

Swiss Contribution

Module 3

Overall conclusions and recommendations regarding Swiss Contribution funding to New member States in the areas security and justice

Evaluation

Prepared for SDC

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This report is part of a wider evaluation that consists of the following modules:

Module 1 – evaluation of the Swiss Contribution Thematic Fund 'Security' in Romania;

Module 2 - evaluation of the Swiss Contribution Thematic Fund 'Security' in Bulgaria;

Module 3 (this document) – a broader review of Swiss Contribution security and justice-related projects

Preface

This report is part of a wider evaluation that consists of the following modules:

- Module 1 – evaluation of the Swiss Contribution Thematic Fund 'Security' in Romania;
- Module 2 - evaluation of the Swiss Contribution Thematic Fund 'Security' in Bulgaria;
- **Module 3** – a broader review of Swiss Contribution security and justice-related projects taking into account:
 - The results of Module 1 and Module 2;
 - A review of security and justice-related projects in other countries;
 - Consultations with strategic Swiss stakeholders.

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List of abbreviations used in the report

Abbreviation	Definition
CVM	Cooperation and Verification Mechanism
DVI	Disaster Victim Identification
EA	Executing Agency
EEA	European Economic Area
EU	European Union
Fedpol	Bundesamt für Polizei (Federal Office of Police)
FIZ	FIZ Advocacy and Support for Migrant Women and Victims of Trafficking
IDE	International Institute for the Rights of Children
IOM	International Organisation for Migration
ISP	Swiss Police Institute
IT	Information Technology
KKPKS	Conference of Cantonal Police Chiefs
NCU	Missing Trader Intra Community (MTIC)
NGO	Non-Governmental Organisation
NMS	'New' Member State
REGA	Swiss Air-Rescue
SCO	Swiss Cooperation Office
SDC	Swiss Agency for Development Cooperation
SEM	State Secretariat for Migration (Switzerland)
SIB	Swiss Intermediate Body
TFS	Thematic Fund Security

Executive summary

Introduction

This report is part of a wider evaluation that consists of three modules: Module 1 covers the evaluation of the Swiss Contribution Thematic Fund 'Security' in Romania; Module 2 covers the evaluation of the Swiss Contribution Thematic Fund 'Security' in Bulgaria; Module 3 (this document) provides a broader review of Swiss Contribution security and justice-related funding. It incorporates the findings of Module 1 and Module 2, and it also takes into account discussions with strategic Swiss stakeholders (in addition to strategic inputs provided by some of the Swiss project partners consulted in the context of Module 1 and Module 2), and a desk review of 27 case study project completion reports (selected by the Swiss Agency for Development Cooperation (SDC)) covering projects in Estonia, Lithuania, Poland, and the Czech Republic. The evaluation commenced with desk research in mid-July 2018. Meetings with Romanian stakeholders and site visits took place in Romania between 24 September and 05 October. Meetings with Bulgarian stakeholders and site visits took place in Bulgaria between 15 and 22 October. Meetings with Swiss project partners and strategic stakeholders were undertaken in Switzerland during September, October, and November.

The Swiss Contribution has funded 82 security and justice projects in 10 countries. Approximately CHF 114 million was allocated to these projects, approximately 9% of the entire Swiss Contribution. Romania and Bulgaria accounted for 16% and 9% respectively of budgeted Swiss funding in this area. Overall, approximately 89% of the budgeted Swiss funding in this area is expected to be utilised. The first bilateral agreements were signed between Switzerland and the EU10 in 2007 and agreements with Romania and Bulgaria followed in 2010, and with Croatia in 2015. EU10 Swiss Contribution projects had to be completed by mid-2017, while for Romania and Bulgaria the implementation deadline is 2019. In Romania and Bulgaria, Swiss funding in the security and justice sectors has been channelled through two thematic funds, one for each country, and these have been managed by a Swiss intermediate body (a Swiss consortium).

Main conclusions

Swiss-funded projects have been **highly relevant to European security and justice priorities**. The Swiss Contribution has supported a wide range of projects. While this demonstrates the **flexibility** of Swiss funding, it also suggests a **limited strategic focus**, which may have made it **harder to leverage Swiss expertise**, and to plan the mobilisation of Swiss resources. Moreover, the diversity of projects makes it harder to understand the overall outcomes and impact of Swiss funding - while **projects are reported to have been effective**, there is limited substantive information about outcomes.

Strategic stakeholders in Switzerland suggest that it would be more effective for key Swiss institutions and agencies to enter into strategic, long-term partnerships with specific institutions in partner countries to address gaps and challenges in a more systemic, consistent, and logical way. This would also **enhance Swiss visibility**, which has not always been at the expected level. **Stronger involvement of Swiss institutions throughout the project lifecycle** would help to ensure a more strategic, systemic approach. The involvement of the same Swiss partners in several projects within partner countries would **create greater synergies** between projects and would build cooperation expertise in specific Swiss partner organisations.

Capacity-building projects are often **targeted mainly at middle- and lower-ranking operational staff**. Changing institutional culture and practices requires the active involvement of political, institutional, and agency leadership, as well as operational staff. It is therefore important to ensure that projects include a range of activities targeting different levels of the system, and that senior actors in partner countries are able to interact with similarly senior Swiss counterparts. This is particularly important where projects aim to support change in hierarchical institutions. **Senior actors need to be involved from the start to promote the right environment for institutional change**.

The vast majority of projects are reported to have been **successfully completed** although many were subject to **delays and time extensions**, often due to challenges relating to national procurement processes. In Romania and Bulgaria, the **Swiss intermediate body has performed a vital role** in finding solutions to many implementation challenges, but this has been an **expensive** arrangement, accounting for approximately 20% of Swiss Thematic Fund 'Security' (TFS) funding in the two countries, and it may have constrained national ownership. Stakeholders in both countries have expressed a **strong preference** for continuing to **maintain a Swiss funding mechanism that is separate from national systems and processes**.

Sustainability is generally good in the short-term, but in some cases, **project outputs have not been fully institutionalised** (e.g. new training methods and training curricula). In Romania and Bulgaria, frequent **changes in project, institution, and political leadership**, and **high levels of turnover** amongst operational staff are likely to limit sustainability.

Stakeholders identify three main aspects of **Swiss added value**: the **democratic model and neutrality** of Switzerland; the **flexibility** and **variety of approaches** due to its federal system; and Swiss know-how and specific **expertise**. Swiss stakeholders point out that cooperation in the context of the TFS is also useful for them where the cooperation addresses **Swiss strategic and operational priorities**, especially where it makes use of **specialist Swiss expertise**. They also note the importance of including themes in which institutions in Switzerland and in partner countries can learn together.

Recommendations

1. Concept ideas and project proposals should respond to clearly-defined cooperation strategies developed through dialogue between key Swiss institutions and their counterparts in the EU¹³. Strategies should not simply be a list of agreed actions but should identify longer-term goals.
2. Swiss institutions and partners should be involved at all stages: identifying themes; developing project concepts; project design; implementation; and follow-up (reflection/ lessons learned). Swiss security/ justice institutions should be invited to discuss themes and project concepts with counterparts in partner countries at an early stage.
3. It is recommended to prioritise themes and projects that aim to develop capacity at institutional level rather than department level (i.e. projects that help institutions to help themselves, rather than projects that provide a short-term or limited 'fix').
4. Where significant change of institutional culture is implied or required, it is recommended that projects incorporate activities for senior decision-makers and leaders (as well as middle management and operational staff). Such projects should include activities for senior decision-makers and leaders that are appropriate to their rank and status, including interaction with Swiss counterparts of the equivalent rank.
5. Caution is advised when considering support for legislation or policy development projects, as the evidence suggests that these can be risky where there may be frequent changes in political and/ or institutional leadership. Where project success depends on passing and/ or implementing legislation, project approval could be made dependent on the completion of this process.
6. There is scope for **greater involvement of academic institutions and non-governmental organisations (NGO)** in research, needs assessment, baseline studies, project design and implementation, outcome and impact assessment, and civil society mobilisation.
7. There should be **greater emphasis on outcomes**, including effective outcome monitoring, analysis and reporting at fund and project levels.
8. It is recommended **that the thematic fund approach in Romania and Bulgaria** be continued in the context of a second Swiss Contribution, although **with a significant national involvement in fund management**.

1 Introduction

1.1 Overview and methodology of Module 3

Whereas Module 1 covers the Thematic Fund 'Security' (TFS) in Romania and Module 2 covers the TFS in Bulgaria, this Module 3 report is intended to provide a broader perspective on Swiss Contribution funding in the areas of security and justice.

Module 3 incorporates findings from Module 1 and Module 2, but it also takes into account discussions with strategic Swiss stakeholders (in addition to the Swiss project partners already consulted in the context of Module 1 and Module 2), and a desk review of 27 case study project completion reports covering projects in Estonia, Lithuania, Poland, and Czech Republic (the projects were identified by the Swiss Agency for Development Cooperation (SDC)).

The evaluation commenced with desk research in mid-July 2018. Meetings with Romanian stakeholders and site visits took place in Romania between 24 September and 05 October. Meetings with Bulgarian stakeholders and site visits took place in Bulgaria between 15 and 22 October. Meetings with Swiss project partners and strategic stakeholders were undertaken during September, October, and November (see Table 1 below).

In addition to providing feedback on their involvement in specific projects in Bulgaria and Romania (see Module 1 and Module 2 reports), Swiss project partners have provided information about the added value of Swiss institutions and expertise, as well the benefits to Swiss institutions from participating in projects of the first Swiss Contribution. Feedback received was mainly, but not exclusively, related to their institutions and projects. Swiss project partners provided suggestions on: possible areas for future collaboration; ways to improve the development and implementation of projects; and ways to enhance their involvement in the event of a second Swiss Contribution.

Swiss strategic stakeholders additionally provided insight into Swiss priorities and specific areas where a possible second Swiss contribution should focus, in particular where there are persistent capacity gaps in partner countries and where Swiss institutions have an operational interest and/ or can provide specialist expertise.

Table 1: Swiss stakeholders consulted (Modules 1, 2, and 3)

Institution	Strategic institution	Project partner
Swiss Security Network (delegate)	x	
General Secretariat of the Conference of Cantonal Judiciary and Police Directors (KKJPD)	x	
Conference of Cantonal Police Chiefs (KKPKS) (Chairman)	x	
Savatan Police Academy (management & experts)	x	x
Federal Office of Police (Fedpol) Swiss Coordination Unit against the Trafficking in Persons and Smuggling of Migrants (KSMM) and International Division	x	x
Office of the Attorney General	x	x
Federal Office for Justice	x	x
International Organisation for Migration (IOM) Bern	x	x
Cantonal Police (Geneva, Neuchâtel)		x
Basel Institute on Governance, International Centre for Asset Recovery		x

Institution	Strategic institution	Project partner
International Institute for the Rights of Children (IDE)		x
FIZ Advocacy and Support for Migrant Women and Victims of Trafficking		x
Association for the Development of the Probation Services in Eastern Europe (VEBO)		x
Swiss Air-Rescue (REGA)		x

1.2 Regional context (security/ justice)

1.2.1 History of support in the area

European Union (EU) pre-accession support for countries in Central and Eastern Europe commenced in 1998 and provided continuous support in the area of justice and home affairs, through numerous projects, until their accession in 2004 (EU10), 2007 (Romania and Bulgaria), and 2013 (Croatia). For example, in 1998, Poland was allocated funding of ECU¹ 16 million for two projects: '*Improving the efficiency of the court system and the public prosecutor's office*';² and '*Eastern border management and infrastructure*'.³ In total, the EU funded 46 justice and home affairs projects in Poland through the Phare programme (1998-2003), and subsequently through **Transition Facility (2004-2006)** (the list of projects is provided in Annex 2).⁴ Similar support was provided to other EU candidate countries and during their transition to member states.

EEA & Norway grants 2004-2009 supported 57 Schengen and judiciary projects in eight new EU member states with funding of approximately **EUR 122 million**. Poland alone received 83% of this funding (see Annex 3).⁵ **EEA & Norway Grants 2009-2014** supported 248 justice and home affairs projects with funding of approximately **EUR 188 million** (see Annex 3).⁶ The majority of projects were in Poland (61), Bulgaria (53), Czech Republic (41), Romania (30), and Slovakia (25). Under the 2014-2021 programme, EEA & Norway Grants provide support in the following justice and home affairs areas:^{7 8}

- Asylum and Migration
- Correctional Services and Pre-trial Detention
- International Police Cooperation and Combating Crime
- Effectiveness and Efficiency of the Judicial System, Strengthening Rule of Law
- Domestic and Gender-based Violence
- Disaster Prevention and Preparedness

The EU's **Schengen Facility** provided approximately **EUR 961 million** to Estonia, Latvia, Lithuania, Poland, Hungary, Slovakia and Slovenia between 2004 and 2006 to finance actions related to the implementation of

¹ ECU – European Currency Unit. Forerunner to the Euro.

² European Commission (undated), *Standard Summary Project Fiche: Project PL9804.01 Improving the efficiency of the court system and the public prosecutor's office*, <https://bit.ly/2DmmxSO>

³ European Commission (undated), *Standard Summary Project Fiche: Project PL9804.02 Eastern border management and infrastructure*, <https://bit.ly/2Tg4V2r>

⁴ European Commission (06 December 2016), *PHARE Financing Memoranda & Project Fiches*, <https://bit.ly/2QwoFuO>

⁵ EEA Grants - Norway Grants, Financial Mechanism Office (undated), Project Portal 2004-2009, <https://bit.ly/2Fihqg5>

⁶ EEA Grants - Norway Grants, Financial Mechanism Office (undated), *Our Projects, Projects by financial mechanism 2009-2014, Projects by sector, Justice and Home Affairs*, <https://bit.ly/2z6vg8S>

⁷ EEA Grants - Norway Grants, Financial Mechanism Office, (undated), Priority Sectors and Programme Areas - EEA and Norway Grants 2014-2021, <https://bit.ly/2FsWo2F>

⁸ A total of EUR 2.8 billion is allocated to 15 countries, and regional programmes, under the 2014-2021 EEA & Norway Grants. EEA & Norway Grants (May 2016), *EEA & Norway Grants 2014-2020*, <https://bit.ly/2UrFfyC>

the Schengen Acquis and external border controls.⁹ This was followed by The **Cash-Flow and Schengen Facility**, which provided approximately **EUR 476 million for Romania and Bulgaria** for actions implemented from 2007 to 2010, dealing with investment in construction, renovation or upgrading of border crossing infrastructure and related buildings; investments in any kind of operating equipment, including the Schengen Information System (SIS II), and related information technology (IT); training of border guards; and '*support to costs for logistics and operations, including payment of the salaries of the personnel required to fulfil the obligations of the beneficiary Member State in respect of the Schengen acquis*'.¹⁰

Besides the Schengen Facility, **new member states also participated in various other EU programmes**.¹¹

- Migration Management – Solidarity in Action;
- Commission programme for the prevention of and response to violent radicalisation;
- Framework programme on police and judicial cooperation in criminal matters, 2003-2006;
- Administrative cooperation in the field of external borders, visas, asylum and immigration, 2002-2006;
- Daphne II (2004-2008) and Daphne III;
- Exchange programme for judicial authorities, 2004-2005;
- Judicial Cooperation in Civil Matters, 2002-2006.

Other recent and ongoing EU-wide funds and programmes in the area of justice and home affairs include:

Security¹²

- Asylum, Migration and Integration Fund, 2014-2020, EUR 3.1 billion;
- Internal Security Fund, 2014-2020, EUR 3.8 billion (Borders and Visa; Police cooperation, preventing and combatting crime, and crisis management);
- Secure Societies Challenge (security research) 2014-2020;
- General Programme 'Solidarity and Management of Migration Flows', 2007-2013, EUR 4 billion (External Borders Fund; European Return Fund; European Refugee Fund; European Fund for the Integration of third-country nationals);
- Prevention of and Fight against Crime, 2007-2013, EUR 600 million;
- Prevention, Preparedness and Consequence Management of Terrorism and other Security-related Risks, 2007-2013, EUR 140 million;

Justice¹³

- Justice Programme, 2014-2020, EUR 378 million
- Rights, Equality and Citizenship Programme, 2014-2020, EUR 439 million;
- Civil Justice Programme, 2007-2013;
- Criminal Justice Programme, 2007-2013;
- Drug Prevention and Information Programme, 2007-2013;
- Daphne III (violence against women, children and young people), 2007-2013;
- Fundamental Rights and Citizenship, 2007-2013;
- PROGRESS (Antidiscrimination and diversity, Gender equality), 2007-2013;
- Rights, Equality and Citizenship Programme 2014-2020 (EUR 439 million)

⁹ INTEGRATION (January 2010), *Evaluation of Norway Grants support to the implementation of the Schengen acquis and to strengthening of the judiciary in new EU and EEA member states* (p6-7), <https://bit.ly/2lpV5r4>

¹⁰ European Commission (03 August 2015), *Report on the Implementation of the Schengen Part of the Temporary Cash-Flow and Schengen Facility (2007-2009) for Bulgaria and Romania*, <https://bit.ly/2RUyTWF>

¹¹ INTEGRATION (January 2010), *Evaluation of Norway Grants support to the implementation of the Schengen acquis and to strengthening of the judiciary in new EU and EEA member states* (p9), <https://bit.ly/2lpV5r4>

¹² European Commission (13 November 2018), Migration and Home Affairs, <https://bit.ly/2ODjwz1>

¹³ European Commission (undated), *Justice*, <https://bit.ly/2zhkaTfH>

1.2.2 Ongoing and emerging challenges in the area of security and justice, relevance of the Swiss Contribution

The **European Agenda on Security** identifies three priorities: (1) terrorism and foreign terrorist fighters; (2) serious and organised cross-border crime; and (3) cybercrime.¹⁴ Additional priorities are identified in a more recent Council infographic:¹⁵ cybercrime; drug trafficking; facilitation of illegal immigration into the EU; organised theft and burglary; trafficking in human beings; excise and Missing Trader Intra Community (MTIC) fraud; firearms trafficking; environmental crime; criminal finances; document fraud.

EUROPOL's 2017 Serious and Organised Crime Threat Assessment highlights the following criminal activities:¹⁶

- Cybercrime (encompassing many different crimes) as facilitator of criminal activities and as a source of new criminal opportunities;
- Organised property crime – many EU member states report a steady increase in burglaries in recent years;
- The illicit drugs market remains the largest criminal market in the EU;
- Migrant smuggling is now one of the most profitable and widespread criminal activities in the EU and is considered to be comparable in scale to the European drugs market;
- Trafficking in human beings for labour exploitation is expected to continue to grow.

Eurojust's Annual Report 2017 notes that the number of cases referred to it by national authorities in 2017 increased by 10.6% compared with 2016, and the main types of case were **fraud, drug trafficking and money laundering**.¹⁷

Swiss Contribution funding in the area of security and justice has been highly relevant to European priorities. It has funded projects in the following areas:

- Combating corruption and organised crime;
- Cross-border crime;
- Asset Recovery;
- Policing;
- Measures for securing borders;
- Asylum and migration;
- Combatting trafficking in human beings and protecting victims;
- Environmental crime;
- Modernising the judiciary;
- Penitentiaries and non-custodial sentences;
- Disaster and crisis management.

1.3 General overview of Swiss Contribution funding in the area of security and justice (all New Member States)

Swiss Contribution bilateral framework agreements were signed with the EU10 in December 2007. Agreements were subsequently signed with Romania and Bulgaria in 2010, and with Croatia in 2015.

¹⁴ European Commission (24 April 2015), *Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions - The European Agenda on Security*, <https://bit.ly/2wLjONv>

¹⁵ Council of the European Union (2018), *Infographic - EU fight against organised crime: 2018-2021*, <https://bit.ly/2qYH8W3>

¹⁶ European Police Office (2017), *European Union Serious and Organised Crime Threat Assessment - Crime in the age of technology*, <https://bit.ly/2qYjAAP>

¹⁷ Eurojust (2017), *EUROJUST Annual Report 201 (p23)*, <https://bit.ly/2PoffgS>

The Swiss Contribution (enlargement contribution) supports countries that joined the EU from 2004 onwards (the EU 13) to reduce economic and social disparities.¹⁸ 'Switzerland's engagement is an investment in security, stability and prosperity on the continent. *At the same time, Switzerland is establishing an important basis for solid economic and political relations with the EU and partner states.*'¹⁹ **The first Swiss Contribution amounted to CHF 1.302 billion** and provided funding for projects the following areas:²⁰

- Enhanced security and safety;
- Improving social security;
- Promoting economic growth and improving working conditions;
- Protecting the environment;
- Strengthening civil society.

Key Swiss Contribution dates are summarised in Table 2 below.

Table 2: Key dates of the Swiss Contribution

	Bilateral framework agreements signed	Commitment deadlines	Disbursement deadlines
EU10	20 December 2007	14 June 2012	14 June 2017
Romania & Bulgaria	07 September 2010	06 December 2014	06 December 2019
Croatia	30 June 2015	31 May 2017	11 December 2024

Source: Swiss Contribution bilateral framework agreements²¹

Following a decision of the Swiss Federal Council In March 2018, a consultation has been initiated on a second Swiss Contribution with a focus on vocational education and training and on migration.

In the area of **enhanced security and safety (the subject of this evaluation)**, the Swiss Contribution funded **82 projects in 10 countries**. Approximately **CHF 114 million** was allocated to this area – approximately 9% of the entire Swiss Contribution (see Table 3 below).²² **Romania and Bulgaria accounted for 16% and 9% respectively** of budgeted Swiss funding in this area. Overall, approximately 89% of the budgeted Swiss funding in this area is expected to be utilised.

Projects in the following four categories were supported:

- Combating corruption and organised crime;
- Disaster and crisis management;
- Measures for securing borders;
- Modernising the judiciary.

Table 3: Swiss contribution security funding – EU13 (CHF)

Number	Budget	% of total Swiss	Actual	Actual as % of
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¹⁸ The countries are: (2004 accession) Cyprus, Czech Republic, Estonia, Hungary, Latvia, Lithuania, Malta, Poland, Slovakia and Slovenia; (2007 accession) Romania and Bulgaria; (2013 accession) Croatia.

¹⁹ Schweizerische Eidgenossenschaft, Directorate for European Affairs DEA, Swiss Agency for Development and Cooperation SDC, State Secretariat for Economic Affairs SECO (May 2018), *Swiss contribution (enlargement contribution) to selected EU states*, <https://bit.ly/2qFbcWA>

²⁰ The Federal Council, Department of Foreign Affairs (07 June 2018), *Project database for the enlarged EU*, <https://bit.ly/2DI8sFB>

²¹ The Federal Council, Department of Foreign Affairs, *Partner countries in Switzerland's contribution to EU enlargement*, <https://bit.ly/2JZoqGy>

²² The total Swiss Contribution is CHF 1.302 billion. Federal Department of Foreign Affairs FDFA / Swiss Agency for Development and Cooperation SDC (04 April 2018), *The Swiss contribution in brief*, <https://bit.ly/2EeDYWb>

	of projects		Contribution budget		budget
Poland	7	32,000,000	28.0%	30,666,666	95.8%
Romania	22	17,492,791	15.3%	14,217,746	81.3%
Czech Republic	15	15,093,485	13.2%	13,395,978	88.8%
Latvia	2	10,379,730	9.1%	10,191,771	98.2%
Slovakia	4	9,903,150	8.7%	9,280,960	93.7%
Bulgaria	10	9,850,000	8.6%	8,799,476	89.3%
Hungary	9	8,779,742	7.7%	7,077,435	80.6%
Estonia	5	5,992,057	5.2%	5,928,983	98.9%
Croatia	1	3,000,000	2.6%	0	0.0%
Lithuania	7	1,771,032	1.5%	1,667,764	94.2%
Total	82	114,261,987	100%	101,226,779	88.6%

Source: based on data provided by SDC on 11 December 2018

In Romania and Bulgaria, Swiss Contribution security funding is channelled through funds established specifically for the purpose, namely the Thematic Fund Security (TFS) Romania and the TFS Bulgaria. Both funds are managed by a Swiss intermediate body. This arrangement differs from other countries, where Swiss security funding is managed directly by national intermediate bodies.

2 Analysis of sample of project completion notes from other NMS

The completion notes covering 27 projects in four 'new' member states (NMS) (excluding Romania and Bulgaria) were reviewed with the aim of identifying additional insights and lessons learned. These are summarised in Table 4 below and analysed further below. SDC selected the projects for the analysis.

Table 4: Summary of projects included in analysis of project completion notes

Project category	Czech Republic	Poland	Estonia	Lithuania	Total
Combating corruption and organised crime	8				8
Disaster and crisis management	3	2	2		7
Measures for securing borders		5	2		7
Modernising the judiciary	2		2	1	5
Total	13	7	6	1	27

In total, the 27 project completion notes provide 135 ratings (27 projects X 5 evaluation criteria) (see Table 5 below), and **95% are either Highly Satisfactory or Satisfactory**. The projects were **mainly rated Highly Satisfactory overall**, with some rated Satisfactory. The same applies to relevance and effectiveness. For efficiency and sustainability, the ratings were distributed more evenly between Highly Satisfactory and Satisfactory, indicating less strong performance in these areas, and a small number of projects were rated Unsatisfactory. A fourth rating, 'Highly Unsatisfactory' was also possible, but this does not appear in any of the project completion notes reviewed.

Table 5: Summary of project completion note ratings for Module 3 case study projects

Rating	Overall		Relevance		Effectiveness		Efficiency			Sustainability		
	HS	S	HS	S	HS	S	HS	S	U	HS	S	U
Czech Republic	10	3	13		12	1	6	5	2	6	6	1
Estonia	2	4	3	3	2	4	1	3	2	3	2	1
Lithuania		1		1		1			1		1	
Poland	6	1	6	1	6	1	5	2		4	3	
Total	18	9	22	5	20	7	12	10	5	13	12	2

Source: based on analysis of Module 3 case study project completion notes (HS: Highly Satisfactory; S: Satisfactory; U: Unsatisfactory)

In short, the projects are considered to have addressed real needs and to have produced good results, although there were areas of efficiency and sustainability that might ideally have been stronger. The executing agencies (EA) are generally described as efficient, responsive, constructive, pragmatic and solution-oriented. Good institutional memory was ensured where there were changes in project management.

The following analysis is not intended to describe the achievements and challenges of the case study projects in detail, which is not possible on the basis of the project completion notes. Rather, the analysis is intended to summarise key issues and lessons learned that are identified or implied in those reports.

The findings of the analysis are presented below for each project category. The lessons learned are also summarised in Table 6 on page 15.

2.1 Combating corruption and organised crime

This section includes eight police projects in the Czech Republic. Four of these deal with new or enhanced operational approaches for combating organised crime, corruption, terrorism, and extremism. The other four deal specifically with IT systems and tools. This group also covers one Customs project in Poland.

2.1.1 Efficiency, effectiveness, sustainability

Stable, dedicated project teams throughout implementation helped to ensure achievement of objectives, despite initial delays.

There **was initially limited interest in the security theme**. The National Coordination Unit (NCU) received few project proposals and in several cases the budgets were significantly below the minimum threshold set in the Framework Agreement.

In most cases, the complexity of **national public procurement rules** and other administrative processes was underestimated, which led to **delays and project extensions**. Most procurement resulted in significant savings, suggesting that **costs were generally overestimated**. In one case, approximately 43% of the available funds were unutilised as the EA could not prepare a proposal for additional activities in time.

One project required the adoption and implementation of new **legislation**. Although the legislation came into force towards the end of the project, this did nevertheless pose a **risk to the achievement of project objectives**.

The **involvement of local authority representatives** in needs identification (equipment and training topics) for the custom service mobile groups project in Poland was identified as a good practice as it **ensured the project addressed local needs and practices**.

It is unclear to what extent some training activities have been **institutionalised**.

2.1.2 Swiss dimension

Swiss participation was mainly limited to review of project proposals. Very few projects in this category involved Swiss project partners. Several projects did however involve useful **international cooperation and networking (including with Switzerland)**. The possibility of Swiss added value was limited in some cases where detailed knowledge of EU legislation was required (e.g. EU Customs legislation). Nevertheless, some project completion notes suggest that some **opportunities for leveraging Swiss expertise may have been missed**.

Two of the funded projects **involved only (or primarily) the procurement of IT**. There was no capacity building, no Swiss expertise was involved, there appeared to be no obvious benefit for Switzerland (e.g. in terms of exchange of information), and the IT is likely to need to be replaced or significantly upgraded within a relatively short time due to continuous developments in IT generally. It could therefore be argued that that is something that **might have been funded from the national budget or other sources, rather than the Swiss Contribution**.

In some cases, there appears to have been **limited Swiss visibility**.

2.1.3 Lessons learned/ recommendations

Initial lack of interest in the security theme in the Czech Republic suggests that there may have been **insufficient dialogue and clarity between the NCU, the intermediate body, and EAs** in the country regarding the priorities in the Framework Agreement.

One project with a small budget developed a new tool related to the analysis of drugs. Although it did not involve Swiss expertise, it can benefit Switzerland (and other countries), as Interpol has adopted the system.

This suggests that **significant results are possible with small budgets** where the need and objective are very clearly defined and the result has wider application. The success of this project was also partly due to the sophisticated national and international dissemination activities of the EA.

Several completion notes indicated that it is **more effective to combine hard and soft measures**.

It is risky to implement projects when relevant legislation is not already in place.

2.2 Disaster and crisis management

This section covers two projects in Estonia, two in Poland, and three in the Czech Republic.

2.2.1 Efficiency, effectiveness, sustainability

The Emergency Response Center project in **Estonia** is considered a **great success**, although its **complexity was initially underestimated** (it involves six institutional actors), and it was delayed due to its **dependence on another project**. Many options for expanding the project have been identified, and three neighbouring countries expressed interest in acquiring a similar system. However, **another project**, on fire safety in social welfare and health care institutions, **shows little evidence of impact** or sustainability. This is because the **EA has no authority over the target institutions** to require them to follow fire safety guidelines, as they report to another authority.

In **Poland**, the multi-dimensional nature of the road safety project and its holistic approach were described as **good practices** and to some extent **distinguish the Swiss Contribution** from other external sources of funding. This approach has also **facilitated establishment of an inter-sectoral partnership**, although it was suggested that the project would have benefited from more substantive non-governmental organisation (NGO) involvement. 'On the borderline of terrorism - the emergency response training' project in Poland adopted an inter-sectoral approach, including uniformed and non-uniformed institutions and agencies. While a good approach, this created a challenge with respect to the selection of the EA. The Emergency Response System involves and coordinates non-uniformed institutions. It is therefore possible that the designation of the National Police as the EA **may have constrained the project's outreach** – for example, there were few participants in training activity.

In the **Czech Republic**, the **combination of soft and hard measures** in the Disaster Victim Identification (DVI) team project was highlighted as a **good practice**. However, another project **primarily involved procurement** of protective equipment, with **limited scope for training**. **Sustainability was good in both cases**, with the newly established **DVI Team well integrated** into national emergency system and police structures. Target institutions have committed themselves to **using and maintaining the safety equipment for 10 years**. The construction of a multifunctional training (simulation) facility is significant for **cooperative training of various police units**. It is also used to **showcase project results and Swiss support** to the media and the public (a police training facility – the Polygon - has recently been constructed in Bulgaria with Swiss Contribution support).

2.2.2 The Swiss dimension

A Swiss partner was imposed on the EA of the fire safety project in Estonia, as the topic of fire safety was new to SDC. This did not go well, as the partnership was not requested or initiated by either institution.

In the area of road safety, partnership between Polish authorities and the Swiss Police Institute and Cantonal Police authorities was described as efficient and durable. The DVI project in the Czech Republic is described as a good example of the importance of partnership with Swiss institutions, especially when new entities, which already exist in Switzerland, are being established in partner countries. The project is also considered to illustrate the mutual benefits of such cooperation.

2.2.3 Lessons learned/ recommendations

It is important to address issues/ problems in a systemic, multi-dimensional way and to involve key actors with a role in the system, especially where they have direct influence or authority over target groups or institutions. It is also important that the designated EA is the institution best-placed to lead efforts to bring about changes in specific areas. NGOs also play an important role, and some projects could benefit from more substantive NGO involvement.

The combination of hard and soft measures is considered to be the most effective approach, since training (or other capacity building) without the necessary equipment or infrastructure makes it difficult to put new approaches into practice; and equipment or infrastructure without training (or other capacity building) does not ensure the adoption of new approaches, or the optimal utilisation of the new equipment.

Implementation of projects that depend on the progress or completion of other projects may result in delays.

For effectiveness and sustainability, it is important to ensure that supported structures and project outputs are fully integrated into institutional structures.

Where the Swiss Contribution is funding similar projects in several countries, it would be useful to ensure systematic networking and exchange of experiences between the countries concerned.

Partnerships are likely to be most successful where they have been requested and/ or initiated by one or other partner.

2.3 Measures for securing borders

This section covers four projects in Poland and two in Estonia. The projects in Poland focus mainly on renovations and new infrastructure at border crossing points, including an epidemiological filter facility.²³ The projects in Estonia focus mainly on the procurement and installation of new equipment and systems (licence plate recognition, and equipment for the forensic institute). The projects in this group include limited soft measures, such as training.

2.3.1 Efficiency, effectiveness, sustainability

The project on the management of migration in **Poland** was intended to **provide a comprehensive** approach and thus involved numerous activities aimed at different target groups. However, the project was considered **too broad for the available budget**. Neighbouring countries have shown interest in the epidemiological filter, which was considered to be technologically innovative.

The two projects in **Estonia** took an **inter-sectoral approach**, which aimed to address their respective objectives in a **systemic** way and involved uniformed and non-uniformed agencies/ institutions, as well as representatives of central and local authorities. This provided opportunities for networking between different institutions and agencies.

2.3.2 The Swiss dimension

The Legal Medicine Institute of Lausanne and the University of Lausanne were involved in some forensic training in Estonia. **Good cooperation** was established and maintained between Polish partners and the Swiss Customs Administration and Swiss Border Guards.

In the area of migration in Poland, there were study visits to Switzerland, which led to **strengthened collaboration** with the Swiss State Secretariat for Migration, which is considered an important added value for the future.

²³ Urząd Do Spraw Cudzoziemców (Office For Foreigners), "Epidemiological Filter" – Project Finalization, <https://bit.ly/2DledCZ>

2.3.3 Lessons learned/ recommendations

There is a difference between 'holistic' and 'comprehensive' approaches. The former implies addressing issues in a systemic way, while the latter implies coverage of everything, although not necessarily in a systemic way. 'Comprehensive' also implies doing things on a large scale, with a correspondingly large budget.

The epidemiological filter in Poland is considered technologically innovative, but the general approach is now considered somewhat dated as it is now considered best practice to address migrant health issues within existing national health structures.

2.4 Modernising the judiciary

The projects in this group consist of one conference, two projects to equip judicial institutions with video conferencing equipment, one project to update a judicial training system, and one project to pilot probation/ reintegration activities.

2.4.1 Efficiency, effectiveness, sustainability

Projects were promoted by national stakeholders, with the exception of the conference, which was promoted and led by a Swiss institution, and consequently lacked national ownership.

Project teams appear to have been stable, although one project experienced two changes of institutional leadership.

One of the two video conferencing equipment projects incorporated lessons from another country to some extent. However, the other did not, and there was also insufficient consultation of users and consequently **some of the new facilities in one of the two countries were less than satisfactory**.

There were clear results, with the exception of **the conference, which lacked clear objectives and expected outcomes**. The two **video conferencing projects are the only ones where the outcomes are clearly identified** and supported with numbers (e.g. time and cost savings). Results and outcomes of the probation project were **constrained by a change in project context**, and by two changes of institutional leadership.

Three of the projects were **extended several times**, in part due to the need to utilise additional funds resulting from appreciation of the CHF, but also due to **tendering difficulties**. In one case, 38% of the original CHF budget was **unutilised**.

2.4.2 Swiss dimension

Swiss participation was limited in three of the projects to a review of project proposals. The only Swiss know-how transfer came in the area of probation/ offender reintegration. In two cases, the EAs appear to have overlooked Swiss visibility requirements.

2.4.3 Lessons learned/ recommendations

Projects must be driven by national stakeholders (rather than Swiss institutions) and they **must have clearly defined objectives and expected outcomes**.

EAs must have sector knowledge and engage effectively with stakeholders in order to address needs adequately.

Where the Swiss Contribution is funding similar projects in several countries, it would be useful to **ensure systematic networking and exchange of experiences between the countries** concerned. Where projects are a continuation of earlier initiatives, it is important to **ensure that the experiences and lessons learned from earlier activities are analysed and incorporated** into follow-on projects, including where earlier initiatives have been funded from other sources, such as EEA & Norway Grants, or the EU.

Projects focusing on systems at institutional level (as opposed to unit or department level) seem to produce the most concrete and sustainable results (assuming the needs are identified by the institutions themselves).

Considering also the experience of two projects covered in Module 1 (Romania) and Module 2 (Bulgaria), **policy-related initiatives may be more challenging than 'technical' initiatives** because the issues may not be seen as sufficiently high priorities in NMS and the approaches may lack sufficiently broad political support in NMS to maintain momentum through changes in the project context. It is interesting to note that subjects in question are areas in which Switzerland can offer particular experience and expertise (juvenile justice, non-custodial sentences and offender reintegration). Such projects may need to be supported with **increased research and evidence-based advocacy** in order ensure that the benefits of these approaches are more widely understood.

2.5 General observations on the Swiss dimension – Module 3 case study projects

There was **limited systematic involvement of Swiss institutions** in the projects and therefore limited cooperation was established between target countries and Swiss institutions. Where partnerships were involved, there is limited evidence of their continuation after the completion of projects. However, it is important to note that partnerships were often not intended to continue, but rather to boost specific changes.

Procurement-only projects may offer **fewer opportunities for exchange of experiences** and substantive, longer-term partnership. However, it also has to be recognised that considering the Swiss Contribution financed approximately 70 projects in 10 countries, there must be limits to the extent that Swiss institutions can act as partners. For example, **Fedpol** was approached to contribute to projects on terrorism-related topics in general, and on Disaster Victim Identification in particular. It did engage in two projects in the Czech Republic **but lacked resources to engage** in the Polish project, 'On the borderline of terrorism – the emergency response training', where it was replaced by a private consultant.

When they were involved, Swiss institutions tended to act as service providers (e.g. training).

A lesson learned through some projects suggests that **partnerships with Swiss institutions should be an integral part of the project design**, and the role and activities of the Swiss partners should be defined at an early stage.

2.6 Summary of lessons learned – Module 3 case study projects

Table 6 below provides a brief overview of lessons learned that have been identified in the Module 3 case study projects.

- Column C: Combating corruption and organised crime;
- Column D: Disaster and crisis management;
- Column B: Measures for securing borders;
- Column J: Modernising the judiciary.

Table 6: Summary of lessons learned – Module 3 case study projects

Lessons learned	C	D	B	J
One project with a small budget developed a new tool related to the analysis of drugs. Although it did not involve Swiss expertise, it can benefit Switzerland (and other countries), as Interpol has adopted the system. This suggests that significant results are possible with small budgets where the need and objective are very clearly defined and the result has wider application. The success of this project was also partly due to the sophisticated national and international dissemination activities of the EA.	X			
The epidemiological filter in Poland was considered technologically innovative and neighbouring countries have shown interest. However, the approach is now considered somewhat dated.			X	
Initial lack of interest in the security theme in the Czech Republic suggests that there may have been insufficient dialogue and clarity between the NCU, the intermediate body, and EAs in the country regarding the priorities in the Framework Agreement.	X			
The combination of hard and soft measures is considered to be the most effective approach, since training (or other capacity building) without the necessary equipment or infrastructure makes it difficult to put new approaches into practice; and equipment or infrastructure without training (or other capacity building) does not ensure the adoption of new approaches, or the optimal utilisation of the new equipment.	X	X		
EAs must have sector knowledge and engage effectively with stakeholders in order to address needs adequately.				X
It is important to address issues/ problems in a systemic, multi-dimensional way and to involve key actors with a role in the system, especially where they have direct influence or authority over target groups or institutions. It is also important that the designated EA is the institution best placed to lead efforts to bring about changes in specific areas. NGOs also play an important role and some projects could benefit from more substantive NGO involvement.		X		
There is a difference between 'holistic' and 'comprehensive' approaches. The former implies addressing issues in a systemic way, while the latter implies coverage of everything, although not necessarily in a systemic way. 'Comprehensive' also implies doing things on a large scale, with a correspondingly large budget.			X	
Projects focusing on systems at institutional level (as opposed to unit or department level) seem to produce the most concrete and sustainable results (assuming the needs are identified by the institutions themselves).				X

Lessons learned	C	D	B	J
For effectiveness and sustainability, it is important to ensure that supported structures and project outputs are fully integrated into institutional structures.		X		
Where the Swiss Contribution is funding similar projects in several countries, it would be useful to ensure systematic networking and exchange of experiences between the countries concerned.		X		X
Partnerships are likely to be most successful where they have been requested and/ or initiated by one or other partner.		X		
Projects must be driven by national stakeholders (rather than Swiss institutions) and they must have clearly-defined objectives and expected outcomes.				X
Where projects are a continuation of earlier initiatives, it is important to ensure that the experiences and lessons learned from earlier activities are analysed and incorporated into follow-on projects, including where earlier initiatives have been funded from other sources, such as EEA & Norway Grants, or the EU.				X
Implementation of projects that depend on the progress or completion of other projects may result in delays.		X		
It is risky to implement projects when relevant legislation is not already in place.	X			
Considering also the experience of two projects covered in Module 1 (Romania) and Module 2 (Bulgaria), policy-related initiatives may be more challenging than 'technical' initiatives because the issues may not be seen as sufficiently high priorities in NMS and the approaches may lack sufficiently broad political support in NMS to maintain momentum through changes in the project context. It is interesting to note that the subjects in question (juvenile justice, non-custodial sentences and reintegration of offenders) are areas in which Switzerland can offer particular experience and expertise. Such projects may need to be supported with increased research and evidence-based advocacy in order ensure that the benefits of these approaches are more widely understood.				X

3 Overall findings and conclusions

This section incorporates the analysis of the Module 3 case study projects, and the findings and conclusions of Module 1 (Romania) and Module 2 (Bulgaria).

3.1 Major lessons learned

3.1.1 Strategic long-term cooperation between key institutions

To some extent, there has been a lack of a strategic approach to the use of the Swiss Contribution in the security/ justice area. For example, it was reported that in one country, a key central actor invites departments and agencies to present project ideas, with the request being passed further and further down the chain of authority. This results in a random selection of projects that do not clearly address specific government priorities. In fact, this approach is the outcome of a lack of strategic approach throughout the system. Strategic stakeholders in Switzerland suggest that it would be **more effective for key Swiss institutions and agencies to enter into strategic, long-term partnerships with specific institutions in partner countries to address gaps and challenges in a more systemic, consistent, and logical way**. Clearer strategy and vision would help to **ensure that achievable goals are clearly defined, and outcomes are systematically assessed** – an important issue for Switzerland. A more strategic, longer-term approach would **also help Swiss institutions with resource planning**.

A more strategic, longer-term approach should still be **flexible enough to support innovative projects**. A good example of this was the support to the Rise Project in Romania, which implemented a project on 'Mapping and visualizing cross-border crime'.

Emphasis should be placed on developing core institutional capacities and systems for continuous incremental improvement in key institutions and agencies in partner countries, rather than on **funding activities that simply provide a short-term 'fix' for structural capacity gaps**, which implies a lack of sustainability and likely need for repetition in the future, possibly with funding from other sources. For example, in some cases, **new training curricula and approaches were developed** for specific target groups **but relevant national training institutions were not necessarily involved**. They did not therefore benefit or gain inspiration from the cooperation, are not in a position to replicate, maintain, and further develop the new training, and possibly have limited interest in the new products.

In some countries two significant challenges to achieving a more strategic approach are (1) the **lack of strategic thinking**, and (2) frequent **changes in political and institutional leadership and operational personnel**, which severely undermines continuity. This is possibly why in some countries there is evidence of the **same or similar support, funded from different sources, having been provided at various times over the past 20 years** to the same institutions and agencies.

3.1.2 Multi-sector, multi-dimensional approach

The experience of many projects suggests that it is **important to address issues in a multi-dimensional way**. This requires interdisciplinary **approaches**, involving a range of key actors and stakeholders **working together to address clearly-defined issues** and challenges in a **coherent and systemic** way. There should be greater emphasis on this in future, although it is also important to be realistic about the **considerable leadership and coordination challenges** that such an approach implies. Again, this would be supported by a more strategic approach, as indicated in 3.1.1 above.

The **involvement of relevant stakeholders at the right time** during concept development, needs assessment, and project development and implementation is essential. Stakeholder feedback indicates that various aspects of the involvement of Swiss and national stakeholders could be improved in future. To some

extent, this issue would be addressed by the more strategic, longer-term partnerships between Swiss and partner-country institutions (see 3.1.1 above).

There is **scope for greater involvement of academic institutions and NGOs in partnership with state institutions and agencies**, in research, needs assessment, baseline studies, project design and implementation, and outcome and impact assessment. The involvement of NGOs also helps to mobilise civil society, strengthen cooperation between state and non-state actors, and reach target groups through different channels.

3.1.3 Risk management

A number of projects have suffered from **inadequate risk assessment and management**. In future, it would be highly desirable for project proposals to include realistic, and sufficiently **detailed risk assessments and mitigation strategies**, indicating what actions are to be taken, by whom, and when. In particular, the conditions for interrupting or terminating project implementation should be clearly defined (e.g. changes in legislation, or non-adoption or implementation of legislation).

3.1.4 Synergies

The involvement of the **same Swiss partners in several projects within partner countries would create greater synergies** between projects and would build up cooperation expertise in specific Swiss partner organisations. This could reduce overheads, in the sense that it is not necessary to learn the procedures from the start each time. This fits in with the more strategic approach described in point 3.1.1 above.

Where the Swiss Contribution funds similar projects in different countries, SDC and the Swiss cooperation offices (SCO) could perhaps **promote greater experience-sharing between countries** regarding project implementation and utilisation and further development of project benefits (e.g. police training simulation facilities; judiciary video conferencing facilities).

3.1.5 Coordination among and with Swiss agencies

In order to ensure smooth planning and implementation of a second Swiss Contribution, it would be desirable for **SDC to reinforce contacts with Swiss institutions** that were involved in security and justice projects in the first Swiss Contribution.

In the context of negotiation of bilateral framework agreements for a second Swiss Contribution, it would be desirable for Swiss security and justice institutions to **discuss priorities, operational needs, and other specific areas of interest**. In this regard, it would be worth convening a round table involving relevant Swiss security and justice institutions, including Fedpol, the Attorney General's office, the State Secretariat for Migration (SEM), etc. to map operational needs in Switzerland as well as needs to improve work with EU enlarged countries.

Swiss security and justice institutions should be **involved in discussions with SDC** about a second Swiss Contribution to **identify and refine areas of mutual interest** i.e. match Swiss operational needs, Swiss added value, and expected benefits to Swiss institutions with structural and operational needs of target countries. **The envisaged roles and contributions of Swiss institutions should be clarified** at an early stage.

In areas related to police operational work, **coordination should be done through Fedpol and KKPKS to reach cantonal police forces**. Not all cantonal police forces have the same capacity to send staff abroad and these two coordinating bodies can identify which police forces are best placed to provide the requested support. With regard to **police training, coordination should be done through the Swiss Police Institute (ISP) and regional police schools**. Funding for coordination activities should be provided through the Swiss Contribution.

There should be **stronger involvement of Swiss institutions throughout the project lifecycle**, including concept development, needs analysis, project design, implementation and follow-up. This should include a mechanism for providing feedback to Swiss institutions on project outcomes and their contributions.

3.1.6 Changing institutional cultures

Capacity building projects are often **targeted mainly at middle- and lower-ranking operational staff**. This approach may have **limited impact and sustainability** due to (1) personnel turnover, and (2) unchanged institutional culture, which does not foster new attitudes and approaches. Indeed, the **introduction of new approaches** such as community policing, human rights-based policing, or child-friendly justice are **intricately connected to changes in institutional culture**.

Changing institutional culture requires the active involvement of political, institutional, and agency leadership, as well as operational staff. It is therefore important to ensure that projects include a range of activities targeting different levels of the system,²⁴ and that senior actors in partner countries are able to interact with similarly senior Swiss counterparts. This is particularly important where hierarchical institutions are involved. Senior actors need to be involved from the start to promote the right environment for institutional change.

3.1.7 Delays and extensions

Many projects have been subject to **delays and extensions** for different reasons. In Romania and Bulgaria, there were **long gaps between development of project concepts and approval of project proposals**. This was because project concepts had to be developed quickly to be included in framework agreements, which had to be promptly concluded between Switzerland and partner states. It subsequently took a long time for concepts to be transformed into adequate proposals due to the **limited capacity of EAs**. In several countries, not only Romania and Bulgaria, **national public procurement rules and processes were more complicated and time-consuming than expected**. The **roles and responsibilities of actors involved in the thematic security funds** in Romania and Bulgaria were **unclear**, and the rules and processes were also initially unclear. Thus, in the context of a possible second TFS, it is **important that substantive strategic planning and dialogue takes place between key Swiss institutions and partner states, well in advance of the signing of future financing agreements**.

In a number of cases, **extensions** were provided to enable EAs to utilise **additional funds resulting from exchange rate gains**. However, in one case, the EA was unable to submit a proposal in time, and in another case the EA declined to utilise the additional funds. It would be useful for projects to **include contingency plans** for these circumstances.

3.2 Structure and management of the TFS in Romania and Bulgaria

The **TFS in Romania and Bulgaria have been managed by a Swiss intermediate body (SIB)**, a consortium consisting of a private sector consulting company, an intergovernmental research institute, and an NGO. Its responsibilities have included:²⁵

- The establishment and management of the two TFS (Romania and Bulgaria);
- Development of the activity portfolio, including:
 - Calling for and/ or collecting activity proposals;
 - Supporting the development of proposals;
 - Reviewing compliance with proposal requirements;
 - Making recommendations on the selection of activities to be funded;
 - Drafting credit proposal documents for each activity for submission to SDC;

²⁴ E.g. training for operational staff, and conferences and round tables for more senior actors.

²⁵ Based on the *Terms of Reference for Fund Management Amended Version 11.04.2017*

- Preparing and concluding contracting arrangements with the executing agencies implementing the activities;
- Contracting and the supervision of the executing agencies;
- Monitoring and reporting on TFS activities.

This arrangement has been effective. In particular:

- It concentrates management, coordination, and design expertise;
- It has been very successful in mobilising Swiss partners;
- It has been highly flexible and in many cases has found solutions to overcome obstacles caused by slow, complicated, unclear, and inflexible national rules;
- It has ensured, with few exceptions, that the envisaged Swiss-funded security and justice projects have delivered the planned activities and outputs within deadlines, despite significant challenges, including limited executing agency project design and management capacity.

However, this set-up **does have some disadvantages**, some of which were known in advance, and others which became apparent during the course of TFS implementation:

- It is expensive, with fund management accounting for approximately 20% of total TFS funding in the two countries;
- SDC considers that it has not been able to develop sufficiently strong linkage with executing agencies, and that this may have constrained Swiss visibility;
- Some stakeholders have found the set-up complicated, with unclear roles and responsibilities and lines of communication;
- Heavy reliance on the SIB to perform many important functions and solve many problems may have constrained national ownership;
- The steering committees have reportedly tended to focus on operational matters and not sufficiently on strategic issues;
- With the emphasis on ensuring completion of Swiss funded-projects, there has been limited attention to outcomes.

3.3 Swiss added value

Swiss project partners and strategic institutions confirmed that Switzerland and its judicial and security institutions offer some comparative advantages to enlarged EU countries. Three main aspects of Swiss added value have been highlighted: the democratic model and neutrality of Switzerland; the flexibility and variety of approaches due to its federal system; and Swiss know-how and specific expertise.

Due to its **neutrality, democratic system and good governance**, Switzerland is a well-accepted partner. The neutral position of Switzerland was also stated as important in the context of projects in the security sector, for instance when working with law enforcement agencies. The absence of institutional prejudice e.g. towards Roma was a view expressed by a Bulgarian stakeholder.

Switzerland is also **well positioned in European rankings** in some areas, for instance when it comes to road safety.

Swiss cooperation is described as **flexible, pragmatic and open-minded**. Swiss institutions are open to discussion, and willing to show how they work, even in the justice and security sectors.

The federal system in Switzerland offers a **variety of approaches**, often resulting from differences in how Swiss cantons and regions function. Switzerland also has long experience of working in several languages and with minorities. This variety of approaches and models, combined with modest administrative requirements, are helpful to partner countries in establishing and further developing their systems.

Switzerland has brought **internationally-recognised expertise** to projects in new EU member states, in particular the International Center for Asset Recovery of the Basel Institute on Governance, Swiss Air-Rescue (REGA), and the School on Criminal Sciences of the University of Lausanne. Education in Switzerland (e.g. university programmes, and police schools) is also internationally well-regarded.

Swiss partners have brought **practice-oriented approaches** and this was especially appreciated in police training (experts from the Savatan Police Academy).

Swiss expertise and experience were instrumental in establishing new structures (e.g. the police training facility in Bulgaria based on training facilities at the Savatan Police Academy and the DVI team in Czech Republic based on Swiss DVI Team). EAs in Romania and Bulgaria also mentioned that some **complex technical procurements would not have been possible** without Swiss expertise in drafting technical specifications and other required documents.

The following specific Swiss expertise and experience in the area of justice and security are highlighted:

- In the justice area, the **juvenile justice** system in Switzerland was described as restorative, with mediation in criminal proceedings involving children an integral part of the system. **Probation, non-custodial sentences and reintegration of offenders** are also central to justice and crime prevention in Switzerland. Switzerland not being part of the EU implies that some agreements at EU level are not applicable. Swiss institutions therefore play a key role in ensuring that **countries meet Swiss requirements**, that due process is followed, that requests are admissible, and that cooperation is ultimately successful.
- On **policing**, many stakeholders in Switzerland identified **Community Policing** practices as being well-established and well-institutionalised in Switzerland, and central to daily police work. However, **human rights-based policing** is a newer concept in Switzerland. Its introduction about 15 years ago presented some initial challenges and this experience in itself offers a good example for other countries.
- On **asset recovery**, Switzerland is a financial centre and has an interest in no longer being seen as a safe haven for hiding money acquired illegally. Switzerland and its institutions are therefore key partners in obtaining information to recover assets.
- On **disaster and crisis management**, air rescue in Switzerland can operate day and night. Night operations require specific tools and skills that are well-established in Switzerland, but not in many other countries.

NGOs point out that Switzerland is the only source of systematic international funding for the provision of **support to victims of trafficking** (return, protection, and reintegration). EU funds cannot be used to support the return of victims from Switzerland. Swiss funding thus fills a significant gap, which can be seen as a niche area for Switzerland. Stakeholders in Bulgaria indicate that cooperation with Switzerland in this area is more intensive than with other countries. Some Swiss input was provided on an almost voluntary basis e.g. IOM Bern participation in the ANIMUS anti-trafficking project in Bulgaria, and FIZ promotion of the bilateral guidelines using its own budget beyond the project.²⁶

Other areas of support suggest good complementarity with other financial mechanisms (EU, bilateral and national). The Ministry of Interior in Bulgaria reported that Swiss funding for forensic services is being complemented by funds from EEA & Norway Grants to develop forensic laboratories throughout Bulgaria. Many Swiss projects on securing borders, in particular external Schengen borders in Estonia and Poland, complement activities funded by the EU and national budgets. In Estonia, Swiss funding for video conferencing facilities for judicial institutions and actors completed a process that was started with EU and EEA & Norway Grants funds. In Romania, EEA & Norway Grants have supported probation and non-custodial sentences, an area in which the Swiss Contribution has also been active (Community Service Workshops).

²⁶ ANIMUS/FIZ (undated), *Swiss-Bulgarian Bilateral Guidelines for Identification, Protection and Referral of Trafficked Persons*, <https://bit.ly/2z1Au58>

In Romania the involvement of Swiss partners was said to **improve the visibility and status of projects**. This appears to be particularly the case for projects where the EA is an NGO, but state institutions also consider that the involvement of a Swiss partner benefits them in this way.

3.4 Benefits to Switzerland, Swiss institutions

Networking and exchange of experiences have been highlighted as one of the most valuable benefits to Swiss institutions and practitioners. This has been carried out through study visits, meeting and training activities. Some activities in partner countries also provided opportunities for Swiss practitioners to network with practitioners from other European countries. (e.g. participation of experts from other countries on Blue Room activities in Bulgaria) or invited Swiss experts to attend other events (e.g. participation in European Union Police Services Training exercise in Romania). International networking was also mentioned in the context of combatting corruption and organised crime projects in the Czech Republic.

Swiss institutions **increased their knowledge and understanding of institutions and structures in other countries**. They were also better able to understand specific phenomena in partner countries. For example, Swiss Police officers together with NGOs were able to visit various locations in Romania and Bulgaria to observe push factors behind human trafficking. Swiss stakeholders emphasise the importance of this, especially in relation to counselling and returning victims. They point out that this is only possible through the close collaboration that Swiss-funded projects of this type facilitate.

Supporting security and justice projects also brings **increased international visibility for Swiss institutions**, leading to invitations to contribute to other projects in other countries. This was the case for the International Centre for Asset Recovery of the Basel Institute on Governance, which was invited to a workshop in Ukraine following training with National Agency for the Management of Seized Assets (ANABI) in Romania.

The Savatan Police Academy notes that participation in projects can contribute to the **further development of existing Swiss infrastructure**, especially if it includes hosting training and meetings.

Anti-trafficking projects with Romania and Bulgaria **inspired prevention activities within Switzerland** in 2016 and 2017, which utilised materials developed during the projects.

3.5 Areas of interest for possible future cooperation

Swiss strategic stakeholders and project partners identified the following priorities and areas of interest for operational purposes:

- Migration and border management;
- Trafficking in human beings;
- Cybercrime and cybersecurity;
- Corruption of state institutions (infiltration by criminal interests);
- Strategic support to institutional changes in police structures, and capacity of national police training institutions;
- Modernising the judiciary, in particular digitalisation of documentation;
- Cooperation between prosecution offices.

The importance of **learning together** (strengthening capacities simultaneously in Switzerland and partner countries) was highlighted by the Conference of Cantonal Judiciary and Police Directors. Introduction of new technologies for border management, and digitalisation of the judiciary and its documentation were given as concrete examples of where there are needs and/ or interests both in Switzerland and in NMS partner countries.

The evaluation also identified the following areas in which Switzerland can offer particular expertise (also discussed in 3.3):

- Justice: juvenile justice; probation; non-custodial sentences; and offender reintegration;
- Policing: community policing and human right-based policing;
- Asset recovery;
- Education: university programmes and police schools;
- Disaster and crisis management;
- Road safety.

Table 7 below compares Swiss priorities, interests, and areas of special expertise/ added value²⁷ with needs and priorities identified from EU and other international documents, for example the Cooperation and Verification Mechanism (CVM) reports for Romania and Bulgaria.

Table 7: Swiss priorities, interests, & special areas of expertise

Subject/ theme	Swiss priority/ interest/	Swiss special expertise	Identified in CVM report (Romania & Bulgaria only)	Identified in other EU/ international documents
Terrorism				
Terrorism and foreign terrorist fighters				X
Organised crime				
Serious and organised cross-border crime			X	X
Trafficking in human beings	X			X
Drug trafficking				X
Firearms trafficking				X
Organised theft and burglary				X
Environmental crime				X
Excise and Missing Trader Intra Community (MTIC) fraud				X
Migration & borders				
Migration & border management	X			X
Fraud/ document fraud				X
Cybercrime				
Cybersecurity/ cybercrime	X	X		X
Corruption & money laundering				
Infiltration of state institutions by criminal interests	X		X	
Criminal finances/ money laundering		X	X	X
Asset recovery	X	X		
Police				
Strategic support to institutional changes in police structures	X	X		X
Developing capacity of national police training institutions		X		
Police cooperation	X			

²⁷ These were identified by Swiss strategic stakeholders and project partners in the context of this evaluation.

Subject/ theme	Swiss priority/ interest/	Swiss special expertise	Identified in CVM report (Romania & Bulgaria only)	Identified in other EU/ international documents
Prosecution				
Prosecution service			X	
Cooperation between prosecution offices	X			
Justice				
Juvenile justice		X		X
Probation/ non-custodial sentences/ offender reintegration		X		
Modernising the judiciary, and court systems and organisation	X		X	
Disaster & risk management		X		
Road safety		X		

4 Recommendations

4.1 Future Swiss funding - security/ justice projects in Romania and Bulgaria

Table 8 on the following page presents several possible alternatives for the management of future Swiss Contribution funding in the area of security and justice, including the current arrangement, whereby the funding is managed by a Swiss intermediate body. All of the suggested scenarios, with the exception of No.3 (existing state structures and processes) are **based on a thematic fund/ programme approach. We suggest that such an approach will be helpful in the context of Romania and Bulgaria for the following reasons:**

- It promotes a more strategic approach;
- It concentrates attention and expertise in areas that are important for Switzerland;
- It helps to ensure that the subjects of importance to Switzerland are not overlooked in partner countries;
- It should provide a better basis for understanding of what is achieved generally in the sector;
- It involves a specially contracted management body that can:
 - Provide systematic project design and management capacity development support for executing agencies;
 - Ensure systematic monitoring and assessment of activities and outcomes;
 - Ensure management and utilisation of funds in accordance with Swiss standards of accountability and transparency.

Table 8: Possible alternative approaches for future Swiss security/ justice funding

Possible set-up	Description of set-up	Advantages	Disadvantages and risks
1. Swiss intermediate body	Fund/ programme managed by a Swiss intermediate body (current set-up).	<ul style="list-style-type: none"> - Concentrates attention and expertise in areas that are important for Switzerland. Helps to ensure that subjects important for Switzerland are not overlooked in partner countries; - Good identification and mobilisation of Swiss partners; - Ensures coordination between Swiss and national partners; - Helps to overcome national capacity and process constraints. Ensures that 'things get done' within key deadlines and that projects deliver results; - Financial control/ monitoring is more transparent from Swiss perspective. 	<ul style="list-style-type: none"> - Relatively high fund management costs; - Limits national ownership; - Limits development of national strategic, and project, design and management capacities; - Limited SDC/ SCO influence over utilisation of Swiss security/ justice funding; - SDC/ SCO understanding of effectiveness and impacts is constrained by 'distance' from executing agencies; - Some executing agencies may find the set-up complicated or unclear, at least to begin with.
2. Intermediate body – Swiss + national partner	Fund/ programme managed by an intermediate body consisting of a Swiss organisation in consortium with a national partner (e.g. an NGO or consulting company). Similar to above but with day to day operational management tasks undertaken in-country.	<p>Compared with current set-up:</p> <ul style="list-style-type: none"> - Reduces fund management costs; - More detailed knowledge of national structures and processes; - Local partner is better placed to provide system capacity building support to EAs (e.g. on project design, outcome monitoring, and reporting, etc.); - Possibility of closer liaison between the SCO and the intermediate body through the latter's local partners; - Swiss side of the fund manager can be more focused on specific activities, e.g. liaising with Swiss partners, annual / strategic reporting. 	<ul style="list-style-type: none"> - Risk of unclear roles and responsibilities and tensions between national and Swiss sides of the fund manager; - Swiss side of the intermediate body less engaged and out of the picture; - Risk of heavy reliance being placed by EAs on the local side of the intermediate body to solve planning and implementation difficulties; - Risk of EAs placing more reliance on the Swiss side due to a tendency to sometimes value international expertise more highly.

Possible set-up	Description of set-up	Advantages	Disadvantages and risks
3. Existing state structures and processes	Swiss funds are managed through existing state structures and processes. A Swiss organisation or individual is contracted to facilitate contacts and coordination with Swiss partners.	<p>Compared with current set-up:</p> <ul style="list-style-type: none"> - Increased national responsibility and ownership. In theory reinforces national management capacities; - Lower management costs; - Simpler set-up? - Uses only national rules and processes, which should already be well known to executing agencies. 	<ul style="list-style-type: none"> - Risk of lack of strategic approach leading to limited impact; - Risk of limited coordination with Swiss partners; - Possible challenges relating to national capacity and process constraints; - Potential challenges around financial control/ monitoring to meet Swiss requirements; - Harder to understand effectiveness and impact of Swiss funding; - Potential exclusion of NGOs, and potentially less engagement of state bodies and agencies due to perceived difficulties of working with national systems; - Potentially limited Swiss visibility and limited influence on projects.
4. National fund/ programme manager	A national fund/ programme manager is contracted to manage Swiss security/ justice funding (e.g. NGO, consulting company, or national institution). A Swiss organisation or individual is contracted to facilitate contacts and coordination with Swiss partners.	<p>Compared with current set-up:</p> <ul style="list-style-type: none"> - Reduced management costs; - Development of national programme and project management capacities; - More detailed knowledge and understanding of national processes and rules; - A national body in each country will be better placed to provide system capacity building support to EAs (e.g. on project design, outcome monitoring, and reporting, etc.); - A national body in each country will be better placed to undertake systematic monitoring and outcome assessment; - Possibility of closer liaison between the fund manager and the SCO as they would be located in the same city. 	<ul style="list-style-type: none"> - Possible difficulty to find suitable qualified, independent, national fund manager; - Likely need for high level of SDC/ SCO input, at least for the initial one or two years; - Possible coordination difficulties between the fund manager, EAs, and the Swiss organisation/ individual contracted to facilitate contacts with Swiss partners.

Possible set-up	Description of set-up	Advantages	Disadvantages and risks
5. SCO working through locally contracted secretariat	Swiss security/ justice funding is managed by the SCO in each country working through a locally contracted secretariat (e.g. NGO, consulting company, or directly contracted team of experts) that reports directly to the SCO. May involve a Switzerland-based organisation or individual to facilitate contacts and coordination with Swiss partners.	<p>Compared with current set-up:</p> <ul style="list-style-type: none"> - SCO has much closer involvement in overall planning and management; - SCO can ensure a more strategic, focussed approach; - SCO can ensure increased emphasis on outcome monitoring and assessment. 	<ul style="list-style-type: none"> - As SCO are responsible, this approach may involve many of the same disadvantages as the current set-up where there has been heavy reliance on the SIB and limited national ownership; - Likely to consume additional SCO resources in each country as may be expected to help solve planning and implementation difficulties – strategic and operational; - Set-up is potentially as complicated as the present set-up, possibly more complicated. Possibility of overlapping/ unclear management roles and responsibilities; - SCO directly linked to/ associated with potential planning and implementation difficulties as well as successes.

4.2 Selection of sub-themes and projects

1. Concept ideas and project proposals should respond to clearly defined cooperation strategies developed through dialogue between key Swiss institutions and their counterparts in the EU¹³. Strategies should not simply be a list of agreed actions but should identify longer-term goals. Strategies should maintain sufficient flexibility to provide support for innovative ideas and approaches. In some countries, developing this more strategic approach will be problematic;
2. Swiss institutions and partners should be involved at all stages: identifying themes; developing project concepts; project design; implementation; and follow-up (reflection/ lessons learned). Swiss security/ justice institutions should be invited to discuss themes and project concepts with counterparts in partner countries at an early stage;
3. For enhanced impact and sustainability, it is recommended to prioritise projects that take a systemic/ multi-dimensional/ holistic approach to addressing clearly-identified issues and challenges (i.e. involve a range stakeholders and actors in needs identification, project design and implementation;
4. It is recommended to prioritise themes and projects that aim to develop capacity at institutional level rather than department level (i.e. projects that help institutions to help themselves, rather than projects that provide a short-term or limited 'fix');
5. Where significant change of institutional culture is implied or required, prioritise projects that incorporate activities for senior decision-makers and leaders (as well as middle management and operational staff). Provide activities for senior decision-makers and leaders that are appropriate to their rank and status, including interaction with Swiss counterparts of the equivalent rank.
6. Caution is advised when considering support for legislation or policy development projects, as the evidence suggests that these are particularly risky where there are frequent changes in political and institutional leadership. Where project success depends on passing and/ or implementing legislation, project approval could be made dependent on the completion of this process.

4.3 Other recommendations based on lessons learned

Further details are provided in section 3.1 above.

1. There is scope for **greater involvement of academic institutions and NGOs** in research, needs assessment, baseline studies, project design and implementation, outcome and impact assessment, and civil society mobilisation.
2. There should be **greater emphasis on outcomes**, including effective outcome monitoring, analysis, and reporting at fund and project levels.
3. Project proposals should incorporate realistic and sufficiently-detailed **risk assessments and mitigation strategies**.
4. The involvement of the **same Swiss partners in several projects** within partner countries would create greater **synergies**.
5. SDC and SCO could perhaps promote **greater experience-sharing** between countries where the Swiss Contribution is funding the same or similar activities.
6. SDC should reinforce and further develop **contacts with Swiss security and justice institutions and organisations** that were involved in security and justice projects in the first Swiss Contribution.
7. SDC could convene a **round table involving relevant Swiss security and justice institutions**, (e.g. Fedpol, the Attorney General's office, SEM, etc.) to map operational needs and priorities in Switzerland against needs in the EU¹³.
8. At the same time, Swiss security and justice institutions should be involved in discussions with SDC about a second Swiss Contribution to **identify and refine areas of mutual interest** i.e. match Swiss operational needs, Swiss added value, and expected benefits to Swiss institutions with structural and operational needs of partner countries.
9. In areas related to police operational work, coordination should be done **through Fedpol and KKPKS to reach cantonal police forces**. In the area of **police training**, coordination should be

done through **the Swiss Police Institute (ISP) and regional police schools**. Funding for coordination activities should be provided through the Swiss Contribution.

Annexes

Annex 1. Project completion notes reviewed specifically for Module 3

Category	Country	Intervention / Project	Project number	Executing Agency
Disaster and crisis management	Estonia	Prevention and management of natural disasters increasing fire safety in Estonian 24-hour social welfare and health care institutions	7F 06972.01.01	ERB (state institution under the Ministry of Interior)
Disaster and crisis management	Estonia	Prevention and management of natural disasters strengthening information and communication technology Systems of Emergency Respond Centre	7F 06783.01.01	Emergency Response Centre (ERC)
Disaster and crisis management	Poland	Preparation of Customs Service mobile groups to perform rapid reaction and crisis management duties	7F 06892.01	Police Customs Service
Disaster and crisis management	Poland	Safety in road traffic (KIK76)	7F 08333.01	General Police Headquarters, Warsaw
Disaster and crisis management	Czech Republic	Risk Prevention in Activities of Public Order Units	7F 08077.01	Directorate of Public Order Police Service of the Police Presidium of the Czech Republic
Disaster and crisis management	Czech Republic	Increasing the Quality of Trainings and Activities of Rapid Response Units	7F 08224.01	Directorate of Public Order Police Service of the Police Presidium of the Czech Republic
Disaster and crisis management	Czech Republic	Police of the Czech Republic DVI (Disaster Victim Identification) Team – Theoretical and Practical Training and Technical Equipment	7F 07447.01	Institute of Criminalistics Prague
Measures for securing borders	Estonia	Measures for Securing Borders Capacity Enhancement in Various Areas of Forensic Science and Pre-trial Procedures to Prevent Crimes and Capacity of Emergency Response ("Forensic Institute")	7F 06518.01.01	Estonian Forensic Science Institute (EFSI)
Measures for securing borders	Estonia	Measures for Securing Borders Capacity Enhancement in Various of Forensic Science and Pre-trial Procedures to Prevent Crimes and Capacity of Emergency Response ("License Plate Recognition System")	7F 07748.01.01	Estonian Tax and Customs Board (ETCB)

Category	Country	Intervention / Project	Project number	Executing Agency
Measures for securing borders	Poland	On the borderline of terrorism – the emergency response training (KIK/04)	7F 06891.01	Polish General Police Headquarters
Measures for securing borders	Poland	Road border crossing in Połowce (KIK/74)	7F 08016.01	Podlaskie Voivodship)
Measures for securing borders	Poland	Contribution to the improvement of the capacity and control of the train border crossing in Siemianowska	7F 07579.01	?
Measures for securing borders	Poland	Construction of Epidemiological Filter within facilities of the Office for Foreigners Center in Biala Podlaska	7F 06893.01	Office for Foreigners
Measures for securing borders	Poland	Increasing the effectiveness of migration management in Poland	7F 08408.01	Office for Foreigners
Combating corruption and organised crime	Czech Republic	Providing for the Data Centre of the Police of the Czech Republic	7F 08094.01	Concept and Informatics Development Department of the Police Presidium of the Czech Republic
Combating corruption and organised crime	Czech Republic	Development of a Consolidated IT Infrastructure of the Police of the Czech Republic	7F 07534.01	Concept and Informatics Development Department of the Police Presidium of the Czech Republic
Combating corruption and organised crime	Czech Republic	Enhanced protection of the democratic society against terrorism and extremism	7F 07901.01	Organised Crime Division of the Police Presidium of the Czech Republic
Combating corruption and organised crime	Czech Republic	Increased public security through countering the organised crime and terrorism	7F 07905.01	Rapid Response Unit of the Police of the Czech Republic

Category	Country	Intervention / Project	Project number	Executing Agency
Combating corruption and organised crime	Czech Republic	Effectively against Corruption and Financial Crime	7F 08139.01	Corruption and Financial Crime Unit of the Police Presidium of the Czech Republic
Combating corruption and organised crime	Czech Republic	Improvement of the Police procedures combating financial and economic crimes	7F 08155.01	Corruption and Financial Crime Unit of the Police Presidium of the Czech Republic
Combating corruption and organised crime	Czech Republic	RELIEF – Mechanoscopic Analysis in the Area of Drug Crime	7F 08287.01	National Drug Headquarters of the Criminal Police and Investigation Services of the Police Presidium of the Czech Republic
Combating corruption and organised crime	Czech Republic	Central Firearms Register	7F 08138.01	Directorate of Service for Weapons and Security Material of the Police Presidium of the Czech Republic
Modernising the judiciary	Estonia	Judges Conference in Tartu	7F 07615.01.01	Swiss Association of Judges supported by the Estonian Supreme Court
Modernising the judiciary	Estonia	Modernisation of Judiciary Video conferencing in Court Proceedings and Judicial Management	7F 07757.01.01	Centre of Registers and Information Systems (RIK) (agency under the Ministry of Justice)
Modernising the judiciary	Lithuania	Creation and Implementation of the System for Video Transmission, Recording and Storage in Courts.	7F 07724.01.01	Lithuanian National Court Administration
Modernising the judiciary	Czech Republic	Training Needs Analysis and Creating of Training Systems for Professional Staff of Courts and State Prosecutions	7F 07532.01	Judicial Academy
Modernising the judiciary	Czech Republic	Probation and Rehabilitation Programmes Development- strengthening of prevention and community protection against re-offending	7F 07378.01	Probation and Mediation Service

Annex 2. Poland – EU pre-accession & Transition Facility justice & home affairs projects

Table 9: Poland – EU pre-accession & Transition Facility justice & home affairs projects

Year	Project
1998	PL9804-01: Improving the efficiency of the court system and the public prosecutors office
1998	PL9804-02: Eastern border management and infrastructure
1999	PL9904.04: Reinforcement of home affairs administration and border management
1999	PL9904.05: Development of a horizontal anti-fraud structure Phase I
2000	PL0005-01: Twinning for border and visa policy
2000	PL0005-02: Integrated Eastern border management
2000	PL0005-03: Border crossing in Dorohusk
2000	PL0005-04: Border crossing in Kuznica
2000	PL0005-05: Border crossing in Kroscienko
2000	PL0005-06: Eastern border small projects fund
2000	PL0005-07: Twinning for the police services
2000	PL0005-08: Fight against crime
2000	PL0005-09: Fight against drugs
2001	PL01.03.01: Migration and asylum policy
2001	PL01.03.02: Twinning for Border and visa policy
2001	PL01.03.03: State Border Protection System
2001	PL01.03.04: Terespol railway border crossing - stage II
2001	PL01.03.05: Road Border Crossing in Hrebenne
2001	PL01.03.06: Border crossing Kuznica Stage III
2001	PL01.03.07: Eastern Border Small Projects Fund
2001	PL01.03.08: TA for JHA projects
2001	PL01.03.09: Fight against crime II
2001	PL01.03.10: Justice - organized crime and international co-operation
2001	PL01.03.11: Twinning for Police services
2002	Project 03.01 Migration and asylum policy
2002	Project 03.02 Extension of Hrebenne border crossing
2002	Project 03.03 Construction of Grzechotki-Mamonowo crossing
2002	Project 03.04 Twinning for the fight against organised and economic crime
2002	Project 03.05 Improvement of the judicial system
2003	Project 03.01: Twinning for border management and visa policy
2003	Project 03.02: Twinning for asylum administration
2003	Project 03.03: Sea border protection system
2003	Project 03.04: Eastern Border Small Projects Fund
2003	Project 03.05: Eastern Border Small Infrastructure Projects Fund

Year	Project
2003	Project 03.06: Border crossing Goldap-Gusiew
2003	Project 03.07: Fight against crime III
2004	2004-016-829.05.01 Drug prevention at local level
2004	2004-016-829.05.02 Anti-Corruption
2004	2004-016-829.05.03 Inter-agency co-operation
2004	2004-016-829.05.04 Justice
2005	2005-017-488.05.01 anti-corruption
2005	2005-017-488.05.02 anti-fraud
2006	2006/018-180.05-01 Improvement of the anticorruption activities
2006	2006/018-180.05-02 Justice
2006	2006_018-180.05.03 Fight against crime
2006	2006/018-180.05-04 Prevent drug addiction

Annex 3. EEA & Norway Grants justice and home affairs funding

Table 10: EEA & Norway Grants 2004-2009 support to Schengen & judiciary

Country	Grants (EUR)	Number of projects
Poland	101,754,294	29
Latvia	8,595,936	14
Bulgaria	5,290,000	2
Lithuania	2,582,811	3
Czech Republic	2,137,594	4
Malta	762,443	2
Slovakia	606,060	2
Estonia	605,771	1
Total	122,334,909	57

Source: based on EEA Grants - Norway Grants website

Table 11: EEA & Norway Grants 2009-2014 support to justice & home affairs in the EU13

Category	Number of projects
Institutional framework in the asylum and migration sector	10
Domestic and gender-based violence	120
Schengen cooperation and combating cross-border and organised crime, including trafficking and itinerant criminal groups	47
Judicial capacity-building and cooperation	20
Correctional services, including non-custodial sanctions	50
Justice and home affairs	1

Source: based on EEA Grants - Norway Grants website

Annex 4. Swiss strategic stakeholders and project partners consulted

Table 12: Swiss strategic stakeholders and project partners consulted

Institution	Module 1	Module 2	Module 3	Strategic stakeholder	Project partner
Swiss Security Network			x	x	
Conference of the Cantonal Justice and Police Ministers (KKJPD)			x	x	
Conference of Cantonal Police Chiefs (KKPKS)			x	x	
Federal Office of Police (fedpol) International Police Cooperation Division	x	x	x	x	x
Federal Office of Police (fedpol) Swiss Coordination Unit against the Trafficking in Persons and Smuggling of Migrants (KSMM)	x	x			x
Office of the Attorney General		x	x	x	x
Federal Office for Justice		x	x	x	x
International Organisation for Migration (IOM) Bern	x	x	x	x	x
Savatan Police Academy	x	x	x	x	x
Cantonal Police of Geneva	x				x
Cantonal Police of Neuchatel		x			x
Basel Institute on Governance, International Centre for Asset Recovery	x	x	x	x	x
International Institute for the Rights of Children (IDE)		x			x
FIZ Advocacy and Support for Migrant Women and Victims of Trafficking		x			x
Association for the Development of the Probation Services in Eastern Europe (VEBO)	x				x
Swiss Air-Rescue (REGA)	x				x