

Twinning Fiche

Project title: Building of the institutional capacity of the Investigative Centre

Beneficiary administration: Public Prosecutor's Office, Ministry of Interior, Financial Police Office and Customs Administration of the Beneficiary County- BC¹

Twinning Reference: MK 16 IPA JH 02 18

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EU funded project

TWINNING INSTRUMENT

¹ As per Commission decision IPA/2016/039-618 of 06/12/2016, concerning the Country Action Programme Year 2016

1. Basic Information

1.1 Programme

IPA 2016/039-618/02.02/MK/Migration and asylum, border management and fight against terrorism and organised crime

Centralised management mode

<u>For British applicants:</u> Please be aware that eligibility criteria must be complied with for the entire duration of the grant. If the United Kingdom withdraws from the EU during the grant period without concluding an agreement with the EU ensuring in particular that British applicants continue to be eligible, you will cease to receive EU funding (while continuing, where possible, to participate) or be required to leave the project on the basis of Article 12.2 of the General Conditions to the grant agreement.

1.2 Twinning Sector

Rule of law and fundamental rights

1.3 EU funded budget

1.000,000 EUR

2. Objectives

2.1 Overall Objective

Improvement of the efficiency and effectiveness of the criminal justice through efficient functioning of the investigative centres, which include investigators from different profiles and provide fast, transparent and efficient pre-investigation and investigation procedures in the fight against crime

2.2 Specific objective

Enhance the full implementation of the Criminal Procedure Law with regards to establishment of efficient investigative centres in the Basic Public Prosecution for fight against organized crime and corruption and the Public Prosecutions Offices with extended competence which have the highest number of files (PPO Skopje, PPO Kumanovo, PPO Tetovo), in order to achieve efficient and multidisciplinary investigations which will provide solid evidences for indictments and to be presented to the courts, which will also ensure better protection of human rights to the persons in the pre-investigations procedures, as well as in the investigation and court procedures, as well asto improve the inter institutional collaboration of the institutions actively involved in the fight against crime and the international collaboration between the national institutions and the relevant international organizations.

2.3. <u>Contribution to National Development Plan/Cooperation agreement/Association Agreement/Action Plan</u>

Link with AP

Justice, freedom and security is the key priority of the **Accession Partnership** (AP) and key strategic priority of the Government. The project is in line with the Accession Partnership, which outlines the importance of continuation with implementation of the set of action-oriented measures for the fight against organized crime. The Accession Partnership points towards providing adequate funding and training for implementation of the police reform, strengthening coordination and cooperation both among police bodies and between the police and other law enforcement agencies and strengthening cooperation between the criminal police and the public prosecutors.

Link with NPAA

In the area of Chapter 23 of the National program for adoption of the *Acquis* 2017 foresees further activities. In the part of the judiciary, the preparation of a new legal framework will begin with the aim of improving the system of disciplinary responsibility and dismissal of judges, amendments to the Law on Public Prosecution will be made, as well as amendments and modifications to the Law on Criminal procedure. In the direction of strengthening the judiciary in relation to other branches of government, strengthening of strategic planning, financial and the communication capacities of the system of management of justice institutions, promotion of independence, efficiency, competence and transparency of the overall justice system will be revised in the Strategy for Reform of the Judiciary Sector in line with the recommendations of the European Commission. Allocation of equipment and human resources will be made for the full operational functionality of the Judicial Police and investigative centres.

Link with SAA

The project activities will contribute towards the implementation of the **Stabilisation and Association Agreement** (SAA) commitment on approximation of laws and law enforcement. Article 68 sets the importance of the approximation of the existing and future laws of the Beneficiary Country to those of the Community. The Beneficiary Country shall endeavour to ensure that its laws will be gradually made compatible with those of the Community. Article 74 on the reinforcement of institutions at all levels in the areas of administration in general and law enforcement and the machinery of justice in particular and on cooperation in the field of justice with focus on the independence of the judiciary, the improvement of its effectiveness and training of the legal professions. Article 75, on cooperation in the area of border control, Article 78, on fighting and preventing criminal and illegal activities, and Article 101, on cross-border, trans-national and interregional cooperation and Article 105 on financial assistance to the harmonisation of legislation and cooperation policies of SAA, including justice and home affairs.

Link with EC Progress Report

The 2018 European Commission Progress Report in chapter 2.2. Rule of law and fundamental rights emphasizes that "the leading role of the Public Prosecutor in criminal investigations needs to be strengthened in a systematic manner through the establishment of investigative centres, as required by the Law on criminal procedures". Also, it is stated that "relations between prosecutors, the police and other relevant bodies and agencies need to be improved so that the prosecution service can fully play its lead role in the investigations. Only one of the planned investigative centres under the direction of the Public Prosecutor has been set up and it is still not properly staffed and equipped. There is no electronic interconnection between the police and the Public Prosecutor's Office" Taking into consideration the above-mentioned, this project will significantly contribute in increasing the leading role of the Public Prosecutor in the criminal investigations as well as in establishing operational investigative centres.

Strategy for Reform of the judicial sector and Action plan for the period 2017-2022

Strategy for Reform of the judicial sector for the period 2017-2022 has specific emphasis on improving the reforms in criminal procedure code.

In 2010, a new Criminal Procedure Code was adopted which came into force in December 2013. It significantly changed and increased the powers of the public prosecutor's office, especially in preliminary proceedings, but also during the other stages of criminal proceedings.

A new Law on the Public Prosecutor's Office is in the preparation, based on the Strategy for Reform of the judicial sector. It may be concluded that the Public Prosecutor's Office operates on the basis of non-compliant material and organisational regulations. In addition, no quality staffing of the Public Prosecutor's Office has been carried out.

A serious issue that has been identified is the failure to establish investigative centres within the public prosecutor's office, which should be a tool of the public prosecutor in undertaking the necessary actions in the preliminary proceedings and provide a way of institutionalising the cooperation between the prosecutors and the police. For the proper functioning of the Public Prosecutor's Office it is

necessary to establish operational cooperation among institutions and synchronization with the law enforcement authorities, the courts, the penitentiary institutions and the Bar Association.

The focus of EU support through IPA will be on further reforms support and will improve the overall functioning of the judiciary.

3. Description

3.1 Background and justification

The Public Prosecutor's Office is the sole and autonomous state authority which prosecutes the perpetrators of criminal and other punishable acts as determined by law. The Public Prosecutor's Office performs its functions on the basis of and within the frames provided by the Constitution, the national laws and the International Treaties ratified in accordance with the Constitution. Law on Public Prosecution sets out the organizational structure of the Public Prosecution: State Public Prosecutor's Office, 4 (four) High Public Prosecutor's Office, the Public Prosecutor's Office for Organized Crime and corruption and 22 Basic public prosecutor's office.

The State Public Prosecutor is proceeding in front of the Supreme Court. The State Public Prosecutor Office is established on the territory of the whole country, and it is based in the capital city of Skopje. The Higher Public Prosecutor is proceeding in front of the Appellate Courts. The Basic Public Prosecutor's Office for organized crime and corruption is based in Skopje, has competence on the entire territory of the beneficiary country and is proceeding before the Basic Court Skopje 1. The Basic Public Prosecutor is proceeding in front of the Basic Court.

The Basic Public Prosecutor's Offices are divided between Public Prosecutor's offices with basic competence and Public Prosecutor's offices with extended competence. Basic Public Prosecutor's offices with basic competence are located in: Berovo, Gevgelija, Debar, Delcevo, Kavadarci, Kicevo, Kriva Palanka, Radovis, Resen and Sveti Nikole. The Basic public prosecutor's offices with extended competence are located in Bitola, Veles, Gostivar, Kocani, Kumanovo, Prilep, Ohrid, Tetovo, Skopje, Struga, Strumica and Stip.

Higher Public Prosecutor's Offices are located in Bitola, Skopje, Stip and Gostivar within the areas of Appellate courts.

With the new Law on Criminal Procedure ("Official gazette No.150/10") which modified the criminal justice from an inquisitorial to an adversarial system, the PPO's powers were significantly expanded. The reform introduced radical novelties raising inter-institutional tensions between investigative, prosecutorial, defense and judiciary actors, and requiring adjustment of the entire system.

The public prosecution in the new system became the dominus litis of the proceedings.

The Criminal Procedure Law from 2010 prescribes the creation of investigative centres for the area of one or more Public prosecutions with a decision of the Public prosecutor of the BC who determines the number of members of the judicial police in the investigative centres. This decision is made with a previous opinion by the Minister of Interior, Minister of Finance and the Minister of Justice. The activities in the investigative centres are performed from the members of the judicial police, consisting of police officers from the organizational units in the Ministry of Interior, Financial Police Office and Customs Administration, who are elected for execution of activities on determined period of time, through published internal announcement, as well as employees in the Public prosecution, in accordance with the Law on Public Prosecution. The persons who work in the investigative centres can participate in the investigation activities, on the manner that they will prepared their execution, they will received statements and suggestions, as well as they can also autonomously undertake certain determined activities given from the Public prosecutor. They are on disposal of the Public prosecutor, work under his control and supervision, respect and execute his orders i.e. work in accordance with his directions and guidelines; they are accountable to the Public prosecutor for their work.

In accordance with article 45 of the Law on criminal procedure, on 14.12.2011 the State Public prosecutor signed a decision establishing an investigative centre within the Basic Public prosecution Office for fight against organized crime and corruption in Skopje. This Investigative Centre is still not functional, even though some of the involved institutions have already delegated officers. Five persons are currently employed and work as investigators in the Basic Public Prosecution Office for fight against organized crime and corruption and the PPO Skopje. The number of investigators will be increased to work at the investigative centres when these will become functional (in the Basic Public Prosecution Office for fight against organized crime and corruption and the Public Prosecutions Offices with extended competence which have the highest number of working cases, namely PPO Skopje, PPO Kumanovo and PPO Tetovo). Although the functioning of the investigative centres is of significant importance for efficiently and fast conducting of pre-investigation and investigation procedure, the absence of legal framework that regulate the status and working activities of the members of the judicial police (MOI, Customs Administration and Financial Police) have contributed to the un-attractiveness of the investigative centres.

Following the entry into force of the Law on criminal procedure, a Protocol for collaboration between the MOI and the PPO was concluded in December 2013. The purpose of this Protocol is to further encourage and strengthen the mutual collaboration in the process of implementation of the Law on criminal procedure, Law for police, Law on Public Prosecution and other acts which are important for the fight against the crime, as well as for the successful discovering of the perpetrator of the crime and efficient conduct of the criminal procedure, considering the protection of the rights of the victims, injured, suspected and accused persons, in accordance with the national legislation, the international agreements in which the country is a Party and especially the European Convention for the Protection of Human Rights and Fundamental Freedoms.

With this project's results, the legal framework for structural organization and operating methods of the investigative centres will be in place, trust between the various institutions will be developed. The awareness of the importance of functioning investigative centres will be increased between the members of the judicial police and the inter-institutional cooperation will be strengthened. As a result, more investigators from judicial police will be willing to work in the investigative centres.

In addition, the Strategy to strengthen the capacity for conducting financial investigations and assets confiscations, adopted by the Government in February 2018, prescribes activities for strengthening the capacities of several institutions including the PPO and the Law Enforcements Agencies. The Strategy foresees improvements on the following issues: providing access to the databases which are necessary for determination of the assets and their owners, establishment of Unit for financial investigations in the investigative centres in the PPO with basic and extended competences, establishment of an Asset Recovery Office in the frame of PPO, provision of clear procedure for coordination and clear instruction from the Public prosecutors which leads the pre-investigation procedures and the investigations in which other Law Enforcements Agencies are included. The development of the investigative centres will participate in the implementation of some of the actions prescribed in the Strategy.

3.2 Ongoing reforms

With the adoption of the criminal procedure Law in 2010 and especially with its entry into force in December 2013, the competences of the Public Prosecutors have increased, considering his leading role in the conduction of the pre-investigation and investigation procedures. This entails the need of daily communication and collaboration between the Public prosecutors and the law enforcements officers involved in the fight against crime. In order for this collaboration to be effective and for the relevant evidences to be provide on faster and more effective way, there is a need for the establishment of investigative centres, within the Public prosecutors Offices. The functioning of the investigative centres will provide easier conduction of the pre-investigation and investigation procedures, i.e. direct communication and transfer of information between the Public prosecutors and the investigators. With concentration of the members of judicial police and the Public prosecutors in the same premises, the time between the action and the written orders/warrants from the Public prosecutors for undertaking of some pre-investigation or investigation activities will be reduced. Also, the establishment and

functioning of the investigative centres will allow better confidence between the law enforcement officers and the Public prosecutors. Furthermore, considering the composition of the members of the judicial police in the investigative centres, the functioning of the investigative centres will provide better and faster communication between the Public prosecutions and the institutions from which the members of the judicial police are coming in the investigative centres.

Currently, two working groups are preparing amendments to the Law on criminal procedure and the Law on Public Prosecution, in line with the Strategy for Reform of the Judicial Sector.

In addition, through supply of equipment for strengthening the capacities of the institutions in the area of justice and home affairs in the fight against organized crime and corruption, an interoperability platform for exchange of data between Ministry of Interior, Financial Police Office, Customs Administration, Financial Intelligence Office, Ministry of Justice, State Commission for prevention of corruption, Agency for management of confiscated property and Public Prosecutor Office being set up, as well as e-module for fast exchange of documents between the institutions. This equipment will allow for better and faster exchange of information and access to databases to the PPO, Ministry of Interior, Financial Police and Customs Administration.

3.3 Linked activities

Public Administration reform is one of the key strategic priorities of the Government stipulated in the Government Program (2014-2018). The Ministry of Information Society and Administration was supported in drafting PAR Strategy by experts, financed by the EU (through a Framework Contract "Support in the preparation of Public Administration Reform 2017-2022"). Experts worked with working group members and drafted an Assessment Report on the PAR Strategy 2010-2015, the PAR Strategy 2017-2022 with an Action Plan, which were adopted by the Government in February 2018, and set of tools for monitoring the successful implementation of the first three years.

In the period 2017 - 2022 a large number of legal, organizational, structural, budgetary, human resources and institutional reforms must be undertaken, which at the end will result in substantial improvement of public administration conditions. The process of policy creation shall be improved, with overall inclusion of all stakeholders, in the adoption process, but also in the monitoring process of implementation.

Other related projects most relevant to this project:

Title: "Support in the implementation of the reform of the Criminal justice system"

Donor: EU - IPA 2009 **Value:** 1,628,166 EUR

Duration: September 2013 – September 2015

Description: The project aimed to promote the capacities of public prosecutors, related law enforcement agents and other actors involved in the implementation of the reformed criminal legal framework trough technical assistance support and supply of ICT equipment for the Public Prosecution. The project developed guidelines for implementation of the provisions of the new LCP, including rule of procedure for insight and techniques for conducting insight including template of insight written records, a protocol of cooperation between the Judicial Police and PP, strategic guidelines for managing the investigation and evidence procedure, rules of procedures for plea bargaining.

Title: "Further support to independent, accountable, professional and efficient judiciary and promotion of probation service and alternative sanction"

Donor: EU - IPA 2010 **Value:** 3,525,000EUR

Duration: December 2014 – December 2016

Description: The project overall objective was to strengthen the independence, accountability, transparency, professionalism and efficiency of the judiciary and to improve the system for execution of alternative measures through establishment of probation service.

Title: "Support to efficient prevention and fight against corruption" - twinning

Donor: EU - IPA 2010 **Value:** 1,420,000 EUR

Duration: September 2014 – September 2016

Description: The project contributed to improve the implementation of the national legal framework for fight against corruption, to strengthen the national mechanisms for prevention and fight against corruption, to further promote the cooperation between the State Commission for Prevention of Corruption (SCPC), the judiciary, law enforcement agencies and other relevant institutions in the prevention, detection, prosecution, and sanctioning of the criminal acts of corruption.

Title: "Strengthening the rule of law" - twinning

Donor: EU - IPA 2011 **Value:** 1,150,000 EUR **Duration:** 2015 - 2017

Description: The overall objective of the project was to support the efforts of the institutions to consolidate rule of law by strengthen the capacities of the justice system, promoting integrity of the law enforcement agencies in the fight against organised and serious crime, to align with the EU Acquits and standards.

Title: "Strengthening the national capacities for fight against organized crime and corruption"

Donor: EU - IPA 2012 **Value:** 1,200,000 EUR **Duration:** 2016 - 2018

Description: The overall objective of the project was to further strengthen of the national capacities in the fight against organized crime and corruption and to increase the operational efficiency of the law enforcement agencies for suppression of serious and organized crime and improving the mechanisms and inter-institutional cooperation in prevention and repression of corruption.

Title: "Supply of equipment for the institutions in the area of justice and home affairs"

Donor: EU –IPA 2013 **Value:** 3,500,000 EUR **Duration:** 2018-2020

Description: The overall objective of this project is supply of equipment for strengthening the capacities of the institutions in the area of justice and home affairs in the fight against organized crime and corruption.

Within this project, equipment is purchased for setting up an interoperability platform for exchange of data between Ministry of Interior, Financial Police Office, Customs Administration, Financial Intelligence Office, Ministry of Justice, State Commission for prevention of corruption, Agency for management of confiscated property and Public Prosecutor Office. As a result of this project, a *Memorandum for exchange of data* was signed on 10.11.2017 between the mentioned institutions for exchange of information in the fight against crime. The project is still under implementation and the interoperability platform will become functional in 2019. The project includes as well e-module for exchange of documents between institutions. These systems are expected to facilitate the working of the investigative centres and exchange of data in the investigation procedures.

Title: "Strengthening the Witness Protection in the fight against organised crime, terrorism and corruption (WINPRO III)"

Donor: EU – IPA 2015 **Value**: 5,000,000 EUR

Duration: December 2015-December 2018

Description: The specific objective of the project is to increase the number of witnesses of crime coming forward to denounce and report criminal acts and to collaborate with justice to get the perpetrators convicted. These witnesses (and also victims) need to be assured that their lives and livelihood are duly protected and secured throughout the region and abroad. This will be achieved through:

• support to the reinforcement of institutional capacity of the Witness Protection Units (WPUs) and other relevant agencies in the beneficiaries to offer protection to witnesses and collaborators of justice, before, during and after the trial, within and/or outside their territory;

- additional improvement of inter-agency co-operation in witness protection at the national level across the beneficiaries;
- assistance to improve effectiveness of support mechanisms for all persons subject of the witness protection programme, as evidenced by a clear legislative framework and police and judiciary practices in the beneficiaries.

Title: "Strengthening the capacities of the authorized bodies for fight against crime"-twining light

Donor: EU - IPA 2014 **Value:** 250,000 EUR

Duration: 8 months planned to start in Q4 2018

Description: The overall objective of this project is to support the Beneficiary Country's efforts to further improve the criminal justice system in collecting evidence to combat against crime, in particular for collecting evidence against organized crime and corruption by using special investigative measures in relation to the standards and recommendations of the European Union for respecting fundamental human rights and freedoms. This Beneficiary institution is the Public Prosecution Office.

Title: "Countering Serious Crime in the Western Balkans"

Donor: EU - IPA 2017

Value: 14,500,000 EUR (total value for the whole project)

Duration: 2017-2019

Description: The overall objective of the project is to improve the security in the Western Balkans and the EU by combating organised crime and terrorism. The specific objective is to raise the effectiveness of and cooperation among regional and national capacity in tackling occurring forms of serious organised crime, including the recovery of illegal financial gains obtained through diverse type of cross-border crime and the fight against illegal migrant smuggling. Experts are embedded in the Ministry of Interior and in the Basic Public Prosecutors for Organised Crime and Corruption. Among other activities, this project is supporting the process of asset recovery assessment, the implementation of the strategy on financial investigations, analysing and supporting eventual amendments on the Law on International Legal Assistance in criminal matters and training public prosecutors, courts and other relevant institutions in the field of judicial cooperation in criminal matters.

3.4 List of applicable Union acquits/standards/norms

- 1. Recommendation Rec(2000)19 of the Committee of Ministers to member states on the role of public prosecution in the criminal justice system;
- 2. European Guidelines on ethic and conduct for public prosecutors "Budapest Guidelines" adopted on the Europe Public prosecutors conference 31/5/2005;
- 3. Convention for the Protection of Human Rights (ETS N° 50).

3.5 Results per component

The project is structured into three components:

Mandatory Result 1 (Component 1): Support the establishment of the investigative centres through improved regulatory framework of the organizational structure and operating methods of the investigative centres

In the context of Mandatory Result 1, the following indicative sub-results will be achieved:

- 1. Following an analysis of the current situation, rules of procedures, guidelines and legal amendments drafted for upgrading of the existing legislation/by-laws related to, inter alia, the internal rules of organization, status of the investigators and the types of registers in the investigative centres; procedures to ensure safeguards for human rights, rights of the accused, witness protection and respect of professional standards and ethics.
- 2. Improved the cooperation between the Public Prosecutor Offices and law enforcement institutions, including with the signature and implementation of memorandums for collaboration between the

Public Prosecution, MOI, Customs Administration and Financial Police focusing on the investigative centres;

- 3. Improved efficiency of the investigations via the regulation of the exchange of information/access to databases between the investigative centres and the MOI, Customs Administration and Financial Police;
- 4. Improved guidance, coordination and execution of joint investigation in the investigative centres;
- 5. After 12 months of operation, prepared analysis of the best European and international practices of the functional and operational role of the investigative centres, their assessment and recommendation to improve the efficiency and effectiveness of the work of the investigative centres.

Measurable indicators regarding Mandatory Result 1:

- 1. Assessment of the functional and operational role of the investigation centres conducted and report prepared for adoption by the Final Beneficiary;
- 2. Analysis of the current legal framework for organization and functioning of the investigative centres conducted and report prepared;
- 3. Prepared recommendations to improve the efficiency and effectiveness of the investigative centres;
- 4. Number of legal amendments and by-laws drafted;
- 5. Drafted Standard Operating Procedures(SOP's) and other by-laws for conducting joint investigation activities;
- 6. Number of memorandums for collaboration between the Public prosecution, Ministry of Interior, Customs Administration and Financial Police focusing on the investigative centres signed.
- 7. Conducted analysis of the best European and international practices of the functional and operational role of the investigation centres, with pointed best applicable models;

Mandatory Result 2 (Component 2): Improving the capacities of investigators, public prosecutors, legal associates and other relevant law enforcement agency staff members

In the context of Mandatory Result 2, the following indicative sub-results will be achieved:

- 1. Improved execution of joint/multi-agency investigation activities;
- 2. Improved multi-disciplinary, specialised and joint trainings for prosecutors, experts, investigators, other law enforcement agency staff members as relevant delivered;
- 3. Improved specialised knowledge of public prosecutors and investigators in the investigative centres in conducting effective financial investigations at the earliest stage of the procedure and special investigative measures;
- 4. Improved specialised knowledge of the investigators on crime related to public procurement, international transactions, cash flow on the Internet, ways of customs clearance, money laundering in accordance with national legislation and with EU standards;
- 5. Improved professional development and specialization of an investigator employed in the public prosecutor's office on crime involving endangered or protected witnesses and on the preparation of special documentation related to the protection of endangered or protected witnesses, in line with the WINPRO project recommendations;
- 6. Improved knowledge and implementation of temporary securing and seizure of assets and property by the relevant actors.

Measurable indicators regarding Mandatory Result 2:

- 1. Drafted Curriculum and training programme for investigators and Public prosecutors and adopted by the Final Beneficiary;
- 2. Number of trainings delivered between all relevant stakeholders for conducting joint investigation activities;

- 3. Number of trainings delivered enhancing the specialist knowledge of public prosecutors, investigators, experts and other staff;
- 4. Study visit realized in the MS Twinning Partner for gaining practical experience.

Mandatory Result 3 (Component 3): Improving operational collaboration of the investigative centres on national and international level

- 1. Improved cooperation with other relevant national institutions, including for using the resources of each ministry/institution (Courts, Bar, Public revenue office, Cadastre, Population Registry, ...);
- 2. Improving and enabling fast and direct change of information and evidences between the investigators in the investigative centres and the judicial authorities of the other countries in compliance with EU regulations and best practices;
- 3. Professional improvement of the investigators in the investigative centres and the Public prosecutors with regards to international cooperation.

Measurable indicators regarding Mandatory Result 3:

- 1. Number of protocols for interagency cooperation for using the resources, databases of each ministry/institutions;
- 2. Number of persons trained on strengthening and exchange of best practices with judicial authorities of other countries;
- 3. Number of persons trained.

3.6 Means/input from the EU Member State Partner Administration(s)

The project will be implemented in the form of a Twinning contract between the beneficiary country and EU Member State(s). The implementation of the project requires one Project Leader (PL) with responsibility for the overall coordination of project activities and one Resident Twinning Adviser (RTA) to manage implementation of project activities, Component Leaders (CL) and pool short-term experts within the limits of the budget. It is essential that the team has sufficiently broad expertise to cover all areas include in the project description.

Proposals submitted by Member State shall be concise and focussed on the strategy and methodology and an indicative timetable underpinning this, the administrative model suggested, the quality of the expertise to be mobilised and clearly show the administrative structure and capacity of the Member State entity/ies. Proposals shall be detailed enough to respond adequately to the Twinning Fiche, but are not expected to contain a fully elaborated project. They shall contain enough detail about the strategy and methodology and indicate the sequencing and mention key activities during the implementation of the project to ensure the achievement of overall and specific objectives and mandatory results/outputs.

The interested Member State(s) shall include in their proposal the CVs of the designated PL and the Resident Twinning Advisor, as well as the CVs of the potentially designated component Leaders-CLs.

The Twinning project will be implemented by close co-operation between the partners aiming to achieve the mandatory results in sustainable manner.

The set of proposed activities will be further developed with the Twinning partners when drafting the initial work plan and successive rolling work plan every three months, keeping in mind that the final list of activities will be decided in cooperation with the Twinning partner. The components are closely inter-linked and need to be sequenced accordingly.

3.6.1 Profile and tasks of the Project Leader

Qualifications and skills:

- Be a national of a Member State of the European Union;
- Proven contractual relation to a public administration or mandated body (see Twinning Manual 4.1.4.2);
- At least a University degree² in law or another relevant discipline or equivalent professional experience of 8 years in relevant institution for fight against crime;
- At least 3 years of specific experience for functioning of investigative centre (or equivalent) as legal practitioner or as investigator;
- Experience in implementing at least one international or EU funded project with similar nature, will be considered as asset;
- Fluent written and spoken English.

Tasks:

- Conceive, supervise and coordinate the overall Twinning project;
- To provide strategic advice on high level reforms supported by the Twinning;
- Coordinate and monitor the overall implementation of the project including coordination and direction of the MS Twinning partner;
- Co-ordinate MS experts' work and availability;
- Communicate with the beneficiary and EUD;
- Ensure the backstopping functions and financial management;
- Guarantee from the MS administration side, the successful implementation of the project;
- Participate in quarterly meetings of the Project Steering Committee with the BC PL;
- Participate in preparation of the initial and subsequent work plans.

3.6.2 Profile and tasks of the RTA

Qualifications and skills:

- Be a national of a Member State of the European Union;
- Proven contractual relation to a public administration or mandated body (see Twinning Manual 4.1.4.2)
- At least a University degree³ in law or another relevant discipline (with the project focus) or equivalent professional experience of 5 years in relevant institution for fight against crime;
- At least 3 years of specific experience for functioning of investigative centre (or equivalent) as legal practitioneror as investigator,
- Experience in implementing at least one international or EU funded project with similar nature, will be considered as asset;
- Experience in working in teams;
- Fluent written and spoken English.

Tasks:

As to the general responsibility of the day-to-day implementation of the Twinning project in the Beneficiary Country, the Resident Twinning Adviser (RTA) tasks will include:

- Provide technical advice and assistance to the administration or other public sector bodies in the BC in the context of a predetermined work-plan;
- Coordination of all project activities and experts inputs in the country;
- Ensuring day-to-day implementation of the Twinning project in the country;

¹For reference on equivalent qualification see: EPSO website-Annex 1 (http://europa.eu.int/epso/on-line-applications/pdf/guide-1242-171104_en.doc

²For reference on equivalent qualification see: EPSO website-Annex 1 (http://europa.eu.int/epso/on-line-applications/pdf/guide-1242-171104 en.doc

- Ensuring smooth correlation between the activities, deadlines and the envisaged results in the Work Plan:
- Preparation of the materials and documentation for regular monitoring and reporting;
- Preparation of side letters;
- Together with the Project Leader, to nominate, mobilize and supervise the Short-Term experts.

RTA Assistant:

The RTA will be provided with a full-time RTA assistant acting as an assistant for technical and organizational support. The assistant will be contracted in line with the Twinning Manual rules (see point 4.1.6.10) and paid from the Twinning budget. The assistant will be selected through an open call. The role of RTA Assistant is to support the RTA in the project management. In addition, the assistant will be responsible for organisation of meetings, seminars etc. and their logistics as well as for providing translation and interpretation services on a daily basis.

Full-time translator / interpreter:

For the purpose of the project and for cost effectiveness the Twinning Project foresees a part or fulltime translator / interpreter who should be selected through an open call. The full-time translator / interpreter will be involved in all necessary project activities (training sessions, translation of project documents/reports and materials, organizational activities, etc.). The role of the translator / interpreter will be to provide translation and editing as well as interpretation services to the Twinning project in general.

3.6.3 Profile and tasks of Component Leaders

The Component Leaders will be responsible for achievement of project results, ensuring the activities for the co-operation and information exchange between the RTA and the Beneficiary side and ensuring that all the required support of the management and staff of the EU side are available.

Qualifications and skills:

- Be a national of a Member State of the European Union;
- Proven contractual relation to a public administration or mandated body;
- At least a University degree⁴ in law or another relevant discipline or equivalent professional experience of 5 years in relevant institution for fight against crime;
- At least 3 years of specific experience for functioning of investigative centre (or equivalent) as legal practitioner or as investigator,
- Experience in implementing at least one international or EU funded project with similar nature, will be considered as asset;
- Strong initiative, analytical and team working skills;
- Fluent written and spoken English.

Tasks:

- Provide practical expertise/advice to relevant staff for execution of different tasks related to the project;
- Assist in key tasks, in the field of drafting legislation and by-laws, training, preparing guidelines for strategic use and management of training and providing training;
- Contribute to the project reporting, to drafting the notes and other documents and reports on their missions:
- Address cross-cutting issues;
- Provide technical advice, support and assist the BC institution in the context of the project's components;

EPSO website-Annex 1 (http://europa.eu.int/epso/on-line-³For reference on equivalent qualification see: applications/pdf/guide-1242-171104 en.doc

- Prepare analyses of the existing guidelines, instructions and manuals regarding procedures and working practices;
- Participate in preparation of both interim and final reports.

3.6.4 Profile and tasks of other short-term experts:

Qualifications and skills:

- University degree⁵ in law or another relevant discipline or equivalent professional experience of 5years in authorized bodies for fight against crime;
- At least 3 years of working experience in the field of establishment and functioning of the investigative centres (or equivalent),
- Be fluent in written and spoken English.

A pool of short term experts is required to implement the project activities covering the following indicative subjects:

- Prepare and implement specific tasks based mainly on practical cases and experience in compliance with their mission description and in accordance with Project activities;
- Provide practical expertise/advices and transfer knowledge to relevant staff for execution of all activities related to the results and objective required within the project;
- Provision of practical support, advice, recommendations and reports as foreseen under the Project in close cooperation and coordination with the relevant institution;
- Address cross-cutting issues.

4. Budget

Maximum Budget available for the Grant

| Twinning Contract | Total (EUR) | IPA Community contribution | | National Public contribution | |
|----------------------|-------------|----------------------------|-----|------------------------------|---|
| | | EUR | % | EUR | % |
| | 1,000,000 | 1,000,000 | 100 | 1 | / |

5. Implementation Arrangements

5.1 The Implementing Agency responsible for all administrative and procedural aspects of the tendering process, contracting matters and financial management including payment of project activities is the European Union Delegation.

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Ms. Annabelle Regal Programme Manager

-

⁵ For reference on equivalent qualification see: EPSO website-Annex 1 (http://europa.eu.int/epso/on-line-applications/pdf/guide-1242-171104 en.doc

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5.2 Institutional framework

The key beneficiary of this project is the Public Prosecutor's Office who is responsible for the establishment and the functioning of the InvestigativeCentre in accordance with the Law on Criminal Procedure (Official Gazette No. 150/10). The composition of the Investigative Centre, regulated in the Law on Criminal Procedure (Official Gazette No. 150/10) includes police officers from the Ministry of Interior, Financial Police and Customs Administration, who work on detecting of the crime under the competencies of the PPO.

Other non-key beneficiaries of this project will be:

Ministry of Interior

The Ministry of Interior is part of the state administration which, among other powers, has competencies for preventing of criminal offenses and misdemeanors, detecting and apprehending their perpetrators and undertaking other measures prescribed by law for prosecuting the perpetrators of those crimes. Within the Ministry of Interior as organs within the structure are functioning the Office for Security and Counter-Intelligence and the Bureau of Public Security.

The Ministry of the Interior, in accordance with the Law on Criminal Procedure, is part of the judicial police, whose work is supervised and directed by the public prosecutor.

Financial Police and Customs Administration

The Financial Police and Customs Administration are bodies within the Ministry of Finance that have the status as a legal entity.

The Financial Police is a body with special authorizations in accordance with the Law on Criminal Procedure, which ensures consistent implementation of the regulations, especially in the field of financial, tax and customs operations. The law precisely regulates the competencies and powers of the Financial Police in the detection and prosecution of complex forms of organized financial crime in the country.

The Customs Administration is also a body with special authorizations in accordance with the Law on Criminal Procedure.

5.3 <u>Counterparts in the Beneficiary administration:</u>

The PL and RTA counterparts will be staff of the Beneficiary administration and will be actively involved in the management and coordination of the project.

5.3.1 Contact person

Sasho Rajchev, Chief Public Prosecutor of Basic Public Prosecutor's Office Skopje, Bul. Kej Dimitar Vlahovb.b., Skopje

5.3.2 BC PL

Gordana Smakjoska, Chief Public Prosecutor of the Basic Public Prosecutor's Office for Prosecuting Organised Crime and Corruption, Bul. Krste Petkov Misirkov b.b., Skopje

5.3.3 RTA counterpart

Boro Ilkoski, Legal Assistant in the Basic Public Prosecutor's Office Skopje, Bul. Kej Dimitar Vlahovb.b., Skopje

5.3.4 Contact persons from non-key beneficiaries

Ministry of Interior: Kristina_Evgo-Zapatoska

Financial Police: Kiril Temelkov

Customs Administration: Ivica Georgievski

6. **Duration of the project**

The overall execution period of the Twinning project is 27 months.

The implementation period of the Action will last 24 months. The execution period of the contract shall enter into force upon the date of notification by the Contracting Authority of the contract signed by all parties, whereas it shall end 3 months after the implementation period of the Action.

7. Sustainability

The beneficiary administration is fully committed to ensuring long term impact of the Twinning project. The MS Twinning partners shall transfer the know-how necessary to achieve the mandatory results to the Beneficiary administration. During the project, the twinning partners should develop documents/handouts, guidelines that will be easily accessible for later use by the beneficiary administration. Staff benefiting from trainings/study visit shall transfer knowledge through subsequent training to their colleagues. Moreover, it is proposed that an Evaluation/Lessons Learnt Seminar at the end of the implementation, which capitalises and presents the concrete results with practical implications for further follow upwill add to the sustainability of results.

The project will contribute to the establishment and the functioning of the Investigative Centre, which will lead to more effective, efficient and improved management of institutions involved in the fight against crime, human resources and processes, more efficient creation of policies, improved functionality and organization, merit-based human resources management, more efficient and cost effective public services, as well as bigger responsibility, reporting and transparency of institutions, servants and managing structures.

8. Crosscutting issues

Cross cutting issues have to be systematically addressed during the project lifetime.

8.1. Civil Society development and dialogue

Cooperation with the civil society organizations is an important element in the protection of victims' rights in the investigations and pre-trial procedures. Relevant civil society organizations will be included in twinning activities when relevant.

8.2 Environmental considerations

Any ecological friendly initiative which can be taken will have to be implemented.

8.3 Equal Opportunity and non-discrimination

The training activities will include a specific component to train beneficiary staff in the implementation of the Law on criminal procedure, regarding the establishment and functioning of the investigative centre, while reference will be made to the EU Gender Action Plan 2016-2020. In view of the specific sector, it is not expected that the gender aspects will be of prime relevance for the outputs of this project, but should be considered.

8.4 <u>Minority and vulnerable groups</u>

Whereas the main reference in the country in relation to minority groups is the Ohrid Framework Agreement, in an EU context, reference is made to the "Race directive" of 2000 (200/43/EC of 29 June), which has an important impact on employment (including vocational training, working conditions, social protection etc.) and is also a crucial aspect of the acquis. The beneficiary will be assisted to implement an 'internal minority and vulnerable group assessment' to identify areas where it could improve its internal performance vis-à-vis minorities or other vulnerable groups. In view of the

specific sector, it is not expected that the minority aspects will be of prime relevance for the outputs of this project, but should be considered.

8.5 Good governance, with particular attention to fight against corruption

Specific action instruments for the good governance, with particular attention to fight against corruption, respect of ethics and code of conducts, will be incorporated on a horizontal basis, as part of the training activities. To this aim, particular attention will be put in the prevention of crime practices, mainly through the raising political and public awareness.

9. Conditionality and sequencing

9.1 Conditionality

- Appointment of counterpart personnel by the beneficiary before the launch of the call of proposal and guaranteeing the continuity of the appointed and trained staff;
- Allocation of working space and facilities by the beneficiary for technical assistance before the launch of call of proposal;
- Participation by the beneficiary in the selection process as per EU regulations;
- Organisation, selection and appointment of members of working groups, steering and coordination committees, seminars by the beneficiaries.

9.2 Sequencing

Key milestones will be:

- 1) Approval of the Twinning project fiche;
- 2) Circulation of the Twinning Project Fiche to Member State National Contact Points;
- 3) Completion of the selection of the twinning partner;
- 4) Signature of the Twinning contract;
- 5) Commencement of the implementation of the twinning (inter alia, the arrival in the country of the Resident Twinning Adviser);
- 6) End of the implementation period;
- 7) Submission of the final report;
- 8) Twinning review mission (6 to 12 months after end of the project).

10. Indicators for performance measurement

See section 3.5

11. Facilities available

The key beneficiary institution, the Public Prosecutor's Office, commits itself to make available free of any charge for the project:

- Office facilities for the RTA and the RTA assistant(s) for the entire duration of their secondment, with a level of equipment at least comparable to that in use in the Beneficiary administration;
- Adequate conditions for the short-term experts to perform their work while on mission to the Beneficiary;
- Training and conference venues, catering if appropriate and presentation and interpretation equipment.

ANNEXES TO PROJECT FICHE

- 1. Logical framework matrix
- 2. List of relevant Laws and Regulations
- 3. Reference to relevant Government Strategic plans

Annex1 - Logical framework

| LOGFRAME PLANNING MATRIX Building of the institutional capacity of the Investigative Centre | | Programme name and number: IPA II Annual action programme for the year 2016–2016/039-618 Contracting period expires: 30/11/2020 | | 1 Twinning Disbursement period expires: One year from the final date for execution of contracts. |
|---|--|---|---|--|
| Impact/overall objective | Objectively verifiable in | | Sources of Verification | IPA budget: 1,000,000 EUR |
| Improvement of the efficiency and effectiveness of the criminal justice through efficient functioning of the investigative centres which include investigators from different profiles and provide fast, transparent and efficient pre-investigation and investigation procedures in the fight against crime. Outcome/specific objective | | | - EC Country report - Statistics - Public surveys - Government reports - Worldwide Governance Index Sources of Verification | Political commitment Adequate financial resources allocated to the investigative centres Improved efficiency and effectiveness of the criminal justice is recognized by the public Assumptions |
| Enhance the full implementation of the Criminal Procedure Law with regards to establishment of efficient investigative centres in the Basic Public Prosecution for fight against organized crime and corruption and the Public Prosecutions Offices with extended competence which have the highest number of files (PPO Skopje, PPO Kumanovo, PPO Tetovo), | - Number of functional invecentres with competent persorganisational structure - Number of cases prosecute following multi-disciplinary investigations - Number of resolved cases efficient exchange of inform | estigative sonnel and ed //joint based on | - Statistics - Annual Reports of the PPO - Institutions reports of the relevant law enforcement agencies - Project Steering Committee reports - EU peer review reports/EU experts | - Continued political commitment - Continued commitment of State Public Prosecutor, Minister of Interior, Financial Police, Customs Administration to fully engage - Adequate financial resources allocated to the investigative centres |

| in order to achieve efficient and multidisciplinary investigations which will provide solid evidences for indictments and to be presented to the courts, which will also ensure better protection of human rights to the persons in the pre-investigations procedures, as well as in the investigation and court procedures, as well as to improve the inter institutional collaboration of the institutions actively involved in the fight against crime and the international collaboration between the national institutions and the relevant international organizations. | joint investigation - Increased public trust in law enforcement, prosecution office | report - Reports of civil society organisations - Signed official acts | Members of law enforcement agencies in the investigative centres are appointed Adequate working space provided Timely nomination of staff involved in the project implementation |
|--|--|--|--|
| Outputs/Results | Objectively verifiable indicators | Sources of Verification | Assumptions |
| Mandatory Result 1: Support the establishment of the investigative centres through improved regulatory framework of the organizational structure and operating methods of the investigative centres. In the context of Mandatory Result 1, the following indicative sub-results will be achieved: 1. Following an analysis of the current situation, rules of procedures, guidelines and legal amendments drafted for upgrading of the existing legislation/by-laws related to, inter alia, the internal rules of organization, status of the investigators and the types of registers in the investigative centres; procedures to ensure safeguards for human rights, rights | 1. Analysis of the current legal framework for organization and functioning of the investigative centres conducted and report prepared; 2. Prepared recommendations to improve the efficiency and effectiveness of the investigative centres; 3. Number of legal amendments and by-laws drafted; 4. Drafted Standard Operating Procedures (SOP's) and other by-laws for conducting joint investigation activities; 5. Number of memorandums for collaboration between the Public prosecution, Ministry of Interior, Customs Administration and Financial | - Project reports - Official Gazette - Minutes of meetings - PPO and institutions reports - Documents prepared | - Full commitment of the involved authorities from the highest officials - Professional commitment and openness to adopt new working methods - Presence of qualified personnel |

| of the accused, witness protection and respect of professional standards and ethics. 2. Improved the cooperation between the Public Prosecutor Offices and law enforcement institutions, including with the signature and implementation of memorandums for collaboration between the Public Prosecution, MOI, Customs Administration and Financial Police focusing on the investigative centres; 3. Improved efficiency of the investigations via the regulation of the exchange of information/access to databases between the investigative centres and the MOI, Customs Administration and Financial Police; 4. Improved guidance, coordination and execution of joint investigation in the investigative centres. 5. After 12 months of operation, prepared analysis of the best European and international practices of the functional and operational role of the investigative centres, their assessment and recommendation to improve the efficiency and effectiveness of the work of the investigative centres. | Police focusing on the investigative centres signed. 6. Conducted analysis of the best European and international practices of the functional and operational role of the investigative centres, with pointed best applicable models; 7. Assessment of the functional and operational role of the investigative centres conducted and report prepared for adoption by the Final Beneficiary, | | |
|---|--|--|---|
| Mandatory Result 2: Improving the capacities of investigators, public prosecutors, legal associates and other relevant law enforcement agency | 1. Drafted Curriculum and training programme for investigators and Public prosecutors and adopted by the Final Beneficiary; | - Project reports - Training plan - Reports/Conclusions/Recommen | Availability of appropriate staff for trainingsProfessional commitment and |

| staff members In the context of Mandatory Result 2, the following indicative sub-results will be achieved: 1. Improved execution of joint/multi-acptinary, specialised and joint trainings for prosecutors, experts, investigations, experts, investigations, experts, investigations, experts, investigations are circumstered in the investigative centres in conducting effective financial investigations are the earliest stage of the procedure and special investigation and investigation and investigation and investigation and with EU standards; 4. Improved specialised knowledge of the investigators on crime related to public proaccutors, ash flow on the Internet, ways of customs clearance, money laundering in accordance with national legislation and with EU standards; 5. Improved professional development and specialization of an investigator or protected witnesses and on the preparation of special documentation related to the protection of endangered or protected witnesses: 2. Number of trainings delivered investigators and related to public prosecutors, experts and other staff; 3. Number of trainings delivered investigators, and the witnesses in the investigations activities; 3. Number of trainings delivered to activities; 3. Number of trainings delivered to activities; 3. Number of trainings delivered activities; 3. Number of trainin | | | | |
|--|---|--|--|----------------|
| 6. Improved knowledge and implementation of temporary securing | In the context of Mandatory Result 2, the following indicative sub-results will be achieved: 1. Improved execution of joint/multiagency investigation activities; 2. Improved multi-disciplinary, specialised and joint trainings for prosecutors, experts, investigators, other law enforcement agency staff members as relevant delivered; 3. Improved specialised knowledge of public prosecutors and investigators in the investigative centres in conducting effective financial investigations at the earliest stage of the procedure and special investigative measures; 4. Improved specialised knowledge of the investigators on crime related to public procurement, international transactions, cash flow on the Internet, ways of customs clearance, money laundering in accordance with national legislation and with EU standards; 5. Improved professional development and specialization of an investigator employed in the public prosecutor's office on crime involving endangered or protected witnesses and on the preparation of special documentation related to the protection of endangered or protected witnesses; 6. Improved knowledge and | between all relevant stakeholders for conducting joint investigation activities; 3. Number of trainings delivered enhancing the specialist knowledge of public prosecutors, investigators, experts and other staff; 4. Study visit realized in the MS Twinning Partner for gaining practical experience. | workshops -List of trained staff and courses evaluations | and capacities |

| relevant actors. | | |
|---|---|--|
| Mandatory Result 3: Improving the operational collaboration of the investigative centres on national and international level In the context of Mandatory Result 3, the following indicative sub-results will be achieved: 1. Improved cooperation with other relevant national institutions, including for using the resources of each ministry/institution (Courts, Bar, Public revenue office, Cadastre, Population Registry,); 2.Improving and enabling fast and direct change of information and evidences between the investigators in the investigative centres and the judicial authorities of the other countries in compliance with EU regulations and best practices; 3.Professional improvement of the investigators in the investigative centres and the Public prosecutors with regards to international cooperation. | - Project reports - Reports of relevant institutions - Reports/Conclusions/Recommen dations from trainings, seminars - List of trained staff and courses evaluations - Training evaluations | Full commitment of the involved authorities from the highest officials Availability of appropriate staff for trainings Professional commitment and openness to improve knowledge and capacities Presence of qualified personnel |

Annex 2 - List of relevant Laws and Regulations

- European convention on mutual assistance in criminal matters (Official Gazette of Republic of Macedonia no.32 from 26.05.1999),
- Second Additional Protocol on the European convention on mutual assistance in criminal matters (2003)
- United Nation Convention against transnational organized crime (Official Gazette of Republic of Macedonia no.70 from 08.10.2004),
- European Convention for protection of human rights and freedoms (Official Gazette of Republic of Macedonia no.11/1997, 30/2004 and 30/2005)
- Law on criminal procedure (Official Gazette of Republic of Macedonia no.150 from 18.11.2010)
- Law on Public Prosecution (Official Gazette of Republic of Macedonia no.150 from 12.12.2007)
- Law for Public prosecutor's office (Official Gazette of Republic of Macedonia no.62 from 20.04.2015)
- Law on international cooperation in criminal matters (Official Gazette of Republic of Macedonia no.124 from 20.09.2010)
- Law on police (Official Gazette of Republic of Macedonia no.114 from 03.11.2006 and its amendments)
- Law for customs administration (Official Gazette of Republic of Macedonia no.46 from 12.07.2004 and its amendments)
- Law for financial police (Official Gazette of Republic of Macedonia no.12 from 22.01.2014 and its amendments)

Annex 3 - Reference to relevant Government Strategic plans

The project directly links to the following key strategies and action plans in the sector:

- Strategy for reform of the judicial sector for the period 2017-22 with an action plan
- Strategic plan of MOI for the period 2017-2019 (http://mvr.gov.mk/Upload/Documents/170428%20%20SKRATEN%20SP%202017.pdf)
- Strategic plan of the Customs Administration for the period 2018-2020 (http://www.customs.gov.mk/images/za nas/StrateskiPlan2018-2020.pdf)
- Strategy to strengthen the capacity for conducting financial investigations and asset confiscation

List of abbreviations

AP Accession Partnership

BC Beneficiary Country

BCPL Beneficiary Country Project Leader

CL Component leader

EC European Commission

EU European Union

EUD European Union Delegation

HLAD High-level pre accession dialogue

IPA Instrument for Pre-accession Assistance

MoI Ministry of Interior

MS PL Member State Project Leader

NPAA National Programme for the Adoption of the Acquis

PAR Public Administration Reform

PL Project Leader

PPO Public Prosecutor Office

RTA Resident Twinning Advisor

SAA Stabilization and Association Agreement