics in the region

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

4.4.3 Changes from indirect to direct management mode (and vice versa) due to exceptional circumstances (one alternative second option)

Due to exceptional circumstances beyond Commission's control, or in the event of the failure of negotiations with the entity mentioned in point 4.4.2.1 (output 1.3 and 1.4) for the implementation of the specific objective 1 (output 1.3 and 1.4), negotiations could be initiated for a grant (direct management) with one or more specialised international NGOs/CSOs, think tanks and research institutes or EU Member States' foundations, to carry-out a research study on the trafficking in medical and pharmaceutical in CEMAC area.

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 subject to the following provisions.

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	EU contribution (amount in EUR)
Implementation modalities – cf. section 4.4	
For Central Africa cluster	
Specific Objective 1 - <i>Outputs 1.1 and 1.2</i> composed of	
Grants (direct management) to GI-TOC/ISS cf. section 4.4.1.1	5 800 000
Specific Objective 1 - <i>Outputs 1.3 and 1.4</i> composed of	
Indirect Management with UNODC – cf section 4.4.2.1	1 100 000
For West Africa cluster	
Specific Objective 2 – <i>Outputs 2.1, 2.2, 2.3 and 2.4</i> composed of	
Indirect Management with ICMPD – cf section 4.4.2.2	7 300 000
Specific Objective 3 - <i>Outputs 3.1 3.2 and 3.3</i> composed of	
Indirect Management with UNODC – cf section 4.4.2.3	4 500 000
Specific Objective 3 - <i>Output 3.4</i> composed of	
Grants (direct management) to CPADD – cf. section 4.4.1.2	1 000 000
Specific Objective 4 - <i>Outputs 4.1 and 4.2</i> composed of	
Grants (direct management) – cf. section 4.4.1.3	6 000 000

Specific Objective 4 - Output 4.3 composed of	
Grants (direct management) – cf. section 4.4.1.4	500 000
Specific Objective 5 - Outputs 5.1 and 5.2 composed of	
Indirect Management with ICMPD – cf section 4.4.2.4	3 200 000
Grants – total envelope under section 4.4.1	13 300 000
Evaluation – cf. section 5.2 Audit – cf. section 5.3	May be covered by another decision
Contingencies* Justification: in a context of extreme fragility, contingencies allow for flexibility in managing the action, especially in order to (1) adapt to the set-up of the regional observatory by increasing the level of specific studies or the strategic communication strategy and (2) leverage actions to the recommendations of studies in integrating recommendations in national policies.	600 000
Totals	30 000 000

4.7 Organisational Set-up and Responsibilities

The Commission at the headquarters level will be responsible for ensuring thorough follow-up, overall coordination and supervision of the implementation of the different components of the Action. This will ensure the establishment of a unified, consistent and consolidated monitoring framework for the intervention. The management of each specific component of the Action will be decentralized as follows, and the precise organisational structure and responsibilities for each component will be specified and elaborated upon at the contract level:

Central Africa cluster

For the achievement of SO1, two different types of implementation arrangements are envisaged:

For outputs 1.1 and 1.2, focused on building regional research capacities by establishing a civil society Observatory on TOC in Central Africa, a single contract will be managed by the European Commission. A project steering committee will be organised at least once per year to provide policy and strategic orientation as well as oversee, guide and monitor project implementation and approve strategic project documentation. The Steering Committee will be co-chaired by the European Commission and a representative of one of the targeted countries on a rotational basis and/or a representative from a regional organisation. The final composition of the SC will be confirmed once the programme is operational.

For outputs 1.3 and 1.4, focused on producing a research study on trafficking in medical and pharmaceutical products across CEMAC area, a single contract will be managed by the European Commission. Technical committees will be organised every three months to supervise, monitor and debrief over the 18-months research implementation. UNODC will actively engage with concerned EU Delegations throughout the implementation and will organise a debriefing meeting following each field missions conducted in their respective countries. The first Technical Committee meeting shall endorse the project organisational set-up/log frame.

West Africa cluster

For the achievement of SO2, focused on integration of border management practices, a single contract will be managed by the European Commission. A steering committee will be established for reviewing the overall policy and strategic direction of the action in the region, monitoring the overall performance and ensuring the coordination with regional and national actors. The Steering Committee will be co-chaired by the European Commission and a representative of the countries targeted on a rotational basis. The final composition of the

SC will be confirmed once the programme is operational. ICMPD will act as Secretariat of the Steering Committee.

For the achievement of SO3, two different types of implementation arrangements are envisaged:

For outputs 3.1, 3.2 and 3.3, focused on strengthening the criminal justice chain of terrorism, a single contract will be managed by the European Commission. A steering committee will be organised on an annual basis, or as regularly as needed, to provide policy and strategic orientation as well as oversee, guide and monitor project implementation and review and approve strategic project documentation. The Steering Committee will be co-chaired by the European Commission and a representative of one of the targeted countries on a rotational basis. The final composition of the SC will be confirmed once the programme is operational. UNODC will act as secretariat of the Steering Committee.

For output 3.4, focused on countering proliferation of IEDs and SALWs, a single contract will be managed by the European Commission. If deemed relevant, a Steering Committee could be established. A collaboration with EU member countries' military cooperation present in the countries concerned could be envisaged to facilitate identification of the needs of the countries and trainees. Technical meetings between CPADD and UNODC will be organised periodically, in order to guarantee complementary implementation and organisation of activities and workplans.

For the achievement of SO4, two different types of implementation arrangements envisaged:

For outputs 4.1 and 4.2, focused on improving access to socio-economic opportunities and social cohesion and conflict resolution in the Benin-Niger-Nigeria border area, a single contract will be managed by the European Commission. No regularly established project steering committees is envisaged. If necessary, projects will set up local infrastructure management committees that include users and draw up framework agreements with the relevant technical departments for infrastructure maintenance.

For output 4.3, focus on strengthening cross-border cooperation in the Benin-Niger-Nigeria border area, a single contract will be managed by the European Commission. The possibility of setting up national technical coordinating committees in each of the three countries to improve coordination and monitoring of activities, involving the national and local structures concerned, will be discussed during the inception phase.

A Technical Committee will be set-up for elaborating technical positions and will be responsible for supervising the implementation of the activities under SO4 and reporting on a quarterly basis. The technical meeting will be chaired by the EU Delegation to Benin.

For the achievement of SO5 (outputs 5.1 and 5.2) focused on improving ECOWAS MS response to THB through improved identification, cross-border referral, and protection policies, a single contract will be managed by the European Commission. A steering committee will be established for reviewing the overall policy and strategic direction of the action in the region, monitoring the overall performance and ensuring the coordination with regional and national stakeholders. The Steering Committee will be co-chaired by the European Commission and a representative of ECOWAS and/or one of the targeted countries on a rotational basis. The final composition of the SC will be confirmed once the programme is operational. The first Steering Committee meeting will endorse the updated version of the logframe and detailed organisational set-up.

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 and may sign or enter into joint declarations or statements, for the purpose of enhancing the visibility of the EU and its contribution to this action and ensuring effective coordination.

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 partner's responsibilities. To this aim, the implementing partner shall establish a permanent internal, technical and financial monitoring system for the action and elaborate regular progress reports (not less than annual) and final reports. 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 (for project modality) and the partner's strategy, policy or reform action plan list (for budget support).

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:

The Action shall ensure a systematic M&E system covering the different components of the Action. The development of such an M&E system shall be done in close association with the EUDs. Yearly M&E sessions shall be set up at contract level, including the institutional beneficiaries' representatives, and regular M&E documentation shall be provided by the implementing partners (bi-annually or quarterly) to ensure a comprehensive follow-up and assessment.

Each entity responsible for implementation will have specific responsibilities for monitoring and reporting within the framework of this action. Wherever possible, efforts will be made to identify shared indicators to facilitate reporting at the action document level, with the caveat that each component differs in terms of objectives, target areas, and beneficiaries. Indicator values may be measured at the regional or national level and then harmonized based on the nature of the activities.

At contract/outcome level, identification of the baselines and the collection of data shall be the responsibility of the implementing partners while the overall M&E indicators follow-up shall be done by the EUDs, with dedicated funds and staff, working closely with the M&E staff from the implementer.

At the action document level, the Commission at the headquarters level will be responsible for ensuring the overall coordination and supervision of the implementation of the different components of the Action. This will ensure the establishment of a unified, consistent and consolidated monitoring framework for the intervention. To achieve this goal, the Commission at the headquarters level will maintain close contacts with the EUDs in charge of the single contracts and with implementing partners and will be closely associated to the EUDs throughout implementation and, in particular, during the inception phase for validation of the logframes and during M&E exercises.

Monitoring and evaluation will assess gender equality results, an impact on rights of groups living in the most vulnerable situations and the implementation of the rights based approach working principles (applying all human rights for all; meaningful and inclusive participation and access to decision-making; non-discrimination and equality; accountability and rule of law for all; and transparency and access to information supported by disaggregated data). Monitoring and evaluation will be based on indicators that are disaggregated by sex, age, disability when applicable.

5.2 Evaluation

Having regard to the importance of the action, a midterm and/or final evaluation will be carried out for this intervention or its components via independent consultants contracted by the Commission. The focus will be on problem solving, corrective measures, accountability and learning purposes at various levels (including for policy revision).

The Commission shall inform the implementing partner(s) at least one month in advance of the dates envisaged 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 shall be shared with the partner country 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, in agreement with the partner country/ies, jointly decide on the follow-up actions to be taken and any adjustments necessary, including, if indicated, the reorientation of the project.

A gender and human rights expertise will be ensured during all evaluation missions. 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.

In line with the 2022 “[Communicating and Raising EU Visibility: Guidance for External Actions](#)”, 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

A Primary Intervention (project/programme) is a coherent set of activities and results structured in a logical framework aiming at delivering development change or progress. Identifying the level of the primary intervention will allow for:

Articulating Actions or Contracts according to an expected chain of results and therefore allowing them to ensure efficient monitoring and reporting of performance;

Differentiating these Actions or Contracts from those that do not produce direct reportable development results, defined as support entities (i.e. audits, evaluations);

Having a complete and exhaustive mapping of all results-bearing Actions and Contracts.

Primary Interventions are identified during the design of each action by the responsible service (Delegation or Headquarters operational Unit). The level of the Primary Intervention chosen can be modified (directly in OPSYS) and the modification does not constitute an amendment of the action document.

The intervention level for the present Action identifies as (tick one of the 4 following options);

Contract level		
<input checked="" type="checkbox"/>	Single Contract 1	Indicatively: Grant to GI-TOC and ISS (EUR 5 800 000) to provide knowledge and set-up a regional observatory on TOC and illicit markets in Cameroon, Central African Republic, Chad, the Democratic Republic of Congo and Sudan
<input checked="" type="checkbox"/>	Single Contract 2	Indicatively: Contribution agreement with UNODC (EUR 1 100 000) to deliver a study and relevant capacity-building on trafficking in medical products in Central African Republic, Chad, Cameroon, Gabon, Equatorial Guinea, Republic of Congo
<input checked="" type="checkbox"/>	Single Contract 3	Indicatively: Contribution agreement with ICMPD (EUR 7 300 000) to harmonise and strengthen integrated border management practices in Cote d'Ivoire, Ghana, Togo and Benin.
<input checked="" type="checkbox"/>	Single Contract 4	Indicatively: Contribution agreement with UNODC (EUR 4 500 000) to strengthen criminal justice chains in relation to terrorism and terrorism financing in Cote d'Ivoire, Ghana, Togo and Benin
<input checked="" type="checkbox"/>	Single Contract 5	Indicatively: Grant to CPADD (EUR 1 000 000) to tackle proliferation of IEDs and SALWs in Cote d'Ivoire, Ghana, Ghana, Togo and Benin
<input checked="" type="checkbox"/>	Single Contract 6	Indicatively: direct management through grant (EUR 6 000 000) to a specialised international NGOs or EU Member States' foundations to improve social cohesion and conflict resolution in border areas of Benin-Niger-Nigeria
<input checked="" type="checkbox"/>	Single Contract 7	Indicatively: direct management through grant (EUR 500 000) to specialised national agencies, individually or in consortium to strengthen local cross-border cooperation in targeted areas.
<input checked="" type="checkbox"/>	Single Contract 8	Indicatively: Contribution agreement with ICMPD (EUR 3 200 000) to improve national and regional referral mechanisms in cross-border cases of trafficking in human beings in ECOWAS area