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ANNEX 11

to the Commission Implementing Decision on the financing of the multiannual action plan in favour of Sub-Saharan Africa for 2023-2025

Action Document for ‘PRO-JUST: Strengthening the criminal justice chain in PALOP-TL (Portuguese speaking African countries and Timor Leste)’

MULTIANNUAL ACTION PLAN

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

1 SYNOPSIS

1.1 Action Summary Table

1. Title CRIS/OPSYS business reference Basic Act	PRO-JUST: Strengthening the criminal justice chain in PALOP-TL (Portuguese speaking african countries and Timor Leste) OPSYS number: ACT-61947 Financed under the Neighbourhood, Development and International Cooperation Instrument (NDICI-Global Europe)
2. Team Europe Initiative	Yes, the action will contribute to: Team Europe Initiative (TEI) to support Africa in combating Illicit Financial Flows and Transnational Organised Crime (Continental).
3. Zone benefiting from the action	The action shall be carried out in Sub-Saharan African Portuguese-speaking Countries (Angola, Cabo Verde, Guinea-Bissau, Mozambique and São Tomé and Príncipe). The action will be exceptionally extended to Timor-Leste as part of the PALOP-TL countries.
4. Programming document	Multi-Annual Indicative Programme (MIP) for Sub-Saharan Africa (2021-2027)
5. Link with relevant MIP(s) objectives / expected results	Specific Objective 2, Expected Result 2.5 of the Regional MIP for Sub-Saharan Africa (Capacities of pertinent/specialised institutions and frameworks for the prevention of and combat against illicit financial flows, money laundering and the financing of terrorism are enhanced). It is also aligned with and will contribute to the priorities set out in the MIPs of PALOP-TL countries.
PRIORITY AREAS AND SECTOR INFORMATION	
6. Priority Area(s), sectors	Priority area 2: Governance, Peace and Security, and Culture DAC codes: 151 Government & Civil Society-general
7. Sustainable Development Goals (SDGs)	Main SDG: SDG 16: Peace, justice and strong accountable institutions

	Other significant SDGs: <ul style="list-style-type: none"> • SDG 5: Gender Equality • SDG 10: Reduce inequality within and among countries • SDG 17: Partnerships for the Goals: 				
8 a) DAC code(s)	15113: Anti-corruption organisations and institutions (50%) 15130: Legal and judicial development (30%) 15150: Democratic participation and civil society (20%)				
8 b) Main Delivery Channel	Member State agencies – 11000				
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"/>	
	Reproductive, maternal, new-born and child health	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
	Disaster Risk Reduction @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
	Inclusion of persons with Disabilities @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
	Nutrition @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
	RIO Convention markers	Not targeted	Significant objective	Principal objective	
	Biological diversity @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
	Combat desertification @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
	Climate change mitigation @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
	Climate change adaptation @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
	11. Internal markers and Tags:	Policy objectives	Not targeted	Significant objective	Principal objective
		Digitalisation @	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
digital connectivity		YES <input type="checkbox"/>	NO <input checked="" type="checkbox"/>	/	
digital governance		<input type="checkbox"/>	<input checked="" type="checkbox"/>		
	digital entrepreneurship	<input type="checkbox"/>	<input checked="" type="checkbox"/>		

	digital skills/literacy	<input type="checkbox"/>	<input checked="" type="checkbox"/>	
	digital services	<input checked="" type="checkbox"/>	<input type="checkbox"/>	
	Connectivity @	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	digital connectivity	YES <input checked="" type="checkbox"/>	NO <input type="checkbox"/>	
	energy	<input type="checkbox"/>	<input checked="" type="checkbox"/>	
	transport	<input type="checkbox"/>	<input checked="" type="checkbox"/>	
	health	<input type="checkbox"/>	<input checked="" type="checkbox"/>	
	education and research	<input type="checkbox"/>	<input checked="" type="checkbox"/>	
	Migration @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Reduction of Inequalities @	<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	<p>Budget line(s) (article, item):</p> <ul style="list-style-type: none"> - 14.020120 : EUR 4 350 000 - 14.020121 : EUR 1 300 000 - 14.020122 : EUR 4 350 000 <p>Total estimated cost: EUR 12 000 000</p> <p>Total amount of EU budget contribution EUR 10 000 000</p> <p>This action is co-financed in joint co-financing by:</p> <ul style="list-style-type: none"> - Camões - Instituto da Cooperação e da Língua, I.P. for an amount of EUR 2 000 000 <p>The Action will contribute to the TEI on Fighting Illicit Financial Flows and related Transnational Organised Crime (TEI IFF-TOC) in Africa (Germany, France, Sweden, Finland). EU Member States indicative contributions to be confirmed.</p>			
MANAGEMENT AND IMPLEMENTATION				
13. Type of financing¹	Indirect management with the entity to be selected in accordance with the criteria set out in section 4.4.1			

1.2 Summary of the Action

The Action aims at contributing to peace and justice through the promotion of stronger institutions and the rule of law via a multi-sector and multi-stakeholder's approach. Emphasis will be placed on the reduction of corruption, money laundering, and organised crime (with a focus of drug trafficking) through prevention, investigation, and criminalisation to improve accountability and compliance with good governance principles.

The Action builds upon and complements the results achieved through the implementation of the programme 'Supporting the Consolidation of the Rule of Law in PALOP countries and Timor-Leste' (PACED) financed under the European Development Fund (EDF), which ended in June 2022. It assumes that through these achievements the target countries can now advance a step forward and start putting into practice (operationalisation) the support provided by the EU in these thematic sectors in the past decade. Compared to PACED, the Action will not only include new components (digitalisation) and involve other actors (Media and CSOs) but will also

¹ Art. 27 NDICI

adopt a new strategy and methodology that prime for the materialisation of the knowledge gathered in the past decades on these areas.

Moreover, the Action is designed to avoid duplication of efforts and make usage of already existing materials, tools and mechanisms in place whenever applicable, to ensure linkages with bilateral programmes on Rule of Law and Anti-corruption, and to ensure ownership, institutionalisation and sustainability. Hence, the Action will use and consolidate networks, agreements, as well as materials and platforms formalised through PACED and other EU and non-EU funded interventions.

In this perspective, and in view of the already demonstrated added-value of a collaboration in the framework of the PALOP-TL region (six countries sharing the same language and governance systems), it is proposed to focus the intervention on three main domains:

- 1.1 Legislation, strategies and action plans on corruption, money laundering and organised crime drafted and in line with international and European standards;
- 1.2 Key state and non-state actors involved in the fight against corruption, money laundering, and organised crime have improved skills to execute their specific mandates and functions;
- 1.3 Strategic means (including digital) for the criminal justice actors to operationalise their functions and mandates are strengthened.

The Action will support the development and implementation of legal frameworks, train officials to have practical skills to execute their mandates and functions, develop strategic mechanisms and tools to allow for the newly attained skills to be put to good use, and finally to improve coordination and joint work (including through South-South cooperation) to conduct investigations (including financial investigations) and operations on suspicious corruption, money laundering, asset recovery and organised crime cases. This will be done through a twofold complementary approach: national and regional level. These two will at times be intertwined since the Action covers areas of national sovereignty and security, requiring that specific contexts and needs are duly acknowledged.

Considering the very nature of the countries composing the PALOP-TL region, it is understood that although these are the general needs, the specific activities and strategies will differ from one target country to the other. Thus, annual action plans will be done by the implementation team that will include a detailed assessment of the context of all six target countries (backgrounds, strengths, weaknesses, opportunities, etc.) to determine specific needs at national and regional levels. The programme will aim at supporting initiatives for capacity development, South-South and triangular cooperation, exchanges of experiences and ‘peer-to-peer’ learning, with a view to fostering transformation in institutions, processes and human resources.

The proposed action contributes to Priority Area 2 ‘Governance, Peace and Security, and culture’ of the Sub-Saharan regional Multiannual Indicative Programme 2021-2027, and specifically refers to the Result 2.5 ‘Capacities of pertinent/specialised institutions and frameworks for the prevention of and combat against illicit financial flows, money laundering and the financing of terrorism are enhanced’. Moreover, it contributes to the Sustainable Development Goals (SDGs), namely the SDG 16 (*governance, including promote accountable and inclusive institutions at all levels*), the SDG 5 (*gender equality*), the SDG 10 (*reduce inequality within and among countries*) and the SDG 17 (*partnerships for the Goals*).

This Action will also act as an accelerator for the Global Gateway strategy and Team Europe Initiatives, especially the TEI on Fighting Illicit Financial Flows and related Transnational Organised Crime, by nurturing an enabling environment for increased investments from the EU public and private sectors as well as contribute towards the strengthening of the Rule of Law, Governance, Peace and Security in the beneficiary countries. It will also reinforce international peer-to-peer collaboration and partnerships, namely by bringing closer the beneficiary institutions to European institutions, their principles, and values.

2 RATIONALE

2.1 Context

The PALOP countries (Angola, Cabo Verde, Guinea-Bissau, Mozambique and São Tomé and Príncipe) began their South-South bilateral cooperation in the 1970s after their independence and maintained very close relations with Timor-Leste. Irrespective of its geographic discontinuity, the PALOP-TL region constitutes a cohesive community that shares common legal frameworks, institutional practices and cultures, a common language, history and a long-standing tradition of South-South and bilateral cooperation.

Cooperation between the PALOP countries and the European Union (EU) began in 1992, and Timor-Leste joined in 2007. That is when the acronym PALOP-TL was adopted. This partnership is based on a Regional Cooperation Programme which in 2022 celebrates 30 years of collaboration that further strengthened the regional cohesion. This partnership was first implemented through two Regional Indicative Programs (RIP PALOP I and II) under the 7th, 8th and 9th European Development Fund (EDF); later through the ‘Initiative for PALOP-TL Governance’ under the 10th EDF, and a Multiannual Indicative Program (MIP) under the 11th EDF.

The European Union's MIP for Sub-Saharan Africa (2021-2027), which now includes the PALOP-TL regional cooperation, defines Priority Area 2 ‘Governance, Peace, Security and Culture’ as one of the six priority areas of cooperation for Sub-Saharan Africa. In addition, the PALOP-TL countries’ XIV Meeting of National Authorising Officers (NAO) with the European Union in November 2021, identified Legal and Judicial Governance and Rule of Law as a priority area of cooperation for the next programming cycle. Furthermore, the continuity of support in this area of intervention is clearly aligned with the need to capitalise on the important achievements and gains obtained so far, notably through the PACED Programme.

This Action proposes to further consolidate the achievements of the previous programme to enable attaining internationally recognised good practices. PACED created several forums and informal inter-institutional networks, implemented capacity building activities developing theoretical knowledge among the national institutions, and developed and disseminated materials like manuals on organisation and management for the areas of criminal investigation and the judicial system. It also worked on the legislative harmonisation in the areas of corruption, money laundering, drug trafficking, witness protection, property confiscation and asset recovery among the six countries. These results will be integrated and used throughout the implementation of the Action, moving one step forward and allowing national partners to execute their specific mandates and functions more effectively. Furthermore the Action will also include new components (e.g. digitalisation) and involve new stakeholders (civil society and Media).

Furthermore, strengthening Peace and Security conditions is at the core of national priorities in all six PALOP-TL countries. All six governments are putting forward reforms to improve Governance and Rule of Law, to fight corruption, money laundering, and organised crime (with a focus of drug trafficking), as well as to strengthen capacities of the national law enforcement bodies and judicial institutions to combat those crimes. Carefully crafted and detailed multi-year work plans will be formulated allowing to promote synergies between the programme and MIPs in each country. Mozambique has been recently ‘grey listed’ as a jurisdiction under increased monitoring by the Financial Action Task Force (FATF) and it is actively working to address strategic deficiencies in countering money laundering and terrorist financing. It is, for the moment, the only PALOP-TL country in this case.

However, and despite the progress made, countries still have a clear lack of availability of systems and technologies necessary to deal with the sophistication of this type of crime. On the other hand, the regional articulation between the six countries in the fight against these crimes is still ineffective and inefficient, and the institutions responsible for the prevention, combat and legal prosecution efforts have serious technical limitations, which makes it more difficult to fight effectively against internationalised criminal organisations.

2.2 Problem Analysis

Short problem analysis:

The limited capacity of the PALOP-TL countries to effectively fight these crimes is the problem at the core of this Action. There are several causes identified that explain it, namely:

- (i) the generalised weakness of their institutions and human resources;
- (ii) the lack of technical and financial resources - especially in the poorest countries of the group - to guarantee the existence of up to date political commitments/dialogue as well as wide-ranging legal frameworks (especially the adoption and implementation of drafted laws);
- (iii) the lack of personnel with highly specialised know-how, both theoretical and practical for entities with mandates in these subject matters to be able to fully perform their tasks;
- (iv) the lack of technical and financial resources to ensure the availability and proper and consistent usage of means, systems and technologies necessary to deal with the sophistication of this type of crimes;
- (v) the reduced national and international articulation of key criminal justice entities in and within these countries (inexistence of Regional Strategies and Action Plans), which makes it more difficult, or rather impossible, to fight more effectively against internationalised criminal organisations;
- (vi) the reduced means/capacities/willingness to conduct and manage all stages of criminal justice cases; as well as the low incomes of most populations, which make them particularly accessible and vulnerable to illicit activities that allow them to rapidly increase their income.

By improving the legal frameworks and policies, strengthening on-the-job skills of personnel, developing mechanisms and tools – including digital – to allow for joint-work between different key stakeholders, and guaranteeing effective coordination/cooperation at national, regional and international levels. This will allow the judicial and law enforcement institutions to better operationalise their mandates and contribute to strengthen regional and global responses to organise crime and corruption (especially in the areas of crime prevention, law enforcement cooperation and counter terrorism, incorporating best practices and the latest developments in the Action's work processes).

It will also help countries achieve a positive and sustainable impact on criminal justice, corruption prevention and promotion of the rule of law.

The main stakeholders of the Action are the following state and non-state actors in the six PALOP-TL countries:

Direct beneficiaries: 1) Financial Intelligence Units; 2) Anti-corruption and Money laundering agencies; 3) Criminal investigation polices; 4) National polices and customs; 5) Judicial and judiciary training schools; 6) Public prosecutors; 7) National Parliaments; 8) Media and civil society

Indirect beneficiaries: Ministries of Justice; Ministries of the Interior and/or Internal Administration; Ministries of Finance, Central Banks, Public Prosecutor's Office, National Parliaments; Office of the Prime Minister and/or the President of the Republic

The direct beneficiaries may not coincide in all countries because it will depend on how each system is organised, and each beneficiaries' jurisdiction and specific mandates.

3 DESCRIPTION OF THE ACTION

3.1 Objectives and Expected Outputs

The **Overall Objective (Impact)** of this action is to promote peace, justice and the rule of law in the Portuguese speaking African countries and Timor Leste (PALOP-TL).

The **Specific Objective (Outcome)** of this action is to enhance effectiveness of PALOP-TL criminal justice chain in preventing and fighting corruption, money laundering and organised crime, especially drug trafficking.

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

- 1.1 Legislation, strategies and action plans on corruption, money laundering and organised crime drafted and in line with international legal frameworks;
- 1.2 Key state and non-state actors involved in the fight against corruption, money laundering and organised crime have improved skills to execute their specific mandates and functions;
- 1.3 Strategic means (including digital) for the criminal justice actors to operationalise their functions and mandates are strengthened.

3.2 Indicative Activities

Activities relating to Output 1.1:

Legislation, strategies and action plans on corruption, money laundering and organised crime drafted and in line with international legal frameworks

1. **Promotion of legal and institutional reforms**, including support to key legislation drafting, revision, harmonisation and regulation on corruption, money laundering, asset recovery and organised crime, through tailored technical assistance in line with international and European standards;
2. **Advocacy and sensitisation campaigns**, including technical support for discussion of key legislation at national parliaments; technical support for design of regional strategies and respective action plans; advocacy at regional level (including CPLP ministers of justice conferences) for approval and joint implementation and monitoring of legal frameworks, strategies and action plans;

Activities relating to Output 1.2:

Key state and non-state actors involved in the fight against corruption, money laundering and organised crime have improved skills to execute their specific mandates and functions

3. **Capacity development** of technical staff, of Members of the Parliaments and parliamentary staff, and other criminal justice stakeholders making usage of e-learning platforms and in loco training. This will combine theoretical and practical approaches (on the job training short/medium/long-term depending on specific needs, e-learning platforms, mentoring, twinning with regional and European institutions/agencies, sharing good practices with EU agencies such as EUROJUST...).
4. **Sensitisation and training of media and CSOs** at national and regional levels and support the operationalisation of their roles and functions with regards to fighting corruption, money laundering, asset recovery and organised crime.

Activities relating to Output 1.3:

Strategic means (including digital) for the criminal justice actors to operationalise their functions and mandates are strengthened

5. **Digitalisation:** Development and/or improvement of criminal justice databases/systems where appropriate, based on international best practices and international standards on data protection;
6. **Development of soft tools and mechanisms** to facilitate coordination between different agencies at national and regional level;
7. **Organisation of regular technical roundtables at regional and transregional level** (South-South and triangular cooperation) focusing on the exposure to and appropriation of best practices; showcase of successful tools and methods in other countries where they can be replicated;
8. **Facilitation of planning and execution of joint investigations, including financial investigations, and operations** through technical assistance

Any methodologies and digital systems/applications proposed should be compatible and aligned with those already developed or to be developed under bilateral programmes. The development of criminal justice databases should also include support on data management and analysis and should ensure a high level of cybersecurity of such systems.

The commitment of the EU's contribution to the Team Europe Initiative to which this action refers, will be complemented by other contributions from EU, Member States and European financing institutions following a Team Europe approach. It is subject to the formal confirmation of each respective member's meaningful contribution as early as possible. In the event that the TEIs and/or these contributions do not materialise, the EU action may continue outside a TEI framework.

3.3 Mainstreaming

Environmental Protection & Climate Change

Outcomes of the SEA screening (relevant for budget support and strategic-level interventions)

N/A

Outcomes of the EIA (Environmental Impact Assessment) screening (relevant for projects and/or specific interventions within a project)

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

Outcome of the CRA (Climate Risk Assessment) screening (relevant for projects and/or specific interventions within a project)

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 the OECD Gender DAC codes identified in section 1.1, this action is labelled as G1. Women and other people in vulnerable situation are more likely to be affected by corruption and have a tendency to be more risk-averse than men, and therefore less prone to accept bribes. With regard to 'petty corruption', women seem to be the first victims and often forced to pay for free services. Activities with Media and CSO will target significantly women to increase corruption awareness. Furthermore, a proper representation of women, (quota system) will be ensured in all activities (e.g. trainings etc.) whenever possible. On the other hand, women will be equally represented when creating teams of trainers or teams. Gender equality will be included in the programme monitoring systems and evaluation processes. Furthermore, the Programme Committees (National, Regional and Steering) will be gender balanced to ensure that gender aspects are duly mainstreamed in the design and implementation of activities. These would be composed of women representatives of different sectors (judiciary, police, banking, civil society, media, etc.) to ensure an inclusive approach.

Human Rights

The linkages between corruption, money laundering, organised crime and human rights are well established. Corruption and money laundering are not just economic crimes, but also a human rights issue. These divert funds from state budgets that should be dedicated to the enjoyment and advancement of human rights - civil, political, economic, social and cultural, as well as the right to development. It therefore undermines a state's human rights obligations to maximise available resources for the progression and realisation of rights recognised in article 2 of the international covenant on economic, social and cultural rights. With regards to organised crime, many of its forms entail severe human rights violations which makes the victim-witnesses vulnerable. Protecting and balancing the rights of victims, witnesses and alleged perpetrators of organised crime is a concern and a challenge in investigating - and prosecuting - organised crime cases. It is often hard to investigate such cases without the assistance of witnesses, including victim-witnesses.

Therefore, human rights in the abovementioned sense will be directly mainstreamed into the Action – into deliverables and specific actions – with a view to increasing transparency and accountability, and also the right to protection and a fair public hearing before a court.

Disability

As per OECD Disability DAC codes identified in section 1.1, this action is labelled as D0. Although this action is labelled as D0, reasonable accommodation will be ensured to allow participation of persons with disabilities in each activity - in line with the UN Convention on the Rights of Persons with Disabilities.

Reduction of inequalities

Through tackling corruption and money laundering, the Action will contribute to increasing the availability of public funding which can revert to the implementation of policies directed to poverty reduction - targeting especially disadvantaged individuals and vulnerable groups.

Democracy

This Action will strengthen the judiciary systems and make roles, responsibilities, procedures and reporting more transparent. It will also strengthen national institutions and CSOs and Media to demand accountability from Governments and improve transparency of the judiciary system strengthening democracy dynamics in all six PALOP-TL countries. Through contributing to the improvement of human and institutional capacities, as well as the effectiveness and coordination of the judicial and law enforcement institutions at national and regional (PALOP-TL) levels, this Action will play a key role in the strengthening of Democracy, Rule of Law and Good Governance of the beneficiary countries.

Conflict sensitivity, peace and resilience

The Action contributes to conflict sensitivity, peace and resilience, being mindful of the fact that organised crime, corruption and money laundering pose specific threats to peace and security of the PALOP-TL countries. The assessments conducted during the inception phase must factor into the analysis of the political and security context and specific needs in each target country with a view for the Action to act as an accelerator towards the strengthening of Peace and Security in the beneficiary countries.

Disaster Risk Reduction

Although the Action has no direct link to disaster risk, emphasis will be placed on online learning and the digitalisation of processes to reduce risks associated to disruption of services caused by extreme weather events and other potential risks.

Other considerations if relevant

N/A

3.4 Risks and Lessons Learnt

Category	Risks	Likelihood (High/ Medium/ Low)	Impact (High/ Medium/ Low)	Mitigating measures
External environment	Political changes in governments and beneficiary institutions can lead to disengaging on their commitments and efforts.	Medium	High	The Action will keep close contact with Authorities in each country advocating for the importance of the intervention. Furthermore, national authorities will be engaged in all key stages of the programme to ensure engagement and ownership of the Action.
External environment	The fragmentation and lack of coordination among different national authorities.	High	High	A coherent coordination structure will be built and rely on focal points of the project in each country to enhance the political buy-in and ownership.
People and organisations	Limited technical capacity of human	High	High	Focus on institutional and legal reforms; capacity-building; digitalisation and

	resources and financial capacity of the beneficiaries to allocate the necessary means to sustain the attained results and effects in the long term.			technological support to ensure sustainability of the results and enhance resilience. Furthermore, the Annual Work Plans will enable flexibility and alignment with the national priorities and political situations.
Planning, processes and systems	Different levels of capacity among stakeholders and countries.	High	Medium	Early identification of weaknesses and strengths of all stakeholders during the inception phase will allow the Action to tailor training and technical assistance activities. In addition, a needs assessment will be conducted to verify specific needs of all stakeholders.

Lessons Learnt:

- Flexibility and adaptation to the beneficiaries' changing needs is key to foster political buy-in and ownership of the Programme. This has proven to be crucial to ensure sustainability in interventions linked to the promotion of peace, justice and the rule of law.
- A participative process in the formulation of activities, results, indicators, and baselines, through Annual Work Plans contributes to tailored responses to the beneficiaries' needs and priorities.
- Importance of implementing a robust identification of the specific needs of each country and stakeholder in the inception phase and successive adaptation throughout the project, to ensure effective coordination and buy-in from the national authorities.
- These annual work Plans allow to create different activities and work with different institutions in each country, having in mind the national identified needs (variable geometry). It also allows to identify actions already covered by national programmes and avoid overlapping.
- Importance of working through peer-to-peer collaboration and strengthening regional networks as it has proven to be successful in fostering difficult but critical transformation in institutions.
- Only with robust monitoring and evaluation mechanisms and processes is it possible to identify flaws and limitations on time to adopt complementary measures or make the necessary adjustments to reach the outputs and outcome.
- The project management team should rely deeply on the countries' focal point structure that will be developed because they will have knowledge of country situation and needs.

3.5 The Intervention Logic

The underlying intervention logic for this action is to build upon the achievements of the *Supporting the Consolidation of the Rule of Law in PALOP countries and Timor-Leste project* (PACED), contributing to the promotion of peace, justice and the rule of law in the Portuguese speaking African countries and Timor-Leste (PALOP-TL) (**Impact**). Through the promotion of stronger institutions and the rule of law via a multi-sector and multi-stakeholder's approach, the Action aims to enhance effectiveness of PALOP-TL criminal justice chain in preventing and fighting corruption, money laundering and organised crime, especially drug trafficking (**Outcome**).

Firstly, the **legislation, strategies and action plans** on corruption, money laundering and organised crime drafted and regulated in line with international legal frameworks (**Output 1**) will be achieved by support to legislation, revision/harmonisation; providing technical support for the discussion of key legislation at the National Parliaments; design of regional strategies and respective action plans; support to political dialogue at national and regional levels (including CPLP Ministers of Justice Conference) to advocate for the approval and joint-implementation of legal frameworks, strategies and respective action plans.

Secondly, **improve skills** of key state and non-state actors in the fight against corruption, money laundering, and organised crime to execute their specific mandates and functions (**Output 2**) will be achieved through capacity building of criminal justice stakeholders both at national and regional levels; training of trainers to strengthen a pool of trainers at regional level; flexible technical assistance and mentoring to stakeholders; training of media and CSOs at national and regional levels. Capacity building activities will combine theoretical and practical approaches (on the job training short/medium/long-term depending on specific needs, e-learning platforms, mentoring, good practices sharing, twinning with regional and European institutions/agencies...).

Finally, the Action will also **strengthen strategic means** (including digital) for the criminal justice actors to operationalise their functions and mandates (**Output 3**) through the development of criminal justice databases/information systems/tools/mechanisms based on international best practices and international standards on data protection; digitalisation of criminal justice cases per entity and country; development of soft tools and mechanisms to facilitate coordination between different agencies; implementation of regular technical roundtables at regional and transregional level (South-South and triangular cooperation); and facilitation of planning and execution of joint investigations and operations.

The overarching activities per output will be further detailed and customised in concrete actions in the Annual Work Plans (as per 3.2) in consultation with the national partner institutions in each country, aiming to provide a regional approach to local needs. This bottom-up and inclusive planning exercise will allow to contribute to good levels of flexibility and will enable appropriation (buy-in) of the Programme. This will allow the project to create different activities and work with different institutions in each country (if necessary) taking into account the identified needs and different levels of development (variable geometry) allowing for a coordination at regional level. It will also avoid overlap with other ongoing projects in the same areas.

The intervention logic can be summarised as follows:

IF better legislation, strategies and action plans on corruption, money laundering and organised crime are drafted in line with international legal frameworks AND

ASSUMING THAT key state and non-state actors involved in the fight against corruption, money laundering, and organised crime are actively engaged AND **improve their skills** to execute their specific mandates and functions,

IF strategic means (including digital) for the criminal justice actors to operationalise their functions and mandates, **are strengthened**,

THEN the capacity of PALOP-TL criminal justice chain to prevent and fight effectively against corruption, money laundering and organised crime, especially drug trafficking, will be improved,

BECAUSE these actions will contribute to promote legal and institutional reforms, build the sector's capacity and strategic means. This will contribute to the promotion of peace, justice and the rule of law in the Portuguese speaking African countries and Timor-Leste (PALOP-TL).

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.

PROJECT MODALITY (3 levels of results / indicators / Source of Data / Assumptions - no activities)

Results	Results chain (@): Main expected results (maximum 10)	Indicators (@): (at least one indicator per expected result)	Baselines (values and years)	Targets (values and years)	Sources of data	Assumptions
Impact	Promote peace, justice and the rule of law in the Portuguese speaking African countries and Timor-Leste (PALOP-TL).	1. World Bank Worldwide Governance indicators GERF 1.20 * 2 Countries' scores in the corruption perception index. 3 Countries' scores in the Basel AML Index (assesses risks of money laundering and terrorist financing around the World).	1. 2020 data - Angola: 16.83 - Cape Verde: 66.83 - Guinea-Bissau: 6.25 - Mozambique: 15.38 - Sao Tome and Principe: 26.44 - Timor Leste: 11.06 3: 2021 data 2. 2021 data - Angola: 29 (rank 136) - Cape Verde: 58 (rank 39) - Guinea-Bissau: 21 (rank 162) - Mozambique: 26 (rank 147)	1. TBD in the inception phase 2. TBD in the inception phase 3. TBD in the inception phase	1. World Bank Worldwide governance indicators (WGI) 2. Transparency international corruption perception Index 3. BASEL AML Index	<i>Not applicable</i>

			- Sao Tome and Principe: 45 (rank 66) - Timor Leste: 41 (rank 82) 3. 2021 data - Angola: N/D - Cape Verde: 6.49 (rank 19) - Guinea-Bissau: N/D - Mozambique: 7.71 (rank 4) - Sao Tome and Principe: N/D - Timor Leste: N/D			
Outcome 1	Enhance effectiveness of PALOP-TL criminal justice chain in preventing and fighting corruption, money laundering and organised crime, especially drug trafficking.	1.1 N° of laws/regulations on corruption, money laundering and organised crime adopted and harmonised and in conformity with international standards. 1.2 Level of digitalisation of criminal justice cases processed 1.3 Status of implementation of regional Strategies/action plans for corruption, money laundering and organised crime 1.4 Variation of drug seizures (in kilogram equivalent) and its incineration per country.	1.1 0 1.2 TBD 1.3 TBD 1.4 TBC	1.1 TBD in the inception phase 1.2 TBD in the inception phase 1.3 TBD in the inception phase 1.4 TBD in the inception phase	1.1 progress reports for the EU-funded intervention Text of laws and regulations 1.2 progress reports for the EU-funded interventions Websites, databases, platforms, etc created with the EU-funded intervention 1.3 progress reports for the EU-funded intervention Text of strategies and policy documents 1.4 UNODC Data on Drug Trafficking and Cultivation – World Drug Report	PALOP-TL Governments and beneficiary institutions sustain their commitment to contribute to peace, justice, RoL and strengthen of institutions, and provide conditions for its effective implementation and to sustain the Action's results. The political environment in the PALOP-TL countries enables sufficient civic space for CSOs and media to perform their accountability function.

Output 1 related to Outcome 1	1.1 Legislation, strategies and action plans on corruption, money laundering and organised crime drafted and in line with international legal frameworks.	<p>1.1.1 Number of laws on corruption, money laundering and organised crime revised/improved and submitted for technical discussion with support of the EU-funded intervention (total and per country).</p> <p>1.1.2 Number of government policies developed or revised with civil society organisation participation through EU support (GERF 2.29)</p> <p>1.1.3 Number of Regional Strategies and respective Action Plans on corruption, money laundering and organised crime developed with support of the EU-funded intervention</p>	<p>1.1.1 - Angola: 0 - Cape Verde: 0 - Guinea-Bissau: 0 - Mozambique: 0 - Sao Tome and Principe: 0 - Timor Leste: 0</p> <p>1.1.2 0</p> <p>1.1.3 0</p>	<p>1.1.1 TBD in the inception phase</p> <p>1.1.2 TBD in the inception phase</p> <p>1.1.3 TBD in the inception phase</p>	<p>1.1.1 Progress reports for the EU-funded intervention Text of laws and regulations Baseline and endline surveys conducted and budgeted by the EU-funded interventions</p> <p>1.1.2 Progress reports for the EU-funded intervention Database of beneficiaries/participants Baseline and endline surveys conducted and budgeted by the EU-funded interventions</p> <p>1.1.3 Progress reports for the EU-funded intervention Text of strategies and policy documents Baseline and endline surveys conducted and budgeted by the EU-funded interventions</p>	<p>PALOP-TL Governments are committed to improve the national legal frameworks.</p> <p>PALOP-TL Governments are committed to improve the law enforcement, namely the ones related to the intervention outcome.</p> <p>PALOP-TL institutions and officials are open to third party advice and interventions.</p>
Output 2 related to Outcome 1	1.2 Key state and non-state actors involved in the fight against corruption, money laundering, and organised crime have improved skills to execute their specific mandates and functions.	<p>1.2.1 % of trained agents of the criminal justice chain with demonstrated increased knowledge in relevant areas (disaggregated by sex, age, country, entity). GERF 2.14 a) and b) GERF 2.25</p> <p>1.2.2 Number of trainers trained by the EU-funded intervention with increased knowledge and/or skills in fighting against corruption, money laundering and</p>	<p>1.2.1 0</p> <p>1.2.2 0</p>	<p>1.2.1 TBD in the inception phase</p> <p>1.2.2 TBD in the inception phase</p>	<p>1.2.1 Progress reports for the EU-funded intervention Pre and post training test reports Curriculum/training material Baseline and endline surveys conducted and budgeted by the EU-funded interventions</p>	<p>PALOP-TL officials are willing to engage and are provided with sufficient time and other resources to effectively benefit from technical support and training.</p> <p>PALOP-TL institutions recognise the importance of importance of diversifying the</p>

		organised crime, disaggregated by sex GEF 2.14 a and b GEF 2.25			1.2.2 Progress reports for the EU-funded intervention Pre and post training test reports Baseline and endline surveys conducted and budgeted by the EU- funded interventions	participation of employees who benefit from training. PALOP-TL institutions and officials are open to third party advice and interventions.
Output 3 related to Outcome 1	1.3 Strategic means (including digital) for the criminal justice actors to operationalise their functions and mandates are strengthened.	1.3.1 Number of databases/information systems/tools/mechanisms developed at institutional/inter-institutional and regional level, with support of the EU-funded intervention, in line with international standards on data protection. 1.3.2 Number of criminal justice cases digitalised with support of the EU-funded intervention (disaggregated by institution and country).	1.3.1 0 1.3.2 0	1.3.1 TBD in the inception phase 1.3.2 TBD in the inception phase	1.3.1 Progress reports for the EU-funded intervention Database of beneficiaries/participants Baseline and endline surveys conducted and budgeted by the EU- funded interventions 1.3.2 Progress reports for the EU-funded intervention Database of beneficiaries/participants Baseline and endline surveys conducted and budgeted by the EU- funded interventions	Beneficiary institutions have access to stable electricity and internet connections to allow the regular and generalised use of the databases created. PALOP-TL institutions and officials are open to third party advice and interventions.

4 IMPLEMENTATION ARRANGEMENTS

4.1 Financing Agreement

In order to implement this action, it is envisaged to conclude a financing agreement with Mozambique only, as the programme will be mainly coordinated from this country.

4.2 Indicative Implementation Period

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

Not applicable

4.4 Implementation Modalities

4.4.1 Indirect Management with an entrusted entity

This action may be implemented in indirect management with an entity, which will be selected by the Commission's services using the following criteria:

- Proven capacity in the Rule of Law sector in the PALOP-TL countries and in other geographies, where it established a sound knowledge of the context and an important access and working relations with the targeted institutions;
- Proven operational capacity in capacity building initiatives targeting professionals from public and CSO sectors;
- Physical presence and longstanding cooperation frameworks in the PALOP-TL countries;
- Excellent know-how and established partnerships and contacts within the rule of law sector in the PALOP-TL countries;
- Proven regional and international network of knowledgeable partners.

The implementation by this entity entails setting up all the conditions necessary to implement all activities that will contribute to reaching all the outputs of this action. All activities will be implemented by the same entity that may resort to technical assistance (national or international), partnerships and/or service provision contract with national and/or international organisation(s).

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

In case no suitable entity is identified under section 4.4.1 it could be foreseen to implement this project in direct management (procurement). The procurement will contribute to achieving all objectives and expected outputs of the action.

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 subject to the following provisions:

The Commission's authorising officer responsible may extend the geographical eligibility on the basis of urgency or of unavailability of services in the markets of the countries or territories concerned, or in other duly substantiated

cases where application of the eligibility rules would make the carrying out of this action impossible or exceedingly difficult (Article 28(10) NDICI-Global Europe Regulation).

For this multi-country action, natural persons who are nationals of, and legal persons who are effectively established in the following countries and territories covered by this action, are also eligible: South Africa, Brazil, Australia.

4.6. Indicative Budget

Indicative Budget components	EU contribution (amount in EUR)	Third-party contribution, in currency identified
Implementation modalities – cf. section 4.4		
Outcome 1		
Indirect management with an entrusted entity – cf. section 4.4.1	10 000 000	2 000 000
Evaluation – cf. section 5.2 Audit – cf. section 5.3	will be covered by another Decision	N.A.
Totals	10 000 000	2 000 000

4.7 Organisational Set-up and Responsibilities

- 1) A **Project Management Unit (PMU)** based in Maputo which provides directly specialised technical assistance for the overall Action planning and implementation, with proven experience to administer, manage and monitor day-to-day overall's project activities. Its staff should include a Team Leader/Programme manager supported by a dedicated team including an accountant and a Knowledge Management, Monitoring and Evaluation expert. The PMU should be supported by an intermittent team of experts in the relevant specific domains of the Action that will be mobilised as needed.
- 2) A **Lead National Institution** in each country that will work hand in hand with the PMU and will lead the identification of the annual action plans in each country in articulation with representatives of the key stakeholders, coordinate with the national institutions that will be part of the project, support with the implementation and organisation of activities. Each institution should have effective decision and management autonomy as well as staff 100% dedicated to the project.
- 3) A **Country Coordination Committee** in each of the six PALOP-TL countries that will provide a forum to discuss workplans and progress on results at the national level as well as policy development, collaboration and information-sharing in line with the decisions of the Project Steering Committee. It will ensure that the project remains on track, on time and within budget. It will be composed by the national beneficiaries' institutions, the PMU (virtually), and each EU Delegation, meeting twice a year.
- 4) A **Regional Coordination Committee**, in charge of strategising, planning and overseeing the implementation of the Action as a whole. It will ensure overall coherence of the strategies and work plans in each country to contribute to the achievement of planned results and effects. Moreover, it will work to guarantee the coordination and synergies between actions conducted in all countries to prevent the overall programme from splitting into six sub-projects. It will be composed by the PMU, which will be in charge of organising it and the Lead National Institutions; It will meet virtually twice per year.
- 5) A **Project Steering Committee** will be set up with the responsibility to oversee the project results and activities and overall financial execution, as well as to increase the political dialogue. The Steering Committee will be composed by the PMU, each country's national focal point institution, the national beneficiaries'

institutions and relevant public entities (indirect beneficiaries), EU Delegations and it will meet once a year (virtually).

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 and may sign or enter into joint declarations or statements, for the purpose of enhancing the visibility of the EU and its contribution to this action and ensuring effective coordination.

A 4-6-month inception phase is foreseen. The first activity conducted in each country should be an initial assessment, which should include the: mapping of key stakeholders and mandates per country (this should more or less coincide with the same stakeholders as the previous project PACED); ongoing projects on corruption, money laundering, and organised crime (e.g. drug trafficking) implemented in each country (funded by the EU – including national, thematic and regional projects - and other Development Partners) and an assessment of the specific needs of each institution. This information will be included in **Annual Action Plans** that should be drafted for each country and be the basis of implementation of activities. The consultations with both national stakeholders and EU Delegations are critical when this first inception phase starts, to ensure the specific needs already identified by authorities, and to not overlap with bilateral programmes financed by each EU Delegation. These Annual Action Plans should be updated every year.

According to the finding of the assessments, and based on the available capacities and budget, the implementing partners will decide which key stakeholders will be benefitting from the action in each country and will strategise/plan which activities will be implemented. Not all countries will necessarily work with the same key stakeholders/beneficiaries (to avoid duplication with other ongoing projects) and/or benefit from the same activities - although when they do, the methodology and approach should be harmonised.

All Annual Work Plans must be aligned and contribute to the achievement of the planned outputs and outcomes. Furthermore, to enhance the overall efficiency and effectiveness of the Action common needs should be sought and tackled in an articulated fashion in all countries. This will allow to improve the cost-efficiency relation by associating a regional dimension to the interventions.

5 PERFORMANCE MEASUREMENT

5.1 Monitoring and Reporting

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

The Commission may undertake additional project monitoring visits both through its own staff and through independent consultants recruited directly by the Commission for independent monitoring reviews (or recruited by the responsible agent contracted by the Commission for implementing such reviews).

Roles and responsibilities for data collection, analysis and monitoring:

The implementing partner will have specific responsibilities for monitoring and reporting under this action. Common indicators will as much as possible be used in order to allow wide reporting. Indicator values will be measured at regional or on a country-by-country basis depending on the nature of the activities, including gender disaggregation. All monitoring and reporting shall assess how the action is taking into account the human rights based approach and gender equality.

5.2 Evaluation

Having regard to the nature of the action, a mid-term and final evaluation(s) 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 if the action is on track and if any adaptation measures are required.

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 need to verify to which degree the action may continue to be supported under any potential further phase of support.

The Commission shall inform the implementing partner at least 2 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 dissemination. 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.

5.3 Audit and Verifications

Given the nature of the action, provision for Audit and Verifications for this action or its components is not necessary.

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

6 STRATEGIC COMMUNICATION AND PUBLIC DIPLOMACY

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

In line with the 2022 '[Communicating and Raising EU Visibility: Guidance for External Actions](#)', 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

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