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**THIS ACTION IS FUNDED BY THE EUROPEAN UNION**

**ANNEX V**

of the Commission Implementing Decision on the financing of the annual action plan part I in favour of the Americas and the Caribbean for 2022

**Action Document for the 2022 Regional EL PAcCTO 2.0 programme**

**ANNUAL PLAN**

This document constitutes the annual work programme in the sense of Article 110(2) of the Financial Regulation, and action plans in the sense of Article 23(2) of NDICI-Global Europe Regulation.

## 1 SYNOPSIS

### 1.1 Action Summary Table

<b>1. Title CRIS/OPSYS business reference Basic Act</b>	EL PAcCTO 2.0 – Programa de asistencia contra el crimen transnacional organizado CRIS/OPSYS number: 2022/ 043-777; ACT-61436 Financed under the Neighbourhood, Development and International Cooperation Instrument ( <u>NDICI-Global Europe</u> )
<b>2. Team Europe Initiative</b>	<input type="checkbox"/> Not applicable <input checked="" type="checkbox"/> Supporting (inter alia) the Regional TEI for Justice and Security
<b>3. Zone benefiting from the action</b>	The action shall be carried out in Latin America and the Caribbean, in all Latin American countries
<b>4. Programming document</b>	Regional multi annual indicative programme for Americas and the Caribbean <sup>1</sup>
<b>5. Link with relevant MIP(s) objectives / expected results</b>	Priority 4: Democratic governance, security and migration
<b>PRIORITY AREAS AND SECTOR INFORMATION</b>	
<b>6. Priority Area(s), sectors</b>	Governance, rule of law, security, fight against organised crime
<b>7. Sustainable Development Goals (SDGs)</b>	Main SDG: 16 Peace, Justice and Strong Institutions Other SDGs targeted: SDG 5 Gender Equality SDG 15 Life on land
<b>8 a) DAC code(s)</b>	DAC code 151: Government & Civil Society-General DAC code 15210: Security system management and reform DAC code 16063 - Narcotics control
<b>8 b) Main Delivery Channel @</b>	10000 Public sector institutions

<sup>1</sup> MIP: C(2021) 9356, 13.12.2021

	40000 Other multilateral institutions			
<b>9. Targets</b>	<input checked="" type="checkbox"/> Human Rights, Democracy and Governance <input checked="" type="checkbox"/> Social inclusion and Human Development <input checked="" type="checkbox"/> Gender <input checked="" type="checkbox"/> Biodiversity, climate			
<b>10. Markers (from DAC form)</b>	<b>General policy objective @</b>	<b>Not targeted</b>	<b>Significant objective</b>	<b>Principal objective</b>
	Participation development/good governance	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input 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"/>
	Trade development	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Reproductive, maternal, new-born and child health	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Disaster Risk Reduction @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Inclusion of persons with Disabilities @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Nutrition @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	<b>RIO Convention markers</b>	<b>Not targeted</b>	<b>Significant objective</b>	<b>Principal objective</b>
	Biological diversity @	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Combat desertification @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change mitigation @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change adaptation @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<b>11. Internal markers and Tags:</b>	<b>Policy objectives</b>	<b>Not targeted</b>	<b>Significant objective</b>	<b>Principal objective</b>
	Digitalisation @ Tags: digital connectivity digital governance digital entrepreneurship job creation digital skills/literacy digital services	<input type="checkbox"/>	<input type="checkbox"/> <input type="checkbox"/> <input checked="" type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>
	Connectivity @ Tags: transport people2people energy digital connectivity	<input checked="" type="checkbox"/>	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>

	Migration @ (methodology for tagging under development)	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Reduction of Inequalities (methodology for marker and tagging under development)	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	COVID-19	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
BUDGET INFORMATION				
12. Amounts concerned	Budget lines: BGUE-B2022-14.020140-C1-INTPA EUR 52,000,000 BGUE-B2022-14.020140-C5-INTPA EUR 5,800,000 BGUE-B2022-14.020140-C4-INTPA EUR 1,000,000  Total estimated cost: EUR 58,800,000  Total amount of EU budget contribution EUR 58,800,000  Indicative EUMS contributions to the Regional TEI for Justice and Security: EUR 32,600,000			
MANAGEMENT AND IMPLEMENTATION				
13. Type of financing	Direct management – direct award of grants Indirect management with the entities to be selected in accordance with the criteria set out in section 4.3.2			

## 1.2 Summary of the Action

Violence and crime are some of the most pressing problems affecting Latin American and the Caribbean (LAC) societies and organised crime originating in LAC has a direct impact on EU security. Responding to shared challenges posed by transnational organised crime, the regional programme EL PAcCTO (Programa de asistencia contra el crimen transnacional organizado) has driven over the past years a highly appreciated bi-regional cooperation on citizen security, building bridges between law enforcement, justice and penitentiary institutions in the EU and in Latin America.

The positive dynamics and progress achieved have created a momentum for the definition of the LAC Regional Team Europe Initiative for Justice and Security, officially launched on 31 May 2022 during the high-level meeting of EU and LAC justice, security and penitentiary actors under the heading ‘Alliances to face new criminal threats’. The global objective of the TEI is to establish an effective EU-LAC partnership on strengthening the rule of law and fight against organised crime, thus fostering citizen security and stability, both in LAC and in Europe. The Team Europe approach can catalyse the transformative impact by creating a coalition of main European criminal justice system-related actors committed to building a partnership with the LAC region, bringing together and synergising policies, expertise and financing. The EU offers its own distinct model of cooperation on justice and security matters based on balanced, evidence-based and comprehensive policies fully integrating the respect of human rights. The EU also provides tested blueprints for structures of regional cooperation necessary to address the transnational nature of organised crime phenomenon. This model has in recent years gained a lot of ground and buy-in from our LAC partners and the EU is progressively establishing itself as a justice and security partner of choice for many LAC countries.

EL PAcCTO 2.0 will be the largest programme supporting the implementation of the Regional TEI for Justice and Security. As such, the intervention logic of the programme is aligned to the one of the Regional TEI co-created with the EU Member States and European institutions active in the field of justice and security. Based upon a ‘demand-driven’ and ‘flexible geometry’ approach, the programme will work towards three specific objectives:

- Consolidate and strengthen LAC regional and EU-LAC bi-regional structures and mechanisms for cooperation on justice and security matters;

- Strengthen the LAC's overall rule of law environment and criminal justice institutions' capacity to fight against transnational organised crime, including a focus on women and youth-specific concerns;
- Address specific challenges of main transnational criminal markets of LAC organised crime (trafficking in drugs, arms, human beings and cultural goods; environmental and cyber-crimes).

EL PACCTO 2.0 includes two dedicated country windows for Mexico and Peru, reflecting the will to deepen the justice and security-related cooperation with those countries on issues of common interest on the basis of a successful policy dialogue with the European counterparts.

Overall, the programme will contribute to the 2030 Agenda and its Sustainable Development Goals (SDGs), particularly SDG 16: Peace, Justice and Strong Institutions, SDG 5: Achieve gender equality and empower all women and girls and SDG 15: Life on land.

## 2 RATIONALE

### 2.1 Context

#### **Violence and crime are some of the most pressing problems affecting Latin American and Caribbean societies.**

According to Igarape Institute, roughly 33% of the world's homicides occur in Latin America and the Caribbean, home to just 8% of the global population. When measured by homicide rate, 14 of the 20 most dangerous countries in the world are located in LAC. The map of violent hotspots in the region is highly correlated with the localisation of Latin America's top criminal groups, particularly drug trafficking cartels. The COVID pandemic only exacerbated these challenges, plunging LAC countries into the deepest recession in recent history and deepening the root causes of insecurity: unemployment, informality and inequality. Organised crime groups have already increased their influence in many LAC countries while governments have grappled to address the crisis. From provision of a welfare alternative to the state in deprived neighbourhoods to acquisition of businesses struggling with economic downturn, the post-pandemic scenario provides for the 'ecosystem' conducive for development of new criminal threats. Additionally, United Nations' Gender Equality Observatory in its latest 2021 report for Latin America and the Caribbean draws attention to the "shadow pandemic" of femicides in the region, having registered femicides in 26 countries in Latin America and the Caribbean throughout 2020. Gender-based violence continues to affect thousands of women and girls every year in Latin America and the Caribbean, despite its increased visibility and the pressure exerted by women's mass movements.

#### **LAC countries are experiencing a major transformation in how they address the security challenges.**

Traditionally, policies concentrated on hard measures (known colloquially as *mano dura*) which were usually repressive attempts to eliminate organised crime, fuelling high levels of violence. However, *mano dura* measures failed to reduce crime levels, lower impunity, deter future crime, or prevent re-offending, raising concerns related to negative human rights impacts. As a consequence, recent years saw the rise of a 'citizen security' agenda focusing much more on preventive approaches, such as police and judicial reform, community and proximity policing, youth and gender violence reduction, improvement in the use of alternative measures to imprisonment and measures to reduce routine threats to citizens. Likewise, there is a growing conviction that a regional approach to certain issues is essential to tackle violence and other effects of organised crime. This new approach to the security agenda is much closer to the European policies and consequently the EU is progressively establishing itself as a justice and security partner of choice for many LAC countries.

**Organised crime originating in LAC has a direct impact on EU security.** The 2021 iteration of the EU SOCTA (EUROPOL-coordinated comprehensive analysis of criminal activities and serious and organised crime threats affecting the EU, which is also the cornerstone of the European Multidisciplinary Platform Against Crime Threats (EMPACT) in the EU) highlights the main threats in relation to Latin America. The biggest security impact for the EU relates to cocaine trafficking smuggled to the EU mainly from Colombia, followed by Peru and Bolivia. A number of indicators point to a significant increase in cocaine trafficking activities into the EU over recent years, including estimations that the global manufacture of cocaine is at an all-time high. This expansion of the drug market, coupled with the increased presence of Latin American drug trafficking organisations in Europe have led to a worrying increase in violence in the EU in recent years. Secondly, outside the EU, the highest quality and largest quantity of counterfeit euros are produced in Colombia and Peru. Thirdly, victims from almost all Latin American countries, trafficked for sexual exploitation, are identified within the EU. According to the data collection for 2019-2020, Brazil, Colombia and Venezuela are respectively 6<sup>th</sup>, 8<sup>th</sup> and 10<sup>th</sup> non-EU countries of origin of victims identified in the EU. Brazil,

Venezuela, Colombia, Paraguay and Suriname were also among the top-20 countries of citizenship of individuals prosecuted for trafficking offences in the EU in 2019-2020. Additionally, the past decade's surge in environmental crimes and cybercrimes in the LAC region is also negatively affecting the EU Green Deal and Digital agenda objectives. A better legal control of firearms and fight against firearms trafficking is also a priority for Latin American countries and of mutual interest with the EU.

**The programme is built in full alignment with the EU policy priorities.** The European Commission has security among its top priorities for the 2019-2024 period, reflected in the adoption in 2020 of the Security Strategy and its ensuing thematic strategies on drugs (2020), on tackling organised crime (2021), on trafficking of firearms (2020), on migrant smuggling (2021) and on trafficking in human beings (2021). They reaffirm that protecting EU citizens is no longer only about ensuring security within the EU borders, but also about cooperation with third countries to address common challenges related to transnational organised crime (TOC). To complete the policy bases, the Commission will present in 2022-2023 a new legal framework on confiscation and asset recovery, an Action Plan tackling trafficking in Cultural Goods and revision of the EU Action Plan against Wildlife Trafficking.

The New Consensus on Development stipulates that the EU and its member countries will promote and foster efficient, transparent, independent, open and accountable justice systems and will promote access to justice for all – in particular the poor and people in vulnerable situations. Additionally, the new Action Plan on Human Rights and Democracy 2020-2024 sets out the EU's priorities in the external relations, including in the area of rule of law, which will guide this action. The EU Gender Equality Strategy 2020-2025, furthermore, ambitiously aims to end gender-based violence by 2025 and places a great emphasis on addressing discrimination, inequality and in general the intersectionality of gender with other forms of discrimination. Overall, the programme will contribute to the 2030 Agenda and its Sustainable Development Goals (SDGs), particularly SDG 16: Peace, Justice and Strong Institutions, SDG 5: Achieve gender equality and empower all women and girls and SDG 15: Life on land.

Responding to shared challenges posed by the transnational organised crime, the regional programme EL PACCTO (Programa de asistencia contra el crimen transnacional organizado) has driven over the past years a highly appreciated bi-regional cooperation on citizen security, building bridges between law enforcement, justice and penitentiary institutions in the EU and in Latin America. This positive dynamics and progress achieved created a momentum for the definition of the **LAC Regional Team Europe Initiative for Justice and Security, officially launched on the 31 May 2022 during the high level meeting of EU and LAC justice and security actors under the heading 'Alliances to face new criminal threats'**. The global objective of the TEI is to establish an effective EU-LAC partnership on strengthening the rule of law and fight against organised crime, thus fostering citizen security and stability, both in LAC and in Europe. The Team Europe approach can catalyse the transformative impact by creating a coalition of main European security and justice-related actors committed to building a partnership with the LAC region, bringing together and synergising policies, expertise and financing. The Team Europe comprises EU Member States (EE, ES, FR, GE, IT, NL, PL, PT) represented by their Ministries of Justice, Interior/Security, Foreign Affairs, as well as by their development Agencies and the EU<sup>2</sup>.

**EL PACCTO 2.0 will be the largest programme supporting the implementation of the TEI.** As such, the intervention logic of the programme is aligned to the one of the TEI co-created with the EU MS and European Institutions, reflecting the 'EU model' of cooperation on justice and security matters.

## 2.2 Problem Analysis

### **Cross-border, regional and bi-regional cooperation necessary to combat transnational organised crime**

The phenomenon of transnational organised crime cannot be fought effectively through bilateral action – it requires cross-border, regional and international cooperation at all levels of criminal justice chain. Yet, the culture of international cooperation between criminal justice institutions in the LAC region is still very weak.

Responding to this challenge was a priority under EL PACCTO programme, which promoted EU models of regional cooperation on those issues. The EU supported the creation of Ameripol (The Police Community of the Americas) inspired by Europol's role and functioning. It also helped replicate in LAC EU threat assessment exercise (SOCTA) in the form of Latin American IDEAL (Evaluation of the Threat of Transnational Organised Crime in Latin America).

<sup>2</sup> Namely, Commission DGs (DG INTPA, HOME, JUST, OLAF, FPI); the European External Action Service (EEAS) and EU Specialised Agencies (EUROPOL, EUROJUST, CEPOL, EMCDDA, FRONTEX).

The most recent initiative is to replicate in LAC the EU mechanism of cooperation among the Interior Ministers and Ministries (JHA Council and COSI), with the creation of Latin American Internal Security Committee (CLASI) in March 2022. This regional model of cooperation is progressively taking shape and opens up opportunities for future initiatives, for example the multi-disciplinary coordination and cooperation mechanism involving civil society and defining priorities for fight against organised crime in regular policy cycles – called EMPACT in the EU, as well as increased cooperation with Europol on concrete criminal investigations when personal data exchanges are authorised through specific agreements.

LAC regional cooperation on justice matters, necessary for an effective system of mutual legal assistance and cross-border access to electronic evidence, has traditionally benefitted from close Ibero-American cooperation, leading to a number of structures created over time: AIAMP (Asociación Iberoamericana de Ministerios Públicos), COMJIB (Conferencia de Ministros de Justicia de los Países Iberoamericanos) and the CJI (Ibero-American Judicial Summit). More recently, through the Lisbon Declaration signed in June 2021, catalysed by EL PAcCTO programme, COMJIB, AIAMP and CJI decided to raise coordination of justice policies to a strategic continental level based on cooperation among the main institutions and networks in this field. EL PAcCTO has also supported creation of first networks of cooperation on penitentiary matters: Rede de Cooperação Penitenciária do Mercosul e Estados Associados (REDCOPEN) and Network of Prison Academies (RAP). There is also a better regional coordination around money laundering matters through El Grupo de Acción Financiera de Latinoamérica (GAFILAT).

Those emerging regional structures of cooperation on justice and security can transform the fight against transnational organised crime originating in LAC. However, they are relatively new, still defining their operation modes, and have still limited membership in the region (with integration of the Caribbean as a particular challenge) and thus require a consolidation to be fully effective - this will be supported by EL PAcCTO 2.0 going forward. The parallel key priority towards which the programme will work is to establish structural dialogue and cooperation mechanisms between those emerging LAC regional institutions and their European counterparts, with an objective of building an effective EU-LAC bi-regional partnership for justice and security.

#### **Strengthened rule of law environment and criminal justice system institutions' capacity to fight against transnational organised crime needed to combat impunity**

The overall weakness of criminal justice institutions in the region (judiciary, police, penitentiary), coupled with infiltration of criminal groups in the state institutions and legal economy through corruption and money laundering, leads to high levels of impunity, facilitating the operations of organised crime. Only 20% of perpetrators of homicide in Central America and 24% for LAC as a whole are convicted, compared to 43 worldwide. This seriously undermines confidence in the institutions charged with preventing crime and prosecuting offenders. The EU will thus support strengthening of LAC's institutions in all horizontal dimensions crucial to combat this phenomenon – working on intelligence, strategic planning, exchange of information standards and operational capacity across the whole criminal justice chain (police, judiciary, penitentiary); supporting larger sensitive areas of rule of law reforms and fight against corruption addressing the root causes of impunity in LAC; building cooperation on asset recovery and confiscation; supporting cooperation on illicit finance, preventing the infiltration of organised crime groups into the legal economy; supporting dismantling of organised crime groups and identification of high-value targets. This pillar will also encompass promotion of the human rights based approach, citizen security-focused approach close to European values, with policies paying due attention to root causes of crime and violence, integrating gender and youth-specific concerns, and building strategic partnership with civil society in its role of oversight and “watchdog” of justice law enforcement institutions.

#### **Specialised and multidisciplinary cooperation necessary to address specific challenges of various criminal markets of LAC organised crime**

While emerging on the wave of expanding global drugs market, transnational organised crime groups originating in LAC have diversified their portfolio over time and now engage in multitude of cross-border ‘lines of business’. Disrupting those criminal markets effectively often requires a more vertical and sector-specific approach involving specialisation, still weak in the region. The programme will thus support dedicated Multidisciplinary Teams or specialised networks involving more integrated work between police and justice institutions, also engaging other relevant actors and institutions. Discussions within the TEI framework have led to a choice of priority criminal markets aligned with EU priorities that will be addressed through this programme: drugs phenomenon, trafficking in arms, human beings and cultural goods, environmental and cyber-crimes, including on-line child sexual abuse.

The main stakeholders will be:

- LAC structures and institutions responsible for security and justice cooperation, among others: CLASI, AMERIPOL, AIAMP, COMJIB, CJI, GAFILAT, REDCOPEN, CARICOM IMPACS, Regional Security System of the Caribbean, SICA-specific structures for cooperation on security matters
- EU regional structures and institutions for security and justice cooperation: European Council - specifically its COSI and JHA structures, European Parliament, Europol, EUROJUST, EMPACT, DG HOME, JUST, OLAF, EMCDDA, CEPOL, FRONTEX, MAOC
- Criminal justice system institutions in Latin America and the Caribbean, from highest ministerial to operational levels
- LAC institutions involved in wider anti-corruption and money laundering reforms
- EU Member States Agencies and Ministries of Justice and Interior involved in actions supported by the programme
- International Organisations in the field of justice and security, among others INTERPOL, UNODC, IADB, OAS
- Civil society organisations active in the field of governance, rule of law, human rights and fight against organised crime

### 3 DESCRIPTION OF THE ACTION

#### 3.1 Objectives and Expected Outputs

The Overall Objective of this action is to establish an effective EU-LAC partnership on strengthening the rule of law and fight against organised crime, fostering citizen security and stability, both in LAC and in Europe.

The Specific Objectives of this regional action are to:

1. Consolidate and strengthen LAC regional and EU-LAC bi-regional structures and mechanisms for cooperation on justice and security matters;
2. Strengthen the LAC's overall rule of law environment and criminal justice system institutions' capacity to fight against transnational organised crime, including a focus on women and youth-specific concerns;
3. Address specific challenges of main transnational criminal markets of LAC organised crime (trafficking in drugs, arms, human beings and cultural goods; environmental and cyber-crimes).

The Outputs to be delivered by this action:

Specific Objective 1:

- 1.1 LAC regional structures and mechanisms for cooperation and exchange of information on justice, security and penitentiary matters enhanced
- 1.2 EU-LAC high-level dialogue and bi-regional mechanisms for cooperation between regional criminal justice system institutions established and operationalised

Specific Objective 2:

- 2.1 Justice, law enforcement and penitentiary institutions in LAC strengthened
- 2.2 Regulatory and operational framework for asset recovery and fight against organised crime-related corruption and money laundering enhanced
- 2.3 Human rights standards, gender responsiveness, conflict sensitivity and human rights based/human-centred approach in the justice and security agenda strengthened

Specific Objective 3:

- 3.1 Responses to drugs phenomenon strengthened along all the interrelated dimensions

3.2 Fight against firearms trafficking enhanced

3.3 Fight against environmental crimes enhanced

3.4 Legal and operational framework against cybercrime strengthened

3.5 Fight against trafficking in human beings enhanced, with a special focus on women and girls

3.6 Fight against trafficking in cultural goods strengthened

EL PAcCTO 2.0 also includes two dedicated country windows for Mexico and Peru, reflecting the will to deepen the justice and security-related cooperation with those countries on issues of common interest on the basis of a successful policy dialogue with the European Union. Their objectives align with the Specific objectives 2 and 3 of the above regional action, but include more specific country-based activities.

### 3.2 Indicative Activities

Activities will be based on a demand-driven mechanism that assures a strong buy-in from our partners, sensitive to countries' priorities and momentum for given reforms, especially important for actions foreseen under the Objective 2. Priorities for support in each country will be defined through a continuous policy dialogue with the criminal justice system institutions. In terms of regional and bi-regional structures and mechanisms for cooperation that will be promoted under the Objective 2 and 3, the programme will work on a principle of 'variable geometry' – involving those countries that are willing to enter into closer cooperation arrangements with their regional and European partners. All activities under the programme will be complementary to actions of other Team Europe members and a coordination mechanism will be set up for this purpose under the Regional TEI for Justice and Security.

Activities related to Output 1.1 - *LAC regional institutions and mechanisms for cooperation and exchange of information on the justice and security matters enhanced*:

- Institutional strengthening and consolidation of the regional security and justice-related structures, mechanisms and networks of LAC regional cooperation
- Support to joint LAC regional threat assessment exercises and intelligence on organised crime, including extension and consolidation of the IDEAL and penitentiary IDEAL exercises and coordination with the European SOCTA
- Promotion of and support to progressive establishment of LAC regional multidisciplinary and multi-stakeholders exercises defining priorities in fight against organised crime, inspired by and connected to the EMPACT mechanism
- Strengthening of Regulation providing for Joint Investigation Teams (JIT)

Activities related to Output 1.2 - *EU-LAC high-level dialogue and bi-regional mechanisms for cooperation between regional criminal justice institutions established and operational*

- Support to establishment of structural dialogue and cooperation of JHA Council, COSI and CLASI, setting EU-LAC interior ministers' priorities for fight against organised crime
- Operationalisation of law enforcement cooperation and exchange of information between Europol and AMERIPOL, as well as Europol and individual LAC countries under bilateral operational and strategic agreements
- Implementation of Brussels Declaration (2022) agenda of bi-regional cooperation of justice institutions, leading to shared political cycles in the area of justice
- Support to establishment of joint investigation teams including EU Member States' participation and EUROJUST and Europol support
- Support to bi-regional/bilateral cooperation with EUROJUST and the European Judicial Network (EJN)
- Support initiatives to harmonise standards for data protection in the judicial and law enforcement sector, including in the framework of regional bodies and networks



- Institutionalisation and operationalisation of bi-regional cooperation on illicit finance, including cooperation and networking between Asset Recovery Offices (AROs) and Financial Intelligence Units (FIUs)
- Progressive coordination of LAC policies/priorities and EU policy cycles based on EMPACT mechanism
- Support to specialised bi-regional networks in coordination with the EMPACT exercises
- Support the tasks of coordination of the Team Europe Initiative for Justice and Security

Activities related to Output 2.1 - *Justice, law enforcement and penitentiary institutions in LAC strengthened*

*All criminal justice system:*

- Strengthening of operational capacity to fight against organised crime, including specialisation, strategic planning, inter-institutional coordination and standards enabling international cooperation (ex. data protection)
- Promote joint operations at regional/multi-country level to dismantle organised crime groups, as well as to identify, arrest and prosecution of related high value targets/fugitives
- Support to making criminal justice institutions fit for the digital age, including protection of sensitive data and the right to information
- Definition and implementation of trust building and accountability enhancing strategies, with civil society oversight strengthened

*Judiciary:*

- Improvement of effectiveness and consistency of cross-border access to electronic evidence
- Support to wider justice sector reforms addressing independence, efficiency, effectiveness and accountability of justice institutions

*Police:*

- Strengthening of operational capacity and intelligence of law enforcement institutions in the fight against organised crime
- Support to actions enhancing accountability and human rights compliance of police forces

*Penitentiary:*

- Improvement of prison management systems, preventing overcrowding (alternative measures) and infiltration of prisons by organised crime

Activities related to Output 2.2 - *Regulatory and operational framework for asset recovery and fight against organised crime-related corruption and money laundering enhanced*

- Support to implementation of G20 high-level principles on corruption related to organised crime in the EU-LAC context, preventing the infiltration of organised crime in legal economy and state institutions
- Support to strengthening of legal, policy and institutional frameworks for fight against corruption
- Strengthening of legal frameworks, judicial/police cooperation and mutual legal assistance to better identify, investigate, prosecute and sanction individuals and organisations engaged in money laundering
- Strengthening of legal frameworks, cooperation and inter-institutional coordination on identification, confiscation and administration of assets from crime
- Support to improve performance, coordination and cooperation between Financial Intelligence Units, Asset Recovery Offices and administration entities of the region
- Support to increase the effective use of beneficial ownership registries and other financial record tools
- Support to EU-LAC joint cooperation and participation of LAC, when and where relevant, in activities developed in this field in the framework of EMPACT

Activities related to Output 2.3 - *Human rights standards, gender responsiveness, conflict sensitivity and rights-based/human-centred approach in the justice and security agenda strengthened*

- Mainstreaming of human rights standards, gender responsiveness, conflict sensitivity and rights-based/human-centred approaches in all actions undertaken by the programme
- Promotion of citizen and communities' security policies in LAC - based on a holistic human centred agenda addressing root causes of crime
- Support to incorporation of a perspective focused on respect for human rights and international procedural standards in criminal prosecution (victim assistance, data protection in criminal proceedings, humanisation of prisons capitalising on APAC experience in Brazil, Costa Rica, Chile and Mexico, addressing gender-based violence in prisons, etc.)
- Definition and implementation of targeted youth-centred strategies, policies and actions in the context of fight against organised crime
- Promoting the role and leadership of women in security, justice and penitentiary affairs
- Improving the understanding of the root causes of violence against women and girls, including by means of gender sector analysis (at national/regional level)
- Support to improvement of investigation techniques and prosecution of aggravated homicides of women or girls, including integration of recommendations of the CIDH report: "Acceso a la justicia para las mujeres víctimas de violencia" in LAC legal frameworks and improvement of gender responsiveness of justice and law enforcement officials
- Support to improved understanding of the impact of organised crime on instability and conflict in the region and along trafficking routes (e.g. through West Africa and the Sahel)

Activities related to output 3.1 - *Responses to drugs phenomenon strengthened along all the interrelated dimensions*

*Note: In principle, drugs-related activities are currently implemented by the regional COPOLAD programme. El PAcCTO 2.0 will incorporate those activities at the end of COPOLAD programme in January 2025.*

- Support to increase effectiveness of the fight against drug trafficking, including specialised law enforcement and judicial networks of cooperation on this topic
- Support to the cooperation between Ameripol and Europol in the fight against drugs trafficking, including through the exchange of personal data for criminal investigations with the LAC countries with whom there is an international agreement allowing for the data exchange
- Support to decrease supply of drugs through implementation of environment and conflict sensitive and inclusive alternative development/territorial development policies in Colombia, Bolivia and Peru, with consultation and inclusion of affected or targeted communities
- Support to increased control of chemical precursors for the illicit manufacture of drugs
- Support to decrease demand for drugs in LAC and to address drugs related harms, including through the promotion of alternatives to coercive sanctions and social reintegration in line with human rights obligations
- Support to the pooling and the maintenance of a reliable drug information system allowing the collection, analysis and dissemination of relevant and updated drugs information, and the coordination of investigations
- Support to high level dialogue on drugs (EU-CELAC Mechanism on drugs)
- Support to EU-LAC joint cooperation and participation of LAC, when and where relevant, in activities developed in this field in the framework of EMPACT

Activities related to Output 3.2 - *Fight against firearms trafficking enhanced*

- Coordination of investigations and operational actions to fight more effectively against trafficking in arms, parts, ammunition and explosives
- Strengthening of legislation aimed at better control of firearms

- Consolidation and expansion of the law enforcement ARCO network, in coordination with EU EMPACT
- Support to increased use of iARMS (INTERPOL tool for traceability of seized firearms)
- Support to EU-LAC joint cooperation and participation of LAC, when and where relevant, in activities developed in this field in the framework of EMPACT

Activities related to Output 3.3 - *Fight against environmental crimes enhanced*

- Strengthening of awareness and capacity to disrupt the phenomenon in LAC, contributing towards the implementation of CITES (Convention on International Trade in Endangered Species of Wild Fauna and Flora)
- Improvement of legal framework on criminal and procedural regulation for environmental crimes, including implementation of the Escazu agreement and increased protection of environmental defenders and indigenous people
- Consolidation of the Jaguar and Environmental Defence networks
- Support to Amazon Basin-specific actions against environmental crimes, contributing to protection of biodiversity in this biomass
- Support to EU-LAC joint cooperation and participation of LAC, when and where relevant, in activities developed in this field in the framework of EMPACT

Activities related to Output 3.3 - *Fight against cybercrimes enhanced*

- Capacity building and development of the conventional legal framework for the fight against cybercrime, including implementation of the Budapest convention and COMJIB legal instruments
- Support to international cooperation through the Budapest Convention and its additional protocols, and in line with the UN Programme of Action for advancing responsible State behaviour in cyberspace where appropriate
- Development of cybercrime threat assessments for LAC, equivalent to the European i-OCTA
- Consolidation of ELIPSIA, AIAMP CiberRed and CibEL@ law enforcement networks
- Support to dedicated strategies and joint investigations teams on new forms of cybercrime, such as ransomware
- Support to EU-LAC joint cooperation and participation of LAC, when and where relevant, in activities developed in this field in the framework of EMPACT

Activities related to Output 3.4 - *Fight against trafficking in human beings enhanced, with a specific focus on women and girls*

- Consolidation of police LYNX and prosecutors' REDTRAM networks of cooperation on trafficking in human beings and migrant smuggling
- Strengthening awareness and capacity to disrupt the criminal business models of traffickers in LAC
- Support to EU-LAC joint cooperation and participation of LAC, when and where relevant, in activities developed in this field in the framework of EMPACT

Activities related to Output 3.4 - *Fight against trafficking in cultural goods strengthened*

- Support to application of the 1970 UNESCO Convention on the Means of Prohibiting and Preventing the Illicit Import, Export and Transfer of Ownership of Cultural Property
- Improvement of regulatory frameworks to fight against trafficking in cultural goods
- Support to traceability and law enforcement capacities to identify trafficked cultural goods
- Support to EU-LAC joint cooperation and participation of LAC, when and where relevant, in activities developed in this field in the framework of EMPACT

Activities related to Mexico window (EUR 2 million) corresponding to Outputs 2.1, 2.3, 3.1-3.6:

- Support to establishment of a civil servant career service and accountability of institutions in charge of the administration of justice
- Design and implement actions with law enforcement and judiciary authorities to prevent and treatment of cases related to violence against women and girls, including trafficking of women and children, children sexual exploitation
- Capacity building of the public institutions in charge of addressing human rights violations – in particular by addressing the prevention and protection of human rights defenders and journalists
- Support to federal and state efforts to fight against human trafficking, children sexual exploitation, cybercrime, as well as arms, cultural goods and environmental goods trafficking

Activities related to Peru window (EUR 4 million) corresponding to Output 3.1, and more specifically supporting the territorial development in the coca growing VRAEM region in Peru:

- Promotion of economic development strategies for VRAEM
- Support to diversify agricultural production into high-potential value chains
- Support to strengthen VRAEM producers' associativity, community management, technical and administrative capacities and marketing mechanisms
- Technical support to credit mechanisms for rural families and producers
- Strengthening of indigenous communities in the face of threats from organised crime (prostitution, trafficking, etc.)
- Restoration of soils degraded by coca cultivation and watersheds

The commitment of the EU's contribution to the Team Europe Initiative foreseen under this action plan will be complemented by other contributions from Team Europe partners. It is subject to the formal confirmation of each respective partners' meaningful contribution as early as possible. In the event that the TEIs and/or these contributions do not materialise the EU action may continue outside a TEI framework.

### 3.3 Mainstreaming

#### **Environmental Protection & Climate Change**

**Outcomes of the EIA (Environmental Impact Assessment) screening:** The EIA (Environment Impact Assessment) screening classified the action as Category B, not requiring an EIA, but for which environment aspects will be addressed during design.

EL PAcCTO 2.0 will include the fight against environmental crimes as output 3.3, thus mainstreaming environmental and biodiversity protection in its design.

**Outcome of the CRA (Climate Risk Assessment) screening:** The Climate Risk Assessment (CRA) screening concluded that this action is no or low risk (no need for further assessment).

#### **Gender equality and empowerment of women and girls.**

As per OECD Gender DAC codes identified in section 1.1, this action is labelled as G1. This implies that gender equality is a significant objective with particular attention to tackling gender based violence and gender responsiveness of criminal justice institutions, under Output 2.3.

#### **Human Rights**

Strengthening of human rights dimension in the framework of fight against organised crime is a 'trademark' of the European approach promoted in Latin America and therefore will be integrated in all actions and have their dedicated Output in the Logical Framework (Output 2.3). International human rights standards will be particularly promoted when working with law enforcement, judiciary and penitentiary institutions. The action will apply the working principles of the HRBA: applying all human rights for all, meaningful and inclusive participation and access to

decision-making, non-discrimination and equality, accountability and rule of law for all, and transparency and access to information supported by disaggregated data.

### **Disability**

As per OECD Disability DAC codes identified in section 1.1, this action is labelled as D0. Nevertheless, accessibility to seminars, events, workshops and information of persons with disabilities will be promoted throughout the activities of the facility.

### **Democracy**

Organised crime infiltrates LAC state institutions through corruption, thus undermining democratic political systems. The Action will strengthen anti-corruption policies under the Output 2.2.

### **Conflict sensitivity, peace and resilience**

Organised crime fuels instability in fragile areas and conflict zones along smuggling routes. The programme will contribute to building the overall resilience and stability, fully integrating the conflict sensitivity concerns in its activities. Under Output 2.3, the programme will support improved understanding of the impact of organised crime on instability and conflict in the region and along trafficking routes (e.g. through West Africa and the Sahel). A conflict sensitivity and Do-No-Harm approach will be particularly considered in relation to specific regions affected by local conflicts.

### **Disaster Risk Reduction**

The component related to environmental crimes (Output 3.3) will contribute to mitigating the risks related to loss of biodiversity and deforestation, thus supporting the region's ability to better mitigate disaster-related risks.

### **Other considerations if relevant**

The ambition under the programme is to develop a strong engagement with civil society in the justice and security agenda. In particular, the action will promote the role of CSOs as governance and accountability actors, through the oversight of justice-related and law-enforcement institutions; integrate think tanks to support the production and sharing of specialised studies and evidence on the main justice and security policy matters. In addition, CSOs might support the action as implementers of human rights related actions, for example related to women and youth.

## **3.4 Risks and Lessons Learnt**

<b>Category</b>	<b>Risks</b>	<b>Likelihood (High / Medium / Low)</b>	<b>Impact (High / Medium / Low)</b>	<b>Mitigating measures</b>
Macro-environment	COVID-19 crisis and its impact has negatively affected security trends in LAC, with organised crime already increasing their grip in many Latin American countries	High	Medium	Even stronger strategic cooperation on organised crime will be needed to counterbalance those trends and this is the objective of the programme. Regional and bi-regional cooperation and exchange of information/intelligence is key to combat the phenomenon of transnational organised crime.
People and the Organisation	Political willingness of cooperating regionally and bi-regional within newly created coordination structures	Low	High	Trends catalysed by the EL PAcCTO programme are very positive in this respect, with a good buy-in into the newly created regional structures. The bi-regional cooperation at high level is also already under way and appreciated by stakeholders in both regions (CLASI-JHA Council Declaration of March 2022, Brussels Declaration on shared justice policy cycle of June 2022). The programme will strive to reinforce the strategic bi-regional dialogue on those matters to mitigate residual risks effectively.

People and the Organisation	Frequent rotation of personnel in some of the partner institutions has been an important issue that has impacted negatively the implementation of activities and the achievement of the defined objective and results under EL PAcCTO programme.	Medium	Medium	Institutional stability will be promoted and could be considered as an indispensable condition to work on some areas / activities in the future.
People and the Organisation	Social norms and values regarding gender equality anchored in society and resistances to gender transformative change	Medium	Medium	Awareness-raising on a systematic basis, conducting gender analysis in the sector at national/regional level, to update data and to identify pathways for change at national level
Planning, Processes, and Systems	Activities under the programme might overlap with or duplicate other programmes of European actors in the justice/security area	Low	Medium	The Team Europe Initiative allowed for putting in place strong coordination mechanisms between European actors. The financial mapping has led to identification of all European programmes contributing to the justice/security bi-regional agenda and specific results targeted by the TEI. Coordination of Team Europe Members will be supported by the programme.

#### **Lessons Learnt:**

Thorough ROM assessments of the current EL PAcCTO have confirmed the main elements contributing to its success:

- A flexible demand-driven mechanism assuring a strong buy-in from the LAC partners: The generation of confidence with the Latin American partners in criminal justice institutions through a constant policy dialogue has been key to obtain concrete results and promote strategic initiatives, laying the foundations for more ambitious interventions in the future. The annual planning based on roadmaps per country has allowed to give a clear vision of the objectives and results to be achieved and its actualisation all along the implementation.
- European expertise: EUMS agencies as implementers, providing a first-hand expertise from their own criminal justice institutions, and strong involvement of EU institutions assuring the link with EU policies have been an important factor of success of the current EL PAcCTO programme.
- The impulse provided by the programme to the creation of police and penitentiary specialised networks and the support to existing justice specialised networks has allowed to start a change in the culture of international cooperation in Latin America, which still needs to be deepened going forward.

Those elements of success have been integrated into the design of EL PAcCTO 2.0 programme.

### **3.5 The Intervention Logic**

EL PAcCTO's 2.0 design and intervention logic are aligned to the strategic and comprehensive Joint Intervention Framework of the Regional TEI. TEI discussions with all European stakeholders committed to development of a bi-regional partnership with LAC on justice and security matters allowed for a clear definition of EU value added, interests and political priorities in the area of justice and security. EU as a team offers its own distinct model of cooperation on justice and security matters based on balanced, evidence-based and comprehensive policies fully integrating the respect of human rights and addressing the root causes and facilitators of crime and violence. EU model also provides tested blueprints for structures of regional cooperation necessary to address the transnational nature of organised crime phenomenon. This model has in recent years gained a lot of ground and buy-in from our LAC partners.

In line with the TEI Intervention Framework, to combat effectively the expanding and ever more sophisticated transitional organised crime, and thus foster security and stability in LAC and in Europe, it is necessary to build an effective EU-LAC partnership on justice and security matters along three inter-connected dimensions:

- Regional and bi-regional cooperation along criminal justice institutions necessary for a joint definition of threats and priorities in fight against organised crime, effective exchange of information and joint police actions/joint investigations against transnational organised crime networks which often exploit cross-border complexities to operate with impunity;
- Building capacities at country level along all horizontal dimensions considered key to combat organised crime groups: strengthening judiciary, law enforcement, penitentiary institutions to address the impunity; strengthening the anti-corruption and anti-money laundering response to prevent infiltration of organised crime in state institutions and legal economy; reducing organised crime profitability by strengthening the criminal asset recovery framework; and addressing the deeper root causes of crime and strengthening the human-centred approaches through emerging citizen/community security policies;
- Building a vertical specialisation and cooperation necessary to disrupt effectively the criminal markets of organised crime originating in LAC.

EL PAcCTO 2.0 covers the majority, but not all strands of actions of the TEI, complementing other programmes of Team Europe members. The coordination mechanism of the TEI will facilitate continuous synergising of all actions within the initiative – the Team Europe Members have already identified respective programmes and expertise responding to each result area of the TEI. It is also foreseen that EU Member States contribute to the EL PAcCTO 2.0 at a later stage, thus increasing the financial envelope of the European Commission available for the programme.

EL PAcCTO programme did not cover the Caribbean countries as its beneficiaries, while the sub-region is key for the trafficking routes. NDICI allows for the integration of the Caribbean countries in the EL PAcCTO 2.0, thus building bridges between all criminal justice actors involved in the fight against organised crime in the whole LAC region. Integrating the Caribbean countries into EL PAcCTO 2.0 programme will be a challenge considering language and judicial systems differences with the LA continent, but an effort will be made to progress on this in an incremental and progressive way.

### 3.6 Logical Framework Matrix

This indicative logframe constitutes the basis for the monitoring, reporting and evaluation of the intervention.

On the basis of this logframe matrix, a more detailed logframe (or several) may be developed at contracting stage. In case baselines and targets are not available for the action, they should be informed for each indicator at signature of the contract(s) linked to this AD, or in the first progress report at the latest. New columns may be added to set intermediary targets (milestones) for the Output and Outcome indicators whenever it is relevant.

- At inception, the first progress report should include the complete logframe (e.g. including baselines/targets).
- Progress reports should provide an updated logframe with current values for each indicator.
- The final report should enclose the logframe with baseline and final values for each indicator.

The indicative logical framework matrix may evolve during the lifetime of the action depending on the different implementation modalities of this action.

The activities, the expected Outputs and related indicators, targets and baselines included in the logframe matrix may be updated during the implementation of the action, no amendment being required to the Financing Decision.

Results	Results chain (@): Main expected results (maximum 10)	Indicators (@): (at least one indicator per expected result)	Baselines (values and years)	Targets (values and years)	Sources of data	Assumptions
<b>Impact</b>	EU-LAC partnership on strengthening the rule of law and fight against organised crime fosters citizen security and stability, both in LAC and in Europe	1. Overall criminality scores of LAC and Europe improve in the Organised Crime Index (OCI) 2. Resilience scores of LAC in the Organised Crime Index improve 3. GEF 1.20: World Bank Worldwide Governance Indicators (WGI) Rule of Law Score 4. Rule of Law Index scores improve for LAC countries (WJP)	1. 2021 OCI scores: Central America 6.16; South America 5.51, Caribbean 4.05; Europe 4.48 2. OCI 2021: 4.05 for Central America, 4.87 for South America and 4.96 for the Caribbean 3. 2020 scores for LAC countries 4. 2021 scores	1. OCI scores improved 2. 2028: scores improved 3. WGI Rule of Law Scores improve for LAC countries where support was provided 4. 2028: Overall trend of positive change in global ranking over 2022-2028	Programme evaluation on the basis of: 1. OC Index 2028 2. World Bank WGI database 2028 3. OCI scores 2028 4. WJP Index 2028	<i>Not applicable</i>



<b>Outcome 1</b>	LAC regional and EU-LAC bi-regional structures and mechanisms for cooperation on justice and security matters consolidated and strengthened	Number of countries and regional institutions actively engaged in regional and bi-regional mechanisms for cooperation and exchange of information on justice and security matters	Baseline will be established in the inception phase	Targets will be established in the inception phase	Programme evaluation	The political willingness to cooperate within the LAC regional and EU-LAC bioregional structures remains strong.
<b>Outcome 2</b>	LAC's overall rule of law environment and criminal justice institutions' capacity to fight against transnational organised crime strengthened, including a focus on women and youth-specific concerns	<p>2.1 Number of organised crime high value targets identified, arrested and prosecuted with programme's support</p> <p>2.2 Capacity to Combat Corruption Index (CCC) scores improve for Latin American countries assessed</p> <p>2.3 Number, legal basis and value of confiscated assets per year increases</p>	<p>2.1: 0</p> <p>2.2 2021 CCC Index</p> <p>2.3 Baseline to be determined in the inception phase</p>	<p>2.1: 2028: to be determined in the inception phase</p> <p>2.2 2028 CCC Index improvement in at least one third of countries measured by CCC in 2022</p> <p>2.3 Targets to be defined in the inception phase</p>	<p>2.1 Programme evaluation</p> <p>2.2 CCC Index</p> <p>2.3 programme evaluation</p>	The political willingness and momentum to undertake difficult anti-corruption and criminal justice sector reforms exist
<b>Outcome 3</b>	Specific challenges of main transnational criminal markets of LAC organised crime addressed	<p>3.1 Criminal market scores within OCI improve</p> <p>3.2 Number of joint EU-LAC operations targeting those markets within EU EMPACT operational action plans (OAPs) supported by the programme</p> <p>3.3 Number of EMPACT operational actions (OA) in which EL PACCTO 2.0 and/or LAC are participating.</p>	<p>3.1 OCI 2021: 6.6 for Central America, 5.51 for South America and 4.05 for the Caribbean</p> <p>3.2 2022 – 0 operations supported by the programme</p> <p>3.3 2022 - 0</p>	<p>3.1 2028: scores improved</p> <p>3.2 At least 10 joint operations supported</p> <p>3.3 At least 10</p>	<p>3.1 OCI scores</p> <p>3.2 Programme evaluation</p> <p>3.3 Programme evaluation</p>	External factors that could affect the criminality trends are under control (ex. pandemia-related crises)
<b>Output 1.1</b>	LAC regional structures and mechanisms for cooperation and exchange of information on the justice and security matters enhanced	Number of regional inter-institutional cooperation agreements signed and implemented with programme's support	2022: 0	2028: at least	Programme evaluation	The political willingness to cooperate within the LAC regional structures remains strong.

<b>Output 1.2</b>	EU-LAC high-level dialogue and bi-regional mechanisms for cooperation between regional criminal justice institutions established and operationalised	Number of institutional structures and mechanisms for LAC regional and EU-LAC bi-regional cooperation on justice and security established with EU support	2022: Regional and bi-regional structures of cooperation only emerging	2028: Regional and bi-regional structures of cooperation consolidated and operational	Programme evaluation	The political willingness to cooperate within EU-LAC bioregional structures remains strong.
<b>Output 2.1</b>	Justice, law enforcement and penitentiary institutions in LAC strengthened	<p>2.1.1 GERF 2.23 Number of state institutions and non-state actors supported by the EU on security, border management, countering violent extremism, conflict prevention, protection of civilian population and human rights [SP]†</p> <p>2.1.2 Number of relevant data protection regulations enabling international judicial and police cooperation drafted and adopted with programme's support</p>	<p>2.1.1 2022: 0</p> <p>2.1.2 2022: 0</p>	<p>2.1.1 2028: Target to be established at the inception phase</p> <p>2.1.2 2028 target to be established at the inception phase</p>	2.1.1 Programme evaluation	The political willingness and momentum to undertake difficult criminal justice system reforms remain present or emerge at least in some LAC countries
<b>Output 2.2</b>	Regulatory and operational framework for asset recovery and fight against organised crime-related corruption and money laundering enhanced	Number of LAC institutions supported by the programme in the area of asset recovery, anti-corruption reforms and fight against money laundering	2022: 0	2028: Target to be established at the inception phase	Programme evaluation	The political willingness and momentum to undertake difficult anti-corruption reforms remain present at least in some LAC countries
<b>Output 2.3</b>	Human rights standards, gender responsiveness, conflict sensitivity and rights-based/human-centred approach in the justice and security agenda strengthened	<p>2.3.1 Number of citizen security-related strategies drafted and events organised with EU support</p> <p>2.3.2 Number of youth-centred strategies/policies drafted with programme's support in the context of fight against organised crime</p> <p>2.3.3 N° of recommendations of the CIDH report: "<i>Acceso a la justicia para las mujeres víctimas de violencia</i>" integrated in LAC</p>	<p>2.3.1 2022: 0</p> <p>2.3.2 2022: 0</p> <p>2.3.3 2022: 0</p> <p>2.3.4 2022: 0</p>	Targets to be set at the inception phase	Programme evaluation	The political willingness and momentum to increase civil society's involvement in the security and justice agenda exist

		<p>legal frameworks with programme's support</p> <p>2.3.4 N# of EU-supported activities aiming at strengthening the institutional social support and safety systems available for survivors of SGBV and addressing protection of rights and justice responses to SGBV affecting women, girls, men and boys. (WPS Ind. 25) (GAP III)</p>				
<b>Output 3.1</b>	Responses to drugs phenomenon strengthened along all the interrelated dimensions	<p>3.1.1 OC Index score for cocaine market improves for Americas</p> <p>3.1.2 Percentage of drugs consumption in the general LAC population</p> <p>3.1.3 Number of CELAC countries which produce Annual Drugs Reports</p>	<p>3.1.1 2021 OCI: Cocaine market score for Americas – 7.41</p> <p>3.1.2 See notably Annex 1.1 of the World Drug Report 2022</p> <p>3.1.3 Baseline will be established at the inception phase</p>	<p>3.1.1 2028 OCI – improvement expected</p> <p>3.1.2 2028 statistics see the demand decreasing</p> <p>3.1.3 Target will be established at the inception phase</p>	<p>3.1.1 OC Index</p> <p>3.1.2 World Drug Report, Report on Drug in the Americas, national Drugs Report</p> <p>3.1.3 Annual reports produced and disseminated by the national observatories</p>	External factors that could affect the criminality trends are under control (ex. pandemia-related crises)
<b>Output 3.2</b>	Fight against firearms trafficking enhanced	OC Index for firearms trafficking improves for Americas	2021 OCI: firearms trafficking market score for Americas – 5.40	2028 OCI – improvement expected	OC Index	External factors that could affect the criminality trends are under control (ex. pandemia-related crises)
<b>Output 3.3</b>	Fight against environmental crimes enhanced	OC Index scores for flora, fauna crimes and non-renewable resource-related crimes improve	2021 OCI: Americas score for flora crimes – 3.94, for fauna – 4.21, for non-renewable resources – 4.37	2028 OCI – improvements expected	OCI Index	External factors that could affect the criminality trends are under control (ex. pandemia-related crises)

<b>Output 3.4</b>	Legal and operational framework against cybercrime strengthened	Number of regulatory and operational frameworks consistent with international commitments adopted and number of joint operations related to cybercrimes completed with programme's support	2021: 0	2028: At least 5 operational and regulatory frameworks for cybercrime adopted and 10 joint operations completed	Programme evaluation	The political willingness to reform the regulatory frameworks and adapt to new cybercrime challenges remains strong
<b>Output 3.5</b>	Fight against trafficking in human beings enhanced	OC Index scores for human trafficking and human smuggling improve	2021 OCI: Americas score for human trafficking: 5.19; for human smuggling – 4.47	2028 OCI – improvements expected	OCI Index	External factors that could affect the criminality trends are under control (ex. pandemia-related crises)
<b>Output 3.6</b>	Fight against trafficking in cultural goods strengthened	Number of regulatory frameworks aimed at fight against trafficking in cultural goods adopted with programme's support	2021: 0	2028: at least 4 regulatory frameworks adopted	Programme evaluation	The political willingness to reform the regulatory frameworks remains.

## 4 IMPLEMENTATION ARRANGEMENTS

### 4.1 Financing Agreement

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

### 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 60 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 measures<sup>3</sup>.

#### 4.3.1 Direct Management (Grants)

Direct award to Agronomes et Vétérinaires Sans Frontières (AVSF), in consortium with Progreso<sup>4</sup> or alone, in partnership with Peru's National Commission for Development and Life without Drugs (DEVIDA), to implement the activities foreseen under the Peru-specific window.

##### (a) Purpose of the grant

The grant will contribute to achieve the specific objective 3 of the programme: Address the specific challenges of main transnational criminal markets of LAC organised crime. More particularly, it will contribute to achieve the Result 3.1: Fight against drug trafficking strengthened along all the interrelated dimensions. The grant will cover all activities planned under the Peru-specific window.

##### (b) Type of applicants targeted

The potential applicant is a non-government, civil society organization, with a unique position to implement specific activities in a very sensitive context. It shall be perceived as neutral and trusted, and be endorsed by the national institution in charge of drugs policies (DEVIDA) as provider to implement the national policy "Pacto Social Ciudadano". It must have extensive technical and administrative capacity, experience in the VRAEM coca-producing region, a successful track record in promoting economic development, including through the strengthening of producers associations and micro-finance schemes, and be able to quickly start large scale implementation of the action.

##### (c) Justification of a direct grant

This grant will be awarded under Article 195 (f) of the Financial Regulation, which allows the award of a grant without a call for proposals "for activities with specific characteristics that require a particular type of body on account of its technical competence, its high degree of specialisation or its administrative powers, on condition that the activities concerned do not fall within the scope of a call for proposals;"

Under the responsibility of the Commission's authorising officer responsible, the grant may be awarded without a call for proposals to Agronomes et Vétérinaires Sans Frontières (AVSF), acting in consortium with Progreso or alone.

<sup>3</sup> [www.sanctionsmap.eu](http://www.sanctionsmap.eu). Please note that the sanctions map is an IT tool for identifying the sanctions regimes. The source of the sanctions stems from legal acts published in the Official Journal (OJ). In case of discrepancy between the published legal acts and the updates on the website it is the OJ version that prevails.

<sup>4</sup> Progreso: is a long time national partner organization of AVSF. They did very successful joint micro-finance projects in the Northof Peru and now work together under our abovementioned action in the VRAEM.

The activities envisaged have very specific characteristics as encompassed in a national policy in a very sensitive sector (drugs and security). The action implies direct collaboration with coca producers, requiring specific knowledge of the sector and of the particular characteristics of the beneficiaries. For a successful implementation of activities, it is crucial that the grant beneficiary is recognized and accepted by the different stakeholders (coca producers) of the sector and in the geographic area targeted. This includes that the entity and its work must be endorsed by national/regional authorities.

AVSF is the only civil society organization having the technical competence and degree of specialisation and acceptance that will allow to successfully operate in this complex context. AVSF is the unique civil society organisation currently active in the field, with expertise and direct work experience with coca producers of the targeted region. It is also the only civil society organisation endorsed to implement the national policy due to its established presence. It is the only actor considered as neutral, trusted and competent in the sector and in the geographic area targeted by the different stakeholders (coca producers and national/regional authorities).

The direct engagement with AVSF-Progreso will allow for a quick start of activities in coordination with all the different stakeholders in a very sensitive and difficult context and will contribute to deepening policy dialogue with the mentioned sector.

#### 4.3.2 Indirect Management with a pillar assessed entity

##### (i) Indirect management with EU Member States Agencies (MSA)

An important part of this action (52,800,000 EUR) will be implemented in indirect management with EU Member States' Agencies (MSA), implementing actions related to Specific Objectives 1, 2, 3 and the Mexico window. Implementation by the MSA mobilising specific European expertise is considered one of the factors of success of the current EL PAcCTO programme, and thus is considered the main implementation modality for EL PAcCTO 2.0.

Members of the Consortium will be selected by the Commission's services using the following criteria:

- (ii) Completion of pillar assessment
- (iii) Specific expertise in the areas of security and justice and/or operational linkages with MS ministries of justice and/or security/interior
- (iv) Robust operational capacity

The objective is to mobilise the widest possible European expertise for the implementation of the programme, working closely especially with the EU MS and European institutions involved in the Regional TEI for Justice and Security. In the context of the TEI, discussions are already on-going to clarify which MS/MSA may be interested in cooperating on the implementation of the EL PAcCTO 2.0 programme. Those Member States which cannot formally join the consortium through a pillar assessed Agency, will be contributing expertise through specific contracting arrangements with pillar assessed agencies. Similar contractual arrangements might be completed by the MSA with EU specialised agencies working on justice/security agenda. The MSA will also develop engagement with civil society organisations and international organisation involved in the rule of law and fight against organised crime agenda.

Exception to the non-retroactivity of costs: The Commission authorises that the costs may be recognised as eligible as of 1<sup>st</sup> of October 2022, a date prior to the adoption of this Decision. The justification is based on the need to assure a smooth transition between the on-going EL PAcCTO programme and its successor – EL PAcCTO 2.0, in the sensitive period following the announcement of the Team Europe Initiative for Justice and Security. The remaining funding available under the EL PAcCTO programme does not allow to maintain the strategic level of engagement with the Latin American partners and continue key actions contributing to building the partnership with the LAC region in the future. Mobilising retroactive financing will enable to tackle the financial gap in order to continue with key actions, maintaining thus the momentum for the partnership.

##### (ii) Indirect management with INTERPOL

In prolongation to actions implemented under the EL PAcCTO programme, a part of this action may be implemented with INTERPOL (EUR 1,500,000) is to enhance the international cooperation on fugitives - most wanted criminals related to transnational organised crime, thus contributing to Specific Objectives 2 and 3 of the programme.

INTERPOL has an international mandate in the area of cooperation aimed at capturing of criminals placed on the most wanted lists, through the system red notifications defined by this organisation. Cooperation with INTERPOL under the EL PACCTO programme has brought very tangible results and thus it is proposed to continue the cooperation. 140 most wanted criminal sought by the 8 beneficiary countries have been located/arrested during the implementation of the programme. The programme facilitated development of a permanent collaborative network among law enforcement agencies which gathered 79 Officers specialised in fugitive investigations. The Officers have been trained in open source intelligence analysis, INTERPOL databases, cooperation with private companies, dark net cryptocurrencies and border management, bringing added value to their home administrations. Countries experienced a 22.57% increase in the issuance of Red Notices and more than 13,000 intelligence messages were exchanged on high-risk fugitives. In Bolivia, IT implementation reduced the response time of a police intelligence request from 72 hours to 1 hour. Peru went from 46.8 million queries to INTERPOL databases to 62.3 million; 12 fingerprint scanners were donated to support Peru during the Venezuelan refugee crisis.

Additionally, during the current phase, many countries proposed red notifications for gender-based crimes, emphasising the need for special support on this phenomenon. Cooperation with INTERPOL on those cases would allow for creation of specific code for the crime of femicide/feminicide which does not yet exist on INTERPOL databases and build a specific capacity in Latin American and the Caribbean countries on those matters. Impunity is among the major root causes for gender-based violence in the region, together with discrimination against women and high levels of violence.

If a Contribution Agreement with INTERPOL cannot be implemented due to circumstances outside of the Commission's control, the Commission reserves itself then the possibility to implement this component through the Indirect Management with EU Member States Agencies. Shall this be the case, EU Member States Agencies members of the Consortium will be selected by the Commission's services using the same criteria as mentioned under point 4.3.2 (i).

#### 4.3.3 Changes from indirect to direct management mode due to exceptional circumstances

If the implementation modalities originally foreseen under indirect management cannot be implemented due to circumstances outside of the Commission's control, the Commission reserves then the possibility to consider identifying alternative implementation modality in direct management through grants or service contracts.

#### 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

<b>Indicative Budget components</b>	<b>EU contribution (amount in EUR)</b>
<b>Objectives 1, 2 and 3 of the regional programme</b>	<b>52,300,000</b>
Indirect management with EU MS agencies	50,800,000
Indirect management with INTERPOL	1,500,000
<b>Mexico window</b>	<b>2,000,000</b>
Indirect management with EU MS agencies	2,000,000
<b>Peru window</b>	<b>4,000,000</b>

Direct management through a grant to civil society organisations	4,000,000
<b>Contingencies</b>	<b>500,000</b>
<b>Totals</b>	<b>58,800,000</b>

#### 4.6 Organisational Set-up and Responsibilities

The implementation of the Action will follow the organisational set up and responsibilities as follows:

In order to guarantee the global strategic orientation of the programme and review the progress in implementation of actions foreseen under the programme, the European Commission will convene and chair a Steering Committee for the programme. This Committee will be composed of the European institutions involved in the Regional Team Europe Initiative for Justice and Security and programme's implementing partners. The Steering Committee will be tasked with providing recommendations on the Annual Work Programmes and on the annual progress reports issued by the programme's implementing partners.

The programme will also organise annual meetings involving LAC and European regional organisations and national institutions involved in the justice and security agenda. Those will serve as platforms for policy dialogue promoting new initiatives and providing recommendations for programme's direction.

## 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.

Reports shall be laid out in such a way as to allow monitoring of the means envisaged and employed and of the budget details for the action. The final report, narrative and financial, will cover the entire period of the action implementation. Indicators shall also be disaggregated at least by sex, where possible. All monitoring and reporting shall assess how the action is taking into account the human rights based approach and gender equality.

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).

### 5.2 Evaluation

Having regard to the importance and nature of the action, a final evaluation(s) may be carried out for this action or its components via independent consultants contracted by the Commission.

It will be carried out for accountability and learning purposes at various levels (including for policy revision), taking into account in particular the component for the external dimension of EU policies.

Expertise on gender equality and human rights will be ensured within monitoring and evaluation teams as necessary. All evaluations shall assess to what extent the action is considering the human rights-based approach as well as how it contributes to gender equality and women's empowerment. Expertise on human rights and gender equality will be ensured in the evaluation teams.

The Commission shall inform the implementing partner at least 30 days in advance of the dates envisaged for the evaluation 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 partner country and other key stakeholders following the best practice of evaluation dissemination. The implementing partner and the Commission shall analyse the conclusions and recommendations of the evaluations and, where appropriate, in agreement with the partner country, jointly



decide on the follow-up actions to be taken and any adjustments necessary, including, if indicated, the reorientation of the project.

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.

The financing of the audit shall be covered by another measure constituting a financing decision.

## 6 STRATEGIC COMMUNICATION AND PUBLIC DIPLOMACY

The 2021-2027 programming cycle has adopted a new approach to pooling, programming and deploying strategic communication and public diplomacy resources.

Regional and global strategic communication and public diplomacy funds will be managed from headquarters.

Regional level strategic communication activities, including major public campaigns, will be implemented according to a strategic plan to be drawn up. The Plan will include key administrative information and cover the following:

1. Audiences targeted
2. Specific objectives and measurable outcomes
3. The core narrative
4. Preliminary suggestions for content (messages, straplines, hashtags), partnerships (influencers) and channels

At national level strategic communication activities, including large-scale campaigns, will be implemented to measurably increase public awareness, understanding and support for the EU's partnership with the country, including by promoting the Team Europe approach and initiatives. Public diplomacy activities designed to foster, maintain, strengthen and connect networks and communities will be implemented. Strategic communication and public diplomacy activities will promote the EU's values, interests, policies and impact in the country. All strategic communication and public diplomacy activities will be based on a strategic plan drawn up at Delegation level.

It is envisaged that a contract for communication and visibility may be contracted (under a framework contract).