

The United Nations Office on Drugs and Crime (UNODC) **Contribution to the United Nations Integrated Regional Strategy for the Sahel**

I. Introduction

The purpose of this document is to outline UNODC's response to the Sahel crisis in light of the challenges currently facing the region. Through the activities proposed in this document, UNODC will contribute to the UN Integrated Regional Strategy for the Sahel, which is being developed pursuant to UN Security Council Resolution 2056 (2012)¹, and to the UN support plan for the Sahel (2018) which complements it. This strategy focuses on five thematic pillars, namely: governance, security, human rights, humanitarian assistance and resilience. The Plan builds on results previously achieved in the framework of the UNISS, while realigning its objectives with current evolutions in the security situation in the Sahel. Furthermore, UNODC's response to the Sahel crisis also falls under the overall framework of the UNODC Regional Programmes for West Africa (2010-2014) and for the Arab States (2016-2023), which constitute the main vehicles for UNODC support and assistance to the countries in West and North Africa.

The Sahel stretches across several countries in West, Central and North Africa. It is one of the poorest regions of the world simultaneously facing the interconnected challenges of poverty, climate change, food shortage, rapid population growth, instability, corruption, unresolved internal tensions, and violent extremism. The Sahel is also afflicted by a multitude of transnational illicit trafficking flows and organized crime, which could be directly connected to the organized criminal groups active in the region.² For the purpose of this document, the Sahel refers to Burkina Faso, Mali, Mauritania, Niger and Chad. To ensure a comprehensive and sustainable approach to the challenges affecting the region, the document also makes due linkages with neighbouring countries in the Maghreb region (Algeria, Libya and Morocco), as well as in West Africa (Benin, Côte d'Ivoire, Ghana, Guinea, Nigeria, Senegal and Togo). Considering the dynamics of illicit trafficking, organized crime and terrorism in the Sahel region, as well as their connection with the trafficking of drugs originating from Latin America, UNODC could extend its response to the Sahel crisis to other countries, as and when deemed necessary.

The activities in this document will be implemented mainly in **Burkina Faso, Mali, Mauritania, Niger and Chad**. A ten-year timeframe (2014-2023) is envisaged for the implementation of the activities in UNODC's response to the Sahel crisis.

II. Situation Analysis

The Sahel-Saharan region has always been a trade and migration route. However, factors such as the lack of state authority, the collapse of the traditional pastoral economy, corruption and the presence of arms have created an ideal environment for illicit trafficking.

On 25 February 2013, ECOWAS and UNODC jointly released a Transnational Organized Crime Threat Assessment (TOCTA) for West Africa which underscores the need to address methamphetamine production and trafficking in cocaine, heroin, cannabis, firearms and fraudulent medicine.³

Since 2005, the international community is increasingly concerned about the situation in the region because there is growing evidence of cocaine trafficking from Latin America and the involvement of organized crime networks in the region. Apart from drug trafficking, the region is also witnessing illicit trafficking in human beings (including the smuggling of migrants), fuel, cigarettes, counterfeit medicine, firearms and toxic waste. In 2009, UNODC estimated that these major illicit flows were worth about US\$ 3.8 billion annually, a figure that is higher

¹UNSC, S/RES/2056 of 5th July 2012 (Roadmap for the Restoration of Constitutional Order in Mali), para 28. UNODC Governing Bodies (the Commission on Narcotic Drugs, the Commission on Crime Prevention and Criminal Justice, the Conference of the States Parties to the United Nations Convention against Corruption and to the United Nations Convention against Transnational Organized Crime) have conferred jurisdiction to UNODC in the areas under UNODC's inter-regional response to the Sahel crisis.

²UNODC, "Transnational Trafficking and the Rule of Law in West Africa: A Threat Assessment", July 2009. Available at: http://www.unodc.org/documents/data-and-analysis/Studies/West_Africa_Report_2009.pdf

³ UNODC, "Transnational Organized Crime in West Africa: A Threat Assessment," February 2013. Available at: http://www.unodc.org/documents/data-and-analysis/tocta/West_Africa_TOCTA_2013_EN.pdf

than the GDP of several West African countries.⁴UNODC will undertake further research in this regard during the activities proposed in this document to ensure evidence-informed strategy development and technical support.

The destabilizing effect of such trafficking flows and their impact on development and security in the Sahel and its environs are extremely serious. Criminal activities have reached a level that poses a threat to governance in the entire region. Criminal networks have intensified their operations in the Sahel and expanded their illicit trade activities across the entire region. Coupled with this, the profits generated from drug trafficking, illicit trafficking, organized crime and kidnapping for ransom can be used easily for corruption, which only makes an already precarious situation even worse.

This state of affairs is compounded further by the proliferation of terrorist groups, such as Al Qaeda in the Islamic Maghreb (AQIM), and the emergence of new jihadist movements in 2011-2012, which have established sanctuaries in the Sahel and increased activities with destabilizing repercussions, as evidenced by the recent attacks in Algeria and Niger in January and May 2013 respectively.

Moreover, the influx of former mercenaries recruited by Libya's ousted regime after the February 2011 revolution and the proliferation of firearms from Libya into the Sahel-Saharan region have only increased the terrorist threat in this zone. It was in the light of this situation that Libya hosted a regional ministerial conference in March 2012 on *Border Security: Action Plan for Joint Working Methods* with representatives of Algeria, Chad, Egypt, Tunisia, Mali, Mauritania, Morocco, Niger and Tunisia to reinforce regional cooperation on border security.

The security situation in the Sahel is aggravated further by escalating political instability in West Africa. This is what led to the military coup in Mali in March 2012 and the spread of armed violence in the country, with the northern region becoming a safe haven for terrorist groups. Some of these groups are believed to have possible links with similar groups, such as Boko Haram in Nigeria and Al Shabab in Somalia.⁵While hard evidence still needs to be provided in this regard, there are reports that the terrorism/drugs/crime nexus prevails strongly in Mali. Some militant Islamists are thought to levy "taxes" on drug traffickers in return for safe passage, earning the groups a direct subsidy from illicit trafficking (including cigarette smuggling and firearms trafficking etc.). The national authorities in several countries in West and North Africa are increasingly concerned with the landings of small aircrafts in northern Mali, which are believed to deliver drug shipments bound for the European and other markets.

In addition to all this, corruption among law enforcement officials and criminal justice authorities is on the high side. This, along with the absence of rule of law in some countries, undermines effectiveness in State governance systems and creates environments that are conducive to illicit trafficking and organised crime.

Some reports also underline the close linkages between terrorism, drug trafficking and organized crime in the Sahel region. In the final analysis, providing assistance for countries in the region to build the necessary capacity for addressing the challenges of terrorism and organized crime in the Sahel is a crucial step for achieving the mutually reinforcing goals of security and development.

III. UNODC Comparative Advantage

As the guardian of the UN Convention against Transnational Crime (UNTOC) and its related Protocols, the UN Convention against Corruption (UNCAC), as well as the various international instruments on drug control and counter-terrorism, UNODC has unique expertise in helping Member States address organized crime and related illicit trafficking and terrorism through legislative, criminal justice and law enforcement advisory services, technical assistance, as well as the promotion of regional/international cooperation, including South-South and North-South cooperation.

UNODC's field presence in West and North Africa⁶has given it extensive knowledge of the illicit trafficking and organized crime situation in both regions and enabled it to establish strong collaborative ties with national authorities and partner organizations. UNODC also benefits from close collaboration with the G5 Sahel, as both organizations have been partners since the G5 Sahel's inception. UNODC supported the G5 Sahel in the

⁴Guinea-Bissau, Gambia, Cape Verde, Sierra Leone, Togo, Guinea, and Niger (using 2008 figures for comparison purpose).

⁵United Nations, "Report of the Secretary-General on the situation in Mali," November 2012 (http://www.un.org/ga/search/view_doc.asp?symbol=S/2012/894); UNODC Mission in Algeria Report, December 2012.

⁶UNODC has Offices or a permanent presence in the following countries: Cape Verde, Egypt, Ghana, Guinea-Bissau, Liberia, Libya, Morocco, Mauritania, Nigeria, Sierra Leone, Senegal and Tunisia. It will soon have a presence in: Benin, Burkina Faso and Togo. UNODC will thus be present in 15 countries of the 21 in North and West Africa.

institutionalisation and operationalisation of its Security cooperation platform since 2015, and with the elaboration of the conceptual framework regarding the organisation and the functioning of its joint force in 2017. This places the UNODC Regional Programmes for West Africa and the Arab States in a unique position to continue its partnership with the countries in the Sahel region against the threats posed by drug trafficking, illicit trafficking, organized crime and terrorism. These Programmes are closely aligned with the political/operational frameworks of the Economic Community for West African States (ECOWAS) and the League of Arab States (LAS).⁷ Close cooperation with these inter-governmental organizations will be crucial for building political will and commitment among their Member States to maximize the outcome and results of the activities UNODC will be proposing, as well as to improve regional cooperation. A monitoring structure for country-level strategies will be established to ensure their sustainability.

IV. Overall Objective of the UNODC Contribution to the United Nations Integrated Regional Strategy for the Sahel

To have an effective and pragmatic response to drug trafficking, illicit trafficking, organized crime and terrorism, there has to be a holistic approach with a regional perspective, not a piece-meal approach. Otherwise, the threats cannot be contained in one particular area and they will shift to other more vulnerable areas.

Based on the most recent situation assessments conducted by UNODC, the priority areas for action are:

- 1) **Terrorism:** Since AQIM was established, the Sahel has witnessed increasing levels of instability. Some groups have kidnapped several foreigners and taken to illicit trafficking to find more resources for attacks and operations. Recent events show that when extremist groups control large territories, this has devastating consequences on people and communities. Moreover, there are allegations of a linkage between AQIM and Boko Haram that only contribute to expand the zone for terrorist activity in the Sahel.
- 2) **Drug trafficking, illicit trafficking and organized crime:** The Sahel is an area that connects Sub-Saharan Africa with North Africa, the Middle East and Europe. It is used for licit trade as well as illicit trafficking. The proceeds from such activities and the associated violence, health risks and social impacts severely jeopardize efforts to build sound, fair and thriving societies. The biggest challenges to address in the Sahel include drug trafficking, cigarette smuggling, trafficking in human beings, migrant smuggling and kidnapping for ransom.
- 3) **Criminal justice:** A justice system in which offenders can easily evade police custody or overturn court rulings through corruption lacks the trust and respect of the national and international community. In the same vein, a system in which pre-trial detentions last for as long as, or even longer than the maximum sentence, or in which files disappear and human rights are disregarded only tends to breed public resentment. To have a proper basis for social stability, the justice system should be independent, impartial, fair and accountable.
- 4) **Corruption:** Corruption is both a cause and a consequence of many illicit activities. It is also a means used by organized crime groups to infiltrate government structures. Moreover, where public or private resources meant for the common good of people get diverted for the benefit of a limited few, this has a strong impact on development and facilitates destabilization.

While regional cooperation plays a key role in this area, it is vital to provide country-targeted interventions because the capacity building needs in the Sahel region vary from one country to another. There are some countries that require interventions to strengthen internal **stability**, while others require support to foster **reconciliation** through fair and transparent judicial treatment of criminal cases.⁸ Some countries also need operational support to improve their institutional capacity for **combating** transnational threats pertaining to drug trafficking, illicit trafficking, organized crime and terrorism. The different capacity needs in the Sahel countries call for country-specific capacity building interventions that will prepare the ground for cooperation at the sub-regional and/or regional level. This is only feasible when there is awareness of the imperative need to cooperate and take concrete action. That is why it is necessary for law enforcement and criminal justice authorities to come together and share information in ways that enable them to work more effectively together.

⁷The 2009-2015 ECOWAS *Regional Action Plan to address the growing problem of illicit drug trafficking, organized crime and drug abuse in West Africa* (extended for two years, up to 2015, on 28 February 2013), the 2011 Bamako Declaration on Impunity, Justice and human Rights, the ECOWAS 2013 Counter-Terrorism Strategy and Implementation Plans (adopted on 28 February 2013), and the LAS-UNODC Regional Programme on Drug Control, Crime Prevention and Criminal Justice Reform for the Arab States (2011-2015).

⁸ For instance, on 6 March 2013 Mali created a National Commission for Dialogue and Reconciliation.

In spite of the efforts being made by various national and regional stakeholders, the Sahel region still witnesses drug trafficking, illicit trafficking and organized crime. The national authorities have made considerable efforts to address these problems by building capacity in the criminal justice and law enforcement systems. But it is necessary also to enhance their ability to investigate, prosecute and adjudicate such cases with integrity and in accordance with the rule of law. In the same manner, collaboration between criminal justice and law enforcement officials needs to improve so that the justice system is more effective in protecting the rights of victims and accused persons. Many agree that a poor judicial system hampers any effort to counter drug trafficking, illicit trafficking and organized crime. On the other hand, a well-functioning criminal justice system enhances access to justice, guarantees compliance with human rights, and prevents violence and armed conflicts.

In the light of the above, **the overall objective of the UNODC Contribution to the United Nations Integrated Strategy for the Sahel is that countries of the Sahel region demonstrably increase their capacity to address transnational organized crime and terrorism through accessible, efficient and accountable criminal justice systems.** National and regional authorities will be in a better position to identify and dismantle the organized crime networks and terrorist groups active at the national and regional level, which is a key step towards deterring their activities. Information exchange mechanisms will play a vital role in this strategy.

At the national level, the actions proposed in this document seek to ensure that criminal justice and law enforcement authorities have the capabilities to arrest suspected criminals, intercept illicit goods and dismantle existing criminal networks, as well as to liaise with the agencies in other countries to execute international requests appropriately. They seek also to give the justice system the capacity for due process in well-investigated criminal cases, mindful of their patrimonial aspects and in compliance with the rule of law. Promoting better mutual legal assistance and facilitating extradition requests will also be a crucial asset in this regard.

At the regional level, UNODC will continue to assist countries in the Sahel so that they ratify and effectively implement relevant international instruments, and to promote regional cooperation by strengthening collaborative ties at the national and regional levels. Put together, these efforts will contribute to the broader goal of reducing the negative impact that drug trafficking, illicit trafficking, organized crime, terrorism and corruption have on the Sahel as a whole, so as to make the region safer, more stable and conducive to social and economic development. *The combined efforts of the other UN development agencies and regional organizations such as ECOWAS, the Community of Sahel-Saharan States (CEN-SAD) and the Arab Maghreb Union, whose role in combating drug trafficking has been underlined on several occasions by their respective governing bodies, are also necessary to strengthen assistance and support in this strategy. Countries located in the north of the Sahel would also have to play an important role in this regard in order to block the drug trafficking route between Latin America, West Africa and Europe.*⁹

In supporting the targeted countries in the Sahel to develop effective criminal justice systems to counter drug trafficking, illicit trafficking, organized crime, terrorism and corruption, UNODC intends to help strengthen the capacities of relevant national and regional authorities through legislative assistance, technical assistance on criminal justice and law enforcement, as well as through the promotion of regional cooperation in the following five inter-linked areas:

- 1. National legislation and regional and international cooperation mechanisms;**
- 2. Border control and interdiction;**
- 3. Accountable, fair and efficient investigation, prosecution and adjudication of criminal cases;**
- 4. Scientific evidence in support of judicial investigations and proceedings; Improved procedures, access and treatment in the judicial and prison systems.**
- 5. Rehabilitation of imprisoned and/or detained terrorists through harmonized policies.**

The outputs and activities under Outcomes 1-4 are structured in such a way that national capacity building will be developed before and/or alongside the promotion of sub-regional/regional cooperation, while Outcome 5 focuses solely on criminal justice reform at the national level.

V. Strategic Framework for UNODC Assistance 2014-2023¹⁰

⁹ Text still under discussion with the Algerian authorities.

¹⁰ All amounts mentioned include human resources and operations costs.

Outcome 1: Updated national legislation and increased use of regional and international cooperation mechanisms enable factors for combating drug trafficking, illicit trafficking, organized crime, terrorism and corruption efficiently

Output 1.1: Legislation in line with international conventions and protocols is supported

Although many countries in the Sahel have ratified the relevant international instruments on terrorism, corruption, drug and organized crime related matters, national legislations do not always reflect those commitments. In addition, more emphasis should be placed on integrating and promoting regional conventions and frameworks in national legislations. In doing so, support to streamline legislative development processes and ensure coherence between the concerned regions would also be needed.

Activities:

- Produce an analysis of the situation and the related needs with the aim of establishing further understanding for targeted intervention and baselines against which indicators and means of verification can be measured;
- Assess national legislation and related institutional frameworks to determine their level of compliance and propose amendments when meeting with governmental counterparts;
- Encourage countries to ratify/comply with relevant international and regional instruments and their implementation;
- Hold regional/national workshops in order to build knowledge and raise awareness on the provisions of international legal instruments, in particular the three UN Drug Conventions, the UN Convention against Transnational Organized Crime (UNTOC) and its supplementing Protocols, and the UN Convention against Corruption (UNCAC);
- Support the Sahel countries to take part in the UNCAC Implementation Review Mechanism, as well as follow-up actions;
- Assess the capacity of the Departments in charge of legislative development at the Ministries of Justice, and provide urgent support as needed;
- Provide assistance in legislative development, notably through drafting workshops;
- Promote UN Conventions on drugs, transnational organized crime and corruption as a contribution to the promotion of human rights;
- Organize awareness-raising events on the issues addressed by draft laws.

Estimated costs: US\$ 2,554,000 (Burkina Faso, Chad, Mali, Mauritania, and Niger)

Output 1.2: Cooperation on criminal matters among Sahel countries (Sahel Judicial Platform) is promoted and strengthened

Since 2010, UNODC has been supporting the Regional Judicial Platform for Sahel countries, which is composed of Burkina Faso, Mali, Mauritania and Niger, and seeks to promote regional cooperation among criminal justice officials in the area of counter terrorism. The Platform is composed of National Focal Points designated by the Ministers of Justice and in charge of: 1) facilitating extradition and mutual legal assistance in criminal procedures with the other Platform members; 2) identifying technical assistance needs for strengthening judicial cooperation; and 3) informing national criminal justice officials on the role and mechanisms of the Platform.

Annual meetings of the National Focal Points have been held (Bamako in 2010, Niamey in 2011 and Ouagadougou in 2012). UNODC has supported the development of specialized tools for national practitioners and delivered capacity-building programmes for criminal justice officials in order to process mutual legal assistance and/or extradition requests, with particular emphasis on combating terrorism. In 2012, a new charter, as well as rules and regulations, were adopted by the Ministers of Justice. In addition to its original members, Senegal and Chad have already joined the Platform as observers, with other countries expected to do so in 2013.

Activities:

- Produce an analysis of the situation and the related needs with the aim of establishing further understanding for targeted intervention and baselines against which indicators and means of verification can be measured;
- Provide technical support to the Secretariat of the Platform for organizing the Annual Meetings of National Focal Points, developing tailor-made tools for extradition and mutual legal assistance requests amongst them, and facilitating the development of links with neighbouring countries, in particular Nigeria and the Maghreb countries;
- Provide technical support in the development of tailor-made tools for extradition and mutual legal assistance requests;

- Organize workshops for sitting judges, national prosecutors and Judicial Police Officers of Sahel countries (coming from border regions and from central services which have national competency and from judiciary poles) on investigation/prosecution/judgment of acts of terrorism, including those committed by foreign terrorist fighters (FTFs), corruption, money laundering, terrorism financing, economic crimes, transnational offences and international cooperation mechanisms (Senegal/Mauritania, Burkina/Niger, etc.);
- Organize online, tailor-made specialized training courses on the legal framework against terrorism and regional and international cooperation in criminal matters for Judicial Police Officers of Sahel countries (jointly with Interpol);
- Conduct awareness-raising activities to promote the Platform and build synergies between regional sub-groups as necessary;
- Improve the functionality of inter-ministerial structures (Justice, Foreign Affairs and Public Security) through UNODC support and specific collaborative arrangements with one or more countries upon request.

Estimated costs: US\$ 2,006,000 (Burkina Faso, Chad, Mali, Mauritania, and Niger)

Output 1.3: The participation of Sahel countries in the Network of West African Central Authorities and Prosecutors (WACAP) and in interregional workshops with Maghreb countries is promoted

Organized crime groups are agile and can adapt to counter-measures taken by individual States or groups of States. This can cause displacement whereby the pressure exerted on criminal activities in one country results in the transfer of activities to a more vulnerable country. Therefore, coordination and cooperation at the trans-regional level are necessary to contain, disrupt and dismantle these networks effectively, both within the Sahel and within the Maghreb. UNODC thus wishes to facilitate and strengthen cooperation between Sahel and Maghreb countries in terms of experience and data sharing, and of training in the fight against terrorism and transnational organized crime. Furthermore, in November 2012, UNODC established a Network of West African Central Authorities and Prosecutors, which draws on the practices and lessons learned from the UNODC Network of Organized Crime Prosecution Units operating in the Central American region under the acronym REFCO.¹¹ The West African Network (WAN) aims to strengthen knowledge and capacities in the area of judicial cooperation in criminal matters within the region, as well as support capacity building for the prosecution of drug trafficking and other forms of trans-border crimes.

Activities:

- Support the Sahel countries to take part in the biannual meetings of the Network of West African Central Authorities and Prosecutors in order to: (i) foster trust and encourage face to face exchanges and the sharing of information with their counterparts about the modalities of drug trafficking, illicit trafficking and organized crime, and (ii) to deepen their knowledge about the legislations, methods of work and good practices in other West African countries;
- Provide support to strengthen the central authorities of Sahel countries through legislative assistance, the drafting of guidelines for their work, the development of national manuals and other useful tools, as well as the provision of technical and advisory support to improve the efficiency of their internal organization and their ability to deal in a more organized way with incoming and outgoing mutual legal assistance (MLA) requests;
- Deliver train-the-trainer sessions on mutual legal assistance, extradition, the transfer of sentenced prisoners etc. including through the use of case studies and existing tools such as the UNODC MLA Request Writer Tool, the Online Directory of Competent National Authorities, the UNODC Manual on Mutual Legal Assistance and Extradition and the UNODC Manual on International Transfer of Sentenced Persons;
- Facilitate operational cooperation in ongoing cases and organize practical activities through which prosecutors of Sahel countries will be able to exchange information about investigation methodology, different legal systems (common law and civil law), hone their skills and knowledge about various types of organized criminal activity, and finally handle complex cases related to organized crime and drug trafficking;
- Support the organization of interregional workshops on strengthening international cooperation in criminal matters between Sahel and Maghreb countries.

Estimated costs: US\$ 1,986,000 (Burkina Faso, Chad, Mali, Mauritania, and Niger)

¹¹ The countries whose prosecution units are members of REFCO (*Red de Fiscales Control el Crimen Organizado*) comprise: Belize, Colombia, Costa Rica, the Dominican Republic, El Salvador, Guatemala, Honduras, Mexico, Nicaragua and Panama.

Outcome 2: Increased capacity of, and information exchange between, law enforcement entities leads to higher detection and interdiction rates

Output 2.1: Detection and interdiction capacity at land borders is enhanced and increased in-country outreach of law enforcement agencies is supported

Although drug trafficking and illicit trafficking in remote desert areas do not go through official border crossing points, there are parts of the Sahel where such trafficking does go through border posts. This is mostly the case in the southern borders of Sub-Saharan Sahel countries. It is therefore proposed to identify border crossings that appear to be used most frequently, as well as strengthen their detection and interdiction capacity. One of the guiding documents will be the African Union (AU) Strategy for Enhancing Border Management in Africa, as well as information gathered by Interpol.

Activities:

- Produce an analysis of the situation and the related needs with the aim of establishing further understanding for targeted intervention and baselines against which indicators and means of verification can be measured;
- Provide technical assistance to strengthen border crossing points believed to be the most used for illicit trafficking through inter-agency work, improvement of integrity and cooperation with neighbouring authorities and the involvement of local communities;
- Provide training on techniques for profiling, intelligence gathering, analysis and exchange, on cash couriers and FTFs, as well as on techniques for investigation and reporting;
- Provide specialized training on detecting smuggling of migrants and trafficking in persons in mixed flows at the borders and on the referral of victims and vulnerable migrants to appropriate assistance;
- Strengthen detections and interdictions through awareness-raising campaigns related to risks of smuggling of migrants and trafficking in persons targeting especially vulnerable communities/groups of people and aiming to decrease the demand for these crimes;
- Provide specialized training on import/export/transit controls on firearms;
- Provide on-site mentoring sessions for border officers on selected locations;
- Improve the infrastructure at selected border posts (incl. power self-reliance and communications) and provide required equipment and logistical support to strengthen patrolling and detection of fraudulent documents at borders;
- Organize assessment missions for G5S-JF components and support the development of Standard Operating Procedures for investigating illicit trafficking, organized crime and terrorism cases;
- Provide specialized training for G5S-JF on the protection and monitoring of borders, and the protection of vulnerable populations in border areas;
- Provide specialized training for G5S-JF on past and current FTF trends;
- Provide specialized training for G5S-JF on profiling analysis and exchange, and investigation and reporting;
- Provide specialized training for G5S-JF on detecting smuggling of migrants and trafficking in persons;
- Provide specialized training for G5S-JF on detecting, investigating, and prosecuting cases of trafficking in cultural property, wildlife and forest crimes;
- Organize simulations for G5S-JF elements on detection and interdiction.

Estimated cost: US\$ 7,275,000 (Burkina Faso, Chad, Mali, Mauritania, and Niger)

Output 2.2: Detection and interdiction capacity at international airports is strengthened

Since 2010, UNODC has been implementing the “Airport Communication Project” (AIRCOP)¹² to combat illicit drug trafficking along the cocaine route from Latin America to Europe via West Africa. AIRCOP includes 20 countries in Latin America, the Caribbean and West Africa. It supports the establishment of inter-agency Joint Airport Interdiction Task Forces (JAITFs) linked to each other via the World Customs Organization’s CENcomm and with direct access to Interpol databases via the I-24/7 global police communication system. With the exception of Mali, none of the targeted countries in the Sahel region are part of the project. AIRCOP can be used to counter illicit drug trafficking, counter-terrorism efforts (through the control of passengers subject to travel restrictions), as well as to detect and prevent any type of illicit trafficking.

Activities:

- Assess the current security architecture and technology of international airports in capital cities;

¹²The AIRCOP project’s current partner countries in Africa are Benin, Cameroon, Cape Verde, Côte d’Ivoire, Gambia, Ghana, Guinea, Kenya, Mali, Mozambique, Niger, Nigeria, Senegal and Togo. Ethiopia, Morocco and South Africa are associate members

- Support the establishment of JAITFs (inter-institutional agreement, agreements with airlines, premises, equipment);
- Train JAITF staff on intelligence collection and sharing, passenger (including potential FTFs) and cargo profiling, etc.;
- Conduct on-site mentoring sessions for JAITF staff;
- Provide assistance, upon request, to receive access to the CENcomm and Interpol I-24/7, and train staff on their use.

Estimated costs: US\$ 3,507,000 (Burkina Faso, Chad, Mali, Mauritania and Niger)¹³

Output 2.3: Detection and interdiction capacity at seaports and dry ports is strengthened

Freight containers are an important part of the legitimate supply chain, but they can also be used to smuggle illicit goods, such as drugs, precursor chemicals, weapons, explosives and other forms of contraband. There is a risk that they could also be used for direct terrorist attacks. The aim of the Global Container Control Programme (CCP)¹⁴ is to assist Governments in developing countries to establish effective container controls and effectively counter the use of containers for illicit drug trafficking and other forms of illicit activities. Dedicated port control units, comprising customs and other law enforcement officers are created in some West African countries and staff trained and equipped to identify and inspect high-risk freight containers with minimum disruption to legitimate trade and business. The CCP has so far established 28 operation port control units in 17 countries.

Activities:

- Conduct thorough assessments of port infrastructure and control systems;
- Support the development and signing of inter-agency MoUs between law enforcement agencies for cooperation at the ports;
- Develop and deliver tailored training programmes on profiling methods, selection/search, integrity management, etc.;
- Raise awareness within the private sector on the existence of the Port Control Units (PCUs);
- Organize training sessions, study tours and practical training for the team members of the PCU;
- Organize specialized training on profiling and risk assessment for the movement of firearms in containers;
- Organize specialized training to enhance the integrity of PCU members;
- Strengthen regional and interregional cooperation, notably through the use of the World Customs Organizations' CENcomm communication system;
- Maximize the global network component of the Container Control Programme by undertaking activities to promote cooperation between the PCUs in source, transit and destination countries.

Estimated costs: US\$ 2,927,000 (Côte d'Ivoire and Guinea Conakry)

Output 2.4: Capacity for information exchange and communication between national and regional security agencies, and elements of the G5S-JF is strengthened

Mechanisms for regional security cooperation are practically non-existent in the Sahel. Yet, cross-border cooperation is a necessity to address violent extremism and transnational organized crime. Enhancing the operational capacity and information exchange between Sahel countries allowing for real time intelligence sharing is of crucial importance. This can be achieved for instance, through the G5 Sahel, a security and development organization established in 2014 by the governments of Burkina Faso, Chad, Mali, Mauritania and Niger, for which UNODC has provided extensive legal drafting expertise that resulted in the launch of the G5 Sahel Security Cooperation Platform, and in the elaboration of a conceptual framework establishing the functioning and organization of the police component of the Joint Force.

Activities:

- Produce an analysis of the situation and the related needs with the aim of establishing further understanding for targeted intervention and baselines against which indicators and means of verification can be measured;
- Provide material and refurbishment of premises;
- Provision of computer and office equipment, software for the analysis of crime-related information, communication and other relevant technical equipment;

¹³ Mali is already funded.

¹⁴ Current partner countries are Benin, Ghana, Senegal and Togo.

- Provide tailored training on criminal intelligence gathering, analysis and dissemination to G5S Security cooperation platform staff and Joint Force police elements, and develop Standard Operational Procedures;
- Provide training for SCP staff and G5S-JF police elements on investigative and reporting techniques and criminal procedures relevant to terrorism offences, including those committed by FTFs;
- Establishment of a mentoring system;
- Provided legal assistance to the requesting countries to ensure that their legislation allows for the sharing of information.
- Provide training workshops for G5S-JF police elements on information sharing with other agencies;
- Organize operational exercises for G5S-JF police elements on information sharing to promote the use of regional and international databases;
- Support law enforcement officers and justice officials regarding their role in the criminal justice system.
- Encourage the establishment of databases on TOC and terrorism, as well as regarding the tracing of illicit firearms, in collaboration with the police component of the G5 Sahel joint force, in coordination with other existing mechanisms.

Estimated costs: US\$ 4,100,000 (Burkina Faso, Chad, Mali, Mauritania and Niger)

Outcome 3: Accountable criminal justice officials are able to investigate, prosecute and adjudicate criminal cases in a more effective, fair and efficient manner

Output 3.1: Internal and external oversight of law enforcement is strengthened

The lack of trust in government institutions and abusive use of force by security forces create fertile ground for terrorism and other criminal activities, as well as undermine the effective investigation of cases. In addition, management gaps, coupled with the lack of a genuine human resources management policy and opaque recruitment, rotation and promotion practices pose serious problems to institutional integrity and capacity. These shortcomings require commitment from States, notably through the governing bodies of the concerned agencies, to the reform of their law enforcement agencies, the improvement of their human resources management practices, and improved liability. Any reform implies that countries in the Sahel adhere to this characterization and to the idea of a change in policy, and undertake to initiate a process for the enhancement of the administrative and the law enforcement framework.

Activities:

- Undertake research and collect data to diagnose the links between corruption and other forms of transnational organized crime and terrorism to focus efforts on the most pressing and relevant needs, as well as to better advocate for law enforcement and/or security sector reform in Sahel countries;
- Organise a regional workshop to share the findings of the research and facilitate the exchange of good practices between governments, journalists and civil society;
- Develop and support existing national and regional oversight strategies;
- Conduct training workshops to national training institutions, journalists and civil society on integrity and ethics to strengthen internal and external oversight of law enforcement;
- Support national authorities and provide related advisory services to improve the organization of their law enforcement agencies, including resource allocation, human resource planning and continuous training programmes;
- Develop integrity and ethics courses and organize train-the-trainer sessions for instructors at national training institutions to strengthen the internal and external oversight of law enforcement;
- Deliver training workshops, establish SOPs and databases to follow cases, strengthen complaint mechanisms, and carry out background checks and vetting mechanisms for future members to build the capacities of oversight units in law enforcement agencies and in civilian criminal justice and/or military criminal justice systems to investigate, prosecute and adjudicate abuse of force by civilian and military law enforcement agencies;
- Organise national workshops to bring into line oversight, integrity and transparency procedures of the Judiciary with the provisions of the international instruments;
- Provide logistic support to implement/develop oversight mechanisms related to criminal investigations;
- Support the integration of online training on the oversight and human rights-related aspects of criminal investigations for magistrates and law enforcement officers.

Estimated costs: US\$ 5,850,000 (Burkina Faso, Chad, Mali, and Mauritania)

Output 3.2: Integrity safeguard mechanisms for justice personnel are reviewed and supported

A corrupt judiciary is a serious impediment to the success of any anti-corruption strategy. An ethically compromised judiciary means that the legal and institutional mechanisms designed to curb organized crime, illicit trafficking, terrorism and corruption are crippled, regardless of how well-targeted, efficient or honest they are. Unfortunately, evidence is steadily and increasingly surfacing of widespread corruption in the criminal justice system of several countries in the Sahel.

Activities:

- Undertake integrity assessments;
- Provide support for internal inspections (creation/strengthening of inspection teams and the equipment, procedures and manuals for investigating cases of corruption, providing training to staff and assistance for them to implement judicial integrity action plans in selected regions);
- Provide support to the development/revision of codes of ethics for judicial officials;
- Design courses and deliver training on ethics and integrity for judicial officials and other judicial staff;
- Conduct awareness-raising campaigns to familiarize the public with the judicial system and processes.

Estimated costs: US\$ 3,878,000 (Burkina Faso, Chad, Mali, Mauritania, and Niger)

Output 3.3: Training institutions are given support to improve their infrastructure and curricula

Although most Sahel countries have initial training curricula to train new magistrates or law enforcement officials, the training structures suffer from an acute lack of resources. There is also a need to review existing training programmes/curricula so that they respond better to the latest developments in terms of legislation and practices. In some countries, there are no regular inflows of new staff and the recruitment policy consists more of mass recruitments, making it difficult for the receiving agencies to absorb such high numbers. With regard to continuous training, there are no organized systems that deliver it systematically. The selection of the trainees is not done in a transparent and principled manner, and staff rotation policies make no provision for improving the sustainability of capacity building actions.

Activities:

- Support the revision and updating of national training institutions' curricula and programmes (*training institutes/schools for magistrates and law enforcement officials*) in the areas of terrorism, organized crime, illicit trafficking, anti-corruption, trafficking in persons and smuggling of migrants, wildlife and forest crimes, as well as trafficking in cultural property;
- Provide support for the editing and printing of new training curricula;
- Provide advisory services to national training schools in Sahel countries for the integration of UNODC training modules and other training methods in their training curricula and programmes. Human rights aspects will be fully integrated in programmes;
- Support infrastructure improvements for national training institutions (police, customs, gendarmerie and magistrates). This includes IT equipment, power self-reliance, used vehicles for search practices, etc.;
- Organize an advanced train-the-trainer workshop for instructors at the national training institutions;
- Support trained instructors to deliver training sessions in training schools or at other public venues;
- Provide technical assistance tools and substantive publications to facilitate the transmission of specialized knowledge.

Estimated costs: US\$ 3,757,000 (Burkina Faso, Chad, Mali, Mauritania, and Niger)

Output 3.4: Investigation techniques for different types of serious crimes including terrorism, illicit trafficking, trafficking in persons and smuggling of migrants, money laundering (including through the use of crypto-currencies), corruption, trafficking in cultural property, and wildlife and forest crimes are enhanced

In most Sub-Saharan Sahel countries, efforts to counter illicit trafficking are limited to arresting offenders caught in the act and processing them through the criminal justice system as quickly as possible. As a result, long-term or back-tracking investigations are seldom conducted, partly due to the risk of corruption, rivalry between services, and a lack of trust among the various criminal justice system actors. Considering the way in which crime cartels and terrorist groups operate, such an approach to law enforcement will only yield results in the short term and fail to contribute in dismantling criminal groups in the long-term. In French-speaking Sahel countries, it is rare that the collection of evidence in complex cases pertaining to terrorism and other serious crimes are led by investigative judges or prosecutors, using judicial police resources. In addition, the recent independent evaluation report of a UNODC project conducted in West Africa (XAW/U53) highlights that countries still do not sufficiently focus on the financial crimes component of predicate crimes, i.e. do not include the money laundering offence in

their investigations and prosecutions. Criminal justice responses can only benefit from this more innovative asset-oriented approach, which would require law enforcement and judicial authorities to be further trained on anti-money laundering and the conduct of patrimonial investigations.

Counter-terrorism

Activities:

- Produce an analysis of the situation and the related needs with the aim of establishing further understanding for targeted intervention and baselines against which indicators and means of verification can be measured;
- Deliver tailored training courses on investigative techniques and criminal procedure relevant to terrorism offences, including those committed by FTFs (training workshops would serve to introduce UNODC's new training Module on Sahel police cooperation: *Fight against Terrorism in the Sahel Region: legal framework, investigation techniques and police cooperation*);
- Organize study visits for senior prosecutors, judges and investigators to institutions in countries having well-developed practices and arrangements in the areas of counter-terrorism and the fight against trafficking in persons and smuggling of migrants, as well as in countries with effective national Central Authorities in place for international cooperation in criminal matters;
- Support the development of standard operating procedures for the investigation of terrorism cases, including those involving FTFs;
- Support the training of special units in the police, gendarmerie and National Guard, including regarding the detection of FTFs.

Drug trafficking, illicit trafficking and organized crime

Activities:

- Translate and rollout UNODC Computer-based Training (CBT) programmes to all Sahel countries;
- Organize training seminars¹⁵ (national and sub-regional) in capital cities and other major cities for law enforcement officers and justice officials, adapting content to the role played by trainees' groups in the various stages of the criminal justice system;
- Organize events to enhance cross-border collaboration among law enforcement officials, prosecutorial judicial authorities and governmental organizations focusing on border control, joint law enforcement initiatives, joint operative investigations, intelligence sharing, data collection, and reporting;
- Support the development of standard operating procedures for the investigation of illicit trafficking and organized crime cases;
- Provide training on detecting, investigating and prosecuting cases of trafficking in persons and smuggling of migrants while promoting the full respect of the rights of victims and migrants;
- Provide training on detecting, investigating and prosecuting cases of trafficking in cultural property and wildlife and forest crimes;

Anti-money laundering and terrorism financing

Activities:

- Assist Member States in building institutional capacity through the provision of advice on governance and management, and/or acquiring the IT equipment/infrastructures needed to support the investigation and prosecution of serious crimes;
- Train Financial Intelligence Unit (FIU) staff on financial information analysis related, for example, to trade-based money laundering (including through crypto-currencies), cash couriers and money transfer systems, as well as on the use of analysis software and tools;
- Develop and implement advanced training courses on financial analysis and FIU management for FIU personnel and managers;
- Provide financial investigation training to law enforcement financial investigators, as well as for prosecutors and judges, on taking into account the financial crime dimension when investigating/prosecuting/sentencing predicate crimes;
- Train investigators on possible money laundering/terrorism financing operations using cash couriers, and on the use of the internet to incite the recruitment of FTFs;
- Promote and assist in regional cooperation on anti-money laundering and terrorism financing matters, including matters related to FTFs;
- Support FIUs to enhance cooperation and support asset recovery efforts;
- Encourage FIUs to conclude bilateral conventions for countering terrorism financing and money laundering.

¹⁵ E.g. special investigation techniques, surveillance, criminal procedure, management of informants, intelligence collection and analysis, debriefing methods, report drafting, human rights, etc.

Estimated costs: US\$ 6,090,000 (Burkina Faso, Chad, Mali, Mauritania, and Niger)

Output 3.5: Police-Justice cooperation is promoted and mentoring for criminal investigations is provided

The implementation of mentoring/advisory services have proved a particularly attractive solution when building capacity, as it allows interaction with the beneficiary agencies on a daily basis, in order to provide advice and guidance on real cases. This goes a long way in enshrining newly-acquired knowledge or cooperation mechanisms into working habits. It also represents a way to support magistrates and investigators, who may be under a lot of external pressure when investigating and/or prosecuting organized crime cases. Such pressure may range from offers of bribes to physical threats.

Activities:

- Advise judges/magistrates on the efficient processing and management of cases, in particular organized crime cases;
- Advise law enforcement officers and magistrates on the general principles, including human rights, linked to the conduct of in-depth investigations;
- Foster the development of appropriate ways and means to improve cooperation between investigators and magistrates, for example, through regular meetings;
- Accompany investigators and magistrates in their daily work;
- Provide equipment to the beneficiary agencies as needs arise (e.g. IT equipment, basic communications, limited refurbishment, etc.).
- Organize training workshops on interacting and cooperating with military forces serving law enforcement functions and support the development of standard operating procedures to facilitate and coordinate cooperation
- Organize training workshops on cooperation between G5S-JF and law enforcement officials
- Reinforce cooperation between the G5 Sahel Security cooperation platform and G5S-FJ components
- Organize training workshops on financial investigation, money laundering and terrorism financing operations

Estimated Cost: US\$ 6,520,000 (Burkina Faso, Chad, Mali, Mauritania, Niger)

Output 3.6: The organization and management of court cases are strengthened

Heavy backlogs characterize the criminal justice systems of the Sahel region. The consequences are manifold: very long processing periods, high number of pre-trial detainees, multiple opportunities for corruption of criminal justice actors, and inability to prioritize organized crime and terrorism cases from other cases in the criminal justice line of work.

Activities:

- Review Prosecutor offices' and courts' case management and advise on areas for improvement;
- Provide advice, capacity building, training and technical assistance to promote:
 - Improvements in the recording/tracking/keeping of cases through appropriate means (paper-based case file systems or electronic systems);
 - The diversion of less serious cases, including those involving children and young people, to, for example, alternatives to prosecution or alternatives to imprisonment; and
 - The acceleration in the process of the most serious cases, especially through the specialization of prosecutors, investigative judges, as well as courts in organized crime and terrorism cases, including those related to FTFs.

Estimated costs: US\$ 3,760,000 (Burkina Faso, Chad, Mali, Mauritania, and Niger)

Output 3.7: Asset identification, seizure, confiscation and management are strengthened to include material and financial aspects of adjudications in the regular judicial treatment of financial cases

When measuring the ultimate effectiveness of AML/CFT regimes, one should not only take into account institutional and technical capacity [the establishment and operationalization of Financial Intelligence Units (FIUs), financial crime sections within law enforcement agencies and judicial authorities, number of suspicious transaction reports, number of convictions for money laundering, etc., but also the effectiveness of asset seizure, confiscation and management. In early 2013, UNODC conducted in-depth research in several West African countries, which will assist countries to better manage the patrimonial component of money laundering and proposes the establishment of an Asset Recovery Inter-agency Network for West Africa (ARIN-WA).

Activities:

- Pursue the development and strengthening of regional, informal asset confiscation/forfeiture networks for practitioners (similar to the networks in Europe -CARIN-, South Africa -ARINSA-, and Latin America -RRAG);
- Support the involvement of Sahel countries in the proposed ARIN-style network for West Africa;
- Provide technical assistance to help Sahel countries in elaborating and implementing asset management legislation, regulation, guidelines and policies, and build capacity to effectively manage proceeds of crime.

Estimated costs: US\$ 3,380,000 (Burkina Faso, Chad, Mali, Mauritania, and Niger)

Outcome 4: Scientific evidence in support of judicial investigations and proceedings is generated

Output 4.1: Drug and chemicals analysis capacities are improved

Mali and Niger have some basic drug analysis capacities, which are performed by laboratories separate from the Police, but in Mauritania, Burkina Faso, Libya and Chad they do not have access to functioning drug analyses services.

Activities:

- Assess the national infrastructure, equipment and human capacities in drug analysis;
- At the national level, and within the police component of the G5S-JF identify suitable laboratory premises (if none exist) and provide the required refurbishment, equipment, materials and consumables;
- Assist in the recruitment of scientific staff as required, and deliver national/sub-regional training and mentorship sessions, including for G5S-JF personnel;
- Promote the implementation of quality assurance measures and the continuous enrolment of laboratories in UNODC International Collaborative Exercises;
- Raise awareness within and provide training to law enforcement agencies and the justice system on the importance of scientific evidence in judicial investigations and proceedings, and promote the laboratory services available in the country concerned in order to ensure their full use;
- Promote regional cooperation among laboratories in the Sahel, West Africa and the Maghreb, as well as with competent international structures and mechanisms.

Estimated costs: US\$ 3,200,000 (Burkina Faso, Chad, Mali, Libya, and Niger)¹⁶

Output 4.2: Crime scene investigation, fingerprint, ballistic and document analysis are strengthened

Sahel countries have a forensic unit for crime scene investigations and fingerprints processing. However, these services are underutilized mainly because the services are poorly integrated into the daily work of law enforcement agencies in the Sahel and because there is little awareness of and low capacities in those forensic units. To be more precise, these units lack qualified and trained personnel, appropriate premises and equipment, as well as the budget allocations to sustain their operations. Niger and Burkina Faso each have a forensic laboratory separate from the Judicial Identification Service to carry out additional forensic analyses. While Niger is better equipped, none of the two laboratories in Niger and Burkina Faso are operational. Both Mali and Niger have forensic laboratories acting as joint police-gendarmerie platforms.

Activities:

- Assess the national forensic infrastructures, equipment and human capacities;
- At the national level, refurbish premises and provide equipment, materials and consumables;
- Deliver national/regional training and mentorship sessions, and advice on the required legal framework for the delivery of forensic services;
- Promote the implementation of quality assurance measures and the enrolment of laboratories in proficiency test schemes;
- Raise awareness within law enforcement agencies and the justice system on the importance of scientific evidence in judicial investigations and proceedings, as well as promote the laboratory services available in the country concerned in order to ensure their full use;
- Promote regional cooperation among laboratories in the Sahel region, as well as in West Africa and the Maghreb more generally;

¹⁶ Burkina Faso is already funded.

- Raise awareness and train crime scene investigators on the protection of evidence; Train crime scene first responders, including G5S-JF police personnel to protect, preserve and process crime scenes efficiently, including setting-up of crime scene perimeters for further processing by the criminal justice system;
- Provide advance training to senior criminal justice, law enforcement and G5S-JF officials on the development of intelligence-led operations and policies;
- Organize crime scene management training sessions and simulations for law enforcement, criminal justice and G5S-JF officials;
- Develop a training curriculum for G5S-JF personnel responding to terrorism and TOC related incidents

Estimated costs: US\$ 5,592,000 (Burkina Faso, Chad, Mali, Libya, and Niger)¹⁷

Output 4.3: Basic capacities for communication interceptions and computer forensics are enhanced

West Africa Sahel countries, unlike those in North Africa (with the exclusion of Libya), do not have the computer forensics capacity to carry out examinations with electronic and digital devices (SIM cards, cameras, mobile phones, computers, etc.), which are commonly used in various forms of organized crimes and cybercrimes, as well as seized during law enforcement interventions. In addition, few countries in the region have communications interception systems at their disposal, for the purpose of criminal investigations.

Activities:

- Assess the national forensic infrastructures, equipment and human capacities on which computer forensics capacities could be built;
- Identify needs for equipment, including their maintenance;
- Procure equipment for the interception of telephonic communications, according to the needs identified for each country;
- At the national level, undertake infrastructural assessments, identify appropriate premises, as well as support their renovation and refurbishment, through the delivery of equipment, material and consumables;
- Deliver national/sub-regional training and mentorship sessions, and advice on required legal framework for the delivery of those services;
- Raise awareness within law enforcement agencies and the justice system on the importance of scientific evidence in judicial investigations and proceedings, and promote the laboratory services available in the country concerned in order to ensure their full use;
- Promote regional cooperation among laboratories in the Sahel region, and in West Africa and the Maghreb more generally.

Estimated costs: US\$ 3,400,000 (Burkina Faso, Mali, Niger and Chad)¹⁸

Output 4.4: Capacities are enhanced to apply firearms control measures to reduce proliferation, and to prevent their illicit trafficking

None of the countries in the Sahel currently possess marking machines for weapons legally held by military and security forces. These marking machines are critical to establishing a tracing mechanism. In terms of record keeping, there is a need to develop electronic databases applicable to weapons held by both military and security forces.

Activities:

- Support voluntary registration/collection and destruction programmes for firearms and ammunition, in close cooperation with the government authorities and civil society organizations;
- Provide legal advice and technical support to foster the early destruction of seized firearms and ammunitions;
- Provide technical advice and equipment, such as software and hardware, to strengthen national record keeping systems, in particular for seized and confiscated firearms and to facilitate their tracing;
- Provide technical support and some equipment, such as cameras, alarm systems, secure doors, record keeping software and hardware, to strengthen storage security and stockpile management capacity, in particular at depots for seized and confiscated weapons;
- Provide technical advice and equipment, such as firearms marking machines and respective transportation vehicles, and basic capacity-building to implement preventive firearms control measures (e.g. marking, tracing, record keeping; import/export and transit controls).

¹⁷Ibid.

¹⁸Ibid.

Estimated costs: US\$ 7,374,000 (Burkina Faso, Libya, Mali, Niger and Chad, with selected activities in Algeria and Mauritania)

Outcome 5: Improvement in the access and treatment of people in contact with the judicial system and improvement of prison management in line with human rights standards and norms

Output 5.1: Targeted support to improve access to justice is provided

International human rights instruments recognize that when the fundamental rights to life and freedom are put at risk, individuals have the right to legal assistance in order to ensure that the State properly fulfils its obligations imposed by law. As a result, the Eighth UN Congress on the Prevention of Crime and the Treatment of Offenders adopted in 1990 the UN Basic Principles on the Role of Lawyers, which state as follows: "All persons are entitled to call upon the assistance of a lawyer of their choice to protect and establish their rights and to defend them in all stages of criminal proceedings." Special attention will be paid to children, young people and women in their capacity as victims, witnesses and rights holder's vis-à-vis the criminal justice system.

Activities:

- Produce an analysis of the situation and the related needs with the aim of establishing further understanding for targeted intervention and baselines against which indicators and means of verification can be measured;
- Identify paralegal staff (as a short-term source of limited legal services where there is a shortage of lawyers) to be deployed at the selected Courts (based on assessed needs), possibly through a competitive examination;
- Deliver staff training in partnership with national authorities;
- Organize workshops on the role of paralegals to inform and sensitize key players within local communities, including legal professionals, and civil societies and NGOs, and other relevant institutional stakeholders;
- In the regions of selected Courts, produce outreach materials and organize awareness-raising activities on citizens' rights and justice processes in partnership with the paralegals recruited and the national authorities and in compliance with national legislation;
- Provide equipment to selected Courts;¹⁹
- Assess the possibility to operationalize and/or expand existing legal aid schemes.

Estimated costs: US\$ 3,300,000 (Burkina Faso, Chad, Mali, Mauritania, and Niger)

Output 5.2: The protection of the rights of suspected/accused persons is promoted

UNODC places the promotion of human rights at the centre of the fight against terrorism and organized crime. In promoting and protecting human rights, countries contribute to prevent terrorism and crime by addressing the conditions conducive to their development. Member States have reaffirmed that they will ensure all measures taken to combat terrorism, organized crime and corruption are compliant with their international obligations, in particular those on human rights, refugee rights and international humanitarian law. The provision of legal assistance to terrorism and organized crime suspects is also of utmost importance in this regard, and may contribute to prevent abuse during investigation and detention. UNODC has developed expertise in this area, especially under the Counter Piracy Programme (CPP) in Somalia.

Activities:

- Assess training needs and support the delivery of human rights training courses for lawyers and judges;
- Based on the assessed needs, deliver tailored training on human rights,²⁰ in line with the framework of the criminal justice response to serious crimes;
- Ensure that proper legal assistance is provided to terrorist/crime suspects/defendants, including FTFs, at all stages of the criminal process;
- Provide training to defence lawyers, public prosecutors and judges.

Estimated costs: US\$ 3,437,000 (Burkina Faso, Mali, Mauritania and Niger)

¹⁹ Subject to needs identified, this could include case file management systems, computers and software, court offices and court rooms' refurbishment etc.

²⁰ Other UN agencies such as the Office of the High Commissioner for Human Rights (OHCHR), and international non-governmental organizations could be contacted to cooperate.

Output 5.3: Victim and witness protection is strengthened²¹

This includes awareness raising on human rights throughout investigations. Witness protection is conceived within this output as not including witness relocation programmes. In order to promote compliance of criminal investigations with human rights principles and international standards, particular emphasis will be placed on an assessment of current procedures and practices, including arrests, interviewing procedures, especially when dealing with women, youths or other vulnerable groups (such as persons with physical or mental disabilities, victims of trafficking in human beings, smuggled migrants, or persons with international protection concerns), detention of suspects, procedures for confiscating and storing evidence, and procedures related to the protection of victims and witnesses. This work will be based on standards contained in the UN Convention against Transnational Organized Crime, the UN Convention against Corruption and relevant standards and norms, in particular the Declaration of Basic Principles of Justice for Victims of Crime and Abuse of Power and the UN Guidelines on Justice in Matters involving Child Victims and Witnesses of Crime.

Activities:

- Produce an analysis of the situation and the related needs with the aim of establishing further understanding for targeted intervention and baselines against which indicators and means of verification can be measured;
- Organize national and regional meetings to review victim and witness legislation, propose recommendations to either accede to or adopt adaptations in line with the relevant international frameworks, as well as promote regional cooperation;
- Review national procedures with regard to witness and victim interrogation/hearing, provision of information to victims and witnesses and propose adaptation to such, with particular focus on vulnerable victims and witnesses;
- Provide training to law enforcement officers and criminal justice officials (including those deployed within the G5S-JF), social and health personnel in contact with victims/witnesses on protection, assistance and support to victims/witnesses
- Review existing, provide training on, and support the improvement of referral mechanisms between law enforcement and criminal justice officials, and state/non-state service providers, including national or international NGOs, for the appropriate treatment and rehabilitation of children recruited by terrorist groups
- Strengthen the protection of victims of trafficking/vulnerable migrants through the provision of small grants to NGOs to provide direct assistance to victims/migrants
- Organize training sessions, operational exercises and simulations on the engagement and protection of civilian populations and vulnerable demographics victims of terrorism for law enforcement officers and criminal justice officials
- Conduct research on patterns contributing to radicalization, violent extremism and enrolment in transnational organized crime groups
- Facilitate trust building between G5S-JF personnel and vulnerable demographics

Estimated Cost: US\$ 4,040,000 (Burkina Faso, Chad, Libya, Mali, Mauritania, and Niger)

Output 5.4: Prison reform, as well as harmonized policies on disengagement²² and rehabilitation of imprisoned and detained terrorists are supported

Prisons in West and North Africa tend to be overcrowded, with high levels of pre-trial detention, including of children and young people, often held together with adults. Due to corruption, prisons also become recruitment grounds in organized crime and terrorism. As such, implementing proper prison management and alternatives to imprisonment in line with respect for international human rights standards can effectively contribute to preventing crime and enrolment in transnational activities.

Activities:

- Assess prison system in selected countries by producing an analysis of the situation and the related needs with the aim of establishing further understanding for targeted intervention and baselines against which indicators and means of verification can be measured;

²¹ The Advisors to be deployed as part of Output 3.5 will follow-up the results obtained by the UNODC team in charge of Output 5.3 and contribute to its implementation on the ground.

²² According to recent policy and academic debates, the term “disengagement” is to be used rather than “de-radicalization”.

- Assess the prison system, including facilities where women, children or juveniles are held, in selected countries and develop a plan for prison reform in each country receiving assistance through an inclusive process with short-term and medium-term programmes including²³:
 - Improve prisoner file management in selected prisons;
 - Conduct a census of prison population, including pre-trial detainees;
 - Support the adoption of mechanisms to review pre-trial detainees within the judiciary (camp courts, special committees set up to review pre-trial detention cases, etc.);
- Support the implementation of alternative measures to imprisonment;
- Train prison managers and prison staff on applicable international standards and norms and good practices;
- Assess and provide appropriate responses to health issues in prisons, especially with regard to transmittable diseases, as well as the needs of children and young people;
- Develop and support pilot programmes focusing on the prevention of radicalization and social reintegration of prisoners;
- Acquire some surveillance and protection equipment;
- Support countries to share experiences and information regarding the disengagement, imprisonment and rehabilitation of imprisoned and detained terrorists, through the convening of an annual forum.

Estimated costs: US\$ 10,850,000 (Burkina Faso, Chad, Libya, Mali, Mauritania, and Niger)

Output 5.5: The treatment of children associated with violent extremist groups as offenders, victims or witnesses, is supported in conformity with international human rights provisions

Boko Haram is the terrorist group based in northern Nigeria that has pledged allegiance to the Islamic State in early 2015. This group quickly started using children to spread terror in the Lake Chad sub-region. UNODC aims to respond more effectively to protect the rights of these children, whether they are perpetrators, victims or witnesses of the violence of these extremist groups.

Activities:

- Support the development of regional guidelines and tools on topics such as “Criminal Justice Strategies to Prevent the Association of Children with Violent Extremist Groups, including Terrorist Groups”, “The Treatment of Children Associated with Violent Extremist Groups, including Terrorist Groups, by the Criminal Justice System” and “Rehabilitation and social reintegration of children in conflict with the law who have been associated with violent extremist groups, including terrorist groups” in order to address consequences and risks of radicalization;
- Organize regional expert group meetings to complete and validate the development of guidelines and tools;
- Organize regional workshops for policy makers, law enforcement, criminal justice officials and child protection practitioners, on strategies and measures aimed to prevent and respond to violence against children associated with violent extremist groups, including terrorist groups;
- Provide legal advisory services, including on new draft legislation dedicated to countering terrorism and juvenile justice;
- Deliver training and technical assistance to national training institutions aimed to strengthen the capacity of practitioners and share knowledge and experience;
- Support the provision of specialized legal aid services for children through training and pilot programmes;
- Support the development of pilot programmes for the rehabilitation and social reintegration of children associated with violent extremist groups, including terrorist groups, with a view to effectively address the consequences of radicalization and to prevent recidivism;
- Provide technical support to develop coordination mechanisms and SOPs between law enforcement, justice, social, health, education sectors and among governmental and non-governmental actors to strengthen cross-sectorial collaboration at national and regional level.

Estimated costs: US\$ 2,000,000 (Burkina Faso, Chad, Mali, Mauritania, and Niger)

²³ This will include the promotion of the UN Rules for the Treatment of Women Prisoners and Non-custodial Measures for Women Offenders (the Bangkok Rules), the UN Standard Minimum Rules for the Administration of Juvenile Justice (“The Beijing Rules”) and the UN Rules for the Protection of Juveniles Deprived of their Liberty (“The Havana Rules”).

VI. Implementation

The implementation of the UNODC Contribution to the United Nations Integrated Regional Strategy for the Sahel takes place within the framework of the Regional Programme for West Africa (2010-2014, and 2016-2020) and the Regional Programme for the Arab States (2011-2015). Of special relevance to the Sahel is the Regional Judicial Platform for the Sahel, the Airport Communication Project (AIRCOP) and the Global Container Control Programme (CCP) and these ongoing activities have been integrated into this document.

Overall responsibility for the implementation of the actions proposed in this document will fall upon the Regional Representative for West and Central Africa, based in Dakar, Senegal utilizing the capacity of the programme offices in the region. ROSEN will work in close coordination with the UNODC Regional Office for North Africa and the Middle East (ROMENA), which is based in Cairo, Egypt including its Sub-Regional Office for the Maghreb Countries in Tripoli, Libya. Where necessary, UNODC experts will be deployed on the ground in order to conduct technical assessments, deliver training and advice, as well as provide equipment and other substantive and logistical support.

UNODC will implement the proposed activities in collaboration with the ECOWAS and the LAS, as well as other UN agencies and partners such as the United Nations Office for West Africa and the Sahel (UNOWAS), the World Customs Organization (WCO) and INTERPOL. Where implementation does not fall within the framework of ongoing projects, UNODC will approach the relevant national authorities of the country concerned and agree on the best implementation modalities and the detailed services required.

In line with the 2005 Paris Declaration Principles on Aid Effectiveness and the 2008 Accra Agenda for Action, efforts will be made to ensure that the UNODC Response to the Sahel Crisis takes into account ongoing initiatives undertaken by other regional and international actors active in West and North Africa. Consequently, before implementing activities in a given country, UNODC will take stock of all existing and relevant activities and plans, so as to ensure effective international coordination and avoid duplication of efforts. To this end, coordination will take place at the regional level through consultations conducted by the Regional Offices, as well as at the national level, where UNODC experts will be deployed. There are existing coordination mechanisms such as the UN Country Teams, Technical and Financial Partners' Groups, as well as the G-8 Roma-Lyon Group that will be used in this regard.

VII. Budget

The table below represents the overall budget for implementing the activities proposed in this document during a ten-year period (2014-2023), focusing on **Burkina Faso, Mali, Mauritania, Niger and Chad** and making due linkages with neighbouring countries in the Maghreb region (Algeria, Libya and Morocco), as well as in West Africa (Benin, Côte d'Ivoire, Ghana, Guinea, Nigeria, Senegal and Togo).

The total budget for the 10-year period is around US\$ 100 million i.e. around US\$ 10 million annually on average. This reflects a comprehensive and holistically integrated menu of interventions that UNODC considers is important to fully address the challenges in the Sahel region. Depending on the availability of donor funding, the proposed menu will be strategically prioritized for the level of implementation commensurate to the funding, while maintaining a strategic balance and sequencing across the often inter-linked outcome areas proposed in this document.

The budget represents an integrated yet cost-effective approach to the delivery of UNODC technical assistance in the Sahel that will yield savings and facilitate economies of scale in terms of project management structure and activities. UNODC envisions an integrated and comprehensive approach to the implementation of the proposed activities, but this will depend largely on the availability of a basket fund with sufficient and flexible contributions, as well as effective coordination among regional and international partners.

However, in the event where the funding received is strictly earmarked, a thematic approach to the implementation of the proposed activities would have to be adopted. While a theme-based approach may be specialized and targeted, it would however result in UNODC not being able to generate strong economies of scale in project management, structure and activities. This will increase the overall cost of implementation to about US\$ 108 million, resulting in the loss of around US\$ 8 million if the theme-based approach were adopted.

	Y4	Y5	Y6	Y7	Y8	Y9	Y10	All Years (in US\$)
Output 1.1: Legislation in line with international conventions and protocols is supported	578,509	656,397	450,462	251,631	230,000	200,000	187,000	2,554,000
Output 1.2: Cooperation on criminal matters among Sahel countries (Sahel Judicial Platform) is promoted and strengthened	264,000	428,000	364,000	264,000	300,000	350,000	300,000	2,006,000
Output 1.3: The participation of Sahel countries in the Network of West African Central Authorities (WACAP) and in interregional workshops with Maghreb countries and Prosecutors is promoted	234,000	334,000	368,000	234,000	300,000	350,000	400,000	1,986,000
Output 2.1: Detection and interdiction capacity at land borders is enhanced and increased in-country outreach of law enforcement agencies is supported	874,044	1,152,556	1,151,524	946,876	1,000,000	1,000,000	1,150,000	7,275,000
Output 2.2: Detection and interdiction capacity at international airports is strengthened	500,000	600,000	600,000	307,000	500,000	500,000	500,000	3,507,000
Output 2.3: Detection and interdiction capacity at seaports and dry ports is strengthened	250,000	550,000	550,000	377,000	400,000	400,000	400,000	2,927,000
Output 2.4: Capacity for information exchange and communication between national and regional security agencies, , and elements of the G5S-JF is strengthened	500,000	500,000	500,000	500,000	700,000	700,000	700,000	4,100,000
Output 3.1: Internal and external oversight of law enforcement is strengthened	750,000	900,000	1,100,000	700,000	800,000	700,000	900,000	5,850,000
Output 3.2: Integrity safeguard mechanisms for justice personnel are reviewed and supported	321,772	560,734	579,744	635,750	600,000	580,000	600,000	3,878,000
Output 3.3: Training institutions are supported with regard to their	1,010,290	1,096,306	698,394	252,010	250,000	250,000	200,000	3,757,000

infrastructure and curricula								
Output 3.4: Investigation techniques for different types of serious crimes including terrorism, illicit trafficking, trafficking in persons and smuggling of migrants, money laundering (including through the use of crypto-currencies), corruption, trafficking in cultural property, and wildlife and forest crimes are enhanced	1,100,000	1,200,000	1,200,000	670,000	700,000	600,000	700,000	6,090,000
Output 3.5: Police-Justice cooperation is promoted and mentoring for criminal investigations is provided	700,000	1,100,000	1,000,000	720,000	1,000,000	1,000,000	1,000,000	6,520,000
Output 3.6: The organization and management of court cases are strengthened	500,000	800,000	800,000	380,000	400,000	500,000	380,000	3,760,000
Output 3.7: Asset identification, seizure, confiscation and management are strengthened to include material and financial aspects of adjudications in the regular judicial treatment of financial cases	580,000	700,000	600,000	350,000	400,000	350,000	400,000	3,380,000
Output 4.1: Drug and chemicals analysis capacities are improved	300,000	800,000	700,000	300,000	400,000	400,000	300,000	3,200,000
Output 4.2: Crime scene investigation, fingerprint, ballistic and document analysis are strengthened	750,000	1,200,000	1,105,000	570,000	600,000	650,000	650,000	5,592,000
Output 4.3: Basic capacity for communication interceptions and computer forensics are enhanced	400,000	900,000	970,000	240,000	240,000	300,000	250,000	3,400,000
Output 4.4: Capacities are enhanced to apply firearms control measures to reduce proliferation, and to prevent their illicit trafficking	1,372,291	1,269,993	1,127,412	904,304	900,000	900,000	900,000	7,374,000

Output 5.1: Targeted support to improve access to justice is provided	490,000	900,000	760,000	350,000	400,000	400,000	400,000	3,300,000
Output 5.2: The protection of the rights of suspected/accused persons is promoted	344,372	587,854	499,514	505,260	500,000	500,000	500,000	3,437,000
Output 5.3: Victim and witness protection is strengthened	380,000	803,000	740,000	477,000	700,000	500,000	600,000	4,040,000
Output 5.4: Prison reform and harmonized policies on disengagement and rehabilitation of imprisoned and detained terrorists are supported	1,200,000	2,200,000	2,300,000	1,250,000	1,200,000	1,500,000	1,200,000	10,850,000
Output 5.5: The treatment of children associated with violent extremist groups as offenders, victims or witnesses, is supported in conformity with international human rights provisions	200,000	300,000	300,000	300,000	300,000	300,000	300,000	2,000,000
Overall Total (in US\$)	13,599,278	19,194,840	18,230,050	11,484,831	12,820,000	11,930,000	12,917,000	100,175,999