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# Programme level

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| Strategic Objective | Enhanced regional maritime security in the Gulf of Guinea through more capable maritime and law enforcement institutions at national, zonal, and regional level. |
| Impact indicator | Growth in use of multi-agency approaches to combat piracy and other types of maritime crimes in the Gulf of Guinea in relation to (a) Progress in development of regional framework in accordance with the Yaoundé Code of Conduct with contributions from national structures, (b) Status of legal process to enable handover of suspects (where relevant), prosecution, conviction, and detention, (c) Increase in number of successful integrated Visit-Board-Search-and Seizures maritime interception missions. |
| Baseline | 2021 | 1. 1 MMCC fully operational (Cameroon Zone D), 2 MMCC partially operational (Benin Zone E, Ghana Zone F), 2 MMCC being established in Zones A and G.
2. No handover agreements in place.
3. Four (4) piracy-related cases admitted in case prosecutions (3 in Togo and 1 in Benin between 2015 and 2020). (PSED 2 Outcome 1 baseline).
4. 19 convictions for piracy following successful handover, of which 10 in Nigeria and nine (9) in Togo (PSED 1 Outcome 2).
5. WPS indicator PSED 3.
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| Target | 2026 | 1. *There is no direct activity towards operationalising MMCC, so it is an elliptical effect and measure of political will in the region/country. MA Abuja and Accra routinely follow these developments*
2. At least 5 Handover agreements (PSED 1 - UNODC Output 3.1).
3. VBSS missions can be measured numerically but engagement partners (PSE 1, 2, and 3) and DCD (PSE 4) need to agree on definition of ‘successes’ (i.e., getting on board as planned in the MIO + securing evidence = success). Use PSED 2 Outcome 1 indicator.
4. Navies capable of handing over suspects for piracy and maritime crimes to the justice system (PSED 1 Outcome 2).
5. WPS indicator PSED 3.
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| **Outcome level** | *If* Denmark provides financial support to legal and strategic capacity building that enhances the effectiveness of efforts of Benin, Cameroon, Cote d’Ivoire, Ghana, Nigeria, and Togo to improve their maritime governance arrangements  |
| *and* |
|  | *if*  Denmark supports building enhanced planning and response capacity that allows interregional, regional organizations, and coastal states in the Gulf of Guinea to achieve timely and accurate decision-making that enables actions to neutralize threats in the maritime domain |
| *and* |
|  | *if* Denmark provides financial and technical expert support to (i) enhance regional dialogue on maritime security, (ii) improve maritime operational response capacities, (iii) strengthens the legal capacity to investigate and prosecute alleged criminal actors, and (iv) detain convicts of maritime crime |
| *and* |
|  | *if* Denmark aligns its maritime security efforts with other international donors and regional and sub-regional strategies |
| *then* |
| **Outcome level** | Nigeria and Ghana and other beneficiary countries will have increased capacity to detect, share information, and manage responses to threats towards shipping; a stronger basis to prosecute maritime crime; and interregional, regional organizations, and coastal states in the Gulf of Guinea will have increased capacities, capabilities, and frameworks feeding into operational and sustainable maritime domain awareness (MDA) and responses to emergencies/incidents |
| *resulting in* |
| **Impact level** | more timely and effective operational responses from Maritime Law Enforcement agencies in Nigeria, Ghana, and other countries in the region, and the effective prosecution of persons engaged in or supporting maritime crime |
|  | eventually leading to a reduction in the number of attacks on international and local shipping and enhanced security, trade, and contributions from the blue economy, and ensuring the freedom of navigation |
| *because* |
| **Assumptions** | * Stronger inter-agency cooperation mechanisms at the national and regional levels will help improve maritime law enforcement responses to maritime crime, including stronger judicial processes.
* Maritime authorities in beneficiary countries are open to international assistance and are prepared to invest counterpart time and effort in support arrangements, thereby ensuring productive use of the support offered. It is also assumed that UNODC and INTERPOL have sufficient local weight through their mandates to engage substantively with local authorities.
* Suitable arrangements can be agreed with Nigeria and possibly Ghana as well as international partners (U.S, UK, and possibly France), enabling Danish military capacities to be deployed in a training capacity.
* UNODC provides effective harmonisation with other partners supporting the GMCP, including the EU (i.e., EU SVAIMS programme and related EU support to UNODC).
* INTERPOL ensures effective harmonisation and coordination with project AGWE/US INL.
 |
| *and assuming the following preconditions apply* |
|  | * Countries and regional organisations have the political will to cooperate within the framework that is being established and are prepared to enter into legal and practical agreements with each other providing the basis for a cohesive regional approach. It is assumed, for example, that the structures under the Yaoundé architecture will be further developed and populated with regional and national staff and equipment in a manner that facilitates interoperability and timely response.
* Countries recognise and develop effective national coordination mechanisms, including maritime strategies and inter-agency arrangements, and they are open to international assistance in these endeavours.
* Development deficiencies in coastal areas are addressed through inclusive national development strategies, in particular in the Niger Delta.
* Environmental degradation in the Niger Delta is reversed through concerted national actions supported by the oil industry.
* Governments in the region address corruption and collusion and thereby address this enabling factor of piracy and other maritime crimes
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# PSE 1 – UNODC: Regional support to criminal justice system responses to the threat of maritime crime

## PSE 1 – Theory of Change

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| **Theory of Change** |
| Outcome level | *If* the capacities, interests, and needs of the main maritime law enforcement authorities in Benin, Cameroon, Côte d’Ivoire, Ghana, Nigeria, and Togo are understood and feed into the development of maritime domain awareness support and VBSS trainings  |
| *and* |
|  | *if* support is then provided to establish working handover agreements in maritime crime cases |
| *and* |
|  | *if* the capacity of prosecutors handling maritime cases is built |
| *and* |
|  | *if* the prisons where the convicts will be held are refurbished to human rights standards and *if* the guards are trained in security dynamics and in rehabilitation focus |
| *and* |
|  | *if* this takes place within the framework supporting the overall implementation of the Yaoundé Code of Conduct and the ECOWAS Integrated Maritime Strategy (EIMS) |
| *then* |
| Outcome level | the greater training and coordination will enable the key maritime security actors in the Gulf of Guinea to preclude maritime security threats more effectively and ensure a greater presence at sea |
| *leading to* |
| Impact level | improved levels of maritime safety, stronger regional cooperation, and reduced maritime crime. A key part of this theory of change is that the improved national inter-agency cooperation will also enable more effective and cohesive cooperation with neighbouring countries, which is an important part of the Yaoundé process. |
| *because* |
| Assumptions | * stronger inter-agency cooperation mechanisms at national and regional level will help facilitate improvements in maritime law enforcement responses to maritime crime, including stronger judicial processes, more fitted prisons, and gender mainstreaming. This assumption reflects good international practice and is strongly recommended by recent UN, AU, ECOWAS, and ICC documents.
 |
| and assuming the following preconditions apply |
|  | * Other programmatic assumptions include that there is a strong institutional buy-in and ownership from relevant maritime agencies in Benin, Cameroon, Côte d’Ivoire, Ghana, Nigeria, and Togo. There are clear indications from stakeholders in both countries substantiating their interest in the establishment of these centres. The engagement will utilise a mix of approaches, including political dialogue, to generate the continued, sufficient traction and political buy-in required for a robust Danish contribution via UNODC.
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## PSE 1 – Results Framework

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| **Project objective** | The criminal justice systems in Benin, Cameroon, Côte d’Ivoire, Ghana, Nigeria, and Togo are responding to the threat of maritime crime. |
| Impact indicator | Benin, Cameroon, Côte d’Ivoire, Ghana, Nigeria, and Togo can apply inter-agency approaches to maritime crime, while confidently handing over suspects with the ability to incarcerate the accused in accordance with Human Rights principles. Ratio of cases handed over and ratio of personnel in the entire justice chain increase year over year. |
| Baseline | Year | 2021 | Little or no legal finish for maritime crimes. |
| Target | Year | 2026 | Ratio between arrest and legal finish with HR compliant detention in all targeted countries for maritime crimes is increased. |
| **Outcome 1** | Civilian maritime law enforcement agency personnel from Zone E (Togo, Benin, and Nigeria), Zone D (Cameroon), and Zone F (Côte d’Ivoire and Ghana) can detect, interdict, arrest, and seize in the maritime domain, enhancing coordination between UNODC and INTERPOL. |
| Outcome indicator | Year over year, civilian maritime law enforcers from beneficiary countries are conducting more frequent VBSS by using MDA. |
| Baseline | Year | 2021 | No frequent use of MDA technology and lack of VBSS capacities. |
| Target | Year | 2026 | Law enforcement personnel from target countries have increased VBSS capabilities, applying MDA techniques in maritime interception operations. |
| **Output 1.1** | Civilian maritime law enforcement (MLE) personnel of beneficiary countries apply MDA tools in VBSS. |
| Output Indicator 1.1 | Increased ratio of maritime interdiction operations initiated using MDA tools.  |
| Baseline | Year | 2021 | MDA tools under-used on day-to-day operations |
| Target | Year | 2026 | MLE usage of MDA tools is part of standard operating procedures in targeted countries. |
| **Output 1.2** | VBSS training centres established in Ghana and Nigeria, which are used to deliver training in French and English to MLE agencies’ personnel in beneficiary countries through 19 civilian VBSS trainings for 376 MLE participants, of which 16 participants achieve Certified National Instructor level. |
| Output Indicator 1.2 | 19 civilian VBSS trainings for 376 MLE participants of whom 16 participants achieve Certified National Instructor level. |
| Baseline | Year | 2021 | 0 civilians trained under this project. |
| Target | Year | 2022 | 0 civilians trained under this project. |
| Target | Year | 2023 | 76 civilians maritime law enforcers (M/F) trained in VBSS, of which 4 reach Certified National Instructor level (gender disaggregated). |
| Target | Year  | 2024 | 100 civilians maritime law enforcers (M/F) trained in VBSS, of which 4 Certified National Instructor level (gender disaggregated). |
| Target  | Year | 2025 | 100 civilians maritime law enforcers (M/F) trained in VBSS, of which 4 Certified National Instructor level (gender disaggregated). |
| Target | Year  | 2026 | 100 civilians maritime law enforcers (M/F) trained in VBSS, of which 4 reach Certified National Instructor level (gender disaggregated). |
| **Outcome 2** | Efficient prosecution of maritime crime suspects in target countries and human rights compliant detention facilities for maritime crimes in Togo and or Nigeria. |
| Outcome indicator | Ratio of suspects convicted in piracy and other maritime crime have increased in the (specified countries) while a dedicated wing for piracy and maritime crime convicts is operational in Togo /Nigeria (pending inception report in 2022). |
| Baseline | Year | 2021 | 19 convictions for piracy following successful handover, of which 10 in Nigeria and 9 in Togo.  |
| Target | Year | 2026 | At least 90 piracy suspects are prosecuted and detained in compliance with HR law (pending inception report in 2022). |
| **Output 2.1** | National authorities are supported in implementing handover agreements with international navies. |
| Output Indicator 2.1 | Draft and Final handover agreements developed between Benin, Cameroun, Côte d’Ivoire, Ghana, Nigeria, and Togo. |
| Baseline | Year | 2021 | No existing handover agreements implemented. |
| Target | Year | 2022 | At least five (5) handover agreements finalised and implemented. |
| **Output 2.2** | Convicts of maritime crimes (specifically piracy) in the GoG are detained in compliance with human rights principles and geared towards rehabilitation. |
| Output Indicator 2.2 | Needs assessed for prisons to be held up to international standards in Nigeria and Togo. |
| Baseline | Year | 2021 | Assessment in Nigeria prison: need for refurbishment. |
| Target | Year | 2022 | Prison assessment report informs selection of project-supported prison in Togo or Nigeria. |
| Output Indicator 2.3  | At minimum one (1) wing, maximum two (2) wings in prisons in Togo and/or Nigeria are refurbished to cater for up to 70 convicts of piracy and other maritime crimes. |
| Baseline | Year | 2021 | Prisons in Nigeria and Togo not compliant with international standards. |
| Target | Year | 2022 | Prison wing(s) in Togo and/or Nigeria refurbished for capacity of 70 convicts of maritime crime. |
| Output Indicator 2.4 | 10 prison guards (M/F) are trained in dynamic security and in delivering vocational training programs through mentoring. |
| Baseline | Year | 2021 | No prison guards are trained in dynamic security nor vocational trainings. |
| Target | Year | 2022 | Guards to be trained are selected. |
| Target | Year | 2023 | 10 prison guards (M/F) have been mentored for a period of three (3) months in dynamic security and in delivering vocational training programs. |
| Target | Year  | 2024 | 10 prison guards (M/F) have been mentored for a period of five (5) months in dynamic security and in delivering vocational training programs. |
| Target  | Year | 2025 | 10 prison guards (M/F) have been mentored for a period of five (5) months in dynamic security and in delivering vocational training programs. |
| **Outcome 3** | Gender roles and implementation of UNSCR 1325/Women Peace and Security in relation to maritime crimes in the GoG are better addressed through research-based training of Navy and MLE personnel and maritime policy and decision-makers provided by UNODC and KAIPTC. |
| Outcome indicator 3.1 | Starting in 2023, at minimum one (1) training is developed every year to mainstream gender in maritime law enforcement, with standard procedures developed for Women, Peace and Security in the maritime sector. |
| Baseline | Year | 2021 | No training targeted to gender mainstreaming in MLE.No WPS procedures. |
| Target | Year | 2026 | Four (4) training courses realised in collaboration with KAIPTC.WPS procedures developed. |
| **Output 3.1** | WPS standard procedure training manual developed. |
| Output Indicator 3.1 | WPS training manual (French and English versions). |
| Baseline | Year | 2021 | No WPS training manual. |
| Target | Year | 2022 | Training manual materials in French and English. |
| **Output 3.2** | Four (4) trainings on gender and Women Peace and Security delivered to 12 participant, each delivered in collaboration with KAIPTC, training 48 law enforcement personnel (M/F) from beneficiary countries in WPS. |
| Output Indicator 3.2 | Project records of our (4) trainings on gender and Women Peace and Security delivered to 12 participant, each delivered in collaboration with KAIPTC, that in total amount to 48 law enforcement personnel (M/F) from beneficiary countries trained in WPS. |
| Baseline | Year | 2021 | No WPS training and no collaboration with KAIPT/WPSI on WPS. |
| Target | Year | 2022 | Collaboration with KAIPTC/WPSI established. |
| Target | Year | 2023 | 1 WPS training for 12 maritime law enforcement personnel (M/F). |
| Target | Year  | 2024 | 1 WPS training for 12 maritime law enforcement personnel (M/F). |
| Target  | Year | 2025 | 1 WPS training for 12 maritime law enforcement personnel (M/F). |
| Target | Year  | 2026 | 1 WPS training for 12 maritime law enforcement personnel (M/F). |
| **Outcome 4** | UNODC Maritime Security Monitoring Hub tracks key maritime security trends and MLE engagement and improves donor coordination. |
| Outcome indicator 4.1 | Well-informed donors provide aligned and coordinated supported to ECJCrelated to maritime security, and continued demand for UNODC Monitoring Hub is expressed in donor support beyond 2026. |
| Baseline | Year | 2021 | No Monitoring hub and no regular VDTG meeting or briefings. |
| Target | Year | 2026 | UNODC Maritime Security Monitoring Hub functioning and at least three (3) years of continued operating costs secured. |
| **Output 4.1** | UNODC Maritime Security Monitoring Hub provides half-yearly updates to virtual donor technical group. |
| Output Indicator 4.1 | ECJC/MLE baseline profiles of Benin, Cameroun, Côte d’Ivoire, Ghana, Nigeria, and Togo prepared and updated.ECJC virtual donor technical group (VDTG) meetings conducted twice a year and with meeting records available.UNODC tracks key regional and national indicators to inform VDTG members through a developed matrix. |
| Baseline | Year | 2021 | No Monitoring Hub and no regular VDTG meeting or briefings. |
| Target | Year | 2022 | ECJC/MLE baseline profiles of Benin, Cameroun, Côte d’Ivoire, Ghana, Nigeria, and Togo prepared.VDTG established and at least one meeting held. |
| Target | Year | 2023 | 2 VDTG meetings and related monitoring presentations and underlying records. |
| Target | Year  | 2024 | 2 VDTG meetings and related monitoring presentations and underlying records. |
| Target  | Year | 2025 | 2 VDTG meetings and related monitoring presentations and underlying records. |
| Target | Year  | 2026 | 2 VDTG meetings and related monitoring presentations and underlying records. |
| **Non-ODA finance by MoD/part of PSED 4 budget** |
| **Outcome 5** | Navy personnel from Zone E (Togo, Benin, and Nigeria), Zone D (Cameroon) and Zone F (Côte d’Ivoire and Ghana) can detect, interdict, arrest, seize, and hand over in the maritime domain, enhancing coordination between UNODC, INTERPOL, and Defence Command Denmark |
|  | Navies capable of handing over suspects for piracy and maritime crime to the justice system. |
| Baseline | Year | 2021 | 19 convictions for piracy following successful handover, of which 10 in Nigeria and 9 in Togo.  |
| Target | Year | 2026 | 90 suspects for piracy and maritime crime handed over by Navies/MLE to the justice system. |
| **Output 5.1** | Training Scoping Assessment (TSA) of the navies of Benin, Cameroun, Côte d’Ivoire, Ghana, Nigeria, and Togo and related VBSS training plan. |
| Output Indicator 5.1 | VBBS Training Scoping Assessment report and VBSS training plan documents covering Benin, Cameroun, Côte d'Ivoire, Ghana, Nigeria, and Togo. |
| Baseline | Year | 2021 | No needs assessment. |
| Target | Year | 2021 | Needs assessment shared with DCD and Danish Embassy in Accra. |
| **Output 5.2** | Cadre of Navy personnel from Benin, Cameroun, Côte d’Ivoire, Ghana, Nigeria, and Togo trained in VBSS through 20 military VBSS trainings for 384 participants, of which 16 participants (4 %) achieve Certified National Instructor level. |
| Output Indicator 5.2 | 384 personnel from navies of Benin, Cameroun, Côte d’Ivoire, Ghana, Nigeria, and Togo trained ,with 16 reaching Certified National Instructor level. |
| Baseline | Year | 2021 | 0 personnel from Navy trained in VBSS. |
| Target | Year | 2022 | 48 personnel from Navy of Ghana trained. |
| Target | Year | 2023 | 168 personnel (M/F) from navies of Benin, Cameroun, Côte d’Ivoire, Ghana, Nigeria, and Togo trained, with 8 reaching Certified National Instructor level. |
| Target | Year | 2024 | 168 personnel (M/F) from navies of Benin, Cameroun, Côte d’Ivoire, Ghana, Nigeria, and Togo trained, with 8 reaching Certified National Instructor level. |

# PSE 2 – INTERPOL: Maritime policing, investigation, and evidence collection

## PSE 2 – Theory of Change

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| **Theory of Change** |
| Output level | *If* thebeneficiaries improve their crime scene management, evidence exploitation, and debriefing of hostages in order to successfully conduct evidence-based investigations |
| *And* |
|  | *if* they expand their investigations to target the organised crime groups’ leadership structures |
| *And* |
|  | *if* they continue to improve cooperation between LEAs internally and at the international level |
| *And* |
|  | *if* they improve safety and security at key port facilities |
| *Then* |
| Outcome Level | they are able to more effectively prevent, detect, investigate, and respond to maritime security threats |
| *leading to* |
| Impact level | more profound law enforcement outcomes that target the leadership structures of the terrorists and organised crime groups involved in crime in the maritime domain. |
| *provided that*  |
| Assumptions | * Countries initiate investigations and prosecute cases.
* Trained officers are assigned in the investigation of cases and crime scene investigations.
* Crime scene is not contaminated by the crew.
* Effective coordination among agencies involved, including NCBs.
* Adequate regional cooperation and exchange of information on cases that affect more than one country.
* Effective cooperation with regional naval exercises and UNODC Global Maritime Crime Programme in the delivery of mock crime scene exercises and mock trials.
* Former hostages can be located and agree to be debriefed.
* Assets are available to be deployed during the tactical phase of the operational exercises.
 |
| *and assuming the following preconditions apply* |
|  | * Learning will be institutionalised.
* Continued commitment of countries to strengthen regional and international cooperation in the fight against terrorism and crime in the maritime domain in the framework of the Yaoundé Code of Conduct.
* Beneficiary countries demonstrate continuing political will to intensify the fight against maritime crime.
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## PSE 2 – Results Framework

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| **Project objective** | Beneficiary countries Benin, Côte d’Ivoire, Ghana, Nigeria, and Togo are tackling maritime-based crime more effectively through deeper investigations into the wider organisational structures of organised criminal groups and reinforced security at port facilities. |
| Impact indicator | Number of regionally coordinated investigations conducted and admitted in case prosecutions. |
| Baseline | Year | 2021 | Isolated investigations of the lower-ranking members of crime syndicates involved in maritime-based crime. Investigations and prosecutions do not target the leadership structure of the organised crime groups. |
| Target | Year | 2026 | Beneficiary countries’ investigations aim to dismantle criminal groups as a whole, rather than focusing on the low-level perpetrators at sea. |
|  |  |  |  |
| **Outcome 1** | Maritime law enforcement improved by strengthening beneficiary units’ crime scene management and evidence collection skills and ability to debrief former hostages. |
| Outcome indicator | Number of cases where evidence collected at crime scenes is admitted in case prosecutions. |
| Baseline | Year | 2021 | Four (4) piracy-related cases admitted in case prosecutions (3 in Togo and 1 in Benin between 2015 and 2020). |
| Target | Year | 2026 | A cumulative total of 5 cases over the course of the implementation where evidence collected at crime scenes is admitted in prosecutions. |
|  |  |  |  |
| Output 1.1 | National VBSS civilian teams are supported through targeted training to develop a stronger capacity to preserve a crime scene and manage it until law enforcement teams board to collect evidence, with at least 29 cases of properly preserved crime scenes on record. |
| Output Indicator 1.1 | At least 29 cases of crime scenes that are not contaminated by first responders or investigators. |
| Baseline | Year | 2021 | Eighteen (18) crime scenes that were not contaminated by first responders over the period 2016-2020. |
|  | Year | 2022 | Eight cases (8) (including all types of crime in the maritime domain). |
|  | Year | 2023 | Eight cases (8) (including all types of crime in the maritime domain). |
|  | Year | 2024 | Seven cases (7) (including all types of crime in the maritime domain). |
|  | Year | 2025 | Six cases (6) (including all types of crime in the maritime domain). |
| Target | Year | 2026 | A cumulative total of 29 cases. |
|  |  |  |  |
| Output 1.2 | Law enforcement authorities in the beneficiary countries possess relevant skills to interview former hostages, collect information, and share internally or internationally (if and where applicable). |
| Output Indicator 1.2 | At least 8 hostage debriefings that support national (or international) investigations. |
| Baseline | Year | 2021 | No systematic debriefing of seafarers released from pirate captivity. Where debriefings do take place, information is rarely shared across regions. Involvement of multiple agencies and insufficient inter-agency coordination. |
|  | Year | 2022 | 0 systematic debriefings of seafarers released from pirate captivity. |
|  | Year | 2023 | 2 systematic debriefings of seafarers released from pirate captivity. |
|  | Year | 2024 | 2 systematic debriefings of seafarers released from pirate captivity. |
|  | Year | 2025 | 2 systematic debriefings of seafarers released from pirate captivity. |
|  | Year | 2026 | 2 systematic debriefings of seafarers released from pirate captivity. |
| Target | Year | 2026 | A cumulative total of eight (8) debriefings are conducted by beneficiary countries by officers who have received specialist training. Debriefings are shared via INTERPOL channels in support of national (or international) investigations. |
|  |  |  |  |
| **Outcome 2** | Improved safety and security in the GoG through stronger security measures at key port facilities and enhanced law enforcement skills to prevent, detect, investigate, and respond to threats to port security. |
| Outcome indicator | Number of incidents related to port security (comprising all crime types) decrease by 25%. |
| Baseline | Year | 2021 | TBD (survey to beneficiary countries / fact-finding missions). |
| Target | Year | 2026 | TBD. |
|  |  |  |  |
| **Output 2.1** | Development of tailored training curricula (national and regional) to reinforce law enforcement agencies’ and port authorities’ capacities to address port security threats. |
| Output indicator 2.1 | 100 port facilities officers in the 5 beneficiary countries are trained in law enforcement and port security techniques. |
| Baseline | Year | 2021 | TBD (survey to beneficiary countries). |
|  | Year | 2022 | N/A. |
|  | Year | 2023 | 50 officers (10 officers per beneficiary country) receive training in law enforcement techniques, detection of installation surveillance, and physical security of port infrastructure. |
|  | Year | 2024 | 50 officers (10 officers per beneficiary country) receive training in harbour security, narcotics checkpoints, and identity, travel, and customs documents. |
|  | Year | 2025 | N/A. |
| Target | Year | 2026 | 100 officers trained in the 5 beneficiary countries |
| **Output 2.2** | Beneficiary units practice acquired skills during INTERPOL-coordinated operational exercises incorporating port security and crime scene management elements. |
| Output indicator 2.1 | Number of cases supported through the carrying out of operational exercises and suspects identified / arrested. |
| Baseline | Year | 2021 | No INTERPOL-coordinated operational exercises carried out. |
|  | Year | 2022 | N/A. |
|  | Year | 2023 | One operational exercise carried out. |
|  | Year | 2024 | N/A. |
|  | Year | 2025 | One operational exercise carried out. |
| Target | Year | 2026 | N/A (pending detailed dialogue) |

# PSE 3

## PSE 3 – Theory of Change

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| **Theory of Change** |
| Output level | *If* research-based knowledge products concerning key policy and operational maritime security issues are developed at an African centre of excellence |
| *and* |
|  | *if* these research-based products inform policy and technical dialogues between maritime policy makers, agencies, and practitioners |
| *and* |
|  | *if* non-state actors including the media get trained to reiniforce understanding of the importance of national and regional action to address piracy and other maritime crimes |
| *and* |
|  | *if*  maritime security training courses and course for meadia actors are adpatively improved to reflect and incorporate the evidence from reseach-based knowledge |
| *and* |
|  | *if* KAIPTC and WPSI take a regional agenda setting role to address the gap between the articulation and operationalisation of of the WPS agenda in instruments of the African Union, ECOWAS, ECCAS, and the GoG coastal countries through a combination of policy focussed research, WPS focussed training, and convening of African networks of policy makers and experts |
| *and* |
|  | *if* effective collaboration with UNODC, RDDC, and other organisations on the martime WPS agenda is ensured |
| *then* |
| Outcome Level | evidence-based knowledge linked to regional research and policy formulation capacity that integrate WPS action can form the basis for capacity development activities, thus enhancing institutional and practitioner skill sets to respond to the challenges in the maritime domain and form a basis for institutionalizing convening platform(s) for regular and meaningful dialogue, where ideas can be explored, and collaborative and consensus-based decisions taken, amongst relevant maritime authorities and experts. |
| *leading to* |
| Impact level | stronger, more cohesive, and effective national and regional approaches to maritime security and an enhanced rate of implementation of the Yaoundé process with positive effects also for the uptake of the other engagements of the DMSP 3. |
| *provided that*  |
| Assumptions | * KAIPTC effectively leverages its strategic advantage as an institution with a solid international and regional reputation and links to the Ghanaian Government, ECOWAS, and ICC.
* KAIPTC and WPSI can produce research of sufficient quality and quantity, has access to relevant data, and can present it in a manner that generates increased understanding and uptake by stakeholders.
* KAIPTC and WPSI collaborate effectively internally to advance the WPS agenda.
* KAIPTC and UNODC collaborate effectively.
* KAIPTC has sufficient convening power to gather relevant experts and officials, and that these interlocutors are willing to contribute to reaching consensus on solutions that will be implemented within national and regional structures.
* Stakeholders can institutionalise the increased contacts, knowledge, and capacity and use it.
 |
| *and assuming the following preconditions apply* |
|  | * Regular consultation takes place between KAIPTC and key stakeholders (through a steering committee mechanism) so that country and regional needs and interests are fed into the process.
* KAIPTC proactively coordinates through the CESC with the UNODC (PSE 1), INTERPOL (PSE 2), and RDDC (PSE4) to achieve mutual leverage, synergies, and learning multiplier effects.
 |

## PSE 3 – Results Framework

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| **Project objective** | Strengthened regional approaches to maritime security in the Gulf of Guinea through enhanced joined-up responses to shared threats. |
| Impact indicator | % of national and regional maritime security actors utilizing the outputs of the project to promote collaboration and cooperation in the maritime domain. |
| Baseline | Year | 2021 | To be established (baseline study). |
| Target | Year | 2026 | State actors and non-state actors promote maritime security in the Gulf of Guinea and media provides balanced and independent news coverage on maritime security issues. |
|  |  |  |  |
| **Outcome 1** | Enhanced collaboration and cooperation among state and non-state maritime actors in the GoG. |
| Outcome indicator | % of national and regional maritime security actors utilizing the outputs of the project to promote collaboration and cooperation in the maritime domain. |
| Baseline | Year | 2021 | To be established (baseline study). |
| Target | Year | 2026 | At least 50% of direct project beneficiaries utilize the project outputs to promote collaborative responses to threats to safety and security in the GoG maritime domain. (End of Project survey) |
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| **Output 1.1** | 15 research papers on maritime security in the GoG developed and published. |
| Output Indicator 1.1 | 15 research papers on issues related to maritime security published by KAIPTC are publicly available electronically or otherwise. |
| Baseline | Year | 2021 | 10 (papers produced in DMSP 2 2019-2021). |
| Target | Year | 2022 | 3 published research papers on issues in the maritime domain. |
| Target | Year | 2023 | 3 published research papers on issues in the maritime domain. |
| Target | Year | 2024 | 3 published research papers on issues in the maritime domain. |
| Target | Year | 2025 | 3 published research papers on issues in the maritime domain. |
| Target | Year | 2026 | 3 published research papers. |
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| **Output 1.2** | A platform for regular consultative research seminars on maritime security established.A total of five (5) dialogue events in maritime security with a total of 250 participants (M/F) over a period of 5 years conducted, reported on, and evaluated by KAIPTC’s internal evaluation arrangement. |
| Output Indicator 1.2 | (5) dialogue events for 250 national and regional maritime security practitioners (M/F), of which (3) expert events devoted to experts in the context of the research knowledge developed by the project, and two (2) events devoted to issues around coordinated implementation of regional maritime norms in the Gulf of Guinea maritime domain. *Means of verification: Event Reports and other write ups,* *Mid-term and end of project internal evaluation reports.* |
| Baseline | Year | 2021 | Seven (7) maritime security culture courses were organized between 2019 and 2021. |
| Target | Year | 2022 | 2 preparatory consultative visits. |
| Target | Year | 2023 | 1 research seminar. 1 symposium on maritime security. |
| Target | Year  | 2024 | 1 research seminar. |
| Target | Year | 2025 | 1 research seminar. 1 symposium on maritime security |
| Target | Year | 2026 | *None.* |
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| **Output 1.3** | A *Code of Maritime Practice for Women in the Gulf of Guinea Maritime Domain* developed and endorsed by at least 7 governments countries that are signatory to the Yaoundé Code of Conduct. |
| Output Indicator 1.2 | * 8 research papers dedicated to at-risk women in maritime or coastal domains in the GoG developed and published.
* 1 *Code of Maritime Practice for Women in the Gulf of Guinea Maritime Domain* developed and adopted by at least 7 countries in the Gulf of Guinea.
* Four (4) dialogues devoted to women in maritime for an estimated total of 80 participants from West and Central Africa and beyond.
* 1 Training module for women in maritime security incorporated in the KAIPTC foundational maritime security course.
 |
| Baseline | Year | 2021 | No research papers dedicated to at-risk women in maritime and coastal domains, no Code of Practice, and no training module. |
| Target | Year | 2022 | 2 published research papers on at-risk women in the maritime or coastal domainsActivities for cooperation with UNODC on maritime WPS training course agreed and incorporated in KAIPTC annual implementation plans for 2022/23. |
| Target | Year | 2023 | 1 symposium on women in maritime security for 20 women.1 High-level consultative seminar for 20 women leaders in maritime security.1 draft *Code of Maritime Practice for Women in the Gulf of Guinea Maritime Domain* produced in English and French (and Portuguese, if relevant).1 training module on *Code of Maritime Practice for Women in the Gulf of Guinea Maritime Domain* prepared and incorporated in KAIPTC foundational maritime security training course.1 Curriculum from Maritime WPS prepared and courses planned.4 published research papers on at-risk women in the maritime or coastal domains. |
| Target | Year  | 2024 | 1 published research paper on at-risk women in the maritime or coastal domains.1 Validation workshop for Code of Practice for Women in the GoG Maritime domain (20 women). |
| Target | Year | 2025 | 1 published research paper on at-risk women in the maritime or coastal domains.1 symposium on women in maritime security for 20 women. |
| Target | Year | 2026 | *Code of Maritime Practice for Women in the Gulf of Guinea Maritime Domain* developed and adopted by at least 7 countries in the Gulf of Guinea. |
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| **Outcome 2** | Strengthened capacity and approaches among state and non-state maritime actors and stakeholders applied, including in the media. |
| Outcome indicator | % of maritime actors who reported on improved knowledge on maritime issues in the GoG maritime domain and national and regional arrangements to prevent maritime crimes. |
| Baseline | Year | 2021 | No actors have reported. |
| Target | Year | 2026 | 90% of maritime actors trained by KAIPTC reported on improved knowledge on maritime issues in the GoG maritime domain and national and regional arrangements to prevent maritime crimes. (Source: KAIPTC monitoring records and follow-up survey) |
| **Output 2.1** | Maritime security related capacities of at least 340 maritime security actors (M/F) strengthened and applied in their respective areas of responsibility. |
| Output Indicator 2.1 | % of maritime actors who reported on improved knowledge on maritime issues in the GoG maritime domain and national and regional arrangements to prevent maritime crimes. |
| Baseline | Year | 2021 | Seven (7) maritime security culture courses organized between 2019 and 2021 |
| Target | Year | 2022 | 1 national Maritime Security course. |
| Target | Year | 2023 | 1 multinational maritime security course.  |
| Target | Year  | 2024 | 1 national maritime security training course.  |
| Target | Year | 2025 | 1 multinational maritime security training course. |
| Target | Year | 2026 | 1 national maritime security training course. |
| **Output 2.2** | At least 80 journalist (M/F) and communication officers (M/F) of maritime agencies trained in maritime security between 2022-2024 publish regular media product on maritime domain issues. |
| Output Indicator 2.1 | % of maritime actors who reported on improved knowledge on maritime issues in the GoG maritime domain and national and regional arrangements to prevent maritime crimes. |
| Baseline | Year | 2021 | No course or curriculum exists. |
| Target | Year | 2022 | 1 national reporting training (20 participants). |
| Target | Year | 2023 | 1 multinational maritime reporting training course (20 participants). 1 national reporting training course (20 participants). |
| Target | Year  | 2024 | 1 national maritime reporting training course (20 participants). |
| Target | Year | 2025 | One (1) multinational maritime security culture training course |
| Target | Year | 2026 | One (1) national maritime security culture training course |

# PSE 4

## PSE 4 – Theory of Change

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| **Theory of Change** |
| Output level | *If* Denmark supports building enhanced planning and response capacity that allows interregional, regional organizations, and coastal states in the Gulf of Guinea to achieve timely and accurate decision-making that enables actions to neutralize threats in the maritime domain |
| *and* |
|  | *if* Denmark provides expert support to (i) enhance regional dialogue on maritime security, (ii) improve maritime operational response capacities, and (iii) strengthens the legal capacity to investigate  |
| *then* |
| Outcome Level | Nigeria and Ghana and other beneficiary countries will have increased capacity to detect, share information, and manage responses to threats to shipping and seafarers as well as a stronger basis to prosecute maritime crime and interregional piracy networks, |
| *leading to* |
| Impact level | regional organizations and coastal states in the Gulf of Guinea having increased capacities, capabilities, and frameworks feeding into operational and sustainable MDA and responses to emergencies/incidents. |
| *provided that*  |
| Assumptions | * Stronger inter-agency cooperation mechanisms at national and regional level will help facilitate improvements in maritime law enforcement responses to maritime crime, including stronger judicial processes.
* Maritime authorities in beneficiary countries are open to international assistance and are prepared to invest counterpart time and effort in support arrangements, thereby ensuring productive use of the support offered. It is also assumed that UNODC has sufficient local weight through their mandates to engage substantively with local authorities.
* Suitable arrangements can be agreed with Nigeria and possibly Ghana and with international partners (U.S, UK, and possibly France) enabling Danish military capacities to be deployed in a training capacity.
 |
| *and assuming the following preconditions apply* |
|  | * Countries and regional organisations have the political will to cooperate within the framework that is being established and are prepared to enter into legal and practical agreements with each other providing the basis for a cohesive regional approach. It is assumed, for example, that the structures under the Yaoundé architecture will be further developed and populated with regional and national staff and equipment in a manner that facilitates interoperability and timely response.
* Countries recognise and develop effective national coordination mechanisms, including maritime strategies and inter-agency arrangements, and they are open to international assistance in these endeavours.
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## PSE 4 – Results Framework

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| **Project objective** | Capacity of regional actors to respond to piracy, robbery at sea, and other threats to maritime security in the Gulf of Guinea is strengthened. |
| Impact indicator | Nigeria and Ghana and other beneficiary countries will have increased capacity to detect, share information, and manage responses to threats to shipping and seafarers; a stronger basis to prosecute maritime crime; and interregional, regional organizations, and coastal states in the Gulf of Guinea will have increased capacities, capabilities, and frameworks feeding into operational and sustainable MDA and responses to emergencies/incidents. |
| Baseline | Year | 2021 | Limited real time sharing of MDA data.Limited operational response and now sustainable force generation.19 convictions for piracy following successful handover, of which 10 in Nigeria and 9 in Togo. Uncertainty on the role played by various agencies and actors. Existing but unclear lines of communication and information exchange between various actors – both general and incident-related.Ghanaian Navy trained in vessel boarding and related aspects (e.g., securing evidence and human rights) as part of a rule of law-based response. |
| Target | Year | 2026 | Coastal states in Zones E, F, and D access and share MDA data and utilise it effectively in operational planning (as tested in multilateral maritime security exercises).Ghana capable of sustainable force generation and respond operationally using trained units in boarding operations.Frequent contact and dialogue between stakeholders outside formal seminar/workshop structures.Ghanaian Navy is conducting and supporting law enforcement agencies in vessel boarding as part of a rule of law-based response. |
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| **Outcome 1** | Enhanced Maritime Domain Awareness capacity, cooperation, and interoperability amongst West African coastal states. |
| Outcome indicator | Extent and quality of MDA, especially operation planning and decision making, along with regional/national interaction leading to operational response. |
| Baseline | Year | 2021 | Limited real time sharing of MDA data. |
| Target | Year | 2026 | Coastal states in Zones E, F, and D access and share MDA data and utilise it effectively in operational planning (as tested in multilateral maritime security exercises). |
| **Output 1.1** | ICC and West African coastal states under CRESMAO have agreed tactical procedures to ensure communication and coordination of operational planning. |
| Output Indicator 1.1 | Regional (and national) capacity to provide training in maritime operational planning enhanced. |
| Baseline | Year | 2021 | Operational course is conducted by Denmark and US NAVAF in cooperation with ICC.  |
| Target | Year | 2022 | Maritime operations planning course conducted for Zone E, F, and D countries to support integration and mission planning. |
| Target | Year | 2023 | Maritime operations planning course conducted for Zone E, F, and D countries to support integration and mission planning. |
| Target | Year | 2024 | Maritime operations planning course supported for Zone E, F, and D countries to support integration and mission planning. |
| Target | Year | 2025 | ICC Zonal Maritime Operational Planning Courses are held with Zones E, F, and D to strengthen maritime domain awareness and response, supported by Denmark and US NAVAF.  |
| Target | Year | 2026 | ICC Zonal Maritime Operational Planning Courses are held with Zones E, F, and D to strengthen maritime domain awareness and response, supported by Denmark and US NAVAF. |
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| **Outcome 2** | Capacity of Ghanaian maritime special forces to be sustainable build up to squadron level and respond to piracy and armed robbery at sea enhanced in line with international standards and rule of law.  |
| Outcome indicator | Sustainable force generation, extent, and quality (response time, quality of boarding, and evidence collection) of regional/national response to piracy, robbery at sea, and other maritime security incidents increased. |
| Baseline | Year | 2021 | Limited operational response and now sustainable force generation.  |
| Target | Year | 2026 | Ghana capable of sustainable force generation and respond operationally using trained units in boarding operations. |
| **Output 2** | Ghanaian maritime special forces established sustainable squadron structure and trained in vessel boarding and related aspects (e.g., securing evidence and human rights) as part of a rule of law-based response. |
| Output Indicator 2 | In the year 2026, the Ghana SBS will be at FOC (full operational capability), within the lines of effort in the context of the Ghana Navy operational environment. |
| Baseline | Year | 2021 | Establishing a baseline within the four lines of effort (Counter Piracy, Counter Terrorism, Counter Insurgency and Counter Organized Crime) to focus resources for target year 1. Establishing the framework for starting the basic operative course in 2022. |
| Target | Year | 2022 | Counter Piracy qualified to level 3, Counter Terrorism qualitied to level 3, and Counter Insurgency qualified to level 3. Basic Operative Course number one conducted. |
| Target | Year | 2023 | Counter Piracy qualified to level 2, Counter Terrorism qualitied to level 2, Counter Insurgency sustained at level 3, and Counter Organized Crime qualified to level 3. Basic Operative Course number two conducted. |
| Target | Year  | 2024 | Counter Piracy qualified to level 1, Counter Terrorism qualitied to level 1, Counter Insurgency qualified to level 2, and Counter Organized Crime sustained at level 3. Basic Operative Course conducted number three conducted. |
| Target  | Year | 2025 | Counter Piracy sustained at level 1, Counter Terrorism sustained at level 1, Counter Insurgency qualified to level 1, and Counter Organized Crime qualified to level 2. Basic Operative Course number four conducted. |
| Target | Year  | 2026 | Counter Piracy sustained at level 1, Counter Terrorism sustained at level 1, Counter Insurgency sustained at level 1, and Counter Organized Crime qualified to level 1. Basic Operative Course number five conducted. |
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| **Outcome 3** | Navy personnel from Zone E (Togo, Benin, and Nigeria), Zone D (Cameroon), and Zone F (Côte d’Ivoire and Ghana) can detect, interdict, arrest, seize, and hand over in the maritime domain, enhancing coordination between UNODC, INTERPOL, and Defence Command Denmark |
| Outcome indicator 3.1 | Number of individuals suspected of piracy and other maritime crimes brought to court with an effective handover. |
| Baseline | Year | 2021 | 19 convictions for piracy following successful handover, of which 10 in Nigeria and 9 in Togo. |
| Target | Year | 2026 | Year on year increase in handover of suspects for piracy and maritime crimes to the justice systems. |
| **Output 3.1** | Training Scoping Assessment (TSA) of the navies of Benin, Cameroun, Côte d’Ivoire, Ghana, Nigeria, and Togo and related VBSS training plan. |
| Output Indicator 3.1 | VBBS Training Scoping Assessment report and VBSS training plan documents covering Benin, Cameroun, Côte d'Ivoire, Ghana, Nigeria, and Togo. |
| Baseline | Year | 2021 | No needs assessment. |
| Target | Year | 2022 | Needs assessment shared with DCD and Danish Embassy in Accra. |
| **Output 3.2** | Cadre of Navy personnel from Benin, Cameroun, Côte d’Ivoire, Ghana, Nigeria, and Togo trained in VBSS through 20 military VBSS training for 384 participants, of which 16 participants (4 %) achieve Certified National Instructor level. |
| Output Indicator 3.2 | 400 personnel from navies of Benin, Cameroun, Côte d’Ivoire, Ghana, Nigeria, and Togo trained, with 16 trainees reaching Certified National Instructor level. |
| Baseline | Year | 2021 | 0 personnel from Navy trained in VBSS. |
| Target | Year | 2022 | 48 personnel from Navy of Ghana trained. |
| Target | Year | 2023 | 168 personnel from Navies of Benin, Cameroun, Côte d’Ivoire, Ghana, Nigeria, and Togo trained, with 8 reaching instructor level (Certified National Instructor). |
| Target | Year  | 2024 | 168 personnel from Navies of Benin, Cameroun, Côte d’Ivoire, Ghana, Nigeria, and Togo trained, with 8 reaching instructor level (Certified National Instructor). |
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| **Outcome 4** | Enhanced communication and cooperation among maritime stakeholders. |
| Outcome indicator 4.1 | Increase in formal, informal, and/or institutional communication within and between national, zonal, and regional authorities, as well as with and between other stakeholders such as the maritime industry and relevant civil society actors. |
| Baseline | Year | 2021 | Uncertainty on the role played by various agencies and actors. Existing but unclear lines communication and information exchange between various actors – both general and incident-related. |
| Target | Year | 2026 | Frequent contact and dialogue between stakeholders outside formal seminar/workshop structures. |
| **Output 4.1** | Key maritime actors (from the industry as well as national and Yaoundé Architecture authorities) have met each other on multiple occasions. Here, they have socialised, shared viewpoints, and identified problems in cooperation on maritime security and taken steps to address these. RDDC utilised temporary posting to Ghana to facilitate, implement, and evaluate these activities. |
| Output Indicator 4.1 | Key maritime actors participate at several meetings and keep in touch between and after meetings, especially when relevant in incident response. |
| Baseline | Year | 2021 | 2 small Maritime Dialogue Platform (MDP)-seminars organised in Accra.* Identifying issues in industry-authority relations.
* Mapping out incident information flow from vessel to local first responder.
 |
| Target | Year | 2022 | * 1-2 seminar/conference with relevant partner in the region, inviting stakeholders (industry and regional/zonal/national authorities). Focus on wide reach-out to identify and include relevant stakeholders.
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| Target | Year | 2023 | * 1-2 seminar/conference with relevant partner in the region, inviting stakeholders (industry and regional/zonal/national authorities). Adaptable focus based on experience.
* Temporary posting from 6-12 months to facilitate projects, build networks, and conduct relevant research. Posting can partly take place in previous or following year.
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| Target | Year  | 2024 | * 1-2 seminar/conference with relevant partner in the region, inviting stakeholders (industry and regional/zonal/national authorities).
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| Target  | Year | 2025 | * 1-2 Ssminar/conference with relevant partner in the region, inviting stakeholders (industry and regional/zonal/national authorities).
* Temporary posting from 6-12 months to facilitate projects, build networks, and conduct relevant research. Posting can partly take place in previous or following year.
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| Target | Year  | 2026 | * 1-2 seminar/conference with relevant partner in the region, inviting stakeholders (industry and regional/zonal/national authorities).
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| **Outcome 5** | Capacity of maritime law enforcement agencies to respond to maritime crime at sea, with focus on Nigeria and Ghana. |
| Outcome indicator 5.1 | Enhancing basic skills for ships crews to maintain operational standards and readiness to respond.  |
| Baseline | Year | 2021 | Limited operational response.  |
| Target | Year | 2026 | Nigerian and Ghanaian respons enhanced operationally using better trained ships crews in basic seamanship.  |
| **Output 5** | Ghanaian Navy trained in vessel boarding and related aspects (e.g., securing evidence and human rights) as part of a rule of law-based response. |
| Output Indicator 5 | Ghanaian Navy is conducting and supporting law enforcement agencies in vessel boarding as part of a rule of law-based response. |
| Baseline | Year | 2021 | Operational level of units are limited. |
| Target | Year | 2022 | Ghanaian Navy trained in basic seamanship skills-based Ghana Navy requests and priorities. Plan established end of 2021. |
| Target | Year | 2023 | Ghanaian Navy trained in basic seamanship skills-based Ghana Navy requests and priorities. Plan established end of 2022. |
| Target | Year  | 2024 | Ghanaian Navy trained in basic seamanship skills-based Ghana Navy requests and priorities. Plan established end of 2023. |
| Target  | Year | 2025 | Ghanaian Navy trained in basic seamanship skills-based Ghana Navy requests and priorities. Plan established end of 2024. |
| Target | Year  | 2026 | Ghanaian Navy trained in basic seamanship skills-based Ghana Navy requests and priorities. Plane established end of 2025. |