



This action is funded by the European Union

**ANNEX 1**

of the Commission implementing Decision on the 2015 special measure in favour of the European Neighbourhood South countries to be financed from the general budget of the European Union

**Action Document for Countering radicalisation and Foreign Terrorist Fighters (FTF)**

<b>1. Title/basic act/ CRIS number</b>	Countering radicalisation and Foreign Terrorist Fighters (FTF) European Neighbourhood Instrument CRIS number: ENI/2015/038-160
<b>2. Zone benefiting from the action/location</b>	The action shall be carried out at the following location: Middle East, North Africa, Sahel and the Balkans.
<b>3. Programming document</b>	NA: Special measure
<b>4. Sector of concentration/ thematic area</b>	Civilian peacebuilding, conflict prevention and resolution
<b>5. Amounts concerned</b>	Total estimated cost: EUR 10,600,000 Total amount of EU budget contribution: EUR 10,000,000 This action is co-financed in parallel co-financing by: – US for an amount of USD 297,000 (already ongoing); – Canada for an amount of CAD 500,000.
<b>6. Aid modality(ies) and implementation modality(ies)</b>	Project Modality <u>Component 1</u> : Indirect management with the United Nations Office on Drugs and Crime (UNODC) Terrorism Prevention Branch in cooperation with the International Institute for Justice and the Rule of Law (IJJ) in Malta and the United Nations Counter-Terrorism Executive Directorate (CTED). <u>Component 2</u> : Indirect management with the United Nations Interregional Crime and Justice Research Institute (UNICRI) in

	cooperation with Hedayah.			
<b>7. DAC code(s)</b>	15220			
<b>8. Markers (from CRIS DAC form)</b>	<b>General policy objective</b>	<b>Not targeted</b>	<b>Significant objective</b>	<b>Main objective</b>
	Participation development/good governance	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
	Aid to environment	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Gender equality (including Women In Development)	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Trade Development	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Reproductive, Maternal, New born and child health	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	<b>RIO Convention markers</b>	<b>Not targeted</b>	<b>Significant objective</b>	<b>Main objective</b>
	Biological diversity	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Combat desertification	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change mitigation	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change adaptation	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

### ***SUMMARY<sup>1</sup>***

The EU has stressed the importance of preventing terrorism by addressing radicalisation and recruitment. Several actions are already ongoing and new ones are being planned.

This action is complementary either by answering to an urgent need or contributing in a more targeted way to specific themes, target groups and geographic locations.

The overall objectives of the action are:

- Preventing and countering terrorist recruitment in the enlarged Neighbourhood;
- Preventing and countering radicalisation in the Sahel-Maghreb region;
- Contribute to best practices in the field of countering radicalisation and violent extremism (CRVE).

**Component 1: Global project on strengthening the legal regime against Foreign**

<sup>1</sup> The inclusion of third countries not being part of the Neighbourhood (Balkans, Sahel and Turkey) is based on Article 16 of Regulation (EU) No 232/2014 of the European Parliament and of the Council of 11 March 2014 establishing a European Neighbourhood Instrument specifying: "In duly justified circumstances and in order to ensure the coherence and effectiveness of Union financing or to foster regional or trans-regional cooperation, the Commission may decide, on a case-by-case basis, to extend the eligibility of specific actions in accordance with Article 2 of Regulation (EU) No 236/2014 to countries, territories and areas which would not otherwise be eligible for financing."

### Terrorist Fighters (FTF) in Middle East, North Africa and the Balkans

This two-phase project will be run by UNODC Terrorism Prevention Branch in cooperation with the IJJ in Malta and the United Nations CTED. Turkey, Iraq, the EU and EU Member States will be associated, especially with regard to regional activities. The League of Arab States will also be associated at regional level. Phase one is already ongoing and financed by US with a contribution of USD 297,000.

Objectives:

- To strengthen the capacity of Middle East and North Africa (MENA) countries and the Balkans to prevent and fight terrorism, particularly taking into account the increasing flow of international recruits to terrorist organisations, including FTF;
- To develop the capacity of criminal justice officials to deal with specific legal aspects related to countering FTF at the national and regional level;
- To enhance international, regional and sub-regional cooperation concerning specialised counter-terrorism aspects related to the FTF, between MENA, countries in the Balkans region and partner countries.

### Component 2: Pilot Project on countering radicalisation and violent extremism in the Sahel-Maghreb region

This project will be run by UNICRI in cooperation with Hedayah.

The specific objective of this component is to launch, implement and evaluate innovative CRVE-projects in some countries of the Sahel-Maghreb region and disseminate lessons learned and best practices.

Implementation through civil society and non-state actors will be the main focus and the project will promote triangular cooperation in order to benefit from the in-depth experience gained in some of the countries.

## **1 CONTEXT**

### **1.1 Sector/Country/Regional context/Thematic area**

The issue of Foreign Terrorist Fighters (FTF) cannot be disconnected from the issue of countering radicalisation and violent extremism.

FTF have raised major concerns in EU Member States and countries of the Neighbourhood, and particularly in countries of origin, transit and destination (Syria, Iraq and beyond). Concerns also relate to possible return of these FTF to their countries of origin. They could become (further) radicalised, and on return could either commit acts of terrorism or act as catalyst for it.

The FTF phenomenon is a growing threat to many countries, inside and outside the EU. Today it is estimated that more than 80 different countries are supplying fighters to Iraq and Syria, and recently to Libya. Several countries in the MENA region are severely affected by the phenomenon, with their nationals travelling to conflict zones. Tunisia alone is said to have 3,000 fighters involved.

It is estimated that around 3,000 EU citizens have travelled to take part in the sectarian wars in Syria and Iraq (and beyond) and they are becoming radicalised and willing to commit violent acts of terrorism when they return battle-hardened to

Europe. 29 year-old French citizen, Medhi Nemmouche, is alleged to have spent more than a year fighting in Syria, then returned to Europe and attacked the Jewish museum in Brussels that left four people dead in May 2014. Recent events in France in January 2015 seem to confirm this hypothesis.

Reports put the Western Balkans as one of the main sources of FTFs outside Western Europe and MENA. Most of the FTFs from the Western Balkans travel to Syria and Iraq through Turkey.

Given the cross-border nature of the threat and the similarity of the problem in different countries, cooperation between Europe and countries of the region is crucial to contain the threat.

EU investment towards security in the Sahel-Maghreb region is considerable and multidimensional.

Although several actions have already been undertaken in the region, the weak part concerns actions in the field of preventing and countering radicalisation, terrorist recruitment and violent extremism in the Sahel-Maghreb region. The extension of the geographical scope of the European Neighbourhood Instrument allows now to plan joint activities with countries in the vicinity of the Neighbourhood such as Northern Sahel.

On several occasions, Morocco has asked how they could be involved in projects on countering radicalisation in third countries. This action will offer the possibility under component 2, for non-state actors to apply for grants following a call for proposal.

#### *1.1.1 Public Policy Assessment and EU Policy Framework*

The "**European Union Counter-Terrorism Strategy**"<sup>2</sup> aims to combat terrorism globally while respecting human rights, and make Europe safer, allowing its citizens to live in an area of freedom, security and justice.

The EU's Counter-Terrorism Strategy promotes democracy, dialogue, human rights and good governance. It is organised around four pillars - prevention, protection, pursuit, and response - which constitute a comprehensive and proportionate response to the terrorist threat. The EU adds value to counter-terrorism efforts through promoting the implementation of international norms and legal instruments to fight terrorism, through political dialogue (including in cooperation with international and regional organisations) and through targeted technical assistance.

While EU Member States remain the primary responsables in fighting terrorism, the EU has an important role to play by facilitating European cooperation and cooperation of European countries with non-EU countries.

The Communication "**Preventing Radicalisation to Terrorism and Violent Extremism: Strengthening the EU's Response**"<sup>3</sup> identifies priorities inside Europe but also in third countries, to prevent and counter radicalisation.

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<sup>2</sup> Doc. 14469/4/05.

<sup>3</sup> COM(2013) 941 final of 15 January 2014.

**The United Nations Security Council resolution 2170 (2014)**<sup>4,5</sup>, acting under Chapter VII, reiterates its gravest concern about the Islamic State of Iraq and the Levant (ISIL), the Al Nusrah Front (ANF) and all other associates. The UN Security Council urges the UN Member States to take measures in order to contain the radicalisation and the flow of foreign fighters towards Syria and Iraq. It insists on the absolute need for States to prevent the direct or indirect supply of any military aid to these terrorist groups. The financial support to these groups has to be also urgently stopped, whether provided from States or any persons and entities.

**The United Nations Security Council resolution 2178 (2014)**<sup>6</sup> decides, acting under Chapter VII, to intensify all the measures taken in order to prevent the foreign fighters phenomenon. The Security Council reminds UN Member States that they must prevent the radicalisation to terrorism and recruitment and training of foreign fighters and prevent the entry into or transit through their territories of any individual suspected of wanting to take part in any terrorist act. The Security Council emphasises the importance to engage relevant local communities and non-governmental actors in developing strategies to counter the violent extremist phenomenon.

The main objective of the **Revised EU Strategy for Combating Radicalisation and recruitment to Terrorism**<sup>7</sup> of the Council of the European Union is to prevent people from becoming radicalised and being recruited by terrorism. The revised strategy also insists on the requirement of joint efforts at international level.

The Council conclusions on counter-terrorism of the **Foreign Affairs Council in Brussels**<sup>8</sup>, **9 February 2015**, call for accelerated implementation of the EU strategy on Syria/Iraq: CT/ Foreign Fighters adopted on 20 October 2014. The conclusions recommend launching further projects of cooperation with key partners on counter-terrorism, including helping address the foreign fighter threat and address the radicalisation, through our external aid instruments. They also recommend continuing supporting cooperation with the UN on counter-terrorism capacity-building initiatives in the MENA region.

### 1.1.2 Stakeholder analysis

The target stakeholders for component 1 include:

- Criminal justice and law enforcement officials;
- Legislators and policy makers.

The target stakeholders for component 2 include:

- General: youth, women, media (TV, radio, newspapers, journalists, social networks), diaspora, local communities, local cultural and religious groups, etc.;
- Specific for Maghreb: would-be foreign fighters.

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<sup>4</sup> [http://www.un.org/en/ga/search/view\\_doc.asp?symbol=S/RES/2170%20%282014%29](http://www.un.org/en/ga/search/view_doc.asp?symbol=S/RES/2170%20%282014%29).

<sup>5</sup> Resolutions by the Security Council are legally binding for all UN Member States if they are made under Chapter VII (*Action with Respect to Threats to the Peace, Breaches of the Peace, and Acts of Aggression*) of the Charter.

<sup>6</sup> [http://www.un.org/en/ga/search/view\\_doc.asp?symbol=S/RES/2178%20%282014%29](http://www.un.org/en/ga/search/view_doc.asp?symbol=S/RES/2178%20%282014%29).

<sup>7</sup> Doc. 9956/14 JAI 332 ENFOPOL 138 COTER 34.

<sup>8</sup> <http://www.consilium.europa.eu/en/press/press-releases/2015/02/150209-council-conclusions-counter-terrorism/>.

### 1.1.3 Priority areas for support/problem analysis

The EU has stressed the importance of preventing terrorism by addressing radicalisation and recruitment. Aside from the internal aspect of disrupting existing terrorist networks and preventing new recruits, EU Counter-Terrorism action plans for third countries or regions also call upon the EU and its Member States to identify the best means of addressing these challenges. The prevention of terrorism in third countries needs further reflection and additional resources. It is only through preventing terrorism that the threat can ultimately be addressed sustainably.

## 2 RISKS AND ASSUMPTIONS

<b>Risks</b>	<b>Risk level (H/M/L)</b>	<b>Mitigating measures</b>
There are risks linked to political instability in these regions and to possible changes of government or regimes.	<b>M</b>	Continuous monitoring. The proposed results are formulated in a way that ensures that the project is flexible; takes account of each country's specific circumstances as well as the regional dimension; and that implementation does not depend on a participation of all the countries in all the planned activities.
Difficult diplomatic relations impedes the smooth running of the project.	<b>M</b>	Activities will be carried out at technical level only in case of difficult relations.
In some countries, the projects will take place in a volatile political situation which translates into serious security conditions including physical risks for the experts.	<b>H</b>	Implementation does not depend on a participation of all the countries in all the planned activities.
Under Component 2, some local partners may have a weak absorption capacity.	<b>H</b>	Establishment of stringent monitoring mechanisms that will detect implementation difficulties at an early stage including taking appropriate corrective measures. An important part of the funds will be dedicated to support potential applicants in drafting proposals and implementing their projects. Experts will be made available for this kind of assistance.
Possible overlaps with other initiatives financed by EU.	<b>L</b>	The European Commission will be closely involved in all major steps of the implementation of Component 1 and 2 through Steering Committee meetings on a regular basis. The final project proposals under

	<p>Component 2 will be subject to a validation process in which the European Commission will play a key role. A Peer Review Committee will provide advice and technical feedback in the revision and assessment of the project proposals as well as the identification and dissemination of good practices and lessons learned and will have to ensure that proposals are in line with the overall EU support actions on the ground in the region.</p>
<p><b>Assumptions</b></p>	
<p>For component 1, the main general assumption is the commitment of national authorities in the Maghreb, Middle East and Balkan region to work together and the readiness of regional and international players to participate in the project. For component 2, the main general assumption is that some non-state actors have the willingness to implement cross-border activities.</p>	

### 3 LESSONS LEARNT, COMPLEMENTARITY AND CROSS-CUTTING ISSUES

#### 3.1 Lessons learnt

Apart from a specific review of the CT Sahel project, there are no in-depth comprehensive evaluations of other previous CT projects under the then Instrument for Stability (IfS) long term component, and therefore, only general lessons can be drawn. Under the then European Neighbourhood and Partnership Instrument (ENPI), one CT project was launched in the Neighbourhood South with UNODC-CTED, but this project only started in February 2014<sup>9</sup>.

The improvement of international cooperation is a key factor of counter-terrorism actions because of the mobility of the target groups on the one hand and because of the benefit to pool actions and means on the other hand.

Cooperation needs to incorporate elements of flexibility to allow interventions to adapt to changes in the project operating environment while maintaining a focus on the objective of long-term institutional strengthening. This should include assessments of the absorption capacity of partner countries.

At present few systematic initiatives are being carried out by any country or organisation to assess the impact of prevent/countering radicalisation and violent extremism (CRVE) programming. This is a weakness in current Prevent/CRVE programming. In order to attain evidence-based recommendations robust impact assessment tools should be developed while maintaining operational flexibility of implementing actors.

<sup>9</sup> “Supporting rule-of-law-compliant investigations and prosecutions in the Maghreb region”, adopted under Decision C(2013) 4391 of 15 July 2013.

As far as concerns FTF, most planned activities will produce results (modification of anti-terrorism legislation) in the long term while immediate action is also needed. Component 1 will address also some of these immediate needs through the identification of legal and administrative measures complying with the present legislations.

### **3.2 Complementarity, synergy and donor coordination**

In view of the many upcoming events on countering radicalisation and foreign fighters, it was necessary to prepare a mapping of ongoing and planned EU activities in the Neighbourhood South partner countries (North Africa and Middle East, including relevant countries of Sahel) and possibly with the Balkan region. This action document takes into consideration all ongoing and planned activities by complementing them and avoiding overlaps.

#### Ongoing:

Through the former ENPI, the EU is financing the project "Supporting rule-of-law-compliant investigations and prosecutions in the Maghreb region", implemented by UNODC-CTED, which started in 2014. The overall objective is to increase the capacity of criminal justice and law enforcement officials to effectively investigate, prosecute and adjudicate terrorism cases in the Maghreb, in line with the relevant international legal instruments and human rights norms, standards and good practices. Some activities are dedicated to radicalisation. The present action is complementing this ongoing project targeting specifically the FTF phenomenon.

The programme CT Sahel, financed under the former Instrument for Stability (IfS), is operational in Mali, Mauritania and Niger. The specific objective is to strengthen the capacities of law enforcement (police, gendarmerie and garde nationale) and judiciary in the Sahel to fight against terrorism and organised crime with the purpose to support the progressive development of regional and international cooperation against these threats.

Under the IfS Crisis Response in Mali, an emergency measure was approved in 2013. One of the components seeks to promote dialogue and reconciliation initiatives at local level, as well as support for efforts to mitigate risks related to radicalisation and violent extremism (notably through community-based radio programmes).

The EU Delegation in Niger implements a project under Article 4 of the Instrument contributing to Stability and Peace (IcSP) entitled "Projet d'Appui Pédagogique aux Ecoles Coraniques".

Article 5 of the IcSP launched a Counter-Terrorism Monitoring, Reporting and Support Mechanism (CT MORSE).

The CT MORSE mechanism is intended to address the coordination challenges stemming from the significant increase in EU engagement on Counter-Terrorism globally – be it from the IcSP or under other EU external financial instruments.

More specifically, the mechanism will support the coordination, exchange of information and development of best practices between all EU funded CT actions and provide a platform for coordination with other actions conducted in this area – thus allowing a maximum of coordination and synergy among the various initiatives.

Article 3 of the IcSP Crisis Response has launched an action "Appui régional ciblé d'analyse, de programmation et d'opérationnalisation de lutte contre la radicalisation"



which will operate in Sahel, Maghreb, Nigeria, Cameroun and Central African Republic. It concerns the setup of a regional network of expertise providing early warning systems, fundamental research, identification of potential actions and coaching. The selected team will collaborate with this action in the field of countering radicalisation and provide inputs to the EU Delegations, potential applicants and UNICRI.

Article 3 of the IcSP has started "Programme de réponse aux risques de contagion au Tchad de la crise en République centrafricaine et de propagation de la radicalisation et de l'extrémisme violent au Tchad et au Nord Cameroun".

Projects under preparation:

Article 5 of the IcSP has launched an identification and formulation study for a project on counter-terrorism in the Middle East/North Africa region. This assignment will provide decision makers in the EU with input for a coherent proposal to support a project related to supporting the CT aspects of security sector reform as well as cooperation and capacity building on various aspects of CT, including Criminal Justice, Rule of Law, police, CRVE and Intelligence Cooperation in the Maghreb and the Middle East region. In order to avoid overlaps, close cooperation has been established during the identification.

The objective of the IcSP-action under Article 5, called "STRIVE Global" (Strengthening Resilience to Violence and Extremism), is to work globally with local state and non-state partners to develop and implement interventions that have a demonstrable impact on the threat posed by radicalisation and recruitment to terrorism. The STRIVE Global project is world-wide, while the present action in component 2 will focus only on non-state actors in very specific targeted countries and promote cross-border activities.

"STRIVE Global" will contribute to support the International Centre of Excellence for Countering Violent Extremism (the Hedayah Centre) and the Global Community Engagement and Resilience Fund (GCERF).

Article 3 of the IcSP will also contribute to specific actions on CRVE in targeted countries such as Mali, Chad, Cameroun, Central African Republic and Mauritania. The present action will concentrate on countries of the Sahel-Maghreb not specifically targeted by Article 3 of the IcSP, as far as concerns non-state actors and south-south cooperation.

The EU Delegation Mauritania will be in charge of implementing the Financing Decision "Programme de Prévention des Conflits et du Dialogue interculturel en Mauritanie". This project will essentially address youth in preventing radicalisation through appropriate social integration.

Article 3 of the IcSP is also preparing measures on developing and disseminating counter-narratives, capacity building for security services and law enforcement agencies in MENA, CT strategy for Iraq and countering radicalisation in Jordan.

Donor Coordination:

At a political level, coordination with EU Member States is ensured in the different relevant Council Working Groups, notably on Terrorism (COTER) and on relations with Africa (COAFR), on Africa, Caribbean, and Pacific (ACP). The EU's Counter-Terrorism Coordinator is regularly informed of the CT programme.

At the level of EU Delegations in third countries, coordination among various EU instruments supporting security sector cooperation is mainly ensured by the Head of the EU Delegation. Coordination at the field level with EU Member States is assured through the EU Heads of Mission meetings where appropriate and possible. The EU Delegation coordinates also on the ground with other bilateral and international stakeholders.

Finally, the European Union is actively engaged in the GCTF framework which allows other donors within the GCTF and the UN to share information and best practices about their own projects implemented in the sub-region.

The project will closely liaise with the GCTF Working Groups on "Countering Violent Extremism", "Sahel Region Capacity Building" and "Foreign Terrorist Fighters".

At practical level, the CT MORSE mechanism will contribute to address the coordination challenges stemming from the significant increase in EU engagement on Counter-Terrorism globally – be it from the IcSP or other EU external financial instruments. Both components will have a Steering Committee and component 2 will have a Peer Review Committee (see chapter 5.6).

### **3.3 Cross-cutting issues**

Projects in the proposed domain cut across many different sectors and issues, ranging from human rights, gender equality and good governance. All activities of the projects will be carried out in conformity with the principles of good governance, internationally recognised human rights standards, international humanitarian law as well as taking into account gender equality. The possible impact of the actions on the respect of human rights and good governance will be constantly monitored and adequate measures will be carried out where relevant and necessary.

Women and mothers in particular may play an important role in countering radicalisation inside the family nucleus and may also play an important role in the early detection of changing attitudes that may lead to would-be foreign fighters.

## **4 DESCRIPTION OF THE ACTION**

### **4.1 Objectives, results and main activities**

#### **COMPONENT 1:**

The overall objectives of the action are:

- Strengthen the capacity of Middle East and North Africa (MENA) and Balkan countries to prevent and fight terrorism, particularly taking into account the increasing flow of international recruits to terrorist organisations, including FTF, as also identified by the UN General Assembly resolution 68/276 and relevant Security Council resolutions, including resolution 2170 (2014) and 2178 (2014). This phenomenon poses global and regional risks, and this proposal aims at addressing it through the provision of specialised training to enhance national counter-terrorism legal frameworks of beneficiary countries to counter the FTF phenomenon in compliance with the rule of law;
- Develop the capacity of criminal justice officials in MENA and Balkan countries to deal with specific legal aspects related to countering FTF at the national and regional level;

- Enhance inter-institutional cooperation in encouraging comprehensive whole-of-government approach, including at the policymaking level and with national parliaments;
- Enhance international, regional and sub-regional cooperation concerning specialised counter-terrorism aspects related to the FTF, between MENA, the Balkans and partner countries.

#### RESULTS:

For phase 1 (ongoing, financed by US with a contribution of USD 297,000 and the launching event will take place in Malta 24-26/03/2015):

- Identification of legal and other challenges in MENA and Balkan countries with respect to countering FTF;
- Experiences and good practices shared among beneficiary countries, including those developed by the Global Counter-Terrorism Forum (GCTF);
- Enhanced international cooperation in criminal matters against terrorism at the regional and sub-regional levels.

For phase 2:

- Strengthened national legal frameworks to respond to FTF;
- Further enhanced and specialised knowledge and expertise among policy-makers and criminal justice officials at national level through tailor-made national technical assistance with broader focus on new threats related to FTF;
- Enhanced capacities of criminal justice officials to investigate, prosecute and adjudicate acts of terrorism;
- Enhanced regional cooperation in countering FTF phenomenon within the MENA and Balkan countries and between them and with EU Member States.

#### ACTIVITIES:

##### Phase 1: International and regional perspective

This phase will aim at identifying needs and priorities related to FTF cases.

1. Regional Conference focused on the FTF pressing threat: evaluation of the threat and identification of key issues and challenges in the national legislative frameworks;
2. Regional Conference focused on the pressing terrorist threat related to FTF: improving operational efficiency.

Based on the gaps and needs identified during the first regional Conference, the second regional event will focus on common operational challenges with the aim of developing targeted approaches and identifying ways to share efficient good practices in the operational fields among all practitioners.

##### Phase 2: Tailor-made and specialised national technical assistance

The following proposed list of activities has to be considered as non-exhaustive and may require to be adjusted throughout the implementation of the project, especially on the basis of an in-depth analysis of the challenges identified by beneficiary countries after the two first regional activities or in other relevant fora.

## NATIONAL LEVEL ACTIVITIES

1. The investigation, prosecution and adjudication of FTF cases:
  - 1.1. Specialised national workshops focused on the normative and administrative challenges related to emerging FTF threat;
  - 1.2. National training workshops on the operation challenges related to FTF rule of law compliant investigations cases;
2. Use of intelligence as admissible evidence;
3. Increasing capacity of criminal justice officers to use efficient special investigation techniques to counter terrorist activities on the Internet.

## INTERNATIONAL LEVEL ACTIVITIES

4. Strengthening international and regional cooperation.

The proposed international, inter-regional or regional conferences or workshops will aim at facilitating international cooperation, including cooperation in criminal matters in relation to FTF cases, bringing together representatives from all beneficiary countries as well as from the most impacted countries of the European Union and from Turkey, at the operational and policy-making levels. It is foreseen that dedicated regional workshops will specifically target parliamentarians, and cooperation will be sought with the Parliamentarian Assembly of the Mediterranean (PAM). At least one regional activity will be jointly organised with the League of Arab States, focusing on international cooperation on the implementation of the Security Council Resolution 2178 (2014). Other relevant regional organisations will also be associated to international or regional level activities, as relevant.

### **COMPONENT 2:**

The overall objectives of the action are:

- Preventing and countering radicalisation, terrorist recruitment and violent extremism in the Sahel-Maghreb region;
- Contribute to Best Practices in the field of CRVE.

The specific objective of this action is to launch, implement and evaluate innovative CRVE-projects in the Sahel-Maghreb region and disseminate lessons learned and best practices.

The final choice of activities and countries will depend on the complementarity with other ongoing and planned CRVE activities and the focus they give to non-state actors and south-south cooperation. Tentatively it will concern Algeria, Morocco, Libya, Tunisia, Mauritania, Mali, Niger, Chad and Burkina Faso.

Thematic scope:

- Specific counter-radicalisation projects in the field of media, education, religion, culture, etc., as well as projects that focus on messaging (counter-narrative), internet and social media, disengagement, awareness-raising and sensitisation of front-line workers.
- In the Maghreb countries, the above-mentioned projects will additionally focus on the prevention of radicalisation and recruitment of FTF. Projects such as engagement with family members and would-be foreign fighters will be considered as well.

## RESULTS:

The expected results are:

- Inventory of CRVE projects in the Sahel-Sahara region and lessons learned;
- A significant number of applicants introducing innovative concept notes for CRVE projects from different horizons, with a wide variety of interventions and promoting south-south cooperation;
- A significant number of selected applicants received technical assistance and capacity building for finalising their project proposals;
- A significant number of selected qualitative proposals have been implemented;
- Lessons learned, recommendations and guidelines for future projects on CRVE are widely disseminated.

## ACTIVITIES:

In order to reach these results, the following activities will be implemented:

- A quantitative and qualitative mapping of recent and ongoing CRVE activities in the Sahel-Maghreb region through research and meetings with relevant actors;
- Drafting guidelines for a restricted call for proposals for CRVE actions in the region;
- Information sessions with the EU Delegations in the different countries and dialogue with partner authorities;
- Information sessions and workshops for potential applicants in the different countries to discuss the drivers of radicalisation, the ways how to address them and how to apply with a proposal;
- Launching a restricted call for proposals, assessment of the concept notes and shortlist the final applicants;
- Selected applicants receive technical assistance and guidance to finalise their proposals through in-depth CRVE workshops per country;
- Assessment of full proposals, establish final list of grant beneficiaries and contracting;
- Monitor implementation and provide guidance to the grant beneficiaries;
- Evaluate grant contracts and compile lessons learned, formulate guidelines and recommendations for future CRVE grants in the region.

### **4.2 Intervention logic**

See attached appendixes: indicative logframe matrix per component.

## **5 IMPLEMENTATION**

### **5.1 Financing agreement**

In order to implement this action, it is not foreseen to conclude a financing agreement with the partner countries, referred to in Article 184(2)(b) of Regulation (EU, Euratom) No 966/2012.

## **5.2 Indicative implementation period**

The indicative operational implementation period of this action, during which the activities described in sections 4.1 will be carried out and the corresponding contracts and agreements implemented, is 48 months.

Extensions of the implementation period may be agreed by the Commission's authorising officer responsible by amending this decision and the relevant contracts and agreements; such amendments to this decision constitute technical amendments in the sense of point (i) of Article 2(3)(c) of Regulation (EU) No 236/2014.

## **5.3 Implementation modalities**

### *5.3.1 Indirect management with international organisations*

Component 1 of this action on FTF may be implemented in indirect management with UNODC in accordance with Article 58(1)(c) of Regulation (EU, Euratom) No 966/2012.

This implementation is justified because the terrorism Prevention Branch of the United Nations Office on Drugs and Crime (UNODC/TPB) has vast experience in the sector, being the lead UN provider of legal technical assistance on counter-terrorism issues, and having carried out a number of national-level direct technical assistance activities in all the beneficiary countries, as well as having established field presences in most of the targeted countries. Project activities will be implemented by the Terrorism Prevention Branch of the United Nations Office on Drugs and Crime (UNODC/TPB) in close consultation and cooperation with the Counter-Terrorism Committee Executive Directorate (CTED). CTED and UNODC have consolidated experience of working closely together to enhance the capacities of EU Member States to bring terrorists to justice. CTED has successfully run a series of high-level counter-terrorism prosecutors' workshops, which included also countries from the Maghreb. The expertise of the CTED prosecutor's network will be available for the activities.

This initiative has been developed to be strongly complementary with the ongoing counter terrorism bilateral and regional programmes carried out in the region, including the UNODC/TPB and CTED 4-year EU funded action entitled: "Supporting rule-of-law-compliant investigations and prosecutions in the Maghreb region".

The UNODC/TPB will also work in close partnership with the International Institute for Justice and the Rule of Law (IIJ) in Malta to support the enhancement of the legal and judicial capacities of relevant criminal justice officials and policy-makers from the MENA countries to face these new and emerging threats, based on UNODC/TPB's detailed understanding of the region's needs and its proven expertise in technical assistance within the framework of its Global Project on "Strengthening the Legal Regime against Terrorism". Other regional or international organisations will be associated at the regional level such as the League of Arab States or the Euro-Arab Judicial Training Network.

Relevant EU Member States and Turkey, which are also significantly affected by the FTF phenomenon, will also be associated with this project at the regional level. Countries in Central Asia (plus Afghanistan) will be the beneficiary of a separate UNODC-project to be implemented in conjunction and complementary with this FTF MENA-Balkans project.

Component 2 of this action on Countering Radicalisation may be implemented in indirect management with UNICRI in accordance with Article 58(1)(c) of Regulation (EU, Euratom) No 966/2012.

The implementation with UNICRI is justified since the programme of work of UNICRI is guided by its mandate to assist intergovernmental, governmental and non-governmental organisations in formulating and implementing improved policies in the field of crime prevention and criminal justice. UNICRI mission is to advance security, serve justice and build peace in support of the rule of law and sustainable development.

UNICRI, with the Executive Office of the UN Secretary-General (EOSG) and the Monitoring Team of the Security Council's 1267 Committee, co-chaired the CTITF Working Group "Addressing Radicalization and Extremism that lead to Terrorism" established in 2007 (CTITF: Counter-Terrorism Implementation Task Force of the United Nations).

Building upon the results of this Working Group, UNICRI established the Centre on Policies to Counter the Appeal of Terrorism in 2010 on mandate of Counter-Terrorism Implementation Task Force of the United Nations CTITF.

In line with the developments and needs of the international community, since January 2012, UNICRI is implementing a major international capacity building initiative aimed at supporting Member States, at their request, to design and establish effective disengagement, rehabilitation and reintegration programmes for violent extremist offenders. In this framework, UNICRI is currently working with government of Indonesia, Tajikistan, Nigeria, Niger and Yemen.

In May 2014, UNICRI and United Nations Counter-Terrorism Centre (UNCCT) organised in Istanbul an international expert workshop focused on reintegration and aftercare programmes for violent extremist offenders.

UNICRI has been extensively collaborating with GCTF since 2012. In particular, the Institute played a leading role in the process that brought to the development, drafting and endorsement of the GCTF Rome Memorandum on Good Practices for Rehabilitation and Reintegration of Violent Extremist Offenders adopted by the GCTF Ministerial Meeting in June 2012.

In cooperation with the GCTF and the Government of Spain, UNICRI organised in October 2013 an expert workshop on the role of religious scholars and other ideological experts in rehabilitation and reintegration programmes. A guidance note has been prepared and distributed.

In the framework of its cooperation with GCTF, UNICRI collaborated also with the International Centre of Excellence for Countering Violent Extremism – Hedayah. For instance, in December 2012 UNICRI organised a side event on Disengagement and Rehabilitation of Violent Extremists in occasion of the official launch of Hedayah and in June 2013 co-organised a Plenary Meeting on Prison De-radicalisation and Reintegration in Abu Dhabi.

UNICRI has relevant experience in the areas of grants management, monitoring and evaluation.

UNICRI will cooperate closely with Hedayah and GCTF on this action.

The entrusted international organisations would be responsible of the entire implementation of the proposed action and may hire external experts to do so. In addition, they will undertake tasks consisting of carrying out procurement and grant award procedures, and awarding, signing and executing the resulting procurement and grant contracts, notably accepting deliverables, carrying out payments and recovering the funds unduly paid, where works, services, supplies and other benefits are not for the own use of the organisation.

The entrusted international organisations are currently undergoing the ex-ante assessment in accordance with Article 61(1) of Regulation (EU, Euratom) No 966/2012. The Commission’s authorising officer responsible deems that, based on the compliance with the ex-ante assessment based on Regulation (EU, Euratom) No 1605/2002 and long-lasting problem-free cooperation, the international organisations can be entrusted with budget-implementation tasks under indirect management.

#### **5.4 Scope of geographical eligibility for procurement and grants**

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

In accordance with Article 16 of Regulation (EU) No 232/2014 and with regard to the aim of fostering regional and trans-regional cooperation, the Commission decides that natural and legal persons from the following countries, territories or regions shall be eligible for participating in procurement and grant award procedures: Mauritania, Mali, Niger, Chad and Burkina Faso. The supplies originating there shall also be eligible.

The Commission’s authorising officer responsible may extend the geographical eligibility in accordance with Article 9(2)(b) of Regulation (EU) No 236/2014 on the basis of urgency or of unavailability of products and services in the markets of the countries concerned, or in other duly substantiated cases where the eligibility rules would make the realisation of this action impossible or exceedingly difficult.

#### **5.5 Indicative budget**

<b>Module</b>	<b>EU contribution (amount in EUR)</b>	<b>Indicative third party contribution, in currency identified</b>
Component 1: Indirect management with UNODC	5,000,000	USD 297,000 CAD 500,000
Component 2: Indirect management with UNICRI	5,000,000	
<b>Total</b>	<b>10,000,000</b>	<b>EUR 600,000</b>

#### **5.6 Organisational set-up and responsibilities**

The European Commission will be closely involved in all major steps of the implementation of Components 1 and 2.



Steering Committee meetings will be held on a regular basis and all relevant Commission services, EEAS and the Counter Terrorism Coordinator of the European Council will be invited to participate.

For component 1, besides UNODC, CTED and IIJ will also be invited to the Steering Committee meetings which will be held back to back with the planned regional conferences.

For component 2, besides UNICRI, Hedayah, GCTF and CIVIPOL (contractor implementing the support project CVE in Sahel-Maghreb under Article 3 of the IcSP) will also be invited to the Steering Committee meetings. Meetings will be organised through video-conferences.

In component 2, Peer Review Committee will provide advice and technical feedback in the 2 phases of revision and assessment of the project proposals (concept notes and final proposals) as well as the identification and dissemination of good practices and lessons learned. This Peer Review Committee will be conveyed at least 3 times (assessment concept notes, evaluation final proposals and dissemination of lessons learned and good practices). The Peer Review Committee will validate under consensus the conclusions in each of these steps and will be composed of representatives of the Steering Committee and the relevant EU Delegations. Draft documents will be circulated electronically in advance of the video-conferences.

## **5.7 Performance monitoring and reporting**

The day-to-day technical and financial monitoring of the implementation of this action will be a continuous process and part of the implementing partner's responsibilities. To this aim, the implementing partner shall establish a permanent internal, technical and financial monitoring system for the action and elaborate regular progress reports (not less than annual) and final reports. Every report shall provide an accurate account of implementation of the action, difficulties encountered, changes introduced, as well as the degree of achievement of its results (outputs and direct outcomes) as measured by corresponding indicators, using as reference the logframe matrix. The report shall be laid out in such a way as to allow monitoring of the means envisaged and employed and of the budget details for the action. The final report, narrative and financial, will cover the entire period of the action implementation.

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

As is already the case in the ongoing UNODC-CTED project, both implementers will be asked to produce monthly flash notes.

## **5.8 Evaluation**

Having regard to the importance of the action, an ex-post evaluation will be carried out for this action or its components via independent consultants contracted by the Commission.

It will be carried out for accountability and learning purposes at various levels (including for policy revision), taking into account in particular the fact that it is an innovative action.

The Commission shall inform the implementing partners at least 3 months in advance of the dates foreseen for the evaluation missions. The implementing partners shall collaborate efficiently and effectively with the evaluation experts, and inter alia provide them with all necessary information and documentation, as well as access to the project premises and activities.

The evaluation reports shall be shared with the partner country and other key stakeholders. The implementing partners and the Commission shall analyse the conclusions and recommendations of the evaluations and, where appropriate, in agreement with the partner countries, jointly decide on the follow-up actions to be taken and any adjustments necessary, including, if indicated, the reorientation of the project.

The financing of the evaluation shall be covered by another measure constituting a financing decision.

## **5.9 Audit**

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

The financing of the audit shall be covered by another measure constituting a financing decision.

## **5.10 Communication and visibility**

Communication and visibility of the EU is a legal obligation for all external actions funded by the EU.

This action shall contain communication and visibility measures which shall be based on a specific Communication and Visibility Plan of the Action, to be elaborated at the start of implementation and supported with the budget indicated in section 5.5 above.

In terms of legal obligations on communication and visibility, the measures shall be implemented by the Commission, the partner country, contractors, grant beneficiaries and/or entrusted entities. Appropriate contractual obligations shall be included in, respectively, the financing agreement, procurement and grant contracts, and delegation agreements.

The Communication and Visibility Manual for European Union External Action shall be used to establish the Communication and Visibility Plan of the Action and the appropriate contractual obligations.

However, due to the sensitiveness of the subject, the communication and visibility plan will be developed on a case by case basis in agreement with the Contracting Authority.

## **6 PRE-CONDITIONS**

NA

**APPENDIX - Indicative logframe matrix (for project modality)**

**Component 1**

	<b>Intervention logic</b>	<b>Indicators</b>	<b>Baselines</b>	<b>Targets</b>	<b>Sources and means of verification</b>	<b>Assumptions</b>
<b>Overall objective: Impact</b>	Preventing and countering terrorist recruitment in the enlarged Neighbourhood in compliance with UNSCR 2170 and 2178.	Increased number of judicial cases / investigations	None	To be defined in phase one	Press reviews Media events	

<p style="text-align: center;"><b>Specific objective(s): Outcome(s)</b></p>	<p>Assistance to identify the gaps and to develop and implement a comprehensive rule of law-compliant national legal framework to address FTF.</p> <p>Specialised technical training of criminal justice officials for strengthening the capacity of criminal justice systems to address FTF.</p> <p>Enhance the implementation of a criminal justice response to FTF that fully incorporates the rule of law and respect for human rights approach.</p> <p>Facilitate regional and international cooperation against terrorism in FTF.</p>	<p>Increased number of judicial cases / investigations involving FTF.</p>	<p>None</p>	<p>To be defined in phase one</p>	<p>Conferences Workshops New CT laws drafted or revised</p>	<p>Partner countries demonstrate strong willingness to implement the international legal regime against terrorism</p>
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<b>Outputs</b>	<p>Demonstrable progress in the adoption or preparation of specific FTF legal provisions , national road maps and/or plans of action, and harmonisation of national criminal laws, especially the Criminal Code and CT Law.</p> <p>Increased number of judicial cases / investigations involving FTF.</p> <p>Informal judicial and operational cooperation mechanisms set up.</p>	<p>Number of training sessions conducted.</p> <p>Number of criminal justice official and policy makers trained.</p> <p>Number of new CT laws drafted or revised or steps undertaken to reflect the recommendations and best practices approved during the technical assistance activities.</p> <p>Percentage of participants registered on the UNODC/TPB online platform, to continue providing them with relevant information and facilitating contacts among all experts in the region and worldwide.</p>	None	<p>(indicative)</p> <p>10 training sessions conducted each year</p> <p>200 criminal justice officials and policy makers trained each year</p> <p>2 new CT laws drafted or revised to reflect the recommendations and best practices approved during the technical assistance activities.</p> <p>75% participants registered on the UNODC/TPB online platform.</p>	<p>Reports</p> <p>Web statistics</p>	<p>Unexpected developments or deterioration of the political and security situation in one or more beneficiary countries.</p>
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**Component 2**

	<b>Intervention logic</b>	<b>Indicators</b>	<b>Baselines</b>	<b>Targets</b>	<b>Sources and means of verification</b>	<b>Assumptions</b>
<b>Overall objective: Impact</b>	Preventing and countering radicalisation in the Sahel-Maghreb region; Contribute to best practices in the field of CRVE (Countering Radicalisation and Violent Extremism).	Reached audience in general	None	To be defined in the inception phase	Web statistics Press reviews Media events Conferences Workshops	
<b>Specific objective(s): Outcome(s)</b>	To collect data and identify best practices upon which future CRVE actions could be launched	Number of downloads of the final report.	None	(indicative) 300 downloads	Web statistics	

<b>Outputs</b>	<p>Launch, implement and evaluate innovative CRVE-projects with non-state actors and possibly in triangular cooperation.</p> <p>Dissemination of best practices.</p>	<p>Number of applicants introducing innovative concept notes for CRVE projects from different horizons, with a wide variety of interventions and promoting south-south cooperation;</p> <p>Number of selected applicants receiving technical assistance and capacity building for finalising their project proposals;</p> <p>Number of selected qualitative proposals implemented and evaluated.</p>	None	<p>(indicative)</p> <p>200 potential applicants received information sessions;</p> <p>100 applicants introduce concept note;</p> <p>50 applicants introduce full proposal;</p> <p>20 contracts awarded.</p>	Reports	<p>Non-state actors have the capacity to design and implement innovative actions.</p> <p>Non-state actors have the willingness to implement cross-border activities.</p>
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