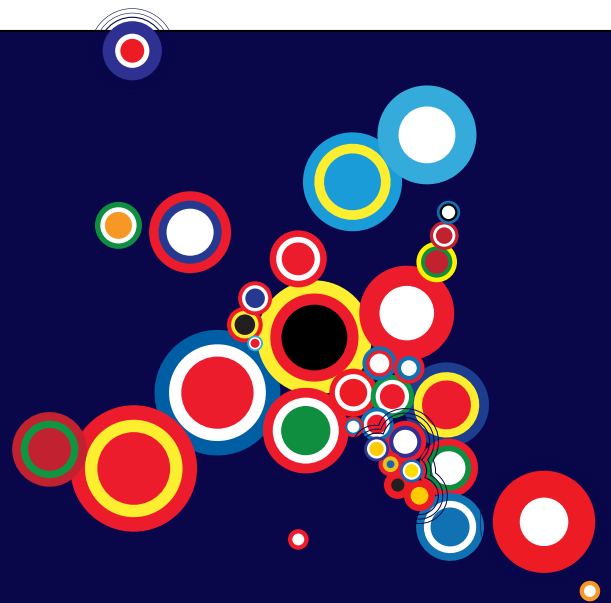




INSTRUMENT FOR PRE-ACCESSION ASSISTANCE (IPA II) 2014-2020

MULTI-COUNTRY

Measuring and assessing
organised crime



Action Summary

The objective of the Action is to measure and assess organised crime in the Western Balkans, and to develop and implement a framework for quantifying and analysing organised crime and mechanisms to monitor it in the beneficiaries.

This framework will be based on reliable data and a set of common benchmarking systems available in the Rule of Law area for evidence-based policy-making and monitoring progress in a comparable manner across the beneficiaries.

Action Identification	
Programme Title	IPA Multi-country action programme 2014
Action Title	Measuring and assessing organised crime in the Western Balkans: supporting evidence-based policy making
Action Reference	IPA 2014/031-603.06/MC/assessing organised crime
Sector Information	
ELARG Sectors	Rule of law and fundamental rights
DAC Sector	15113
Budget	
Total cost (VAT excluded)¹	EUR 2.2 million
EU contribution	EUR 2 million
Management and Implementation	
Method of implementation	Direct management
<i>Direct management:</i> ELARG unit in charge	ELARG D.3
Location	
Zone benefiting from the action	Western Balkans
Specific implementation area(s)	Albania, Bosnia and Herzegovina, Montenegro, Serbia, the former Yugoslav Republic of Macedonia, and Kosovo [*]
Timeline	
Contracting deadline	31 December 2015
End of operational implementation period	31 December 2018

¹ The total action cost should be net of VAT and/or of other taxes. Should this not be the case, clearly indicate the amount of VAT and the reasons why it is considered eligible.

* This designation is without prejudice to positions on status, and is in line with UNSC 1244 and the ICJ Opinion on the Kosovo Declaration of Independence.

1. RATIONALE

PROBLEM AND STAKEHOLDER ANALYSIS

The Commission's approach to enlargement shows that rule of law remains a priority for the European Union (EU) and is at the heart of the accession process. Beneficiaries aspiring to join the EU need to establish and promote from an early stage the proper functioning of the core institutions necessary for securing the rule of law. Rule of law supports the business environment, providing legal certainty for economic operators and stimulating investments, jobs and growth. Good public governance (including economic governance) is key to sustainable socio-economic development and stability. In the course of the accession process, the beneficiaries are expected to build up their political and administrative capacities for the adoption and correct implementation of the EU *acquis*. Weak institutions, inefficient public administration, weak public financial management, flaws in law enforcement and lack of proper statistics and related assessments on organised crime and corruption in the beneficiaries all hamper socio-economic development and delay the necessary reforms.

A specific threat to the establishment and furthering of the rule of law in the Western Balkans is the presence of organised criminal groups and their illegal activities. Organised crime creates obstacles to the principle of the rule of law in a number of ways: by challenging law and public authorities, *in primis* law enforcement and criminal justice institutions, and thus creating a climate of diminished public trust, but also by distorting public goods and policy-making through the use of illegal means such as corruption or extortion. Organised crime can also heavily affect the correct functioning of free market and economic activities by way of illegal or semi-legal activities. Therefore, fighting organised crime and corruption is fundamental to countering the criminal infiltration of the political, legal and economic systems. An important step to strengthening policies against organised crime is to increase knowledge and understanding of it: all too often, organised crime remains a concept with a blurred profile based on perceptions and anecdotal information.

In all candidate countries and potential candidates there is a need for inclusive, transparent and ambitious judicial reforms with the aim of ensuring independent, impartial, efficient and accountable judicial systems. Efforts are needed to ensure a sustained track record of substantial results in this field based on efficient, effective and unbiased investigation, prosecution and court rulings in cases at all levels, including high level corruption. There is also a substantial need for improved statistical systems within national institutions, including within the law enforcement and judicial agencies, and within National Statistical Offices, in order to better collect, produce and disseminate accurate, reliable, timely statistics on crime and criminal justice.

There are a number of reports and analyses conducted on organised crime in South Eastern Europe or the Western Balkans, but there is not much data available on the dynamics and particularities of organised crime at national level and there is no mechanism in place to monitor national and regional trends. For this Action, data collection and analyses will focus on a number of illegal activities/markets and assess their prevalence and functioning in countries of the region, while taking into account some local circumstances that allow organised criminal groups to flourish, such as a geographical location situated between the world's premier source of heroin (Afghanistan) and the largest consumer market for this drug (Europe); a tourism industry that attracts criminal money for various investments, including real estate; a vibrant prostitution scene that has links to human trafficking for sexual exploitation; plants producing counterfeited cigarettes; and past conflicts that may explain the presence of substantial amounts of weapons in the region, etc. In combination with a rather recent experience with democracy and relatively weak judicial and law enforcement institutions, these local features may be providing fertile ground for organised criminal activities to flourish.

There is a need for an in-depth research and analysis of the local situation of organised crime in each of the beneficiaries, a clear picture supported by evidence-based statistics and country-based threat

analyses. Collecting and interpreting quantitative data on organised crime is difficult because of the paucity of information and its poor quality; however, a number of experiences and studies indicate that by collating and linking data from various sources and different aspects of organised crime it is possible to provide valuable analyses on many dimensions of organised criminal groups, such as their modus operandi, scope and economic value of their activities, geographical patterns and, very importantly, to monitor their development over time. Analysis is also required to highlight the links and connections between the organised crime problems in the beneficiaries and their impact on the region, and should complement already-existing regional studies, including the Western Balkans Serious and Organised Crime Threat Assessment of Europol (2014).

The Action will benefit from a number of analytical reports and data collections conducted by UNODC, such as the recent comprehensive assessment of drug trafficking through South Eastern Europe (the UNODC report “The Illicit Drug Trade through South Eastern Europe”, published in March 2014). In order to ensure a comprehensive picture of the organised crime situation, UNODC – the global agency mandated to collect, analyse and disseminate crime and criminal justice statistics – would need to collaborate with Europol, Eurojust, Frontex, Eurostat, Interpol, and other international experts. UNODC will also collaborate with national counterparts and agencies producing official statistics relevant to organised crime within the law enforcement and judicial systems, as well as with National Statistical Offices, in order to better collect, produce and disseminate accurate, reliable, timely statistics on crime and criminal justice within each beneficiary country. In addition, there will be close coordination with relevant EU Delegations in the beneficiaries with regard to data collection and analysis. Coordination and standardisation processes will be necessary to enhance quality and availability of such information, while national stakeholders interested in the results of the analytical work (policy-makers, law enforcement and judiciary officials) would also be involved to ensure that their information needs can be properly taken into consideration.

Furthermore, the current Action will benefit from the network, knowledge and best practices of the ongoing UNODC Regional Programme for South Eastern Europe, the UNODC global programmes in relevant thematic areas and UNODC’s role as the guardian of the United Nations Conventions against Corruption and Transnational Organised Crime. The Regional Programme is coordinating its activities with various regional institutions and, through it, UNODC will ensure that this Action does not duplicate other work in the region and uses outcomes of work of other organisations and actors if available.

RELEVANCE WITH THE IPA II MULTI-COUNTRY STRATEGY PAPER AND OTHER KEY REFERENCES

The IPA II Regulation stipulates that the fight against organised crime is a priority for assistance including the establishment of independent, accountable and efficient judicial systems.

The IPA II Multi-Country Indicative Strategy Paper 2014-2020² (hereafter referred to as Strategy Paper), notes that in the sector Rule of Law and Fundamental Rights, the beneficiaries need to join forces and cooperate to fight organised crime. This involves strengthening cooperation with international law enforcement organisations operating in criminal justice, police investigations and witness protection, thus enabling effective exchange of information and evidence during investigations and prosecutions. There is a need of close cooperation and coordination with relevant EU agencies, as well as with EU Member States and international organisations.

The Action will help address these challenges with respect to enhancing the understanding the nature and evolution of organised crime in the beneficiaries.

² C(2014) 4293, 30.06.2014

The Action will contribute to the national priorities of the beneficiaries, in particular to the EU integration process. The outcome of the Action will complement the EU annual Progress Reports, specifically focusing on Chapter 23 (Judiciary and fundamental rights) and Chapter 24 (Justice, freedom and security) of the EU *acquis* chapters.

The Action is also in line with the UNODC Regional Programme for South Eastern Europe which is complementary to the EU process and is widely supported by the beneficiaries.

LESSONS LEARNED AND LINK TO PREVIOUS FINANCIAL ASSISTANCE

Operational activities: According to the various evaluations and IPA Monitoring reports, it is necessary to intensify the support to regional operational activities. Operational means, including the safe and secure exchange of data, for increased cross-border cooperation should be developed according to the EU best practices.

Ownership: 'Ownership' of the actions should be secured at an early stage of the programming process.

Integrated national strategies: An integrated national strategy against organised crime and terrorism is needed, with coordination and cross-sectoral cooperation mechanisms, and with a strong supportive international component.

Ensure sustainability: Police and judicial staff should not only be trained to a high professional level, but also empowered to continue professional work once the assistance ends. Proper handover of necessary equipment, information, documentation, curricula etc. must be ensured.³

Avoid duplication: In order to avoid duplication and unnecessary cost, the best use of existing judicial and law enforcement tools and networks of national bodies has to be considered instead of creating new ones. Functional, thematic cross border networks of law enforcement authorities shall be reinforced to more effectively combat serious crime and prevent terrorism.

Assess state of play: Rather than starting with an overall objective for the region as a whole and then applying a standard methodology, the Action shall start, in collaboration with the Beneficiaries, with assessing the current situation and then tailor the appropriate regional approach based upon their specificities and needs.

Tailored made approach and synergies: The different stages of readiness of the Beneficiaries shall be taken into account during implementation. The Action shall draw on the experience of the most advanced Beneficiaries in the alignment process to the *acquis* and develop synergies among them.

The Action will complement the EU-funded (DG HOME) project "Organised Crime Portfolio" (OCP) 2013-2014, which will present findings on the extent of organised crime group investments of illicit proceeds in Europe. It will also complement the Western Balkans Serious and Organised Crime Threat Assessment of Europol (2014).

The Action will also benefit from the groundwork laid in the beneficiaries by the EU-funded CARDS 2005 project on monitoring instruments for judicial and law enforcement institutions⁴, implemented by UNODC.

³ OSCE, Implementation of Police-Related Programmes, Lessons Learned in South-Eastern Europe, SPMU Publication Series Vol. 7, Vienna, December 2008

⁴ See Background Research on Systems and Context: Justice and Home Affairs Statistics in the Western Balkans (2010) and Developing Standards in Justice and Home Affairs Statistics: International and EU Acquis (2010).

The UNODC (2008) report “Crime and its impact on the Balkans” noted that, based on data collected from the UN Survey of Crime Trends and Operations of Criminal Justice Systems (UN-CTS) and the UN Annual Reports Questionnaire (ARQ), the crime situation in the region was improving, and indeed normalising as it recovered from conflict, and completed the transition to democracy and market-based economies. The report noted several challenges, however, particularly with regard to organised crime, including the region’s role as a major transit zone not only for heroin destined for Western Europe, but also human trafficking for the purpose of sexual exploitation. The reports also highlighted problems with regard to corruption, weak rule of law and the need for results-oriented judicial reform.

In more recent years, two EU funded and UNODC-implemented programmes of surveys on corruption (“Corruption in the Western Balkans: bribery as experienced by the population” (2010-2011) and “Business, corruption and crime in the Western Balkans: the impact of bribery and other crime on private enterprise” (2012-2013)) provided further and in-depth knowledge on how corruption is permeating societies and economies in this region. Furthermore, the production of these reports have generated strong working relationships with National Statistical Offices and anti-corruption bodies of the beneficiaries, which will be instrumental in the implementation of the current Action.

It must be noted, however, that organised crime is more difficult to measure than conventional crime, because its detection is almost entirely reliant on government action. Failure to act could be due to lack of capacity or it could be due to corruption. Either way, the very places where organised crime is likely to be the worst are the same places where little activity is likely to be registered; organised crime is largely a ‘hidden’ crime. In areas where corruption amongst law enforcement is an issue, arrests and seizures may reflect nothing more than the pruning of competitors or unreliable business contacts. That said, various conditions that favour its development may provide circumstantial evidence for its existence, even if it remains largely hidden.

Accordingly, taking into consideration the above-noted issues, to measure whether the organised crime situation is improving in the Western Balkans, it is necessary to also rely on additional data sources, such as targeted surveys/studies on selected crime victims (such as victims of human trafficking or migrant smuggling) or other relevant players (such as law enforcement officials, former members of organised crime groups, youth gangs or drug users). Moreover, statistics produced outside the Western Balkan region - in the countries of demand/destination - will also be used for each of the major contraband markets (drug trafficking, human trafficking and migrant smuggling; firearms and other forms of illicit goods trafficking) in order to gather information to understand the modus operandi and scope of activities of organised crime groups based in the Western Balkans.

2. INTERVENTION LOGIC

LOGICAL FRAMEWORK MATRIX

OVERALL OBJECTIVE	OBJECTIVELY VERIFIABLE INDICATORS (OVI)	SOURCES OF VERIFICATION	
To contribute to the strengthening of the rule of law through the fight against organised crime.	Government effectiveness (Rank)	EU Progress Reports, reports by the World Bank, UNDP and RAI, national action plans and strategies of governments and business organisations.	
SPECIFIC OBJECTIVE	OBJECTIVELY VERIFIABLE INDICATORS (OVI)	SOURCES OF VERIFICATION	ASSUMPTIONS & RISKS
To measure and assess organised crime in the Western Balkans, and to develop and implement a framework for quantifying and analysing organised crime and mechanisms to monitor it in the beneficiaries.	Number of beneficiaries using the developed indicator set to produce reports Rate of endorsement by beneficiaries of the indicator set	<ul style="list-style-type: none"> - Initial situation report at the outset of the Action to establish baseline data - Assessment report at end of action to determine progress made - Individual survey reports from the beneficiaries - Final regional report - Final country reports - EU annual Progress Reports - Official endorsement/acceptance by the beneficiaries (press release) 	<p>The ground work has already been laid to start appropriate data collection in the beneficiaries.</p> <p>The national authorities support the Action throughout changes in government (i.e. elections do not generate changes in priorities).</p>
RESULTS	OBJECTIVELY VERIFIABLE INDICATORS (OVI)	SOURCES OF VERIFICATION	ASSUMPTIONS
<p>Result 1: Identification of available data to be used to measure and benchmark organised crime in the beneficiaries.</p> <p>Result 2: Databases are produced to house the standardized, organised data for future analysis in each beneficiary, with a centralised reporting hub</p> <p>Result 3: Targeted surveys and qualitative data collection are implemented.</p> <p>Result 4: Targeted technical assistance to the beneficiaries for the improvement of data collection on organised crime is delivered.</p> <p>Result 5: Sound and valid analysis and assessment of the situation of organised crime is conducted for each beneficiary and the regional grouping.</p>	<p>Completion rate of individual survey reports from each beneficiary</p> <p>Number of searchable databases of administrative data available in each beneficiary</p> <p>Number of surveys/interviews of prisoners, victims and experts carried out in each beneficiary and neighbouring country</p> <p>Number of national stakeholders trained in improved data collection and analytical techniques via special workshops</p> <p>Number of comprehensive assessment reports available on a beneficiary-by-beneficiary and regional basis</p>	<ul style="list-style-type: none"> - Initial situation report at the outset of the action to establish benchmark data - Assessment report at end of action to determine progress made - Individual survey reports from beneficiaries - Final regional report - EU annual Progress Reports - Performance review workshops - Websites of national institutions 	<p>Data is available in the beneficiaries and can be made publicly available.</p> <p>Timely cooperation between UNODC and partners (NSOs, other institutions).</p> <p>Agreement by parties that UNODC becomes the central hub for data management.</p> <p>Sufficient response to surveys is achieved.</p> <p>Training on crime and criminal justice statistics is a prerequisite for successful implementation of data collection actions.</p> <p>More knowledge and better understanding of the dimensions of organised crime within the beneficiaries will help meet the challenge of its transnational nature and lead to sound policy making.</p>

<p>Activities to achieve Result 3: Surveys and qualitative data collection.</p> <ul style="list-style-type: none"> - Conduct small scale surveys on victims of selected crime (TIP, SOM, etc.) in selected beneficiaries, including neighbouring countries where relevant. - Conduct prison surveys on selected offenders (i.e. those associated with crimes typically linked with organised crime, such as drug trafficking, firearms trafficking, etc.) - Conduct interviews with selected informants from law enforcement and criminal justice 	<ul style="list-style-type: none"> - Cooperation with National Statistical Offices and other relevant national institutions - Cooperation with European agencies (Europol, Eurojust, etc.) 	25%	
<p>Activities to achieve Result 4: Technical assistance delivery</p> <ul style="list-style-type: none"> - Identify needs based on data collections (Results 2-3) to determine capacity building requirements - Design and develop workshops to target technical assistance needs - Conduct workshops to enhance data collection, storage and dissemination processes 	<ul style="list-style-type: none"> - Project management unit - Cooperation with National Statistical Offices and other relevant national institutions - Cooperation with European agencies (Europol, Eurojust, etc.) 	25%	
<p>Activities to achieve Result 5: Analysis and assessment</p> <ul style="list-style-type: none"> - Assessment of organised crime in each of the beneficiaries and the main conditions favouring its development based on scope and size of illegal activities by organised criminal groups; regional, national and subnational patterns; structure and modus operandi of organised criminal groups; response of criminal justice systems of beneficiaries; routes and mapping of illicit trafficking activities - Hold a conference with policy makers to raise awareness and provide an up-to-date understanding of the organised crime situation in the region 	<ul style="list-style-type: none"> - Project management unit - Cooperation with National Statistical Offices and other relevant national institutions - Cooperation with European agencies (Europol, Eurojust, etc.) 	25%	

ADDITIONAL DESCRIPTION

The Action aims to provide a comprehensive overview of illicit activities carried out by organised criminal groups in a unified framework, which considers a range of illegal activities, the main conditions favouring their development, and the state response. The statistical framework for measuring organised crime will be based on a set of quantitative data and benchmarking indicators, complemented by qualitative information based on selected informants. This will enable beneficiaries to improve evidence-based analyses and monitor progress in an objective way.

This way, the Action will develop a comprehensive methodology that should be used in the framework of consecutive agreements, of an indicative duration of 36 months each. Improvements and updates should be envisaged throughout the years.

An agreement for the Action would be concluded in Q1 2015; a second agreement in 2018; and a third one in 2021. For each agreement a new Action Document should be prepared and approved in the relevant IPA II package. Every two years the relevant action should deliver an analysis and assessment as mentioned in outcome 5 below. The purpose of having an analysis and assessment delivered in a standardised form every two years is to measure development and dynamics throughout the years, based on agreed indicators and baselines. The analysis and assessment should be delivered by the end of Q2 of the relevant year, so that the results will feed into the EU Progress Reports.

This (first) Action has five (5) proposed outcomes and related activities, spread over a duration of 36 months.

1. The first result (identification of data) will be based on a framework to identify data that can be used to determine a value for each indicator, which will be customized to each beneficiary. The challenges will include the differing definitions of organised crime and different recording practices for administrative data across the beneficiaries. In each of the beneficiary, the variables, proxies and data that are available and can be used for the measurement and characterization of organised crime will be identified and assessed as to their quality. Data will also be sourced from outside the beneficiaries, in the countries of demand, for each of the major contraband markets for the measurement of the 'activities' dimension. Coordination of the data collection will be done in conjunction with the EU Delegations to ensure minimal duplication of efforts and to ease the burden on the beneficiaries. This activity will also provide for the identification of areas that require capacity building in the statistical services in order to improve the quality and availability of data and to harmonize statistical methods and standards with EU norms, and will also identify key areas for training activities in the beneficiaries.
2. The second result (data repository) stems from the collection of data by UNODC from law enforcement and criminal justice institutions of the beneficiaries; selected data will also be collected from neighbouring countries. The data will be assessed on criteria such as availability, quality and will identify gaps to be addressed in technical assistance activities. UNODC will lead this collection, with support from Europol, Eurojust, and Frontex and in addition to collaboration with national authorities in the beneficiaries as well as the EU Delegations. UNODC will set up a databases accessible to each beneficiary to house the data collection and will also become the hub for managing this data.
3. The third result (surveys and qualitative data collection) is founded on three types of data collection activities: a) Small scale surveys on victims of selected crimes, such as trafficking of persons and smuggling of migrants, will be implemented in selected beneficiaries and areas, including in neighbouring countries when relevant; b) Prison surveys on selected offenders, i.e. those associated with crimes typically linked with organised crime, such as drug trafficking, firearms trafficking, etc.; and c) Interviews with selected informants from law enforcement and criminal justice to gather information on known criminal groups and on emerging threats. These surveys are carried out to fill in information and knowledge gaps with regard to the groups,

activities, civil society response, criminal justice response and enablers of organised crime, since, as previously mentioned, organised crime is largely ‘hidden’ and qualitative information is required to close the gaps in available administrative data.

4. The fourth result (technical assistance) will enhance the regular collection and storage of information by law enforcement agencies and criminal justice institutions in order to provide all needed information for statistical analysis of organised crime. For example, not all offences perpetrated by organised criminal groups are readily identified for their analysis. The technical assistance activities will be targeting existing data collection procedures and institutions to upgrade their capacities to provide a more comprehensive and accurate picture of organised crime.
5. The fifth result (analysis and assessment) will be carried out on the basis of all collected information, the analysis of the following aspects will be conducted:
 - scope and size of illegal activities by organised criminal groups;
 - regional, national and subnational patterns;
 - structure and modus operandi of organised criminal groups;
 - response of criminal justice systems of the beneficiaries;
 - routes and mapping of illicit trafficking activities;
 - the main conditions favouring the existence and development of criminal activities.

Findings of the Action, the need for ongoing activities and monitoring capacity will be discussed at a conference with policy makers. The aims of the conference will be to raise awareness and provide an up-to-date understanding of the organised crime situation in the Western Balkans and will offer practical steps for the future.

3. IMPLEMENTATION ARRANGEMENTS

ROLES AND RESPONSIBILITIES

UNODC will be the lead organisation tasked with implementing the activities, and the Action will be directed, coordinated and managed from Vienna, Austria, with support from the UNODC Regional Programme for South Eastern Europe managed by the Regional Section for Europe and West/Central Asia in Vienna, as well as project offices in the beneficiaries, in particular in Albania, Bosnia and Herzegovina Serbia and the former Yugoslav Republic of Macedonia. UNODC will partner with national institutions and corresponding focal points will be selected to provide support for the implementation of the various activities. Furthermore, UNODC will keep the members of the Steering Committee of the UNODC Regional Programme for South Eastern Europe informed of any significant steps within the implementation of the current action and receive their support as well as, through them, help of and visibility within the governments of the region.

Support from Transcrime, Europol, Eurojust, Eurostat, and Frontex will be sought for data collection activities, in addition to collaboration with the beneficiaries (focal points). Development of methodology for analysis will be done in conjunction with the Steering Committee⁵, whose role will be to supervise the implementation of activities and provide inputs, and the Scientific Advisory group, whose members will be drawn from the aforementioned agencies as well as external experts in organised crime. Transcrime will be the key partner for the assessment of organised crime.

⁵ The Steering Committee will consist of representatives from each beneficiary country, likely the Focal Point(s).

IMPLEMENTATION METHOD(S) AND TYPE(S) OF FINANCING

The Action will be implemented following the conclusion of a direct Grant Contract with UNODC based on Article 190 (1)(f) of the rules of application of Regulation (EU, Euratom) No. 966/2012 on account of its technical competence and high degree of specialisation. UNODC has particular competencies in coordinating and facilitating the development of benchmarks, methodologies and approaches for a global, experience-based assessment of organised crime and corruption.

4. PERFORMANCE MEASUREMENT

METHODOLOGY FOR MONITORING (AND EVALUATION)

The Action will be monitored and evaluated at different levels:

- Review of progress by the Steering Committee (once every 8 months)
- Reporting on progress to the Contracting Authority (once every 12 months)
- Evaluation by independent project evaluator (at completion of action)
- From the Contracting Authority's side, generally, contract execution is monitored through regular reports (interim, yearly, final – narrative and financial reports), clearly identified milestones linked to each component of the Action, regular meetings with the contractor by the task manager and participation in Steering Committee meetings.
- For payments, the Contracting Authority has established checklists to identify key factors to ensure that contract/project deliverables are adequately verified for the purpose of the visa "certified correct." The invoices are presented to the Contracting Authority accompanied by the necessary detailed reports reflecting the Action developed and the actual cost items accompanied by the necessary justifications and any other supporting documents.
- No additional controls are foreseen for this specific Action.

INDICATOR MEASUREMENT

Objectives / Results	Indicator	Baseline (2010)	Last available (2013)	Milestone 2017	Target 2020	Source of information
Specific Objective To measure and assess organised crime in the Western Balkans, and to develop and implement a framework for quantifying and analysing organised crime and mechanisms to monitor it in the beneficiaries.	Number of beneficiaries using the developed indicator set to produce reports	NA	0	3	6	Assessment and substantive reports at end of the Action to determine progress made Press release or other

Result 1: Identification of available data to be used to measure and benchmark organised crime in the beneficiaries	Completion rate of individual survey reports from each beneficiary	0	0	25%	50%	Initial situation report at outset of the Action (establishment of baseline data) Questionnaires and data requests (i.e. UN-CTS) Individual survey reports from each beneficiary EU annual Progress Reports Performance review workshops
Result 2 Databases are produced to house the standardized, organised data for future analysis in each beneficiary, with a centralised reporting hub	Number of searchable databases of administrative data available in each beneficiary	NA	NA	1 in 50% of beneficiaries	1 per beneficiary	Annual data collections in each beneficiary UN-CTS data EU Progress Reports
Result 3 Targeted surveys and qualitative data collection are implemented	Number of surveys/ interviews of prisoners, victims and experts carried out in each beneficiary and in neighbouring countries	NA	NA	200-300	400-600	Surveys conducted by contractors/consultants/UNO DC

Result 4 Targeted technical assistance to the beneficiaries for the improvement of data collection on organised crime is delivered	Number of national stakeholders trained in improved data collection and analytical techniques via special workshops	NA	NA	10-15 national stakeholders trained	15-25 national stakeholders trained	EU Progress Report Completeness of databases Surveys following workshops on technical assistance
Result 5 Sound and valid analysis and assessment of the situation of organised crime is conducted for each beneficiary and the regional grouping	Number of comprehensive assessment reports available on a beneficiary-by-beneficiary and regional basis	NA	0	6	6 (updated)	Initial situation report at outset of the Action (establishment of baseline data) Assessment report at end of action to determine progress made Final regional report EU annual Progress Reports Performance review workshops Websites of national stakeholders Testing of methodology

5. CROSS-CUTTING ISSUES

ENVIRONMENT AND CLIMATE CHANGE

Not applicable.

ENGAGEMENT WITH CIVIL SOCIETY

Non-state actors to be involved in the action will include Transcrime and NGOs providing assistance for the conduct of surveys and qualitative data collections. Victims groups will also be involved in the process of data collection and particularly with the qualitative data collection and survey activities.

EQUAL OPPORTUNITIES AND GENDER MAINSTREAMING

There is a clear gender dimension of various activities associated with organised crime, especially in relation to human trafficking. Most perpetrators are men whereas the victims often are women. Estimates show that at least two thirds of victims of human trafficking are women and girls who are trafficked for the purpose of sexual exploitation. The measurement of evolution of organised crime will therefore take a gender-sensitive perspective in the analysis. UNODC will ensure the development of gender-sensitive surveys and survey techniques for the purposes of data collection.

MINORITIES AND VULNERABLE GROUPS

UNODC will ensure that data collection (quantitative and qualitative) will be sensitive to minorities affected by organised crime, including particular attention to victims of human trafficking or smuggling.

6. SUSTAINABILITY

Activities are designed to be sustainable. Data collection (Results 1-3) and targeted technical assistance (Result 4) are intended to provide the basis for long-term data reporting, dissemination and monitoring of organised crime in the beneficiaries through capacity-building training/workshops and the institution of processes that can be maintained. With regards to the overall assessment (Result 5) and analysis of the organised crime situation in the region and the beneficiaries, this process of data collection and monitoring will be able to produce assessments of this type at regular intervals by the beneficiaries themselves.

7. COMMUNICATION AND VISIBILITY

Communication and visibility will be given high importance during the implementation of the Action. All necessary measures will be taken to make public the fact that the Action has received funding from the EU in line with the Communication and Visibility Manual for EU External Actions.

The implementation of the communication activities shall be the responsibility of the contractor and shall be funded from the amounts allocated to the Action.

Visibility and communication actions shall demonstrate how the intervention contributes to the agreed programme objectives and the accession process. Actions shall be undertaken to strengthen general public awareness and promote transparency and accountability on the use of funds.

The Commission shall be fully informed of the planning and implementation of the specific visibility and communication activities.

Moreover, the activities and results will be widely disseminated at the planned workshops and final conference. The main steps of the current Action may also be publicised through UNODC country/project office websites in the region. Additional presentations may be given as side events at events such as the Crime Congress or the Commission on Crime Prevention and Criminal Justice (CCPCJ).

A communication plan will be prepared during the inception phase of the Action.

LIST OF ANNEXES

1. List of reference documents :

INEGI-UNODC Centre of Excellence on Statistics on government, crime, victimisation and justice “A framework for the quantification of organised crime and assessment of availability and quality of relevant data in three selected countries of Latin America and the Caribbean.”