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ANNEX III

of the Commission Implementing Decision on the Annual Action Programme 2022 for the Global Threats part of the thematic programme Peace, Stability and Conflict Prevention

Action Document for Fighting Organised Crime

ANNUAL MEASURE

This document constitutes the annual work programme in the sense of Article 110(2) of the Financial Regulation, and action plans in the sense of Article 23 of Regulation (EU) 2021/947 establishing the Neighbourhood, Development and International Cooperation Instrument – Global Europe.

1. SYNOPSIS

1.1. Action Summary Table

1. Title CRIS/OPSYS business reference Basic Act	Fighting Organised Crime OPSYS/CRIS ¹ number: ACT-60759 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 Goals (SDGs)	Main SDG: 5 (Achieve gender equality and empower all women and girls) Other significant SDGs and where appropriate, targets: 16 (Promote Peace and end violence)			
8 a) DAC code(s)	15210 - Security system management and reform 15113 - Anti-corruption organisations and institutions 15130 - Legal and judicial development			
8 b) Main Delivery Channel	PUBLIC SECTOR INSTITUTIONS - 10000			
9. Targets	<input checked="" 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"/>

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

	Aid to environment	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	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 Tags: digital connectivity digital governance digital entrepreneurship job creation digital skills/literacy digital services	<input checked="" type="checkbox"/>	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>
	Connectivity Tags: transport people2people energy digital connectivity	<input checked="" type="checkbox"/>	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>
	Migration (methodology for tagging under development)	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Reduction of Inequalities (methodology for marker and tagging under development)	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Covid-19	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
BUDGET INFORMATION				
12. Amounts concerned	Budget line(s) (article, item): BGUE-B2022-14.020230 – STABILITY AND PEACE - GLOBAL AND TRANSREGIONAL THREATS Total estimated cost: EUR 19 000 000 Total amount of EU budget contribution EUR 19 000 000			
MANAGEMENT AND IMPLEMENTATION				
13. Type of financing	Project Modality Indirect management for component 1. Direct management - Grant for component 2 (ENACT III) - Institute for Security Studies, INTERPOL and the Global Initiative against Transnational Organised Crime (GI-TOC)			

1.2. Summary of the Action

The **overall objective** of the action is the increased effectiveness of efforts to combat illicit trafficking, smuggling and organised crime along main trafficking routes. This objective will be pursued mainly through the **Global Illicit Flows Programme**, an umbrella programme under which the support to joint airport interdiction task forces and their cooperation, to law enforcement units charged with the monitoring and control of trafficking via general aviation, and to transnational criminal justice cooperation, promotion of ethics and integrity as well as researching and informing partners of the associated risks will be an important development in 2021.

Component 1: EU ACT II: The specific objective of this component is to contribute to effectively fighting organised crime in general, and drug trafficking in particular, along the so-called heroin routes from/to Afghanistan, in affected countries identified from EMPACT platform, in line with international legal instruments and human rights standards. This component builds on the strong experience gained through EU ACT I which was completed in 2021.

Component 2: Enhancing Africa's capacity to respond more effectively to transnational organised crime (ENACT) – Phase III: The specific objective of this component is to contribute to more informed, and effective

responses and resilience to organised crime in Africa. This component builds a strong evidence base upon which strategic policy and coordinated action can be articulated. It establishes a crucial foundation for policymakers and stakeholders to identify key priority areas and gain understanding of the dynamics between criminality and resilience on the continent.

All components will be implemented in full complementarity with bilateral and regional programmes and in coordination with EU Delegations and relevant units in INTPA and NEAR.

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. 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 acknowledge 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 ethics and integrity; community resilience against corruption. 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.

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.

² COM(2021) 170.

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.

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.

While the bulk of cocaine continues to be smuggled to Europe via maritime freight through its major ports, trafficking routes and means continue evolving and postal air trafficking has emerged especially during the 2020 pandemic as a new area of concern, linked to the overall increase in parcel volumes (+43% in Q2 2020 during the lockdown, according to the International Post Corporation). Recent years have also seen the increased use clandestine aircraft, for example connecting the Southern Latin American trafficking route via air bridges (Bolivia, Paraguay, Argentina and Brazil.) It appears the enforcement of mobility restrictions in the wake of COVID-19 have contributed to an increased use of clandestine airstrips and narco-jets in Guatemala and Honduras, with devastating environmental effects. Gold trafficking out of West Africa, furthermore, seems to have moved to the general aviation transport mode.

The bulk of heroin trafficked to Western and Central European consumer markets continues to be smuggled via the “Balkan route”, the single largest heroin trafficking route worldwide – with countries in the Balkans accounting for some 58 percent of the global quantities of heroin and morphine seized in 2018. Three other heroin trafficking routes bound for the EU consumer market have been identified by the 2020 European Drug Report, including the recent emergence of routes via the Suez Canal and the Mediterranean Sea.

Beyond drugs, criminal networks derive proceeds from a number of other illegal and illicit activities, including wildlife trafficking, which is a growing phenomenon driving biodiversity loss and environmental destruction, as well as waste trafficking, trafficking in human beings, in counterfeit medicines, smuggling of commodities, trafficking of cultural heritage and antiquities etc.

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.

The outbreak of COVID-19 exacerbated the vulnerability of poorer populations to serious and organised crime. Not only has the economic fallout prompted populations in rural areas to resort to illicit farming and create new recruitment opportunities for criminal networks, but efforts by criminal networks to enforce health and safety regulations during the pandemic further expanded their influence over certain populations and undermined governments’ legitimacy.

National responses, albeit necessary, are insufficient in effectively tackling organised crime. The transnational nature of illegal drug 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 drug trafficking routes and / or modi operandi.

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. In addition, technical and strategic assistance are required to increase capacities in areas deficiently covered until now, such as general aviation or postal trafficking, an area emerging as priority due to pandemic trafficking patterns. 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. At the same time, it is important to ensure the effectiveness and efficiency of asset recovery mechanism both at national level and in a cross-border context. This action is crucial to ensure that criminal assets are recovered and reused for legal purposes.

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 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 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, migration, rule of law, management/leadership, justice, policing, capacity building.

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 policy³ and EL PAcCTO on the fight against transnational organised crime⁴, MAOC(N), I-Crime⁵ sub-regional project in Central America, the EUROFRONT programme⁶, EUROMED Police⁷ led by CEPOL, EUROMED Justice, as well as EU-funded bilateral projects in Peru and Bolivia on the fight against drugs trafficking 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 Africa Union, and relevant regional organisations such as ECOWAS⁸.

The actions shall coordinate closely with other relevant EU-funded projects, such as OCWAR-T⁹ and OCWAR-M¹⁰ in West Africa, "Disrupting criminal trafficking and smuggling networks through increased anti-money laundering and financial investigation capacity in the Greater Horn of Africa", GloAct II programme¹¹ and any other relevant projects, 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

³LA/2019/40157 *Cooperation Programme between Latin America, the Caribbean and the European Union on Drugs Policies – COPOLAD III*

⁴ LA/2017/385-237 - *Europa Latinoamérica Programa de Asistencia contra el Crimen Transnacional Organizado*

⁵ LA/2018/400-544 and LA/2018/403-729 - *Cooperation on Criminal Investigation in Central America*

⁶ LA/2018/38-936 - EUROFRONT

⁷ ENI/2020/414-940 – Euromed Police

⁸ Economic Community of West African States

⁹ FED/2018/402-635 - *Fight against organised crime in West Africa: Combatting all types of trafficking*

¹⁰ FED/2017/040-388 – *Fight against organised crime in Africa: Combatting Money-Laundering*

¹¹ Glo.Act II programme addressing trafficking in persons (TIP) and the smuggling of migrants (SOM) in Asia and Middle East.

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) 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. 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)¹², will both implement parts of this action and be associated to other actions closely, to exchange expertise and best practice, and to ensure a satisfying flow of information, with a view to avoiding duplication with ongoing programmes/initiatives and maximising synergies.

Law enforcement agencies, customs (including 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.

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.

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

Component 1 - EU-ACT II: The Specific Objective (Outcome) of this component is to contribute to effectively fighting organised crime in general, and drug trafficking in particular, along the so-called heroin routes from/to Afghanistan, in affected countries identified from EMPACT platform, in line with international legal instruments and human rights standards.

Component 2 - ENACT: The Specific Objective (Outcome) of this component is to contribute to more informed responses and resilience to organised crime in Africa.

The Outputs to be delivered by this action contributing to the corresponding Specific Objectives (Outcomes) are:

Component 1 - EU-ACT II:

Output 1.1. contributing to Outcome 1: Enhanced capacity of law enforcement authorities to exchange information and conduct intelligence-led joint operations and investigations to tackle trans-regional organised crime.

Output 1.2. contributing to Outcome 1: Enhanced capacity of the judiciary to prosecute and adjudicate organised crime cases and enhanced transnational cooperation between criminal justice authorities.

¹² 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.

Output 1.3. contributing to Outcome 1: Improved evidence-base, knowledge and analysis of the threats related to organised crime in the regions covered.

Component 2 – ENACT:

Output 2.1. Building upon an improved evidence base, political will and the technical and strategic capacity of relevant African and international stakeholders (e.g. policymakers, practitioners, civil society organisations, national human rights institutions and anti-corruption agencies) to respond to transnational organised criminality and build resilience to it at various levels is improved.

Output 2.2. Political and civil society leaders in Eastern and Southern Africa have increased awareness and access to evidence-based policy recommendations and implementable legal provisions on how to address drug production, transit and consumption in the region.

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 EU-ACT II

- Support establishment of national interagency information exchange fusion centres;
- Support the organisation of trans-national and trans-regional operational coordination meetings (working groups, LE and prosecutors networks), bringing together criminal justice authorities (law enforcement and judiciary) from (regions TBD) and EU MS to discuss common cases and plan joint activities;
- Support, promote and consolidate the work of existing (regional) networks;
- Promote/Support evidence – based trans-regional analysis and special operations (also in the financial and cyber domains) and information exchanges on organised crime cases between criminal justice authorities (law enforcement and judiciary) in (regions TBD) and collaboration with EU JHA agencies and EU MS, notably in the framework of EMPACT;
- Provide capacity building (ToT, training academies,...) to strengthen capacity of criminal justice officials for addressing organised crime cases effectively across the whole criminal justice chain (intelligence – investigation – prosecution – prison system - confiscation – adjudication) at regional/trans-regional level;
- Provide strategic analysis and threat assessment for intelligence – led policy recommendations;
- Support/enhance standardized intelligence gathering and info-exchange according to relevant legislation in order to improve regional ad trans-regional interoperability;
- Incorporate training modules on human rights safeguards, ethics, integrity and anti-corruption issues;
- Provide technical assistance and procure equipment where necessary and appropriate;
- Develop capacity of criminal justice institutions, also in the cyber domain, to implement financial disruption strategies and financial investigation action including tracking, freezing, confiscation and repatriation of criminal proceeds in relation to illicit trafficking and related organised crime cases.

Component 2 – ENACT:

- Develop an evidence-based strategic picture of illicit trafficking across multiple markets (drugs, human beings, wildlife, renewables, etc.), as well as policy recommendations to address this trafficking.
- Advocate the implementation of these recommendations at the highest political levels; and provide technical assistance to the implementation of these recommendations as required
- Build regional capacity to better assess illicit trafficking risks, routes and the means to disrupt these illicit markets;
- Build criminal intelligence analysis as an efficient tool to combat TOC to enhance law enforcement capacity nationally and regionally
- Promote civil society activism, capacity and information access to monitor the political economy of organised crime, including government efforts to counter it within the framework of the rule of law and human rights;
- Support the establishment of the East and Southern Africa Commission on Drugs, a high-level advocacy and analysis group addressing the growing problems of heroin and methamphetamine trafficking and consumption in the region;

- Facilitate the establishment and functions of local and regional networks of research and policy institutes, universities, think tanks, practitioner NGOs, drug observatories, to enhance research of the growing drug trafficking and consumption phenomenon in East and South Africa;
- Publication of the yearly Organised Crime Index for Africa.

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.

3.4. Risks and Lessons Learnt

Category	Risks	Likelihood (High/ Medium/ Low)	Impact (High/ Medium/ Low)	Mitigating measures
	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.
	Lack of commitment by the partner country authorities to cooperate.	M	H	Engagement will be pursued with those partners demonstrating clear political will and commitment to change.
	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.
	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.
	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.
	Lack of synergies between the action and other relevant	M	M	Regular coordination with EU HQ services, EU Delegations and engaged EU Member States and other

	capacity building programmes at national and regional level.			donors in countries where the activities take place will be pursued.
	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.
	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.
	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, through blended delivery modalities.

For EU-ACT (Component 1), an end of term evaluation was carried out in the second half of 2021 and lessons learned and recommendations have been incorporated in the new action. The evaluation found the action relevant, with the mostly demand driven activities widely appreciated.

For ENACT (component 2), an evaluation was carried out in 2020 and findings were integrated in the project's third phase; some preliminary lessons learnt by project partners include the fact that the project should focus on identifying the key African stakeholders, from national authorities to relevant regional and continental groups and institutions, that could potentially impact directly or indirectly on policy reforms in a wider sense (taking into account the challenges such as corruption, infiltration in state institutions, electoral funding).

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 counterfeit 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 – and ENACT has been a pioneer in the field – 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 (EU-ACT II)	To contribute to effectively fighting organised crime in general, and drug trafficking in particular, along the so-called heroin routes from/to Afghanistan, in affected countries identified from EMPACT platform, in line with international legal instruments and human rights standards.	Number of actions (arrests, seizures, investigations, prosecutions) and joint operations initiated by law enforcement/criminal justice officials following their participation in EU-ACT activities.			Monitoring/feedback from participating countries on trans-regional cooperation Communication with national authorities of participating countries, and other projects. Regular EU-ACT progress reports Prosecution, investigation, court files and reports from participating countries	
Outputs related to Outcome 1	<p>1.1 Enhanced capacity of law enforcement authorities to exchange information and conduct joint operations and investigations to tackle trans-regional organised crime</p> <p>1.2 Enhanced capacity of the judiciary to prosecute and adjudicate organised crime cases and enhanced trans-national cooperation between Criminal Justice Authorities</p> <p>1.3 Improved evidence base, knowledge and analysis of the threats related to organised crime in the regions covered by EU-ACT</p>	<p>1.1.1 number of organised crime investigations resulting from trans-national law enforcement cooperation.</p> <p>1.1.2 number of trained staff using standardised intelligence gathering and information sharing systems</p> <p>1.1.3 Number of special investigation teams created, trained and equipped</p> <p>1.2.1 number of organised crime prosecutions resulting from trans-national judicial cooperation.</p> <p>1.2.2 number of trained staff undertaking transregional judicial actions against transnational organised crime</p> <p>1.3.1 Number of policy recommendations evidenced by</p>			<p>Monitoring/feedback from participating countries on trans-regional cooperation</p> <p>Regular EU-ACT progress reports by implementing partners.</p> <p>MASIF monitoring and reporting</p>	

		research, strategic intelligence and operational analysis				
Outcome 2 (ENACT)	Contributing to more informed responses and resilience to organised crime in Africa.	4.1 impact of strategic and policy reports produced as measured by engagement at meetings, downloading of reports, media coverage and use by government and civil society actors. 4.2. results of the analytical units (eg, number of reports); the impact of analytical crime intelligence capacity building as measured by evidence of the use of reports in enforcement actions (number of activities) 4.3. success of the East and Southern African Drug Commission as measured by the regularity of its meetings, the quality of its reports (including the final report), and the reach and level of debate generated by its recommendations.	4.1 Current rating on TOC Index – (esp. Resilience indicators); 4.2 Reports 14 Activities 26	4.1 Rating on 3 rd Index (esp Resilience indicators); 2 requests to develop strategies per year 2 strategies, or implementation plans per year ; 1,500 participants at briefing and meetings 4.2 Reports 2 p/a Activities 10 4.3. 2 meetings, 2 reports	4.1 Index consultations; p/quarter Stakeholder requests and briefings Media interviews Website hits and downloads 4.2 Locally produced crime analysis reports Reports from operations supported by crime analysis units 4.3 ESCAD reports	
Outputs related to Outcome 2	4.1 Building upon an improved evidence base, the technical and strategic capacity of relevant African and international stakeholders (e.g. policymakers, practitioners, civil society organisations, national human rights institutions and anti-corruption agencies) to respond to transnational organised criminality and build resilience to it at various levels is improved. 4.2 Existing national Criminal Intelligence Analytical Units are strengthened and the creation of additional national analytical units is supported to enhance data driven law enforcement responses 4.3. Political and civil society leaders in Eastern and Southern Africa have increased awareness and access to evidence-based policy recommendations and implementable legal provisions on how to address drug production, transit and trafficking in the region.	4.1.1 Number of publications providing information and analysis 4.1.2 Number of policies and strategies in African technical expertise, data and analysis 4.2.1 Number of Criminal Analysis Units 4.2.2 Number of reports 4.2.3 .Number of activities (meetings, briefings)	4.1.1 60 4.1.2 12 4.2.1 6 analytical unit 4.2.2 14 (public versions)	4.1.1 8 p/a 4.1.2 1 p/a 4.2.1 8 functioning units 4.2.2 3 p/a (public versions) 4.3. 2 meetings, 2 reports	4.1.1 Published research 4.1.2 Policy documents 4.2.1 Publications 4.1.3 Event reports 4.1.4 inception and establishment documentation 4.3.1 ESCAD annual review 4.3.2 Report of high-level commission meeting	

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 measures¹³.

4.3.1. Indirect Management with a Member State Organisation

Component 1: 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 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.

4.3.2. Direct Management (Grants)

Component 2: ENACT

The implementation method will be a direct grant to the Institute for Security Studies (ISS).

(a) Purpose of the grant(s)

The objective of this component is to contribute to more informed responses and resilience to organised crime in Africa.

(b) Justification of a direct grant

Under the responsibility of the Commission's authorising officer responsible, the grants may be awarded without a call for proposals to the South African Institute for Security Studies (ISS). It will partner for the implementation of the action with INTERPOL and 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 because the nature of the action requires a specific type of beneficiary for its technical competence, specialisation or administrative power (Article 195 FR). Via its consortium arrangement (partnership with INTERPOL), this grant also fulfils the conditions in article 195(c) (body with a de facto monopoly). In addition, the proposed consortium of implementers ISS, GITOC and INTERPOL, combined, holds a de facto monopoly of the combined continental-level specialised expertise and existing infrastructure and relationships

¹³ 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.

required to deliver the action. The project brings together three institutions who have unparalleled capacity, networks and institutional relationships across the African Continent:

- The ISS, the primary project partner, is the only pan-African organisation working on issues of African security and development. As an African organisation, the ISS aims to enhance human security on the continent through independent and authoritative research, providing expert policy analysis and advice and delivering practical training and technical assistance. Through the previous phases of the project, the ISS and partners have also set up several Regional Organised Crime Observatories that are unique on the continent and whose expertise and mandate cannot be replicated. ISS is committed to the rule of law, protecting rights and promoting gender equality.
- 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 Global Initiative against Transnational 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. In the previous phases of the project, GI-TOC has been instrumental to developing the Organised Crime Index for Africa, a unique tool that covers data gaps and enables the measurement of organised crime trends across the continent, therefore providing a solid evidence base of policy development and decision making in the fight against organised crime for the EU and African partners.

4.3.3. 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 – EUACT	
Indirect management with member state organisation - cf. section 4.3.1	13 000 000
Component 2 – ENACT	
Grant (direct management)	6 000 000
Evaluation (cf. section 5.2), Audit (cf. section 5.3)	Covered by another decision
Communication and visibility – cf section 6	
Total	19 000 000

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 Intervention¹⁴ (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.

Primary Interventions are identified during the design of each action by the responsible service (Delegation or Headquarters operational Unit).

The level of the Primary Intervention is defined in the related Action Document and it is revisable; it can be a(n) (group of) action(s) or a (group of) contract(s).

Tick in the left side column one of the three possible options for the level of definition of the Primary Intervention(s) identified in this action.

In the case of ‘Group of actions’ level, add references to the present action and other action concerning the same Primary Intervention.

In the case of ‘Contract level’, add the reference to the corresponding budgetary items in point **Error! Reference source not found.**, Indicative Budget.

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 EUMS tbd.
<input checked="" type="checkbox"/>	Single Contract 2	Contract for Component 2 with ISS
<input type="checkbox"/>	Group of contracts 1	

¹⁴ [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](#).