

Standard Summary Project Fiche – IPA centralised programmes 2008

Police Cooperation: Fight against organised crime, in particular illicit drug trafficking, and the prevention of terrorism

1. Basic information

- 1.1 CRIS Number: 2008/020-319
- 1.2 Title: Fight against organised crime, in particular illicit drug trafficking, and the prevention of terrorism
- 1.3 ELARG Statistical code: 01.24 - Justice, freedom and security
- 1.4 Location: Albania, Bosnia and Herzegovina, Croatia, the former Yugoslav Republic of Macedonia, Montenegro, Serbia as well as Kosovo¹, Turkey

The actions will take place, as far as possible, in the Beneficiaries, on a geographically balanced approach.

Implementing arrangements:

- 1.5 Contracting Authority (EC) European Community represented by the Commission of the European Communities for and on behalf of the Beneficiaries.
- 1.6 Implementing Agency:
- 1.7 Beneficiaries: Western Balkans: Albania, Bosnia and Herzegovina, Croatia, the former Yugoslav Republic of Macedonia, Montenegro, Serbia as well as Kosovo¹
Turkey
The main beneficiaries are Law enforcement and Intelligence agencies in the Beneficiaries.

Financing:

- 1.8 Overall cost (VAT excluded)²: €2,500,000
- 1.9 EU contribution: €2,500,000

¹ under UNSCR 1244/99.

² The total cost of the project should be net of VAT and/or other taxes. Should this not be the case, the amount of VAT and the reasons why it should be considered eligible should be clearly indicated

- 1.10 Final date for contracting: 2 years following the date of conclusion of the Financing Agreement.
- 1.11 Final date for execution of contracts: 2 years following the end date for contracting.
- 1.12 Final date for disbursements: 1 year following the end date for execution of contract(s).

2. Overall Objective and Project Purpose

2.1 Overall Objective:

Improve Beneficiaries' capacities to prevent and combat organised crime, in particular drug trafficking, and the prevention of terrorism, and to bring existing regional mechanisms into compliance with EU *acquis*, standards and best practices.

2.2 Project purpose:

Improve and promote both strategic and operational regional and international cooperation capacities within the region and between the region and the EU, making full use of existing instruments and frameworks, such as relevant networks, international conventions, agreements, and memoranda of understanding on the fight against organised crime, in particular illicit drug trafficking, and the prevention of terrorism.

- i. Improve cross-border intelligence collection systems and exchange, criminal intelligence capacities, including financial intelligence units, relating to organised crime, in particular financial crime and illicit drug trafficking and counter-terrorism;
- ii. Enhance and further develop more effective strategies and instruments on the trail, freezing and confiscation of terrorist assets and organised crime-related proceeds;
- iii. Strengthen and consolidate International Law Enforcement Coordination Units (ILECUs).

2.3 Link with AP / NPAA / EP/ SAA:

Accession and European Partnerships with IPA Beneficiaries contain provisions on Justice and Home Affairs and provide the long-term basis for continued cooperation in this sector.

The 2007 European Partnerships with the Western Balkans confirm the importance of regional cooperation in the Justice and Home Affairs sector. The European and Accession Partnerships address the fight against organised crime as a priority under the Justice and Home Affairs chapter. The revised Accession Partnership with Turkey, which was adopted in January 2006, identifies, among others, the fight against organised crime and drugs as being of particular importance with regard to the transposition and implementation of the EU *acquis*.

Regarding *regional issues and international obligations*, Beneficiaries still need to enhance cooperation with neighbouring countries, notably on cross-border cooperation, the fight against organised crime, trafficking and smuggling. Judicial cooperation and border management are also priorities.

Croatia

Croatia still needs to make further progress, inter alia, with judicial and administrative reforms, and fighting corruption. Considerable efforts are needed to ensure administrative and enforcement capacity, particularly in terms of inter-agency cooperation as well as to prevent corruption and to fight organised crime.

The former Yugoslav Republic of Macedonia

Police cooperation and fight against organised crime remains a serious concern in the country. The former Yugoslav Republic of Macedonia needs to further intensify the fight against organised crime, notably by increasing the number of investigations with the use of special investigative measures and by creating an integrated intelligence system for inter-agency use in the fight against organised crime, including trafficking in human beings, arms and drugs.

Albania

In Albania organised crime remains a very serious problem. Efforts against organised crime remain hampered by corruption and weak witness protection. IT problems hinder the use of criminal intelligence. Strengthening the rule of law, reform of the judicial system and the fight against corruption and organised crime are key priorities of the reform process in Albania.

Montenegro

Money laundering remains an area of serious concern. Police capacities are limited and there is not yet a proper monitoring of financial transactions beyond the banking system, especially in relation to real estate and foreign investment. Some progress can be reported in the fight against drugs smuggling, but it remains a serious concern. There is a need to further strengthen the professional capacity of the police, specialised training, and development of intelligence and risk analysis tools. Efforts to fight corruption and organised crime need to be enhanced. Montenegro has to establish efficient institutional mechanisms for inter-agency cooperation and to upgrade the capacity of the police department in the fight against organised crime; upgrade capacity to use special investigative means in line with appropriate guarantees and strengthen criminal intelligence; adopt the legislation and develop the capacity to seize assets and proceeds of crime; increase the efficiency of international cooperation and implementation of the relevant international conventions on terrorism and preventing and fighting organised crime; improve cooperation and the exchange of information between all branches of the security services and with other states; and prevent the financing and preparation of acts of terrorism.

Bosnia and Herzegovina

Bosnia and Herzegovina has made little additional progress in the fight against organised crime and trafficking in human beings, which remain matters of concern. The authorities of Bosnia and Herzegovina have adopted state level legislation on police and will begin to implement the police reform. The country needs to prepare and implement all the action plans provided for by the national strategy to combat organised crime, reinforce the fight against organised crime and international cooperation with law enforcement agencies, enhance the capacity of the State Investigation and Protection Agency in the fight against

terrorism, and reinforce international cooperation in this area, including by means of proper implementation of international conventions.

Serbia

Some progress has been made in fighting organised crime. However, organised crime continues to pose a serious problem for Serbia and more concerted efforts are needed. The action plan to implement the national strategy on fighting organised crime has not been adopted and the specialised police services lack the necessary capacity to carry out their duties fully. There has been little progress in the protection of personal data and current legislation is not in line with European standards.

Kosovo

Uneven progress can be reported in combating money laundering. Kosovo is one of the main traffic routes for drugs to Western Europe. Some progress has been made in adopting new legislation and in strengthening relevant administrative structures. The seizure of narcotics has increased. However, there is no strategy to prevent and combat the illegal transport and use of drugs. Drug trafficking remains a serious concern. Some progress can be reported in the field of police. The Kosovo Police Service generally carries out its tasks in a professional and competent manner, particularly as regards minor crimes. Investigations in cases of serious crime, however, are still ineffective. Inter-agency and international co-operation are not always satisfactory. There is no law on the police. Kosovo still lacks a crime reduction strategy at both central and regional levels. The fight against organised crime, including the fight against trafficking in human beings, remains a major challenge. The legislative framework to tackle organised crime is still incomplete, particularly in the area of witness protection, undercover agents, confiscation of assets, the anti-mafia law and the law on organised crime itself. There are no developments in the protection of personal data. There is still no general legislation on data protection and no independent data protection supervisory authority has been set up. There is a need to improve the effectiveness of investigations of crime; strengthen investigative and internal control capacities of the Kosovo Police Service and strengthen its leadership; fight against organised crime and terrorism; further strengthen local capacity in the organised crime directorate within the Kosovo Police Service; further strengthen local capacity in the narcotics investigation section; and ensure that the Financial Information Centre effectively fulfils its role in collecting and analysing data in relation to money laundering.

Turkey

Considerable and sustained efforts are still required in areas such as police cooperation, asylum, migration and external borders. Turkey needs to implement the national strategy on organised crime, and strengthen the fight against organised crime, drugs, trafficking in persons, fraud, corruption and money-laundering.

2.4 Link with MIPD:

The Multi Beneficiary MIPD³ supports regional cooperation to facilitate the fight against organised crime, complementing efforts at a national level, particularly as it facilitates networking and sharing of best practices and lessons learned in the region.

³ Paragraph 2.3.1.3.1 Police Cooperation, Integrated Border Management and Migration

The strategic choices taken within the scope of the MIPD (Section 2.3.1.3) have been made based on guidance provided in the EU strategic documents, the lessons learned from the programming and implementation of previous EU assistance and the findings from consultations with amongst others the Beneficiaries, the Stability Pact, and European Commission services. More specifically, Multi-Beneficiary IPA assistance aims at addressing the *political criteria* for accession, and support cooperation between international law enforcement agencies and judiciaries.

2.5 Link with National Development Plan (where applicable): Not applicable

2.6 Link with national/sectoral investment plans(where applicable): Not applicable

3. Description of project

3.1 Background and justification:

Regional cooperation is instrumental in addressing the security challenges facing Beneficiaries, since many urgent issues, such as terrorism, organised crime, corruption, smuggling, trafficking, money laundering and illegal migration can be addressed effectively only by a trans-border approach. The Communication on Enlargement Strategy and Main Challenges 2007-2008 notes that although regional cooperation is increasing in the area of justice, freedom and security, including in combating organised crime, further progress needs to be made. Criminal and terrorist activities remain a serious concern: criminal networks are spreading in various socio-economic sectors and into politics, and the prevention of radicalisation and recruitment for terrorist activities remains a challenge in the region. The Communication on Enlargement Strategy and Main Challenges 2007-2008 highlights that "the region is a place of origin and transit for human trafficking, as well as for drug smuggling". Therefore "considerable and sustained efforts are needed in this area".

The need to strengthen cooperation between national and international law enforcement agencies and between national and international intelligence agencies in order to improve cooperation in fighting terrorism and organised crime corruption, illegal immigration and drug trafficking was further underlined during the Ministerial Forum EU/Western Balkans on Justice and Home Affairs held in Slovenia in October 2007. Multi-Beneficiary efforts in the area of Justice, Freedom and Security facilitate networking as well as the sharing of best practices and lessons learned in the region.

The Communication from the Commission to the European Parliament and the Council on Western Balkans: "Enhancing the European perspective" of 5 March 2008⁴, outlines that cooperation in the field of justice, freedom and security, notably in combating organised crime and corruption are of particular importance for the Western Balkans and a core priority for their European agenda. The Communication also calls for a stepping up of the cooperation between the EU and the Western Balkans in the areas of *counter-terrorism and combating trafficking*.

The JHA Council Conclusions of 10 December 2007 on Western Balkans considered that the challenges faced by the Western Balkan region warrant greater focus on key reform

⁴ 7702/08 COWEB 82 ELARG 20. SEC(2008)288

priorities, which relate, among others, to rule of law, administrative and judicial reform, and to fight against corruption and organised crime. The Council recalled the importance of regional cooperation and good neighbourly relations and of the need to find mutually acceptable solutions on outstanding issues with neighbouring countries.

The Communication on Stepping up against terrorism of 6 November 2007⁵ highlights that terrorist threats should be mostly addressed at national level, even in the knowledge that the current threat is mostly international. Work at regional level will complement national efforts and will add value by supporting the IPA Beneficiaries and addressing cross-border issues.

The radicalisation and recruitment for terrorist activities in the Western Balkans also represented the key focus of the Slovenian Presidency regarding the combating of terrorism. Terrorism has no boundaries: a common response to a shared challenge is needed at regional level. In order to deprive terrorists of financial resources, efforts have to be strengthened in the region to tackle illicit offences, such as money laundering, trafficking in human beings, illicit arms and drugs, the proceeds of which often finance terrorist networks. Actions should be taken at regional level aiming at strengthening the coordination of criminal and financial investigations and exchange of best practices, examining standards for the confiscation of criminal assets and the return of confiscated assets.

Among the efforts that were undertaken under the Slovenian Presidency, one should also mention the initiative for gradual introduction of a common threat assessment on organised crime for South East European Region⁶, which includes Turkey. The common threat assessment on organised crime for South East European Region should develop a threat assessment of current and expected new trends in organised crime across South East Europe. The assessment will be based upon existing knowledge and expertise and it will be drawn up in order to enable decision-makers to take the appropriate action to counter the anticipated threat.

In order to develop the common threat assessment on organised crime for South East European Region, only the existing EU and regional instruments and mechanisms can be used prior to political agreement at the EU level, involving regional institutions and South East Europe Beneficiaries and Turkey. The main task of the common threat assessment on organised crime for South East European Region is to identify and assess emerging threats. Furthermore, it describes the structure of organised crime groups and the way they operate as well as the main types of crime affecting the South East Europe. Common threat assessment on organised crime for South East European Region also involves preparing a national and central report, establishing priorities, and providing assistance when preparing concrete measures to implement them. The SECI Centre⁷/ SELEC⁸ would be responsible for drawing up the central threat assessment report.

⁵ COM(2007) 649 final

⁶ In response to The Hague Programme, as concluded by the European Council in November 2004, in particular its emphasis on the need for a future oriented assessment of organised crime to support law enforcement efforts in the European Union, it was decided to replace the Organised Crime Report with the Organised Crime Threat Assessment (OCTA). The first OCTA was endorsed by the Council during their meeting on 1-2 June 2006.

⁷ Southeast European Cooperative Initiative - SECI Centre is an operational regional organisation based in Bucharest for combating trans border crime, bringing together police and customs authorities from 12 members in South East Europe.

⁸ Southeast European Law Enforcement Centre. SELEC is the new name of SECI.

The programme "*Fight against organised crime, in particular illicit drug trafficking, and the prevention of terrorism*" should aim at improving and consolidating mutual understanding, information and intelligence exchange at regional level in the Beneficiaries, as well as promoting and developing the establishment of operational cooperation in the entire region and disseminating horizontal methods and tools for a better knowledge of criminal activities and in turn an increased effectiveness and efficiency in counteracting them.

3.2 Assessment of project impact, catalytic effect, sustainability and cross-border impact

The programme will be regularly monitored and the performance evaluated in order to allow relevant readjustments. Action plans should be developed to assess progress. Several methods will be used to conduct performance monitoring, in particular regular implementation reviews on specific objectives and related activities and results. External monitoring will be conducted by the EC's Results Oriented Monitoring and by the IPA Monitoring Programme. Appropriate planning and regular monitoring throughout implementation in the form of regular briefing sessions and reports will take place. Evaluation during implementation and/or at the end of the programme, as well as an audit of the programme, may also take place. Furthermore, the programme may be audited by the Court of Auditors, in line with standard European Commission procedures.

Given the amount of coordination and information exchange required to counteract organised crime successfully, wide-ranging international support is crucial to build up effective prevention and response mechanisms.⁹ The programme will contribute positively to coordination at the regional level although actual results in terms of countering such crime are difficult to evaluate. The success in fighting organised crime and terrorism will always be a function of many variables, of which the programme "*Fight against organised crime, in particular illicit drug trafficking, and the prevention of terrorism*" is only one.

Most beneficiaries benefit from membership of international organisations and all have a good number of bi-lateral cooperation agreements. Training, study tours, workshops and seminars organised under this programme will contribute to increasing interaction between the relevant services in each beneficiary and across the region. The programme should also be seen as a strong regional catalytic tool for law enforcement cooperation and for the identification and neutralisation of common threats related to organised crime and terrorism.

The programme is highly appropriate to address social-cultural aspects. The fight against organised crime is not only for the benefit of the authorities of the Beneficiaries but also for their citizens. Given the nature of modern organised crime, the programme is also highly beneficial for neighbouring countries and those countries that are linked with the criminal operations. The project thereby has direct and indirect benefits, for example from those countries that are destinations for illegal migration and drugs, through to those who (most likely unknowingly) harbour such criminals and their assets. The results against organised crime increase as the cooperation and information exchange mechanisms improve. The links with other international counter-crime organisations further these aims.

The potential sustainability will vary in the region, depending upon the related stages of development of the services, local funding capacities and operational capabilities in terms of equipment. In general, the situation in the region is difficult. Beneficiaries state the general lack of local funding and the need for the extensive external/international support. EU is the

⁹ Please refer to paragraph 3.6 Linked activities *Donor Coordination*

main conduit for support for the services that aim to combat organised crime as part of the wider Justice and Home Affairs sector. Full political commitment and the will to fight organised crime are debatable, and a number of prosecution cases have subsequently been dropped. Corruption continues to prevail across the region that is still in a stage of transition. Unfortunately, this leads to a situation where certain high level officials continue to place their own monetary interests before the reputation of their anti-organised crime services and that of their fellow-citizens.

Ownership will depend on the relative development of each beneficiary regarding, not least, their anti-organised crime laws, structures and service capabilities. Local personnel must be as far as possible involved both at national and regional levels.

3.3 Results and measurable indicators:

Increased cooperation across Beneficiaries as well as between Beneficiaries and international actors and greater pursuit and investigation in relation to offences connected with criminal and terrorist networks in the IPA region.

Results and measurable indicators in relation with activity 1

1. Increased strategic and operational cooperation at regional and international level between law enforcement bodies and judicial authorities, making full use of existing instruments and frameworks in the fight against organised crime, in particular illicit drug trafficking, and the prevention of terrorism activities.

Measurable indicators:

- Number of drafted or adopted legislation necessary to the implementation of relevant networks, conventions and agreements
- Number of operational procedures harmonised
- Number of cases where international networks, conventions and agreements were used against organised crime and terrorist activities
- Quantity and quality of information/good practices exchanged
- Number of seminars/workshops organised
- Number of joint operations/initiatives developed

Results and measurable indicators in relation with activity 2

2. Increase in the exchange, dissemination and use of information and intelligence of regional and international relevance, and strengthened capacity and performance of criminal and financial investigators to fight against organised crime, in particular financial crime and illicit drug trafficking, and to counter-terrorism.

Measurable indicators:

- Percentage of information and intelligence successfully exchanged and used
- Number of successful sectoral training organised to improve performance of criminal and financial investigators
- Number of expert missions organised

Results and measurable indicators in relation with activity 3

3. Improved and updated techniques and instruments in use contributing to a greater trail, freezing and seizure of proceeds related to organised crime and terrorism.

Measurable indicators:

- Percentage of cases where the improved and updated techniques were successfully used to trail, freeze and confiscate organised crime related proceeds
- Number of expert missions organised
- Number of training sessions of specific target groups

Results and measurable indicators in relation with activity 4

4. Strengthened and consolidated International Law Enforcement Coordination Units (ILECUs).

Measurable indicators:

- Percentage of signed operational and cooperation agreements between Beneficiaries and international law enforcement institutions participating in the ILECUs
- Number of joint operations with and within the ILECUs
- Number of liaison officers exchanged

3.4 Activities:

Activity 1 Develop regional law enforcement cooperation and networking among Beneficiaries, with EUMSs and relevant European and international actors, through the sharing of best practices and lessons learned in counter-terrorism and the fight against organised crime, the establishment of common law enforcement standards and procedures, and the intensification of intelligence and information exchange.

- 1.1 Review and promote relevant international networks, conventions and agreements as a tool to intensify cooperation in the fight against organised crime and terrorist activities;
- 1.2 Enhance and harmonise operational procedures for mutual information exchange on matters of relevance, in order to facilitate combating threats to public order and security;
- 1.3 Promote and develop joint operational initiatives and measures;
- 1.4 Exchange of best practices and lessons learned;
- 1.5 Promote EU standards.

Activity 2 Develop criminal investigations capacities, cross-border information and intelligence collection systems and support effective international information

and intelligence exchange among law enforcement and intelligence agencies, including financial intelligence units.

- 2.1 Facilitate and promote the use of relevant analytical databases and networks;
- 2.2 Increase the fora and develop cross-border contacts between national intelligence analysis bodies;
- 2.3 Upgrade the capacity of criminal, financial and counter-terrorism investigators, providing training on analysis, profiling and information exchange, organising workshops on investigative and intelligence working methods.

Activity 3 Further develop and explore more effective strategies and instruments for the trace, freezing and confiscation of terrorists' assets and organised crime-related proceeds.

- 3.1 Develop and implement existing and new instruments regarding money laundering, corruption, fiscal fraud, identity theft, and other asset trails moving across borders within the region and beyond (i.e. EU).

Activity 4 Further develop ILECU's.

- 4.1 Consolidate ILECU's strategic and institutional framework;
- 4.2 Improve ILECU's operational capacities in fighting against organised crime, preventing terrorist activities, combating financial crime and illicit drug trafficking.

The following types of activities could be envisaged:

- Regional and national thematic meetings, seminars and conferences, round tables with police and security services, intelligence services, judicial authorities, financial investigation and study visits, training activities;
- Specialised expert missions and gaps and needs-analysis sessions, specific studies, assessment missions;
- Development of information networks, undertaking actions aimed at enhancing co-operation and facilitating co-ordinated activities;
- Provision of advice on legislation, regulations, operational procedures, exchange of experience, lessons learned best practices and other relevant information.

3.5 Conditionality and sequencing: not applicable

3.6 Linked activities

The CARDS Regional Programme 2002 – 2003 "*Development of Reliable and Functioning Policing Systems and Enhancing of Combating Main Criminal Activities, and Police Co-Operation*" provided assistance in developing reliable policing systems and tools against economic and Organised Crime in the Western Balkans. The project contributed to

strengthening the capacities of Beneficiaries to develop and implement regional strategies against serious forms of crime based on the *acquis* of the European Union and other EU standards and practices.

Foreseen assistance under the CARDS Regional Action Programmes 2005 and 2006 is expected to further strengthen police and judicial cooperation in South-East Europe. A monitoring instruments project to establish guidelines on collecting and interpreting police and judicial statistics is expected to commence during 2008. The need for reliable statistics is important for future regional police cooperation especially as regards the exchange of information.

A CARDS 2006 project to support the prosecutors' network will start to be implemented in the first quarter of 2008. The project will continue the CARDS 2003 Regional Judicial Reform project "*The establishment of an independent, reliable and functioning judiciary and enhancing of the judicial cooperation in the Western Balkans*" with a main focus on further strengthening the legislation and institutional capacities of the Prosecutors' Offices from the region, allowing for a more effective cross-border cooperation in fighting serious crime.

The European Commission is also preparing the implementation of a CARDS 2005 project, to start in the second quarter of 2008, which supports the creation of ILECU in the Western Balkans with a view to supporting the exchange of information in international investigations and facilitating contacts on an operational level. These units will be integrated in national criminal intelligence models and supported by proper data protection and confidentiality regimes. These specialised centres will comprise the functions of Europol contact points, Interpol NCBs, SECI Centre contact points, Bilateral Liaison Officers, police cooperation contact points according to the Schengen Convention, Sirene bureaux (preparedness only), Customs, Judicial Contact Points, and Border Police. The ILECU will also cooperate with Frontex and the European Anti-Fraud Office (OLAF).

To conclude on linked complementary IPA regional assistance, it is necessary to consider work planned under the IPA 2007 programme "*Regional support to the update, implementation and monitoring of the Integrated Border Management strategies and related Action Plans and development of regional and cross border initiatives*" and under the IPA 2008 programme "*Fight against organised crime, in particular illicit drug trafficking, and the prevention of terrorism*".

An IPA 2008 regional programme has been designed, with the aim to strengthen the SECI Centre's / SELEC's capacity in the fight against trans-border crime and support the Centre to provide strategic analysis and conduct comprehensive regional threat assessments in the field of organised crime – common threat assessment on organised crime for South East European Region.

The fight against organised crime and strengthening the related services (e.g. customs, judiciary, prosecution and police) are also supported by the CARDS and IPA National Programmes and through other bi-lateral assistance.

Donor coordination

The programme has to avoid any overlapping activities and to ensure good coordination. Some wider law enforcement regional initiatives continue in the region, such as the South East Europe (SEE) Police Convention, creating a framework for bilateral or SEE-wide follow-up agreements on cross-border police cooperation, bringing them more in line with

European practices; the SECI Centre / SELEC for international police cooperation for combating trans-border crime; the South East European Prosecutors Advisory Group (SEEPAG), a practical network of public prosecutors complementing the law enforcement mechanism (i.e. SECI Centre / SELEC), handling regional organised crime cases; the SEE chiefs of Police Association (SEPCA); and the International Law Enforcement Coordination Centre (ILECUs).

Bi-lateral support includes U.S. assistance (e.g. ICITAP and secret service support), Austrian Development Agency (ADA) capacity building assistance to for South East European countries to curb trafficking in human beings and illegal migration, Italian, German and French support for training of special forces and UK support for special operations. In addition, sizeable external investments are being made regarding infrastructure and equipment in the sectors. Coordination continues between the European Commission, EU Member States (EUMS), Europol, Interpol, other EU and International bodies tasked with police, customs and judicial cooperation, other international donors, the Council of Europe, Royal Canadian Mounted Police and U.S. Departments of State and Justice, which have contributed to cross-border police cooperation, notably through support to SECI / SELEC. Coordination meetings have been held with U.S. Departments of State and Justice. In order to promote complementarities and synergies with U.S. Government assistance, a dialogue is being launched between the European Commission and the U.S. State Government on financial assistance in law enforcement to the Western Balkans and Turkey. This dialogue should lead to improved donor coordination, thus avoiding duplication and overlapping in the assistance, and contribute to a deeper common understanding of both parties' priorities in the region.

Regional and international coordination was carried out to a wide extent through Stability Pact meetings and initiatives, which was being taken over by the Regional Cooperation Council Secretariat. Donor coordination has focused on planning the assistance with the aim of avoiding overlapping of programmes and activities, sharing experiences and promoting complimentary actions. A key priority for donor coordination has been to strengthen the ownership and better involve beneficiaries in the exercise. The European Union, along with Beneficiaries, should continue to take the lead in these coordination efforts, and further rationalise and bring together the existing initiatives through forthcoming regional projects.

3.7 Lessons learned

According to the various evaluations and CARDS Monitors' reports, it is necessary to intensify the support to regional operational activities. Operational means, including the safe and secure exchange of data, for an increased cross-border co-operation should be developed according to the EU *acquis* and best practices. 'Ownership' of the projects, by the Beneficiaries, should be secured at an early stage and therefore highlighted in the project fiches/ToRs.

Although a broad range of specific expertise is required for the regional projects, the contracting of broad consortia for the coming JHA projects should be avoided, as the projects will have a specific and targeted approach, and coordination efforts should not be unnecessarily complicated by a saturation of partners.

In certain Western Balkans, functional reviews of the police sectors assessed the products, processes/organisation, personnel and finance of the police forces and border services. The

reviews confirmed the relevance of the planned and existing national projects, which provide training, equipment and databases for information exchange, infrastructure for forensics and biometrics, and technical assistance to pivotal institutions through Twinning projects.

Other practical lesson learned: an integrated national strategy against organised crime and terrorism is needed, with coordinating and cross–sectoral cooperation mechanisms, and with a strong supportive international component.

Functional, thematic cross border networks of law enforcement authorities, prosecutors (within the Prosecutors' Network financed by the CARDS 2006 regional programme, and SEEPAG) shall be reinforced to more effectively combat all kind of organised crime, in particular illicit trafficking in drugs, human beings, stolen vehicles etc.

The project shall start with assessing the current situation in the Beneficiaries, and based upon their specificities and needs, define the appropriate regional approach, rather than start with an overall objective for the region as a whole and then apply a uniform, standard methodology.

Different status of the Beneficiaries shall be taken into account in the project implementation. The project shall draw on the experience of the most advanced Beneficiaries in the alignment process to the *EU acquis* and develop synergies between the Beneficiaries.

4. Indicative Budget (amounts in €)

The total EC contribution to the implementation of the 2008 **Fight against organised crime, in particular illicit drug trafficking, and the prevention of terrorism** programme will amount to **€2.5m**.

			SOURCES OF FUNDING									
			TOTAL EXP.RE	IPA COMMUNITY CONTRIBUTION		NATIONAL CONTRIBUTION					PRIVATE CONTRIBUTION GRANT BENEFICIARY	
ACTIVITIES	IB (1)	INV (1)	EUR (a)=(b)+(c)+(d)	EUR (b)	%(2)	Total EUR (c)=(x)+(y)+(z)	% (2)	Central EUR (x)	Regional/ Local EUR (y)	IFIs EUR (z)	EUR (d)	% (2)
Contract	x		2,500,000.00	2,500,000.00	100	∟	∟	∟	∟	∟	∟	∟
TOTAL IB			2,500,000.00	2,500,000.00	100	∟	∟	∟	∟	∟	∟	∟
TOTAL INV			/	/	/	∟	∟	∟	∟	∟	∟	∟
TOTAL PROJECT			2,500,000.00	2,500,000.00	100							

Amounts net of VAT

(1) In the Activity row use "X" to identify whether IB or INV

(2) Expressed in % of the **Total** Expenditure (column (a))

5. Indicative Implementation Schedule (periods broken down per quarter)

Contracts	Start of Call for Proposals	Signature of contract	Project Completion
Contract 1	Q2 2009	Q3 2009	Q4 2011

All projects should in principle be ready for tendering in the 1ST Quarter following the signature of the FA

6. Cross-cutting issues

In order to make full use of the assistance to this action, authorities in the beneficiaries are to concentrate on the priorities set out in the European and Accession Partnership Agreements. This specific programme should ensure adequate coordination and complementarities with other projects aiming to develop legislative and administrative means in the administrations in the beneficiaries. The programme aims at strengthening the institutional and operational capacity of law enforcement authorities to enhance police co-operation and at providing a common understanding of the EU *acquis communautaire* and best practices to the beneficiary administrations, in the areas of JHA.

6.1 Equal Opportunity

The programme does not directly target equal opportunities but it will respect gender equality, not least through the inputs to upgrade legislation towards EU standards. There are many high level female officials in the police services, although the areas of special investigations and covert operations remain predominantly male-dominated.

6.2 Environment

The most recent criminal phenomenon in South East Europe is related to the environment, i.e. eco-mafia. The programme should also contribute in tackling this form of organised crime. Success against organised crime can have positive indirect benefits, not least through the reduction of narcotics and people smuggling into the region or onwards towards the EC and other continents.

6.3 Minorities

Minority and vulnerable groups' concerns will be reflected in all activities under the programme, in particular when it concerns public services, legislative matters and socio-economic development.

ANNEXES

I - Log frame in Standard Format

II - Amounts contracted and Disbursed per Quarter over the full duration of Programme

III - Reference to laws, regulations and strategic documents:

IV - Details per EU funded contract

ANNEX I: Logical framework matrix in standard format

LOGFRAME PLANNING MATRIX FOR Project Fiche Fight against organised crime, in particular illicit drug trafficking, and the prevention of terrorism	Programme name and number IPA 2008	2008/020-319
	Contracting period expires: 2 years following the date of conclusion of the Financing Agreement.	Disbursement period expires 1 year following the end date for execution of contract(s).
	Total budget : €2.5million	IPA budget: €2.5million

Overall objective	Objectively verifiable indicators	Sources of Verification	
Improve Beneficiaries' capacities to prevent and combat organised crime, in particular drug trafficking and financial crime, and terrorism, , and to bring existing regional mechanisms into compliance with EU <i>acquis</i> , standards and best practices.	Percentage of organised crime cases in Western Balkans and Turkey where regional and international co-operation mechanisms were used	Local and National Records (MoI, Customs Administration) Statistical publications EC Progress Reports	
Project purposes	Objectively verifiable	Sources of Verification	Risks and Assumptions

	indicators		
<p>Improve and promote both strategic and operational regional and international cooperation capacities within the region and between the region and the EU; making full use of existing instruments and frameworks, such as relevant networks, international conventions, agreements, and memoranda of understanding on the fight against organised crime, in particular illicit drug trafficking, and the prevention of terrorism.</p>	<ul style="list-style-type: none"> - Percentage of organised crime cases in Western Balkans and Turkey where law enforcement co-operation mechanisms were used - Level and number of agreements with European and international law enforcement authorities - Number of joint operations/investigations carried out 	<p>Local and National Records (MoI, Customs Administration, Ministry of Justice)</p> <p>EC Monitoring Reports</p> <p>Project Reports</p> <p>OCTA Reports</p> <p>Statistical publications</p>	<p>Stable political environment</p> <p>Adequate financial, IT and human resources support</p> <p>Good international inter-agency and intra-service co-operation</p> <p>Based on lessons learned, mechanisms should be identified to overcome risks</p>
<p>Improve cross-border intelligence collection systems and exchange, criminal intelligence capacities, including financial intelligence units, relating to organised crime, in particular financial crime and illicit drug trafficking and counter-terrorism.</p>	<ul style="list-style-type: none"> - Percentage of information and intelligence successfully exchanged and used - Number of successful sectoral training organised to improve performance of criminal and financial investigators 	<p>Local and National Records (MoI, Customs Administration, Ministry of Justice)</p> <p>EC Monitoring Reports</p> <p>Project Reports</p> <p>OCTA Reports</p>	

		Statistical publications	
Enhance and further develop more effective strategies and instruments on the trail, freezing and confiscation of terrorist assets and organised crime-related proceeds.	<ul style="list-style-type: none"> - Percentage of cases where the improved and updated techniques were successfully used to trail, freeze and confiscate organised crime related proceeds - Number of training received by specific target groups - Number of expert mission organised 	Local and National Records (MoI, Customs Administration, Ministry of Justice) EC Monitoring Reports Project Reports OCTA Reports Statistical publications Reports training sessions	
Strengthen and consolidate International Law Enforcement Coordination Units (ILECUs).	<ul style="list-style-type: none"> - Percentage of signed operational and cooperation agreements between Beneficiaries and international law enforcement institutions participating in the ILECUs - Number of joint operations with and within the ILECUs - Number of liaison officers 	Local and National Records (MoI, Customs Administration, Ministry of Justice) EC Monitoring Reports Project Reports	

	exchanged	OCTA Reports Statistical publications Reports training sessions	
Results	Objectively verifiable indicators	Sources of Verification	
Increased strategic and operational cooperation at regional and international level between law enforcement bodies and judicial authorities, making full use of existing instruments and frameworks in the fight against organised crime, in particular illicit drug trafficking, and the prevention of terrorism activities.	<ul style="list-style-type: none"> - Number of drafted or adopted legislation necessary to the implementation of relevant networks, conventions and agreements - Number of operational procedures harmonised - Number of cases where international networks, conventions and agreements where used against organised crime and terrorist activities - Quantity and quality of information/good practices exchanged - Number of seminars/workshops organised - Number of joint operations/initiatives 	Local and National Records (MoI, Customs Administration, Ministry of Justice) EC Monitoring Reports Project Reports OCTA Reports Statistical publications	

	developed		
Increase in the exchange, dissemination and use of information and intelligence of regional and international relevance, and strengthened capacity and performance of criminal and financial investigators to fight against organised crime, in particular financial crime and illicit drug trafficking, and to counter-terrorism.	<ul style="list-style-type: none"> - Percentage of information and intelligence successfully exchanged and used - Number of successful sectoral training organised to improve performance of criminal and financial investigators - Number of expert missions organised 	<p>Local and National Records (MoI, Customs Administration, Ministry of Justice)</p> <p>EC Monitoring Reports</p> <p>Project Reports</p> <p>OCTA Reports</p> <p>Statistical publications</p>	
Improved and updated techniques and instruments in use contributing to a greater trail, freeze and seizure of proceeds related to organised crime and terrorism.	<ul style="list-style-type: none"> - Percentage of cases where the improved and updated techniques were successfully used to trail, freeze and confiscate organised crime related proceeds - Number of expert missions organised - Number of training sessions of specific target groups 	<p>Local and National Records (MoI, Customs Administration, Ministry of Justice)</p> <p>EC Monitoring Reports</p> <p>Project Reports</p> <p>OCTA Reports</p>	

		<p>Statistical publications</p> <p>Reports training sessions</p>	
Strengthened and consolidated International Law Enforcement Coordination Units (ILECUs).	<ul style="list-style-type: none"> - Percentage of signed operational and cooperation agreements between Beneficiaries and international law enforcement institutions participating in the ILECUs - Number of joint operations with and within the ILECUs - Number of liaison officers exchanged 	<p>Local and National Records (MoI, Customs Administration, Ministry of Justice)</p> <p>EC Monitoring Reports</p> <p>Project Reports</p> <p>OCTA Reports</p> <p>Statistical publications</p> <p>Reports training sessions</p>	
Activities	Means	Costs	Assumptions
Activity 1 Develop regional law enforcement cooperation and networking among Beneficiaries, with EUMSs and relevant European and international actors, through the sharing of best practices and lessons	Call for proposals	Total cost: €2.5million	Level of commitment maintained by all stakeholders

<p>learned in counter-terrorism and the fight against organised crime, the establishment of common law enforcement standards and procedures, and the intensification of intelligence and information exchange.</p> <p>1.1 Review and promote relevant international networks, conventions and agreements as a tool to intensify cooperation in the fight against organised crime and terrorist activities;</p> <p>1.2 Enhance and harmonise operational procedures for mutual information exchange on matters of relevance, in order to facilitate combating threats to public order and security;</p> <p>1.3 Promote and develop joint operational initiatives and measures;</p> <p>1.4 Exchange of best practices and lessons learned;</p> <p>1.5 Promote EU standards.</p> <p>Activity 2 Develop criminal investigations capacities, cross-border information and intelligence collection systems and support effective international information and intelligence exchange among law enforcement and intelligence agencies, including financial intelligence units.</p> <p>2.1 Facilitate and promote the use of relevant analytical databases and networks;</p>			<p>Continuity of key action personnel maintained</p> <p>Adequate financial, IT and human resources support</p> <p>Good international inter-agency and intra-service co-operation</p> <p>Based on lessons learned, mechanisms should be identified to overcome risks</p>
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<p>2.2 Increase the fora and develop cross-border contacts between national intelligence analysis bodies;</p> <p>2.3 Upgrade the capacity of criminal, financial and counter-terrorism investigators, providing training on analysis, profiling and information exchange, organising workshops on investigative and intelligence working methods.</p> <p>Activity 3 Further develop and explore more effective strategies and instruments for the trace, freezing and confiscation of terrorists' assets and organised crime-related proceeds.</p> <p>3.1 Develop and implement existing and new instruments regarding money laundering, corruption, fiscal fraud, identity theft, and other asset trails moving across borders within the region and beyond (i.e. EU).</p> <p>Activity 4 Further develop ILECU's.</p> <p>4.1 Consolidate ILECU's strategic and institutional framework;</p> <p>4.2 Improve ILECU's operational capacities in fighting against organised crime, preventing terrorist activities, combating financial crime and illicit drug trafficking.</p> <p>The following types of activities could be envisaged:</p> <ul style="list-style-type: none"> - Regional and national thematic meetings, 			
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<p>seminars and conferences, round tables with police and security services, intelligence services, judicial authorities, financial investigation and study visits, training activities;</p> <ul style="list-style-type: none">- Specialised expert missions and gaps and needs-analysis sessions, specific studies, assessment missions;- Development of information networks, undertaking actions aimed at , enhancing co-operation and facilitating co-ordinated activities;- Provision of advice on legislation, regulations, operational procedures, exchange of experience, lessons learned best practices and other relevant information.			
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ANNEX II: amounts (in €m) Contracted and disbursed by quarter for the project

Contracted	Q3 2009	Q4 2009	Q1 2010	Q2 2010	Q3 2010	Q4 2010	Q1 2011	Q2 2011	Q3 2011	Q4 2011
Contract 1	2.5									
Cumulated	2.5									
Disbursed										
Contract 1	1.0*				1.25**					0,25***
Cumulated	1.0				2,25					2.5

*First instalment of pre-financing (80% of the part of the forecast budget for the first 12 months of project implementation)

**Further annual instalment(s) of pre-financing

***Final payment

ANNEX III - Reference to laws, regulations and strategic documents:

- Multi-Beneficiary Multi-annual Indicative Planning Document (2007/2009) SEC(2007)749 of 29.05.2007
- Multi-Beneficiary Multi-annual Indicative Planning Document (2008/2010)
- Commission's Communication of 5 March 2008 "Western Balkans: Enhancing the European perspective"
- Commission's Communication of 6 November 2007 "Enlargement Strategy and Main Challenges 2007-2008"
- Commission Staff Working Document of 8 February 2008 "An examination of the links between organised crime and corruption" – SEC(2008) 196
- Commission's Communication of 27 January 2006 "The Western Balkans on the Road to the EU: Consolidation Stability and Raising Prosperity"
- Council Conclusions Justice and Home Affairs of 6-7 December 2007
- Council Conclusions External Relations of 10 December 2007
- Commission's Communication of 6 November 2007 "Stepping up the fight against terrorism"
- Council Action Oriented Paper on Improving Cooperation on Organised Crime, Corruption, Illegal Migration and Counter-terrorism, between the EU, Western Balkans and relevant ENP countries of 12 May 2006
- Commission's Communication of 14 February 2004 "EU Drugs Action Plan (2005-2008)"
- Council Decision of 18 February 2008 (2008/210/EC) on the principles, priorities and conditions contained in the European Partnership with Albania and repealing Decision 2006/54/EC
- Council Decision of 18 February 2008 (2008/211/EC) on the principles, priorities and conditions contained in the European Partnership with Bosnia and Herzegovina and repealing Decision 2006/55/EC
- Council Decision of 12 February 2008 (2008/119/EC) on the principles, priorities and conditions contained in the Accession Partnership with Croatia and repealing Decision 2006/145/EC
- Council Decision of 18 February 2008 (2008/212/EC) on the principles, priorities and conditions contained in the Accession Partnership with the former Yugoslav Republic of Macedonia and repealing Decision 2006/57/EC
- Council Decision of 22 January 2007 (2007/49/EC) on the principles, priorities and conditions contained in the European Partnership with Montenegro.
- Council Decision of 18 February 2008 (2008/213/EC) on the principles, priorities and conditions contained in the European Partnership with Serbia including Kosovo as defined by United Nations Security Council Resolution 1244 of 10 June 1999 and repealing Decision 2006/56/EC

- Council and Commission Decision of 13 December 2004 concerning the conclusion of the Stabilisation and Association Agreement between the European Communities and their Member States, of the one part, and the Republic of Croatia, of the other part - Stabilisation and Association Agreement between the European Communities and their Member States, of the one part, and the Republic of Croatia, of the other part
- Council and Commission Decision of 26 March 2001 concerning the conclusion of the Stabilisation and Association Agreement between the European Communities and their Member States, of the one part, and the former Yugoslav Republic of Macedonia, of the other part - Stabilisation and Association Agreement between the European Communities and their Member States, of the one part, and the former Yugoslav Republic of Macedonia, of the other part
- Council and Commission Decision of 22 May 2006 concerning the conclusion of the Stabilisation and Association Agreement between the European Communities and their Member States, of the one part, and the Republic of Albania, of the other part - Stabilisation and Association Agreement between the European Communities and their Member States, of the one part, and the Republic of Albania, of the other part

IV - Details per EU funded contract

	Type of Agreement	Amount in €	Duration
Contract 1.1.	Grant Agreement	2,500,000	24 months