



EN

THIS ACTION IS FUNDED BY THE EUROPEAN UNION

ANNEX 1

of the Commission Implementing Decision on the financing of the multi-country annual action plan in favour of the Western Balkans and Türkiye for 2024

Action Document for “EU for Rule of Law, Security and Reconciliation”

ANNUAL ACTION PLAN

This document constitutes the annual work programme in the sense of Article 110(2) of the Financial Regulation, and annual and multiannual action plans and measures in the sense of Article 9 of IPA III Regulation and Article 23.2 of NDICI - Global Europe Regulation.

1. SYNOPSIS

1.1. Action Summary Table

Title	EU for Rule of Law, Security and Reconciliation Multi-country annual action plan in favour of the Western Balkans and Türkiye for 2024
OPSYS	ACT-61819
ABAC	ABAC Commitment level 1 number: JAD.1161483
Basic Act	Financed under the Instrument for Pre-accession Assistance (IPA III)
Economic and Investment Plan (EIP)	No
EIP Flagship	No
Team Europe	No
Beneficiary(y)/(ies) of the action	The action shall be carried out in the Western Balkans (Albania, Bosnia and Herzegovina, Kosovo*, Montenegro, North Macedonia, and Serbia) and Türkiye ¹
Programming document	IPA III Programming Framework

* This designation is without prejudice to positions on status, and is in line with UNSCR 1244/1999 and the ICJ Opinion on the Kosovo declaration of independence.

¹ Only for area of support 4.

PRIORITY AREAS AND SECTOR INFORMATION

Window and thematic priority	Window 1: Rule of Law, Fundamental Rights and Democracy Thematic Priorities: 1 Judiciary (14.7%) 2 Fight against corruption (4.8%) 3 Fight against organised crime / security (62.4%) 4 Migration and border management (4.8%) Window 2: Good governance, EU <i>acquis</i> alignment, good neighbourly relations, and strategic communication Thematic Priority 3: Good neighbourly relations and reconciliation (13.3%)			
Sustainable Development Goals (SDGs)	Main SDG: 16 - Peace, Justice and Strong Institutions Other significant SDGs: 5 - Gender Equality			
DAC code(s)	15210 - Security system management and reform (70%) 15130 – Legal and judicial development (15%) 15113 – Anti-corruption organisations and institutions (5%) 15160 – Human Rights (10%)			
Main Delivery Channel	Other multilateral institution – 47000 United Nations - 41000			
Targets	<input type="checkbox"/> Climate <input checked="" type="checkbox"/> Gender <input type="checkbox"/> Biodiversity			
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"/>
	Gender equality and women’s and girl’s empowerment	<input type="checkbox"/>	<input checked="" 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"/>

**Internal markers
and Tags**

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"/>
Policy objectives	Not targeted	Significant objective	Principal objective
EIP	x		
EIP flagship	YES <input type="checkbox"/>		NO <input checked="" type="checkbox"/>
Tags:	YES		NO
Transport	<input type="checkbox"/>		<input checked="" type="checkbox"/>
Energy	<input type="checkbox"/>		<input checked="" type="checkbox"/>
Environment and climate resilience	<input type="checkbox"/>		<input checked="" type="checkbox"/>
Digital			
Economic development (incl. private sector, trade and macroeconomic support)	<input type="checkbox"/>		<input checked="" type="checkbox"/>
Human Development (incl. human capital and youth)	<input type="checkbox"/>		<input checked="" type="checkbox"/>
Health resilience	<input type="checkbox"/>		<input checked="" type="checkbox"/>
Migration and mobility	<input type="checkbox"/>		<input checked="" type="checkbox"/>
Agriculture, food security and rural development	<input type="checkbox"/>		<input checked="" type="checkbox"/>
Rule of law, governance and Public Administration reform	<input type="checkbox"/>		<input checked="" type="checkbox"/>
Other			
Digitalisation	<input checked="" type="checkbox"/>		<input type="checkbox"/>

	Tags	YES	NO
	digital connectivity	<input type="checkbox"/>	<input checked="" type="checkbox"/>
	digital governance	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	digital entrepreneurship	<input type="checkbox"/>	<input checked="" type="checkbox"/>
	digital skills/literacy	<input type="checkbox"/>	<input checked="" type="checkbox"/>
	digital services	<input type="checkbox"/>	<input checked="" type="checkbox"/>
	Connectivity	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Tags	YES	NO
	digital connectivity	<input type="checkbox"/>	<input checked="" type="checkbox"/>
	energy	<input type="checkbox"/>	<input checked="" type="checkbox"/>
	transport	<input type="checkbox"/>	<input checked="" type="checkbox"/>
	health	<input type="checkbox"/>	<input checked="" type="checkbox"/>
	education and research	<input type="checkbox"/>	<input checked="" type="checkbox"/>
	Migration	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Reduction of Inequalities	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	COVID-19	<input checked="" type="checkbox"/>	<input type="checkbox"/>
BUDGET INFORMATION			
Amounts concerned	<p>Budget line: 15 02 01 01.01</p> <p>Total estimated cost: EUR 23 337 499.61</p> <p>Total amount of EU budget contribution EUR 22 565 000</p> <p>This action is co-financed by:</p> <ul style="list-style-type: none"> - United Nations Office on Drugs and Crime (UNODC) for an amount of EUR 222 499.61 - Council of Europe for an amount of EUR 550 000 		
MANAGEMENT AND IMPLEMENTATION			
Implementation modalities (type of financing and management mode)	<p>Direct management through: Grants</p> <p>Indirect management with</p> <ul style="list-style-type: none"> - United Nations Office on Drugs and Crime (UNODC) - Council of Europe - Organisation for Security and Co-operation in Europe (OSCE) - EU Agency for Law Enforcement Training (CEPOL) - International Residual Mechanism for Criminal Tribunals (IRMCT) 		
Final date for concluding contribution / delegation agreements,	At the latest by 31 December 2025		

procurement and grant contracts	
Indicative operational implementation period	72 months following the adoption of the Financing Decision

1.2. Summary of the Action

The Western Balkan partners are increasingly expected to deliver concrete and sustained results in the fundamental areas covered by chapters 23 and 24 of the enlargement process. However, they continue to face important challenges in the areas of rule of law, security and reconciliation.

Notably, the fight against organised crime groups which are prevalent across the region and with international ramifications, requires a substantial increase in law enforcement, border and judicial means and in political commitment. At the same time, instances of corruption, particularly when occurring at a high-level, weaken public trust and effectiveness of institutions in the region, jeopardising security, rule of law guarantees, and the overall accession process. An efficient and effective response to the threats posed by organised crime, high level corruption and terrorism is key to upholding the rule of law and improving security in the Western Balkans. The rule of law is a key benchmark against which the progress of IPA III beneficiaries on their European path is assessed and is at the core of the accession process. It is expected that by increasing the capacities of the Western Balkan partners' judicial institutions and law enforcement agencies to investigate, prosecute and adjudicate cases of serious cross-border and organised crime, cybercrime and high-level corruption, the action will strengthen security and the rule of law across the region and increase alignment with corresponding EU *acquis*. In addition, regional cooperation, good neighbourly relations and reconciliation are essential parts of the Stabilisation and Association Process and key for progress on the respective European paths of the Western Balkan partners. Structural impediments to progress, however, remain in the region. More efforts are required in the handling of war crimes, acknowledging victims as right holders and empowering dialogue among citizens and within societies in view of ultimately enabling an environment conducive to trust, stability and prosperity.

The action aims to increase the engagement of EU Justice and Home Affairs agencies, such as the EU Agency for Law Enforcement Training (CEPOL) and EU Agency for Law Enforcement Cooperation (Europol) in the fight against organised crime and terrorism in line with their respective mandates. It will also rely on the specific expertise of international partners, such as the United Nations Office on Drugs and Crime (UNODC), the Council of Europe and the Organisation for Security and Cooperation in Europe (OSCE) in relevant areas. The action will also reinforce the institutional capacities of the beneficiaries' judicial sectors to respond effectively to organised crime and corruption cases. In particular, the action will provide a diagnostic of systemic challenges and gaps and formulate relevant and targeted recommendations for each beneficiary. In doing so, the action is expected to contribute to an improved track record of the prosecution and adjudication of organised crime, money laundering and corruption cases.

The action will also strengthen criminal accountability and the rights of victims of the 1990s conflicts in the former Yugoslavia via the work of the International Residual Mechanism for Criminal Tribunals (IRMCT).

The action is expected to contribute to the overall objective of IPA III Window 1 to strengthen the rule of law, democracy, respect of human rights and international law, civil society and security as well as to improve border management and also to the overall objective of IPA III Window 2 to is to foster cohesion and resilience by continued support to addressing the legacy of the past and bringing justice to victims of the wars of the 1990s on the territory of the former Yugoslavia.

In terms of contribution to the 2030 Sustainable Development Agenda, the action is expected to contribute to SDG 16, particularly to targets 16.1 (Significantly reduce all forms of violence and related death rates

everywhere), 16.3 (Promote the rule of law at the national and international levels and ensure equal access to justice for all), 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), 16.5 (Substantially reduce corruption and bribery in all their forms), 16.6 (Develop effective, accountable and transparent institutions at all levels) and 16.a (Strengthen relevant national institutions, including through international cooperation, for building capacity at all levels, in particular in developing countries, to prevent violence and combat terrorism and crime). The principal OECD DAC marker is Participation development/good governance (PD/GG).

1.3 Beneficiar(y)/(ies) of the Action

The action shall be carried out in the Western Balkans region (Albania, Bosnia and Herzegovina, Kosovo Montenegro, North Macedonia, and Serbia) and Türkiye.

2. RATIONALE

2.1. Context

Enlargement context

The 2020 revised enlargement methodology² puts rule of law at the forefront of the enlargement process, requiring sufficient progress in this area before other clusters can be opened. It also calls on the Western Balkans leaders to show further efforts to strengthen regional cooperation and good neighbourly relations in order to bring stability and prosperity to their citizens, while giving confidence to the EU that the region is addressing the legacy of its past.

The 2022 Communication on EU Enlargement Policy³ notes that organised crime remains an important security threat to the Western Balkan region⁴. Powerful criminal networks continue to operate in and beyond the region, playing an important role in the global trade of illicit goods and in smuggling people to and within the European Union. Moreover, allegations of corruption, the persistent scarcity of human and financial resources in the judicial and law enforcement institutions, as well as the lack of dedicated capacity and expertise on financial investigations, continue to hinder the effective investigation, prosecution and adjudication of cases of organised crime and corruption. The Commission notes no changes in the assessment of the generally weak track records on final convictions as regards serious and organised crime. Strong domestic support, as well as substantive capacity building are needed to step up the strategic and operational capacities of law enforcement and judicial authorities to successfully detect, investigate, prosecute and adjudicate serious and organised crime cases. Overcoming the legacy of the past and addressing disputes arising from the conflicts of the 1990s remains key for the Western Balkan region. According to the Communication, important outstanding bilateral issues still have to be solved, including border issues and delivering justice to war crimes' victims, identifying remaining missing persons, and establishing an accurate record of past atrocities at regional level. There is no place in the EU for inflammatory rhetoric or the glorification of war criminals, from any side.

² COM(2020) 57 final

³ 2022 Communication on EU Enlargement Policy of 12/10/2022, COM(2022) 528 final

⁴ EU Enlargement Policy, COM(2022) 528 final, p. 14, <https://neighbourhood-enlargement.ec.europa.eu/system/files/2022-10/2022%20Communication%20on%20EU%20Enlargement%20Policy-v3.pdf>

A shared commitment among the EU and the Western Balkans to fighting corruption and organised crime, including through trial monitoring, was endorsed at the Sofia EU-Western Balkans Summit on 17 May 2018⁵. The importance of continuing reforms related to the independence and functioning of the judiciary and the fight against corruption and organised crime was reaffirmed at the following summits, and most recently at the Tirana EU-Western Balkans Summit on 6 December 2022⁶.

The action has several targets and contributes to reaching the overall objective of IPA III Window 1 which is to strengthen rule of law, democracy, the respect of human rights and international law, civil society and security as well as to improve migration management including border management. More specifically, the action, implemented through five distinct components, will contribute to thematic priorities 1 (judiciary), 2 (fight against corruption), 3 (fight against organised crime/ security), 4 (migration and border management) as well as 5 (fundamental rights). It also serves to reach thematic priority 3 (Good neighbourly relations and reconciliation) under Window 2: Good governance, EU acquis alignment, good neighbourly relations and strategic communication via the support to reconciliation efforts.

Under Window 1, thematic priority 1 - *judiciary*, the action will contribute to further improve the independence, accountability, quality and efficiency of the judicial systems of each beneficiary, by strengthening the evidence-based approach for justice reform. The action will extend the on-going IPA 2019 programme of trial monitoring of cases of organised crime and high-level corruption in at least five IPA III beneficiaries, providing recommendations for addressing systemic issues. The trial monitoring will also contribute to the thematic priorities 2 and 3 - *fight against corruption and fight against organised crime/security* - by supporting the track-record of adjudication of cases of high-level corruption and organised crime, highlighted in the IPA III Programming framework.

The action further includes a specific target on thematic priority 3 - *fight against organised crime/security*. The IPA III programming framework underlines the need to improve criminal procedures and operational capacities notably in the context of the region's participation in the European Multidisciplinary Platform Against Criminal Threats (EMPACT) . The component with CEPOL and Europol on strengthening Western Balkans participation in EMPACT and cooperation with the EU is designed to specifically address this need which is common to all Western Balkans IPA III beneficiaries. Increasing the operational cooperation between the Western Balkans and Member States through integrating them more into the work and tools of the EU Justice Home Affairs agencies, will enable the respective authorities in the region to fight organised crime more effectively. In addition, the EU Strategy to tackle Organised Crime ⁷ as well as the EU Terrorism Agenda⁸ both underline inter alia the crucial role of EU Justice and Home Affairs agencies in working at operational level with the Western Balkans.

The action component that supports enhanced strategic cooperation and the use of coordinated approaches to fight crime, implemented through the Integrative Internal Security Governance (IISG) platform, also contributes to *enhancing the collective effectiveness of security actions* and thus contributes to thematic priority 3. The action will continue to support the regionally owned structure and database for identifying, sharing and coordinating security-related information.

⁵ Sofia Priority Agenda, Annex to the Sofia Declaration, 17 May 2018, https://www.consilium.europa.eu/media/34776/sofia-declaration_en.pdf

⁶ Tirana Declaration, 6 December 2022, <https://www.consilium.europa.eu/media/60568/tirana-declaration-en.pdf>

⁷ [EUR-Lex - 52021DC0170 - EN - EUR-Lex \(europa.eu\)](#)

⁸ [09122020_communication_commission_european_parliament_the_council_eu_agenda_counter_terrorism_po-2020-9031_com-2020_795_en.pdf \(europa.eu\)](#)

Reinforcing the engagement of the EU on security and migration in the Western Balkans, including on border management is emphasised as a priority in the Enlargement strategy and the Council conclusions on enhancing cooperation with Western Balkans partners in the field of migration of 9 February 2023⁹. The action is also aligned to the spirit of the Security Union Strategy¹⁰ which makes a strong link between the internal and external security nexus and prioritises security cooperation with the immediate neighbours of the Union and the enlargement region in particular. The action component targeting *enhanced controls at borders and airports* has direct relevance both to thematic priorities 3 and 4. The action will continue support to the UNODC and World Customs Organisation implemented action on container control and the interception of high-risk passengers, cargo and mail.

The fight against cybercrime¹¹ is an important priority of the EU in its external affairs due to the borderless nature of the cyber world. The action component on fighting cybercrime contributes to thematic priority 3, both from the angle of *organised crime and security*. The action will support Council of Europe which is the standard-setter in combatting cybercrime through the Budapest Convention on Cybercrime¹² and its two additional protocols being the key international legal standards in the area.

Under Window 2, thematic priority 3, *good neighbourly relations and reconciliation*, the action will contribute to the further processing of war crimes cases, support to victims and victim's associations and regional collaboration between jurisdictions, in addition to supporting strategies and actions clarifying the legacies of that past. This part of the action will predominantly focus on Bosnia and Herzegovina, Kosovo, Montenegro, and Serbia. North Macedonia and Albania will be included when and where relevant. There is a substantial backlog of cases that needs processing and several of the indicted persons holds multiple citizenships and reside in neighbouring countries. This enables them to escape justice by taking advantage of prohibitions against extradition of own nationals for the criminal offences of genocide, crimes against humanity and war crimes. They also benefit from the lack of progress of neighbouring jurisdictions in addressing the crimes in question. Still the number of missing persons after the 1990's conflicts are a matter of concern and most targeted partners do not have elaborated strategies of dealing with the past or strategies on transitional justice. In some cases, political leaders continue to engage in historical revisionism and glorification of war criminals and relations between communities remain in many cases affected by mutual distrust as well as lack of common initiatives or substantial exchanges.

The action complements existing EU-funded support to Security, Rule of Law and Reconciliation in the region, either by ensuring continuity of successful existing programmes (i.e. in the case of areas of support #1 – CEPOL/EUROPOL, #2 – IISG, #3 – UNODC, #4 – CoE, #5 – OSCE #6 – IRMCT) or by piloting new regional programmes addressing existing gaps identified at the needs-assessment stage, or by integrating lessons learned and recommendations delivered under other programmes in relevant areas. Area of Support #2 (IISG) is explicitly dedicated at ensuring the coordination among actions and partners in the security area, by supporting the continued operation of a multi-stakeholders forum for exchange and coordination between

⁹ <https://www.consilium.europa.eu/en/press/press-releases/2023/02/09/european-council-conclusions-9-february-2023/>

¹⁰

¹¹ Cybercrime commonly refers to a broad range of different criminal activities where computers and information systems are involved either as a primary tool or as a primary target. Cybercrime comprises traditional offences (e.g. fraud, forgery, and identity theft), content-related offences (e.g. on-line distribution of child pornography or incitement to racial hatred) and offences unique to computers and information systems (e.g. attacks against information systems, denial of service and malware). See <https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:52013JC0001>

¹² Convention on Cybercrime (ETS No. 185)

local and international partners on security-related needs, responses and activities in the region. Other Areas of Support will include specific coordination activities with other EU-funded actions and with other donors either as part of the description of the action or through existing coordination mechanisms and activities at beneficiary level (performed by EU Delegations and EUSR Offices) and at regional level (performed by NEAR and by implementing partners).

2.2. Problem Analysis

AREA OF SUPPORT #1: Strengthening operational cooperation on organised crime and terrorism (CEPOL)

Short problem analysis:

The Western Balkan partners continue to face important challenges in the fight against organised crime. Organised crime's foothold in the region remains strong, important smuggling routes run through the Western Balkans and criminal networks with an international reach operate from and via the region. Police and judicial cooperation in criminal justice should be stepped up further both among the beneficiaries and with the EU. Proactivity of authorities in identifying and addressing organised crime and in dismantling the economic bases of criminal groups including through using the instruments and tools provided by the EU Justice and Home Agencies is increasingly needed.

At regional level, the law enforcement agencies and judicial authorities still need more efficiency in investigation and prosecution of organised crime in key areas, with a focus on proactive investigation and intelligence led policing. Cooperation and coordination among the law enforcement agencies at national, regional and with the EU agencies and EU Member States requires additional efforts towards increasing the number of investigations, prosecutions and convictions in serious and organised crime cases.

In some instances, the understaffing of the law enforcement agencies and prosecutors' offices, exacerbated by the limited training capacities represents a weakness in addressing the fight against organised crime and terrorism.

The exchange of criminal data is a prerequisite for the effective operational cooperation of law enforcement agencies and needs further improvement and interoperability.

Financial crime remains a threat for the region and capacities to detect and analyse the illicit financial flows should be strengthened. Financial investigations often do not accompany criminal proceedings, hence there is a need to improve the techniques of the relevant authorities together with a systematic tracking of money flows. The identification, seizure and confiscation of criminal assets needs a strategic and systematic approach and tool.

The Western Balkans remains a top priority area for Europol's external relations. Despite a number of progresses having been made over the past decade notably in police cooperation, the region continues to function as an external hub for criminal activities and groups active in the EU, being for example an important transit point for illicit commodities entering and leaving the EU via different variations of the Balkan route. The region is a significant source/transit area for various criminal activities affecting the EU, such as:

- the production and smuggling of drugs (especially cannabis, cocaine, heroin and synthetic drugs);
- migrant smuggling and human trafficking (THB);
- organised property crime;
- smuggling of excise goods (mainly cigarettes);
- firearms and terrorism;
- cybercrime.

Cybercrime is the fastest evolving global threat and the cyber-attacks against the public administration infrastructure is just an example of the magnitude of the phenomenon. The law enforcement agencies and judicial authorities are not well equipped in terms of training and human resources and there is an acute need for more effective law enforcement and judicial responses focusing on detection, traceability and prosecution of the cyber criminals.

Firearms trafficking remains a concern at regional level, given the number of available firearms and incidents occurred, which requires a better exchange of information, data collection and reporting, while increasing the involvement in the EU Action Plan on firearms.

Drugs trafficking is still undermining the security architecture at national and regional level, and a better inter agency cooperation and exchange of information is paramount, as well as increase of understanding the drug market via analytical work, identification of intelligence gaps and examine the intelligence picture.

Both smuggling of migrants and trafficking of human beings, including trafficking of women and girls, as an especially vulnerable category are emerging threats while the landscape is constantly changing in terms of modus operandi and the use of technology (e.g. digital smuggling). There are more efforts needed at regional level for the effective prevention and proactive identification of the victims and perpetrators. In addition, the cooperation at regional level is required in the fight against trafficking of cultural property, environmental crime as well as tobacco smuggling.

In the *fight against terrorism*, there are still a number of challenges in countering violent extremism and radicalisation, including in prisons, in dealing with the return of foreign terrorist fighters, and addressing the nexus with the organised crime, financial dimension of the terrorism and spread of online propaganda. In this regard, more efforts are requested to effectively counter these dimensions via increased and structured cooperation between the security agencies, increased capacity to investigate and prosecute financing of terrorism and counter terrorist content online. The role of the National Coordinators on countering terrorism and violent terrorism and a more inclusive approach towards the analytical products is to be strengthened.

More than 50 % of all reported suspected organised criminals active in the EU are non-EU nationals. Half of these non-EU nationals originate from countries in the EU's neighbourhood, such as the Western Balkan region, eastern European countries, and North Africa.

All Western Balkan partners recognise the importance of further enhancing their level of cooperation with the EU, also with the support of Europol.

In terms of international law enforcement cooperation, the Western Balkans authorities are increasingly active in the EMPACT community, by participating and leading operational action plans and joint action days as well as appointing national EMPACT coordinators. EMPACT also covers all above listed crime priority areas. Nevertheless, since their participation in EMPACT is relatively new, there is still a need to enhance the cooperation in the multiple dimensions of the EMPACT.

EMPACT is a security initiative driven by EU Member States to identify, prioritise and address threats posed by organised and serious international crime. It runs in four-year cycles as a multidisciplinary cooperation platform of Member States, supported by all EU institutions, bodies and agencies such as, Europol, the European Border and Coast Guard Agency (Frontex), the EU Agency for Criminal Justice Cooperation (Eurojust), the EU Agency for Law Enforcement Training (CEPOL), the European Anti-Fraud Office OLAF, the EU Agency for the Operational Management of Large-Scale IT Systems in the Area of Freedom, Security and Justice (EU-LISA), the European Fisheries Control Agency (EFCA) and others. Third countries,

international organisations, and other public and private partners are also associated. EMPACT is implemented through 15 Operational Action Plans (OAPs) containing operational actions with the aim to combat crime and dismantle high risk criminal networks in the 10 key areas identified by the Serious and Organised Crime Threat Assessment (SOCTA) and endorsed by the Council. Based on intelligence gathered and in agreement with EU Member States, this project will offer better and more opportunities for the Western Balkans partners to participate in EMPACT operational actions related to all priorities, including through cross-border law enforcement operations organised in the framework of the Joint Action Days.

In the framework of the regional Western Balkans Operational Training Needs Analysis (OTNA) developed in line with the EMPACT and EU Counter Terrorism Agenda priorities under the IPA regional project ‘Western Balkans Partnership against Crime and terrorism WB PACT’ 2020-2023, CEPOL identified the following crime areas : drug trafficking; financial crimes; high-risk criminal networks; smuggling of migrants; cyber-attacks and terrorism, as regional needs for trainings, along with specific cross-cutting training requests such as improved understanding of the EMPACT mechanism, SOCTA methodology and special law enforcement tactics. The OTNA report showed a strong demand for professional competency development across training priorities, from awareness raising to expert level.

In addition, there is a strong need to address multiple dimensions in the development and delivery of the training activities to include preventive criminal investigations and intelligence led policing, strengthened analytical capacities and financial investigation competencies for a multidisciplinary group of law enforcement and judicial professionals. The OTNA findings on the needs for improved interoperability and international law enforcement cooperation and coordination, resonates with the policy objectives underlined in the EU Security Union Strategy¹³, EU Strategy to tackle Organised Crime¹⁴ strategies and the EU Counter Terrorism Agenda¹⁵.

A strong focus shall be put on the regional networks on EMPACT and counter terrorism support to address the shortcomings in operational cooperation, the institutional coordination and exchange of information, and the cooperation with the EU Agencies and EU Member States.

For the action to be fully relevant to all Western Balkan partners and to be effective regionally, and in view the high number of ongoing capacity building actions across the Western Balkans that also target law enforcement and prosecutorial staff, specific efforts are needed to avoid duplications and generate synergies with other projects. Any overlap with ongoing or future EU and EU Member States projects in strengthening the rule of law, justice and home affairs and migration should be avoided.

¹³ [Brussels, 24.7.2020 COM\(2020\) 605 final COMMUNICATION FROM THE COMMISSION TO THE EUROPEAN PARLIAMENT, THE EUROPEAN COUNCIL, THE COUNCIL, THE EUROPEAN ECONOMIC AND SOCIAL COMMITTEE AND THE COMMITTEE OF THE REGIONS on the EU Security Union Strategy](#)

¹⁴ [COM\(2021\) 170 final COMMUNICATION FROM THE COMMISSION TO THE EUROPEAN PARLIAMENT, THE COUNCIL, THE EUROPEAN ECONOMIC AND SOCIAL COMMITTEE AND THE COMMITTEE OF THE REGIONS on the EU Strategy to tackle Organised Crime 2021-2025](#)

¹⁵ [Brussels, 9.12.2020 COM\(2020\) 795 final COMMUNICATION FROM THE COMMISSION TO THE EUROPEAN PARLIAMENT, THE EUROPEAN COUNCIL, THE COUNCIL, THE EUROPEAN ECONOMIC AND SOCIAL COMMITTEE AND THE COMMITTEE OF THE REGIONS A Counter-Terrorism Agenda for the EU: Anticipate, Prevent, Protect, Respond](#)

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

The main stakeholders are mainly representatives from Ministries of Interior/Security, law enforcement agencies and prosecutor offices from the Western Balkans.

AREA OF SUPPORT #2: Increased coordination among security actions (RCC - IISG)

Short problem analysis

Following years of complex security challenges in the region and a lack of coordination among various partners and actions in the security areas, the Integrative Internal Security Governance (IISG) concept for the Western Balkans was set up by 2016 Council Conclusions, as a "more comprehensive mechanism to address security threats in the Western Balkan region". The Council called for the creation of a "coordination mechanism – the Integrative Internal Security Governance Support Group (IISG SG)". The IISG explicitly builds on and expands the "integrative and complementary approach to counter-terrorism and violent extremism in the Western Balkans" (WBCTi), adopted by the JHA Council on 3-4 December 2015 to two other pillars: the WBCSCi (Western Balkans Counter Serious Crime initiative) and the WBBSi (Western Balkans Border Security). IISG hence covers three thematic action areas with corresponding Support Groups. Following the revised Terms of Reference of the IISG, adopted by the IISG Board in Skopje on 19 November 2019, an IISG Secretariat was created to support the work of the three Support Groups and the Board. The Secretariat is hosted since May 2020 by the Regional Cooperation Council (RCC) in Sarajevo.

IISG is a joint effort of the Western Balkans and its international partners towards an efficient response to security challenges in the Western Balkans by enhancing the capacities of authorities to fight organised crime and terrorism (including preventing and countering of violent extremism) through a set of reinforcing actions that aims at achieving closer cooperation on security matters in the WB. The approach aligns with EU standards and supports the security prospect of the region and the EU. The IISG has over the past years created a forum for exchange between local and international partners on security-related needs in the region. This has been done by mapping needs and responses in each of the three pillars of action of the IISG, i.e. Counter-Terrorism, Organised Crime and Border Security and conducting a series of workshops with the Western Balkans and other interested international partners. The outcome is an increased level of understanding of the state of play of security actions in the Western Balkans, with a wide support and engagement of the Western Balkans jurisdictions themselves. In addition, the IISG Secretariat has produced and launched a secure database containing information on projects implemented in each Western Balkan partner in accordance with the three pillars of actions, which is currently being updated with the latest data. There is therefore a clear need to continue to support the efforts initiated by the IISG and its Secretariat to improve and communicate the comprehensive overview on security actions in the region. The IISG secretariat will also need to further their work on outreach and analytical support and advice to make sure additional relevant actors are aware of the possibility to contribute to and take part of and make use of available information. Finally, the Regional Network of Counter-Terrorism and Prevention/Countering Violent Extremism coordinators, currently chaired by the EU Counter-Terrorism Expert based in the EU delegation in Bosnia and Herzegovina and which meets on a bi-annual basis needs to be supported technically and logistically by the IISG Secretariat.

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

The action will support the six Western Balkan partners to continue the consolidation of the mapping process (security needs, responses, and support), further strengthen donor coordination and increase IISG's advisory role. This approach is in line with the EU Western Balkans Strategy and the Enlargement Communication priorities and represents a continuation built on achievements and efforts from earlier phases of the IISG. Key

actors and interlocutors are the IISG Board, consisting of the six Western Balkans partners (at ministerial levels) and the European Commission as voting members. Other IISG members are various EU Member states and countries outside the EU, international- and regional organisations, including EU Justice and Home Affairs Agencies. Upon request, the membership base is gradually being expanded to serve the purpose better.

AREA OF SUPPORT #3: Strengthening border law enforcement capacities (UNODC)

Short problem analysis

The ‘Balkan route’ continues to be significant route and pose significant problems regarding certain illicit goods trafficked into the European Union. Opiate trafficking continues to originate from the source country of Afghanistan through Iran and Türkiye via South-Eastern Europe, towards Western and Central Europe, and remains the main source of heroin for West and Central Europe. Albania and South Eastern Europe is central to cocaine trafficking from Latin America to Europe, in particular via Italy, with growing evidence that many chemical precursors for drug production being imported into Albania from Colombia. Albania is also a source country for marijuana trafficking to Europe. In addition, criminal networks continue to operate from the region and diversified their operations over time, thus engaging in poly-criminal activities, such as firearms trafficking, migrant smuggling, drug trafficking, illicit financial flows and /or terrorism-related offences. These networks of traffickers rely on land, air and maritime routes to conduct their criminal activities. Cargo shipments, including sea containers, are particularly vulnerable and represent a constant target for the trans-shipment of large quantities of drugs, often hidden in legitimate cargo.

Air Cargo and Air Passengers

Air cargo and air passenger volumes are growing annually on a global scale. Business and consumers’ demand for the expeditious, efficient shipment of goods has fuelled the rapid growth of the air cargo industry over recent years. Similarly, and despite the recent halt in air travel due to the COVID-19 pandemic, global air travel is expected to continue to increase in the coming years. In this regard, the international air cargo and air passenger sectors have a unique and important feature that is not shared to the same extent by other commercial transport mediums. The common carriage of both passengers and commercial freight on the same transport exposes this sector to a wider variety of security threats. Air cargo and air passengers are being used to transport illicit or destabilising commodities across all regions. Better coordination between law enforcement agencies is consequently needed to meet the screening challenges of this high-volume trade and traffic. Commercial corridors that transit through South Eastern Europe, linking Western Europe with Asia and other continents, carry a massive flow of goods and travellers, and are traditionally exploited by trafficking actors in the region. The geographical position of the South-East European countries is thus raised as a facilitating factor for smuggling. Organised criminal groups exploit the trafficking channels that were developed during the wars of the 1990s and that still exist today. Smuggling activities generally equate with corruption, potentially involving border and customs officers. In addition to this, legal businesses are often used to directly facilitate criminal activities and tend to be group-owned transport companies, including shipping and import-export companies. These transport companies operate legally on the same routes that are also used for smuggling, which further complicates the matters related to preventing illegal trafficking.

With their increased detection capacity, AIRCOP Joint Airport Interdiction Task Forces (JAITF) across the globe have intercepted several victims of human trafficking and contributed to the dismantling of trafficking and migrant smuggling networks at airports where they are active. To contribute to a comprehensive response, AIRCOP supports the enhancement of JAITFs’ trafficking in persons and smuggling of migrants profiling and cooperation capacities. In particular, AIRCOP is working to enhance detection and identification of victims and potential victims of trafficking in persons and migrant smuggling by air, their referral to support

services, as well as evidence gathering to support investigation of such cases by the competent judicial authorities.

While the expansion of airport infrastructures supports economic development in the region, airports are also becoming an essential hub along existing and newly developed criminal routes and present a heightened risk. Despite present efforts, South-East European countries still lack the technical and technological capabilities to undertake comprehensive and efficient risk-based targeting, inspections of luggage, or body checks without impacting the smooth operations of commercial airports. In addition, the sharing of information between law enforcement agencies both nationally and along trafficking routes, in source, transit and destination countries, is often limited or non-existent.

Maritime containers

As the global economy becomes increasingly interconnected, opportunities for trade have spread around the world. Maritime shipping lanes are the superhighways of international commerce; more than 827 million twenty-foot equivalent unit (TEU) movements are recorded per year, accounting for 90 percent of the global cargo trade. However, this presents opportunities not only for countries and legitimate businesses but also for terrorists and transnational organised crime groups to transport anything from legal goods used for money laundering, to prohibited drugs and even weapons of mass destruction. These actors benefit from the sheer volume of global trade since this makes effective monitoring extremely difficult; less than two percent of shipping containers are ever screened.

Moreover, the rise of the Darknet technologies has enabled any individual to access crypto markets that exploit standard postal and commercial shipping services. Finally, the challenge is made even greater by the proliferation of sophisticated concealment measures, corruption, limited resources, complex and diverse port processes and systems and a lack of trust and coordination between state agencies and actors in the private sector. Thus, this situation poses grave threats to international security and to the international trade supply chain, which is vital for sustainable economic development.

Enhancing Customs and law enforcement capacities to profile, select and detect high- risk maritime containers is key to disrupting the illicit exploitation of the international containerised trade supply chain in South-Eastern Europe. This includes the Balkan route for opiate trafficking, cocaine, marijuana, cigarettes, tobacco, firearms, firearm components and ammunition.

The work of AIRCOP and the Container Control Programme (CCP) in the Western Balkans region has proven to be crucial for disrupting the illicit exploitation of the containerised trade supply chain and the air passengers transporting shipments of drugs or other illicit goods since the start of the project “EU and UNODC joint Action promoting rule of law and good governance through targeted border control measures at ports and airports” in January 2020.

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

The action will aim to support the border law-enforcement authorities at each selected border crossing points (both port, land, air) and staff at the selected airports.

AREA OF SUPPORT #4: Strengthening cybercrime capacities (CoE)

Short problem analysis

While the digital transition of South-Eastern Europe is in line with one of the EU's own key priorities, the increasing reliance on information and communication technologies and services brings about new vulnerabilities with potentially far-reaching implications. Notably, online criminal activities and those facilitated by the Internet can have serious implications on human rights, democracy, and the rule of law. Organised crime groups are using crime-as-a-service to carry out cybercrime, which affects the security of both public and private organisations as well as individuals.

The ransomware attacks on Albania and Montenegro that took place in summer 2022 are notable examples of the increasing level of cyber threats to critical infrastructure and government services following the outbreak of Russia's war of aggression in Ukraine, highlighting the need for a stronger focus on the interface between cybersecurity measures and criminal justice responses to cybercrime. Ransom payments extracted through these attacks and other forms of cybercrime highlight the importance of finding and seizing proceeds from online crime.

Online child sexual exploitation and abuse (OCSEA), one of Commission's priority areas in the fight against cybercrime, is becoming a growing concern in South-Eastern Europe. Addressing this issue, which includes the production and distribution of child sexual abuse material, as well as online child sexual exploitation, is notably a key priority within EMPACT.

The capacities to search, seize and secure evidence on computer systems of any form of cybercrime for use in criminal proceedings are crucial for ensuring successful investigations and convictions. Criminal justice response has to be effective and in line with human rights and rule-of-law requirements. The Budapest Convention on Cybercrime¹⁶, along with its new Second Additional Protocol on enhanced cooperation and disclosure of electronic evidence, provides a framework for such a response. Albania, Bosnia and Herzegovina, Montenegro, North Macedonia, Serbia and Türkiye are Parties to this Convention and can utilise the tools of the Second Protocol, which was opened for signature in May 2022. At the time of writing, Albania, Montenegro, North Macedonia and Serbia are among the signatories of the Protocol and both EU and the Council of Europe are maintaining a dialogue with the remaining partners to sign the Protocol at their earliest convenience.

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

The action will work closely with the responsible institutions for criminal justice action on cybercrime and offences involving electronic evidence. These are notably Ministries of Justice for legislation, Ministries of Interior and/or Security, police units (in particular, cybercrime units) and prosecution services for investigations, prosecutions and international cooperation, and the judiciary. Other public institutions as well as the private sector (in particular, service providers) and academia will also be involved as relevant.

¹⁶ Convention on Cybercrime (ETS No. 185)

AREA OF SUPPORT #5: Strengthening the judicial response to corruption and organised crime in the Western Balkans (OSCE)

Short problem analysis

Criminal justice systems represent key institutional instruments in countering organised crime and corruption (OCC). However, to deter and repress OCC while at the same time upholding the Rule of Law in both its procedural and substantive aspects, judicial systems need to be independent, professional, effective, accountable, and equipped with the necessary human, financial and administrative resources. Given their politically complex and sensitive nature, OCC cases constitute a crucial test for assessing the capacity and independence of the judiciary, as well as the adequacy of the legal framework regulating the powers and prerogatives of public institutions. A concrete and sustained track record in tackling corruption, money laundering and organised crime is therefore a tangible sign of political will, institutional capacity and societal readiness to make advances on the rule of law.

As highlighted in the 2022 Communication on EU Enlargement Policy,¹⁷ across the Western Balkans, the persistent scarcity of human and financial resources in the judicial institutions, as well as the lack of dedicated capacity and expertise on financial investigations, continue to hinder the effective investigation and adjudication of cases of organised crime and corruption. While capacity building activities for the justice sector are usually available, persisting inefficiencies and vulnerability of the justice sector to undue influence hinder the effectiveness of the judicial sector in the adjudication of organised crime and corruption cases and in recovering the proceeds of these crimes. The regional round of case-based peer reviews deployed in the Western Balkans in 2022 also highlighted a number of significant issues in the judicial response to corruption and organised crime, which should be addressed as a matter of priority.

The action represents a continuation of the ongoing efforts under the action “Supporting a More Effective Administration of Justice in Corruption and Organised Crime Cases in the Western Balkans through Trial Monitoring” (IPA/2020/417-065) implemented in indirect management by the OSCE since 2020. The initial findings contained in the analytical report issued by OSCE in September 2022 highlight systemic gaps in the areas of financial investigation, case management, legal drafting and judicial independence.

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

The action will support the participating Western Balkan jurisdictions in the strengthening of judicial responses to OCC, particularly by providing tailored recommendations to relevant justice systems actors, such as magistrates, lawyers, Ministries of Justice, parliamentary committees and other relevant justice sector institutions, including judicial and prosecutorial councils, relevant independent regulatory bodies, and national bar associations, as well as civil society organisations and the media.

In particular, the action will work closely with judicial actors (courts, judges, prosecutors, and respective councils) through trial monitoring and interviews, in order to gather diagnostic elements aimed at identifying systemic issues in the judicial management and adjudication of OCC cases. Judicial actors will also be a key

¹⁷ EU Enlargement Policy, COM(2022) 528 final, p. 12, <https://neighbourhood-enlargement.ec.europa.eu/system/files/2022-10/2022%20Communication%20on%20EU%20Enlargement%20Policy-v3.pdf>

interlocutor in the preparation of the ensuing recommendations, as well as their principal addressee, due to their essential role in ensuring efficient, fair and effective management of OCC cases.

Political actors such as Ministries of Justice and Parliamentary Committees will also be involved in the diagnostic phase and in the discussion of recommendations. Their involvement will be particularly relevant for aspects related to the normative and regulatory framework, given their role in the legislative process. Moreover, governmental stakeholders from the Ministry of Justice will be relevant as key interlocutors in relevant political processes, such as the JHA Ministerial and the EU-Western Balkans Summit (in the framework of which the trial monitoring of OCC cases has been established).

Finally, the contribution of Civil Society Organisations to the data collection and discussion of the recommendations will provide an independent and additional source of information and validation of findings. The role played by media in shaping public perceptions and the context in which cases are tried (including by exerting potential indirect influence) will be assessed through complementary media monitoring, while media representatives will be associated to public-facing activities as a mean to increase transparency, awareness and local ownership.

AREA OF SUPPORT #6: Further increasing war crimes accountability and supporting reconciliation in the Western Balkans (IRMCT)

Short problem analysis

Denial and impunity for past atrocities feeds hate speech, ethnic-based radicalism and nationalistic divisive rhetoric. There is a need to continuously inform the public about the past in a factual and evidence-based manner and to disseminate a strong historical record to strengthen resilience against revisionism, in a conflict sensitive manner. This is key to enable building trust within and between communities, as a basis for a stable and peaceful region and as a prerequisite for EU accession.

With the signature of the respective Stabilisation and Association Agreements, all IPA III beneficiaries in the Western Balkans have formally confirmed their commitment to foster regional cooperation and the development of good neighbourly relations. For Montenegro and Serbia, the Negotiating Frameworks and benchmarks, governing the respective accession negotiations highlight that regional cooperation and good neighbourly relations remain essential parts of the enlargement process, contributing to prosperity, stability, reconciliation and a climate conducive to addressing open bilateral issues and the legacy of the past. In the contexts of its membership application, Bosnia and Herzegovina has committed¹⁸ to take concrete steps to promote an environment conducive to reconciliation in order to overcome the legacies of the war.

Fighting impunity for war crimes remains a key challenge throughout the region. Bosnia and Herzegovina, Kosovo and Serbia and, to some extent, Montenegro continue to face a large backlog of war crimes cases and experience accountability gaps including for cases involving senior and mid-level suspects¹⁹. While Albania

¹⁸ COM(2019) 261 final - 14 key priorities were outlined in the Commission Opinion on the country's EU membership application. These are considered key for Bosnia and Herzegovina to advance on the EU path towards the opening of EU accession negotiations. Key priority no. 5 relates to reconciliation.

¹⁹ According to IRMCT estimates of 2022, for Bosnia and Herzegovina about 319 cases against 3727 perpetrators, around 197 of these cases against 2508 perpetrators are complex cases. In Montenegro there are five cases, in Serbia estimated 1500 and in Kosovo about 1000

and North Macedonia do not share the same challenge in prosecuting war crimes cases, they may still benefit from lesson learnt from the other jurisdictions.

There is a continued need to strengthen capacities in each of the jurisdictions – albeit to a varying extent – to deal effectively with the crimes committed during the 90ties. The IRMCT will close the last case that was open from the ICTY probably during 2023 but remain as a residual mechanism in place to support the relevant authorities in their work to further close existing accountability gaps, bring remaining perpetrators of war crimes to justice and bring justice and closure to the victims. In addition, the geopolitical polarisation resulting from Russia's aggression against Ukraine, has led to an increasingly fragile situation, where politicians continue to capitalise on longstanding grievances and un-addressed needs for national reconciliation.

Relations between communities remain in many cases affected by mutual distrust as well as lack of common initiatives or substantial exchanges. The capacities of civil society in this area of work (peace building, trust building) remain weak, also due to decreasing investment of donors in this sector. Lack of progress in the real of reconciliation impact all other sectors of development and functioning of state (especially in the cases of Bosnia and Herzegovina and Kosovo).

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

The primary stakeholders involved in handling war crimes are domestic war crimes investigative and prosecution services. These services need strong institutional and organisational support to tackle the large backlog of cases, including in particular complex cases involving senior- or mid-level suspects and/or challenging crimes such as cases involving conflict-related sexual violence.

Beyond the need to increase the capacity of domestic authorities there is a need to continue to inform the public about past facts and to promote a dissemination of a strong historical record resilient to revisionism. Targeted stakeholders for this component will include journalists and media professionals, teachers, students, social influencers and civil society organisations (CSOs) who can act as important multipliers of accurate and unbiased information related to war crimes from the 1990s. Moreover, it is crucial that key stakeholders from the Western Balkans – students, teachers, journalists and CSOs – have opportunities to jointly learn about and discuss issues related to crimes committed in 1990s conflicts. This can facilitate a cross-border and cross-community understanding of the recent violent past of the region and acceptance of a joint narrative about those events.

The ultimate beneficiary of enhanced criminal accountability and the rights of victims of the 1990s conflict in the former Yugoslavia is the general public in the region and in particular young people, who would most benefit from more cohesion and peace within the countries or territories and across the region.

2.3. Lessons Learned

The action foresees the continuation of six ongoing projects, it is therefore important to consider lessons learned from these previous engagements. The main lessons learned which are reflected in the design of the action and its specific pillars include:

- Built-in coordination and consultations with EU Delegations, line DGs and various other agencies, as relevant depending on the pillar;
- Clearly defined and agreed methodology, revised from previous projects to ensure more efficient implementation, also relying on findings of Results Oriented Monitoring (ROM) reports where relevant;

- Preliminary mapping of existing support and actions, avoiding duplications and ensuring complementarities, ensure sustainability for beneficiaries and policy coherence across actions and actors and ensure local ownership. Continuous coordination will take place to ensure complementarity with future support;
- Need to continue political engagement with the beneficiaries in particular where areas of support have so far not been able to be rolled out in all planned Beneficiaries;
- Despite the COVID-19 pandemic, all the ongoing actions succeeded in pursuing the implementation of activities, identifying alternative opportunities to work in hybrid and online mode and rescheduling physical activities to more suitable timings and locations. For the upcoming actions, activities that have proven to be successful online will be organised in this mode of delivery.
- The ongoing projects have revealed that the authorities' capacities in different beneficiaries differ significantly. Some require more support to enhance their skills in certain areas, while others have very limited capacities in others. The upcoming action will reflect this in its design to ensure tailored supported to all the Beneficiaries.

3. DESCRIPTION OF THE ACTION

3.1. Intervention Logic

The **Overall Objective (Impact)** of this action is to: Strengthen the rule of law and security in the Western Balkans through enhancing the fight against organised crime, corruption and terrorism and to foster cohesion and resilience by continued support to addressing the legacy of the past and bringing justice to victims of the wars of the 1990s.

The **Specific(s) Objective(s) (Outcomes)** of this action are to:

1. To strengthen operational cooperation within the Western Balkans and between the region and the EU on organised crime and terrorism using EU JHA agencies and tools
2. To enhance the Western Balkans strategic cooperation and use of coherent approaches in addressing challenges related to organised crime, terrorism, and border security
3. To strengthen the judicial response to corruption and organised crime in the Western Balkans
4. To enhance the ability of the Western Balkans to deal with the legacy of the past through prosecution of war crimes cases and engagement of the civil society, including on issues related to reconciliation

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

- 1.1 Increased ability of Western Balkans law enforcement to participate in EMPACT activities contributing to Specific Objective 1 and 2
- 2.1 Western Balkans stakeholders have better knowledge on response gaps and approaches to security threats in the region, contributing to Specific Objective 1 and 2
- 3.1 Improved capacity of border law enforcement forces to implement container and passenger controls in the Western Balkans, contributing to Specific Objective 1 and 2
- 4.1 Improved capacity of law enforcement authorities to investigate, prosecute and adjudicate cybercrime, contributing to Specific Objective 1 and 2
- 5.1 Western Balkan stakeholders have better knowledge on systemic issues related to prosecution and adjudication of cases of organised crime and high-level corruption, and on ways to effectively address them, contributing to Specific Objective 3
- 6.1. Western Balkans stakeholders are better equipped to handle war crimes cases and raise awareness about facts related to the 1990s conflicts in the region, contributing to Specific Objective 4.

The underlying intervention logic for this action is that:

If the Western Balkans are supported to meaningfully participate in EMPACT operational actions (output 1.1), they are likely to participate in more of these actions and thereby their criminal justice response to organised crime and terrorism acts will be strengthened (Outcome 1 and 2). If their knowledge is increased on the gaps in the response to security threats, (Output 2.1) they will be in position to better cooperate with the region and with the EU on how to address challenges related to organised crime, terrorism and border security (Outcome 1 and 2). If the Western Balkans continue to be supported in their capacity to implement container and passenger controls in the Western Balkans (Output 3.1), they will be in a better position to cooperate within the region and with the EU on organised crime and terrorism (Outcome 1 and 2). If the Western Balkan beneficiaries continue to be supported in improving the capacity of law enforcement authorities to investigate, prosecute and judge cybercrime, they will be more effective in operational and strategic cooperation within the region and with the EU on cybercrime investigations, using coherent approaches in addressing the challenges (Outcomes 1 and 2). If the Western Balkan beneficiaries continue to be supported in the identification of systemic issues impacting the effective prosecution and adjudication of cases of organised crime and high-level corruption, and of ways to effectively address them (output 5.1), they will be better placed to strengthen the judicial response to such cases (outcome 3). If the Western Balkans are better equipped to handle war crimes cases, as and to raise awareness about facts related to the 1990s conflicts in the region, in a conflict-sensitive manner (Output 6.1), they will be better capacitated to deal with the legacy of the past (Outcome 4).

If the above-mentioned Outcomes are achieved and the assumptions at this level hold true, the action will contribute to the strengthening of security, the rule of law and reconciliation in the Western Balkans. This is because, by enhancing their ability to fight organised crime, cybercrime, corruption and terrorism and war crimes prosecution, beneficiary institutions will be made more effective, accountable and capable of delivering the legal certainty and accountability, as well as the resilience against security threats required in a rules-based society.

Output 1.1 Increased ability of Western Balkans law enforcement bodies to participate in EMPACT activities

The action will strengthen the operational capacity of Western Balkans law enforcement authorities to combat organised crime and terrorism by supporting their increased capacities and knowledge on the main crime trends and investigation techniques, through the delivery of a full training portfolio in line with the priorities identified under the OTNA and the EMPACT priorities. With the support of Europol, it will also seek to further support the integration and participation in the operational activities of the European Multidisciplinary Platform Against Criminal Threats (EMPACT).

Output 2.1 Western Balkans stakeholders have better knowledge on response gaps and approaches to security threats in the region

The action will continue to support the functioning and the activities undertaken by the Secretariat of the IISG, hosted by the Regional Cooperation Council (RCC) which aims to increase collective efficiency in obtaining a comprehensive overview of the security actions in the Western Balkans. The IISG Secretariat will continue its main tasks of support, the work of the IISG Board and IISG Support Groups, mapping the needs and the responses of the three pillars (counter-terrorism, organised crime and border security) as well as managing the updated secure database containing quality assured information from contributing partners.

Output 3.1 Improved capacity of border law enforcement forces to implement container and passenger controls in the Western Balkans

The action will continue to support strengthening of the capacity of border law enforcement authorities in the field of rule of law and border management by means of promoting law enforcement cooperation and information exchange, cooperation and providing effective tools to prevent and fight organised crime and various forms of trafficking, by further enhancing the law enforcement capacities in the area of container, cargo and passenger security at airports, land borders and maritime in selected border crossing points and airports.

Output 4.1 Improved capacity of law enforcement authorities to investigate, prosecute and adjudicate cybercrime

The action will continue to enhance the capacities of the relevant authorities to ensure a more effective criminal justice response to cybercrime and electronic evidence in view of strengthening the rule of law, security and regional cooperation. The focus areas will be identified in line with the policy priorities of the EU in the area of cybercrime and the EU *acquis*, and will notably contribute to strengthening of legislative and policy frameworks on cybercrime; to enhancing capacities for investigations, prosecutions and adjudications as well as for international and public/private cooperation on cybercrime, notably ransomware and OCSEA; and to increasing synergies and information sharing between criminal justice authorities and cybersecurity institutions.

Output 5.1 Western Balkan stakeholders have better knowledge on systemic issues related to prosecution and adjudication of cases of organised crime and high-level corruption, and on ways to effectively address them

The action will continue to support the monitoring of OCC cases across the beneficiary jurisdictions in the Western Balkans' IPA III beneficiaries with the aim of identifying systemic issues in the prosecution and adjudication of organised crime and high-level corruption cases and produce tailored, realistic and strategically formulated recommendations on ways to address them, targeting all relevant justice stakeholders.

Building on the existing track-record of monitored cases and recommendations formulated during the first phase, the new action will further expand the number of monitored cases, as well as deepen the analysis in a set of agreed priority areas, in order to produce more solid and targeted recommendations. Moreover, the continued monitoring of high-level corruption and organised crime case will offer an ongoing assessment of the concrete impact of regional and bilateral activities in support of the justice system in the participating jurisdiction, as well as key inputs to the European Commission's yearly assessment on the state of play of the fundamentals cluster.

Output 6.1. Western Balkans stakeholders are better equipped to handle war crimes cases and raise awareness about facts related to the 1990s conflicts in the region in a conflict-sensitive manner.

The action will provide capacity-building to domestic authorities on complex war crimes cases, answering requests to access ICTY/IRMCT evidences archives and in connection with regional judicial cooperation (assistance to the transfer of cases). The Action will continue capacity-building activities of key stakeholders, such as teachers, students, journalists, social influencers and CSOs, on the understanding, use and dissemination of ICTY material and facts established in ICTY cases. Networking activities of key stakeholders, such as teachers, students, journalists, social influencers and CSOs to promote the understanding and knowledge of past facts and development and dissemination of awareness raising materials and media campaigns is foreseen.

3.2. Indicative Activities

Activities related to Output 1.1

Activities foreseen are:

- Delivery of a training portfolio, including cascading knowledge and competencies;
- Delivery of a Strategic Training Needs Analysis;
- Organisation and support to two networks: EMPACT Support Network and Counter-Terrorism Support Network;
- Advisory support on crime analysis and on participation in EMPACT's work such as Operational Actions drafting and implementing.

Activities related to Output 2.1:

Activities foreseen are :

- Advisory support *on the governance structure* by increasing role of support groups;
- Continued support to the mapping of needs and responses;
- Continued improvement of methodologies for the mapping process;
- Development of the IISG database by updating and completing data;
- Outreach and donor coordination;
- Logistical support to the bi-annual meetings of the Regional Network of CT and P/CVE Coordinators;
- Analytical support to IISG Members.

Activities related to Output 3.1:

Activities foreseen are:

- Capacity building and training activities with border law enforcement authorities;
- Study visits to other AIRCOP and CCP Units already established;
- Support to drafting regulations and SOPs.

Activities related to Output 4.1:

Activities to be implemented will notably include:

- Strengthening the cybercrime legislation and criminal justice response to cybercrime;
- Bolstering inter-agency and public/private cooperation for investigation of cybercrime and proceeds from online crime as well as international cooperation;
- Judicial training in line with latest standards and practices, enhancing capacities of criminal justice authorities on the investigation, prosecution, and conviction of cybercrime including ransomware and online child sexual exploitation and abuse.

Activities related to Output 5.1:

Activities foreseen include:

- A continued and increased monitoring of high-level corruption and organised crime cases as well as the identification of systemic trends, challenges and gaps in the prosecution and adjudication of such cases;
- Tailored, realistic, and strategic recommendations would then be formulated in consultation with beneficiary stakeholders and in synergy with assessments by the European Union and other relevant actors;

- Comprehensive assessments of key enablers for change and priority areas will be undertaken, on the basis of which existing recommendations will be assessed and, where necessary, revised;
- Activities in support of regional exchanges, aimed at increasing the ownership of recommendations by beneficiaries, will be complemented by the regular participation in coordination activities across the region with other national and international actors, programmes and initiatives.

Activities related to Output 6.1

Activities foreseen include:

- On-demand direct expert assistance to domestic authorities on complex war crimes cases;
- Preparing dossiers on complex war crimes cases and handing them over to relevant prosecution services in Bosnia and Herzegovina, Kosovo, Montenegro and Serbia;
- Providing expert legal support on key international criminal law topics to domestic authorities;
- Capacity-building activities, including peer-to-peer mentoring and training courses, of key stakeholders, such as teachers, students, journalists, social influencers and CSOs, on the understanding, use and dissemination of ICTY material and facts established in ICTY cases;
- Networking activities of key stakeholders, such as teachers, students, journalists, social influencers and CSOs to promote the understanding and knowledge of past facts;
- Development and dissemination of awareness raising materials and media campaigns;
- Regional exchanges and networking on issues related to the conflicts of the 1990s between high school teachers, teachers' associations, graduate students and university professors.

3.3. Mainstreaming

Environmental Protection, Climate Change and Biodiversity

This action does not pursue specific objectives as regards the environment and climate change. Environmental protection and climate change shall however be actively mainstreamed throughout this Action. In procuring equipment, it will be ensured, as far as possible, that environmentally friendly equipment, that causes as little harm and discrepancy to the environment and nature where it will be used, will be prioritised. It will also be assured that new equipment is more energy efficient, produces less waste material and uses less resources to operate.

Gender equality and empowerment of women and girls

As per OECD (Organisation for Economic Cooperation and Development) Gender DAC codes identified in section 1.1, this action is labelled as G1. This implies that gender equality is an important and deliberate objective, but not the principal reason for undertaking the programme.

Throughout the action implementation equal participation of women will be prioritised and gender perspectives will be integrated as a cross-cutting priority. The action will work with partners to ensure a balanced representation of women and men among action beneficiaries to the greatest extent possible (e.g. the action will not propose or accept single-gender workshops, panels, etc.). At project levels, gender specific indicators will be developed, and all quantitative project data will be disaggregated by gender.

Specifically for Window 2, the particular impact of conflicts on women and girls and their roles in post-conflict reconstruction, and in accordance with the EU Gender Action Plan (GAP), the action will be designed in a way to mainstream gender, with special consideration given to combatting all forms of sexual and gender-

based violence (including against men and boys) and promoting gender equality. Of relevance is also UNSCR 1325 “Women, Peace and Security” which calls for protection of women and girls from gender-based violence, particularly conflict related sexual violence. The action will further benefit from existing regional cooperation of gender institutional mechanisms from Western Balkans.

The action will ensure the equal participation of women and integrate gender perspectives into its activities as a cross-cutting priority. Furthermore, the action will work with partners to ensure a balanced representation of women and men among action beneficiaries to the greatest extent possible (e.g. the action will not propose or accept single-gender workshops, panels, etc.).

The action will emphasise strategies for maximising the chances that the voices of women and girls will be heard during the accountability process in order to address the bias that has historically resulted in males being the overwhelming majority of witnesses in war crimes proceedings. Finally, the action will fully incorporate and build upon the ICTY and IRMCT OTP’s identification of new and more effective strategies for integrating gender perspectives in international criminal law, particularly the standard-setting work by the ICTY OTP with regard to prosecuting Conflict-Related Sexual Violence at the ICTY.

Human Rights

The action will ensure that human rights are respected at all times, and activities follow a human rights-based approach. Fostering the respect for human rights, particularly in their intersection with rule of law and security considerations, is central to the Actions’ and its outputs’ approach. This includes the right to personal liberty and security, to non-discrimination, to a fair trial, to effective remedy, equality before the law, freedom from torture and inhuman or degrading treatment, freedom of movement, the right to asylum and protection of minority rights.

The victims of the crimes committed in the conflicts in the former Yugoslavia were often ethnic, religious or linguistic minorities. The action will directly support securing justice for them, and indirectly support respect for and defence of their constitutional and human rights.

The action is specifically aimed at ensuring that the voices of the victims of war crimes are heard. As minorities have often been victimised during the conflicts in the former Yugoslavia, particular attention will be given to highlighting their experience and suffering through presenting their stories in action activities. Furthermore, the action will seek to establish cooperation with minority associations throughout the region working on transitional justice issues.

The activities will be conducted with a human rights-based approach based on the principles of participation and inclusion of all in society, irrespective of their specific characteristics (e.g. sex/gender, age, ethnicity, disabilities, religious or political belief etc.), equality and non-discrimination (including gender considerations), transparency, accountability, ensuring that all these aspects are appropriately taken into consideration both in the planning and in implementation.

Disability

As per OECD-DAC Disability markers identified in section 1.1, this action is labelled as D0. Nevertheless, considerations aimed at increasing the inclusion of persons with disabilities will be mainstreamed across all relevant activities, coherently with the rights-based approach of the action.

Democracy

While the action does not specifically aim at improving democratic governance, it is assumed that – by contributing to increased security and rule of law in beneficiary jurisdictions – particularly in fighting organised crime, cybercrime, high-level corruption and state capture – it will have positive spill-over effects on the integrity and accountability of existing democratic institutions.

Conflict sensitivity, peace and resilience

By focusing on reducing the impunity gap related to war crimes conducted during the wars in the 90ties, the action directly improves accountability in the region and contributes to peace and resilience. The second priority is equally relevant, working with key stakeholders to promote fact-based narratives about the recent past, helping to build a joint understanding of history and combatting divisive and nationalist rhetoric and the glorification of convicted war criminals. In addition, the action will foster regional activities including by bringing together legal practitioners and a broad range of civil society and media representatives. This exchange of best practices and networking will increase mutual understanding and consolidate existing networks and hence, support improved regional cooperation as a basis for a peaceful region.

Engagement with civil society

In the development of this action, which is a continuation of previous work in the same area and method, IRMCT has consulted civil society actors, victims' associations throughout the Western Balkans as well as youth organisations, organisations of history teachers from the targeted IPA III beneficiaries and the European Association of History Educators.

One of the main segments of the action has a specific focus on supporting CSOs, which are both stakeholders and direct beneficiaries. These civil society groups are important stakeholders under the action and will have an active part in the implementation of activities.

3.4. Risks and Assumptions

Category	Risks	Likelihood (High/ Medium/ Low)	Impact (High/ Medium/ Low)	Mitigating measures
People and the organisation	Risk 1: Limited interest, trust, and/or stakeholders' buying into the foreseen activities.	L	M	Lack of interest, trust and/or buy-in will be addressed through the demonstration of concrete results that can be derived from the cooperation. While specific activities will be planned and consulted with the Western Balkans, including at the technical and strategic level, specific work plans can be adjusted should there be limited interest. Awareness-raising and regional capacity-building activities are also expected to contribute to strengthened networking and trust-building, creating favourable conditions at the technical/operational

				level to counterbalance possible negative developments at the political level. Regular dialogue and coordination with implementing partners, DG NEAR, DG HOME and EU Delegations/EU Office is foreseen to ensure beneficiary buy-in, making use of political leverage, particularly in the context of political dialogues, strategic discussions and enlargement negotiations.
People and the organisation	Risk 2: Political instability/tensions, and/or complex institutional and jurisdictional setups may disrupt or delay activities.	M	M	The action will adopt a flexible approach in planning and implementation of its activities. The action might be redirected to focus on specific beneficiaries if cooperation is disrupted in one beneficiary. A strong link between the action delivery and the policy engagement between the EU and the region is seen as a mitigation strategy.
People and the organisation	Risk 3: Limited absorption capacity in Western Balkans namely due to other (inter)nationally supported activities and/or limited availability of counterparts/experts.	M	M	Implementing partners will be responsible to ensure coordination with EU Delegations/EU Office as well as with other donors in the region with a view to better streamline the various activities. The European Commission will coordinate internally and externally to avoid redundant or too frequent requests to beneficiaries. Some aspects of the coordination are expected to be supported by the Integrative Internal Security governance platform.
Planning processes and systems	Risk 4: Insufficient coordination among institutions and other projects or donors.	M	M	A good level of communication will be upheld with other projects in this area of support funded by the EU as well as other donors to ensure coordination and avoid overlapping. Regional activities will be adapted to individual beneficiaries' context, in order to avoid any duplication and ensure synergies with existing projects and programmes. Donor coordination at beneficiary-level will be encouraged with a wide range of stakeholders, including but not limited to EU Delegations/EU Office, implementing partners and like-minded partners and donors.

Legality and regularity aspects	Risk 5: Misuse of equipment, in particular with regards to collection of personal data.	M	M	An adequate system for the processing of personal data is a prerequisite and must be in place to ensure data collection is done in accordance with the right to integrity and other relevant legal acts on personal data.
External environment: Political decisions and priorities outside the influence of the Commission	Risk 6: Lack of political support to investigate and prosecute war crimes cases	Medium	High	The political climate in the region may affect the successful implementation of this action. This may include political pressure from nationalistic groups or also the insufficient allocation of resources to the concerned authorities, which could affect the work of domestic prosecutions. This risk will be mitigated by ensuring that domestic war crimes accountability remains on the political and diplomatic agendas and continuous monitoring of relevant key benchmarks as part of the enlargement process with support from the action.

External Assumptions

- Approaches to fight serious crime, organised crime, cybercrime, war crimes and high-level corruption keep up with changing threat picture and are implemented in full compliance with rule of law principles, legal and institutional guarantees, as well as through a rights-based approach.
- Political, legal and societal contexts in target beneficiaries are conducive to reform.
- There is a continuous commitment by the stakeholders, steered and coordinated at the highest level of the executive, legislative and judiciary, to address the key priorities under this action.
- Stakeholders' ownership is ensured throughout the action's implementation, including their willingness to cooperate regionally, with the EU and with implementing partners.
- Both EU and other national and international actors' advocacy efforts and support to reform in the areas of security and rule of law are coherent with each other, or at least not conflicting.
- Recommendations and operational plans developed are actionable and realistic.
- Necessary domestic and international resources (financial and administrative) are available, effectively and efficiently mobilised for the implementation of the action's follow up.

3.5. Indicative Logical Framework Matrix

Results	Results chain: Main expected results	Indicators	Baselines (values and years)	Targets (values and years)	Sources of data	Assumptions
Impact	To strengthen the rule of law and security in the Western Balkans through enhancing the fight against organised crime, corruption and terrorism and to foster cohesion and resilience by continued support to addressing the legacy of the past and bringing justice to victims of the wars of the 1990s.	<p>1) Composite indicator on the readiness of relevant IPA III beneficiaries on fundamental areas of the political accession criteria (including Democracy, Rule of Law (Judiciary, Fight against corruption and Fight against organised crime) and Human Rights) (source European Commission). (IPA III)</p> <p>2) Rule of law Index</p> <p>3) Global Peace Index GPI²⁰</p> <p>4) Worldwide Governance Indicators from World Bank, sub-indicator on Political Stability and Absence of Violence/ Terrorism²¹.</p>	<p>1) 2.11 (2022)</p> <p>2) Rule of Law index (2022) AL 0.49 BA 0.52 ME N/A MK 0.53 RS 0.49 XK 0.56</p> <p>3) GPI (2022) AL 1.761 (+3) BA 1.85 (-1) ME 1.801 (+/-0) MK 1.704 (+1) RS 1.832 (-5) XK 1.938 (+8)</p> <p>4) (2020): AL 49.53 BA 27.83 ME 47.17 MK 50.47 RS 43.87 XK 36.79</p>	<p>1) Increased level</p> <p>2) Positive trend in majority of beneficiaries</p> <p>3) Positive trend in majority of beneficiaries</p> <p>4) Improved</p>	<p>1) European Commission Reports</p> <p>2) World Justice Project</p> <p>3) Global Peace Index</p> <p>4) Worldwide Governance Indicator – Political Stability and Absence of Violence/Terrorism</p>	<i>Not applicable</i>
Outcome 1	Operational cooperation within the Western Balkans and between the region and the EU on organised crime and terrorism using EU JHA agencies and tools strengthened	<p>1.1 Number of EMPACT Operational Action (OAs) with Western Balkans involvement within each EMPACT Operational Action Plans (OAPs)</p> <p>1.2 Level of participation in Joint Action Days (JADs)</p>	<p>1.1 to be indicated by Europol at the beginning of the project</p> <p>1.2 some level of participation</p>	<p>1.1 increased</p> <p>1.2 increased level</p>	<p>1.1 Final findings on the implementation of the OAPs</p> <p>CHSG Coordinators' comprehensive reports on the implementation of the OAPs</p>	<p>Approaches to fight organised crime and corruption keep up with changing threat picture</p> <p>Approaches are implemented in a rule of law compliant manner</p> <p>Political will and commitment to reform</p>

²⁰ [GPI-2022-web.pdf \(visionofhumanity.org\)](#) – The 2020 Global Peace Index provides a snapshot of the global state of peace along categories: Very high, high, medium, low and very low. In 2020 all Western Balkan partners were categorised as enjoying a high level of peace.

²¹ Political Stability and Absence of Violence/Terrorism measures perceptions of the likelihood of political instability and/or politically motivated violence, including terrorism. This table lists the individual variables from each data source used to construct this measure in the Worldwide Governance Indicator. The percentile rank refers to the rank among all countries in the world with 0 as lowest and 100 as highest. ([Worldwide Governance Indicators | DataBank \(worldbank.org\)](#))

					Drivers' comprehensive reports on the implementation of the OAPs 1.2Europol reports	Interest and commitment of the stakeholders is maintained, adapted and developed throughout the evolution of the context.
Outcome 2	Western Balkans strategic cooperation and use of coherent approaches in addressing challenges related to organised crime, terrorism and border security enhanced	2.1 Number of common approaches adopted	2.1 0	2.1 6 (one per beneficiary)	2.1 IISG reports	Approaches to fight organised crime and corruption keep up with changing threat picture Approaches are implemented in a rule of law compliant manner Political will and commitment to reform Interest and commitment of the stakeholders is maintained, adapted and developed throughout the evolution of the context. Ownership of beneficiaries is respected in implementation.
Outcome 3	Judicial response to corruption and organised crime in the Western Balkans strengthened	3.1 Steps taken as a result of recommendations received by the beneficiary institutions (Ministries of Justice and administrators of justice, i.e. prosecutors, judges, prosecutorial council)	3.1 To be determined by the implementing partner at the beginning of the project	3.1 at least some steps in each beneficiary (2025)	3.1 Project progress reports, European Commission Reports	Recommendations are actionable and realistic, as well as aligned with recommendations issued by other actors and projects. The ownership of national stakeholders is achieved in the formulation of recommendations. Political and legal context is conducive to reform,

						<p>willingness by decision makers is present.</p> <p>Necessary resources are available for the implementation of recommendations.</p> <p>Coherent advocacy efforts are undertaken by EU and other actors to promote the implementation of the recommendations.</p>
Outcome 4	The ability of the Western Balkans to deal with the legacy of the past through prosecution of war crimes cases and engagement of the civil society enhanced	<p>4.1 Number of suspects, against whom prosecutorial decisions to initiate or complete investigations are taken in complex war crimes cases</p> <p>4.2 Number of stakeholders reporting improved knowledge of crimes committed in the 1990s</p>	<p>4.1 to be determined at the beginning of the project</p> <p>4.2 to be determined at the beginning of the project</p>	<p>4.1 improved</p> <p>4.2 improved</p>	Project reports	<p>Willingness of domestic authorities to investigate, prosecute and/or try war crimes cases.</p> <p>Willingness of the domestic authorities and partners to support the action's implementation.</p> <p>The necessary domestic financial and administrative resources are effectively and efficiently mobilised.</p> <p>Partner organisations in the region have sufficient funds, skills and capacity to fulfil their implementation commitments efficiently.</p>
Output 1 related to Outcome 1 and 2	<p>1.1 Increased ability of Western Balkans law enforcement to participate in EMPACT activities</p> <p>CEPOL</p>	<p>1.1.1 Number of a) judges, b) prosecutors and c) lawyers and d) court staff trained with EU support on European standards and EU <i>acquis</i> (IPA PF)</p>	<p>1.1.1 to be developed (number of Law enforcement personnel) at the beginning of the project</p> <p>1.1.2 to be determined at the</p>	<p>1.1.1 improved</p> <p>1.1.2 improved</p>	<p>1.1.1 project reports</p> <p>1.1.2 project reports</p>	<p>Willingness to cooperate and adopt EU tools and practices including through committing necessary staff and other resources and working regionally</p>

		1.1.2 Number of OAs led or co-led by Western Balkans, incl. detail of the authority involved (e.g. police, border guards, customs, judiciary, etc.)	beginning of the project			
Output 2 related to Outcome 1 and 2	2.1 Western Balkans stakeholders have better knowledge on response gaps and approaches to security threats in the region IISG	2.1.1 Number of IISG beneficiaries who report an increased in knowledge of security response gaps and approaches 2.1.2 The extent to which cooperation on addressing security threats between Western Balkans and other IISG members has improved	2.1.1 3 beneficiaries 2.1.2 limited	2.1.1 6 beneficiaries 2.1.2 improved	2.1.1 IISG reports, IISG independent evaluation 2.1.2 IISG reports	
Output 3 related to Outcome 1 and 2	3.1 Improved capacity of border law enforcement forces to implement container and passenger controls in the Western Balkans UNODC	3.1.1 Number of detections of illicit goods from examined containers and passengers, based on profiling and risk assessment 3.1.2 Percentage of container and passenger profiling and controls/inspections based on risk management	3.1.1 Total number of detections by AIRCOP and CCP units in in the Western Balkans in 2023 (TBD at the beginning of the project) 3.1.2 Percentage of profiling and controls/inspections based on risk management by AIRCOP and CCP units in in the Western Balkans in 2023	3.1.1 5% yearly increase of number of detections 3.1.2 5% yearly increase of of profiling and controls/inspections based on risk management	3.1.1 UNODC reports 3.1.2 UNODC reports	

<p>Output 4 related to Outcome 1 and 2</p>	<p>4.1 Improved capacity of law enforcement authorities to investigate, prosecute and adjudicate cybercrime</p> <p>Council of Europe</p>	<p>4.1.1 Level of implementation of the Second Additional Protocol to the Budapest Convention on cybercrime (BC) and state of play of cybercrime strategic documents</p> <p>4.1.2 Effectiveness of investigations, prosecutions and adjudication of cybercrime cases, incl. OCSEA</p> <p>4.1.3 Effectiveness of cooperation and information exchange of criminal justice authorities with cybersecurity institutions, private sector and international partners using tools of BC and SAP</p>	<p>4.1.1 Legislation partially in line with BC standards and cybercrime strategies outdated</p> <p>4.1.2 Insufficient or outdated training tools on cybercrime and electronic evidence</p> <p>4.1.3 Frail and inconsistent cooperation with the relevant stakeholders</p>	<p>4.1.1 BC provisions implemented in 6 countries/area and updated cybercrime strategies</p> <p>4.1.2 Sustainable and updated training on cybercrime and electronic evidence available</p> <p>4.1.3 Streamlined cooperation with the relevant stakeholders using tools of BC and SAP</p>	<p>4.2.1 Final assessments by the Council of Europe</p> <p>4.1.2 Project reports</p> <p>4.2.3 Project reports</p>	<p>Consistent legislation, coordinated policies/strategies, and sustainable training provide a framework for firm criminal justice action and smooth interagency, public/private, and international cooperation to respond effectively to cybercrime.</p> <p>Continuous law enforcement and judicial training on cybercrime and electronic evidence, provided by training institutions for students and graduates (in-service) is a prerequisite for successful criminal justice action.</p>
<p>Output 5, related to Outcome 3</p>	<p>5.1 Western Balkans stakeholders have better knowledge on systemic issues related to prosecution and adjudication of cases of organised crime and high-level corruption and on ways to effectively address them</p> <p>OSCE</p>	<p>5.1.1 Number of cases monitored</p> <p>5.1.2 Number of recommendations formulated and consulted with judicial stakeholders</p> <p>5.1.3 Number of recommendations revised in light of new data and assessments.</p>	<p>5.1.1 226 (2022)</p> <p>5.1.2 116 (2022)</p> <p>5.1.3 0 (2022)</p>	<p>5.1.1 At least 275 (2025)</p> <p>5.1.2 At least 3 per policy area per beneficiary (2025)</p> <p>5.1.3 All recommendations revised</p>	<p>5.1 Project progress reports</p>	<p>A sufficient number of organised crime and high-level corruption are started in each beneficiary.</p> <p>Access to courts and documents is ensured by beneficiary's authorities.</p> <p>Data collected are sufficiently robust as to enable the identification of systemic issues.</p>

						The project team possesses the necessary knowledge and skills to produce relevant, tailored and realistic recommendations.
Output 6, related to Outcome 4	<p>6.1 Western Balkans stakeholders are better equipped to handle war crimes cases and raise awareness about facts related to the 1990s conflicts in the region in a conflict-sensitive manner.</p> <p>IRMCT</p>	<p>6.1 Number of dossiers transferred to target groups addressing identified accountability gaps.</p> <p>6.2 Number of stakeholders reporting increased knowledge how to use ICTY/IRMCT archive material in teaching history and/or law or for outreach activities.</p> <p>6.3 Number of reconciliation initiatives set up (OPSYS Core indicator)</p>	<p>6.1 0</p> <p>6.2 0</p> <p>6.3 0</p>	<p>6.1 increased, target will be set</p> <p>6.2 increased, target will be set</p> <p>6.3 increased, target will be set</p>	<p>6.1 Project progress reports</p>	<p>Political context will be sufficiently free to allow domestic prosecutions to do their work without political influence.</p> <p>Political environment will be conducive or at least sufficiently free to allow the public expression of personal views on the recent past without pressure from the side of nationalistic elites.</p> <p>Nationalistic politics will not hinder regional cooperation initiatives.</p>

4. IMPLEMENTATION ARRANGEMENTS

4.1. Financing Agreement

In order to implement this action, it is not envisaged to conclude financing agreements with the relevant IPA III beneficiaries.

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 measures²².

4.3.1 Direct Management (Grants)

(a) Purpose of the grant(s)

The grant will contribute to achieving Specific Objectives 1 and 2 and to Output 1.2. It will assist the Western Balkans in gaining a better knowledge on response gaps and approaches to security threats in the region through the Secretariat of the IISG, hosted by the Regional Cooperation Council (RCC) which aims to increase collective efficiency in obtaining a comprehensive overview of the security actions in the Western Balkans. The grant will enable the IISG Secretariat to continue to function and to provide support to the work of the IISG Board and IISG Support Groups, to map the needs and the responses of the three pillars (counter-terrorism, organised crime and border security) as well as to manage an updated secure database containing quality assured information from contributing partners.

(b) 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 Regional Cooperation Council.

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 based on Article 195 (c) of the Regulation (EU, Euratom) 2018/1046 of the European Parliament and of the Council of 18 July 2018 on the financial rules applicable to the general budget of the Union, i.e. "bodies with a de facto monopoly". The entity has been named by the IISG Board as the hosting entity of the IISG Secretariat in their conclusion of November 2019. The IISG Secretariat has since May 2020 being hosted by the RCC in Sarajevo and the proposed action will be a follow-

²² [EU Sanctions Map](#). 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.

up to the existing set-up, under a contract which ends in December 2023. The entity was originally selected due to its expertise in security topics in the Western Balkans and its location in Sarajevo.

(c) Exception to the non-retroactivity of costs

The Commission authorises that the costs incurred may be recognised as eligible as of 1st January 2024. The support to the IISG Secretariat, which started in May 2020, is ending on 31 December 2023. As the IISG is a regional coordination mechanism entirely funded by the EU, a gap between the current project and the future project would be problematic as it would mean a break in the employment contracts of the IISG Secretariat's staff, including the Head of the IISG Secretariat, and therefore a break into the activities of the mechanism.

4.3.2 Indirect Management with a pillar-assessed entity

A part of this action may be implemented in indirect management with **CEPOL**. This implementation entails undertaking all necessary actions, including through direct implementation of activities and conducting budget implementation tasks (procurement and grants award procedures as relevant), to achieve the expected outcomes 1 and 2 and output 1.1. The envisaged entity has been selected using the following criteria: core mandate, operational and financial capacity, and experience in the region. As an EU decentralised agency, CEPOL has the specific mandate to develop and conduct training for law enforcement in the EU which makes it uniquely placed to conduct similar activities for the targeted IPA III beneficiaries in view of ensuring the necessary alignment of approaches. CEPOL has valuable previous expertise in the Western Balkans region both in terms of the provision of training and engaging with authorities. CEPOL possesses a high degree of competence and degree of specialisation necessary to implement and add value to the proposed action. CEPOL will cooperate with EUROPOL in the implementation of the action.

A part of this action may be implemented in indirect management with **UNODC**. This implementation entails undertaking all necessary actions, including through direct implementation of activities and conducting budget implementation tasks (procurement and grants award procedures as relevant), to achieve the expected outcomes 1 and 2 and output 3.1. The envisaged entity has been selected using the following criteria: core mandate, operational and financial experience, and presence and experience in the region. UNODC is the UN Office responsible for supporting Member States to prevent and combat drugs, crime and terrorism. UNODC is the lead agency in the response to various forms of illicit trafficking and related forms of criminal activity. With its mandate and specific technical expertise on organised crime and illicit flows and with its practical experience of implementing similar actions among targeted IPA III beneficiaries, UNODC is uniquely placed to implement and add value to the proposed action.

A part of this action may be implemented in indirect management with **Council of Europe**. This implementation entails undertaking all necessary actions, including through direct implementation of activities and conducting budget implementation tasks (procurement and grants award procedures as relevant), to achieve the expected outcomes 1 and 2 and output 4.1. Tasks may include *inter alia*: technical assistance, capacity building, carrying out analyses and assessments, workshops/training/events and development of tools. The envisaged entity has been selected using the following criteria: unique mandate, operational and financial capacity, and experience and presence in the region. The CoE has the required technical competence and high degree of specialisation on cybercrime legislation and cybercrime capacity building needed to implement the proposed action. The CoE has put in place two legal instruments – the Budapest Convention on Cybercrime²³ and the Convention on Laundering, Search, Seizure and Confiscation of the Proceeds from

²³ Convention on Cybercrime (ETS No. 185)

Crime and on the Financing of Terrorism²⁴ – which are the most relevant for IPA III beneficiaries in the cybercrime area. The action would be backed up by the monitoring mechanisms of the CoE with respect to these instruments. The CoE has also a well-developed expertise on implementing cybercrime related capacity-building and has practical experience of implementing support with IPA III beneficiaries in this field.

A part of this action may be implemented in indirect management with **OSCE**. This implementation entails undertaking all necessary actions, including through direct implementation of activities and conducting budget implementation tasks (procurement and grants award procedures as relevant), to achieve the expected outcome 3 and output 5.1. The envisaged entity has been selected using the following criteria: core mandate, operational and financial capacity, field presence in the region, long-standing experience and sound methodology in performing trial monitoring activities, including in complex areas such as war crimes, hate crimes, trafficking, and corruption. OSCE's Office for Democratic Institutions and Human Rights (ODIHR) has developed a comprehensive, tried-and-tested methodology on trial monitoring and has previously implemented trial monitoring projects, including with EU funding, in the Western Balkans, such as the project "War Crimes Justice Project" in 2010-2011. Moreover, between 2016 and 2020, OSCE has implemented in Bosnia and Herzegovina a project entitled, "Assessing Needs of Judicial Response to Corruption through Monitoring of Criminal Cases" monitoring and analysing problems faced by the judiciary in processing cases of corruption, with the aim of identifying targeted and actionable measures and reforms to enhance the judicial response to corruption. Building on this experience, a regional project was developed with IPA funding, starting in 2020 and implemented by OSCE's field operations and coordinated by its Conflict Prevention Centre, aimed at extending previous experiences of trial monitoring of high-level corruption and organised crime cases to the Western Balkans. OSCE is therefore uniquely placed to implement and add value to the part of the action involving trial monitoring.

A part of this action may be implemented in indirect management with the **International Residual Mechanism for Criminal Tribunals (IRMCT)**. This implementation entails the full implementation including direct implementation of activities and conducting implementation tasks (procurement and grants award procedures as relevant). The envisaged entity has been selected using the following criteria: unique core mandate, and sound expertise and strong practical experience from the region in the prosecution of international crimes and outreach through fact-based narratives of past crimes. The Mechanism is the successor of the International Tribunal for the former Yugoslavia (ICTY), which was responsible for the prosecution and trial of those responsible for serious violations of international humanitarian law committed in the territory of the former Yugoslavia since 1991. The Mechanism is the only competent authority able to transfer cases from its files to domestic authorities. It is uniquely placed to provide direct case assistance to domestic authorities due to its in-depth expert knowledge of the concrete war crimes cases and access to the Mechanism evidence collection. It has specific expertise in several legal issues key to prosecution at domestic level. The Mechanism has a leading experience in conducting outreach. It has a unique position in awareness raising as to the International Tribunal's achievements and dissemination of fact-based narratives of past crimes.

In case the envisaged entity would need to be replaced, the Commission's services may select a replacement entity using the same selection criteria. If the entity is replaced, the decision to replace it needs to be justified.

Exception to the non-retroactivity of costs

The Commission authorises that the costs incurred may be recognised as eligible as of 1st January 2024 with regard to the projects to be implemented by IRMCT on war crimes processing and by the Council of Europe

²⁴ Convention on Laundering, Search, Seizure and Confiscation of the Proceeds from Crime and on the Financing of Terrorism (ETS No. 198)

on cybercrime investigations. Both projects are follow-up projects to ongoing projects implemented by IRMCT and by the Council of Europe which are ending on 31 December 2023. The follow-up projects are planned with both organisations with a starting date on 1st January 2024. A gap between the ongoing and follow-up projects must be avoided to ensure a continuity in the delivery of activities and avoid a loss of project staff.

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

If the implementation modality under indirect management as defined in section 4.3.2 cannot be implemented due to circumstances beyond the control of the Commission, the modality of implementation by grants under direct management through a call for proposals would be used according to the following:

- a) Purpose of the grants
 - To support output 1, by increasing the ability of Western Balkans law enforcement bodies to participate in EMPACT activities;
 - To support output 3 by improving the capacity of border law enforcement forces to implement container and passenger controls in the Western Balkans;
 - To support Output 4 by improving the capacity of law enforcement authorities to investigate, prosecute and adjudicate cybercrime;
 - To support Output 5 by ensuring that Western Balkan stakeholders have better knowledge on systemic issues related to prosecution and adjudication of cases of organised crime and high-level corruption, and on ways to effectively address them;
 - To support Output 6 by ensuring that Western Balkans stakeholders are better equipped to handle war crimes cases and raise awareness about facts related to the 1990s conflicts in the region.
- b) Type of applicants targeted
 - Be a legal person and;
 - Be an international organisation or a Member State organisation or a consortium of Member State organisations.

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, subject to the following provisions.

The Commission's authorising officer responsible may extend the geographical eligibility on the basis of urgency or of unavailability of services in the markets of the countries or territories concerned, or in other duly substantiated cases where application of the eligibility rules would make the realisation of this action impossible or exceedingly difficult (Article 28(10) NDICI-Global Europe Regulation).

4.5 Indicative Budget

Indicative Budget components	EU contribution (amount in EUR)	Indicative third-party contribution, in currency identified
Methods of implementation – cf. section 4.3		
Output 1 composed of		
Indirect management with CEPOL – cf. section 4.3.2	6 000 000	
Output 2 composed of		
Grants (direct management) – cf. section 4.3.1 Direct grant to the RCC	1 500 000	
Output 3 composed of		
Indirect management with UNODC – cf. section 4.3.2	4 500 000	222 499.61
Output 4 composed of		
Indirect management with Council of Europe – cf. section 4.3.2	4 950 000	550 000
Output 5 composed of		
Indirect management with OSCE – cf. section 4.3.2	2 615 000	
Output 6 composed of		
Indirect management with IRMCT– cf. section 4.3.2	3 000 000	
Evaluation – cf. section 5.2 Audit – cf. section 5.3	will be covered by another Decision	
Strategic Communication and Public Diplomacy – cf. section 6	will be covered by another Decision	
Totals	22 565 000	772 499.61

4.6 Organisational Set-up and Responsibilities

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.

The action will be closely coordinated with the relevant EU Delegations/EU Office in the relevant IPA III beneficiaries. In designing and implementing activities related to specific procurement activities and Outcomes to be addressed by this action, the implementing Agency/Organisation will closely co-ordinate with relevant counterparts and the Commission to ensure alignment with EU policy goals and the relevant *acquis* under Chapter 24.

4.7 Pre-conditions

Effective and timely implementation of the action is not dependent on any legal or institutional changes or any pre-conditions. The Commission reserves the right to take appropriate measures, including by re-directing activities in consultation with implementing partners, if it assesses that necessary accompanying measures by beneficiaries are not in place. The assessment of the Commission will rely on reporting by implementing partners, monitoring of the action and dialogue with beneficiaries.

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 Outputs and contribution to the achievement of its Outcomes, and if possible at the time of reporting, contribution to the achievement of its Impacts, as measured by corresponding indicators, using as reference the logframe matrix.

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).

Indicator values will be tracked on a individual IPA III beneficiary basis whenever relevant, while indicators intrinsically regional in nature will be tracked at an aggregated level.

Arrangements for monitoring and reporting, including roles and responsibilities for data collection, analysis and monitoring:

Contract execution will be monitored through regular reports (indicatively: inception, 6-monthly, final), with clearly identified results indicators linked to each output as well as updates on the overall logical framework. Regular meetings/video conferences between the Directorate-General for Neighbourhood and Enlargement Negotiations (Headquarters and EU Delegations/EU Office) and the implementing partners will further ensure that any issues are addressed in a timely manner so that results are achieved in due time. Additional tools include ad hoc and on-the-spot visits will ensure monitoring of progress and a Result Oriented Assessment will be undertaken approximately mid-term.

The implementing partners will establish an effective structure at the central and IPA III beneficiary level for collecting and consolidating the data that are gathered throughout based on the indicators of the results framework.

All monitoring and reporting shall assess how the action is considering the principle of gender equality, human rights-based approach, and rights of persons with disabilities including inclusion and diversity. Indicators shall be disaggregated at least by sex.

5.2. Evaluation

Having regard to the importance of the action, a mid-term will be carried out for this action or its components via implementing partners.

It will be carried out for problem solving, learning purposes, in particular with respect to that the action is contributing directly to achievement of the outcomes. In addition, as a number of the foreseen actions are follow-up actions, the evaluation will also be carried out to assess the sustainability of the efforts provided and impact.

The Commission shall form a Reference Group (RG) composed by representatives from the main stakeholders at both EU and national (representatives from the government, from civil society organisations (private sector, NGOs, etc.), etc.) levels. If deemed necessary, other donors will be invited to join. The Commission shall inform the implementing partner at least 1 month in advance of the dates envisaged for the evaluation exercise and missions. The implementing partner shall collaborate efficiently and effectively with the evaluation experts, and inter alia provide them with all necessary information and documentation, as well as access to the project premises and activities.

The evaluation reports shall be shared with the Beneficiaries and other key stakeholders following the best practice of evaluation dissemination²⁵. The implementing partner and the Commission shall analyse the conclusions and recommendations of the evaluations and, where appropriate, in agreement with the Beneficiaries, jointly decide on the follow-up actions to be taken and any adjustments necessary, including, if indicated, the reorientation of the project.

The financing of the evaluation shall be covered by another measure constituting a financing Decision.

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. STRATEGIC COMMUNICATION AND PUBLIC DIPLOMACY

All entities implementing EU-funded external actions have the contractual obligation to inform the relevant audiences of the Union's support for their work by displaying the EU emblem and a short funding statement as appropriate on all communication materials related to the actions concerned. To that end they must comply with the instructions given in the 2022 guidance document [Communicating and raising EU visibility: Guidance for external actions](#) (or any successor document).

This obligation will apply equally, regardless of whether the actions concerned are implemented by the Commission, the Beneficiaries, service providers, grant beneficiaries or entrusted or delegated entities such as UN agencies, international financial institutions and agencies of EU Member States. In each case, a reference to the relevant contractual obligations must be included in the respective financing agreement, procurement and grant contracts, and contribution agreements.

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 the EU Delegation/EU Office fully informed of the planning and implementation of specific visibility and communication activities before the implementation. 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.

7. SUSTAINABILITY

Sustainability of the action's results will be ensured through the involvement of key domestic and international actors working on, or interested in working on, ensuring more effective and efficient processing of corruption and organised crime cases. Inclusive action activities, which foresee the participation of criminal justice system stakeholders in planning and implementing activities, should increase their ownership of action results and commitment to act upon results once the action has been completed.

Key aspects to secure sustainability of the action are:

- Ownership by beneficiaries
- Capacity building of beneficiaries
- Alignment with other actions/programmes by EU and other donors

²⁵ See best [practice of evaluation dissemination](#)

- Financially sustainable formulation of outputs
- Continued political support in the context of enlargement negotiations

Appendix 1: IDENTIFICATION OF THE PRIMARY INTERVENTION LEVEL FOR REPORTING IN OPSYS

A Primary intervention (project/programme) is a coherent set of results structured in a logical framework aiming at delivering development change or progress. Identifying the level of the primary intervention will allow for:

- ✓ Differentiating these Actions or Contracts from those that do not produce direct reportable development results, defined as support entities (i.e. audits, evaluations);
- ✓ Articulating Actions and/or Contracts according to an expected common chain of results and therefore allowing them to ensure a more efficient and aggregated monitoring and reporting of performance;
- ✓ Having a complete and exhaustive mapping of all results-bearing Actions and Contracts.

The present Action identifies as:

Contract level (i.e. Grants, Contribution Agreements, any case in which foreseen individual legal commitments identified in the budget will have different log frames, even if part of the same Action Document)		
<input type="checkbox"/>	Single Contract 1	One separate contract per area of support: <ul style="list-style-type: none">• CEPOL• RCC• UNODC• CoE• OSCE• IRMCT