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THIS ACTION IS FUNDED BY THE EUROPEAN UNION

ANNEX 4

of the Commission Implementing Decision on the annual action programme in favour of the Republic of Ghana for 2022

Action Document for Strengthening the Rule of Law and the Fight Against Corruption

ANNUAL PLAN

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

1 SYNOPSIS

1.1 Action Summary Table

1. Title CRIS/OPSYS business reference Basic Act	Strengthening the Rule of Law and the Fight Against Corruption OPSYS number: NDICI AFRICA/2022/ACT-60914 Financed under the Neighbourhood, Development and International Cooperation Instrument (<u>NDICI-Global Europe</u>)
2. Team Europe Initiative	No
3. Zone benefiting from the action	The action shall be carried out in the Republic of Ghana
4. Programming document	2021-2027 Multiannual Indicative Programme for Ghana
5. Link with relevant MIP(s) objectives / expected results	Result 1.2: The rule of law and the accountability and transparency of institutions are strengthened
PRIORITY AREAS AND SECTOR INFORMATION	
6. Priority Area(s), sectors	151 - Government & Civil Society-general
7. Sustainable Development Goals (SDGs)	Main SDG: 16 'Peace, Justice and Strong Institutions' Other significant SDGs: 5 'Gender Equality'; 9 'Industry, Innovation and Infrastructure'
8 a) DAC code(s)	15113: Anti-corruption organisations and institutions. 15130: Legal and judicial development. 15150: Democratic participation and civil society.
8 b) Main Delivery Channel	International Organisations – 41100, Member State agencies - 11000, international non-governmental organisations (NGOs) - 20000

9. Targets	<input type="checkbox"/> Migration <input type="checkbox"/> Climate <input type="checkbox"/> Social inclusion and Human Development <input checked="" type="checkbox"/> Gender <input type="checkbox"/> Biodiversity <input type="checkbox"/> Education <input checked="" type="checkbox"/> Human Rights, Democracy and Governance			
10. Markers (from DAC form)	General policy objective @	Not targeted	Significant objective	Principal objective
	Participation development/good governance	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
	Aid to environment @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	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 type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Nutrition @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	RIO Convention markers	Not targeted	Significant objective	Principal objective
	Biological diversity @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Combat desertification @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change mitigation @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change adaptation @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	11. Internal markers and Tags:	Policy objectives	Not targeted	Significant objective
Digitalisation		<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
digital connectivity digital governance digital entrepreneurship digital skills/literacy digital services		YES <input type="checkbox"/> <input checked="" type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input checked="" type="checkbox"/>	NO <input checked="" type="checkbox"/> <input type="checkbox"/> <input checked="" type="checkbox"/> <input checked="" type="checkbox"/> <input type="checkbox"/>	/
Connectivity @		<input type="checkbox"/>	<input checked="" type="checkbox"/>	
digital connectivity energy transport health education and research		YES <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>	NO <input checked="" type="checkbox"/> <input checked="" type="checkbox"/> <input checked="" type="checkbox"/> <input checked="" type="checkbox"/>	/

		<input checked="" type="checkbox"/>	<input type="checkbox"/>	
	Migration @ (methodology for tagging under development)	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Reduction of Inequalities (methodology for marker and tagging under development)	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Covid-19	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
BUDGET INFORMATION				
12. Amounts concerned	Budget line: BGUE-B2022-14.020120-C1-INTPA Total estimated cost: EUR 10 000 000 Total amount of EU budget contribution EUR: 10 000 000			
MANAGEMENT AND IMPLEMENTATION				
13. Type of financing	Indirect management with the entity (entities) to be selected in accordance with the criteria set out in section 4.4.1			

1.2 Summary of the Action

As recognised in the draft Ghana Development Cooperation Policy and Strategy 2022-2026¹ (under approval process), **corruption is the single most important governance issue in the country**: corruption, and perceptions of corruption, have diminished public trust in the government, are a key factor in economic underperformance, and remain major obstacles to development by discouraging foreign aid and investment. Institutions established to tackle corruption and enhance accountability have partially overlapping mandates and coordination and cooperation between institutions, while improving, requires additional support to ensure greater compliance with the rule of law and greater accountability and transparency of institutions. Laws dealing with corruption are not always enforced and some issues, such as conflict of interest, still need to be formally addressed in legislation. Challenges in strengthening the constitutional and legislative frameworks still exist, in particular the issue of enhancing the independence of accountability bodies and the separation of powers. Ghana has a comprehensive National Anti-Corruption Action Plan (NACAP) 2014-2024, however, the current NACAP will expire in 2024 and it is unlikely to be fully implemented by that stage. Civil society and the media, together with oversight institutions, have played a pivotal role in promoting reforms, and can be expected to continue to play such a role in future.

The **Joint Programming Ghana 2021-2027** identifies three priority areas, including good governance and security. Gender equality remains a transversal priority. Results indicated in the Programming require interventions to boost the capacities of key government agencies and local authorities in the fight against corruption; to strengthen civic engagement in policymaking; and to focus on the digitalisation of critical judicial functions and better collaboration between various actors of the judicial chain. In line with Ghana's own priorities, the New European Consensus on Development, and the Joint Programming Ghana 2021-2027, the action's **Overall Objective (Impact)** is to strengthen the rule of law and fight corruption in Ghana. To this end, the programme has three inter-linked **Specific Objectives (Outcomes)**:

- **Specific Objective 1:** Strengthen effectiveness of key government agencies in the fight against corruption.
- **Specific Objective 2:** Enhance the participation of civil society and the media in accountability and policymaking.
- **Specific Objective 3:** Increase digitalisation and collaboration between anti-corruption actors in the criminal justice chain.

¹ The Strategy is being elaborated by the Government of Ghana and it was submitted for inputs to Donors. It is currently under approval process.

2 RATIONALE

2.1 Context

Since Ghana's independence in 1957, most of Ghana's approximately 30 million citizens enjoy enviable levels of democracy, civil liberties, stability and security, and human rights. Ghana is a party to the United Nations Convention against Corruption (UNCAC), the 2003 African Union (AU) Convention on Preventing and Combating Corruption and the 2002 AU Declaration on the Principles Governing Democratic Elections in Africa, which prohibits all types of illegal practices throughout the whole electoral process (Art. 3). But while Ghana fares better than most African countries when it comes to corruption, perceptions that corruption is endemic in Ghana remain high. Various analyses and studies estimate the cost of corruption to the country to be in the magnitude of US\$ 3 billion per year.

Ghana's ranking on major transparency and governance indicators has also been inconsistent. For example, Ghana's score on the Transparency International Corruption Perception Index (CPI) has fluctuated considerably:² 2012 (45/100); 2013 (46/100); 2014 (48/100); 2015 (47/100), 2016 (43/100); 2017 (40/100); 2018 (41/100), 2019 (41/100); and 2020 (43/100). The overall governance score for Ghana on the 2020 Mo Ibrahim Index was 64.3 out of 100, ranking eighth on the African continent, while the anti-corruption score on the same index is 40 out of 100.³ The most prevalent types of corruption in Ghana identified in various reports and studies include bribery of government officials, court officials and police officers; extortion by police officers; gift giving, conflict of interest and tender related fraud; and abuse of incumbency, vote buying and vote selling.⁴ Despite the fact that a Political Parties Act (574 of 2000) regulates political party funding and the current President and his party⁵ campaigned on an anti-corruption platform in the last two elections (2016 and 2020), recent research suggests that money plays a major role in elections, with candidates for the presidency estimated to require US\$ 100 million to run for office.

According to the most recent review of UNCAC in Ghana (August 2020)⁶, multiple institutions have been established to increase oversight and accountability and to fight corruption, including the Commission on Human Rights and Administrative Justice (CHRAJ), Economic and Organised Crime Office (EOCO), the Office of the Special Prosecutor (established in 2018), Ghana Police Service, Attorney-General's Office, Financial Intelligence Centre, the Ghana Audit Service (Auditor General), Internal Audit Agency, Public Procurement Authority (PPA), Controller and Accountant General's Department, and the Registrar General's Department. The Judiciary is also a key player along with Parliament and, more specifically, the Public Accounts Committee. But, while progress has been made, recent events have undermined some key institutions.⁷ Anti-corruption and accountability institutions have partially overlapping mandates, and coordination and cooperation between institutions, while improving, needs to be strengthened. The Office of the Special Prosecutor, specifically established to tackle corruption, has taken some time to become fully operational (although Government's commitment to funding it is evident in the most recent budget - see Section 2.2 below). Numerous laws are in place to deal with corruption⁸,

² The CPI ranks 180 countries and territories around the world by their perceived levels of public sector corruption. The results are given on a scale of 0 (highly corrupt) to 100 (very clean). Each country's score is a combination of at least three data sources drawn from 13 different corruption surveys and assessments. These data sources are collected by a variety of reputable institutions, including the World Bank and the World Economic Forum. <https://www.transparency.org/en/cpi/2021>

³ The IIAG is a tool that measures and monitors governance performance in African countries across four major components (1 security and rule of law; 2 participation, rights and inclusion; 3 foundations for economic opportunity; and 4 human development), with 14 sub-components (such as rule of law and justice under component 1) and over 100 indicators. Targeting 54 countries and compiled by combining over 100 variables from more than 30 independent African and global institutions, the IIAG is the most comprehensive collection of data on African governance. <https://mo.ibrahim.foundation/sites/default/files/2020-11/2020-index-report.pdf>

⁴ See for example <https://knowledgehub.transparency.org/assets/uploads/helpdesk/overview-of-corruption-and-anti-corruption-in-ghana-2018.pdf>.

⁵ National Patriotic Party (NPP).

⁶ CAC/COSP/IRG/2020/CRP.13

⁷ For example, the first Special Prosecutor resigned in 2020 alleging political interference in the running of the Office; the previous Auditor-General was replaced in 2021 after being placed on leave; and the Chief Executive Officer of the PPA is currently under investigation for abuse of office.

⁸ The Criminal Offences Act, 1960 (Act 29) criminalises active and passive bribery, extortion, exploitation of a public office and the use of public office for private gain. Direct and indirect acts of corruption are illegal, as is attempting, preparing or conspiring to bribe agents and or principals. Although the Act initially regarded such offences as misdemeanors, this was amended by the Criminal Offences (Amendment) Act, 2020 to make anyone who commits the offence of corruption punishable to a term of imprisonment of not less than 12 years and not more than

however, enforcement could be improved, and more recent forms of corruption, such as influence peddling and conflict of interest, are yet to be fully addressed in legislation to align with requirements in the Constitution.⁹ The current National Anti-Corruption Action Plan (NACAP) 2014-2024¹⁰, will expire in 2024.

Ghana has also declined in ranking on the Global Gender Gap Index, dropping by more than double from 58 in 2006 to 117 out of 156 countries in 2021 (with a score of 0,666) due to constraints to equitable political and socio-economic participation as reflected in the scores of most sub-indices.¹¹ According to a recent gender analysis conducted in Ghana, harmful social norms and behaviours continue to impact opportunities and human potential, affecting health; education; and the productivity of men, women, boys, and girls. Critical gender gaps and disparities remain in the labour force and employment opportunities; access to quality education and levels of educational attainment; access to and use of health services; control over and access to long-term assets and resources; promulgation of gender equality and female empowerment related government policies and legislation; and gender-responsive decision-making, leadership, and political representation.¹²

Joint Programming Ghana 2021-2027 and relevant EU policies:

Governance, rule of law and human rights are at the core of the EU's development agenda. The **New European Consensus on Development ('the Consensus')**¹³, which provides the framework for the EU's implementation of the 2030 Sustainable Development Goals (SDGs), recognises that 'shortcomings in governance, democracy, human rights and the rule of law (...) pose a fundamental challenge to the effectiveness of development efforts'; that money laundering, corruption, illicit financial flows, and tax evasion and avoidance continue to derail sustainable development, disproportionately affecting developing countries; and that gender equality is central to achieving the SDGs. The Consensus states specifically that the EU and its Member States will promote accountable and transparent institutions and support initiatives to tackle corruption and to introduce more transparency and accountability in public funding and the delivery of public services. The Action will contribute to the **Gender Action Plan III**, especially promoting women, men, girls and boys in all their diversity, and participation in decision-making processes (governance).

The **Joint Programming Ghana 2021-2027** identifies three priority areas: green growth for jobs; smart and sustainable cities; and good governance and security. Gender equality remains a transversal priority. Results indicated in the Programme require interventions to boost the capacities of key government agencies and local authorities in the fight against corruption; to strengthen civic engagement in policymaking; and to focus on the digitalisation of critical judicial functions and better collaboration between various actors of the judicial chain.

Complementarity: The main development partners and UN Agencies supporting accountability and anti-corruption in Ghana are currently Germany, France, United Nations Office on Drugs and Crime (UNODC), United Kingdom and United States.

Germany, through the Deutsche Gesellschaft für Internationale Zusammenarbeit GmbH (GIZ), is currently implementing a regional programme 'Promotion of Rule of Law and Judiciary in Africa' that includes activities to be implemented in Ghana that are relevant to the current Action: digitisation of the entire jurisprudence of Ghana

25 years. However, at least 25 other laws also deal with corruption and corruption related offences to some degree. Examples include the Anti-Money Laundering Act, 2008 (Act 749); Economic and Organised Crime Act, 2010 (Act 804); and the Public Procurement Act, 2003 (Act 663).

⁹ In particular, Article 284 of the Constitution that prohibits public officers from putting themselves in a position where their personal interest conflicts with their official functions.

¹⁰ The NACAP is the overarching strategy for all role players in the anti-corruption sector and seeks to involve all role players and stakeholders to build a concerted and coordinated approach to corruption. The strategic objectives of the NACAP are to: 1. Build public capacity to condemn and fight corruption and make its practice a high-risk, low-gain activity; 2. Institutionalise efficiency, accountability and transparency in the public, private and not-for profit sectors; 3. Engage individuals, media and civil society organisations in the report and combat of corruption; and 4. Conduct effective investigations and prosecution of corrupt conduct.

¹¹ https://www3.weforum.org/docs/WEF_GGGR_2021.pdf. Ghana is also one of only two countries listed in the index where women's income is less than 30% of that of men: Ghana (29.2%) and Mali (28.1%).

¹² USAID/Ghana Gender Analysis Report 2020.

¹³ OJ C 210 of 30.6.2017.

from 2010; creation of two district court user committees; and development of the "Eye on Corruption" mobile application to report corruption cases. The current programme (budget EUR 11.99 million) comes to an end in June 2022, with a new phase planned from July 2022 that may include integrity of the justice system and further digitalisation of the justice sector. Within Ghana, GIZ includes a component on Accountability and Resource Governance under its Governance for Inclusive Development Programme (GovID) (2019-2023), which focuses on key accountability institutions in the public finance management sector¹⁴ as well as support to CSOs and strengthening Audit Committees at the sub-national level.¹⁵ GovID is also implementing interventions to combat illicit financial flows and serious and organised crime with support from the British Foreign, Commonwealth & Development Office (FCDO), including assistance to EOCO to develop a national policy framework and implementation strategy for asset recovery. Assessments are undergoing (by GIZ and FCDO) to decide whether additional funding will be secured from FCDO to continue into a new phase of GovID or whether a new programme will be required.

France / Expertise France is currently implementing the regional Organised Crime: West African Response to Money Laundering and the Financing of Terrorism (OCWAR-M) project (2019-2024), funded by the EU, with a budget of EUR 6.75 million.¹⁶ Within Ghana, the OCWAR-M programme focuses on detection, investigations, asset recovery, international cooperation, judgement; a diagnosis of the Ghanaian anti-money laundering and countering the financing of terrorism (AML/CFT) system; and the AML/CFT national coordination committee. Future plans include training on cryptocurrency for financial intelligence unit agents.

UNODC is the lead UN Agency for the implementation of the UNCAC. UNODC's focus on corruption in Ghana during 2021 included support to Ghanaian authorities to carry out corruption risk assessments within the fisheries and health sectors, building the capacity of CHRAJ to conduct corruption risk assessments, improving the existing whistle-blower protection framework, and strengthening integrity within law enforcement. Support included the development of a manual and training for the Police Professional Standards Bureau (PPSB) under the EU-funded global programme "Strengthening Criminal Investigation and Criminal Justice Cooperation along Drug Trafficking Routes" (CRIMJUST). For 2022 UNODC plans include: continued support to the PPSB; a country-wide corruption survey in cooperation with Ghana Statistical Service and CHRAJ; implementation of corruption risk mitigation strategies in the health and fisheries sectors; and the development of standard operating procedures on whistle-blower protection. UNODC also implements a schools project with a focus on anti-corruption and has established a platform to engage with civil society.

FCDO's most recent support to anti-corruption was under the Strengthening Action Against Corruption (STAAC) programme that included support to the Financial Intelligence Centre, EOCO and the financial courts; the Public Procurement Agency to improve procurement regulation and oversight; and support to civil society and the media. FCDO was also responsible for STAR-Ghana, a multi-donor civil society fund. Both STAAC and STAR-Ghana have ended and FCDO is currently in the early stages of determining what its future support to Ghana in the field of rule of law/anticorruption will include. Future support is expected to be linked to the recently published research into funding of presidential campaigns conducted by CDD and funded by FCDO and/or on budget and debt transparency.

The United States Agency for International Development's (USAID's) Ghana Strengthening Accountability Mechanisms Programme focused on strengthening accountability for improved development outcomes in almost half of Ghana's district-level governments. The programme included partnering with the Ghana Audit Service to conduct performance audits of capital development projects in approximately 100 districts, supporting the Public Accounts Committee and groups of citizen associations to reduce corruption and provide incentives for elected officials and technical authorities to improve accountability. USAID also supported the development of a digital

¹⁴ Ghana Audit Service (GAS), Internal Audit Agency, Ghana Extractive Industries Transparency Initiative, and the Public Interest and Accountability Committee (an NGO).

¹⁵ With co-funding from the Swiss State Secretariat for Economic Affairs (SECO), the Ghana Revenue Authority is being supported to develop codes of conduct and implement e-learning and the Ghana Audit Service is being supported to conduct a tax audit.

¹⁶ OCWAR-M has 4 components: advocacy / sensitisation of civil society; compliance / strengthening the AML/CFT legal and regulatory framework of Member States; strengthening the AML/CFT system of stakeholders; and technical assistance to the Inter-Governmental Action Group against Money Laundering in West Africa (GIABA). The project is based in Senegal and is part of a wider OCWAR programme that includes support to the fight against cybercrime and trafficking (both of which are based in Nigeria).

case tracking system for criminal justice institutions under a joint task force headed by the Judiciary. The system was developed in 2018, piloted in 2019 and rolled out to seven of Ghana's 16 Regions in 2020 before the project came to an end in January 2021. A grant was provided to the Legal Resources Centre¹⁷ to monitor whether the system is being used and to advocate for institutions to use the system until the end of May 2022. USAID has no plans to continue to support the case tracking system but does plan to focus on accountability institutions, such as the Ghana Audit Service under its new Country Development Cooperation Strategy 2023- 2025.

2.2 Problem Analysis

Problem analysis: Despite a well-developed legal framework and multiple institutions established to investigate and prosecute corruption, few cases make it to court, those that are prosecuted take lengthy periods to finalise, and conviction rates are low. Institutions have partially overlapping mandates and coordination and cooperation between actors in the criminal justice chain, while improving, needs to be strengthened to ensure enhanced ability to tackle corruption, increased accountability and transparency of institutions, and greater compliance with the rule of law. Enhancing the independence of accountability bodies and the separation of powers remains on the Government's agenda, despite some challenges in strengthening the constitutional and legislative frameworks.

Digitalisation of court processes is a priority of the Government of Ghana's 'e-Transform Programme'.¹⁸ Focused on civil proceedings but also covering filing of relevant documents during criminal trials, digitalisation helps to prevent corruption by reducing opportunities for corruption (such as overcharging for filing of documents or bribes to court officials to speed up or delay cases). The Judiciary has successfully digitalised the 'superior courts' (High Courts, Court of Appeal and Supreme Court) while processes within the 'lower courts' (District Courts and Circuit Courts) remain paper based. However a differentiation should be done on the level of jurisdiction. The criminal jurisdiction of District Courts is limited to cases where the maximum period of imprisonment is two years, whereas Circuit Courts may deal with any criminal cases other than treason or offences punishable by death. Recent amendments to the law on corruption¹⁹ reclassify corruption as a felony with a possible sentence of 12-25 years, which means that only Circuit Courts and the High Court have sufficient criminal jurisdiction to hear such cases as courts of first instance.

The digitalisation will coexist with the paper process allowing access to those with limited access to technology, older people and the like who are still able to file relevant pleadings and documents in person at courts. Digitalisation helps to speed up processes and increase efficiency in Courts generally and allow for both civil and criminal cases to be dealt with and finalised expeditiously. The investigations will be carried out in full compliance with the Data Protection Act of 2012.²⁰ A system to create a digital criminal case management system to link key institutions in the criminal justice chain, funded by USAID, has been successfully developed and implemented in seven of Ghana's 16 Regions but needs to be upgraded and rolled out, with the OSP still to be added to the system and linkages with two Offices falling under the Attorney-General (Directorate of Public Prosecutions and Office of the Solicitor-General) needing to be enhanced.

High Courts, Financial and Economic Crimes Courts (already digitalised), established at the High Court level in Accra and Kumasi, and the Circuit Courts deal with criminal cases of corruption but need to be strengthened in this regard. Prosecutors within the Circuit Courts, provided by the Ghana Police Service, are trained on general prosecution skills, but require additional training on prosecuting corruption to increase their effectiveness. And while High Court Judges have been trained to deal with corruption related cases under previous EU support²¹, new Judges and State Prosecutors (drawn from the Office of the Attorney-General to prosecute in the High Court) would need training, including on the changes to the law.

¹⁷ Legal Resources Centre is a national NGO focused primarily on human rights (<https://lrcghana.org/>).

¹⁸ As noted by Vice President, Dr. Mahamudu Bawumia, in April 2022, government's digitalisation drive is not only ensuring efficient delivery of public services, it is also contributing significantly to the fight against corruption by reducing human contact in public service delivery to minimise the risk of bribery and corruption in the system.

¹⁹ Criminal Offences (Amendment) Act, 2020 (Act 1034).

²⁰ Act 843. The Judicial Service is registered with the Data Protection Commission of Ghana as a Data Controller.

²¹ Accountability, Rule of Law and Anti-corruption Programme (ARAP).

Police detectives also require additional training on identifying, detecting and investigating corruption, and in working more closely with prosecutors during investigations (in line with the prosecution-led investigation approach). The Office of the Special Prosecutor - a key institution in the fight against corruption - while increasingly supported in the Budget, requires training and additional support as it starts to fully implement its mandate. Mechanisms for citizens to lodge complaints of corruption and maladministration within the Police and the Judiciary have been introduced, but need to be rolled out to the remainder of the country. In addition, there is a perceived need amongst CSOs and others of the need for an independent oversight mechanism for the Police and other aspects of the criminal justice system in addition to those already established by the Police and Judiciary. Attitudes and behaviour normalising corruption in areas like gift giving, nepotism and bribery are highly prevalent and entrenched and require a concerted effort to bring about change.

Investigative journalists have been instrumental in exposing corruption and deserve to be supported in this role through capacity building and other support to coordination and cooperation with those inside the country and further afield in the region. Investigative journalists also face threats to their safety and require better legislative and other support to ensure that they are protected and not victimised for exposing corruption and that sensitive but vital information can be channelled to the right media platforms and audiences. Persistent inequality in resource allocations, decision-making and political representation impact accountability and responsiveness within democratic processes.

Societal beliefs, values, attitudes, and behaviours dictate women be subordinate or inferior, which hinders their participation in decision-making and representation in political and governance positions.²² Mirroring the differences between women and men in life and society generally, men and women are affected by corruption in different ways and are subjects and objects of different corrupt practices and behaviours. Gender inequality breeds corruption and corruption tends to exacerbate gender inequalities.²³ For example, women, who are usually the primary care takers for children and the elderly, experience corruption in their daily dealings with education, health and other public services. Since corruption hits poor, disadvantaged and vulnerable groups the hardest, women are also more likely to bear a heavier burden as they are often marginalised and over-represented among the poorest. Making the link between gender and corruption can help to develop a better understanding of corrupt practices and craft more effective strategies to target them.²⁴

Stakeholders:

The **Office of the Special Prosecutor (OSP)** is a specialised agency created by legislation²⁵ to investigate and prosecute corruption and related offences, recover and manage proceeds of corruption, and to take steps to prevent corruption. The process to fully establish the Office is ongoing - Government's commitment to the establishment of the Office is evident in the most recent budget statements²⁶ but additional support is required. The new Special Prosecutor, recently appointed, is also reported to be taking steps to ensure staff are employed. He enjoys a good reputation within the country, and has already set up cooperation mechanisms and joint initiatives to fight corruption with the most active, relevant and vocal CSOs active in the country on anticorruption activities and campaigns, in particular the Centre for Democratic Governance and the Ghana Integrity Initiative, with which the Office has recently launched the Corruption League Table as part of its corruption prevention mandate.²⁷

CHRAJ is an independent constitutional body mandated by the Constitution (Art. 218) to investigate corruption. Although it has no prosecutorial powers, it is able to refer cases to other agencies (such as EOCO, the OSP and the Attorney-General) for prosecution at the end of its investigations. It also has the sole constitutional mandate to investigate conflict of interest and non-compliance with the requirement for public officers to declare their assets (Art. 287). CHRAJ is the lead institution under NACAP, has outreach across the country and significant staff levels, but is hampered by limited budget. CHRAJ have also recently established a Key Accountability Institutions

²² Japan International Cooperation Agency (JICA). Country Gender Profile: Republic of Ghana, Final Report, 2013.

²³ Sida (2015) Gender and Corruption (<https://cdn.sida.se/publications/files/-gender-and-corruption.pdf>)

²⁴ Transparency International (2014) Gender, Equality and Corruption: What are the Linkages? Policy Brief No 1/2014.

²⁵ Office of the Special Prosecutor Act, 2017 (Act 959).

²⁶ Government has allocated an indicative amount of GHc 170,504,400 for financial year (fy) 2022 (approx. EUR 20.2m), with a slight increase forecast to GHc 194,920,000 for fy2023 (approx. EUR 23.1m) and 212,160,000 for fy2024 (approx. EUR 25.2m).

²⁷ Launched in March 2022, the Ghana Corruption League will be used by the OSP to rank various public institutions on real and perceived levels of corruption. The League is expected to assist the OSP to determine where to focus its attention and is regarded as its flagship prevention project.

Forum to coordinate the work of various institutions, which includes public finance management as well as criminal justice institutions, but no similar forum or mechanism exists for those involved in the criminal detection, investigation and prosecution of cases. Amongst its many public education activities, CHRAJ also conducts a Schools Integrity Programme aimed at changing ethics, attitudes and behaviour related to corruption amongst the youth, and is developing plans to roll it out to tertiary education institutions.

The **Ghana Police Service** is responsible for the detection and investigation of all crimes in Ghana, including corruption and related offences, although detectives require additional training on how to detect and investigate cases of corruption. **Police prosecutors** prosecute criminal cases in the lower courts, including cases of corruption involving lower-level officials in the Circuit Courts, but require specialised training on corruption and related offences. The Police have also established the Police Professional Standards Bureau to receive, investigate and deal with reports of malpractice (including corruption) against police officers, although the Police require assistance to roll these out to additional Regions.

State Prosecutors in the Office of the Attorney General (OAG) have the constitutional mandate (Art. 88) to prosecute all criminal cases in Ghana, although they currently only prosecute serious cases in the High Courts. Although serious cases of corruption will be prosecuted by the OSP once it is fully established, there are some cases that border on corruption but also include other offences, and the OAG will continue to deal with serious corruption cases while capacity is built within the OSP.

The **Economic and Organised Crime Office (EOCO)** was established as a specialised agency to investigate and prosecute economic and organised crime (including money-laundering) under the authority of the Attorney-General, and to recover the proceeds of crime.²⁸ EOCO has 18 prosecutors and an agreement with the OSP in areas including investigations and recovery and management of assets.

The Judiciary deals with all criminal cases brought before the courts, including cases of corruption. To address corruption amongst its members and staff, the Judiciary has established Public Relations and Complaints Units (PRCUs) in 10 of 16 regions with plans (but no budget) to further roll these out.

Created by the Constitution, the **National Commission for Civic Education (NCCE)** coordinates with and supports civic education for all government institutions and other organisations, has excellent outreach, but makes limited use of social media or newer civic education methods.

Ghana has a **free and vibrant media** that can play an important role in raising awareness and understanding, increasing public oversight, and advocating for change. Civil society, together with oversight institutions, has played a pivotal role in promoting reforms and representing the voices of the rights holders in all their diversity (women and youth), especially those living in the most vulnerable situations (i.e.: people with disabilities). Moreover, it can be expected to continue to play such a role in future. Ghana has numerous civil society organisations (CSOs) focused on anti-corruption public education and awareness - including those aimed at changing culture and behaviour related to ethics and corruption amongst the youth, and among women organisations, and those focused on advocating for change. Examples include:

- Ghana Anti-Corruption Coalition (GACC) is a unique cross-sectoral grouping of 13 civil society organisations and public sector institutions, including CHRAJ, EOCO, PPA, NCCE and Ghana Audit Service (GAS). Although originally intended to provide a platform to coordinate efforts of CSOs and public institutions, the GACC has increasingly conducted its own activities, notably focused on procurement in the health and education sectors and implementation of GAS audit findings and recommendations.
- Ghana Integrity Initiative (GII), which was established in 1999 and which is the local Chapter of Transparency International. GII is supported by the Danish International Development Agency (Danida) and the Netherlands and is currently focused on corruption between government and the business sector and working with the media on campaigns related to procurement. GII has established Advocacy and Legal Advice Centres (ALAC) in Accra and three Regions to receive complaints and assist victims of corruption and is a member of the Ghana Anti-Corruption Coalition. Together with the Centre for Democratic Development, GII is partnering with the OSP's Corruption League Table project.

²⁸ EOCO Act, 2010 (Act 804).

- Ghana Centre for Democratic Development (CDD-Ghana) is an independent research and advocacy think tank working to advance democracy, good governance, and inclusive economic growth. Its flagship project in the area of anti-corruption is the corruption watch initiative, started in 2018 with FCDO funding and aimed at sustaining media interest in corruption. It includes national and local radio station platforms presentations and discussions on corruption, backed up by its own research and with the support of two investigative journalists. Such journalists were instrumental in uncovering judicial corruption in 2017 that led to the dismissal of numerous judicial officers and staff. CDD-Ghana also produced the recent investigation into financing of presidential campaigns.
- Gender Centre for Empowering Development (GenCED). Established in 2011, GenCED aims to empower women and youth for sustainable development and to increase women's participation in decision-making and governance process. GenCED also conducts research and advocacy on women's experiences and participation in policy making and representation in democratic processes.
- Tiger Eye P. I. is an investigative journalist organisation based in Accra and headed by multiple award-winning investigative journalist Anas Aremeyaw Anas. In addition to providing training on investigative journalism, the organisation has undertaken high-profile investigations to expose corruption, human trafficking, smuggling and human rights abuse²⁹
- Whistle-Blowers and Journalists Safety International Centre (WAJSIC). The Centre caters for whistle-blowers and journalists by providing safe havens and resources for their personal and professional wellbeing, building their capacity to withstand attacks, and advocating for better protection under law and policy. The WAJSIC also serves as an avenue through which information can be channelled to media platforms and audiences and is building a network of lawyers to provide legal advice and assistance to whistle-blowers and journalists, including defending them in court when required.

3 DESCRIPTION OF THE ACTION

3.1 Objectives and Expected Outputs

The **Overall Objective (Impact)** of this action is to strengthen the rule of law and fight corruption in Ghana.

The **Specific Objectives (Outcomes)** of The Action are:

- **Specific Objective 1:** Strengthen effectiveness of key government agencies in the fight against corruption.
- **Specific Objective 2:** Enhance the participation of civil society (including women and young people organisations) and the media in accountability and policymaking.
- **Specific Objective 3:** Increase digitalisation and collaboration between anti-corruption actors in the criminal justice chain.

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

1.1 Contributing to Outcome 1 (or Specific Objective 1):

- 1.1. Enhanced capacity of senior managers, investigators and prosecutors of corruption and related offences to collect evidence, prosecute cases and recover assets.
- 1.2 Enhanced forensic infrastructure and capacity.
- 1.3 Enhanced capacity of High Court and Circuit Court Judges to adjudicate cases of corruption and related offences.

2.1 Contributing to Outcome 2 (or Specific Objective 2)

- 2.1 Enhanced awareness of public, including youth, on anti-corruption.
- 2.2 Enhanced capacity of civil society and the media to advocate for changes to anti-corruption legislation and policy.

²⁹ Investigations have included an exposé of corruption in the Judiciary in 2015 that led to the disciplining of numerous judges and court officials and reforms within the Judiciary, and an exposé of football corruption in Africa (2018) that resulted in several football administrators, referees and FIFA committee members resigning from their positions

2.3 Enhanced capacity of investigative journalists to expose corruption and hold government to account.

3.1 Contributing to Outcome 3 (or Specific Objective 3)

3.1 Enhanced anti-corruption criminal justice institutional coordination mechanisms at national and local levels.

3.2 Enhanced integration of ICTs/digital technologies in Circuit Courts and Criminal justice case tracking system.

3.3 Enhanced anti-corruption coordination regime.

3.2 Indicative Activities

Activities related to Output 1.1

- Conduct learning needs analysis and gender analysis for senior managers (including Heads), investigators and prosecutors of corruption and related offences in OSP, EOCO, Police Service and OAG.
- Training and/or twinning and/or experience exchange for investigators, prosecutors and senior managers of anti-corruption institutions (including new and emerging crimes, money laundering, procurement fraud and illicit financial flows as identified in the learning needs assessment). (The proportion of women attending training and other capacity development activities will be at least the same as the proportion of women working in the relevant institutions).
- Development of standard operating procedures, manuals, guides etc. for investigation, prosecution, asset recovery and management etc.
- Development of asset recovery and management regimes for OSP and EOCO and training and experience exchange visits (Nigeria plus Member State(s)).
- Potential pilot contribution to forensic and cybercrime / cybersecurity laboratories and selected equipment for OSP and provide training on their use.
- Support to OSP prevention activities (such as the Corruption League Table, review of legislation etc. linked to the OSP strategic plan once finalised).
- Conduct learning needs analysis of High Court, Circuit Court and Financial and Economic Crimes Court Judges.
- Develop and conduct training of High Court, Circuit Court and Financial and Economic Crimes Court Judges. (The proportion of women Judges attending training will be at least the same as the proportion of women Judges in the relevant courts).
- Support to research (including technical assistance, capacity building and related costs) for:
 - Identification of risks in selected sectors (CHRAJ and OSP) and/or legislation requiring amendment or review.
 - CHRAJ to conduct investigation(s) (public hearings, research, debates) into critical issues such as role of business in corruption, gift giving, conflict of interest, and gender and corruption, and to develop national strategies and policies to address the issues.
- Pilot 'lifestyle audits' by OSP.³⁰
- Support to CHRAJ (and others) to finalise the legislative regime on Code of Conduct for Public Officers and Asset Declarations (and related legislation).
- Upgrade existing and rollout of new PRCUs for Judiciary and PPSBs for Ghana Police Service.

Activities related to Output 2.1:

³⁰ A lifestyle audit is an investigation into 'unexplained wealth' of public officers and is intended to expose corruption by public officers. It is linked to Art. 286(4) of the Constitution (dealing with asset declaration by public officers) that provides that: "Any property or assets acquired by a public officer after the initial declaration (of assets) and which **is not reasonably attributable to income, gift, loan, inheritance or any other reasonable source** shall be deemed to have been acquired in contravention of this Constitution". The power to conduct such investigations is given to the OSP in terms of their legislation (Section 29 and 69 of Act 959 read with Regulation 20 of Office of the Special Prosecutor (Operations) Regulations, 2018 (L.I. 2374) but the Office has yet to use the powers.

- Assist CHRAJ and NCCE to establish an anti-corruption public education and awareness coordination forum (in collaboration with CSOs, the media and those responsible for education and awareness / prevention in OSP, OAG, Police and Judiciary).
- Conduct joint national public education and awareness campaigns, including on culture change, accountability at local government level, ethics, and campaigns specifically targeting women and youth (such as those conducted or planned by CSOs and CHRAJ's national cultural review project and Schools Integrity Programme) and assist CHRAJ to develop and conduct an ethics / integrity programme for tertiary education.
- Joint advocacy campaigns (CSOs and the media) on various issues (including but not limited to the creation of an independent oversight mechanism for the Police and other members of the criminal justice system, creation of an independent national prosecuting authority, changes to the laws and policies related to anti-corruption and protection of whistle-blows and journalists, and passage of Affirmative Action legislation).
- Capacity development for investigative journalists and support to joint learning, sharing and coordination and cooperation amongst investigative journalists within Ghana and in the region. (The proportion of women journalists attending training and other capacity development activities will be at least the same as the proportion of women journalists in the country).
- Support to advocacy and awareness raising for safer environment, increased capacity and better protection for investigative journalists and whistle-blowers (including but not limited to psycho-social support and counselling, shelters, capacity building to withstand threats, and legal and other assistance as required).

Activities related to Output 3.1

- Establish a national anti-corruption criminal justice institution coordination mechanism.
- Develop standard operating procedures, instructions, guidelines etc. for inter-agency referrals and collaboration, (OSP, EOCO, OAG, and CHRAJ).
- Pilot and roll out anti-corruption criminal justice institution coordination mechanism / fora at local authority level.³¹
- Contribute to the roll out of existing digital case management system for Higher Courts (High Court, Court of Appeal and Supreme Court) to Circuit Courts.³²
- Revise, upgrade and roll out existing case tracking system to increase coordination in **all** criminal trials including linkages with systems for the Solicitor General and Directorate of Public Prosecutions developed under ARAP.³³
- Establish inter-agency body (led by the Judicial Service) to supervise the operations of the case tracking system.
- Support to the evaluation of the NACAP (2014-2024), consultation on its implementation and lessons learnt, and to the process to develop a new national anti-corruption action plan.

3.3 Mainstreaming

Environmental Protection & Climate Change

Outcomes of the SEA screening

No further action was required.

³¹ Such fora are based on 'coordination, cooperation and collaboration' committees in Uganda, Kenya, Zambia and elsewhere and will consist of most senior police and prosecutions officials as well as a representative of the Circuit Court, judiciary staff, head of the local prison and a representative of the Legal Aid Commission. In addition to focusing on corruption, these fora would have an 'added value' of improving collaboration generally amongst criminal justice roleplayers at local level.

³² Implementers of the Action will be specifically required to ensure that all relevant laws related to privacy and data protection, including the Data Protection Act, 2012 (Act 843), are fully complied with and adhered to and that any cybersecurity concerns are addressed.

³³ The inclusion of the case tracking system will improve tracking of all cases, not just those involving corruption, which is an 'added value' of the output. Implementers will be required to ensure that the system complies with the requirements of the Data Protection Act and other relevant legislation and that cybersecurity concerns are addressed.

Outcomes of the EIA (Environmental Impact Assessment) screening

The EIA (Environment Impact Assessment) screening classified the action as Category C (no need for further assessment).

Outcome of the CRA (Climate Risk Assessment)

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 that research into the gender dynamics of corruption will be conducted, attention will be paid to gender equality in the selection of the people benefiting from training to contribute to increasing the percentage of women nominated to senior level positions in relevant institutions (SDG 5). To that end, implementers will be required to strive for gender parity in all training and related activities and to prioritise women participants over men where possible. Noting that achieving gender parity during training and other capacity development activities may be hampered by the levels of gender presence in targeted institutions and trainees, the proportion of women attending trainings or other capacity development activities should be at least the same as the proportion of the women working in the relevant services. Representatives of relevant Government Ministries and civil society organisations focused on gender are also included in the Programme Steering Committee to ensure that consideration of gender aspects will be included in the design and implantation of pilot and other activities. Although not directly linked to accountability and anti-corruption, those responsible for advocacy campaigns supported under the Action will also be encouraged to advocate for the passage of the long-delayed Affirmative Action legislation.

Human Rights. The link between corruption, limited accountability and human rights - and especially socio-economic rights and development - is well established. Human rights and the human rights-based approach are mainstreamed into the Action, which has a clear focus on increasing citizen engagement (rights holders) in holding government to account, advocating for policy and legislative reform and increased transparency, participation, non-discrimination and accountability, and the right to a fair public hearing before a court or, where appropriate, another independent and impartial tribunal or forum.

Disability. As per OECD Disability DAC codes identified in section 1.1, this action is labelled as D1. In line with the Persons with Disability Act, 2006 (Act 715), implementers will ensure that training venues and other activities implemented under the action will be accessible to persons with disabilities (PWDs) and that advocacy and education campaigns are inclusive of PWDs. In addition, digital resources will be included to assist PWDs to participate in training, advocacy campaigns and other decision-making processes.

Democracy. The Action mainstreams democracy by promoting citizen engagement, via civil society and the media, in monitoring and holding government accountable at national and local levels and in advocating for reforms. Corruption also has the potential to undermine democracy, including through vote buying and selling at all levels, which the Action will address indirectly.

Conflict sensitivity, peace and resilience. The Action does not contribute directly to conflict sensitivity, peace and resilience, but is mindful of the fact that corruption and lack of accountability are widely perceived as threats to peace and security.³⁴

Disaster Risk Reduction. The Action has no direct link to disaster risk reduction, but emphasis will be placed in e-learning and online learning and digitalisation of court proceedings and processes to reduce the risks associated with COVID-19 and new and emerging risks that can be reasonably expected in future.

³⁴ See for example 'Corruption as a Threat to Stability and Peace', Transparency International, 2014 (https://ti-defence.org/wp-content/uploads/2016/03/2014-01_CorruptionThreatStabilityPeace.pdf)

3.4 Risks and Lessons Learnt

Category	Risks	Likelihood	Impact	Mitigating measures
External environment	Risk 1. There is a risk that Government may resist anti-corruption efforts and attempts to enhance accountability and rule of law, or that Government may no longer prioritise the implementation of reforms in the field of accountability and fighting corruption.	Medium	High	Given the approaching elections in 2024 and the fact that the current government came to power on an anti-corruption platform, the risk is assessed as medium. To mitigate the risk, the EU, together with other development partners and UN Agencies, will continue to engage in political dialogue to ensure corruption and accountability remain on the national agenda. The programme also deliberately includes support to both the supply and demand sides of accountability to ensure that citizens, civil society and the media are able to hold government to account and tackle corruption together.
External environment	Risk 2. Limited political will to prosecute high ranking officials could mean high levels of impunity and low prosecution and conviction rates of high-level offenders will persist.	High	High	While some level of impunity for high-ranking officials exists in all countries and is notoriously difficult to address without strong political will, and while such cases are difficult to prove especially since such officials can afford the best lawyers, the Action specifically includes support to the specialised Office of the Special Prosecutor, which is designed to investigate all cases, including those involving high ranking officials. The Office is already investigating and launching prosecutions against relatively high-ranking officials (such as the former head of the Public Procurement Authority) and is fiercely maintaining its independence. The Action also targets all other major anti-corruption institutions and provides support for CSO- and media-led advocacy. The mere fact that Government has agreed to a programme focused on corruption provides an excellent opportunity for strengthening political dialogue between the EU and Government on corruption issues as well as creating an issue around which advocacy and lobbying by civil society and the media can be built.
People and organisations	Risk 3. Institutions such as the OSP and Independent Constitutional Bodies (ICBs) remain underfunded to exercise their mandates and, in the case of the OSP, have	High	Medium	The legislation creating the OSP was passed in 2017, yet the Office is still to be fully established (although it is already bringing cases of corruption before the courts whilst still negotiating salary structures and planning to employ its full staff complement of 250 employees). While this creates a risk that the Office will not be fully operational at the start of the Action, the new Special Prosecutor (appointed in 2021) is driving the process and hoping to have staff employed during 2022. The

	yet to be fully established.			Office was also created following pressure from citizens and civil society, who can be expected to continue to push for its operationalisation. To mitigate against the risk, the Action has been designed to include a high level of flexibility, including a brief inception phase to allow implementers to determine the degree to which the Office has been established and what its needs are (many development partners have expressed interest in supporting it) and a mid-term review to determine progress and re-allocate funds to other activities and institutions if no progress has been made. When it comes to the ICBs included in the Action - CHRAJ and NCCE - the programme includes funding to assist them to implement their constitutional mandates even where funding remains low.
Communication and information	Risk 4. Corruption is so ingrained in society, through practices such as gift giving, nepotism and vote buying and selling, that public education and awareness will not be enough to change practices.	Medium	Medium	Research and consultations suggest that some corrupt practices are so ingrained that merely passing laws or strategies will not lead to attitudinal and behavioural change. Recognising that changing attitudes and behaviour requires extensive efforts and protracted periods of time, the Action specifically includes support to CHRAJ and civil society and the media (in cooperation with NCCE) to begin or continue activities aimed at bringing about such change, specifically targeting the youth where attitudes and behaviours are less likely to have already become entrenched.

Lessons Learnt: The previous EU programme in this area - Accountability, Rule of Law and Anti-corruption Programme (ARAP) ran from 2016 to January 2021 with a budget of EUR 20 million. ARAP was evaluated during 2021 and was positively assessed overall. However, the evaluation found that the design of ARAP was too ambitious given the complexity of corruption issues, key stakeholders' capacities, poor collaboration among public institutions, and the longer timeframe required to realistically change behaviour. ARAP also did not anticipate bottlenecks related to coordination (vertical and horizontal) among institutions or lead to or establish a coherent and comprehensive problem-driven approach among institutions. The focus on both the demand and supply sides led to a fragmentation of activities between various institutions and civil society actions (which were separately funded via a DFID-led programme - STAR Ghana - where the EU had little say on which organisations were supported and for what). While various campaigns to raise awareness of corruption were conducted, this did not lead to increases in the number of officials prosecuted at local level. ARAP made a strong input in institutional capacity enhancement in the area of education, prevention and prosecution through capacity building activities, development of the secondary policies innovative tools in each institution, but a common methodological approach among key institutions is not yet harmonised and articulated for creating a concrete and visible link where one action leads to the next level in the chain until the anti-corruption loop is closed.

The design of the current programme is mindful of all of the above lessons and actively addresses them: the focus has been narrowed to primarily focus on anti-corruption and accountability (thus contributing to enhanced rule of law), the number of institutions has been reduced to focus on those specifically empowered to address corruption and accountability, all criminal justice institutions involved have been included with support to building linkages between these and addressing overlapping mandates, and support to civil society and the media is more integrated

into the programme to ensure coherence between support to the supply and demand side and to strengthen links between civil society and the criminal justice system.

3.5 The Intervention Logic

To tackle corruption and increase compliance with the rule of law, and to complement the support provided by Member States, UN Agencies and other development partners, the intervention logic includes actions both on the **supply side** by increasing the capacity of key anti-corruption institutions to tackle corruption in an holistic and increasingly digitalised manner, including under a revised National Anti-Corruption Action Plan; and the **demand side** by providing civil society, the media and with tools to expose corruption in the use of public funds, educate the public on corruption and how to deal with it, and advocate for necessary changes to legislation and policy.

The underlying intervention logic for this action is that:

If managers, investigators and prosecutors in state and constitutional institutions established to tackle and process corruption are provided with training and other capacity development; and *if* the institutions are provided with new technology and digitalisation to enhance investigation, prosecution and adjudication of cases and to better coordinate their efforts; and *if* civic education bodies, civil society (including those representing women rights and people living in the most vulnerable situations) and the media are supported to conduct public education and awareness campaigns, including those focused on cultural and behaviour change and targeting the youth; and *if* civil society and the media are supported and equipped to lead joint advocacy campaigns for changes to key legislation and policy; and *if* investigative journalists are capacitated and protected to ensure they are able to play their role and *if* linkages between critical criminal justice institutions engaged in the fight against corruption and impunity are created and/or enhanced; and *if* government remains committed to the fight against corruption and impunity and continues to support key institutions in the fight; and *if* the Office of the Special Prosecutor is formally established and capacitated and sufficient funds can be found to establish the forensic and cybersecurity laboratories; and *if* key anti-corruption institutions are sufficiently resourced by Government; and *if* cases falling under the jurisdiction of the High and Circuit Courts are lodged, prosecuted and adjudicated when they present themselves; and *if* civil society and the media agree to conduct joint education, awareness and advocacy campaigns including to improve representativeness and inclusivity; *then* the effectiveness of key government agencies in the fight against corruption will be strengthened; *and* the participation of civil society and the media in accountability and policymaking enhanced; *and* digitalisation and collaboration between anti-corruption actors in the criminal justice chain will be increased; and *if* Government remains committed to the fight against corruption and compliance with the rule of law; then the Action will *ultimately lead to* a reduction in corruption and enhanced compliance with the rule of law.

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	Targets (values and years)	Sources of data	Assumptions
Impact	To strengthen the rule of law and fight corruption in Ghana.	1. Score on Transparency International Corruption Perception Index (CPI). ** * 2. Overall score World Justice Project (WJP) Rule of Law Index. ** 3. Score: Accountability and Transparency: Ibrahim Index of African Governance (IIAG). ** 4. Global Gender Gap (GGG) Index score. GERF 3.2 Amount and share of EU-funded external assistance directed towards digitalisation ** 5. Proportion of persons who had at least one contact with a public official and who paid a bribe to a public official, or were asked for a bribe by those public officials, during the previous 12 months (SDG 16.5.1)	1. 2021: 43 2. 2021: 0.55 3. 2019: 68.3 4. 2021: 0,666 5. 2022: 26.7% ³⁵	1. 2026: 45 2. 2026: 0.60 3. 2026: 70 4. 2026: 0,7 5. drop of 23 %	1. CPI. 2. WJP Rule of Law Index. 3. IIAG. 4. GGG Index. 5. CHRAJ / programme corruption surveys and endline survey	<i>Not applicable</i>
Outcome 1	Effectiveness of key government agencies in the fight against corruption strengthened.	1.1 Number of corruption cases investigated and prosecuted. 1.2 Prosecution success rates (%). 1.3 Assets recovered and managed (value). 1.4 Number of complaints of judicial and police corruption finalised.	1.1 To be determined (TBD) in 2023 based on available data from police, OSP and EOCO for 2022. 1.2 TBD in 2023 based on available data from Judiciary for 2022. 1.3 TBD in 2023 based on available data from EOCO and OSP for 2022. 1.4 TBD in 2023 based on available data from EOCO and OSP for 2022.	All years 2026: 1.1 > 30% 1.2 > 30% 1.3 > 50% 1.4 > 30%	1.1 Police, EOCO, OSP statistics and records. 1.2 Court records and statistics. 1.3 EOCO / OSP records. 1.4 PRCU and PSB reports.	Government will remain committed to the fight against corruption and compliance with the rule of law.
Outcome 2	Participation of civil society (including women and young people organisations) and the media in accountability and policymaking enhanced.	2.1 % change in levels of acceptance of corruption amongst citizens, including the youth, disaggregated by age and sex. 2.2 Number policies / laws amended or adopted as a result of advocacy campaigns 2.3 Number of corruption matters exposed by media.	2.1 TBD during 2023 baseline survey 2.2 Nil 2.3 Nil	All years 2026: 2.1 < 20% 2.2 Three 2.3 Six	2.1 Baseline and endline survey conducted and budgeted by the EU-funded intervention	

³⁵ Corruption in Ghana: People's Experiences and Views, UNODC, CHRAJ, Ghana Statistical Services, 2022

					2.2 New / amended laws / policies 2.3 Media reports	
Outcome 3	Digitalisation and collaboration between anti-corruption actors in the criminal justice chain increased.	<p>3.1 Degree of collaboration between actors as a result of digital systems. (SDG 9). **</p> <p>3.2 Average time taken to finalise corruption case.</p> <p>3.3 Number of incidents of collaboration between anti-corruption actors.</p> <p>3.4 Prosecution success rates (%).</p> <p>3.5 GERF 2.12 Number of (a) countries supported by the EU to enhance access to digital government services**</p> <p>3.6 GERF 2.29 Number of government policies developed or revised with civil society organisation participation through EU support**</p>	<p>3.1 TBD by baseline survey.</p> <p>3.2 TBD in 2023 based on available data from police, OSP, EOCO, Judiciary for 2022.</p> <p>3.3 TBD in 2023 based on available data from police, OSP, EOCO, Judiciary, CHRAJ for 2022.</p> <p>3.4 TBD in 2023 based on available data from police, OSP, EOCO, Judiciary, for 2022.</p> <p>3.5 Nil</p> <p>3.6 Nil</p>	<p>All years 2026:</p> <p>3.1 TBD by baseline survey.</p> <p>3.2 TBD in 2023</p> <p>3.3 TBD in 2023</p> <p>3.4 TBD in 2023</p> <p>3.5 One</p> <p>3.6 Two</p>	<p>3.1 Baseline and endline survey conducted and budgeted by the EU-funded intervention / court records</p> <p>3.2 Reports of actors.</p> <p>3.3 - 3.6 Baseline and endline survey conducted and budgeted by the EU-funded intervention / court and prosecution agency records</p>	
Output 1 related to Outcome 1	1.1 Enhanced capacity of senior managers, investigators and prosecutors of corruption and related offences to collect evidence, prosecute cases, recover assets and prevent corruption.	<p>1.1.1 Number of managers, investigators and prosecutors trained by the EU-funded intervention with increased knowledge and/or skills in investigation and prosecution of corruption and related offences disaggregated by sex.</p> <p>1.1.2 No. of managers, investigators and prosecutors trained by the EU-funded intervention with increased knowledge and/or skills in asset recovery and management disaggregated by sex.</p> <p>1.1.3 No. of managers, investigators and prosecutors trained by the EU-funded intervention with increased knowledge and/or skills in prevention of corruption disaggregated by sex.</p> <p>1.1.4 No. of standard operating procedures, manuals etc. for investigation, prosecution and asset recovery and management developed with support of the EU-funded intervention.</p>	<p>1.1.1 Nil</p> <p>1.1.2 Nil</p> <p>1.1.3 Nil</p> <p>1.1.4 Nil</p>	<p>All years 2026:</p> <p>1.1.1 100</p> <p>1.1.2 30</p> <p>1.1.3 20</p> <p>1.1.4 Five</p>	<p>1.1.11 Pre- and post-training reports</p> <p>1.1.2 Pre- and post-training reports</p> <p>1.1.3 Pre- and post-training reports</p> <p>1.1.4 Standard operating procedures, manuals etc.</p>	The OSP will be established and the OSP, EOCO, OAG and CHRAJ will be sufficiently resourced to perform their mandates.

Output 2 related to Outcome 1	1.2 Enhanced forensic infrastructure and capacity.	1.2.1 Status of forensic laboratory (SDG 9/ GEF 2.12). ** 1.2.2 Status of cybercrime / cybersecurity laboratory (SDG 9/ GEF 2.12). ** 1.2.3 No. of OSP staff trained by the EU-funded intervention with increased knowledge and/or skills to use forensic and cybercrime / cybersecurity laboratory disaggregated by sex	1.3.1 Nil 1.3.2 Nil 1.3.3 Nil	All years 2026: 1.3.1 One 1.3.2 One 1.3.3 Six	1.3.1 Forensic lab 1.3.2 Cybercrime / cybersecurity lab 1.3.3 Pre- and post-training reports	Sufficient funding will be available to establish the relevant laboratories.
Output 3 related to Outcome 1	1.3 Enhanced capacity of High Court and Circuit Court Judges to adjudicate cases of corruption and related offences.	1.3.1 No. of Judges trained by the EU-funded intervention with increased knowledge and/or skills to adjudicate corruption and related offences disaggregated by sex and Court.	1.5.1 Nil	1.5.1 80 (2026)	1.5.1 Pre- and post-training reports	Cases of corruption falling within the jurisdiction of the Circuit Courts will be lodged.
Output 1 related to Outcome 2	2.1 Enhanced awareness of public, including youth, on anti-corruption.	2.1.1 No. of joint campaigns conducted by the EU-funded intervention. 2.1.2 No. of joint campaigns targeting youth by the EU-funded intervention. 2.1.3 No. of new materials developed and disseminated by the EU-funded intervention 2.1.4 No. of people reached by campaigns conducted by the EU-funded intervention disaggregated by age and sex.	2.1.1 Nil 2.1.2 Nil 2.1.3 Nil 2.1.4 Nil	All years 2026: 2.1.1 Three 2.1.2 Three 2.1.3 1 000 2.1.4 5 000	2.1.1 Campaign reports and attendance registers. 2.1.2 Campaign reports and attendance registers. 2.1.3 Copies of materials. 2.1.4 Campaign reports, workshop attendance registers	There is sufficient will amongst role players to conduct joint campaigns
Output 2 related to Outcome 2	2.2 Enhanced capacity of civil society and the media to advocate for changes to anti-corruption legislation and policy.	2.2.1 No. of joint campaigns conducted by the EU-funded intervention. 2.2.2 GERF 2.29 Number of government policies developed or revised with civil society organisation participation through EU support**	2.2.1 Nil 2.2.2 Nil	All years 2026: 2.2.1 Three 2.2.2 Two	2.2.1 Campaign reports, media reports and attendance registers. 2.2.2 Copies of policies.	
Output 3 related to Outcome 2	2.3 Enhanced capacity of investigative journalists to expose corruption and hold government to account.	2.3.1 No. of journalists trained / supported by the EU-funded intervention with increased knowledge and/or skills in investigative journalism disaggregated by age and sex 2.3.2 No. of awareness and advocacy campaigns / activities to enhance capacity, safer environment and better protection of investigative journalists conducted. 2.3.3 No. of laws, policies etc. passed or amended to enhance capacity, safer environment and better protection of investigative journalists. 2.3.4 No. of journalists and whistle-blowers provided with psychosocial assistance, legal assistance, shelter and/or capacity building to withstand threats supported	2.3.1 Nil 2.3.2 Nil 2.3.3 Nil 2.3.4 Nil	2.3.1 20 (2026) 2.3.2 Three (2026) 2.3.3 One (2026) 2.3.4 20 (2026)	2.3.1 Pre- and post-training and exchange visit reports 2.3.2 Campaign reports and materials. 2.3.3 Laws, policies etc. adopted / amended as a result of the EU-funded intervention. 2.3.4 Program Documents and reports	Sufficient numbers of aspirant and competent investigative journalists exist.

		by the EU-funded intervention disaggregated by age and sex.				
Output 1 related to Outcome 3	3.1 Enhanced anti-corruption criminal justice institutional coordination mechanisms at national and local levels.	3.1.1 Status of mechanism at national level supported by the EU-funded intervention. 3.1.2 No. of local level mechanisms to enhance coordination in dealing with cases of corruption established by the EU-funded intervention.	3.1.1 Nil 3.1.2 Nil	3.1.1 One (2024) 3.1.2 10 (2026)	3.1.1 Terms of reference and meeting reports. 3.1.2 Terms of reference and meeting reports.	There is sufficient will amongst key institutions to coordinate their efforts.
Output 2 related to Outcome 3	3.2 Enhanced integration of ICTs/digital technologies in Circuit Courts and Criminal justice case tracking system.	3.2.1 No. of Circuit Courts digitalised by the EU funded intervention (SDG 9 / GERF 2.12). ** 3.2.2 No. of Circuit Court Judges trained by the EU funded intervention with knowledge and skills to use the digital systems disaggregated by sex. 3.2.3 Status of case tracking system revised by the EU funded intervention (SDG 9 / GERF 2.12). ** . 3.2.4 No. of districts connected to platform by the EU funded intervention.	3.2.1 Nil 3.2.2 Nil 3.2.3 Nil 3.2.4 Nil	All years 2026: 3.2.1 50 3.2.2 50 3.2.3 One 3.2.4 50	3.2.1 Judicial Service reports. 3.2.2 Pre- and post-training reports. 3.2.3 Judicial Service reports. 3.2.4 Judicial Service reports.	Cases of corruption falling within the jurisdiction of the Circuit Courts will be lodged.
Output 3 related to Outcome 3	3.3 Enhanced anti-corruption coordination regime.	3.3.1 No. of consultation activities to evaluate and revise NACAP conducted by the EU funded intervention. 3.3.2 GERF 2.29 Number of government policies developed or revised with civil society organisation participation through EU support**	3.3.1 Nil 3.3.2 Nil	3.3.1 50 (2024). 3.3.2 One (2025)	3.3.1 Pre- and post-Consultation meeting and workshop reports. 3.3.2 New NACAP document	That there will be sufficient consensus for the development of a new NACAP.

4 IMPLEMENTATION ARRANGEMENTS

4.1 Financing Agreement

In order to implement this action, it is envisaged to conclude a financing agreement with the Republic of Ghana.

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 entry into force of the financing agreement. 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 of the Budget Support Component [For Budget Support only]

N/A

4.4 Implementation Modalities [applicable for Project modality or for complementary support to a BS]

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 measures³⁶.

4.4.1 Indirect Management with a pillar assessed entity

This action may be implemented in indirect management with an entity highly specialised in accountability and anti-corruption from both the demand and supply sides, including the use of innovative methods and technologies. The entity will be selected by the Commission's services using the following criteria:

- Specific mandate to tackle corruption and enhance accountability.
- Proven track record in the fight against corruption and in enhancing accountability.
- Expertise in providing technical assistance to state institutions and civil society and the media.
- Significant experience in designing and conducting (or sourcing) training and other institutional and individual capacity building (such as experience exchange) for criminal investigators and prosecutors.
- Experience and capacity to award, monitor and evaluate, and financially manage grants to civil society organisations (including media organisations).
- Experience in overseeing and supporting public education, public awareness, and advocacy campaigns by civil society and the media.
- Significant experience in and understanding of the Ghanaian context.

The implementation by this entity entails the implementation of all activities and delivery of all outputs under Specific Objectives 1 and 3 and the awarding, management, monitoring and evaluation, and financial management of grants to civil society and the media (as well as specific activities supporting investigative journalists falling outside the scope of the grants) under Specific Objective 2.

³⁶ 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.

4.4.2 Changes from indirect to direct management mode (and vice versa) due to exceptional circumstances (one alternative second option)

Where the indirect management modality in Section 4.4.1 above cannot be implemented due to circumstances outside of the Commission's control, the management mode may be changed to direct management.

Grants:

(a) Purpose of the grant(s):

To support civil society and the media to conduct joint public awareness, education and advocacy campaigns in coordination with NCCE and CHRAJ, which will be financed under the service contract below.

(b) Type of applicants targeted:

Indicative criteria for the eligibility of the organisations are: applicants will be (a) a legal non-profit-making registered entities; and (b) a specific type of organisation, namely a national or international non-governmental and/or media organisation with experience in anti-corruption and accountability in Ghana or the region. In the case of an international non-governmental organisation (INGO), the INGO will need to identify and work with a national partner as a co-applicant. Additional sub-granting by the INGO with other national partners will be encouraged.

Procurement:

A service contract is planned to be signed to provide the necessary technical assistance support.

The services of a suitably experienced, qualified and capacitated organisation, company or institution will be procured to establish a technical assistance for the whole duration of the implementation of Specific Objectives 1 and 3, with additional support to the coordination of public education and awareness campaigns to be conducted by CSOs under Specific Objective 2 with CHRAJ and the NCCE.

4.5 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.

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).

4.6 Indicative Budget

Indicative Budget components	EU contribution (in EUR)
Implementation modalities: cf. section 4.4	
Indirect management with a pillar assessed entity	9 700 000
5.2 Evaluation	300 000
5.3 Audit	
Total	10 000 000

4.7 Organisational Set-up and Responsibilities

Programme Steering Committee (PSC): Overall responsibility for the direction, implementation, coordination, monitoring and evaluation of the programme will fall under the supervision of a Programme Steering Committee (PSC) made up of senior representatives of the main beneficiary institutions or their

delegates and will include the participation of the European Commission, contributing implementing partners, key development partners active in the sector, other key ministries, including those focused on women and the young people (*Ministry of Finance, Minister for Youth and Sports, Ministry of Gender, Children and Social Protection, Ministry of Environment, Science, Technology & Innovation*, among others), and representatives of the private sector. The PSC will also involve selected youth, women's organisations and organisations representing vulnerable populations. The Chair of the PSC will be the head of one of the main beneficiary institutions, selected annually on a rotational basis by members of the PSC. The PSC will meet every six months and will be responsible for setting the direction of the programme, approving the annual work plan, and annual budget, receiving reports, and monitoring implementation, and determining which activities and outputs should be prioritised. The exact functions of the PSC will be determined at the start of the programme and incorporated into PSC terms of reference. In situations where specific technical and expert-specific input is required, key partners will be invited on a need-by-need basis. Further meetings can be organised whenever deemed necessary. This mechanism will ensure the overall relevance of the project to the general objective as well as its compliance with beneficiaries' requirements and needs.

Technical Committee: A Technical Committee (TC) will be created to facilitate discussions on technical aspects of the action's implementation. The technical committee will contribute to the exchange of experiences and information, guaranteeing that all activities are tailored to the identified needs and are relevant to the political and social context of the country. The technical committee will meet quarterly and will be co-chaired by the technical leads and the European Commission. It will include relevant stakeholders (training providers and private sector representatives) and national technical representatives. Technical expertise on gender equality and the human rights-based approach will be ensured during the implementation of the intervention. At a minimum, this expertise will be integrated in relevant technical assistance and capacity building activities and documents such as ToRs.

The programme will include an **inception period** of 3 months to *inter alia* develop the first annual work-plan and budget (in consultation with the EU Delegation and beneficiary institutions), consult with all institutions and development partners to determine what additional support has been provided or planned to that listed in Section 2.1 above, and to determine the degree to which the Office of the Special Prosecutor has been established, whether or not forensic and cyber laboratories have already been procured or are expected, and the degree of readiness of the Office to receive the level of support envisaged in the Action. Where minimal progress has been made in establishing the Office, implementers will be required, in consultation with the Delegation and beneficiary institutions, to revise the logframe and allocation of resources to other beneficiary institutions and/or activities and outputs.

Day-to-day implementation and management of the programme will fall to the implementation partner, which will be required to provide technical assistants and staff (including a Monitoring and Evaluation Officer and Financial Management Officer) in line with the arrangements and requirements in the cooperation agreement.

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

5 PERFORMANCE MEASUREMENT

5.1 Monitoring and Reporting

The day-to-day technical and financial monitoring of the implementation of this action will be a continuous process, and part of the implementing partner's responsibilities. To this aim, the implementing partner shall establish a permanent internal, technical and financial monitoring system for the action and elaborate regular progress reports (not less than annual) and final reports. Every report shall provide an accurate account of implementation of the action, difficulties encountered, changes introduced, as well as the degree of achievement of its results (Outputs and direct Outcomes) as measured by corresponding indicators, using as reference the logframe matrix and international and/or regional indices such as the Ibrahim Index of African Governance, Transparency International Corruption Perception Index, Gender Global Gap Index and all

relevant SDG indices. 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).

In addition to regular reporting, the programme will include a **baseline survey** (including a public perception survey) during the inception phase to determine baselines (both quantitative and qualitative) against which outcome and output indicators may be measured and an **endline survey** (within six months of end of programme) to determine progress. All data in the surveys will be disaggregated by sex, age, region and income level. All training provided will include specific monitoring tools such as **pre- and post-course evaluation**, immediately after the course has been concluded, and at least twice at six-monthly intervals thereafter to determine what trainees have been able to do with the knowledge and skills acquired.

Roles and responsibilities for data collection, analysis and monitoring:

Indirect Management with a Member State Organisation or international organisation (UN Agency)

The implementing partner will be responsible for conducting the baseline and endline surveys as well as regular monitoring and evaluation (M&E) and reporting of all project activities according to an M&E plan to be annexed to the contribution agreement and approved by the Commission. In addition to its regular M&E functions, the partner will also be responsible for M&E, including financial monitoring and management of grants to CSOs and/or media organisations and will include relevant details in the reports referred to above. To this end, the partner will ensure the inclusion of a full- or part-time M&E Officer and a full- or part-time Financial Management Officer in its project team.

5.2 Evaluation

Having regard to the nature of the action, mid-term and final evaluations will be carried out for this action or its components via independent consultants contracted by the Commission. The **mid-term evaluation** will be carried out for problem solving and learning purposes, in particular with respect to determining the degree to which the Action is on track (and where adaptation may be required) and to determine the degree to which the Office of the Special Prosecutor is established and functional, when it will be fully operationalised, and whether or not activities need to be redesigned or budget reallocated to ensure objectives will be met. The **final evaluation** will be carried out for accountability and learning purposes at various levels (including for policy revision), taking into account in particular the fact the degree to which activities may continue to be supported under any potential further phase of support. The Commission shall inform the implementing partner at least three months 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 may be shared with the partners and other key stakeholders following the best practice of evaluation dissemination³⁷. The implementing partner and the Commission shall analyse the conclusions and recommendations of the evaluations and, where appropriate, apply the necessary adjustments. Evaluation services may be contracted under a framework contract. All evaluations shall assess to what extent the action is taking into account 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.

Evaluation services may be contracted under a framework contract.

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.

³⁷ See best [practice of evaluation dissemination](#)

6 STRATEGIC COMMUNICATION AND PUBLIC DIPLOMACY

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

It will remain a contractual obligation for all entities implementing EU-funded external actions 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. This obligation will continue to apply equally, regardless of whether the actions concerned are implemented by the Commission, partner countries, service providers, grant beneficiaries or entrusted or delegated entities such as UN agencies, international financial institutions and agencies of EU member states.

However, action documents for specific sector programmes are in principle no longer required to include a provision for communication and visibility actions promoting the programmes concerned. These resources will instead be consolidated in Cooperation Facilities established by support measure action documents, allowing Delegations to plan and execute multiannual strategic communication and public diplomacy actions with sufficient critical mass to be effective on a national scale.

Appendix 1 REPORTING IN OPSYS

An Intervention³⁸ (also generally called project/programme) is the operational entity associated to a coherent set of activities and results structured in a logical framework aiming at delivering development change or progress. Interventions are the most effective (hence optimal) entities for the operational follow-up by the Commission of its external development operations. As such, Interventions constitute the base unit for managing operational implementations, assessing performance, monitoring, evaluation, internal and external communication, reporting and aggregation.

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

The present Action identifies as

Action level		
<input checked="" type="checkbox"/>	Single action	Present action: all contracts in the present action
Contract level		
<input checked="" type="checkbox"/>	Single Contract 1	1 foreseen individual legal commitment (or contract)

³⁸ [Ares\(2021\)4450449](#) - For the purpose of consistency between terms in OPSYS, DG INTPA, DG NEAR and FPI have harmonised 5 key terms, including 'action' and 'Intervention' where an 'action' is the content (or part of the content) of a Commission Financing Decision and 'Intervention' is a coherent set of activities and results which constitutes an effective level for the operational follow-up by the EC of its operations on the ground. See more on the [concept of intervention](#).