



Joint Appeal for
Counter-Terrorism in Africa

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

Initiative:	3
Project Title:	Strengthening capacity to address the nexus between terrorism and organized crime in Africa
Recipient Country and/or Geographic Region:	North, East, West and Southern Africa (and countries in Latin America and Asia with links to illicit trafficking to Africa)
CT Compact Lead Entity/Entities:	UNODC, UNICRI and CTED
CT Compact Implementing Entities:	UNODC, UNICRI and CTED
Project Duration (start and end date)	January 2024 – December 2027
Approximate Cost: *If multi-year, provide approximate breakdown	USD 4 million (USD 1 million per year)
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 checked="" 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 type="checkbox"/> Other
<p>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> <p>This project will support target Member States to accelerate action towards achieving their targets under Sustainable Development Goals (SDGs) 4,5,11,16 and 17. More specifically, this project directly contributes to Goal 16, which is aimed to “promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels”. The project is in line with targets 16.3 i.e. “Promote the rule of law at the national and international levels and ensure equal access to justice for all” and 16.a i.e. “Strengthen relevant national institutions, including through international cooperation, for building capacity at all levels, in particular in developing countries, to prevent violence and combat terrorism and crime” under SDG 16 targets. The project is also in accordance with SGS 5 i.e. “achieve gender equality and empower all women and girls”.</p> <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</p>	

Gender marker 2a

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.

Through a thorough assessment of the impact of the nexus between organized crime and terrorism, this project is aimed at enhancing the capacities of relevant stakeholders in addressing the intersections between these two phenomena through awareness-raising, tailored capacity building activities, improved inter-agency cooperation and a revised policy and legislative framework.

There is growing recognition that terrorists can benefit from organized crime, whether domestic or transnational, through trafficking in arms, persons, drugs, cultural property,¹ the illicit trade in natural resources such as charcoal, forestry, gold, or oil, and wildlife, the abuse of legitimate commercial enterprise, non-profit organizations, donations, crowdfunding and proceeds of criminal activity, including kidnapping for ransom, extortion, bank robbery, as well as transnational organized crime at sea. The nature and scope of these linkages varies by region. At times the nexus can be opportunistic alliances potentially based upon shared territory, a desire for profit, or personal connections potentially developed in prisons or through shared networks.² Depending on the region, terrorists and organized crime groups can be linked in different ways, with many States noting how linkages with organized crime can help finance terrorist activities. Africa has been particularly vulnerable to these linkages between terrorist and organized crime groups benefiting from porous borders, spaces with limited governance, and limitations in intelligence and law enforcement capacity.

Numerous Security Council resolutions have addressed this threat, including most recently Security Council resolutions 2482 (2019) and 2462(2019) as well as resolutions 2388 (2017), 2331 (2016), and 2195 (2014), amongst others which focus on the links between terrorism and specific forms of criminality. These UN resolutions call upon States to better understand and address linkages between organized crime and terrorism as a threat to security and development, enhance cooperation, and strengthen their law enforcement, prosecution, judicial and border-control capacities to prevent, investigate and prosecute related criminal offences.

Addressing these interlinked and destabilizing challenges of terrorism and organized crime, which in many regions are significant threats to security and undermine development, presents an important opportunity to respond to the Secretary-General's vision of alignment between peace and security, human rights, and development.

UNODC and UNICRI have long been actively providing capacity building assistance on this issue for many years, including through the project on this nexus launched in 2023. The project works to enhance the capacity of competent national authorities to better understand these linkages, respond effectively to this threat, and promote cross border cooperation and sharing of information, while complying with international refugee law and international human rights law, including the principle of non-refoulement and relevant human rights norms and standards in the context of information sharing. The current proposal will be profiting from the experience and knowledge gained through the implementation of the pilot project and will be complementing this work and allow for expanding it to additional beneficiary countries.

UNICRI has been working on this topic since 2015 and has developed the Policy Toolkit a capacity-building tool for practitioners and policy-makers, based on the GCTF *Hague Good practices on the Nexus between Transnational Organized Crime and Terrorism* and UNODC, together with UNOCT, drafted the *Report of the Secretary General on actions taken by Member States and United Nations Entities to address the issue of linkages between terrorism and organized crime in 2020*. CTED has produced two issue papers on this topic, the 2018 report on *Identifying and Exploring the Nexus between Human Trafficking, Terrorism, and Terrorism Financing* and the 2022 report on *Concerns over the Use of Proceeds from the Exploitation, Trade, and Trafficking of Natural Resources for the Purpose of Terrorism Financing*. In 2023, UNODC developed several publications and research papers on the links between terrorism and organized crime.

This proposal aims to reduce the threat of terrorism in Africa by tackling the linkages between organized crime and terrorism, which often involve illicit trafficking across regions. The project will enhance the awareness and

¹ Trafficking in cultural property has been identified as a source of financing for terrorist activities, and together with destruction of cultural property it is considered as a threat to peace and security. See Security Council resolutions 2199 (2015) and 2347 (2017) respectively.

² <https://eapcco-ctcoe.org/ct-issue-papers>.

understanding of policymakers and criminal justice officials on the nature and scope of this nexus and the good practices to address it in line with international human rights law norms and standards. The project will also support the beneficiaries to improve their policies, procedures, skills and tools to effectively and in a human rights-compliant manner detect, prevent and prosecute the crimes related to this nexus, as well as to foster inter-agency and cross-border cooperation and sharing of good practices. By doing so, the project will contribute to the intermediate change of strengthening the national frameworks and capabilities of the beneficiaries to address the nexus between organized crime and terrorism, and to the ultimate outcome of reducing terrorism-related insecurity in Africa and beyond.

The project has four main objectives for the four-year period. The first objective is to assess the needs and preferences of the target countries and groups for training on the nexus between terrorism and transnational organized crime. This will involve conducting in-depth consultations and collecting relevant data. The second objective is to design and deliver customized training activities that address the identified gaps and challenges, and that include realistic scenarios and context-specific materials. The third objective is to enhance the capacities and knowledge of the selected stakeholders on how to prevent and combat the links between terrorism and transnational organized crime, and how to foster inter-agency, regional and international cooperation and information sharing, including with the private sector. The fourth objective is to support the policy, legislative and institutional reforms that are needed to effectively address the nexus between organized crime and terrorism, and to facilitate trans-regional trainings that promote South-South cooperation and collaboration.

This project aims to address the human rights challenges posed by transnational organized crime and terrorism, such as illicit trafficking of arms, persons and drugs, kidnapping for ransom, and the indiscriminate killing and enslavement of men, women and children by terrorists. The project also aims to address the human rights challenges that counter-terrorism legislation, policy responses, law enforcement practices may raise, including in the investigation and prosecution of terrorism and organized crime cases.

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?

Terrorism and organized crime are known to have cooperated and coexisted; and each has learned to use the tactics of the other. In terms of funding their activities, terrorists are opportunistic and extremely adaptive to the conditions they operate in. There is growing recognition that terrorists benefit from organized crime, whether domestic or transnational, and these linkages are increasingly observed through trafficking in arms, persons, drugs, cultural property, the illicit trade in natural resources and wildlife. Additionally, legitimate commercial enterprise, non-profit organizations, donations, crowdfunding, proceeds of criminal activity, kidnapping for ransom, extortion, bank robbery, and transnational organized crime at sea are also avenues for these connections to take place. The nature and scope of these linkages varies by region. At times, alliances potentially based upon shared territory, a desire for profit, or personal connections potentially developed in prisons or through shared networks.

Africa has been particularly vulnerable to these linkages between terrorist and organized crime groups benefiting from porous borders, spaces with limited governance, and limitations in intelligence and law enforcement capacity. There have been well-documented instances of terrorist groups profiting from trafficking in illicit goods which often have their origins in other regions and countries, including Latin America, South and Central Asia, and the Middle East, and that use Africa either as a transit or destination point. It is also well established that terrorist groups benefit from kidnapping for ransom, proceeds related to exploitation of various natural resources, extortion of local businesses and receive payments from smugglers and traffickers paying dues for passage through the territory they control.

Pursuant to its mandate under UN Security Council resolutions, the Counter-Terrorism Committee Executive Directorate (CTED) has undertaken a number of actions to increase its understanding of the nexus and to identify possible responses, including within the framework of the country assessments visits conducted on behalf on the Committee, dedicated special meetings and briefings on this topic, and engaging with multiple regional partners to analyse evolving trends. Throughout this work, certain key vulnerabilities have been identified, and they are typically common regardless the exact nature of the nexus. Most noticeably, they include the failure to assess the relevant risks and the lack of financial investigations aimed at tracking the proceeds of illicit activities by terrorist groups. The issue of capacity and expertise is also recurrent, and key to be addressed. There is a need to promote comprehensive responses to this issue, which are based on solid legal and institutional frameworks, as well as on the active and coordinated involvement of all relevant stakeholders. More work is needed to overcome inter-institutional barriers to information-sharing between institutions that are responsible for countering terrorism and

those that are responsible for combating organized crime. The current limited use of financial intelligence and limited understanding of the factors and vulnerabilities that could foster the establishment of some forms of cooperation between criminal groups and terrorist entities, affiliates and small cells, must be addressed. CTC/CTED assessments also increasingly integrate analysis and recommendations regarding sexual violence and exploitation by terrorist groups.

Addressing the links between organized crime and terrorism continues to be a high priority for countries in Africa, who recognize that addressing these issues is a key element in preventing terrorism financing and support. There has been strong national and regional interest and support in UNODC and UNICRI's current capacity building work on this issue across the continent. The project will also benefit from UNODC's close partnerships with regional entities including the African Union's African Center for the Study and Research on Terrorism, Southern Africa Development Community, Eastern Africa Police Chiefs' Cooperation Organization, amongst others, who have amongst others stress the need to address this nexus in a comprehensive manner.

The project responds to numerous Security Council resolutions which have addressed this threat, including most recently Security Council resolutions 2482 (2019) and 2462 (2019) as well as resolutions 2388 (2017), 2331 (2016), and 2195 (2014) amongst others which focus on the links between terrorism and specific forms of criminality, including conflict related trafficking in persons, including women and children, and sexual violence. These UNSC resolutions call upon States to better understand and address linkages between organized crime and terrorism as a threat to security and development, enhance cooperation, and strengthen their law enforcement, prosecution, judicial and border-control capacities to prevent, investigate and prosecute related criminal offences. These resolutions reaffirm that any measures to counter terrorism must comply with Member States' obligations under international law, including international human rights law, international humanitarian law and international refugee law. The resolutions also call on Member States and UN entities to ensure that measures to address terrorism and organized crime are aligned with the UN's Women Peace and Security (WPS) Agenda. Finally, the project will support Member States to implement many of the good practices identified by the *Report of the Secretary General on actions taken by Member States and United Nations Entities to address the issue of linkages between terrorism and organized crime*.

CTED has produced two issue papers on this topic, the 2018 report on *Identifying and Exploring the Nexus between Human Trafficking, Terrorism, and Terrorism Financing* and the 2022 report on *Concerns over the Use of Proceeds from the Exploitation, Trade, and Trafficking of Natural Resources for the Purpose of Terrorism Financing*. In close collaboration with UNESCO and the Permanent Mission of Italy, CTED also held several expert discussions on the topic of the traffic and illicit trade of cultural property for terrorist purposes. On these and related topics, CTED and UNODC have also worked closely with the Financial Action Task Force (FATF) on its reports on ML/TF Risks Arising from Migrant Smuggling, on Illicit Arms Trafficking and Terrorism Financing, and on ML/TF risks associated with Arts, Antiquities and Other Cultural Objects.

This project would also rely on additional issue papers developed by the Counter-Terrorism Centre of Excellence (CTCOE), including one on addressing the links between TOC and terrorism in East Africa³. In March 2023, UNODC released new studies in the form of Transnational Organized Crime Threat Assessments (TOCTAs) examining certain forms of this nexus in Sahel region, including trafficking in fuel, firearms and medical products and smuggling of migrants.⁴

Furthermore, in January 2023, UNODC and UNICRI launched a pilot project addressing the same topic for the benefit of four North and West Africa countries with funding from the UN Peace and Development Trust Fund (UNPDF). The project aims to enhance the capacity of competent national authorities to better understand these linkages, respond effectively to this threat, and promote cross border cooperation and sharing of information, while complying with international refugee law and international human rights law, including the principle of non-refoulement and relevant human rights norms and standards in the context of information sharing. The current proposal will be profiting from the experience and knowledge gained through the implementation of the pilot project and will be complementing this work and allow for expanding it to additional beneficiary countries.

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⁴ <https://www.unodc.org/unodc/en/data-and-analysis/toc.html>

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)

This project will aim to provide Member States with the knowledge, tools, and skills to put in place effective and human rights-compliant policies and procedures to address the nexus between terrorism and organized crime. The beneficiaries of this project are policy-makers and criminal justice officials, including law enforcement agents, prosecutors and judges, as well as civil society, national human rights protection mechanisms and the private sector.

The project will focus on the following outputs and activities:

Output 1: Information gathered to further evaluate priorities and needs in beneficiaries' countries.

Activity 1.1 – Building on existing CTC assessments, undertake consultation missions to selected States from the four regions of the African continent (North, East, West and South) to interact with key stakeholders and relevant agencies involved in countering organized crime and terrorism, to enhance their understanding of the phenomenon, including its human rights and gender dimensions, and the impact it has on communities, particularly women and youth, as well as vulnerable groups, , evaluate the existing capacities, capacity-building needs, examine potential human rights challenges arising in existing responses to the phenomenon and identify related gaps and needs, to reconfirm and deepen the project partners' understanding of the specific gaps that prevent the States from improving their capacity to better recognize and counter such linkages, and to appropriately tailor interventions and develop a detailed targeted technical assistance plan, which is based also on a context-specific human rights analysis and due diligence assessment as well as a gender-responsive approach.

Activity 1.2- Inspired by and building on the previously developed UNODC TOCTA Sahel publications, conduct further research targeting other regions to provide a scientific-based description of the mechanics of illicit trade and explore the reasons why a region is vulnerable to organized crime and the impact on other aspects (social, economic, etc.). Research will also focus on push and pull factors making local communities more vulnerable to involvement into organized crime and/or terrorist activities as well as on preventative aspects that can contribute to prevent and counter the nexus, taking into account the heterogeneity of gender experience. Finally, research will assess the importance of involving the private sector in the subsequent actions and will map, to the extent possible, the private actors who could benefit from direct engagement into the project.

Output 2: Gender and age-sensitive policy and legal framework developed for multi-agency information-sharing and cooperation to effectively address links between organized crime, terrorism and its financing and facilitation, in compliance with the rule of law and international human rights norms and principles.

Activity 2.1 – Provide technical support to policy makers on inter-agency coordination mechanisms to facilitate cooperation between law enforcement and criminal justice actors on counter-terrorism and organized crime, including developing standard operating procedures (SOPs), good practices handbooks, and other guidance documents which integrate human rights and gender-sensitive considerations to support and facilitate inter-agency cooperation.

Activity 2.2 – Review and revise national legislation and provide legal guidance and drafting to support coherence between domestic anti-crime and counter-terrorism legislation as well as compliance with international conventions and protocols related to human rights, terrorism and transnational organized crime, including criminalizing support and preparatory acts.

Activity 2.3 – Provide capacity building to national institutions responsible for ensuring human rights protection to strengthen their ability to advocate for and advise on the respect and protection of human rights in all measures to counter terrorism and organized crime.

Output 3: A pool of criminal justice officials, with fair gender representation, is established with enhanced knowledge and skills on effectively addressing links between terrorism and organized crime, as addressed by Security Council resolutions 1373 (2001), 2178 (2014) and 2396 (2017).

Activity 3.1 – Develop training curricula, Training of Trainers (ToTs) modules and provide mentorship for Judicial institutes and Police schools on better understanding the links between terrorism, illicit trafficking, and other forms of transnational organized crime, while respecting human rights and rule of law norms and

standards and adopting gender-responsive approach.

Activity 3.2 – Develop training curricula, exercises and deliver training for criminal intelligence officers and counter-terrorism investigators to conduct proactive gender-sensitive investigations of cases involving links between organized crime and terrorism, including the financing, planning, preparation or perpetration of terrorist acts or support of terrorist acts, in compliance with international human rights norms and standards and the rule of law.

Activity 3.3 – Develop training curricula, exercises and deliver training to i) national officials working on intelligence, investigations, customs, financial intelligence and investigation, and prosecutions, to ensure they have the knowledge, skills, and framework for effective inter-agency cooperation; ii) relevant private actors promoting public-private partnership and enhancing the knowledge of and skills to abide by relevant international human rights norms and standards.

Activity 3.4 - Provide equipment for investigators to support the effective detection and investigation of terrorism-related incidents.

Activity 3.5 – Mentoring of criminal justice officials in the investigation of complex crimes that involve both terrorism and organized crime, including on emerging dual use materials for the preparation of Improvised Explosive Devices (IEDs), use of new technologies and drones, and including by raising their understanding of and capacities to abide by relevant international human rights norms and standards and considering relevant gender aspects in their approach. **Activity 3.6**- Implementing specialized training for members of the financial investigation units and specialized financial investigators at law enforcement agencies on identifying and intercepting different types of transactions related to proceeds of the nexus between terrorism and organized crime, conducting proactively financial investigations and enhancing the timely exchange of financial intelligence with other criminal justice agencies.

Output 4: Cross-regional network established to address linkages between terrorism and organized crime through increased cooperation and knowledge trends, good practices and threats, pursuant to Security Council resolutions 2322 (2016) and 2482 (2019), thereby supporting South-South cooperation and addressing linkages between Africa and regions such as Latin America and Asia involved in illicit trafficking of drugs and other materials that impact the continent.

Activity 4.1 – Organize a series of cross-regional trainings bringing together relevant practitioners and policy makers and other relevant actors to discuss lessons learned and regional cooperation possibilities for a comprehensive, region-wide, human rights compliant and gender-responsive approach to addressing the nexus.

Activity 4.2 – Identify relevant national focal points to promote information exchange and cooperation in addressing the linkages between organized crime and terrorism.

Activity 4.3 - Support the establishment of a cross-regional mechanism for an enhanced inter-agency cooperation across the regions, for exchanging knowledge and expertise, and for analyzing and sharing of information (dedicated secured online platform, fusion center, etc.).

Within Year 1, the project aims to have:

- Conducted needs analysis/ deep-dive consultation missions to selected countries
- Collected information on beneficiary groups to be trained (national or regional level), gaps to be addressed, and preferred training modalities.
- Tailored training activities, including context specific material and relevant scenario-setting exercises, are prepared.

Within Years 2 and 3, the project aims to have:

- Trained selected stakeholders to have enhanced skills and knowledge to address the links between terrorism and transnational organized crime in a human rights-compliant manner;
- Strengthened inter-agency collaboration to engage in more effective and human rights-compliant national, regional and international cooperation and information exchange, including with the private sector.

Within Year 4, the project aims to have:

- Continued support for policy, legislative and institutional reforms to better address the links between organized crime and terrorism through trans-regional trainings have developed and strengthened South-South cooperation inter-agency collaboration and cooperation and regional and international cooperation and information exchange.

Immediate Change: Project beneficiaries have increased awareness and understanding of the nexus between organized crime and terrorism and good practices in relation to policy, legislative, and operational responses to

address them in a human rights-compliant and gender-responsive manner. Project beneficiaries are provided support to enhance national frameworks and strengthen capabilities to better understand, detect, and address the nexus between terrorism and organized crime through support at the regional, national and local levels, thereby reducing the damaging effects of the nexus within and between Sub-Saharan Africa and North Africa and preventing spill over to other global regions. It will focus on knowledge-building and skills development of national policy-makers and criminal justice officials, contributing to institutional transformation, including through enhanced inter-agency and cross-border cooperation and sharing of good-practices.

Intermediate Change: Project beneficiaries have the policies, procedures, skills and tools to effectively address the nexus between organized crime and terrorism in accordance with international law, including international human rights law, international humanitarian law and international refugee law, and in a gender-responsive manner.

Ultimate outcome: A reduction in terrorism-related insecurity in Africa due to strengthened measures to address the nexus between organized crime and terrorism in the continent, including addressing linkages with illicit trafficking from other regions.

3. Delivery: Describe and justify the proposed implementation arrangements including the role that national entities, local partner and community-based organisations 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?

Overall responsibility for and coordination of the project will be entrusted to project coordinators from UNODC and UNICRI, under the overall management of UNODC's Terrorism Prevention Branch and UNICRI's Nexus Programme Team. Close cooperation and coordination will be sought with UNODC's Organized Crime Branch and regional and country offices and UNICRI's field offices. Through this network of field offices, UNODC will support the close cooperation with UN Resident Coordinator's and respective country teams. At the global level, UNODC, UNICRI and CTED will coordinate closely with UNOCT, and other UN Global Counter-Terrorism Coordination Compact Entities to ensure a coherent and one-UN approach to addressing these challenges. Analysis and recommendations of the UN's human rights mechanisms will be incorporated into needs and risks assessment, planning, implementation, and evaluation of the project.

UNODC

The project will benefit from UNODC's broad criminal justice mandate on organized crime, terrorism, corruption, drugs, and crime prevention. UNODC is uniquely placed to address the nexus in a holistic manner given this expertise and its long-standing experience in delivering capacity building activities. Specifically, Security Council resolution S/RES/2482 (2019) encourages "Member States to collect relevant information and to further identify, analyze and counter any existing, growing or potential links, in some cases, between organized crime, whether domestic or transnational, illicit drug -related activities, money-laundering and the financing of terrorism, in order to enhance criminal justice responses to those crimes, and calling upon the United Nations Office on Drugs and Crime, within its relevant mandates, to support, upon request, the efforts of Member States in that regard."

The project will also be guided the good practices identified in the *Report of the Secretary-General on actions taken by Member States and United Nations Entities to address the issue of linkages between terrorism and organized crime*, to which UNODC, OCT and UNICRI contributed. Furthermore, the project will take advantage of UNODC's extensive field network with offices at the regional and country-level across the continent. Through these offices, UNODC has developed strong relationships and trust with justice and law enforcement agencies in beneficiary countries, both at the technical/working and senior levels of national governments and authorities.

UNICRI

The United Nations Interregional Crime and Justice Research Institute (UNICIRI) developed the GCTF *The Hague Good Practices on the Nexus between Transnational Organized Crime and Terrorism* in 2018. The Good Practices are non-binding and intended to provide interested stakeholders with a non-exhaustive list of non-binding recommendations to assist them, as appropriate, in developing policies and strategies to counter the nexus between transnational organized crime and terrorism. They can also be used as a basis for international engagement, assistance and training and intend to inform and guide countries as they develop programmes designed to prevent and counter the nexus between transnational organized crime and terrorism or to address more general issues relating to these phenomena. Similarly, they can be used to shape any bilateral or multilateral, technical or other, capacity-building assistance that might be envisaged in this area.

UNICRI further developed the related *Nexus Policy Toolkit* which is a document created for practitioners and policymakers, used since 2019 for capacity-building by raising awareness on the nexus and supporting interested stakeholders in enhancing their capacities to address the nexus effectively. These tools will guide project

beneficiaries to develop policies and initiatives that target terrorism and transnational organized crime. UNICRI is already actively using this Toolkit to deliver capacity-building assistance to Member States in North Africa, the Sahel and West and East Africa.

CTED:

Security Council resolution 2482 (2019), and specifically paragraph 22, encourages the Counter Terrorism Committee (CTC), with the support of CTED, to continue working together to facilitate technical assistance and capacity building and to raise awareness with regards to the linkages between terrorism and organized crime, in particular by strengthening its dialogue with States and relevant international, regional and subregional organizations and working closely, including by sharing information, with relevant bilateral and multilateral technical assistance providers.

The aim of the targeted needs identification process, led by CTED, is to evaluate the existing legislative, institutional, and operational framework, as well as the response capacity of the targeted countries in a specific counter-terrorism field, in particular by assessing the level of implementation of relevant Security Council resolutions. CTED, in cooperation with the program partners, will utilize the findings of this process to develop specific areas of technical assistance that can be provided to the selected States by the program. These areas can also serve as target parameters to monitor the progress in project performance.

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.

The strategy for achieving sustainability of results and impact of project consists of:

- Emphasizing national ownership. National ownership is a key element in UNODC's and UNICRI's counter-terrorism technical assistance in any country or region, benefitting from its on-the-ground presence and on-going engagement with partners in the region. Furthermore, leveraging on UNODC's strong field presence and network, the project is built on the strategic priorities of the countries in the region, supporting the buy-in of national beneficiaries.
- Emphasizing capacity building and expertise development at the national level, focusing on a select group of criminal justice officials, which will help to replicate gained capacity and skills within their respective institutions and involving national training institutions to further cascade the training.
- Promoting the commitment of national criminal justice institutions to retain trained officials in their respective roles for at least 12 months, to effect further transfer of expertise.
- Fostering networking and cooperation among practitioners through the proposed activities, leading to sustained efforts beyond the assistance delivery period.
- Furthermore, the UNICRI Policy toolkit for "The Hague Good Practices on the Nexus between Transnational Organized Crime and Terrorism" can serve as a tool to guide project beneficiaries to develop policies and initiatives that target terrorism and transnational organized crime, long after the project has been completed.
- This project will leverage on the train the trainer (ToT) modules that aims to equip criminal justice officials with the skills and knowledge they need to deliver effective training sessions to their peers. This contributes to improving the quality and consistency of training across the organization, as well as reduces the cost and time of training, as trainers learn how to optimize the use of resources and technology, and tailor training to the specific needs and goals of their organization. These modules and training curricula can be used within the organization for a long period with minimal updating to retain and spread the knowledge and skills gained through the project interventions.

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 project is based on the well-documented impact of transnational organized crime and terrorism on human rights, including the impact of illicit trafficking of arms, persons and drugs, kidnapping for ransom, and the impact of terrorists who indiscriminately kill and enslave men, women and children. The project is equally concerned with the possible negative impact of counter-terrorism legislation, policy responses and law enforcement practices on human rights in efforts to counter transnational organized crime and terrorism. Concerns include for instance human rights violations carried out by criminal justice officers and intelligence officers involved in the investigation and prosecution of terrorism and organized crime cases. Additional areas in which human rights issues may arise include overly broad definitions of terrorism offences, prolonged detention without charges, insufficient access to legal counsel, coercion of suspect statements, the misuse of counter-terrorism policies and measures for the limitation of the rights to freedom of religion or belief, expression and association and for infringing on civic space, overreach in the use of surveillance measures and lack of adequate safeguards related to the collection, use, sharing and retention of data domestically and across borders, and the stigmatization of and discrimination against entire population groups considered at risk of violent extremism. Additionally, the project will take into account the risk to human rights that the conflation of terrorism and organized crime may pose, such as when the application of exceptional measures limiting human rights adopted to counter terrorism is unlawfully extended to the fight against organized crime. These risks are often heightened when measures against terrorism and organized crime are implemented in communities that are already impoverished, marginalized or discriminated against.

Given these risks, the project will apply the UNODC Guidance Note on Human Rights, which require human rights risk assessments and mitigating measures. The context-specific human rights analysis foreseen under the project will ensure that it is designed to address and identify existing gaps and needs to strengthen compliance with international human rights norms and standards. Such analysis and the risk assessment for each country considered for inclusion in the project will make use of the UN treaty body observations and recommendations, on the findings of other UN human rights mechanisms, including OHCHR field presences, as well the knowledge of UNODC's field presence network. In addition, the project will apply the UN Human Rights Due Diligence where support is provided to non-UN security forces, including relevant risk assessments and identification of mitigation measures.

The project managers will mainstream considerations of human rights in all project activities training materials. This training will rely on *UNODC's Training Module on Human Rights and Criminal Justice Responses to Terrorism* and *Training Module on Counter-Terrorism in the International Law Context*, as well as – where relevant – UNODC's customized human rights and counter-terrorism materials for African countries, such as Kenya and Nigeria. The project will focus on duty bearers - counter-terrorism policy makers, security and criminal justice officials dealing with cases involving the nexus between terrorism and transnational organized crime to raise their awareness to respect and protect human rights and fundamental freedoms in addressing the links between organized crime and terrorism. The project will also strengthen the capacity of national institutions responsible for ensuring human rights protection to advocate for and advise on the respect and protection of human rights protection concerning measures to counter terrorism and organized crime.

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 women are involved in and impacted by the crime terrorism-nexus differently than men. It is known that both terrorist and organized crime networks may exploit gender in their recruitment and inflict gender and sexual violence on women. Equally, it is well-documented that legislation and policy responses to counter the crime-terrorism nexus often do not adequately take into account women's rights, and consequently can lead to secondary victimization of female witnesses and victims. During the implementation of current actions aimed at tackling the nexus between organized crime and terrorism in West Africa, UNODC and UNICRI have gathered insights and feedback from women and women's organizations concerning gender related aspects relevant in this field of action: these data have been taken into consideration during the design of the current project proposal. UNODC has robust experience in incorporating gender perspective and women's rights into its programme design and delivery concerning terrorism and organized crime, e.g. promoting women's leadership and broader participation of women in security forces as part of the G5 Sahel Programme, or drawing on the expertise of women's organizations and gender experts to support countries in integrating a gender perspective in prosecution, rehabilitation and reintegration approaches in the Lake Chad Basin. Utilizing UNODC's *Training Module on Gender Dimensions in the Criminal Justice Response to Terrorism* and other existing tools, such as UNODC's *Thematic Paper on Countering Trafficking in Persons in Armed Conflict Situations*, the project will mainstream gender into its training activities. Recognizing the impact of terrorism and organized crime on peace and security, the project will build capacity to recognize linkages to the Women, Peace and Security Agenda and will encourage national counterparts to link project activities to their National Action Plans on Women, Peace and Security.

The project will also aim to secure equal participation of female beneficiaries through close collaboration with national counterparts. The project will also put in place targeted measures to build the capacity of civil society organizations dedicated to protecting and advancing women's rights. This will contribute to building the skills and professional profile of a significant number of female criminal justice officials and policy makers. Moreover, sex disaggregated data will be collected, analyzed and reported on.

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?

In many African countries, possible linkages between terrorism and organized crime take place in a context that may amount to armed conflict triggering the application of International humanitarian law (IHL). Many of the persons engaged in terrorism and organized crime activities may at the same time be members of non-State armed groups. IHL related questions that can arise concern, inter alia, the fundamental distinction between combatants/fighters and civilians, the applicability of the "conduct of hostilities" or "law enforcement" paradigms to the use of force, security internment of persons associated with armed groups parties to the armed conflict, protection of persons who are not or no longer taking direct part in hostilities, while recognizing the special needs and vulnerabilities that some groups (including women and children) may face in armed conflict, the recruitment and treatment of child soldiers. In this regard, the Optional Protocol to the Convention on the Rights of the Child on the involvement of children in armed conflict may also be of relevance, prohibiting non-State armed groups to recruit/ use in hostilities persons under 18 years of age. Of relevance is further international humanitarian law rules relating to humanitarian relief bearing in mind the potential impact of counter-terrorism measures on exclusively humanitarian activities. Where relevant, these aspects will be taken into account at all project stages, from risk and needs assessment, to capacity building, to monitoring and evaluation. Relevant UN guidance (such as the IDDRS Module 6.40 on DDR and Organized Crime and guidance on detecting and countering trafficking in persons in the

context of armed conflict) and training materials already produced by UNODC on these matters will be used, including, for example, the UNODC Counter-Terrorism Legal Training Curriculum containing chapters on relevant topics, such as CT and IHL; international refugee law, migration and CT.

Terrorism often intersects with or even causes cross border movements of people or internal displacement, which in turn cause vulnerabilities that may be exploited by organized crime and terrorist groups. Border areas are often exploited by criminal groups and can become hotspots of organized crime and terrorist activity. The project will therefore be vigilant to the impact that measures to counter terrorism and organized crime can have on the rights and needs of refugee or internally displaced populations. Two examples: the heightened vulnerability to trafficking in persons and sexual exploitation of refugee and internally displaced populations and the impact of counter-terrorism measures on humanitarian assistance to these populations. The project will also integrate international refugee law with regard to cross-border cooperation between intelligence, law enforcement and judicial authorities, with a particular focus on the non-refoulement principle.

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?

This project will build upon the pilot project launched by UNODC and UNICRI in January 2023 focused on West and North Africa. Both entities already have the substantive and administrative expertise to carry out this project without a long inception phase and without having to build new capacities. Selection of beneficiary countries and agencies will be done based on the assessment to be conducted at the inception phase of the project and in consultation with the relevant UN entities, including CTED, UNOCT, UNRCs, UNCT, OHCHR.

The project will also benefit from UNICRI’s in-house subject matter expertise on the nexus since 2015, and its extensive network of experts, and with UNODC’s extensive field network to ensure a strong on-the-ground engagement, activities tailored to the needs of national officials, and an integrated approach with the UN Country Team. This will also save money in avoiding having to build this on-the-ground presence specifically for these project interventions.

This project would also rely on additional issue papers already developed by the Counter-Terrorism Centre of Excellence (CTCOE), including one on addressing the links between TOC and terrorism in East Africa⁵. In March 2023, UNODC released new studies in the form of Transnational Organized Crime Threat Assessments (TOCTAs) examining certain forms of this nexus in Sahel region, including trafficking in fuel, firearms and medical products and smuggling of migrants.⁶

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

2024				
	Budget year	Expenditures	Balance	
Staff Cost	\$ 1,488,780.00	\$ 150,000.00	\$	1,338,780.00
Consultant fees	\$ 95,000.00	\$ 56,250.00	\$	38,750.00
Travel	\$ 1,047,587.44	\$ 432,969.22	\$	614,618.22
Contractual Services	\$ 718,000.00	\$ 99,700.00	\$	618,300.00
Operating Expenses	\$ 88,950.20	\$ 22,237.55	\$	66,712.65
Equipment and Furniture	\$ 300,000.00	\$ -	\$	300,000.00
Programme Support Cost	\$ 261,682.23	\$ 65,420.56	\$	196,261.68
Total	\$ 3,999,999.88	\$ 826,577.33	\$	3,173,422.55

2025				
	Budget year	Expenditures	Balance	
Staff Cost	\$ 1,258,780.00	\$ 450,000.00	\$	888,780.00
Consultant fees	\$ 38,750.00	\$ 16,250.00	\$	22,500.00

⁵ <https://eapcco-ctcoe.org/ct-issue-papers/>

⁶ <https://www.unodc.org/unodc/en/data-and-analysis/toc.html>

Travel	\$	614,618.22	\$	204,872.74	\$	409,745.48
Contractual Services	\$	698,300.00	\$	198,850.00	\$	419,450.00
Operating	\$	66,712.65	\$	22,237.55	\$	44,475.10
Equipment and Furniture	\$	300,000.00	\$	100,000.00	\$	200,000.00
Programme Support Cost	\$	196,261.68	\$	65,420.50	\$	130,841.18
Total	\$	3,173,422.55	\$	1,057,630.79	\$	2,115,791.76

2026						
	Budget year		Expenditures		Balance	
Staff Cost	\$	888,780.00	\$	450,000.00	\$	438,780.00
Consultant fees	\$	22,500.00	\$	16,250.00	\$	6,250.00
Travel	\$	409,745.48	\$	204,872.74	\$	204,872.74
Contractual Services	\$	419,450.00	\$	209,725.00	\$	209,725.00
Operating	\$	44,475.10	\$	22,237.55	\$	22,237.55
Equipment and Furniture	\$	200,000.00	\$	100,000.00	\$	100,000.00
Programme Support Cost	\$	130,841.18	\$	65,420.59	\$	65,420.59
Total	\$	2,115,791.76	\$	1,068,505.88	\$	1,047,285.88

2027						
	Budget year		Expenditures		Balance	
Staff Cost	\$	358,780.00	\$	438,780.00	\$	-
Consultant fees	\$	6,250.00	\$	6,250.00	\$	-
Travel	\$	204,872.74	\$	204,872.74	\$	0.00
Contractual Services	\$	289,725.00	\$	209,725.00	\$	-
Operating	\$	22,237.55	\$	22,237.55	-\$	0.00
Equipment and Furniture	\$	100,000.00	\$	100,000.00	\$	-
Programme Support Cost	\$	65,420.59	\$	65,420.59	\$	-
Total	\$	1,047,285.88	\$	1,047,285.88	\$	0.00

10. Monitoring, Evaluation and Reporting: 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.

The project's logical framework, including its indicators, as well as a costed work plan will form the basis of the project's monitoring framework. Following the launch of the project, the Project Coordinator will develop a work plan and will keep it up to date during the lifetime of the project in cooperation with all implementing partners. UNODC and UNICRI will prepare and submit both Semi-Annual and Annual Progress Reports (narrative and financial) as per UNODC reporting formats as well as donor-specific reports, as required.

The project team will collect data on achievements, and monitors at all levels (outcomes, outputs, activities) the status and progress of activity implementation. The approaches taken to collect data are suited to the type of activities. Specifically, the project coordination team will:

- Analyze and centralize the information at regular intervals;
- Keep track of who participates in the activities (including through a specific focus on female participants);
- Keep track of media reports mentioning results at the outcome level;
- Circulate, collect, and analyze feedback questionnaires from experts and participants to the community, to evaluate their impact and assess concrete changes emanating from UNODC's intervention, including through medium- (6 months) and long-term (1+ years) follow up consultations.

On-going consultations with national officials will be utilized to determine what structural changes have resulted from the technical assistance provided as well as follow-up questionnaires to previously trained officials to assess whether the training provided is being integrated into their work. UNODC will report on the impact of the activities on beneficiaries learning, behavioral changes and the wider impact.

If appropriate and feasible, UNODC also plans to undertake on-site post-assessments to verify effectiveness of activities delivered, and usage of knowledge and skills developed. In addition to UNODC self-evaluations, periodic independent evaluation of UNODC programmes is regularly undertaken by UNODC's Independent Evaluation Section (IES). The Project Coordination will consult with the IES to plan for a mid-term and a final evaluation to occur respectively after 2 and 4 years of project implementation. The IES guidelines and tools will inform the evaluation process and will ensure integration of human rights and gender equality in evaluation in accordance with UNEG Norms and Standards. In the second quarter of 2025, the Project Coordination will provide the evaluation team with information and relevant material on the project's background as well as on key stakeholders and core partners. In the third quarter of 2025, the evaluation team will draft the mid-term evaluation report, in line with UNEG Norms and standards and UNODC guidelines and templates. In the last quarter of 2025, the team will also develop an evaluation follow-up plan, which will feed into a revision of activities for 2026 and 2027, if relevant, to make sure that achievements are met. Similarly, a final evaluation process will be undertaken in 2027, with the evaluation team to be provided with relevant desk review by end of September 2027 and the final evaluation report to be prepared by end of December 2027.

Finally, after the completion of the programme, UNODC will continue to support the beneficiaries in the framework of its mission and core functions through the presence of its permanent regional and national offices. This will help to ensure follow-up and possible future complementary and reinforcing actions, ensuring the sustainability of outcomes beyond the project implementation period.

11. Risk Management: Describe key anticipated implementation risks that might affect the delivery of the programme objectives. Then, describe the mitigation measures that address these risks, and which entity would be responsible for these mitigation measures. This could summarise key risks from the **Risk Summary Tool** (see annex 2).

The project's delivery could be affected by the following risks:

Security issues that prevent travel to the countries where the project operates, for example, border closures, natural disasters, high security threats, Covid-19 outbreaks, etc; low awareness of the project's objectives and activities among the national and regional institutions that are expected to benefit from it; poor coordination and collaboration among the national and regional stakeholders; insufficient participation of women as beneficiaries of the project; limited knowledge or compliance with international human rights standards by criminal justice officials and security officials in the region, difficulties in communication due to language differences; possible inefficiencies in the use of funds by overlapping or duplicating the work of other UN agencies or partners; political instability or unrest in one or more of the countries where the project operates; changing priorities or lack of commitment by national authorities; inadequate availability of specialized equipment for the national beneficiaries.

To mitigate the risks, the project will deploy the following measures from the onset:

Remote or hybrid delivery of activities in case of operational challenges; advocacy and outreach campaigns to raise awareness among national and regional institutions, such as periodic mailing lists, newsletters, and open communication channels, enhanced collaboration with relevant regional institutions such as the INTERPOL Regional and national bureaus, promotion of women's participation in all training activities; targeted trainings for law enforcement officials to ensure adequate knowledge of human rights matters among criminal justice officials and security officials; provision of project and other relevant materials in all the relevant languages, including live interpretation as required, robust coordination mechanisms, clear division of roles, synergies and timely coordination to support UN-wide efforts to deliver as one; continued coordination with national authorities and contingency plans, where necessary, to address political instability that may affect the project activities, including by refocusing project activities on other beneficiary countries in the region, close engagement with national policymakers through thematic presentations, invitations to roundtables and expert meetings to sensitize them to the need to continue cooperating to combat terrorism and violent extremism in the region, support to relevant institutions to identify specific needs and provide specialized equipment, where possible.

12. Communications: Describe the approach to communications. A communications strategy should at a minimum describe the type, format and frequency of communications pieces that will be developed and shared. Describe how funding partner visibility will be ensured through acknowledgement of support where appropriate in publications, online or at physical events.

Throughout the project implementation, project will maintain consultation and coordination with the donor through the embassies in the beneficiary countries and with the missions to the international organizations in Vienna. The donor's role for the project activities will be prominently profiled: the participation of representatives in the opening and closing ceremonies of the training series; UNODC, UNICRI and CTED officials in their opening and closing statements of activities conveying gratitude to the donor for its funding support; and highlighting of the project donor in the project banner and in other communications regarding the project. In addition, the donor will be invited to provide experts, where relevant, at training activities.

The project will develop a visibility plan in agreement with the donor and in accordance with United Nations communications and visibility policies. The project will generate appropriate visibility of the donor through the implementation of the visibility plan through communication and information dissemination efforts measures throughout the implementation of the project, including to the media and during events and other visibility actions. In addition, web stories acknowledging the contribution of the donor will be published. This visibility plan will include, inter alia, press releases when appropriate, the donor's flag featured on presentations, agendas, and training certificates, as well as publications such as annual reports, briefing packages, web stories and social media posts.

The project will ensure that all communication materials will be aimed at raising awareness towards the project, its activities, beneficiaries, and its potential benefits and impact on strengthening the criminal justice system responses to terrorism and organized crime in Africa.

The target audience of the communication strategy for this project are:

- National stakeholders: leaders and decision-makers from the beneficiary government.
- Programme beneficiaries: officials from criminal justice institutions participating in the activities or interventions implemented under the project.
- General public in beneficiary countries and partner countries.
- Media from beneficiary countries and partner countries.
- Officials of international organizations and donor countries based in beneficiary countries.
- Member States' officials involved in UNODC, UNICRI and CTED work.

The communications work under this project will enhance and promote the initiatives and activities implemented under the project through information, education and public awareness social media posts targeting project beneficiaries, as security considerations allow.

Annex 1 – Logical Framework

	Project Summary	Indicator	Baseline	Target	Means of Verification	Risks
Goal	Reduction in terrorism-related insecurity in Africa due to strengthened measures to address the nexus between organized crime and terrorism in the continent, including address linkages with illicit trafficking from other regions.	Number of terrorism-related incidents in beneficiary countries and regions.	To be determined during the assessment of the beneficiary countries.	Gradual decrease of terrorism-related incidents in beneficiary countries.	Global Terrorism Index, research institutes focusing on terrorism and organized crime, national statistics and data.	Political stability and security exist to enable programme activities to take place, in particular also with respect to the programme's regional dimension.
End of project outcomes	African Member States have the knowledge, tools, and skills to put in place effective policies and procedures to address the nexus between terrorism and organized crime.	Strategies, policies, and actions are in place for criminal justice systems to successfully prevent, prosecute and cooperate in addressing the links between terrorism and organized crime. Number of successful disruption or prosecution of cases involving links between terrorism and organized crime.	Limited or no strategies, policies or actions in place. (To be determined during the assessment A 1.1.) To be determined during the assessment of the beneficiary countries.	A number of strategies, policies or actions in place to successfully prevent, prosecute and cooperate in addressing the links between terrorism and organized crime. Gradual increase in the number of successful disruption or prosecution of cases involving links between terrorism and organized crime (>10%).	National policy, documentation, data and analysis. National statistics and data, analysis by independent research institutions.	Programme beneficiaries (Policy makers, law enforcement, judges, prosecutors, CSO, etc.) continue to offer their full support of, and commitment to technical assistance activities. Countries commit to designate a relevant number of female participants to benefit from the programme.
Outputs	Output 1: Information gathered to further evaluate priorities and needs in beneficiaries' countries. Output 2: Gender and age-sensitive policy and legal framework developed for multi-agency information-sharing and cooperation to effectively address links between organized crime, terrorism and its financing and facilitation, in compliance with the rule of law and international human rights norms and principles. Output 3: A pool of criminal justice officials, with fair gender representation, is established with enhanced knowledge and skills on effectively addressing links between terrorism and organized crime, as addressed by Security Council resolutions 1373 (2001), 2178 (2014) and 2396 (2017). Output 4: Cross-regional network established to address linkages between terrorism and organized crime through increased cooperation and knowledge trends, good practices, and threats, pursuant to Security Council resolutions 2322 (2016) and 2482 (2019), thereby supporting South-South cooperation and addressing linkages between Africa and regions such as Latin America and Asia involved in illicit trafficking of drugs and other materials that impact the continent.	I 1: Key research documents in place to better tailor the activities to each of the beneficiary countries' needs. I 2: Legislative framework for multi-agency information-sharing and cooperation to effectively address links between organized crime, terrorism and its financing and facilitation, in compliance with human rights and rule of law principles and gender related aspects developed. I 3: Number of criminal justice officials (disaggregated by sex) reporting increase in knowledge and skills on effectively addressing links between terrorism and organized crime. I 4: Establishment of cross-regional network to address linkages between terrorism and organized crime through increased cooperation and knowledge trends, good practices, and threats.	B 1: 0 B 2: no B 3: 0 B 4: no	T 1: 5 T 2: yes T 3: 600 T 4: yes	Research documents produced. Legislative framework produced. Meeting participant lists; evaluation reports and/or impact assessment reports. List of focal points, minutes of cross-regional network meetings.	Proposed measures for multi-agency information-sharing and cooperation to effectively address links between organized crime, terrorism and its financing and facilitation is accepted and adopted. Beneficiary countries remain committed to the functioning of the cross-regional network for addressing the links between terrorism and organized crime.
Activities	Activity 1.1 – Building on existing CTC assessments, undertake consultation missions to selected States from the four regions of the African continent (North, East, West and South) to interact with key stakeholders and relevant agencies involved in countering organized crime and terrorism, to enhance their understanding of the phenomenon, including its human rights and gender dimensions, and the impact it has on communities, particularly women and youth, as well as vulnerable	I 1.1: Number detailed technical assistance plans produced. I 1.2: Number of research papers elaborating mechanics of illicit trade and explore the reasons why a region is vulnerable to organized crime and the impact on other aspects, including from a gender perspective	B 1.1: 0 B 1.2: 4	T 1.1: 3 T 1.2: 8	Production of a technical assistance plan. Production of a research paper.	

	<p>groups, evaluate the existing capacities, capacity-building needs, examine potential human rights challenges arising in existing responses to the phenomenon and identify related gaps and needs, to reconfirm and deepen the project partners' understanding of the specific gaps that prevent the States from improving their capacity to better recognize and counter such linkages, and to appropriately tailor interventions and develop a detailed targeted technical assistance plan, which is based also on a context-specific human rights analysis and due diligence assessment as well as a gender-responsive approach.</p> <p>Activity 1.2- Inspired by and building on the previously developed UNODC TOCTA Sahel publications, conduct further research targeting other regions to provide a scientific-based description of the mechanics of illicit trade and explore the reasons why a region is vulnerable to organized crime and the impact on other aspects (social, economic, etc.). Research will also focus on push and pull factors making local communities more vulnerable to involvement into organized crime and/or terrorist activities as well as on preventative aspects that can contribute to prevent and counter the nexus, taking into account the heterogeneity of gender experience. Finally, research will assess the importance of involving the private sector in the subsequent actions and will map, to the extent possible, the private actors who could benefit from direct engagement into the project.</p>					
	<p>Activity 2.1 – Provide technical support to policy makers on inter-agency coordination mechanisms to facilitate cooperation between law enforcement and criminal justice actors on counterterrorism and organized crime, including developing standard operating procedures (SOPs), good practices handbooks, and other guidance documents which integrate human rights and gender-sensitive considerations to support and facilitate inter-agency cooperation.</p> <p>Activity 2.2 – Review and revise national legislation and provide legal guidance and drafting to support coherence between domestic anti-crime and counter-terrorism legislation as well as compliance with international conventions and protocols related to human rights, terrorism and transnational organized crime, including criminalizing support and preparatory acts.</p> <p>Activity 2.3 – Provide capacity building to national institutions responsible for ensuring human rights protection to strengthen their ability to advocate for and advise on the respect and protection of human rights in all measures to counter terrorism and organized crime.</p>	<p>I 2.1: Number of criminal justice officials, policymakers, and civil society representatives (disaggregated by sex) provided with legislative/policy assistance for undertaking legislative/policy review, in conformity with the international legal regime against terrorism and the relevant UN Security Council resolutions.</p> <p>I 2.2: Legislative/policy analysis and comments provided to national officials.</p>	<p>B 2.1: 0 B 2.2: 0</p>	<p>T 2.1: 400 T 2.2: 1</p>	<p>Meeting participant lists; evaluation reports and/or impact assessment reports.</p> <p>Dissemination of a brief report providing legislative / policy analysis to the relevant institutions.</p>	
	<p>Activity 3.1 – Develop training curricula, Training of Trainers (ToTs) modules and provide mentorship for Judicial institutes and Police schools on better understanding the links between terrorism, illicit trafficking, and other forms of transnational organized crime, while respecting human rights and rule of law norms and standards and adopting gender-responsive approach.</p> <p>Activity 3.2 – Develop training curricula, exercises and deliver training for criminal intelligence officers and counter-terrorism investigators to conduct proactive</p>	<p>I 3.1: Number of criminal justice officials (disaggregated by sex) provided with specialized training to detect, investigate and prosecute cases involved links between organized crime and terrorism, in accordance with the rule of law and human rights.</p> <p>I 3.2: Number of criminal justice officials (disaggregated by sex)</p>	<p>B 3.1: 0 B 3.2: 0 B 3.3: 0</p>	<p>T 3.1: 250 T 3.2: 200 T 3.3: 50</p>	<p>Meeting participant lists.</p> <p>Evaluation reports and/or impact assessment reports.</p> <p>Training materials developed.</p> <p>Delivery of equipment and handover report.</p>	

	<p>gender-sensitive investigations of cases involving links between organized crime and terrorism, including the financing, planning, preparation or perpetration of terrorist acts or support of terrorist acts, in compliance with international human rights norms and standards and the rule of law.</p> <p>Activity 3.3 – Develop training curricula, exercises and deliver training to i) national officials working on intelligence, investigations, customs, financial intelligence and investigation, and prosecutions, to ensure they have the knowledge, skills, and framework for effective inter-agency cooperation; ii) relevant private actors promoting public-private partnership and enhancing the knowledge of and skills to abide by relevant international human rights norms and standards.</p> <p>Activity 3.4 - Provide equipment for investigators to support the effective detection and investigation of terrorism-related incidents.</p> <p>Activity 3.5 – Mentoring of criminal justice officials in the investigation of complex crimes that involve both terrorism and organized crime, including on emerging dual use materials for the preparation of Improvised Explosive Devices (IEDs), use of new technologies and drones, and including by raising their understanding of and capacities to abide by relevant human rights norms and standards and considering relevant gender aspects in their approach.</p> <p>Activity 3.6- Implementing specialized training for members of the financial investigation units and specialized financial investigators at law enforcement agencies on identifying and intercepting different types of transactions related to proceeds of the nexus between terrorism and organized crime, conducting proactively financial investigations and enhancing the timely exchange of financial intelligence with other criminal justice agencies.</p>	<p>indicating that the level of knowledge and skills gained with the training activity was good, very good or excellent.</p> <p>I 3.3: Number of items of specialized equipment provided.</p>				
	<p>Activity 4.1 – Organize a series of cross-regional trainings bringing together relevant practitioners and policy makers and other relevant actors to discuss lessons learned and regional cooperation possibilities for a comprehensive, region-wide, human rights compliant and gender-responsive approach to addressing the nexus.</p> <p>Activity 4.2 – Identify relevant national focal points to promote information exchange and cooperation in addressing the linkages between organized crime and terrorism.</p> <p>Activity 4.3 - Support the establishment of a cross-regional mechanism for an enhanced inter-agency cooperation across the regions, for exchanging knowledge and expertise, and for analyzing and sharing of information (dedicated secured online platform, fusion center, etc.).</p>	<p>I 4.2: Number of relevant regional officials (disaggregated by sex), provided with specialized training to strengthen regional and international cooperation, both formal and informal, on criminal matters related to terrorism.</p> <p>I 4.2: Percentage of criminal justice officials (disaggregated by sex) indicating that the level of knowledge and skills gained with the training activity was good, very good or excellent.</p> <p>I 4.3: Establishment of a cross-regional mechanism for inter-agency cooperation.</p>	<p>B 3.1: 0</p> <p>B 3.2: 0%</p> <p>B 3.3: no</p>	<p>T 4.1: 150</p> <p>T 4.2: 90%</p> <p>T 4.3: yes</p>	<p>Meeting participant lists.</p> <p>Evaluation reports and/or impact assessment reports.</p> <p>List of focal points.</p> <p>Minutes of cross-regional network meetings.</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?	Security factors leading to inability to travel to the beneficiary countries, such as closure of national borders, natural disaster, heightened security risk level for UN staff and personnel, worsening of the Covid-19 pandemic, etc.	Medium	Ensure that the activities continue to be implemented remotely or in a hybrid format, as appropriate.	Low
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 awareness among target national and regional institutions. Weak national and regional cooperation. Lack of women beneficiaries. Lack of knowledge or understanding of international human rights standards among criminal justice officials and security officials. Language barriers.	Medium Medium Medium Medium	Conduct advocacy and outreach activities to enhance the awareness among national and regional institutions, such as the establishment of periodic mailing lists, newsletters, and the maintenance of open communication channels. Further collaborate with relevant regional institutions such as the INTERPOL Regional and national bureaus. Ask for the nomination of women to be prioritized at all training activities. Plan focused trainings for the relevant law enforcement officials to ensure adequate knowledge of these areas among criminal justice officials and security officials. Ensure that all project and other relevant materials are available in all the relevant languages. Ensure availability of interpretation during all meetings, where needed.	Low Medium Low Low Low
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?	A risk of funds not achieving the value for money by overlapping or duplicating efforts with other UN system organizations or other entities.	Low	Establish robust coordination mechanisms, clearly defined areas of responsibility, seek synergies and ensure timely coordination towards supporting UN-wide efforts to deliver as one.	Low
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?	A risk of political instability in one or more of the beneficiary countries.	Medium	Ensure continued coordination with the relevant national authorities and develop contingency plans, where necessary, to address episodes of political instability that may affect the activities of the project, including by refocusing project activities on other beneficiary countries in the region.	Low
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?	Shifting priorities in the region and lack of commitment by national officials. Lack of required specialized equipment by national beneficiaries.	Medium Medium	Closely engage with national policymakers through thematic presentation, invitations to roundtable and expert meetings to sensitize them to the need to continue cooperating to combat terrorism and violent extremism in the region. Work with the relevant institutions to identify specific needs and seek opportunities to address those and provide specialized equipment, where possible.	Low Low

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