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### ANNEX

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

### **Exceptional Assistance Measure regarding Uganda**

#### **1. IDENTIFICATION**

Action:	Preventing violent extremism
Action Reference:	NDICI CR 2022 / 20
Cost:	EUR 2 400 000 (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**

This 18-month measure aims to contribute to reducing the risk of violent extremism in Uganda as well as to build resilience at various levels of Ugandan society against violent extremism and radicalisation. A first component of the action will increase the responsiveness of the Ugandan authorities to some of the drivers of violent extremism and terrorism in key priority areas. This may include, but is not limited to, improving inter-agency cooperation to provide a united societal response to the challenges, actions to prevent the risk of violent extremism inside prisons as well as assisting in the development and implementation of communication strategies to counter narratives based on concepts of violent extremism. A second component will address the rehabilitation and reintegration of returnees of former fighters of extremist groups, and work with communities and civil society actors to counter radicalisation and recruitment.

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

##### **3.1 BACKGROUND**

In a context of domestic political tensions and persistent regional instability, there is an increasing threat of violent extremism and terrorist attacks in Uganda originating from different

groups. The western border with the the Democratic Republic of Congo (DRC) constitutes the most immediate security challenge, as the extremist group Allied Democratic Forces (ADF) now operates across this border, and there is a commonly held view that they are working under an alliance with the Islamic State. In 2021, the country suffered a series of attacks, including a suicide bomb in Kampala where five people were killed and 33 were injured. The Uganda People’s Defence Forces (UPDF) and the Armed Forces of the Democratic Republic of the Congo (FARDC) launched a joint operation against the ADF in Eastern DRC in November 2021 (the operation “Shuja”).

The Ugandan authorities and civil society acknowledge that the drivers of violent extremism and terrorism are diverse and complex and require a coordinated response at local, national, regional and international levels. In early 2022, the government approved an ambitious and long-term oriented National Strategy for Preventing and Countering Violent Extremism and Terrorism. In parallel, they approached international partners for support, in particular for an immediate and targeted action that would aim to disrupt the trend of deterioration of the last few months and pave the way for a more structured and long-term institutional response.

As a consequence of operation “Shuja”, there has been a considerable influx of returning former extremist fighters to Uganda. This will put more pressure on the government for issues such as demobilisation, rehabilitation and reintegration of these. These processes will be done in accordance with existing legal framework, which is the Amnesty Act of 2000. The implementation of this Act is steered by the Amnesty Commission appointed by the President and approved by the Parliament. The Act differentiates between low risk former fighters, which are transferred to rehabilitation and reintegration centers, and high risk former fighters, who may have to face prosecution.

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

The increasing threat of violent extremism and recent terrorist attacks in Uganda have led the government to approach international partners for support for immediate and targeted actions to pave way for a more structured and long-term support, 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, second paragraph, points (d) and (h) 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 (h) support for civilian measures related to the demobilisation and reintegration of former combatants and their families into civil society, and where appropriate their repatriation, as well as measures to address the situation of child soldiers and female combatants.

### 3.3 RISKS AND ASSUMPTIONS

Risk	Risk level H/M/L	Mitigation measures
Resistance among the state actors to cooperate with work on countering violent extremism (CVE)	<b>M</b>	The implementing partner will work through the National Technical Committee which gathers the main stakeholders in CVE in Uganda, and advocate for strong cooperation between these stakeholders.
Resistance or obstacles to cooperation between state actors and civil society on CVE	<b>L</b>	The National Technical Committee includes representatives from both state actors and civil society. The proposed Ugandan implementing partner is closely involved in the work of this committee.
Lack of appropriate resources or organisation from national level for sustaining the results from the intervention on a medium and longer term	<b>M</b>	The intervention will support the launching of the National Strategy for Preventing and Countering Violent Extremism and Terrorism, whose partners, including those supported through this action, will advocate to be accompanied through concrete activities funded by the government of Uganda.
Mistrust from affected communities toward external involvement in issues related to preventing violent extremism (PVE)	<b>L</b>	The activities at community level will mainly be performed through NGOs which are well acquainted with the situation of these communities and have well established contacts.
Risk of overlap and lack of coordination between state and NGO-led rehabilitation and reintegration activities	<b>M</b>	The National Technical Committee, which includes representatives from both state actors and civil society, should ensure that the work is well coordinated.
Risk of activities under P/CVE in Uganda not being compliant with human rights standards.	<b>M</b>	The National Strategy for Preventing and Countering Violent Extremism and Terrorism includes human rights provisions. Some of the activities under this action will focus specifically in monitoring and improving the compatibility of the work of P/CVE in Uganda with international human rights standards. Non-compliance would lead to a termination of the action

## **4. OBJECTIVES**

### **4.1 OVERALL OBJECTIVE**

The overall objective of the action is to contribute to reducing the risk of violent extremism in Uganda and to building resilience at various levels of Ugandan society against violent extremism and radicalisation.

### **4.2 SPECIFIC OBJECTIVES**

- 4.2.1 Increase the responsiveness of the Ugandan authorities to some of the drivers of violent extremism and terrorism in key priority areas.
- 4.2.2 Contribute to national efforts to rehabilitate and reintegrate returning terrorist fighters and counter radicalisation and recruitment through working with communities and civil society actors.

## **5. ACTION COMPONENTS AND EXPECTED RESULTS**

This exceptional assistance measure will have two components:

A first component will increase the responsiveness of the Ugandan authorities to some of the drivers of violent extremism and terrorism in priority areas. This may include improving inter-agency cooperation to provide a coordinated societal response to the challenges, activities to prevent the risk of the spread of violent extremism inside prisons, as well as assisting in the development and implementation of communication strategies to counter narratives that are based on concepts of violent extremism.

A second component will address the rehabilitation and reintegration of former members of extremist groups, including former Allied Democratic Forces fighters, and work with communities and civil society actors to counter radicalisation and recruitment.

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

**Expected Result (1):** The ability of Ugandan authorities and civil society to provide swift and effective response towards extremist threats will be enhanced.

Activities (indicative):

- 5.1.1 Facilitate cooperation between relevant state actors and civil society organisations to create the conditions for an efficient and inclusive implementation of the new “National Strategy for preventing and countering violent extremism and terrorism”;
- 5.1.2 Assist in the development and implementation of communication strategies to counter narratives based on concepts of violent extremism;
- 5.1.3 Assist with improving the Uganda Prisons Service in responding to emerging threats and ensuring that newly admitted prisoners charged or convicted of violent extremism and terrorism related crimes are treated in line with international standards;
- 5.1.4 Improve the capacity of relevant oversight mechanisms to monitor detention facilities to ensure their compliance with human rights in relation to prevention and countering violent extremism.

**Expected Result (2):** The understanding, vigilance and capacity of civil society organisations to counter violent extremism in key geographical areas will be strengthened and national efforts to rehabilitate and reintegrate returning fighters will be reinforced.

Activities (indicative):

- 5.2.1 Provide capacity building within communities to increase understanding and vigilance of the threat of violent extremism and to contribute to detect and counter violent extremism;
- 5.2.2 Outreach to youth and women to resist recruitment and violent extremist narratives;
- 5.2.3 Actively promote, and build capacity among civil society actors on the design and implementation of CVE interventions;
- 5.2.4 Complement efforts at national level of rehabilitation and reintegration of existing and returning former terrorist fighters.

## **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 Grant: direct award (direct management)**

##### (a) Purpose of the grant

A grant will contribute to achieving the specific objective 4.2.2 to contribute to national efforts to rehabilitate and reintegrate returning terrorist fighters and counter radicalisation and recruitment through working with communities and civil society actors.

##### (b) Type of applicants targeted

Potential applicants will include legal entities with relevant expertise such as non-governmental organisations (NGOs).

##### (c) Justification of a direct grant

Under the responsibility of the Commission's authorising officer responsible, the recourse to an award of a grant without a call for proposals is justified because **the action entails crisis management aid as referred to in Article 195(a) and as defined in Article 2(21) of the Financial Regulation** at the date of the Financing Decision.

#### **6.1.2 Indirect management with a pillar assessed entity**

A part of this action may be implemented in indirect management with an entity which will be selected by the Commission's services using the following criteria: good working relations and direct access to the government, and experience from working on public security, including prevention of crime and terrorism. The implementation by this entity will increase the responsiveness of the Ugandan authorities to some of the drivers of violent extremism and

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<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.

terrorism in priority areas. This may include improving inter-agency cooperation to provide a coordinated societal response to the challenges, as well as actions to prevent the risk of the spread of violent extremism inside prisons, as per objective 4.2.1 and to obtain result 1. The ability of Ugandan authorities and civil society to provide swift and effective response towards extremist threats will be enhanced.

## 6.2 INDICATIVE BUDGET

The total European Union contribution under this Financing Decision **will not exceed EUR 2 400 000**. 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
<b>Component 1:</b> Increase the responsiveness of the Ugandan authorities to some of the drivers of violent extremism and terrorism in key priority areas (specific objective 4.2.1, Result 1 under section 5), composed of;		
6.1.2 – Indirect management with a pillar assessed entity	1 800 000	N/A
<b>Component 2:</b> Contribute to national efforts to rehabilitate and reintegrate returning terrorist fighters and counter radicalisation and recruitment through working with communities and civil society actors (specific objective 4.2.2, Result 2 under section 5), composed of:		
6.1.1 – Direct grant (direct management)	600 000	N/A
Total	2 400 000	N/A

## 6.3 ORGANISATIONAL SET-UP AND RESPONSIBILITIES

The action shall be implemented under direct management for objective 4.2.2 and indirect management for objective 4.2.1. It will be devolved and sub-delegated to the **European Union Delegation in Uganda**, with the support of the Commission for the conclusion of the contracts implementing the action.

## 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.

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

The components will support the launching process of the long-term National Strategy for Prevention and Countering of Violent Extremism which will guide the work on P/CVE for the foreseeable future in Uganda. The implementation of the Strategy will need to be accompanied by other interventions to be funded by the Ugandan authorities as well as foreign donors.

The National Technical Committee is responsible for the implementation of the Strategy. This Committee brings together all of the key players in government with a role in P/CVE, including the military, police, intelligence services, Ministries of Internal Affairs, Information and Communications Technology, and Social Development. Civil society is also involved, through a coalition on P/CVE that also provides another useful avenue for coordination with non-state actors.

As for the work to be done with the Uganda Prison Service, there are several on-going and planned projects which will be coordinated with the proposed action.

The EU is currently implementing a project in Kazakhstan, Tunisia and Uganda, with the objective to increase the capacity of the countries to effectively manage violent extremist prisoners and to prevent radicalisation to violence in their prison systems. This is a 48-month project that will end in December 2022, and the present action will be able to partially build upon the achievements of this project, though it will do it from a crisis response angle.

The Netherlands and the EU are currently funding a multi-country intervention with United Nations agencies on the management of violent extremist prisoners, which also covers Uganda.

The Netherlands is also preparing for a large scale intervention on crime prevention in Uganda. This will incorporate elements of work on criminal justice, P/CVE and other elements. The actions will be focussed in a way that ensures complementarity and that there is no duplication between the two initiatives.

The UK is engaged in longer term support for P/CVE work in Uganda, which includes support to the operationalisation of the National Strategy.

The US has supported interventions in the area of demobilisation, rehabilitation and reintegration, on local-level research into drivers of violent extremism, awareness raising and small grant support to local communities as well as a study on border security.

All the above mentioned actors are collaborating in their work on P/CVE in Uganda and are holding regular coordination meetings.