



United Nations Joint Appeal for Counter-Terrorism in Africa Project Proposal

Initiative:	2
Project Title:	Enhancing border stabilisation and fostering community engagement to prevent and counter terrorism and transnational organized crime in Cote d'Ivoire and its northern border areas with Burkina Faso, Ghana, Guinea and Mali
Recipient Country and/or Geographic Region:	Côte d'Ivoire and northern bordering countries (Burkina Faso, Ghana, Mali and Guinea)
CT Compact Lead Entity/Entities:	United Nations Office on Drugs and Crime (UNODC)
CT Compact Implementing Entities:	United Nations Office on Drugs and Crime (UNODC) and United Nations Development Programme (UNDP)
Project Duration (start and end date)	2024 - 2026
Approximate Cost: *If multi-year, provide approximate breakdown	4.000.000 USD
Investment Priority Area: Select (1) of the following investment priority areas: <i>[double-click 1 box, select 'checked']</i>	
<input type="checkbox"/> Border, Transportation and Critical Infrastructure Security <input type="checkbox"/> Combating the Financing of Terrorism <input type="checkbox"/> Countering Cyber-enabled Terrorism <input type="checkbox"/> Gender and the Empowerment of Women <input type="checkbox"/> Human Rights <input type="checkbox"/> Law Enforcement	<input type="checkbox"/> Legislative Assistance <input type="checkbox"/> Organized Crime <input type="checkbox"/> Preventing and Countering Violent Extremism <input type="checkbox"/> Prosecution, Rehabilitation and Reintegration of Foreign Terrorist Fighters <input type="checkbox"/> Weapons <input checked="" type="checkbox"/> Other – Border stabilisation
Relevant SDG Goals, target(s), and SDG indicator(s): Please indicate the overall goal(s) and related targets that the project contributes to. The goals need to be in accordance with the General Assembly resolution which contains the SDG framework (A/RES/71/313).	
<p>Sustainable Development Goal 16, Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable, and inclusive institutions at all levels. Under this goal the following target</p> <p>Target and Indicators: 16.3: 16.3.2 - 16.4; 16.4.1; 16.4.2 - 16.7: 16.7.2 - 16.9: 16.9.1</p> <p>Sustainable Development Goal 5 Achieve gender equality and empower all women and girls. Target and Indicators: 5.1: 5.1.1</p> <p>Sustainable Development Goal 8 Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all. Target and Indicators: 8.7</p>	

Gender marker: Gender Marker 0: when none of the substance of outcomes, outputs or activities are addressing-gender equality/women's empowerment (GEEW), and 0% of the budget is dedicated to it.

Gender Marker 1: when 1% to 15% of outcomes, outputs or activities are substantively addressing GEEW and the risk indicators are excluding a negative impact on GEEW. Also, up to 15% of the budget is planned to be allocated to GEEW.

Gender Marker 2a: when 15% to 60% of outcomes, outputs or activities are substantively addressing GEEW (but this is not the sole objective of the programme/project) and the risk indicators are excluding a negative impact on GEEW. Also, 15% to 60% of the budget is planned to be allocated to GEEW.

Gender Marker 2b: when 60% to 100% of outcomes, outputs or activities are substantively addressing GEEW and the risk indicators are excluding a negative impact on GEEW. Also, 60% to 100% of the budget is planned to be allocated to GEEW. The principal objectives of the project are related to the empowerment of women and gender equality, including strengthening the gender-responsiveness of a PVE or counter-terrorism initiative

Gender marker 2a: This project is marked GEN2 in that the challenges to be addressed primarily concern women and young people, who are the most exposed to the effects and actions of extremist groups and terrorism, in addition to the vulnerabilities linked to social contexts. The proposed budget allocates between 30% and 50% to the needs of women and young people.

CTED marker: CTED marker (A): Does not incorporate CTED's analysis and recommendations

CTED marker (B): Partially incorporates CTED's analysis and recommendations

CTED marker (C): Fully incorporates CTED's analysis and recommendations

CTED marker C

Executive Summary: Provide a succinct summary and include: Why the proposed investment is relevant and strategic; the expected end-of-project outcomes; timeframe and resource commitment; any critical risks and challenges to success, and how these will be addressed.

The United Nations Office on drugs and crime (UNODC) and the United Nations Development Programme developed a project to enhance border stabilisation and foster community engagement to prevent and counter terrorism and transnational organized crime in Cote d'Ivoire and its northern border areas with Burkina Faso, Ghana, Guinea and Mali.

The project will overall contribute to strengthening Côte d'Ivoire's border security policies and mechanisms while seeking cooperation with northern neighboring countries to prevent and counter terrorism and its links to transnational organized crime. It will enhance cross-border collaboration between border security agencies and communities in a holistic and coordinated approach, while ensuring the implementation of United Nations Global Counter-Terrorism Strategy and relevant Security Council resolutions.

It intervenes in a context where the multiplication of attacks observed in the Northern area of Côte d'Ivoire showed the spread of terrorist groups' influence and activities across borders, into West African Coastal countries.

While expanding their activities from the Sahel to West African Coastal countries, terrorist groups particularly target communities and national institutions through repeated coordinated attacks. They take advantage of porous border zones and wildlife conservation park areas¹ to facilitate their movements, and rest and hide during counterterrorism operations. The security situation is further compounded by sporadic interconnections between criminal organizations and terrorist groups, in for the purposes of financial gains. The blurring of lines between transnational organized crime and terrorism is a significant challenge for counterterrorism efforts.

Furthermore, the spillover of the threat comes with greater risks of terrorist propaganda and radicalization to violence, as violent extremist groups instrumentalize states' vulnerabilities by for instance exploiting inter-communal tensions to co-opt individuals into taking arms and expand their influence into local communities. These groups will use intimidation, promises to provide security and basic resources in exchange for loyalty and actionable intelligence. In addition, in recent years violent extremist groups have feminised their methods of operation and recruitment for instance in the Lake Tchad basin or in the Sahel, and women are therefore necessarily more exposed.

The constant breakthrough of terrorist groups, the strengthening of their territorial roots and increase in trafficking of all kinds make the security situation particularly critical for the populations, especially for communities living in border areas, women and youth.

In time times of conflict and crises, women are disproportionately affected by the increase in gender-based violence in addition to economic and political exclusion. At the same time a major operational bias that was also observed in the Sahel is the assumption that women are limited to the role victim in violent extremism. However, governments, such as the government of Burkina Faso have reported the involvement of women in violent extremist groups. The under-representation female personnel in the security and justice sectors creates a communication and community engagement gap in the countering of terrorism and transnational organized crime.

¹ For instance the Comoe National Park in the North of Côte d'Ivoire

In this context, it is important to support and showcase the vital role played by women with regard to their own security and that of their communities and address the impact of violent extremism, terrorism and transnational organized crime on youth whether it is physically, psychologically and/or socio-economically.

In consideration of that, the United Nations Office on Drugs and Crime (UNODC) and the United Nations Development Programme (UNDP) join forces to address these threats and vulnerabilities in Northern Côte d'Ivoire. The project aims at strengthening the capacity of law enforcement officers and judicial actors working in border regions to detect, investigate, prosecute and prevent cross-border terrorism cases, including those linked to foreign terrorist fighters and trafficking of illegal commodities, promote communities' involvement, especially youth and women, in the prevention and fight against terrorism and related transnational organized crime, and create socio-economic opportunities and access to basic public social services in vulnerable border areas.

This project will support the country's National Development Plan and the national security strategy for stabilizing its Northern areas, with key national stakeholders involved such as the *Conseil National de Sécurité*, the *Comités Départementaux de Sécurité* and representatives of the communities living in the affected areas.

Considering that Côte d'Ivoire and three of its neighboring countries, namely Burkina Faso, Ghana and Mali, are part of the Accra Initiative, the project will also support some of the key objectives of this Initiative by developing targeted Member States' operational capacities on effective and human rights-compliant collection and sharing of intelligence in vulnerable remote areas. This aspect will contribute to feeding into investigations and prosecutions of terrorism and related offences that are conducted in line with international due process and fair trial norms and standards, thus supporting the process of judicialization of intelligence. The project incorporates strategic priorities outlined in ECOWAS' 2019 counterterrorism strategy and more specifically, the second component of its plan of action.

The activities and initiatives to be implemented under the project aim at supporting effective surveillance and monitoring of remote northern border areas of Cote d'Ivoire in compliance with international human rights norms and standards and in cooperation with authorities from the bordering countries, namely, Burkina Faso, Ghana, Mali and Guinea. The targeted areas will benefit from a broad and consistent presence of law enforcement and border security agents. Effective cooperation and information sharing between Cote d'Ivoire and its northern bordering countries will increase through the promotion and training on the conduct of joint cross-border operations to keep borders secure and limit illicit trafficking and undetected movements of individuals.

The effectiveness of such cooperation and information-sharing will also be strengthened by ensuring that joint cross-border operations are conducted in line with international human rights norms and standards. A strong integrated community approach will be adopted to strengthen trust and communication between border communities and law enforcement agencies, with a particular focus on women and young people. This will prevent violent extremist groups from exploiting their socio-economic vulnerabilities. This means strengthening the socio-economic opportunities available to them.

Within a time frame of three years, the implementing partners aim to achieve these goals through the conduct of regular trainings, the establishment of a pool of criminal justice, security and Human Rights experts, the development of standard operating procedures, support to public infrastructures in border areas and the empowerment of women and youth in vulnerable border communities.

Main vulnerabilities noted in the targeted border areas including undetected movement of people, the illicit financial flows and trafficking in drugs, clandestine gold panning, arms, natural resources, human beings, cattle rustling, or money laundering, the links between terrorist organizations and organized crime groups and threat they pose to vulnerable border communities will be addressed through this project. All activities and initiatives will be implemented while promoting a gender-responsive approach as well as the respect and protection of the Rule of Law and international human rights norms and standards.

In relation to the scope of the project the implementing partners will duly integrate Human Rights and gender dimensions in the technical assistance that will be provided. The training activities for criminal justice actors will include a Human Rights component, tailored to the needs of the activities and the specific techniques that will be presented. In addition given the risk associated with the use of biometric tools due to the sensitive character of biometric data and the potential risk for exploitation and abuse, the implementers aim to advocate for a use of biometric data that reinforces Human Rights protections and the Rule of Law as opposed to undermining these fundamental values. Another main area of focus of this project will be working against the discriminatory use of law enforcement powers in counterterrorism and transnational organized crime efforts.

1. Relevance: Explain why a partner should make the proposed investment, and provide the evidence supporting this. What Counter-Terrorism need does this project propose to address? How was this need identified? Is the project responsive to CTC/CTED identified priorities and technical assistance needs? Is there strong national/regional ownership and government support?

In West Africa, several studies show that a large proportion of attacks, whether linked to terrorism, organized crime, or the actions of armed groups, occur within a radius of no more than 100 kilometers from the land borders between states. In these border areas, the high level of poverty, the prevalence of the informal economy, the limited presence of the state, small and large scale corruption and inter-communal tensions have been fueling the expansion of criminal activities, such as trafficking in drugs, clandestine gold panning, arms, natural resources, human beings, cattle rustling, or money laundering, and facilitate the armed and terrorist groups in gaining a foothold within local communities. In addition, the porous nature of borders gives these groups a tactical advantage, allowing them to move easily through often "ungoverned" spaces. The threat is further aggravated by the limited operational and strategic capacity of the Government actors in charge of security in border areas and the deterioration of the political and security situation, especially in border areas, in neighbouring countries such as Mali and Burkina Faso, and to some extent Guinea and Ghana.

After the first deadly attack in 2016 in the city of Grand-Bassam, since June 2020 Côte d'Ivoire has experienced several attacks claimed by terrorist groups along the borders with Burkina Faso, affecting in particular the Bounkani region, home to the Comoe national park. The means used by these groups are constantly evolving, including by the use of Improvised Explosive Devices (IEDs), for instance in the attack that occurred on the Tehini/Tolokaye road on 12 June 2021, which marks the first time the use of these devices were ever noted in the country. National experts have identified a terrorist threat from a Katiba Macina cell at the border with Burkina Faso, in a stretch between Burkina and the Comoe National Park) that is being used as a refuge area.

As of December 31, 2022, the reported actions by terrorist groups are as follows: 10 raids, 10 IED attacks, 10 incidents of intimidation of populations. In response 244 arrests had been made, 120 cases had been referred to prosecution, and 124 people released. To date, 28 investigations are still ongoing. Since 2022, no major attacks have occurred. Several individuals got convicted in the "Grand Bassam" case, yet this is the country's only terrorism related adjudication to date. Counter Terrorism files are being handled by the court in Abidjan. The Prosecutor of Abidjan is in charge, together with three investigative judges (9e cabinet d'instruction). Several dozen individuals including some women, are still kept in pre-trial detention on the grounds of terrorism at the prison in Abidjan, some of them reportedly for several years, thus raising concerns on the lawfulness and arbitrariness of the deprivation of liberty and possible resulting in interferences with the right to a fair trial. .

In 2020 and 2021, studies conducted by the national border commission of Côte d'Ivoire on the state of land borders highlighted that the rise of the terrorism threat, the phenomenon of illegal gold mining, trafficking of human beings, especially children, conflicts between communities and the lack of infrastructures, among other factors, call for the implementation and strengthening of measures to create conditions of life, peace and integration with national and authorities of neighboring countries.

Among the recommendation underlined by the said studies are the need to promote data sharing between national and neighboring countries border agencies; enhance coordination between border security actors; train defense and security force agents present at borders on document fraud, the free movement of people within the ECOWAS zone, cross border traffic, intelligence collection, and migration-related issues; strengthen cross-border cooperation through joint patrols and periodic exchange meetings; promote peaceful cohabitation between cross-border communities and border officials; and provide law enforcement agencies with the resources they need to fully carry out their duties, particularly in the areas vulnerable to the terrorism threat².

Despite the efforts of the Ivorian government, the limited human resources, infrastructure, and material and financial resources available hinder the ability to implement these recommendations and in particular the ability of agents to detect and limit terrorist activities and related transnational organized crime.

UNODC and UNDP have been supporting Côte d'Ivoire in its efforts to prevent violent extremism and counter terrorism through ongoing assistance programmes for several years. The proposed activities are formulated in accordance with the needs expressed by national counterparts during training activities, meetings, and through formal and informal contacts and consultations with relevant national counterparts and officials. They complement or reinforce the progress and efforts

² National Border Commission of Côte d'Ivoire, 2020, "[State of the land borders in Côte d'Ivoire](#)" / 2021 "[Mission to pre-collect data for the development of a national policy for integrated border management in Côte d'Ivoire](#)"

already made. The implementers have conducted scoping missions and field visits in northern border regions of Côte d'Ivoire to evaluate the needs for security sector stakeholders to address terrorism, violent extremism and related organized crime, and for civil society to meaningfully and safely engage in these efforts as well as to better understand current practices for cooperation between neighboring countries and border security management mechanisms.

With regard to civil society organizations the implementers most recently consulted Equal access/Resilience for Peace in Cote d'Ivoire, an organization that aims at strengthening community resilience against violent extremism through community engagement. The implementers also engaged with organizations such as Elva community engagement, West Africa Network for Peacebuilding (WANEP), Women's international League for peace and freedom (WILPF), Youth for Peace and Youth Initiative against Terrorism in order to shed light on some of the challenges and success stories that can be built on under this project.

In the same vein, at the end of 2023, the UNDP commissioned a study from WANEP on the factors of vulnerability and the risk of violent extremist groups becoming entrenched or expanding in communities in the North, as well as the responses to be made, which enabled a large number of youth and women's organisations and community groups in the 5 regions of the North to be consulted. This study has provided valuable information and suggestions that can be used to implement activities in a more inclusive way.

In March, June and September 2023, UNODC held several consultations with key Ivorian counterparts including the Minister of Defense, the Ministry of Justice, the Ministry of Interior, the Head of the Center for Counterterrorism Operational Intelligence (CROAT), the Abidjan Prosecutor, the Dean of investigative judges, the National Intelligence Coordination and the National Border Commission of Cote d'Ivoire. Authorities highlighted the need to develop programmes that target field actors and the need to specialize criminal justice actors on the counter terrorism and transnational organized crime investigations and the judicialization of the information collected. It was also noted that inter-agency and cross border cooperation needs to be strengthened and all security actors operating in areas vulnerable to terrorism and illicit trafficking resulting from transnational organized crime need to be involved through awareness raising initiatives and capacity building activities. In addition, communication and information sharing between security actors across borders can be strengthened. This feedback from national authorities underlines the relevance of the proposed project and already allows to foresee a national buy-in, hence address one of the key risk indicators for this project.

Activities and programmes will build on existing cooperation agreements and mechanisms within Cote d'Ivoire and the targeted neighboring countries, and the ECOWAS and African Union frameworks to enhance cross-border cooperation between relevant security actors. The African Union convention on cross-border cooperation adopted in 2014, "Niamey Convention", is one example. It aims at promoting and strengthening good-neighborly relations between border communities, local administration, and other relevant actors from two or more States, including through the conclusion of specific agreements and arrangements to this effect³.

The project will overall contribute to strengthening Côte d'Ivoire's border security policies and mechanisms while seeking cooperation with northern neighboring countries to prevent and counter terrorism and its links to transnational organized crime. It will enhance cross-border collaboration between border security agencies and communities in a holistic and coordinated approach, while ensuring the implementation of United Nations Global Counter-Terrorism Strategy and relevant Security Council resolutions including 1373 (2001), 1624 (2005), 2129 (2013), 2178 (2014), 2195 (2014), 1325 (2000) and 2250 (2015). The project will integrate human rights considerations in order to ensure that Cote d'Ivoire border security policies and mechanisms are strengthened in compliance with international law, including international human rights law and international refugee law

In addition, the project is consistent with recommendations formulated by CTED, namely the preliminary report of the CTED assessment conducted in Cote d'Ivoire in March 2018, and the 2022 report on Civil Society Perspectives: ISIL in Africa – Key Trends and Developments, to support the building of civil society expertise in various areas related to preventing and countering terrorism and to sensitize security forces to the benefits of including communities in counter-terrorism responses as well as the need to understand and build trust with communities as part of the response.

³ African Union Convention on Cross-Border Cooperation ([Niamey Convention](#)), 2014

2. Effectiveness: Provide a brief outline of the proposed activities, including timelines and sequencing. What strategic and transformative change does the project seek to achieve? Provide anticipated results,

- 1) immediate outcome (changes in awareness, skills, abilities or access as a direct result of the proposed activities),
- 2) intermediate outcome (change in behaviour, practice and/or performance),
- 3) ultimate outcome (change in state, conditions, or wellbeing)

The objective of the project is to strengthen security and stability in border areas vulnerable to terrorism, violent extremism and related criminal activities through a holistic, multidimensional and inclusive approach. It will be divided into three components:

Outcome 1: Improved border security through strengthened capacities of criminal justice officials to prevent, detect, investigate, prosecute and adjudicate terrorism-related offences, and related acts of organized criminality

Output 1.1: Strengthened cooperation and coordination both at the national and cross borders levels between counter terrorism and transnational organized crime actors in support of the information collection, analysis and sharing process in the detection and investigation of related offenses.

Activity 1.1.1 Training on domestic coordination, in particular on how the decentralized security apparatus can connect with specialized agencies in charge of countering terrorism and related acts of organized crime, e.g. on instances involving FTFs, arms trafficking, joint investigations, and other as relevant;

Activity 1.1.2 Training on Coordination of border surveillance activities with neighbouring States in alignment with national legislation and relevant international law norms and standards, based on existing cooperation tools to support the organization of joint and coordinated cross-border patrols, as well as joint multi-agency and interdisciplinary operation exercises;

Output 1.2: Strengthened capacities of border officials to address the threats of terrorism and transnational organized crime as they manifest in remote border areas with a specific focus on the prevention, detection and investigation of illicit cross border movements **in a human rights-compliant and gender-responsive manner**. It will address the challenges observed by defense and security actors due the porous nature of Cote d'Ivoire's northern borders and the need to monitor the circulation of people of goods.

Activity 1.2.1 National training of border officials to counter documentary fraud and sharing of biometric data as part of counter-terrorism cooperation and information-sharing measures, while ensuring the effective implementation of adequate privacy and data protection safeguards, specific focus on gender-sensitive approach, and in line with international human rights norms and standards and relevant regional, and domestic legislation ;

Activity 1.2.2 Workshop on effective surveillance of remote border areas and border zones adjacent to official points of entry to prevent persons from bypassing official border control posts in order to avoid checks, smuggle commodities, infiltrate to conduct a terrorist attack, or attempt to enter or leave the national territory illegally.

Outcome 2. Increased awareness and understanding of the nexus between terrorism and transnational organized crime, and provide capacity building on policies, procedures, skills and tools to address this nexus in a human-rights-compliant and gender-responsive manner.

Output 2.1. Strengthened national operational framework to address the nexus between terrorism and transnational organized crime, and enhanced cooperation and information sharing mechanisms to address this threat at the cross-border level in a human-rights-compliant and gender-responsive manner. Relevant policy makers and senior field officers are consulted to promote the adoption and/or operationalization of relevant mechanisms and tools.

Activity 2.2.1 Undertake cross-border scoping missions to interact with key stakeholders and relevant agencies involved in countering terrorism and organized crime to take stock of the existing capacities, and capacity building needs, and enhance their understanding of the phenomenon;

Activity 2.2.2. Provide technical support to policy makers and field officers on cross-border inter-agency coordination mechanisms to facilitate cooperation between intelligence, law enforcement and criminal justice actors on counterterrorism and organized crime including developing standards operating procedures, ia through the *Comités Départementaux de Securite* (Departmental Committees on Security) and the *Cellules Civilo-Militaires* (Civil-Military Committees). The activity will integrate the legal training curriculums developed by UNODC on Counter-Terrorism in the International Law Context, which also includes modules on human rights and on criminal justice responses to terrorism and the international law framework against organized crime⁴, and on Gender dimensions to the criminal justice response to terrorism;

Output: 2.2. Increased national and cross-border expertise on the nexus between terrorism and transnational organized crime. The capacities of criminal justice actors and border officials deployed in the targeted border areas will be enhanced in the detection, investigation, prosecution and adjudication of related cases in a sustainable, human rights-compliant manner and gender-responsive manner.

Activity 2.2.1. Establish a pool of criminal justice officials with enhanced knowledge and skills on effectively addressing links between terrorism and transnational organized crime through a training of trainers program for investigators, intelligence officers, border officers, forest guards and customs to conduct proactive human rights-compliant and gender-sensitive investigations of cases involving links between terrorism and organized crime, and engage more effectively in cross-border cooperation;

Activity 2.2.2. Multilateral training to raise awareness and strengthen the capacity of actors to detect trafficking of improvised explosive devices' components, including dual-use goods.

Outcome 3: terrorism and violent extremism are prevented and combated by strengthening community security and socio-economic resilience

This result will make it possible to respond to the triple challenge of preventing terrorism and violent extremism, namely : strengthening safe, meaningful and voluntary collaboration based on trust between defense and security forces (FDS) and communities, while avoiding their instrumentalization, with a view not only to improving community security and social cohesion, but above all to facilitating the free movement of people and goods across borders; strengthening the socio-economic resilience of target communities through the provision of means of subsistence and the development of income-generating activities, in order to prevent them from becoming dependent on violent extremist groups that prey on their vulnerabilities; and finally, facilitating access to administrative and identity documents.

It comprises two complementary and interdependent products.

Output 3. 1: Strengthen collaborative mechanisms between SDF and communities to prevent terrorism and violent extremism in border areas in the long term.

This product will help strengthen social cohesion and community security through better communication and enhanced trust between the FDS and communities, while avoiding their instrumentalization, and a more active presence of the FDS near communities and on the move to prevent attacks on communities. The idea is to demonstrate that the State is ensuring the security of its population.

Activity 3.1.1. Strengthen the operational capacities of border posts (rolling stock, office automation and computer equipment) to guarantee the free movement of people and goods and prevent all forms of incursions;

Activity 3.1.2: Rehabilitation/ equipment of basic infrastructure (school, health centre, water supply) in border areas by military engineers to make it truly operational and meet the expectations of communities. For each target area, infrastructure will be identified in a participatory manner with communities and local authorities so that it meets their needs and contributes to their resilience

Activity 3.1.3: Strengthen the capacity of SDFs and local authorities on human rights-related conflict prevention and management techniques. The aim of this activity is to address the human rights challenges raised by conflicts in communities, particularly those related to the relationship between communities and law enforcement, law enforcement control and patrol activities, and the management of land conflicts or other conflicts. This will facilitate the understanding of human rights issues in the relationship between the various local actors with a view to preventing these conflicts but also facilitating the implementation of human rights issues in the relationship between the various local actors with a view to

⁴ UNODC Legal Training Curriculum on "[Counter-Terrorism in the International Law Context](#)"

preventing these conflicts but also facilitating management that respects the rights of all parties; This helps to strengthen social cohesion within communities.

Output 3.2: Strengthen the socio-economic resilience of cross-border communities and facilitate their access to administrative documents and socio-economic opportunities as a means of preventing terrorism and violent extremism.

This second output will strengthen the resilience of communities through the development of value chains and income-generating activities, to give impetus to a new dynamic of community development. This will be reinforced by facilitating access to administrative documents in order to enable communities to develop community and cross-border trade in complete freedom and security, which would be a key factor in combating potential vulnerabilities that violent extremist groups may exploit.

Activity 3.2.1: Facilitate the digitalisation of administrative document issuance processes to cross-border communities. The current issuance process imposes a lot of phase with a number of documents to be provided and administrative services to be involved. However, the digitization of the process can reduce this cumbersomeness and facilitate the time and efficiency of this procedure to allow a large number of people to benefit from it

Activity 3.2.2: Establish value chains of local products in border areas: The majority of the communities in the border areas are agricultural and grow important products such as shea, cassava, yam and maize, which must be developed with the value chains in order to increase production and marketing capacities to improve their living conditions

Activity 3.2.3: Support the training of 1000 young people in new trades as part of the Second Chance School. Identification in a participatory and inclusive manner with local actors will make it possible to determine the criteria and then select the beneficiaries by disaggregation by sex and by area, then by field and age if possible

Immediate outcome: Increased awareness and understanding of the nexus between organized crime and terrorism as well as offences related to the financing of terrorism in remote border areas. Initiation of the establishment of a collaboration framework between law enforcement and border security agencies at the national and cross-border level, as well as a dialogue and trust framework between law enforcement and border communities.

Intermediate outcome: Significantly improved capabilities for law enforcement and border security agencies to detect, disrupt and investigate terrorism cases, including those linked to foreign terrorist fighters and trafficking of illegal commodities and development of harmonized standard practice for law enforcement and criminal justice officials in the investigation and prosecution of terrorism- and organized crime-related cases in remote border areas. Regular inter-agency information sharing including at the cross-border level and improved cooperation between law enforcement and relevant border security agencies at the central, and local levels. Specific legal competencies and skills of national officials will be developed with a view to strengthen compliance with international Human Rights and Refugee Law.

Ultimate outcome: Effective surveillance and monitoring of remote border areas through a broad and consistent presence of trained law enforcement and border security agents. Regular meetings between members of the border communities and law enforcement agents to exchange information and maintain confidence and good relationships. Conduct of joint cross-border operations between Côte d'Ivoire and its neighboring countries to keep borders secure and limit illicit trafficking and undetected movements of individuals. Increased number of community-based initiatives to address conditions conducive to radicalization to violence including by providing socio-economic opportunities to women and youth.

Overview of Timeline and sequencing of activities (tentative)

Timeline and sequencing of activities												
Activities	2024				2025				2026			
	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4
1.1.1												
1.1.2												
1.2.1												
1.2.2												
2.1.1												
2.1.2												
2.2.1												
2.2.2												
3.1.1												
3.1.2												
3.1.3												
3.2.1												
3.2.2												
3.2.3												

3. Delivery: Describe and justify the proposed implementation arrangements including the role that national entities, local partner and community-based organizations will play (as relevant). Particularly highlight how you will work with the UN Resident Coordinator and other UN system entities under common UN system-wide frameworks or approaches. What strategic value does each partner bring to the project?

Based on their mandates, the implementation of specific activities will be entrusted to project coordinators from UNODC and UNDP.

The United Nations Office on Drugs and Crime (UNODC)

UNODC’s mission is to contribute to global peace and security, human rights, and development by making the world safer from drugs, crime, corruption, and terrorism. The organization works for and with Member States to promote justice and the rule of law and build resilient societies that leave no one behind. UNODC’s Strategic Vision for Africa 2030 outlines its mission to provide more safety to Africa’s people, governments and institutions from drugs, crime, corruption, terrorism and illicit financial flows. The Vision 2030 seeks to strengthen crime prevention, enhance justice, address organized crime, ensure a balanced response to drugs, improve the rule of law and bolster resilience. Building on decades of partnership and engagement with African countries, UNODC will work within its unique mandate towards these goals with a focus on whole-of-society approaches and inclusion of the most vulnerable and marginalized populations.

With over 20 years of field presence in West Africa, UNODC has developed strong partnerships with several governments in the region, including Côte d’Ivoire. The comprehensive nature of UNODC’s work and its ability to bring together a wide range of criminal justice, law enforcement, and legislative expertise has allowed the organization to develop a unique capacity to support states in countering complex threats, including terrorism and transnational organized crime. Given the nature of this project, lessons learned through the implementation of similar training across the region and support provided to other countries in the development of national counterterrorism strategies, and UNODC’s comprehensive network of practitioners, criminal justice, and law enforcement officials, as well as its joint agreements and cooperation mechanisms with other valuable entities both within and outside the United Nations framework, can be critical factors to efficiently implement this project.

Under various projects, including the support program to the West Africa Working Group of the Global Counter Terrorism Forum (GCTF), UNODC’s Terrorism Prevention Branch has been working with Côte d’Ivoire on preventing and countering the use of IEDs which has led to highlight technical needs in terms of inter-agency and police justice cooperation for the prosecution and adjudication of terrorism cases, awareness raising among law enforcement and border populations on the dangers of the use of IED’s and collection of evidence in crises zones. Côte d’Ivoire is also exposed to the risk of terrorist groups financing themselves via the informal economy in its border regions, thus requiring raising awareness with a broad range of stakeholders and capacity building on intelligence collection to identify the illicit financial

flows that help fund terrorist organizations. Field visits conducted in the North of the country highlighted the main gaps this project aims to address.

In 2022, the UNODC Regional Office for West and Central Africa strengthened its presence in Côte d'Ivoire by opening a program office in the country (POCIV). In addition, a "Regional Hub against Transnational Organized Crime" project was established in Abidjan with the ambition of making the country a regional hub knowledge accelerator in the fight against illicit trafficking and transnational organized crime and building a network of trusted criminal justice system practitioners to investigate, prosecute and adjudicate transnational organized crime cases in West and Central Africa.

The project will also benefit from UNODC's role as one of the four implementing partners of the Integrated Border Stability Mechanism (IBSM) launched in September 2023.

The United Nations Development Programme (UNDP)

With a presence in more than 170 countries, UNDP is a leading multilateral development organization working to eradicate poverty and reduce inequality and exclusion. We help countries develop policies, build leadership and partnership skills, strengthen institutional capacity and share solutions to issues of sustainable development, democratic governance, climate & adaptation and crisis response, including those related to violent extremism.

UNDP is one of the UN agencies with extensive experience in stabilizing communities affected by the actions of terrorist and violent extremist groups in Afghanistan, Iraq, the Lake Chad Basin, the Sahel, etc.

UNDP is one of the oldest development partners of Cote d'Ivoire and supports the country in most of its strategic documents including the National Development Plan, the latest of which ends in 2025 and contains a focus on strengthening inclusion, national solidarity and social action as well as democratic governance.

The UNDP, within the framework of the UNS, has contributed to the development of the joint Resilience program, which supports the government of Cote d'Ivoire in strengthening the resilience of the population, especially in the northern areas. The UNDP contributes through its various projects to the implementation of the Government's social program phase 2, whose axis 1 focuses on the fight against fragility in the North of the country.

It is within this framework that the project Engagement of youth and women for stability, peacebuilding and conflict prevention in the North has been in place since 2022 with the objective of preventing violent extremism.

UNDP participated in the youth working group that supported the government in developing the government's youth program 2023-2025 adopted in March 2022, which should help meet the expectations of young people in Cote d'Ivoire.

UNDP supported the development and adoption of the National Strategy for Reconciliation and Social Cohesion, which will strengthen stability and peace in the country.

The entities will coordinate with the UN Resident Coordinator on activities implemented to ensure complementary of actions and avoid duplication with other UN agencies projects. Regular exchanges will ensure that other initiatives do not overlap with the activities of this project. At the national level the implementing partners will engage with Prosecutors and judges including those from the northern regions, the Counterterrorism Operational Intelligence Center (CROAT), the International Counterterrorism Academy (AILCT), the Territorial Gendarmerie, the Intervention Unit of the National Gendarmerie, the Directorate of Criminal Police, the technical and scientific police, the Ivorian Customs, the National Border Commission of Côte d'Ivoire, the national security council, the Special Investigation, Instruction and Counter Terrorism Unit, the Counterterrorism Brigade and the National Financial Intelligence Unit (CENTIF) and border officials across border. Local authorities and community leaders will also be engaged.

In the development and implementation of capacity building activities the implementing partners will seek cooperation and promote the model and work of the CROAT.

4. Sustainability: Describe how the investment leads to benefits and partnerships that will last beyond the duration of the investment. Ensure that a definition and strategy for sustainability is clearly articulated in the design.

This project has been designed to support community development activity through the prevention and fight against terrorism and violent extremism in northern Cote d'Ivoire. Although aimed at funding in a specific timeframe, the project was designed with the long-term desire to build a sustainable culture of prevention of terrorism and violent extremism and a culture of peace in mind. With this in mind, the project devotes substantial resources to meaningful civic education and engagement activities to rebuild its social contract and move towards sustainable peacebuilding.

It is also for this reason that the project is committed to strengthening the institutional and operational capacities of local authorities and the defense and security forces as bodies with the knowledge and ability to continue working with communities in a manner that is meaningful, safe, voluntary, based on trust as well as addresses the needs and upholds the rights of these communities .

The progress made under this project will enable governmental entities, community leaders and civil society organizations capacities to effectively cooperate in order to strengthen security in the targeted border areas, as well as stability for sustainable development in respect of Human Rights and the Rule Law.

To ensure sustainability, the implementing entities will assist the competent national agencies in developing a strategic framework and tools, which will lead to institutionalizing the targeted development. In addition, they will work with the beneficiary agencies on selecting participants with certain qualifications and assignments, in order to be able to benefit from the training and will tailor the knowledge and skills provided through the training to their needs and challenges, which will guarantee the usage of these skills in their daily routine and after the life cycle of the project.

Discussion will be engaged with national counter parts as to ensure the sustainability and institutionalization of the trainings that will be provided. Propositions will comprise include the development of specific training modules and standard operating procedures (SOPs), training of trainers programs and the inclusions of the programs developed for capacity building activities in the curriculums of the schools and academies national justice and security actors are trained.

5. Human Rights: How are human rights integrated into project design, delivery, monitoring and evaluation?

- ✓ Does the initiative incorporate a human rights risk and opportunity assessment and measures to respond to its findings?
- ✓ Does the initiative address potential impact on persons or groups who may be marginalized or discriminated against, such as women, members of ethnic, religious, racial, sexual, and other minorities as well as groups and persons in vulnerable situations, such as refugees and asylum-seekers or persons affected by armed conflict and other types of violence?
- ✓ Does the initiative respond to relevant analyses and recommendations by UN human rights mechanisms?
- ✓ Does the initiative include activities that fall within the scope of the UN Human Rights Due Diligence Policy? If so, how will the initiative ensure that a risk assessment will be conducted and mitigation measures undertaken, as needed, in line with the requirements of the Policy?

The implementing entities acknowledge that effective counterterrorism and the protection of Human Rights are not conflicting goals, but complementary and mutually reinforcing as highlighted by several UN Security Council and General Assembly resolutions. Human Rights dimensions will be duly integrated in the technical assistance provided. As UN entities, they apply the UN-wide Human Rights Due Diligence Policy in addition to the UNODC Guidance Note on Human Rights, both of which require human rights risk assessment and the adoption of mitigating measures. In cooperation with the Office of the High Commissioner for Human Rights, UNODC developed a training module on Human Rights and Criminal Justice responses to terrorism which supports the mainstreaming of Human Rights standards into all aspects of its counterterrorism related legislative assistance and capacity building work.

In its 8th review of the Global Counter Terrorism Strategy the General Assembly of the United Nations stressed the importance for counter terrorism efforts to be in conformity with the rule of law and international law. When these laws are neglected the efforts betray the values that they seek to uphold and may also further fuel terrorism and violent extremism that can be conducive to terrorism. The General Assembly also calls for the engagement of Civil Society Organizations in efforts to enhance the implementation of the Strategy and for Member States to highlight the important role of women in countering terrorism and violent extremism as and when conducive to terrorism. Furthermore the 8th review emphasizes on the importance of developing and maintaining effective, fair, humane and accountable criminal justice systems and providing fair trial guarantees, access to justice and accountability in accordance with their national law and in compliance with International Law⁵. The International Convention against transnational organized crime also contains several express references to the need to safeguard human rights in its implementation States need to refer too⁶. The implementers of this project will support Côte D'Ivoire in fulfilling its human rights obligations.

⁵ [8th review of the Global Counter Terrorism Strategy](#)

⁶ [The United Nations Convention against Transnational Organized Crime](#)

The criminal justice responses to terrorism in West Africa raise a number of human rights challenges, such as arbitrary and unlawful arrest, lengthy pre-trial detention. By providing capacity building activities to ensure the effective and human rights-compliant investigation, prosecution and adjudication of terrorism cases, including those linked to transnational organized crime, the implementers intend to address such type of challenges. UNDP, in collaboration with the National Security Council of Cote d'Ivoire and with the support of other partners, has initiated a process to draw up a national strategy for preventing and combating terrorism, which will provide a solid legal, social and economic basis for action to address the various challenges associated with terrorism and terrorism against humanity.

Training activities for law enforcement and judicial actors to strengthen their capacity to investigate and prosecute terrorism cases and related offenses will include a Human Right's component, tailored to the needs of the activity and the specific techniques that will be discussed to ensure that the taught techniques will be used in a way that respects Human Rights norms. The same approach will be taken with regard to the support provided to policy makers. The implementers will promote and ensure that the provisions to be taken are in full compliance with the Rule of Law and International Law.

UNODC's Human Rights specialist, based in Vienna and used to working with the Counter-Terrorism team in ROSEN, will oversee designing the Human Rights component of those activities. The implementers will also involve experts from the Cote d'Ivoire National Human Rights Commission in the designing and implementation of activities and build on their available resources in order to equip Côte d'Ivoire with the tools necessary to use legal means to address terrorist threats and terrorist acts, thus reducing the temptation to use extrajudicial ways to deal with the issue.

With regard to the activities on the use of biometric data the project will comply with the United Nations Security Council resolution 2396 which requires States to develop and implement systems to collect biometric data, which could include fingerprints, photographs, facial recognition, and other relevant identifying biometric data, in order to responsibly and properly identify terrorists, including foreign terrorist fighters. The resolution also encourages States to share such information to be used by all relevant national authorities with full respect for human rights and fundamental freedoms for the purpose of preventing, detecting and investigating terrorist offenses and related travel⁷.

However, considering the high risk associated with the use of biometric tools, due to the sensitive character of biometric data and the potential risk for exploitation and abuse, the implementers will take into account the concerns and recommendations made by the Special Rapporteur on the promotion and protection of Human Rights and fundamental freedoms while countering terrorism, and contribute to strengthening compliance with international human rights obligations in order to ensure that ways in which biometric data are developed and used reinforce human rights protections and the rule of law as opposed to undermining these fundamental values. In this context when developing activities related to the use of biometrics, the implementers will assess the relevant domestic legal framework and its capacity to address the challenges and opportunities presented by the use of biometric tool and data in line with international human rights norms and standards, including the available safeguards for privacy and data protection.

The implementers will integrate the recommendations from the report of the Special Rapporteur on the promotion and protection of Human Rights and fundamental freedoms while countering terrorism with regard to capacity-building and technical assistance⁸, including recommendation 51 on ensuring the full application of international law and avoid undermining it directly or indirectly through capacity-building and technical assistance; recommendation 52 on ensuring the full application of the human rights due diligence policy on United Nations support to non-United Nations security forces as a mandatory requirement for capacity building and technical assistance to non-United Nations security forces while engaging the relevant Resident Coordinators in this essential oversight; and recommendation 57 on meaningfully engaging civil society and effected communities to fully understand the risks, needs and impact of initiatives at the sub-regional and local levels and ensure civilian oversight of the security sector and counter-terrorism efforts as essential to effective human-rights compliant and sustained counter terrorism efforts.

The implementers will also aim at addressing the inter-community tensions that can be noted in certain remote border areas vulnerable to terrorism threat and which result in the stigmatization of ethnic groups systematically accused of being terrorists. The discriminatory use of law enforcement powers in counterterrorism efforts, particularly where persons are considered "suspects" for the sole reason of belonging to certain ethnic or religious communities, not only violates human rights, it also risks having a severe negative impact on the prevention and investigation of terrorist offenses. In a report on "profiling" practices, the Special Rapporteur on Human Rights and counterterrorism describes how terrorist-profiling

⁷ [United Nations Security Council resolution 2396, 2017, S/RES/2396](#)

⁸ Report of the Special Rapporteur on the promotion and protection of human rights and fundamental freedoms while countering terrorism, Fionnuala Ní Aoláin : Advancing human rights through the mainstreaming of human rights in counter-terrorism capacity-building and technical assistance at the national, regional and global levels, [A/76/261, 2021](#)

practices which single out persons for enhanced law enforcement attention simply because of their belonging to a certain group take a profound emotional toll and stigmatize the entire group as a suspect community⁹.

The implementers will aim the below mentioned targets while conducting the project:

- a. Inclusion of a human rights approach in the development and provision of training activities for law enforcement and judicial actors to strengthen their capacity to investigate and prosecute terrorism cases and related offenses
 - a.1 Promote the need to ensure that information collection, exchange and analysis is governed by human rights standards
 - a.2 Make joint investigation, inquiring, and information exchange arrangements conditional on adherence to human rights norms and standards in international regional and/or domestic law
 - a.3 Promote human rights-based rules of admissibility of evidence obtained through cooperative arrangement
 - a.4 Promote the need for a multidisciplinary dialogue including State, local border authorities and communities and non-State actors to strengthen common understanding of challenges regarding mainstreaming gender and human rights
 - a.5 Raise awareness on the dangers of terrorist profiling practices among law enforcement and communities
- b. Promote the responsible and proper use of biometric data in full respect for human rights and fundamental freedoms
 - b.1 Conduct of a human rights risk assessment to examine implications on the rights to privacy of data
 - b.2 Promote the need to ensure that conditions governing restrictions of human rights must be met at every stage of data usage when States collect, retain, process, and share biometric data
 - b.3 Assess the targeted States capacity to demonstrate that the biometric data collection systems used are necessary and proportionate to achieving a legitimate aim and promote the need to take necessary and adequate measures to safeguard the security of biometric systems and databases
- b.4 Only encourage the sharing of biometric data with State across borders when such actions are governed by a sufficiently accessible and foreseeable domestic legal basis that provides adequate human rights safeguards against abuse

6. Gender Equality and the Empowerment of Women: How are gender considerations (men, women, gender roles, including violent masculinities) integrated into the project design and delivery?

- ✓ Does the project consider potential differential impacts of both terrorism and counter-terrorism on women and men (taking into account intersectional identity factors such as nationality, age, belief, sexual orientation, race, ethnicity, geographic origin, ability, socio-economic status, and other identity factors, and combinations thereof), women's organizations and broader civil society?
- ✓ What are the barriers to participation by women/girls, social and cultural constraints, and disabling environments, and what will be your mitigation measures to limit these risks?
- ✓ Were women, women's organizations and civil society working on gender equality and intersectional factors consulted during the design of the project?
- ✓ Does the project align with national policies and action plans related to gender and CT/PCVE (e.g. National Action Plan on Women, Peace and Security?)

The project acknowledges that in times of conflict and crisis, women are disproportionately affected by the increase in gender-based violence, but also by economic and political exclusion. However, they are also agents of change and risk their lives as community leaders, heads of households, peacemakers and mediators of conflicts. The project will hence address the issue beyond the security and military response and look more closely at the role that women can play to strengthen the resilience of communities and avoid a deterioration of the already fragile security context, while avoiding their instrumentalization. One of the answers lies in the implementation of the "Women, Peace and Security" agenda through the

⁹ [Report of the Special Rapporteur on the promotion and protection of human rights and fundamental freedoms while countering terrorism, Martin Scheinin, A/HRC/4/26](#)

effective implementation of national action plans, in accordance with the principles set out at the international level, in particular through UN Security Council Resolution 1325, which urges member states to take special measures to protect women and girls from acts of violence during conflicts and to ensure their representation in decision-making, in institutions and mechanisms for the prevention, management and resolution of disputes, as well as adopting gender-responsive approach to counter-terrorism, as called for in the 8th review of the Global Counter-Terrorism Strategy.

Advancing gender equality and mainstreaming a gender perspective in global counter terrorism and transnational organized crime, and related criminal justice responses is increasingly recognized as a key success factor for the development of more effective policies, as well as efforts for international peace and security. The shortage of gender diversity in the security and defense forces operations, affect strategies, performance, efficiency and most importantly, the capacity to understand and respond to the needs of communities. For this reason, in 2023 the UNDP commissioned a gender analysis as part of the fight against fragility in the north of Côte d'Ivoire, the relevant results of which in a way inspired this project proposal.

This creates a communication and protection gap, which also hinders community engagement in counter terrorism and efforts to prevent transnational organized crime. Moreover, the integration of a gender perspective in the prevention, investigation, prosecution, and adjudication of related criminal cases is key to strengthen both the effectiveness of the criminal justice system as well as the respect for women's rights during criminal proceedings. The use of gender-sensitive procedures during the investigation and prosecution phases increases the human rights compliance of the criminal justice systems by strengthening for instance their capacity to respond to specific needs of women victims, witnesses, and perpetrators¹⁰.

When addressing the nexus between terrorism and transnational organized crime¹¹, the project acknowledges that organized crime, including the illicit trafficking in drugs, persons, and firearms smuggling of migrants, wildlife crime and illicit financials flows, fuels violence, corruption, and income inequality. This inhibits legitimate social and economic activity, poses a serious threat to public health and international peace and security, and undermines gender equality and women's empowerment.

Although gender responsive policies progressed in security processes including several areas of law enforcement and judiciary, much work remains to be done, including in Côte d'Ivoire and this project aims at contributing to it. Côte d'Ivoire is at its second national action plan for the implementation of United Nations Security Council Resolution 1325 on Women, Peace, and Security¹² (NAP R1325). The main objective of this action plan is to improve the role and position of women in the peace and security architecture in Côte d'Ivoire by strengthening promotion and protection mechanisms for women and children in conflict and post-conflict situations. Under the first strategic area of the NAP R1325 which focuses on the prevention of conflict and violent against women and children in post conflict situations, Côte d'Ivoire also committed to Women and Girls participating in counter violent extremism and radicalization efforts.

In addition to the NAP R1325 Côte d' Ivoire showed a firm commitment to taking political, legislative, and administrative measures to promote gender equality. At the national level these measures include among others the principle of equality between men and women protected by the Constitution, the adoption of a national policy document on equal opportunities, equity, and gender (2009). At the international and regional level, Côte d'Ivoire has accepted or ratified international legal instruments in favor of women, including the Universal Declaration of Human Rights, the Convention on the Elimination of all forms of discrimination against Women (1995) and the Protocol to the African Charter. On Human and People's Rights in relation to the Rights of Women (2003). The implementers will build on and support these national efforts by promoting gender mainstreaming throughout the project.

By aiming at strengthening the national frameworks against terrorism and its nexus with transnational organized crime in a gender sensitive manner, the project directly targets Sustainable Development Goals 16 and 5. It will promote and strengthen a functional criminal justice regime against terrorism and transnational organized crime in accordance with the rule of law (SDG 16) and aims at mainstreaming gender perspectives, achieving gender equality and empowerment of women, eliminating discrimination and strengthening respect for women's rights during the investigation, prosecution, and adjudication of such cases (SDG 5), with a focus on remote vulnerable border areas of Côte d'Ivoire where women are particularly vulnerable to these threats. When developing the project's activities including workshops and trainings the implementers will refer to the below targets and indicators:

- c. Collection and analysis of gender-disaggregated data

¹⁰ [Handbook on Gender dimensions of criminal justice responses to terrorism, UNODC, 2019](#)

¹¹ [Toolkit on mainstreaming Gender and Human Rights in the implementation of the United Nations convention against transnational organized crime, UNODC, 2023](#)

¹² [Côte d'Ivoire second National Action Plan \(2019-2023\) for the implementation of United Nations Security Council Resolution 1325 on Women, Peace, and Security](#)

c.1 Collect and analyze data regarding the proportion of female officers in justice, defense and security units in border areas

c.2 Incorporate gender-sensitive questions in the end of activity questionnaires

c.3 Encourage full, equal and meaningful participation of women in all training activities.

d. Promotion of the inclusion of a gender sensitive approach to investigations and prosecutions

d.1. Mainstreaming gender perspective into training materials, including based on the Handbook on Gender Dimensions of criminal justice responses to terrorism¹³

d.2 Inclusion in the trainings differentiated aspects faced by women and men

d.3 Advocacy for the advancement of gender parity and awareness raising among security agencies regarding the importance of adopting gender-responsive approach: assess the changing attitudes among security and justice actors about gender roles between the start and end of the project

7.a International humanitarian law: How are considerations related to international humanitarian law, if applicable, incorporated in the initiative?

7.b International refugee law: How are considerations related to international refugee law, if applicable, incorporated in the initiative?

The project will take place in a context where Cote d'Ivoire is currently hosting more than 35,000 refugees in 2 regions north of its border. In this context, the project will promote respect international refugee law and develop and conduct technical assistance activities in line with this body of law, taking also into account the provisions and mechanisms adopted at national level by the government and its partners, so that the specific needs of refugees are considered, while ensuring that this does not negatively impact social cohesion with the host communities, the main targets of this project.

The technical assistance and capacity building will integrate the UNODC Legal Training Module on Counterterrorism in the International Law context¹⁴, which includes specific elements on international refugee law, migration and counterterrorism, and which target audiences include law enforcement officials, defense and security forces, policy makers, government officials (in particular the ministries of foreign affairs, justice and interior) and criminal defense lawyers.

Considering the growing number of people coming from Burkina Faso that have been crossing the border into Cote d'Ivoire since the beginning of 2023, relevant aspects of international refugee law will also be incorporated by the implementers into support to agencies for whom it is relevant.

In this context the implementers aim to ensure and promote that international counterterrorism obligations concerning cross-border movement of people, including through Security Council Resolution 1373, measures with regard to Foreign Terrorist Fighters and data related measures including international refugee law, comply with a State's international law obligation¹⁵.

8. Value for Money: How will the proposed activities and selected delivery approach, including selection and relative costs of implementation partners, represent value for money?

Procurement of venues for training, catering and interpretation services will be subject to a competitive procurement process, sending calls for tenders to at least three vendors. Activities will be planned in advance, reducing an unexpected rise in costs. Unit costs (e.g., for travel, consultants, equipment, etc.) will be comparable to those used in similar interventions, based on UNODC and UNDP experience in the country (past estimates/invoices for the agencies' various activities). The proposed budget will be commensurate with the expected results of the project and the scope of the project (e.g., number, size and remoteness of geographic areas and number of proposed direct and indirect beneficiaries). The percentage of staff and operating costs of the recipient UN agency and any implementing partners will be clearly visible and reasonable for the context.

Project implementation staff will mainly be located in the field, specifically in the target areas identified by the project, which will reduce travel costs and expenses. The objective of this approach being to invest in the country's resources, to

¹³ [UNODC Handbook on Gender Dimensions to criminal justice responses to terrorism](#)

¹⁴ [UNODC Legal training module on counterterrorism in the international law context, 2021](#)

¹⁵ Security Council Resolutions 1373 (2001), 2178 (2014), 2396 (2017), the 2018 Addendum to the Madrid Guiding Principles

rely on local expertise with a good knowledge of the terrain (languages, communities, cultures, etc.), and thus to have better access to remote areas. International staff, mostly located in the capitals and in Abidjan and responsible for coordination, financial and administrative management, and providing thematic expertise, will support Field staff remotely, using videoconference technology. When necessary, depending on the nature of the activity, the type of expertise required and the understanding of the local context, the composition of experts for an activity might rely on international experts. In these cases, experts from the region or from other countries that have developed significant experience in the questions covered during the activity will be primarily selected.

UNDP and UNODC procurement policy is transparent, competitive and adapted to each service requested in any country. It is this policy, articulated in the organizations' procedures manuals and based on the principle of best value for money and supplier expertise, that will be applied and implemented by the UNDP and UNODC procurement teams.

9. Financing and resourcing: Provide a summary budget here and a detailed excel-based budget with annual allocations and breakdowns by components

	UNDP budget per year	UNODC budget per year	Overall budget per year	Total budget for 3 years
Staff Cost	\$120.000,00	\$213.333,12	\$333.333,12	\$999.999,36
Consultant fees	\$25.174,00	\$63.333,27	\$88.507,27	\$265.521,81
Travel	\$11.567,00	\$82.433,25	\$94.000,25	\$282.000,75
Contractual Services	\$27.250,00	\$323.333,01	\$350.583,01	\$1.051.749,03
Operating Expenses	\$43.343,00	\$45.333,29	\$88.676,29	\$266.028,87
Equipment and Furniture	\$193.333,00	\$23.333,31	\$216.666,31	\$649.998,93
Transfer and Grants				\$-
Programme Support Cost	\$49.333,00	\$112.233,22	\$161.566,22	\$484.698,66
Total	\$ 470.000	\$863.332,47	\$1.333.332,47	\$3.999.997,41

10. Monitoring and Evaluation: How will project results be monitored and independently evaluated? Describe the type(s) of evaluations that will be utilized to ensure the project is delivering on desired results and demonstrate accountability and learning. . Outline proposed reporting timeframes.

Monitoring activity	Planned action	Partners	Cost
Monitor progress toward outcomes	Develop a matrix based on a gender and human rights perspective in collaboration with all stakeholders Perception surveys, testing and community monitoring activities highlighting gender and human rights issues (see RF)	UNODC/UNDP and Implementing Partners	
Project Quality Insurance	Project management examines and takes into account the strengths and weaknesses, including gender and human rights aspects, of the project in order to inform its decisions and improve project performance.	UNODC/ UNDP	
Review and take corrective action	Data on performance, risk, lessons learned, and quality are reviewed including gender and human rights aspects by the steering committee and used to take corrective action.	UNODC/ UNDP and Implementing Partners	

Project Report		Project team UNODC/UNDP	
Project review (Steering Committee)	The steering committee should review any concerns about the quality and slow progress of the project and management actions including gender and human rights approach should be taken to address the issues identified.	UNODC/UNDP and Implementing Partners	
Evaluation	Lessons learned and good practices including gender and human rights are documented and used to inform future actions of a similar nature or the continuation of the project.	UNODC/UNDP	

Annex 1 – Logical Framework

	Project Summary	Indicator	Baseline	Target	Means of Verification	Risks
Goal	Strengthen Côte d'Ivoire's border security policies and mechanisms while seeking cooperation with northern neighboring countries to prevent and counter terrorism and its links to transnational organized crime					
Outcome 1	Improved border security through strengthened capacities of criminal justice officials to prevent, detect, investigate, prosecute and adjudicate instances of terrorism, and related acts of organized criminality					
Output 1.1	Strengthened cooperation and coordination both at the national and cross borders levels between counter terrorism and transnational organized crime actors in support of the information collection, analysis and sharing process in the detection and investigation of related offenses					
Activity 1.1.1	Increase domestic coordination, by connecting decentralized security apparatus with specialized agencies in charge of countering terrorism and related acts of organized crime	<ul style="list-style-type: none"> - Number of trainings involving decentralized security apparatus with specialized agencies in charge of countering terrorism and related acts of organized crime. - Number of trainers and trainees disaggregated by sex and other characteristics required for meaningful gender analysis (e.g., position in the organization) - The number or percentage of case studies/training modules where gender has been explicitly mainstreamed. 	10	30	Reports from counterparts and key informant interview reports; agendas, attendance lists, activity reports, evaluation questionnaires.	Inadequate profile of the participants designated to attend the training or lack of involvement of key services in the security apparatus both at the central and decentralized levels. Mitigation measures: constant engagement with national counterparts and clear and thorough description of the profile requested according the objectives of the activity in the requests for nominations
Activity 1.1.2	Facilitate coordination of border surveillance activities with neighbouring States in alignment with national legislation and relevant international law norms and standards, based on existing cooperation tools to support the organization of joint and coordinated cross-border patrols, as well as joint multi-agency and interdisciplinary operation exercises	<ul style="list-style-type: none"> - Number of joint operational trainings on the preparation and conduct of joint cross border patrols and joint multi-agency and interdisciplinary operation exercises. - Number of trainers and trainees disaggregated by sex and other characteristics required for meaningful gender analysis (e.g., position in the organization) - Number or percentage of reports, publications shared with project beneficiaries and workshop proceedings that reflect the differential impact of terrorism and counter-terrorism responses on women and men - The number or percentage of case studies/training modules where gender has been explicitly mainstreamed. 	10	20	Reports from counterparts and key informant interview reports; agendas, attendance lists, activity reports, evaluation questionnaires.	Lack of buy-in from beneficiaries, including on the side of the northern countries bordering Cote d'Ivoire.. Mitigation measures: conduct of regular consultations with national counterparts, including local partners in the targeted border areas and involvement of national counterpart in the development of the activities' concepts and agendas.
Output 1.2	Strengthened capacities of border officials to address the threats of terrorism and transnational organized crime as they manifest in remote border areas with a specific focus on the prevention, detection and investigation of illicit cross border movements. It will address the challenges observed by defense and security actors due the porous nature of Cote d'Ivoire's northern borders and the need to monitor the circulation of people of goods					
Activity 1.2.2	Counter documentary fraud and sharing of biometric data as part of counter-terrorism cooperation and information-sharing measures, while ensuring the effective implementation of adequate privacy and data protection safeguards, specific focus on gendered approach, and in line with conditions established under human rights law at the international, regional, and domestic levels	<ul style="list-style-type: none"> - Number of trainings on counter documentary fraud and sharing of biometric data. - Number of trainers and trainees disaggregated by sex and other characteristics required for meaningful gender analysis (e.g., position in the organization) - The number or percentage of case studies/training modules where gender has been explicitly mainstreamed. 	10	25	Reports from counterparts and key informant interview reports; agendas, attendance lists, activity reports, evaluation questionnaires.	Inadequate privacy and data protection safeguards, and limited measures at the domestic and sub-regional levels to guarantee the safe collection and sharing of biometric data in respect of human rights and the rule of law. Mitigation measures: conduct of a thorough assessment of the national frameworks and adjustment of the scope of the activity when human rights and rule of law requirements are not met. The later will involve de implementation of activities promoting a human rights-based approach for de development or strengthening of national and sub regional policies related to the collection and sharing biometric data
Activity 1.2.2	Increased effective surveillance of remote border areas and border zones adjacent to official points of entry to prevent persons from bypassing official border control posts in order to avoid checks, smuggle commodities, infiltrate to conduct a terrorist attack, or attempt to enter or leave the national territory illegally	<ul style="list-style-type: none"> - Number of national and cross-border operational trainings on mapping of entry points and optimization and operationalization border surveillance strategies and information sharing mechanisms with relevant actors. - Number of trainers and trainees disaggregated by sex and other characteristics required for meaningful gender analysis (e.g., position in the organization) - Number or percentage of reports, publications shared with project beneficiaries and workshop proceedings that reflect the differential impact of terrorism and counter-terrorism responses on women and men - The number or percentage of case studies/training modules where gender has been explicitly mainstreamed. 	10	20	Reports from counterparts and key informant interview reports; agendas, attendance lists, activity reports, evaluation questionnaires.	Lack of buy-in from beneficiaries, including on the side of the northern countries bordering Cote d'Ivoire and inadequate designation of participants on the side of national authorities. Mitigation measures: conduct of regular consultations with national counterparts, including local partners in the targeted border areas and involvement of national counterpart in the development of the activities' concepts and agendas. Clear and thorough description of the profile requested according the objectives of the activity in the requests for nominations.
Outcome 2	Increased awareness and understanding of the nexus between terrorism and transnational organized crime, and provide capacity building on policies, procedures, skills and tools to address this nexus					
Output 2.1	Strengthened national operational framework to address the nexus between terrorism and transnational organized crime, and enhanced cooperation and information sharing mechanisms to address this threat at the cross-border level. Relevant policy makers and senior field officers are consulted to promote the adoption and/or operationalization of relevant mechanisms and tools					
Activity 2.1.1	Take stock of the existing capacities, and capacity building needs, and enhance their understanding of the nexus between terrorism and transnational organized crime	<ul style="list-style-type: none"> - Number of scoping missions and trainings on the nexus between terrorism and transnational organized crime in the northern border areas of Cote d'Ivoire. - Number of trainers and trainees disaggregated by sex and other characteristics required for meaningful gender analysis (e.g., position in the organization) 	10	30	Reports from counterparts and key informant interview reports; agendas, attendance lists, activity reports, evaluation questionnaires.	Lack of buy-in from beneficiaries, including on the side of the northern countries bordering Cote d'Ivoire and inadequate designation of participants on the side of national authorities. Mitigation measures: conduct of regular consultations with national counterparts, including local partners in the targeted border areas and involvement of national

		<ul style="list-style-type: none"> - Number or percentage of reports, publications shared with project beneficiaries and workshop proceedings that reflect the differential impact of terrorism and counter-terrorism responses on women and men - The number or percentage of case studies/training modules where gender has been explicitly mainstreamed. 				counterpart in the development of the activities' concepts and agendas. Clear and thorough description of the profile requested according to the objectives of the activity in the requests for nominations.
Activity 2.1.2	Facilitate cooperation between intelligence, law enforcement and criminal justice actors on counterterrorism and organized crime including developing standards operating procedures	<ul style="list-style-type: none"> - Development of standard operating procedures, harmonized at the national and cross border levels (target northern bordering countries). - Number of trainers and trainees disaggregated by sex and other characteristics required for meaningful gender analysis (e.g., position in the organization) - Number or percentage of reports, publications shared with project beneficiaries and workshop proceedings that reflect the differential impact of terrorism and counter-terrorism responses on women and men - The number or percentage of case studies/training modules where gender has been explicitly mainstreamed. 	00	5	Reports from counterparts and key informant interview reports; agendas, attendance lists, activity reports, evaluation questionnaires.	Lack of political will or engagement/support from national counterparts and lack of buy-in from beneficiaries, including on the side of the northern countries bordering Cote d'Ivoire. Mitigation measures: conduct of regular consultations with national counterparts, including local partners in the targeted border areas and involvement of national counterpart in the development of the activities' concepts and agendas.
Output 2.2	Increased national and cross-border expertise on the nexus between terrorism and transnational organized crime. The capacities of criminal justice actors and border officials deployed in the targeted border areas will be enhanced in the detection, investigation, prosecution and adjudication of related cases in a sustainable manner					
Activity 2.2.1	Establish a pool of criminal justice officials with enhanced knowledge and skills on effectively addressing links between terrorism and transnational organized crime	<ul style="list-style-type: none"> - Number of trainers formed on the criminal justice response to the nexus between terrorism and transnational organized crime through sequential trainings. - Number of trainers and trainees disaggregated by sex and other characteristics required for meaningful gender analysis (e.g., position in the organization) - Number or percentage of reports, publications shared with project beneficiaries and workshop proceedings that reflect the differential impact of terrorism and counter-terrorism responses on women and men - The number or percentage of case studies/training modules where gender has been explicitly mainstreamed. 	50	150	Reports from counterparts and key informant interview reports; agendas, attendance lists, activity reports, evaluation questionnaires	Lack of buy-in from beneficiaries, mobility rates of the officers benefiting from the training of trainers programmes Mitigation measures: conduct of regular consultations with national counterparts, including local partners in the targeted border areas and involvement of national counterpart in the development of the activities' concepts and agendas. Identification with national counterparts of key participants in order to ensure the sustainability of the training of trainers programme.
Activity 2.2.2	Raise awareness and strengthen the capacity of actors to detect trafficking of improvised explosive devices' components, including dual-use goods	<ul style="list-style-type: none"> - Number of sequential trainings on the detection of improvised explosive devices component, including dual use goods. - Number of trainers and trainees disaggregated by sex and other characteristics required for meaningful gender analysis (e.g., position in the organization) - Number or percentage of reports, publications shared with project beneficiaries and workshop proceedings that reflect the differential impact of terrorism and counter-terrorism responses on women and men - The number or percentage of case studies/training modules where gender has been explicitly mainstreamed. 	10	20	Reports from counterparts and key informant interview reports; agendas, attendance lists, activity reports, evaluation questionnaires.	Inadequate profile of the participants designated to attend the training or lack of involvement of key services relevant when addressing the issue of improvised explosive devices trafficking. Mitigation measures: Clear and thorough description of the profile requested according to the objectives of the activity in the requests for nominations.
Outcome 3	Terrorism and violent extremism are prevented and combated by strengthening community security and socio-economic resilience in Nord Ivoire Coast					
Outputs 3.1	Strengthen mechanisms for collaboration between SDF and communities to sustainably prevent terrorism and violent extremism in border areas					
Activity 3.1.1	<ul style="list-style-type: none"> - Strengthen the operational capacities of border posts (rolling stock, office automation and computer equipment) to guarantee the free movement of people and goods and prevent all forms of incursions; 	<ul style="list-style-type: none"> - Number of border posts with enhanced operational capacities - The number or percentage of case studies/training modules where gender has been explicitly mainstreamed. 	00	10	Reports from FDS commands / independent evaluation reports / equipment transfer sheets to authorities / equipment delivery slip	<ul style="list-style-type: none"> - Lack of adequacy between the materials acquired and the needs of the beneficiaries Mitigation measure: involve beneficiaries in the choice of materials and the definition of appropriate technical specifications
Activity 3.1.2	<ul style="list-style-type: none"> - Construction/rehabilitation of basic infrastructure (school, health centre, water supply) in border areas by military engineers 	<ul style="list-style-type: none"> - Number of basic community infrastructures (school, health centre, water supply) built and/or rehabilitated - Number of military engineers disaggregated by sex and other characteristics required for meaningful gender analysis (e.g., position in the organization) 	00	10	Project activity reports, Military engineers activity reports	<ul style="list-style-type: none"> - Security situation not allowing construction and/or rehabilitation work- Difficulty in supplying materials due to the accessibility of certain localities, especially in the rainy season Mitigation measure: consider and explore the use of local materials and suppliers to overcome the supply gap
Activity 3.1.3	<ul style="list-style-type: none"> - Strengthen the capacity of SDFs and local authorities on human rights-related conflict prevention and management techniques 	<ul style="list-style-type: none"> - Number of capacity building sessions organized for the benefit of FDS and local authorities - Number of FDS and local authorities with strengthened capacities in the prevention and management of conflicts and human rights - Number of trainers and trainees disaggregated by sex and other characteristics required for meaningful gender analysis (e.g., position in the organization) - Number or percentage of reports, publications shared with project beneficiaries and workshop proceedings that reflect the differential 	05	10	Workshop reports, report from local administrative authorities	<ul style="list-style-type: none"> - Low participation of FDS and local authorities in training sessions Mitigation measure: involve more prefectural authorities and major commands in planning activities
			232	482		

		<p>impact of terrorism and counter-terrorism responses on women and men</p> <ul style="list-style-type: none"> - The number or percentage of case studies/training modules where gender has been explicitly mainstreamed. 				
Output3.2	Strengthen the socio-economic resilience of cross-border communities and facilitate their access to administrative documents and socio-economic opportunities as a means of preventing terrorism and violent extremism					
Activity 3.2.1	<ul style="list-style-type: none"> - Facilitate the digitalization of administrative document issuance processes to cross-border communities 	<ul style="list-style-type: none"> - Number of communities in cross-border areas benefiting from digitalization of the process of issuing administrative documents - Number of trainers and trainees disaggregated by sex and other characteristics required for meaningful gender analysis (e.g., position in the organization) 	00	10	<ul style="list-style-type: none"> - Activity report / Monitoring and evaluation report 	<ul style="list-style-type: none"> - Non-use of the digitalization tools put in place <p>Mitigation measure: Place emphasis on training local stakeholders in the use and maintenance of digitalization tools</p>
Activity 3.2.2	<ul style="list-style-type: none"> - Establish value chains of local products in border areas 	<ul style="list-style-type: none"> - Number of local product value chains established - Number of people taken into account in these value chains and having improved incomes - Number of beneficiaries disaggregated by sex and other characteristics required for meaningful gender analysis (e.g., position in the organization) 	00	04	<ul style="list-style-type: none"> - Activity report (Project, MFFE, MEMINADER) / mission reports 	<ul style="list-style-type: none"> - Lack of interest of beneficiaries in the establishment of value chains <p>Mitigation measure: raise awareness and train stakeholders on the advantages of the value chain approach both in terms of activities and income</p>
Activity 3.2.3	<ul style="list-style-type: none"> - Support the training of 1000 young people in new trades as part of the Second Chance School 	<ul style="list-style-type: none"> - number of young men and women trained in trades as part of the second chance school 	200	1200	<ul style="list-style-type: none"> - Professional training centers Report / Project activity report / Report from the Ministry of Youth Promotion, 	<ul style="list-style-type: none"> - Lack of interest among young people in training <p>Mitigation measures: increase awareness among young people about opportunities / Carry out actions in synergy with the MPJIPSC</p>

Annex 2 – Risk Summary tool

Project Risk Summary Tool (use Risk Matrix below to determine level of risk)				
Risk Area	Describe the Risk	Level of Risk (before treatment)	Describe the proposed Risk treatment	Level of Risk (after treatment)
1. Operating environment: what factors in the operational or physical environment, including security issues, might directly impact on achieving the outcomes?	<i>The project implementation area targets border areas of Cote d'Ivoire, including the northern borders most vulnerable to terrorism and transnational organized crime. A deterioration of the security situation in those areas could prevent the implementation of activities.</i>	Minor	<i>The implementing partners apply UN security measures and require security clearance from the UN Department of Safety and Security (UNDSS) before holding any meeting/training to ensure maximum security for staff and participants. Should any risk be identified, activities will be held either in safer environments or online when possible.</i>	Limited
2. Partner capacity and relations: Does the partner/s have the capability to manage the project, including risks? Are governance mechanisms in place to ensure adequate communication with partners and key stakeholders?	Lack of commitment from the central and local authorities to the project due to limited communication between the implementing partners and the key national stakeholders, limited knowledge of the institutional framework and limited presence in the country.	Minor	The long-standing relations between the implementing partners and Cote d'Ivoire will help ensure ownership and commitment from the central and local authorities. The implementing partners extended field presence in Cote d'Ivoire will allow the conduct of regular consultations with national counterparts, including local partners in the targeted border areas.	Limited
3. Fiduciary and fraud: Are there any weaknesses that mean funds may not be used for intended purposes, not properly accounted for or do not achieve value for money? Is there a risk that funding could be diverted for use by terrorists?	Funds allocated to key stakeholders are not used for intended purposes, not properly accounted for or do not achieve value for money.	Limited	Funds will be managed by the implementing partners who apply strict UN rules to ensure the transparent management of funds and that they are properly accounted for and achieve value for money.	Limited
4. Political: Is there a likelihood that political instability, change to partner government's strategy or policy may jeopardise the investment outcomes? Change in government? Might this negatively affect relationships with partner governments?	Political instability or change of government's strategy or policy to enable project's activities to take place.	Minor	Despite periods of political instability, the United Nations and Cote d'Ivoire maintained a solid partnership as it is showcased by the adoption of the latest cooperation framework which aims at accompanying the country in the achievement of its priorities in terms of development.	Limited
5. Management, planning and resources: How realistic are the outcomes and can they be achieved within the timeframe? What factors may prevent the outcomes being met? Are there adequate resources, including budget and people allocated to implementation?	Global financial situation and resulting inflation and currency fluctuations impact on project delivery.	Minor	Careful monitoring of the project budget against such fluctuations and increasing costs. Format of activities could be reconsidered accordingly.	Limited

Risk Matrix for scoring Level of Risk in the risk summary tool (above)

		Consequences				
Areas of Risk		Limited	Minor	Moderate	Major	Severe
Operating environment		Limited impact on investment objectives and beneficiaries, including from operating environment, disaster, reputational, fraud/ fiduciary, partner, resourcing and/or other risks factors.	Political, governance, social and/or security (conflict or violence) factors threaten investment effectiveness but can be dealt with internally.	Political, governance, social and/or security (conflict or violence) factors creates moderate disruption to one or more investment activities.	Political, governance, social and/or security (conflict or violence) factors creates major disruption to the investment.	Political, governance, social and/or security (conflict or violence) instability severely undermines the investment.
Partner capacity and relations			Institutional and/ or partner capacities is generally adequate. Some weakness may reduce effectiveness of aspects of the investment.	Institutional and/ or partner capacity is constrained, resulting in moderate impact on investment effectiveness.	Institutional and/ or partner capacity is very weak, resulting in major impact on investment effectiveness.	Critical institutional and/ or partner capacity failure undermines the effectiveness of entire investment.
Fiduciary and fraud			DFAT funds are not used for intended purposes, not properly accounted for and/or do not achieve value for money.	DFAT funds are not used for intended purposes, not properly accounted for and/or do not achieve value for money. Fraud threatens the effectiveness of key investment objectives and/or services.	DFAT funds are not used for intended purposes, not properly accounted for and/or do not achieve value for money, affecting achievement of key investment objectives. Systemic fraud perpetrated over a period of time.	DFAT funds are not used for intended purposes, not properly accounted for and/or do not achieve value for money, undermining overall investment viability. Systemic institutional fraud involving multiple organisations over an extended period of time.
Compliance			Minor breach of investment accountability, legislative/ contractual or security obligations.	Moderate breach of investment accountability, legislative/ contractual or security obligations.	Multiple breaches of investment accountability, legislative/ contractual or security obligations.	Systemic breach of investment accountability, legislative/ contractual or security obligations. Funds are diverted to known terrorists/ terrorist organisations.
Security			Minor damage to national interests.	Significant damage to national interests. Funds are unintentionally diverted to a Terrorist Organisation or individual i.e. goods/funds are ceased.	Serious damage to national interests. Funds are negligently / recklessly diverted to a Terrorist Organisation or Individual i.e. local service providers are not appropriately screened / due diligence completed.	Exceptionally grave damage to national interests. Funds are knowingly and deliberately diverted to a Terrorist Organisation or Individual i.e. Engagement of a Terrorist Organisation to provide security services / access in country. DFAT funds are used to fund a terrorist attack domestically or overseas.
Likelihood	Probability		Level of Risk			
Almost Certain	Very likely. The event is expected to occur in most circumstances as there is a history of regular occurrence in similar projects.	Medium	Medium	High	Very High	Very High
Likely	There is a strong possibility the event will occur as there is a history of frequent occurrence in similar projects.	Medium	Medium	High	High	Very High
Possible	The event might occur at some time as there is a history of casual occurrence in similar projects.	Low	Medium	Medium	High	High
Unlikely	Not expected, but there's a slight possibility it may occur at some time.	Low	Low	Medium	Medium	High
Rare	May occur only in exceptional circumstances. Is possible but has never occurred to date.	Low	Low	Low	Medium	Medium