



UNITED NATIONS DEVELOPMENT PROGRAMME

## TERMS OF REFERENCE

# VULNERABILITY ASSESSMENT ON THREAT OF VIOLENT EXTREMISM AND RADICALISATION IN NORTHERN REGIONS OF GHANA

August 2022

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### GENERAL INFORMATION

**Services/Work Description:** Consultant to conduct comprehensive study on the vulnerabilities to violent extremism nexus in northern Ghana

**Consultant Level:** National Consultant (

**Duty Station:** Home-based

**Expected Places of Travel:** Field visit to northern, upper east, upper west, north-east and savannah regions

**Duration:** 35 working days within two months

**Expected Start Date:**

### 1. Background / CONTEXT

Ghana's vulnerability towards the growing threat of terrorism and violent extremism marauding nearby West African states is driven by several factors. Terrorism and violent extremism continue to gain momentum in Africa, particularly in the Sahel region. The lethality and recurrence of extremist and militant attacks with indiscriminate targeting of civilian and military populations is particularly worrying. According to the Africa Centre for Strategic Studies, the first quarter of 2022 recorded 379 terrorist attacks that resulted in over 2,824 deaths across Africa with Sahel in West Africa recording the highest number of deaths of 1641 and second highest attacks after East Africa. Other reports on the deteriorating security situation in the ECOWAS region put the death toll at close to 14,500 in four and half years and 5.5 million refugees seeking humanitarian assistance.<sup>1</sup> The increased threat of violent extremism in the Sahel and its gradual descent towards coastal states is alarming<sup>2</sup> with almost frequent attacks in the northern borders of [Togo](https://adf-magazine.com/2022/05/togo-attack-a-sign-of-sahel-violence-spreading-south/)<sup>3</sup>, Burkina Faso and Cote D'Ivoire. Ghana's strong interaction with and proximity to the 'theatres of terrorist violence' in the Sahel as well as these coastal states has increased its increased vulnerability to violent extremist groups' interests.

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<sup>1</sup> ECOWAS: 14,500 Killed By Terrorists in Four and Half Years in West Africa.

<https://www.thisdaylive.com/index.php/2022/07/14/ecowas-14500-killed-by-terrorists-in-four-and-half-years-in-west-africa/>

<sup>2</sup> <https://adf-magazine.com/2022/05/togo-attack-a-sign-of-sahel-violence-spreading-south/>

<sup>3</sup> <https://www.graphic.com.gh/news/general-news/how-ghana-is-dealing-with-terrorists-threat-after-10-soldiers-were-killed-in-togo.html>

In Ghana, people below the age of 35 years constitute more than 55% of the country's population. This population is growing and set to reach 70% by 2030. Unfortunately, this population is characterized by low secondary school completion rates, high unemployment rates, and high rates of time-based underemployment, a situation more pronounced among women in rural areas in the northern part of the country. Available statistics indicate unemployment rate among the Ghanaian youth (15-35 years) is estimated at 19.7% and especially higher among females (22.3%). The situation is more worrying in northern Ghana where the average in the five regions is about 36%, almost twice the national average. Further to the low skill levels, the youth face higher barriers to self-employment, stemming from their lack of access to finance, land, social networks, and other factors compared to older adults. Importantly, the youth have inequitable representation in leadership and decision-making processes, and they possess limited capacity to claim their rights and hold authorities accountable.

UNDP's Journey to extremism in Africa report identifies some of the factors and enablers of violent extremist and terrorist activities. Governance and developmental deficits can be conducive to terrorism, extremism, and sectarian violence. Socio-economic factors like poverty, unemployment, perceived injustice, underserved communities, negative religious ideologies, mistrust between citizens and security agencies also play a significant role. Youth unemployment and limited participation of young people in decision making has been widely acknowledged as key vulnerability factors and grievances which VE groups (or politicians) tap into, mobilise and exploit. The teaming unemployed youth can be exploited to join extremists' groups to perpetuate violence, piracy, illegal mining, smuggling, human trafficking, armed robbery due to the absence of sustainable jobs. For example in 2015 two young Ghanaian graduates were reported to have joined ISIS<sup>45</sup>. The extreme north of Ghana, particularly in the cross-border areas where Ghana, Togo, Cote D'Ivoire and Benin share common borders with Burkina Faso (including with Niger) is particularly fragile and a source of worry with growing threats from violent extremism ideologies, terrorism and armed groups which are operating across the porous borders, and for which Burkina Faso and Niger have faced increased attacks at country level including in the capital Ouagadougou in recent years. In addition, a positive correlation has been found between youth, local forms of vigilantism and context-specific ingrained culture of violence and aggression. The actual or perceived threat of the use of violence has become a function of both politics and economics: violence has become a currency, that, in the political space is negotiated, agreed upon and utilised to serve particular ends.<sup>6</sup> The increased use of youth groups who are non-state actors to perform as de facto state agents or to challenge statutory security institutions or at other times act as private security/ guards creates an environment of lawlessness and insecurity.

Many conditions conducive to violent extremism impacts both on the potential violent radicalization of men and women. It is however critical to understand how these factors may be experienced differently along gender lines. Gender-based discrimination may indeed possibly overlap with and exacerbate discrimination and violations of rights on other grounds, such as race, ethnicity or belief. Moreover, specific conditions conducive to the extremist radicalization of women may include gender-based inequality and discrimination, violence against women, lack of educational and economic opportunities and lack of opportunities for women to exercise their civil and political rights and engage in the political process with lawful and non-violent means. When women and youth face marginalisation and discrimination, they may be more susceptible to being recruited by violent extremist groups or seek out violent extremist groups as a pathway to pursue independence from the oppression in their lives. Women led small businesses are faced with

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<sup>4</sup><https://www.npr.org/2015/09/01/436673721/2-young-ghanaians-recruited-by-isis>

<sup>5</sup> <https://www.universityworldnews.com/post.php?story=20170512101136826>

<sup>6</sup> *White Paper on the Report of the Commission of Inquiry into the Ayawaso West Wuogon Event,* (13th September 2019) para 5.3 (b)\

challenges such as difficulty in accessing loans due to the lack of collateral. Women are targeted in some instances to serve as informants for extremists' groups. Examples from Nigeria<sup>7</sup> shows how youth and women were lured by Boko Haram with loans or promise of receiving financial support to start or support their small businesses. Similar examples in Burkina Faso (Loada & Romaniuk, June 2014), Mali<sup>89</sup> and Kenya of youth joining violent extremist groups for economic gains due to unemployment or to protect their illegal activities such as smuggling abound. The COVID 19 pandemic has had a serious impact on businesses especially those along the borders due to the border closure.

Further exacerbating the situation is the porous nature of borders between Ghana and its neighbors', it is estimated that there are over 80 unapproved borders and entry points around Ghana with routes along Togo, Burkina Faso and Cote D'Ivoire borders, which leaves the country further vulnerable to infiltration of violent extremist groups. Following the 10 July attacks in Burkina Faso there has been an influx<sup>10</sup> of people from communities across Ghana borders escaping for safety.<sup>1112</sup> As identified in UNDP's Journey to Extremism report, Ghana's West African neighbors such as Burkina Faso, Côte d'Ivoire, Nigeria, Mali, and Niger have recorded cases of terrorism emanating from the radicalization of vulnerable youth. These complex systemic emerging threats have the potential to truncate and derail years of peace and stability in Ghana. Ghana has been identified as a supply point for finance and logistics to extremist groups. Research by the Institute for Security Studies (ISS) shows that livestock stolen by extremists from Burkina Faso, Mali and Niger is sold in Benin, Côte d'Ivoire and Ghana at below market prices. The profits are ploughed back through networks of accomplice dealers. Various accounts point to terrorists being among the armed groups funded by this illicit trade. They use the income to buy arms, fuel, motorbikes and food<sup>13</sup>.

As a step towards strategic planning and designing programme interventions, UNDP is seeking to conduct a comprehensive study of the vulnerabilities to violent extremism and radicalization towards violent extremism in the northern part of the country. In this way, UNDP, government, and other Development partners could better respond and align their interventions and programming to address this emerging challenge. This study would also contribute to the national and community level activities that would feed into the Atlantic Corridor project.

## 2. PURPOSE OF THE ASSESSMENT

As a step towards UNDP's strategic planning, the assessment will **seek** to complement existing literature including the conflict trend policy brief by ACCORD on Ghana :The Risk of Violent Extremism and Terrorism in the Coastal States of West Africa<sup>14</sup> while strengthening the collective knowledge of radicalization towards violent extremism through a gender lens, and understanding of current dynamics and triggers through empirical evidence that may provide inputs into the process and identifying priorities for programming in order to strategically address emerging challenges. And in this way, UN agencies, actors and partners from all sectors could better respond and align intervention efforts and programming.

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<sup>7</sup> [https://www.mercycorps.org/sites/default/files/2019-12/Motivations\\_and\\_Empty\\_Promises\\_Mercy\\_Corps\\_Full%20Report.pdf](https://www.mercycorps.org/sites/default/files/2019-12/Motivations_and_Empty_Promises_Mercy_Corps_Full%20Report.pdf)

<sup>8</sup> <https://www.international-alert.org/publications/dogmatism-or-pragmatism-violent-extremism-gender-central-sahel/>

<sup>9</sup> <https://issafrica.s3.amazonaws.com/site/uploads/policybrief89-eng-v3.pdf>

<sup>10</sup> <http://www.faapa.info/blog/about-200-burkinabes-seek-refuge-in-ghana/>

<sup>11</sup> <https://www.modernghana.com/news/1173081/1000-burkinabes-run-to-ghana-seek-refuge-in-bawk.html>

<sup>12</sup> <https://www.ghanabusinessnews.com/2022/07/27/terrorist-attack-in-burkina-faso-spills-over-into-ghana-security-officers-flee-gis/>

<sup>13</sup> <https://issafrica.org/iss-today/breaking-terrorism-supply-chains-in-west-africa>

<sup>14</sup> <https://www.accord.org.za/conflict-trends/the-risk-of-violent-extremism-and-terrorism-in-the-coastal-states-of-west-africa/>

### 3. OBJECTIVES AND SCOPE

The overall objective is to undertake a vulnerability assessment focused on community specific vulnerabilities to radicalization towards violent extremism using a gender lens, in particular the transition and northern areas to guide targeted interventions.

The specific tasks of the consultants will be to:

1. **Develop a practical methodology and approach** in collaboration with UNDP [with technical guidance from UNDP RSCA and Crisis Bureau where needed] to analyze the violent extremism drivers, socio-economic triggers and dynamics in the country context and a regional lens, on how this affects the national context; and also examine cross-border dynamics. The methodology should indicate the design, activities, analysis process, data gathering and data analysis: a) context analysis, and b) outlining potential ways forward programmatically and strategically for the UNDP based on the analysis. The methodology should be prepared and designed based on the specific requirements of the country context and for providing recommendations to inform the UNDP programming. The methodology should incorporate both internal and public engagement workshops, enabling inclusive and participatory analytical exercises, with the aim of synthesizing, refining, and deepening the understanding of the drivers and approaches for prevention.
  2. **Undertake a field-based analysis** that includes meetings with stakeholders at national and subnational (e.g.: District authorities, CSOs, Women and Youth Associations, Religious and Traditional leaders, etc.) levels, with support from the CO and key partners (UN, Government, NGOs), in conducting the overall analysis. Based on an agreed methodology and approach, the analysis will identify capacities for peace, building trust, social cohesion, factors and drivers of extremism and conflict, stakeholders, causes, and implications for the UN.
  3. **Undertake an assessment of the drivers and vulnerabilities**
    - a. It will also include an assessment of the Government, CSOs in the domain of PVE that the CO mapped under the first iteration of the Regional PVE Project, development partners, and private sector (PS) response measures.
    - b. In addition, UNDP will support in doing the vulnerability analyses based on the **construction of multidimensional vulnerability indices** to inform more precise in targeting the programs.
- 1) Based on the assessment and findings, recommend to UNDP (and private sector and development partners)
    - o Identify and prioritize prevention needs, including a projection of three possible/likely future scenarios.
    - o The recommendations must consider options that take into accounts the issues of local vulnerable groups, and interventions carried out by local communities, particularly women, youth, migrants and indigenous groups.
  - 2) The strategy needs to take into account the UN framework five pillars (health first, protecting people, economic response and recovery, macroeconomics and social cohesion), and the entry points of the Green Economy within the four UNDP's pillars (green economy, digital disruptions, governance and social protection) beyond recovery towards 2030.
  - 3) It is also expected that the recommendations will be linked to the national development goals and existing sectoral planning frameworks and to tease out the role of social cohesion in achieving the Sustainable Development Goals.

- 4) The Strategy will be expected to address priority areas including amongst others:
1. **Mitigating the socio-economic impacts of violent extremism on livelihoods**
  2. **Building resilience**, including through the promotion of international, domestic and regional corporation and collaboration, and empowering civil society and communities in the sector.
  3. **Coordination and partnerships at national and sub-national levels in coherence with existing policy framework (PVE NAP)** working together in a responsible and coordinated manner
  4. **Provide a common analytical framework** to the UNDP, for understanding the underlying causes and consequences of violent extremism and radicalisation; dynamics supporting or undermining social cohesion; risks and opportunities for the UNDP. This analysis should examine linkages if any between violent extremism, vigilantism and electoral violence in Ghana.
  5. **Provide recommendations** based on the analysis to support a conflict-sensitive programming approach to incorporate into UNDP programming, directly supporting the implementation of current and preparation of future UNSDP's as well as programming development.
  6. **Develop a final report** [25-30p.] presenting the findings of the analysis as well as strategic recommendations at national and subnational levels for identified actors.
  7. **Develop a 4-page summary report** [4 p.] presenting a synthesis of the report including non-confidential details shareable with stakeholders and consisting of highlights of the findings of the analysis and strategic recommendations.
  8. **Develop an infographic report (maybe a digital map with specific areas of vulnerability if possible)**

#### 4. EXISTING INFORMATION AND SOURCES

The consultants will be expected to consider and align their work with, amongst others, the following documents:

- National Framework on preventing and countering terrorism and violent extremisms 2019;
- National Security Strategy;
- National Population and Housing Census 2021
- Multidimensional poverty index
- Human Development Index 2022 (report)
- UNDP Documents: Regional PVE Project Document, the Atlantic Corridor Project Document and the Journey to Extremism.

#### 5. METHODOLOGY

Throughout the assessment, inclusive consultations and exchanges with main stakeholders will take place. The assessment will benefit from the engagement of the key stakeholders in terms of expertise and know-how. The methodology of this assessment consists of the following elements.

**Literature review:** the first element of the methodology is literature review. The literature review will inform on the existing papers and studies that attempt to understand the drivers of violent extremism and radicalization. Moreover, it will offer a better view of the ways how other countries,

governments, agencies etc. respond to such situations, which can be beneficial when it comes to the policy formulations.

**Primary data collection:** the second element of the methodology is about the data. The assessment consists of a survey, which means that primary data will be collected in the field. The information/data gaps identified during the literature review will be filled in by the data that will be collected. The survey is supposed to inform on the situation and to meet the aim and objectives of the assessment.

**Survey instruments:** once it is decided to use a survey for the data collection, a questionnaire is designed with the support of Surge Data Hub (SDH) at Crisis Bureau, United Nations Development Programme. The final version of the questionnaire will be an output of exchanges and meetings with different stakeholders in order to cover the aim and meet the objectives of the assessment. The survey will be put on-line using KoBo form, which is an open-source application and SDH possesses the capacity to assist with and use it. While collecting the data, KoBo ToolBox has a feature that enable to track the progress of the data collection in the field. It can work both on- and off-line.

**Sample design:** the assessment will cover all 5 northern regions (Upper East, Upper West, North East, Northern, and Savannah) of Ghana. Data and information about the population will be found in prior Census rolled out in 2021.<sup>15</sup> According to the last Census, the population in these regions sum up to roughly 20% of the whole population in Ghana (almost 6 million inhabitants). These will serve as the sampling frame for the assessment. SDH will assist the CO in designing a representative sampling based on the available information/data. The minimum sample size per region will be set according to the available funds. Key aspects of the sample size calculations are:

- Level of Confidence Measure (z), Describes the level of uncertainty in the sample mean or prevalence as an estimate of the population mean or prevalence.
- Margin of Error (e), The expected half-width of the confidence interval. The smaller the margin of error, the larger the sample size needed.
- Baseline levels of the indicators (r), The estimated prevalence of the risk factors within the target population.
- Design effect (f), Describes the loss of sampling efficiency due to using a complex sample design.
- Expected Response Rate (k), The anticipated response rate.

The formula of the minimum sample size (n) could be:

$$n = \frac{z^2 \cdot r(1 - r)f}{e^2} k$$

This formula can be adjusted considering the number of categories in a sample (let say area: rural/urban) and finite population correction (i.e. small target population), which lead to a bit more complicated sample design.

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<sup>15</sup> Available reports of the Census 2021 can be found here:

[https://census2021.statsghana.gov.gh/dissemination\\_details.php?disseminatereport=MjYzOTE0MjAuMzc2NQ==&Publications#](https://census2021.statsghana.gov.gh/dissemination_details.php?disseminatereport=MjYzOTE0MjAuMzc2NQ==&Publications#)

**Consultations with stakeholders:** This assignment requires a series of consultations with a broad range of stakeholders. They include representatives of different interest groups relating to the scope that covers this assessment. The consultations will also assess the expectations of these groups from the state to address their concerns or to provide attractive incentives.

#### 6. STAKEHOLDER PARTICIPATION ( not exhaustive)

The consultants will be expected to consult the full range of stakeholders involved in an open and participatory manner. This should include amongst others:

- Ministry of National Security (Counter Terrorism Fusion Centre)
- Upper East, Upper West, Northern, North East and Savannah regions security councils, metropolitan, municipal, district security councils and peace councils
- CSO's, FBOs in the five regions above
- Community members in the borders of the five regions
- Migrants residing in border communities
- Traditional and religious leaders that are host to migrants
- Ministry of Interior
- Security agencies
- UN agencies operational in the area

#### 7. KEY DELIVERABLES

The key deliverables for this consultancy are:

- A. Inception Report by mid-October 2022;
- B. Draft assessment report;
  - Projections of future scenarios (some modelling work create scenarios based on the Ghanaian context) by end of October 2022;
  - Prevention and countering interventions (what is needed to be implemented to prevent and create resilient community); and
- C. Final Assessment report incorporating feedback from National Fusion Centre, UNDP and stakeholders, by mid-November 2022; and
- D. Online Data sets, Online Dashboard and Comprehensive PPT presentation covering the methodology, results, projections and strategies

NO	DELIVERABLE	TIMEFRAME	PAYMENT %
A	Inception report	Mid October	10%
B	DRAFT	End October	40%
C	FINAL	Mid November	40%
D	PPT and Others	End November	10%

#### 8. REQUIREMENTS AND QUALIFICATIONS / REQUIRED SKILLS AND EXPERIENCE

A consultant, to be designated as a national Consultant with his/her Enumerator will be hired for these services. It is possible that 3 short-term NUNVs will be hired to provide questionnaire administrative support. In addition, the National Fusion Centre, UNDP CO, RSCA and Digital SURGE will provide oversight and overall quality assurances in the process. The consultant should possess the following qualifications, skills and experiences, and must be readily available to commit to these services between October - November 2022:

#### **GENERAL CONSULTANT COMPETENCIES**

##### ***Required Skills and Experience:***

1. Senior Specialist Consultant:

- A minimum Masters in social sciences with a focus on peace and conflict studies, international relations, political science, development studies or a related field;
- A minimum of 10 years of progressively responsible experience in designing and implementing local level and/or national level conflict analysis mechanisms and early warning programs related to conflict affected environments;
- Extensive experience in strategy and programme development;
- Well-developed skills and demonstrated experience in the following areas: facilitation, consensus-building, multi-stakeholder dialogue processes, mediation, negotiation and dispute resolution;
- In-depth experience working in conflict environments;
- A minimum of 3 years of experience in conflict-related development analysis in conflict affected areas;
- Excellent analytical and writing skills, including political/conflict analysis skills;
- A high degree of political and cross-cultural sensitivity;
- Understanding of the political, social and cultural background of the country is greatly desirable especially of the northern sector;
- Experience in enhancing women's and youth participation in conflict analysis processes is also highly desirable;
- **Managerial Competencies:**
  - Ability to establish effective working relations in a multicultural team environment;
  - Excellent team-building, diplomatic and interpersonal skills;
  - Able to establish trustful relationships with governments, donors, non-government and international development organizations;
  - Resourcefulness, initiative and maturity of judgment.

## CRITERIA FOR SELECTING THE BEST CANDIDATE

Upon receipt of the Procurement Notice and the qualified Individual Consultant are expected to submit in 14 days both the Technical and Financial Proposals. Financial proposal must be all inclusive and contain all professional fees, travel and transportation costs, and daily sustenance costs including field travel. Accordingly, Individual Consultants will be evaluated based on Cumulative Analysis as per the following scenario:

- Responsive/compliant/acceptable, and
- Having received the highest score out of a pre-determined set of weighted technical and financial criteria specific to the solicitation. In this regard, the respective weight of the proposals is:
  - a. Technical Criteria weight is **70%**
  - b. Financial Criteria weight is **30%**

<b>Criteria for technical proposal</b>	<b>Weighting</b>
<i>Qualification and Relevant Experience of Proposed key staff</i>	20%
<i>Experience and technical expertise in designing and conducting VE/ conflict vulnerability assessments</i>	30%
<i>Proven track record in effective management of similar projects/services</i>	20%
<i>Clarity of technical proposal with clear timelines, methodology and evidence of ability to deliver quality results in way that is fast, flexible and</i>	20%



<i>collaborative</i>	
<i>Inclusion of ideas or suggestions that demonstrate an understanding of the requirements, objectives and deliverables and how they might be enhanced within or adjacent to the specified scope.</i>	10%
<b>TOTAL</b>	<b>100%</b>

## 9. PROCEDURES AND LOGISTICS

### Management Arrangements:

- The consultants will be contracted by the United Nations Development Programme, and will thus have a contracting reporting obligation to the UNDP Resident Representative in Ghana;
- The national consultant will work under the guidance and in close consultation with the UNDP Inclusive Growth and Accountable Governance cluster on day to day basis).
- The overall quality supervision of the work and conduct of the work will be done by the UNDP (expanded to the Digital SURGE) with direct engagement and constant consultations with the committee.
- The consultants are expected to have direct working arrangements including regular reporting to the UNDP Ghana, SURGE colleagues and RSCA in Addis.
- A total of 35 days spread over a period of two months have been allocated to the development services of this initiative.
- The consultant will be given access to relevant information necessary for execution of the tasks under this assignment, most of which are referred to or hyperlinked on the TOR.
- The consultant is responsible for bringing their own ICT equipment for use during this assignment as well as have access to a reliable internet connection.
- Payments will be made upon the completion to a satisfactory level of the deliverables agreed between the assessment team, and UNDP at the start of the assignment and submission of documentary evidence and a certification of payment form.
- The consultant should include all PPE for protections from COVID-19, and other emerging health risks to ensure safety measures and standards in compliance with UNDP policy and WHO guidance.

## 10. CONFIDENTIALITY AND PROPRIETARY INTERESTS

The Individual Consultant/firm shall not either during the term or after termination of the assignment, disclose any proprietary or confidential information related to the consultancy service without prior written consent. Proprietary interests on all materials and documents prepared by the consultants under the assignment shall become and remain properties of UNDP.

### This TOR was prepared by:

Name: Melody Azinim

Designation: Peace & Governance Analyst

Signed:

Date:

**This TOR was reviewed and cleared by:**

Name: Edward Ampratwum

Designation: Head of IGAG

Signed:

Date:

**This TOR is approved by:**

Name: Sukhrob Khoshkmukhamedov

Designation: Deputy Res. Rep.

Signed:

Date: