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### ANNEX

#### **Neighbourhood, Development and International Cooperation Instrument (NDICI) – Global Europe**

#### **Exceptional Assistance Measure regarding the Maldives**

### **1. IDENTIFICATION**

Action: Support to addressing the risk of terrorism and to increasing security in the Maldives

Action Reference: NDICI CR 2021 / 38

Cost: EUR 2 000 000 (European Union (EU) contribution).

Budget Line: 14 02 03 10

Duration: Maximum 18 months. The authorising officer responsible may decide to extend this period twice by a further period of up to six months, up to a total maximum duration of 30 months, under the conditions laid down in Article 23(6) of Regulation (EU) 2021/947.

Lead service: FPI

### **2. ACTION SUMMARY**

Building on a previous EU crisis response project under the Instrument contributing to Stability and Peace, this 18-month action aims to support the Maldives in improving security at land and sea with a strong focus on countering violent extremism and terrorist threats.

A first component will enhance cross-government cooperation and develop a strategic approach to address terrorism-related threats, including the return of foreign terrorist fighters, and incidents. A second component will improve prevention, detection and response capacities to improvised explosive devices (IED), including water-borne IED, attacks. A third component will aim to strengthen capacities for prosecuting and adjudicating terrorism (both maritime and on land) trials fairly and efficiently. Lastly, a fourth component will aim to improve capacities for reducing the threat of radicalisation resulting in violent extremism in prisons. This will include the development of rehabilitation programmes and reintegration strategies.

### **3. BACKGROUND AND RATIONALE**

#### **3.1 BACKGROUND**

In 1968, three years after its independence, the Maldives abolished the sultanate and established a republic. Following decades of authoritarian rule, the country has undergone a challenging transition to democracy. Despite notable improvements in human rights and a democratic situation since November 2018, progresses remain fragile.

The Maldives has experienced growing issues of religious extremism in recent years. The foreign fighter phenomenon has been one significant manifestation of growing violent extremism in the Maldives. The country reportedly has the highest number of foreign terrorist fighters per capita. The Ministry of Home Affairs estimates that there are over 1,400 violent extremists among its citizens. Authorities also acknowledged that over 400 Maldivians attempted to join terrorist organisations in Iraq and Syria, while hundreds have travelled to Afghanistan and Pakistan. The return and rehabilitation of these fighters poses a significant challenge on the country's judiciary and prison management system. Support in this regard will be complementary to efforts of a previous EU crisis response action, which has contributed to strengthening capacity of Maldives prison service with the objective of countering and preventing the proliferation of violent extremist ideology.

Terrorist attacks are another obvious manifestation of growing violent extremism in the Maldives. The first recorded terrorist attack in the country took place in 2007, while in 2020, for the first time, an attack was claimed by suspected extremists with alleged links to Da'esh. On 6 May 2021, former President and current Speaker of Parliament Mohamed Nasheed was critically injured after an assassination attempt involving an improvised explosive device. Targeting politically connected figures and foreign nationals not only undermines population's security, it also has a huge impact on the local economy which depends on a resurgence in tourism to recover from the COVID 19 negative impact. While a previous EU crisis response action already worked with Maldivian law enforcement with a view to improving local counter-terrorism capacities, the collection and sharing of intelligence for preventing incidents and capacities (expertise and equipment) for responding to threats of IED at land and sea remain a key challenge.

#### **3.2 RATIONALE FOR CRISIS RESPONSE ACTIONS UNDER THE RAPID RESPONSE PILLAR OF THE NEIGHBOURHOOD, DEVELOPMENT AND INTERNATIONAL COOPERATION INSTRUMENT**

The continuous threat and renewed manifestation of violent extremism in the Maldives highlight an urgent need for continued support to the country in addressing its pressing security challenges and preventing escalation, constituting an exceptional and unforeseen situation in the sense of Article 4(4) of the NDICI Regulation. An adequate response cannot be provided under any other European Union Instrument due to the urgency with which the funds are required and due to available resources already being firmly committed.

Annex IV, paragraph 1, points (d) and (f) of Regulation (EU) 2021/947 specifically provides for the use of the NDICI rapid response pillar to (d) support for the development of democratic, pluralistic state institutions, including measures to enhance the role of women in

such institutions, effective civilian administration and civilian oversight over the security system, as well as measures to strengthen the capacity of law-enforcement and judicial authorities involved in the fight against terrorism, organised crime and all forms of illicit trafficking, and (f) support for reinforcement of State capacity - in the face of significant pressures to rapidly build, maintain or restore its core functions, and basic social and political cohesion.

**3.3 RISKS AND ASSUMPTIONS**

<b>Risk</b>	<b>Level of risk</b>	<b>Impact</b>	<b>Risk Mitigation strategy</b>
Changes in government priorities; insufficient involvement and lack of commitment from governmental institutions, including being unable or unwilling to provide necessary information or support, or facilitate participation of necessary national officials and stakeholders.	low	high	The implementing partner will continuously engage with policy makers and government agencies to ensure their commitment and support in the implementation of this action.  National ownership will be enhanced through information sharing and strengthening coordinating mechanisms.
Limited coordination between partners	low	low	The implementing partner will engage with partners regularly in order to promote coordination and communication.
COVID-19 related restrictions affecting travel and implementation of activities.	medium	medium	Adaptation of proposed activities into online and/or hybrid modality. The implementing partner will ensure provision of technical assistance and delivery of training workshops, i.e. through existing online learning platforms, in the case travel restrictions persist.
Government misuse of legislative, advisory, or training on monitoring and surveillance to commit human rights violations.	low	medium	All assistance will be agreed upon with the Government at the outset, and be based on the goal to promote a system framed within the Rule of Law and human rights. The implementing partner will seek to raise and promote awareness of the need to comply with the international

			human rights standards.
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## 4. OBJECTIVES

### 4.1 OVERALL OBJECTIVE

The overall objective of the action is to support the Maldives in improving security at land and sea with a strong focus on countering violent extremism and terrorist threats.

### 4.2 SPECIFIC OBJECTIVES

- 4.2.1 To enhance cross-government cooperation with a strategic approach to managing terrorism-related threats, including the return of foreign terrorist fighters (FTFs), and incidents;
- 4.2.2 To improve prevention, detection and response capacities to terrorist threats and incidents, particularly IED on land and at sea;
- 4.2.3 To strengthen capacities for prosecuting and adjudicating terrorism (both maritime and on land) trials fairly and efficiently;
- 4.2.4 To improve capacities for reducing the threat of radicalisation to violent extremism in prisons.

## 5. ACTION COMPONENTS AND EXPECTED RESULTS

This measure is articulated around the above-mentioned specific objectives.

**The main expected results/outcomes include:**

**5.1 Expected result (1):** The Maldives has a comprehensive, resilient as well as gender- and age-sensitive approach to managing terrorism-related threats and responding to terrorist incidents.

Activities (indicative):

- 5.1.1 Provide technical expertise to national stakeholders on inter-agency coordination, cooperation mechanisms and sharing of good practices;
- 5.1.2 Facilitate exercises on inter-agency information sharing during counter-terrorism investigations and on challenging case management;
- 5.1.3 Train criminal justice and law enforcement officials on the practical implementation of international legal framework relating to the return of FTFs;
- 5.1.4 Organise inter-agency technical missions for Maldivian officials within South Asia and South East Asia to gain perspectives on different criminal justice-related approaches to FTF.

**5.2 Expected result (2):** The Maldives has strengthened capacities for an effective prevention, detection and response to terrorist threats and incidents, particularly IED on land and at sea.

Activities (indicative):

- 5.2.1 Train law enforcement officers in remote locations in enhancing existing community police practices and improving counter-terrorism capabilities;
- 5.2.2 Reinforce the capabilities and capacities (procurement of specialised equipment) of the Marine Police Department in maritime intelligence and policing;
- 5.2.3 Provide technical advice, assistance and equipment to law enforcement structures (both maritime and on land) for effective prevention, detection and response to IEDs at land and sea (water-borne IED);
- 5.2.4 Strengthen cross-regional and international cooperation in the disruption, prevention, investigation, and prosecution of terrorist use of IEDs;
- 5.2.5 Establish a working group specialised on countering water-borne improvised explosive devices for the exchange of knowledge and practices among maritime law enforcement agencies.

**5.3 Expected result (3):** Capacities for prosecuting and adjudicating terrorism (both maritime and on land) trials fairly and efficiently have been strengthened.

Activities (indicative):

- 5.3.1 Provide technical support for a review and revision of the Maldives Evidence Code;
- 5.3.2 Provide advice and support to criminal justice and law enforcement in collecting, handling and sharing electronic evidence and intelligence related to criminal prosecutions;
- 5.3.3 Strengthen judges' capacities in adjudicating terrorism (both maritime and on land) cases in compliance with international standards and best practices and facilitate multi-agencies exchange on related challenges.

**5.4 Expected result (4):** Capacities of correctional service institutions in the Maldives have been improved with regard to reducing the threat of radicalisation towards violent extremism for all prisoners with gender- and age-specific considerations.

Activities (indicative):

- 5.4.1 Support correctional service institutions in developing and implementing a strengthened rehabilitation framework with equal and equitable access to all prisoners;
- 5.4.2 Develop and implement rehabilitation and reintegration interventions for all prisoners, with consideration of gender and age specific needs;
- 5.4.3 Provide technical advice and support to prisons in the Maldives for complying with international human rights principles and gender-mainstreaming their legislative, operational and policy frameworks;
- 5.4.4 Support prisons and community practitioners in developing a strategy for countering extremist narratives among prisoners and increase their awareness to identify, recognise and counter recruitment tactics;
- 5.4.5 Support and monitor correctional service institutions in the application of a prisoner classification and risks assessment tool for violent extremist prisoners;
- 5.4.6 Train Maldivian correctional service institutions in effective prisoner monitoring by means of a comprehensive prisoner data management.

## 6. IMPLEMENTATION

### 6.1 IMPLEMENTATION MODALITIES

The Commission will ensure that the appropriate EU rules and procedures for providing financing to third parties are respected, including review procedures, where appropriate, and compliance of the action with EU restrictive measures<sup>1</sup>.

#### 6.1.1 Indirect management with an international organisation

This action may be implemented in indirect management with the United Nations Office on Drugs and Crime (UNODC). This implementation entails objectives and activities provided in sections 4 and 5. The envisaged entity has been selected using the following criteria: (i) successful implementation and management of the preceding exceptional assistance measure; (ii) the financial and operational capacity of the organisation; (iii) good working relations and access to all relevant stakeholders.

The entrusted international organisation identified above is currently undergoing the ex-ante assessment of its systems and procedures. Based on its compliance with conditions in force at the time previously other indirect management actions were awarded to the organisation and based on a long-lasting problem-free cooperation, the international organisation can also now implement actions under indirect management, pending the finalisation of the ex-ante assessment, and, where necessary, to appropriate supervisory measures in accordance with FR Article 154(5).

### 6.2 INDICATIVE BUDGET

The total European Union contribution under this Financing Decision **will not exceed EUR 2 000 000**. A breakdown among components is provided hereunder, and is indicative.

#### Indicative budget breakdown

Components	EU contribution (amount in EUR)	Indicative third party contribution, in currency identified
Component 1 to 4: ‘Support to addressing the risk of terrorism and to increasing security in the Maldives’ composed of		
6.1.1. – Indirect management with UNODC	2 000 000	-
Total	2 000 000	-

### 6.3 ORGANISATIONAL SET-UP AND RESPONSIBILITIES

The action shall be implemented under indirect management. It will be devolved and sub-delegated to the **European Union Delegation** in Sri Lanka, with the support of the Commission for the conclusion of the contracts implementing the action.

<sup>1</sup> [www.sanctionsmap.eu](http://www.sanctionsmap.eu) Please note that the sanctions map is an IT tool for identifying the sanctions regimes. The source of the sanctions stems from legal acts published in the Official Journal (OJ). In case of discrepancy between the published legal acts and the updates on the website, it is the OJ version that prevails.

#### **6.4 PERFORMANCE AND RESULTS 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 report. Each 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 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).

#### **6.5 EVALUATION**

Having regard to the nature of the action, an evaluation will not be carried out for this action or its components.

The Commission may, during implementation, decide to undertake such an evaluation for duly justified reasons either on its own decision or on the initiative of the partner.

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

#### **6.6 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.

#### **6.7 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.

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 Requirements for European Union External Action (or any succeeding document) shall be used to establish the Communication and Visibility Plan of the Action and the appropriate contractual obligations.

Acknowledging that activities financed under this action will be politically sensitive and/or may constitute a security risk for the implementing partner/beneficiaries, the communication and visibility plan for this measure should develop a differentiated approach to satisfy the requirements from the legal obligations to which EU external funding is bound to without putting at risk the actions supported by this measure.

## **7. COMPLEMENTARITY, COORDINATION AND FOLLOW-UP**

This measure complements the EU-funded crisis response action ‘Support to Maldives on Counter-Terrorism’, which was implemented by the United Nations Office on Drugs and Crime. It is furthermore complementary to the EU-funded crisis response action ‘Preventing violent extremism through promoting tolerance and respect for diversity in Maldives’, which is implemented by the United Nations Development Programme. Coherence and synergies with other EU-funded actions and programmes will be sought throughout the implementation of this action.