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ANNEX III

of the Commission Implementing Decision on the 2023 annual action plan for the global threats part of the thematic programme on peace, stability and conflict prevention

Action Document for Fighting Organised Crime

ANNUAL PLAN

This document constitutes the annual work programme within the meaning of Article 110(2) of the Financial Regulation, within the meaning of Article 23 of the NDICI-Global Europe Regulation.

1. SYNOPSIS

1.1. Action Summary Table

1. Title CRIS/OPSYS business reference Basic Act	Fighting Organised Crime OPSYS/CRIS ¹ number: ACT-61669 Financed under the Neighbourhood, Development and International Cooperation Instrument Global Europe (NDICI-Global Europe) Regulation			
2. Team Europe Initiative	No			
3. Zone benefiting from the action	The action shall be carried out worldwide.			
4. Programming document	Peace, Stability and Conflict Prevention Thematic Programme 2021 – 2027			
5. Link with relevant MIP(s) objectives / expected results	Area of intervention: Global, trans-regional and emerging threats Priority 6 – Fighting global and trans-regional aspects of organised crime Specific objective 1: Increased effectiveness of efforts to combat illicit trafficking, smuggling and organised crime			
PRIORITY AREAS AND SECTOR INFORMATION				
6. Priority Area(s), sectors	Global, trans-regional and emerging threats 152 - Conflict, Peace & Security			
7. Sustainable Development (SDGs)	Main SDG: 16 (Promote Peace and end violence) Other significant SDGs and where appropriate, targets: 13 (Climate Action), 5 (Gender Equality), 3 (Good Health and Well-being)			
8 a) DAC code(s)	15210 – Security system management and reform - 100 %			
8 b) Main Delivery Channel	PUBLIC SECTOR INSTITUTIONS – 10000			
9. Targets	<input type="checkbox"/> Migration <input type="checkbox"/> Climate <input type="checkbox"/> Social inclusion and Human Development <input checked="" type="checkbox"/> Gender <input type="checkbox"/> Biodiversity <input type="checkbox"/> Education <input checked="" type="checkbox"/> Human Rights, Democracy and Governance			
10. Markers (from DAC form)	General policy objective @	Not targeted	Significant objective	Principal objective
	Participation development/good governance	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
	Aid to environment @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

¹ Depending on the availability of OPSYS at the time of encoding, a provisional CRIS number may need to be provided.

	Gender equality and women's and girl's empowerment	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
	Trade development	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
	Reproductive, maternal, new-born and child health	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
	Disaster Risk Reduction @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
	Inclusion of persons with Disabilities @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
	Nutrition @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
	RIO Convention markers	Not targeted	Significant objective	Principal objective	
	Biological diversity @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
	Combat desertification @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
	Climate change mitigation @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
	Climate change adaptation @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
11. Internal markers and Tags:	Policy objectives	Not targeted	Significant objective	Principal objective	
	Digitalisation @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
	digital connectivity digital governance digital entrepreneurship digital skills/literacy digital services	YES <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>	NO <input checked="" type="checkbox"/> <input checked="" type="checkbox"/> <input checked="" type="checkbox"/> <input checked="" type="checkbox"/> <input checked="" type="checkbox"/>		
	Connectivity @	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
	digital connectivity energy transport health education and research	YES <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>	NO <input checked="" type="checkbox"/> <input checked="" type="checkbox"/> <input checked="" type="checkbox"/> <input checked="" type="checkbox"/> <input checked="" type="checkbox"/>		
	Migration @	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	
	Reduction of Inequalities @	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	
	Covid-19	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	
	BUDGET INFORMATION				
	12. Amounts concerned	Budget line(s) (article, item): BGUE-B2023-14.020230 – STABILITY AND PEACE - GLOBAL AND TRANSREGIONAL THREATS Total estimated cost: EUR 20 000 000 Total amount of EU budget contribution EUR 20 000 000			
MANAGEMENT AND IMPLEMENTATION					
13. Type of financing	Project Modality Indirect management for components 2 and 3 Direct management grant for component 1				

1.2. Summary of the Action

The **overall objective** of the action is the increased effectiveness of efforts to combat organised crime, illicit trafficking in all its forms, smuggling and disrupting criminal networks along main trafficking routes. This objective will be pursued mainly through the **Global Illicit Flows Programme**, an umbrella programme under which the support to combating environmental crime, trafficking by sea, and SALW proliferation will be delivered.

Component 1: Environmental crime: The specific objective of this component is to support disruption of illicit flows, stopping or diverting actors operating outside or on the margins of legal and regulatory frameworks, and reducing the overlapping harms associated with environmental crime.

Component 2: Seaport Cooperation Project (SEACOP) Phase VI: The specific objective of this component is to support the fight against maritime trafficking and associated criminal networks in targeted countries and regions in Latin America, the Caribbean and Africa, through providing the means (equipment, IT tools, and the related skills) to the institutional entities of beneficiary countries to: reinforce seaport and upstream riverine control and intelligence capacities in seaports or sensitive coastal areas; improve or set up local maritime information and control systems;

and enhance the operational delivery and cooperation at national, regional and trans-regional levels.

Component 3: iARMS Phase V: The specific objective of this component is to increase national capacities globally for law enforcement cooperation and development of intelligence for operational purposes, in relation to firearms trafficking, to reduce the threat of uncontrolled conflict firearms proliferation stemming from conflict and instability in places such as Ukraine and Afghanistan.

All components will be implemented in full complementarity with bilateral and regional programmes and in coordination with EU Delegations and relevant units in the Directorates-General for International Partnerships (INTPA), Neighbourhood and Enlargement Negotiations (NEAR) and DG Environment (ENV).

2. RATIONALE

2.1. Context

This action prioritizes the fight against organised crime, in support of the EU Strategy to tackle Organised Crime 2021-2025². It focuses on increasing capacities of partners to fight illicit trafficking and organised crime, as specified in the related specific objective 6.1 of the Peace, Stability and Conflict Prevention Thematic Programme. All components are framed within the context of SDG 16 (Peace, Justice and Strong Institutions), promoting peaceful and inclusive societies grounded in human rights and the rule of law.

The EU has reinforced its actions against organised crime by adopting a comprehensive Security Union Strategy in 2020 and follow up strategies on drugs, on organised crime, on firearms trafficking and trafficking in human beings in 2021. Similarly, the revision of the Environmental Crime Directive and that of the EU Action Plan against Wildlife Trafficking underlines the EU's commitment to strengthening its response to this area of illicit activity. The Council of the European Union agreed on the new priorities for the European Multidisciplinary Platform Against Criminal Threats (EMPACT) for 2022-2025 on the basis of the latest European Union Serious Organised Crime Threat Assessment (EU SOCTA) published in April 2021 by Europol. Trafficking in drugs, firearms and human beings, as well as environmental crimes, remain high priorities, reinforced by a horizontal focus on targeting high-risk criminal networks.

The EU recognises the global character of organised crime and the importance of further intensifying and improving cooperation and association with third countries and relevant international organisations in the operational implementation of EMPACT, including support for the possible development of an "EMPACT methodology" outside the EU. The EU Drugs Strategy 2021-2025 and the EU Strategy to tackle Organised Crime, specifically, have maintained the fight against drug trafficking and the related criminal enterprises at the top of the European priority list and have set out concrete measures.

The EU's Global Illicit Flows Programme was launched in 2019 as a successor to the previous Cocaine and Heroin Route Programmes to address the need to transit towards a holistic approach against organised crime. It has a global geographic scope with a specific focus on Africa, Latin America, the Caribbean and Asia. Through the Thematic Programme on Peace, Stability and Conflict Prevention of the NDICI – Global Europe instrument, it will continue to support: illicit goods interdiction units and activities; regional and trans-regional networks of law enforcement and criminal justice practitioners targeting organised crime and related corruption; trans-regional operations and investigations, information sharing, exchange of best practices; the promotion of human rights and gender in law enforcement, as well as the human rights of communities affected by such phenomena and vulnerable populations therein. It will also promote research and data collection components focused on enhancing the analytical capabilities of key policymakers, law enforcement and criminal justice sectors and relevant civil society actors to counter organised crime and mitigate its negative impacts on the rights of citizens.

2.2. Problem Analysis

Short problem analysis:

Transnational Organised Crime is a growing phenomenon and is a serious threat to international peace, good governance, and development. Criminal networks are increasingly poly-criminal, active across criminal markets (drugs, arms, wildlife trafficking, waste, commodities among others) and flexible, highlighting the need for law enforcement response to be agile, swift and coordinated trans-regionally.

² COM(2021) 170.

The drug trade continues to be a main income generator for criminal networks, among others due to the significant expansion of the cocaine and heroin markets throughout the EU in the last two decades. Between 2009 and 2019, cocaine seizures alone in the EU have increased by 279%. This has been aided by several factors including an expansion of trafficking modalities and routes, as well as the development of transport infrastructure in countries otherwise marked by structural vulnerabilities, endemic corruption and porous borders, which make them convenient transit points for traffickers. Notably, West Africa has become a key transit point in the global cocaine supply chain.

The movement of heroin down the east coast of Africa, some of which is destined for Europe, is also having a significant impact, including through corruption, the growth of drug use amongst the poor and marginalised, and growing levels of gang-related violence. In the longer term, the heroin economy may also resource extremism, notably in Mozambique. Methamphetamine is also an increasing challenge, including a new (and cheaper) flow from Afghanistan rapidly crowding out other sources. Synthetic drugs are growing in quantity (for instance seizures in Africa rose by a factor of over 800 between 2015 and 2019), with synthetic opioids increasingly posing the greatest risk to health. In Latin America, the EU is also aware of the complex issues related to the production of opioids and coca leaves by some small and indigenous farmers, and the EU is committed to support alternative livelihoods and agricultural production and support a transition from illicit economies in a non-punitive way for the most vulnerable.

An estimated 80% of global merchandise is transported by sea, with a significant share of illicit trafficking also moving by maritime, particularly containerised, transport. While narcotics trafficking has traditionally been one of the most lucrative criminal markets, other illicit commodities are increasingly being trafficked by organised criminal networks.

As interdiction activities reveal the involvement of a myriad of different actors and groups, modalities and routes, international criminal justice cooperation is imperative to ensure comprehensive, complementary and cohesive counter-narcotic strategies are implemented between source, transit and destination.

Beyond drugs, criminal networks derive proceeds from a number of other illegal and illicit activities, including trafficking in wildlife and environmental commodities, which is a growing phenomenon driving biodiversity loss and environmental destruction. The lack of a viable and inclusive local economies and growing poverty and inequalities aggravates this phenomenon, although the EU has been promoting inclusive conservationist models and practices. Other areas of significant illegal activity include waste trafficking, trafficking in human beings and smuggling of migrants, in counterfeit medicines, smuggling of commodities such as crude oil, trafficking of cultural heritage and antiquities etc. As such, the proposed action highlights wildlife and timber, as these are two of the most lucrative groups of commodities, but this is not to the exclusion of other commodities which may form part of the identified illicit flows.

While waste is a critically important illicit flow, it implies a substantially different conversation about regulation and responses, whose geographic locus, particularly around crime prevention, turns inward to the EU and other industrialized countries. As the flows tend to emanate in these countries, responses required are best addressed within the framework of other actions, including those with a regional focus.

There is strong overlap between illicit trade in fauna and flora trades, at least at the point of origin. This is because a large amount of the world's biodiversity is found in forested areas, or other habitats in countries with remaining natural forests, and because illegal wood harvesting often precedes new incursions into areas where wildlife is illegally sourced. Mandated authorities and local communities are, to a certain degree, involved in regulating the use of both trees and of wildlife in protected areas, for example through participatory forest management, and the regulation of both flows at an international level has important overlaps with the resolutions of the Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES). Moreover, it has to be noted that many communities protect their biodiversity and natural patrimony pro-actively, especially in lands administered by indigenous peoples, and where human rights and environmental defenders are active, yet at risk of violence and killings by organised crime and armed groups.

Full commodity convergence (where groups are trafficking, for example, both timber and gold, along a substantial portion of the supply chain) is relatively rare - partly because the trafficking of environmental commodities is often specialised, and partly because in truly global illicit supply chains there is rarely complete vertical integration through one criminal group's control of a flow.

Convergence does occur but is more often seen where particular actors provide criminal services for others – such as through money laundering or providing corrupt access which determines who gets contraband goods through security at a port. Understanding the role of enablers in facilitating flows through analysis is key to understanding which hubs are at greater risk of hosting converging trafficking routes. This underscores the importance of combining targeted engagement on environmental crime with integration of environmental crime into broader work on illicit flows. The

impact of transnational organised crime on both source and transit countries is considerable. Trafficking of illicit goods has hampered sustainable economic development, perpetrating violence as criminal networks compete over resources and control of geostrategic territory. It fuels corruption and undermines the legitimacy and effectiveness of governments. It has left vulnerable populations with little access to employment and socio-economic opportunities facilitating cycles of entrenched poverty and structural inequality. The infiltration of the legal economy by criminal proceeds creates market distortions and drives inflation. Both the heroin and cocaine markets have disproportionately affected vulnerable populations along the supply chains.

Environmental crime may provide a soft entry point into global illicit flows for traffickers and is often accompanied by widespread human-rights abuses and dispossession by criminal networks and actors, including against environmental human rights defenders and indigenous peoples. The corruption related to environmental crime can be so damaging that it creates political instability and entrenches systems of patronage or the elite capture of democratic institutions.

National responses, while necessary, are insufficient in effectively tackling organised crime. The transnational nature of illegal markets inherently calls upon criminal justice systems to work across borders to develop cohesive, coordinated and self-reinforcing responses. Such cooperation is not only critical to prevent criminal networks from exploiting borders and different jurisdictions to escape prosecution, but to ensure that successful interdiction activities in one country or area will not merely lead to the diversification or shift of trafficking routes, pivots to other illicit commodities and / or modi operandi.

In recent years, the cyberspace and more specifically cybercrimes, have facilitated organised crime. Hence, promoting a free, open and secure cyberspace will also contribute to the fight against organised crime.

Effective support for criminal justice systems and the rule of law, that protects rights, requires the commitment of all stakeholders, and in particular the authorities of all partner countries, to international human rights law and standards. In particular, law enforcement, prosecutors and the judiciary may lack capacities, such as training, standards and resources. Yet, heterogenous levels of expertise between countries, differences in legislation, socio-political realities and languages, lack of capacities and resources, lack of unified tools and communication means, different criminal justice priorities and incidences of corruption constitute just some of the factors hampering the streamlining of law enforcement and criminal justice cooperation. According to country reporting as part of the 2020 World Drug Report, key challenges impeding international cooperation include “slow formal procedures”, “lack of agreements enabling operational cooperation”, the “inability to identify appropriate counterparts”, and “lack of a common language”.

Against this background, timely and reliable channels of communication need to be established and enhanced to facilitate both the sharing of expertise and best practices, as well as the exchange of intelligence and evidence during investigations. This action will bolster law enforcement and criminal justice cooperation in these areas at both regional and inter-regional levels in line with the United Nations Convention against Transnational Organised Crime.

Illicit firearms trafficking is a cross cutting threat that enables and aggravates organized crime, armed conflict, and terrorism. As identified by EUROPOL Serious Organised Crime Threat Assessment (SOCTA), 60% of Criminal Networks use violence; Firearms is a key enabler, with a large portion of Firearms trafficked from outside the EU into the EU and other areas. As such, the UN recognized the need to reduce illicit arms flows as part of its 2030 Agenda for Sustainable Development³. A key feature of illicit firearms trafficking is that it is mainly caused by diversions from the legal firearms trade and from conflict-related stockpiles⁴. The surplus of weapons deriving from conflict zones has effects for decades after the conflict, prolonging global insecurity and feeding new battlefields.

Historically, the threat of small arms and light weapons (SALW) diverted from battlefields has repeatedly been addressed only when gun proliferation escalates which is often too late as arms have fallen silent and found efficient trafficking routes. Even after the arms fall silent, lack of investigations and indictments into trafficking of arms can be observed. During the conflict, little or no attention is given to registration and tracking of arms, making it challenging to create a realistic picture of the number and types of weapons in circulation and resulting in difficulties in tracing and conducting intelligence-driven investigations.

According to the Small Arms Survey, globally there were approximately 857 million firearms in the hands of civilians in 2017. Of this total, only 12 % were reported as registered. This is why it is important to start countering and immediately addressing trafficking issues as soon as practicable after the start of a conflict and as wide as possible in connected regions. With the escalation of the conflict in Ukraine since the beginning of 2022, and looking at the correlations with Eastern Europe, Afghanistan, and other regions with ongoing conflicts, from and into which arms

³ Target 16.4: By 2030, significantly reduce illicit financial and arms flows, strengthen the recovery and return of stolen assets and combat all forms of organized crime

⁴ <https://www.imf.org/en/Data/Statistics/informal-economy-data/Reports/Eurostat-Trafficking-of-Arms>

could flow, we can already anticipate possible knock-on effects and threats to global security and particularly in Central Asia, Africa and Europe. All activities in Ukraine would be done in complementarity to and within the scope of the forthcoming EU Action Plan to counter SALW in the context of Ukraine, led by DG HOME, in the framework of the EU Roadmap on SALW (specifically Actions 6 and 8)

EU Fundamental Values

The EU is committed to integrating human rights and gender equality across its external action, and the EU's fight against organised crime ensures respect of human rights and the rule of law, which guides all measures. There are a number of international conventions, norms and standards on crime prevention and criminal justice that are relevant to the action and will guide its objectives and approaches. They include, but are not limited to, the International Covenant on Civil and Political Rights (including the right to access justice, a fair trial and due process), the Convention against Torture, the Convention against Transnational Organised Crime (including the protection of witnesses and provision of support to the judiciary, prosecutors, defence counsel or law enforcement in implementing procedural and non-procedural protection measures), the Convention against Corruption, and the International Convention on the Protection of All Persons from Enforced Disappearance. There are also relevant standards such as the Basic Principles on the Role of Lawyers, Basic Principles for the Treatment of Prisoners, juvenile justice (based on the Convention on the Rights of the Child and the Guidelines on Justice in matters involving child victims and witnesses), the treatment of offenders, victim protection and violence against women.

The EU's commitments to gender equality are, among others, set out in the newly adopted Gender Action Plan III for the period 2021-2027, and concretely, related to this action, priorities are on GAP objective 1 (gender mainstreaming), and the thematic area of economic empowerment. Gender equality is a significant objective of this action, which will promote women's equal access to the training initiatives (furthering GAP's life-long learning objective) and women's access to leadership roles, e.g. within the interdiction units set up or the investigation teams promoted.

The European Commission and the United Nations will ensure that measures are implemented in accordance with international law, including international human rights and humanitarian law, and the EU Action Plan on Human Rights and Democracy (2020-2024). A clear human rights perspective will be incorporated throughout the different stages of the project cycle (elaboration of the project documents; monitoring of implementation; evaluation) and relevant information will be included in the regular reporting.

Key cross-cutting issues

Human rights, gender equality, migration, rule of law, management/leadership, justice, policing, capacity building, conflict sensitivity and resilience.

Relevance and credibility of Partner Country's/Regional Policies and Strategies

Although many developing countries are Parties to the 2003 United Nations Convention against Transnational Organised Crime and other relevant international conventions, many nevertheless lack adequate policies, laws and capacities to enable comprehensive and efficient actions against organised crime, and consequent rights protections. Existing national law enforcement and criminal justice initiatives are often further undermined by corruption, a limited level of specialisation, inadequate or non-existent legislation, as well as deficiencies in available means for cooperation at an operational level. A nascent East and Southern African High Level Commission on Drugs provides a way to build greater political will and visibility in responding to the challenge.

This being said, the legal and operational environment affecting organised crime varies greatly from country to country in all regions targeted by this action. Most Latin American countries have a strong legal and operational framework in place to fight cocaine trafficking, as well as benefit from stronger regional and trans-regional cooperation, notably funded by the EU such as COPOLAD, EL PAcCTO and the first two phases of CRIMJUST. In many countries, legal, operational and international frameworks are complemented by specialized regional and inter-regional networks of criminal justice practitioners, such as the Ibero-American Network of Anti-Drug Prosecutors (RFAI), The West African Network of Central Authorities and Prosecutors (WACAP), the Network of Anti-Drug Prosecutors of the Community of Portuguese Speaking Countries (CPLP), the ASEAN Declaration on Transnational Crime, South Asian Regional (Criminal) Intelligence and Coordination Centre on Transnational Organized Crime (SARICC-TOC), SAARC Convention on Mutual Assistance in Criminal Matters. These networks provide informal channels of communication for prosecutors to share intelligence to progress cross-border investigations, as well as to capitalize on each other's expertise, resources and best practices to investigate and prosecute organised crime cases. However, the commitment of some partner countries to human rights standards in tackling transnational organised crime can be weak.

Previous implementation efforts in targeted countries in Latin America, the Caribbean and West Africa have highlighted significant challenges in progressing inter-regional criminal justice cooperation to investigate and prosecute drug trafficking. The politicization of law enforcement interventions in certain countries impeding effective law enforcement interventions and subverting prosecutorial proceedings. Political interference in preventing, interdicting and prosecute organised crime cases undermines the impartiality and consistency of the criminal justice system. It is critical to continue complementing technical assistance and strengthening of criminal justice cooperation with measures to enhance institutional integrity to ensure the sustainability of training and maintenance of trust within and between national agencies.

Legislative frameworks across regions require further coordination and homogenization to prevent the harbouring of proceeds of crime in certain regions. Stronger legal tools, along with an enhanced understanding and enforcement of financial regulation would bolster the capacity of law enforcement officials and of prosecutors to detect and confiscate proceeds of crime, and prevent money laundering.

Complementarity with EU and other Donors/Partners

For the purpose of ensuring complementarity, synergy and coordination, the Commission may sign or enter into joint donor coordination declarations or statements and may participate in donor coordination structures, as part of its prerogative of budget implementation and to safeguard the financial interests of the Union.

Close cooperation and coordination will be ensured between EU-funded activities (thematic and geographic - transnational, regional, sub-regional and bilateral cooperation; TAIEX activities, activities funded by the Internal Security Fund, or by funds linked to the Common Foreign and Security Policy and with Common Security and Defence (CSDP) missions in particular), and with Member States activities. Cooperation and coordination shall be enhanced with the EU-funded regional programmes COPOLAD on Drugs policy⁵ and EL PACCTO on the fight against transnational organised crime⁶, MAOC(N), I-Crime⁷ sub-regional project in Central America, the EUROFRONT programme⁸, EUROMED Police⁹ led by CEPOL, EUROMED Justice, as well as several other EU-funded bilateral projects in order to avoid duplications, to explore joint implementation of activities when possible and ensure consistent and coherent message of the EU's action. Deliverables, such as analytical reports, shall be shared between the projects on a reciprocal basis and with relevant Commission services and JHA Agencies.

The actions will be embedded within the EMPACT cycle 2022-2025 and its various operational action plans (OAPs) and will maintain close cooperation and seek synergies with EU Member States competent agencies' relevant programmes, other programmes and organisations active in the field of combatting organised crime, specifically drugs trafficking, such as the Council of Europe, Europol, CEPOL, Eurojust, Frontex, EMCDDA, MAOC-(N), WCO, INTERPOL, UNODC, UNDP, AFRIPOL, AMERIPOL, and CEPOL. There is scope for promoting joint implementation of specific project activities with some of these organisations and programmes.

Given the actions' significant focus on combatting transnational organised crime in Africa, the projects shall work in cooperation with the African Union, and relevant regional organisations such as ECOWAS¹⁰.

The actions shall coordinate closely with other relevant EU-funded projects, such as OCWAR-T¹¹ and OCWAR-M¹² in West Africa, AML-CFT ECSAY in East and Southern Africa ,NaturAfrica¹³ and any other relevant projects¹⁴, in order to explore joint implementation of activities, ensure consistent messaging and avoid duplication.

Coordination will be sought with human rights protection and monitoring agencies, such as the UN's Office of the High Commissioner for Human Rights, and organisations promoting women's rights and gender equality, such as UN Women and civil society. Moreover, cooperation will be established with organisations working to combat corruption in countries targeted by the action.

The EU's Monitoring and Coordination project of the Global Illicit Flows Programme (MASIF) and the Monitoring

⁵LA/2019/40157 *Cooperation Programme between Latin America, the Caribbean and the European Union on Drugs Policies – COPOLAD III*

⁶ LA/2017/385-237 - *Europa Latinoamérica Programa de Asistencia contra el Crimen Transnacional Organizado*

⁷ LA/2018/400-544 and LA/2018/403-729 - *Cooperation on Criminal Investigation in Central America*

⁸ LA/2018/38-936 - EUROFRONT

⁹ ENI/2020/414-940 – Euromed Police

¹⁰ Economic Community of West African States

¹¹ FED/2018/ 402-635 - *Fight against organised crime in West Africa: Combatting all types of trafficking*

¹² FED/2017/040-388 – *Fight against organised crime in Africa: Combatting Money-Laundering*

¹³ NaturAfrica is part of the European Green Deal's global biodiversity strategy to protect wildlife and ecosystems.

¹⁴ Including a new Team Europe Initiative “Combating Illicit Financial Flows and Transnational Organised Crime in Africa”

and Support action (MASA) will have a role in coordinating the actions under this initiative and the above-mentioned ones and finding synergies.

Identification of main stakeholders and corresponding institutional and/or organisational issues (mandates, potential roles, and capacities) to be covered by the action:

Key stakeholders are national governments in partner countries, including competent ministries responsible for internal security and justice, law enforcement (police, forensic services, border authorities and customs), judicial authorities (judges and prosecutors) and Foreign Affairs Ministries. Communities and civil society organisations in areas vulnerable to environmental crime will also be a determinant factor in the impact and sustainability of this component. Key duty-bearers, policy makers and implementers being part of the criminal justice chain will be identified and engaged by the project.

At EU level, relevant stakeholders include EU Delegations, EU Member States' embassies and agencies for cooperation and EU JHA agencies.

The EU Agencies or structures – European Border and Coast Guard Agency (EBCGA/ FRONTEX), Europol, CEPOL, EUROJUST, EMCDDA and the EU-funded MAOC-(N)¹⁵, will both implement parts of this action and be associated to other actions closely, to exchange expertise and best practice, and to ensure a satisfactory flow of information, with a view to avoiding duplication with ongoing programmes/initiatives and maximising synergies.

Law enforcement agencies, including customs (and tax administrations) and border protection agencies, as well as international and regional organisations (e.g. INTERPOL, WCO) are both the main target groups and final beneficiaries. All other GIFP projects not included in this action are stakeholders and will closely coordinate with the projects proposed herewith.

National coordinating structures for gender equality exist in many countries and are tasked with ensuring national policies and strategies protect and promote women's rights, therefore they can play an important role in ensuring the incorporation of a gender dimension throughout the action. In the same respect, agencies or organisations working on specific rights issues, that may be relevant to the action, such as child rights, the rights of migrants and the rights of people with disabilities, may be included in the action.

INTERPOL is also coordinating with international and regional partners (e.g. Europol, Frontex, WCO, OSCE and relevant UN bodies).

In Africa specifically, Regional Police Chiefs Committees/Organizations (i.e. CAPCCO, EAPCCO and WAPCCO), the African Union (AU) and Economic Communities (i.e. CEMAC, EAC, ECCAS and ECOWAS), and the Regional Centre on Small Arms in the Great Lakes Region, the Horn of Africa and Bordering States (RECSEA) are important stakeholders. Other EU-funded projects and initiatives with which INTERPOL should coordinate implementation of future activities include GIFP (Global Illicit Flows Programme) and its various sub-projects, in particular AIRCOP, and the “Organized Crime: West African Response to Trafficking” project (OCWAR-T) as well as the RED SEA regional programme.

In Central Asia, the Central Asian Economic Union and the joint UNOCT/UNODC project on “Addressing the terrorism-arms-crime nexus: Preventing and combatting the illicit trafficking of small-arms and light weapons and their illicit supply to terrorists - Supporting the implementation of SCR.2370/2017 and the Madrid Guiding Principles” to which INTERPOL already contributes will be useful platforms for broader cooperation. INTERPOL has also established a close cooperation with OSCE in the area of SALW and will look into enhancing this cooperation in the Central Asian region.

3. DESCRIPTION OF THE ACTION

3.1. Objectives and Expected Outputs

With an overall focus on global and trans-regional threats, and specifically the international dimension of illicit trafficking, actions will complement and avoid duplication with existing and planned actions implemented under the geographical envelopes of Global Europe.

¹⁵ The Maritime Analysis and Operation Centre – Narcotics (MAOC (N)) is an inter-governmental platform comprising six EU Member States: Spain, France, Ireland, Italy, the Netherlands, Portugal; and the UK – it is set up to tackle maritime and air drug trafficking towards Europe.

The Overall Objective of this action is the increased effectiveness of efforts to combat illicit trafficking, smuggling and organised crime.

Component 1: Environmental crime: The Specific Objective (Outcome) of this component is to support disruption of illicit flows of environmental commodities, stopping or diverting actors operating outside or on the margins of legal and regulatory frameworks, and reducing the overlapping harms associated with environmental crime.

The expected outputs are:

Output 1.1. contributing to Outcome 1: Capacity to reduce impunity of environmental crime and strengthen institutional accountability is increased through partnerships, and local monitoring.

Output 1.2. contributing to Outcome 1: Communities and local governance authorities have tools and means of engagement to strengthen the social compact with particular regard to environmental crime.

Output 1.3. contributing to Outcome 1: Monitoring systems and frameworks allow for strategic responses and enhanced cooperation, at local, national and international level.

Component 2: SEACOP: The Specific Objective (Outcome) of this component is to support the fight against maritime illicit trade and associated criminal networks in the targeted countries and regions in Latin America, the Caribbean and Africa, consistent with human rights standards.

The expected outputs are:

Output 1.1. contributing to Outcome 2: Capacities for analysis and identification of suspicious vessels and intelligence sharing related to maritime and riverine illicit trafficking is reinforced in the targeted regions.

Output 1.2. contributing to Outcome 2: Capacities for maritime search and interdiction of illicit commodities is reinforced in the targeted regions.

Output 1.3. contributing to Outcome 2: Cooperation and information sharing at regional and trans-regional level is improved.

Component 3: iARMS: The Specific Objective (Outcome) of this component is to increase national capacities globally for law enforcement cooperation and development of intelligence for operational purposes, in relation to firearms trafficking, to reduce the threat of uncontrolled conflict firearms proliferation stemming from conflict and instability in places such as Ukraine and Afghanistan.

The expected outputs are:

Output 1.1. contributing to Outcome 3: Well-established national information flows on firearms between relevant national agencies and improved record-keeping capacities on legally owned and illicit firearms.

Output 1.2. contributing to Outcome 3: Increased law enforcement capacities to counter firearms trafficking.

Output 1.3. contributing to Outcome 3: Improved intelligence on firearms trafficking.

3.2. Indicative Activities

As outlined under 3.1 above, also when it comes to specific activities, the global actions will focus specifically on the international dimension of illicit trafficking. As outlined in 2.2, section on complementarities, where actions funded under the geographical envelope of Global Europe are engaging on similar type of activities, global actions will only engage where they logically complement on an international dimension not possible to cover under the geographical envelope.

Component 1: Environmental crime

Output 1.1

- Support local NGOs to work with wildlife-crime units in diverse places and draw lessons from this work into an evaluation; a focus should be on post-conflict or fragile states.
- Incorporate components of building ‘corruption resilience’ and international cooperation within wildlife-crime units and broader institutions they work within, through facilitated engagements by trainers.

Output 1.2

- Generate increased trust and resilience to crime between communities and local governance authorities through facilitated ‘community dialogues’ to develop a shared picture of threats and grievances.

- Create an ‘innovation grant’ system for local communities in biodiverse areas.

Output 1.3

- Establish a networked Monitoring System for producing regular market trends reports and actionable detections
- Establish a panel for detecting new trends in the online trade.
- Convene processes around biodiversity data governance.
- Commission pilots in key crime data areas.

Component 2: SEACOP

- Provide capacity building training and mentoring in identified countries to support the analysis and identification of suspicious vessels and intelligence sharing related to maritime and riverine illicit trafficking.
- Provide capacity building training and mentoring to support maritime and riverine search and rummage teams for the interdiction of illicit commodities.
- Develop training modules on new illicit commodities, routes, modus operandi, or criminal networks.
- Provide equipment to partner country search and rummage teams on a needs-based basis.
- Provide access to relevant IT systems, databases and intelligence exchange platforms to maritime intelligence units in partner countries.
- Strengthen the existing network of national focal points and maritime intelligence units to enable greater trans-national and trans-regional information and intelligence exchange.
- Organise regional and trans-regional meetings and intelligence exchange forums.
- Connect existing networks of maritime intelligence units and Joint Maritime Control Units with relevant EU agencies and projects, such as MAOC(N), among others.
- Ensure coordination with EU-funded projects, in particular those of the Global Illicit Flows Programme, and, where relevant, global projects such as UNODC’s Container Control Programme.
- Explore opportunities for deepening cooperation with the private sector (e.g. shipping companies) and public authorities involved in port management.

Component 3: iARMS

Output 3.1

- Raising awareness amongst national authorities working in firearms and prosecutors to call for a mandate to implement the Firearms Recovery Protocol and all that comes with it (iARMS database population and use via the necessary delegation of iARMS authority to other agencies; and intelligence coordination).
- Enhancing knowledge and capacities of Points of Contacts in regard to firearms and related investigations.
- Conducting national capacity building courses on the use of INTERPOL Firearms Programme’s Policing Capabilities (iARMS, IFRT; and protocols) aiming at enhancing Member States’ capacities to detect, identify and investigate firearms trafficking and related crimes.
- Providing regional capacity building sessions according to needs identified during the assessment missions.
- According to needs and threat level identified during the assessment missions, devise strategies for the improvement of national firearms record keeping systems and procedures.
- Development of a web-service upload for iARMS, for integration by member countries into their national systems.

Output 3.2

- Conducting national threat and needs assessments to map the country illicit firearms profile.
- Assisting partner countries in gathering all available intelligence and analysing it in order to develop a national firearms threat assessment that will direct and maximize subsequent operational efforts.
- Coordinating intelligence-led law enforcement operations (lasting from one to three weeks) in prioritized regions, taking place simultaneously across several national jurisdictions to prevent crime displacement.

Output 3.3

- Building INTERPOL Criminal Analysis File (CAF), followed by invitation of countries of Eastern Europe, sub-Saharan Africa and Central Asia to join and contribute their criminal intelligence into this CAF.
- Analyse the criminal intelligence contributed by CAF participating countries to observe criminal trends and identify trafficking routes, share the findings with relevant contributing countries and aid investigations initiated through provision of criminal analysis.

3.3. Mainstreaming

Actions in the area of organised crime cut across many different sectors and issues, ranging from gender equality, human rights, international humanitarian law, youth empowerment, good governance and rule of law to preventing biodiversity loss, deforestation and serious environmental damage.

With regards to **gender**, a key consideration in security-related actions is that in both developed and developing countries this is a traditionally male-dominated field. Increasing involvement of women in this field, as well as awareness raising of local authorities on such issues might have a progressive positive impact on their empowerment and inclusion in the relevant structures of their countries. The use of an intersectional, gender-based approach allows to provide more nuanced explanations of the participation of men and women in crime, and the ways their roles are often connected to the long-standing, structural conditions they face and how men and women are impacted differently by enforcement and control. The gendered dynamics of organised crime as well as how gender is operationalized in the organization and structure of criminal networks are taken into account in the implementation of the actions.

All aspects of implementation will likewise ensure a rights-based approach in engagement with both institutional stakeholders and communities, with particular regard to the economic, social and cultural rights of vulnerable groups and minorities who may be exposed to marginalisation and stigmatisation. Engagement with law enforcement agencies will also be carried out with attention to the need for oversight processes and mechanisms to contribute to ensuring that institutions and duty-bearers uphold their responsibilities.

3.4. Risks and Lessons Learnt

Category	Risks	Likelihood (High/ Medium/ Low)	Impact (High/ Medium/ Low)	Mitigating measures
1	Political instability and insecurity in the partner countries disrupt the projects activities.	M	H	Flexibility in projects activities to allow for varying levels of engagement and focus to avoid an overhaul of project implementation.
1	Lack of commitment by the partner country authorities or other stakeholders to cooperate.	M	H	Engagement will be pursued with those partners demonstrating clear political will and commitment to change.
1	The risk that politically connected individuals are involved in and benefitting from organised crime; and that meaningful investigation of these cases may be politically challenging for the EU and partners.	M	H	Engagement will be pursued with those partners demonstrating clear political will and commitment to change.
2	Frequent government restructuring, lack of clear delineation of duties and responsibilities between relevant agencies and changes to government agenda reducing strategic outlook on addressing illicit flows.	L	M	Risk assessments and strong involvement of implementers will mitigate this risk.
2	Lack of willingness to commit to the rule of law and human rights and gender-related aspects.	M	M	Development of a human rights risk mitigation project strategy, a gender analysis and the systematic integration of a gender perspective, and a human rights training and capacity building amongst law enforcement, intelligence agencies and the judiciary. The gender-related dimensions of organised crime will be mainstreamed throughout all actions. The action will seek effective partnerships with national human rights agencies, national gender equality machineries, and civil society, including CSOs working on WPS.
2	Lack of conflict sensitivity of proposed actions, especially in fragile contexts might drive			Combine rights-based approaches with conflict sensitivity assessments; ensure inclusion and engagement with local communities, indigenous

	further divisions locally and exclude marginalised groups and environmental defenders. Risks of doing harm also related to possible lack of independence of judiciary system			peoples, women and youth, and additional protection measures as needed. Ensure complementarity with other EU cooperation programmes focussed on environmental issues. Ensure Free, Prior and Informed consent in areas where Indigenous Peoples live (as per 2017 Council Conclusions on Indigenous Peoples)
2	Lack of synergies between the action and other relevant capacity building programmes at national and regional level.	M	M	Regular coordination with EU HQ services, EU Delegations and engaged EU Member States and other donors in countries where the activities take place will be pursued.
3	Inter-agency rivalry of partners hinders cooperation.	M	M	Signature of Memoranda of Understanding with overarching structures from the outset and training of agencies separately as a fall-back option.
3	Exacerbating rivalries between organised crime groups and increasing violence.	M	L	Focusing on improving cooperation beyond the purpose of interdiction of illicit goods - for developing better intelligence and enabling the capture of high-value targets.
2	High levels of corruption and state capture by organised criminal networks.	M	L	Cooperation with national corruption agencies and strategies will be sought, while the ratification and effective implementation of the Convention against Corruption and other international standards related to corruption will be promoted.

Assumptions

- The partner countries' governments and relevant national authorities are committed to cooperate both at a national and regional level within the context of the project and are committed to human rights and related international standards.
- The responsiveness, financial and technical capacity of the partner countries will not decline in the forthcoming years.
- No natural or man-made disasters affect the partner countries and their participation.
- Sufficient capacities at national and regional levels can be mobilised for participation in the EU-funded activities.
- Implementing partners cooperate with each other in the implementation of the action.

Lessons Learnt:

Launched in 2019, the EU's Global Illicit Flows Programme has assisted partner countries in their efforts to tackle transnational organised crime. It is building on over ten years of experience with the previous Cocaine and Heroin Route Programmes, while recognising that drug smuggling routes also often serve as trafficking highways for a host of other illicit products. It has also enabled the EU and its Member States' law enforcement authorities to achieve a wider global reach, and expanded the focus and remit of international cooperation to organised crime flows more broadly. This has provided greater insight into transnational organised crime dynamics and enabled the EU to respond to changes in organised criminality.

The Action will draw from and build on experience gained through the Programme and its predecessor programmes. It will continue to engage with partners in a demand-driven approach, recognising that capacity-building, interagency cooperation between law enforcement and the judiciary and international cooperation in criminal matters work best in settings with proven political will and institutional settings in place to ensure both results and sustainability.

Fragmentation of criminal justice and law enforcement along commodity mandates is a challenge; GIFP has moved on from a commodity-specific focus previously (cocaine and heroin) to a comprehensive focus on organised crime – in line with EU and global efforts as outlined in the EU's Strategy tackling Organised Crime and UNODC's work on a toolkit to tackle organised crime comprehensively. The programme and its components will have to look more closely at countering fragmentation within local law enforcement (anti-drug units, anti-trafficking in human beings units, maritime crime units, money-laundering units and financial investigation units, etc.) and ensure as much synergy and complementarity as possible.

It will also draw on experience gained from the implementation of online capacity building activities in the wake of the COVID-19 pandemic, through blended delivery modalities.

With regard to environmental crime (Component 1), a major focus of international support to address environmental crime in the past two decades has been on strengthening criminal justice systems. However, building on the status quo has led to an overreliance on metrics such as seizures and prosecutions. These metrics have problems in all areas of illicit economy work – seizures become an end in themselves, which provide positive press coverage for law enforcement without necessarily ever changing the economic logic of smuggling and may also provide – when used

alone as a data source – a misleading picture of routes. For environmental crime they are doubly harmful. When law enforcement seize environmental goods not only are they intervening after the major harms have already been wrought, but they may also raise the price of (finite) environmental commodities, which may incentivise further crime.

Arrest and prosecutions have also been too easily accepted as measures of success in combatting environmental crime, without disaggregating who has been arrested or prosecuted, and whether they represent real disruption to criminal networks. Arrests and prosecutions at the bottom of the ecosystem do little to disrupt networks as these participants are easily replaced – this a recurring debate about responses to drug trafficking, which the environmental crime is seemingly failing to take on board. Far too little is known about the real consequences of prosecution-focused programmes.

For SEACOP (Component 2) an end of term evaluation was carried out at the end of Phase III-IV. The evaluation underlined several weaknesses in that phase of the action, mostly linked to the Covid-19 pandemic and a lack of adequate human resources, which have been mostly successfully addressed in Phase V of the SEACOP action. This evaluation, as well as the inception report of Phase V, indicated that take-up of the inter-agency model promoted by the action has not been uniform across the three regions. A Trans-Atlantic Threat Assessment is on-going and will highlight new evolutions in illicit commodities, routes, actors, and modus operandi of criminal networks, which should be integrated into the design of the future phase of the action.

Finally, in line with the Cocaine and Heroin Route Programmes' mid-term review in 2019, and with the MIP, all components will have to look at linking up better with EU policy and operational priorities, as outlined e.g. in the EU Strategy tackling Organised Crime, in the EU Strategy on Drugs and in the EMPACT process, and extending the networks created to EU law enforcement and justice agencies.

3.5. The Intervention Logic

The overall objective of the Global Illicit Flows Programme is to prevent and fight organised crime, including the fight against the illicit trade in arms, illicit drugs and counterfeited goods. Transnationally operating organised crime is flexible and agile, able to move between jurisdictions and thrive on the ineffective cooperation between national law enforcement agencies. Given its global nature, the well intentioned national and regional engagement requires a global umbrella, that ensures that these engagements are linked together, adequately address EU global policy objectives and effectively address a global threat from the global perspective. As such, a global approach will decrease the inherent risk of fragmentation caused by a geographical approach.

In anti-narcotics jargon, the fight against drug trafficking often creates the so-called 'balloon effect' – fighting trafficking in one country, focusing on one port, pushes the trafficking to another place. This is why fighting trafficking comprehensively, across all affected regions, and enhancing cross-border law enforcement cooperation, including with EU agencies in the area of Home Affairs, is the appropriate response to the growing threat posed by organised crime. It is also important to integrate law enforcement efforts into broader criminal justice responses, from ensuring adequate legal and human rights frameworks and criminal justice enforcement measures to effective intelligence flows both domestically and internationally. Linking these elements to concrete operational initiatives and mentorship support is an effective way to promote concrete paradigm changes in law enforcement protocols, investigative approaches and prosecutorial strategies.

Focusing on law enforcement and criminal justice responses alone is, however, not enough. Legislative developments, the fight against corruption, administrative adaptation and inter-regional cooperation needs to be underpinned by analysis and research, by data collection and dissemination in order to inform evidence-based policy and decision-making. Research into organised crime is sparse everywhere, but is particularly rare in Africa, where the phenomenon's growth only recently received appropriate acknowledgement, including in terms of its effect on protracted conflicts. The research done so far shows on one hand that over a third of Africa is in a position of serious vulnerability to organised crime, and that this picture has only worsened during the COVID pandemic, and on the other hand that responses are overly focused on security and criminal justice frameworks, with comparably less focus on addressing illicit activities from a prevention-based or socio-economic perspective. Community resilience, societal awareness raising and activism are, therefore, key measures to mitigate the impact of transnational organised crime on governance, development, security and the rule of law. The regions targeted by this action are fraught with a political-criminal nexus that significantly affect law enforcement and judiciary responses, so civil society advocacy and watchdog functions, especially in the area of human rights and anti-corruption, are key elements for an effective strategy against organised crime. Such responses require a holistic understanding of organised crime through continued research and the production of new data, as well as operational support. The proposed action will abide by the 'do no harm principle' to avoid unintended negative impact in terms of human rights.

3.6. Logical Framework Matrix

Results	Results chain: Main expected results	Indicators:	Baselines (values and years)	Targets (values and years)	Sources of data	Assumptions
Impact	Increased effectiveness of efforts to combat illicit trafficking, smuggling and organised crime					<i>Not applicable</i>
Outcome 1 (Environmental Crime)	Support disruption of illicit flows of environmental commodities, stopping or diverting actors operating outside or on the margins of legal and regulatory frameworks, and reducing the overlapping harms associated with environmental crime.	1.1 Number of partner countries with improved capabilities to address to environmental crime, particularly 1.2 Extent of cooperation between countries to disrupt transnational illicit flows of flora and fauna 1.3 Extent of increased knowledge base amongst key stakeholders regarding environmental crime within the context of transnational organised crime			Monitoring/feedback from participating countries on trans-regional cooperation External reports from United Nations and civil society organisations Prosecution, investigation, court files and reports from participating countries EU reports on implementation of revised Environmental Crime Directive and Wildlife Action Plan	
Outputs related to Outcome 1	1.1. Capacity to reduce impunity of environmental crime and strengthen institutional accountability is increased through partnerships, , and local monitoring 1.2. Communities and local governance authorities have tools and means of engagement to strengthen the social compact with particular regard to environmental crime 1.3. Monitoring systems and frameworks allow for strategic responses and enhanced cooperation at local, national and international level.	1.1.1 Number of local-level NGOs working with wildlife-crime units in post-conflict or fragile states. 1.2.1 Number of facilitated ‘community dialogues’ 1.2.2 Number of ‘innovation grant’ awarded to local communities in biodiverse areas 1.3.1 Number of reports from Global Monitoring System on actionable detections and new trends 1.3.2. Number of pilots on key crime areas	To be defined in inception phase	To be defined in inception phase	Interim project reports and evaluations Monitoring/feedback from participating countries on trans-regional cooperation EMPACT meetings and reports	
Outcome (SEACOP)	2 Contributing to support the fight against maritime illicit trade and associated criminal networks in the targeted countries and regions in Latin America, the Caribbean and	2.1 Number of partner countries with improved capabilities to tackle transnational organised crime			Regular SEACOP progress reports by implementing partners	

	Africa, consistent with human rights standards.	2.2 Monetary value of illegally imported/exported goods seized/confiscated 2.3 Extent to which criminal justice practitioners are cooperating across jurisdictions along trafficking routes 2.4 Number of partner countries with an increased engagement in organised crime related investigations and convictions in compliance with international criminal justice and human rights standards			Steering Committee minutes MASIF/MASA monitoring and reporting Final/mid-term evaluation	
Outputs related to Outcome 2	2.1 Capacities for analysis and identification of suspicious vessels and intelligence sharing related to maritime and riverine illicit trafficking is reinforced in the targeted regions 2.2 Capacities for maritime search and interdiction of illicit commodities are reinforced in the targeted regions 2.3 Cooperation and information sharing at regional and trans-regional level is improved.	2.1.1 Number of operating Maritime Intelligence Units having received support and training 2.2.1 Number of operating Joint Maritime Control Units having received support and training 2.2.2 Number of seizures of illicit goods by SEACOP-trained units 2.3.1 Number of regional analysis and exchange forums organised for national MIU focal points 2.3.2 Number of trans-regional analysis and exchange forums organised for national MIU focal points	To be defined in inception phase	To be defined in inception phase	Regular SEACOP progress reports by implementing partners Steering Committee minutes MASIF/MASA monitoring and reporting Final/mid-term evaluation	
Outcome (iARMS)	3 Increase national capacities globally for law enforcement cooperation and development of intelligence for operational purposes, in relation to firearms trafficking, to reduce the threat of uncontrolled conflict firearms proliferation stemming from conflict and					

	instability in places such as Ukraine and Afghanistan					
Outputs related to Outcome 3	<p>3.1. Well-established national information flows on firearms between relevant national agencies and improved record-keeping capacities on legally owned and illicit firearms.</p> <p>3.2. Increased law enforcement capacities to counter firearms trafficking. 3.3. Increased law enforcement capacities to counter firearms trafficking.</p> <p>3.3. Improved intelligence on firearms trafficking.</p>	<p>3.1.1 Number of national task forces established.</p> <p>3.1.2. Number of established and trained points of contact.</p> <p>3.1.3. Increment of iARMS use, by countries.</p> <p>3.1.4. Amongst participating countries, increase in the connection rate to iARMS and increase in the level of usage of iARMS (records and traces).</p> <p>3.1.5. Number of countries represented in the international task force.</p> <p>3.2.1. Number of operational plans produced jointly with countries.</p> <p>3.2.2. Number of seized firearms and ammunitions, arrests and investigations related to organized crime.</p> <p>3.3.1. Criminal Analysis Files created, and number of countries contributing to the CAF.</p> <p>3.3.2. Number of investigations enriched by INTERPOL criminal analysis.</p>			<p>Mission and meetings reports.</p> <p>Training tests and evaluations.</p> <p>iARMS statistical reports.</p> <p>Reports on i24/7 access extensions.</p> <p>Operational plans received by countries.</p> <p>Operational reports provided by countries.</p> <p>Legal agreements in place</p> <p>Activity reports.</p>	<p>Necessary political will at the national and regional levels.</p> <p>Partner countries appoint relevant staff for capacity building activities.</p> <p>Trained staff remain within their institutions beyond the capacity building exercises/duration of the project.</p> <p>Sufficient cooperation amongst relevant ministries and agencies.</p> <p>Necessary political will at national levels to participate to the CAF.</p>

4. IMPLEMENTATION ARRANGEMENTS

4.1. Financing Agreement

In order to implement this action, it is not envisaged to conclude a financing agreement with the partner countries.

4.2. Indicative Implementation Period

The indicative operational implementation period of this action, during which the activities described in section 3 will be carried out and the corresponding contracts and agreements implemented, is 72 months from the date of adoption by the Commission of this Financing Decision.

Extensions of the implementation period may be agreed by the Commission's responsible authorising officer by amending this Financing Decision and the relevant contracts and agreements.

4.3. Implementation Modalities

The Commission will ensure that the EU appropriate rules and procedures for providing financing to third parties are respected, including review procedures, where appropriate, and compliance of the action with EU restrictive measures¹⁶.

4.3.1. Indirect Management with a pillar assessed entity

Component 3 (iARMS): This component of the action may be implemented in indirect management with INTERPOL.

The implementation by this entity entails achieving the activities under component 3.

This implementation is justified due to the combined nature of the continuation of activities foreseen under existing actions and the mandate of INTERPOL. The objective of this component is to contribute to increase national capacities for law enforcement cooperation and development of intelligence for operational purposes, in relation to firearms trafficking.

INTERPOL is the world's largest international police organisation, with over 190 member states, whose primary mandate is to enable police around the world to work together to make the world a safer place.

The European Commission has lent its continued support to INTERPOL for the development its capabilities in Firearms trafficking. These four successive phases of iARMS projects and continued investment of the EU led to the global recognition of INTERPOL's capabilities in the fight against firearms trafficking and transnational offenses and to the establishment of iARMS and IFRT as unique, global tracing instruments. The INTERPOL Firearms Programme works in partnerships with other international organisations such as Small Arms Survey, UNODC and the World Customs Organization (WCO) to which INTERPOL provided iARMS access and, is in the process of granting iARMS access to Europol.

4.3.2. Indirect Management with a Member State Organisation

Component 2: This component of the action may be implemented in indirect management with a pillar assessed entity to be defined.

The entity will be selected by the Commission's services using in particular the following criteria: operational capacity, experience and value added. The implementation by the selected entity entails achieving all the activities as described in chapter 3.

This implementation is justified due to the combined nature of the activities foreseen (provision of capacity building and technical assistance to strengthen relevant actors against organised crime in accordance with the principles of rule of law as well as budget-implementation tasks) but also in order to reinforce the nexus between the internal and the external dimensions of the EU's security policy and to avoid duplication and overlap with similar activities. The entrusted entity would carry out the following tasks: acting as contracting authority concluding, monitoring and

¹⁶ www.sanctionsmap.eu Please note that the sanctions map is an IT tool for identifying the sanctions regimes. The source of the sanctions stems from legal acts published in the Official Journal (OJ). In case of discrepancy between the published legal acts and the updates on the website it is the OJ version that prevails.

managing contracts, carrying out payments, and recovering moneys due; management of procurement procedures for hiring staff, purchasing goods and equipment, hiring consulting services, and any other relevant transactions.

4.3.3. Direct Management (Grants)

Component 1: This Component will be implemented with a direct award to the Global Initiative against Transnational Organised Crime (GITOC) (direct management), acting as coordinator.

(a) Purpose of the grant(s): The purpose of the grant to be awarded under Component 1 is to work with civil society partners to develop and implement interventions that have a demonstrable impact on the disruption of illicit flows of environmental commodities, stopping or diverting actors operating outside or on the margins of legal and regulatory frameworks, and reducing the overlapping harms associated with environmental crime.

As one of the main purposes of the activities under component 1 is to provide financial support to third parties no maximum amount for sub-granting will apply. The Description of the Action for this grant shall define the types of entities eligible for financial support and include a list with the types of activity which may be eligible for financial support. The criteria for the selection of the third-party recipients of this financial support, including the criteria for determining its exact amount, shall also be specified in the Description of the Action.

(b) Type of applicants targeted: Founded in 2013 and headquartered in Geneva, the Global Initiative against Transnational Organised Crime (GI-TOC) emerged from a series of high-level, off the record discussions between mainly (though not exclusively) law enforcement officials from both developed and developing countries In 2011-2012 with the mission to provide a platform to promote greater debate and innovative approaches as the building blocks to an inclusive global strategy against organised crime. GI-TOC comprises a network of over 500 independent global and regional experts working on human rights, democracy, governance, and development issues where organised crime has become increasingly pertinent. It commissions and shares research globally; curates a robust resource library of 2,000 reports and tools specific to organised crime; and uses its tremendous convening power to unite both the private and public sectors against organised crime.

(c) Justification of a direct grant: Under the responsibility of the Commission's authorising officer responsible, the grant may be awarded without a call for proposals to the Global Initiative against Transnational Organised Crime.

Under the responsibility of the Commission's authorising officer responsible, the recourse to an award of a grant without a call for proposals is justified by the specific characteristics of the action that require a particular type of body on account of its technical competence, its high degree of specialisation or its administrative power (article 195f of the regulation 2018/1046 on the financial rules applicable to the general budget of the Union).

4.3.4. Changes from indirect to direct management mode (and vice versa) due to exceptional circumstances

In the interest of the programme, or if the negotiations with the selected entities fail, all parts of this action may be implemented in direct (or indirect) management according to the same selection criteria as above.

4.4. Scope of geographical eligibility for procurement and grants

The geographical eligibility in terms of place of establishment for participating in procurement and grant award procedures and in terms of origin of supplies purchased as established in the basic act and set out in the relevant contractual documents shall apply.

4.5. Indicative Budget

Indicative Budget components	EU contribution (amount in EUR)
Component 1 – Environmental crime	
Grant (direct management)	10 000 000
Component 2 – SEACOP	
Indirect management with member state organisation - cf. section 4.3.2	6 000 000
Component 3 – iARMS	
Indirect management with Interpol - cf. section 4.3.1	4 000 000
Evaluation (cf. section 5.2), Audit (cf. section 5.3)	Covered by another decision
Strategic communication and public diplomacy (cf. section 6)	
Total	20 000 000

4.6. Organisational Set-up and Responsibilities

The implementation of this action will be coordinated and led by the European Commission. During the inception phase, an appropriate management structure will be established to ensure the coherence of all components.

As part of its prerogative of budget implementation and to safeguard the financial interests of the Union, the Commission may participate in the above governance structures set up for governing the implementation of the action

5. PERFORMANCE MEASUREMENT

5.1. Monitoring and Reporting

The day-to-day technical and financial monitoring of the implementation of this action will be a continuous process, and part of the implementing partner's responsibilities. To this aim, the implementing partner shall establish a permanent internal, technical and financial monitoring system for the action and elaborate regular progress reports (not less than annual) and final reports. Every report shall provide an accurate account of implementation of the action, difficulties encountered, changes introduced, as well as the degree of achievement of its results (Outputs and direct Outcomes) as measured by corresponding indicators, using as reference the Logframe matrix (for project modality) and the partner's strategy, policy or reform action plan list (for budget support).

The Commission may undertake additional project monitoring visits both through its own staff and through independent consultants recruited directly by the Commission for independent monitoring reviews (or recruited by the responsible agent contracted by the Commission for implementing such reviews). The Monitoring and Evaluation project of the EU's Global Illicit Flows Programme will play a specific role in monitoring, and where required monitor each programme component, enhancing complementarities and synergies with other relevant programmes of the EU and of partners.

5.2. Evaluation

Having regard to the nature of the action, evaluations of single components/projects are carried out via an implementing partner.

The Commission may, during implementation, decide to undertake mid-term or final evaluations for duly justified reasons either on its own decision or on the initiative of the partner.

The evaluation reports shall be shared with the partner country and other key stakeholders following the best practice of evaluation dissemination. The implementing partner and the Commission shall analyse the conclusions and recommendations of the evaluations and, where appropriate, in agreement with the partner country, jointly decide on the follow-up actions to be taken and any adjustments necessary, including, if indicated, the reorientation of the project.

5.3. Audit and Verifications

Without prejudice to the obligations applicable to contracts concluded for the implementation of this action, the Commission may, on the basis of a risk assessment, contract independent audit or verification assignments for one or several contracts or agreements.

6. COMMUNICATION AND VISIBILITY

Communication and visibility is a contractual obligation for all entities implementing EU-funded external actions to advertise the European Union's support for their work to the relevant audiences.

To that end they must comply with the instructions given in the Communication and Visibility Requirements of 2018 (or any successor document), notably with regard to the use of the EU emblem and the elaboration of a dedicated communication and visibility plan, to be completed for every action at the start of implementation.

These obligations apply equally, regardless of whether the actions concerned are implemented by the Commission, the partner country (for instance, concerning the reforms supported through budget support), contractors, grant beneficiaries or entrusted entities. In each case, a reference to the relevant contractual obligations must be included in the respective financing agreement, procurement and grant contracts, and delegation agreements.

Communication and visibility measures may be funded from the amounts allocated to the action. For the purpose of enhancing the visibility of the EU and its contribution to this action, the Commission may sign or enter into joint declarations or statements, as part of its prerogative of budget implementation and to safeguard the financial interests of the Union. Visibility and communication measures should also promote transparency and accountability on the use of funds.

Effectiveness of communication activities on awareness about the action and its objectives as well as on EU funding of the action should be measured.

Implementing partners shall keep the Commission and concerned EU Delegation/Office fully informed of the planning and implementation of specific visibility and communication activities before work starts. Implementing partners will ensure adequate visibility of EU financing and will report on visibility and communication actions as well as the results of the overall action to the relevant monitoring committees.

APPENDIX 1 REPORTING IN OPSYS

An Intervention¹⁷ (also generally called project/programme) is the operational entity associated to a coherent set of activities and results structured in a logical framework aiming at delivering development change or progress. Interventions are the most effective (hence optimal) entities for the operational follow-up by the Commission of its external development operations. As such, Interventions constitute the base unit for managing operational implementations, assessing performance, monitoring, evaluation, internal and external communication, reporting and aggregation.

Primary Interventions are those contracts or groups of contracts bearing reportable results and respecting the following business rule: 'a given contract can only contribute to one primary intervention and not more than one'. An individual contract that does not produce direct reportable results and cannot be logically grouped with other result reportable contracts is considered a 'support entities'. The addition of all primary interventions and support entities is equivalent to the full development portfolio of the Institution.

Option 1: Action level		
<input type="checkbox"/>	Single action	Present action: all contracts in the present action
Option 2: Group of actions level		
<input type="checkbox"/>	Group of actions	Actions reference (CRIS#/OPSYS#):
Option 3: Contract level		
<input checked="" type="checkbox"/>	Single Contract 1	Contract for Component 1 with GITOC
<input checked="" type="checkbox"/>	Single Contract 2	Contract for Component 2 with Expertise France
<input checked="" type="checkbox"/>	Single Contract 3	Contract for Component 2 with INTERPOL
<input type="checkbox"/>	Group of contracts 1	

¹⁷ [ARES \(2021\)4204912](#) - For the purpose of consistency between terms in OPSYS, DG INTPA, DG NEAR and FPI have harmonised 5 key terms, including 'action' and 'Intervention' where an 'action' is the content (or part of the content) of a Commission Financing Decision and 'Intervention' is a coherent set of activities and results which constitutes an effective level for the operational follow-up by the EC of its operations on the ground. See more on the [concept of intervention](#).