

## Promotion of good governance: Fight against corruption and money laundering (SNAC 2)

### Final Narrative Report

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For further information please contact:  
Economic Crime and Cooperation Division  
(ECCD)  
Action against Crime Department  
Information Society and Action against  
Crime Directorate  
DG I - Directorate General Human Rights  
and Rule of Law  
Council of Europe, F- 67075 Strasbourg  
Cedex

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Head of Unit

✉ [igor.nebyvaev@coe.int](mailto:igor.nebyvaev@coe.int)

☎ 00 33 3 88 41 55 99

## TABLE OF CONTENTS

ABBREVIATIONS	4
1. DESCRIPTION	5
2. EXECUTIVE SUMMARY	7
3. DESCRIPTION OF ACTION	10
4. KEY DEVELOPMENTS IN THE TARGET COUNTRIES	12
5. ACHIEVEMENTS OF THE PROJECT	14
6. MANAGEMENT AND ORGANIZATION	28
7. COOPERATION WITH STAKEHOLDERS	28
8. MODIFICATIONS, ASSUMPTIONS, RISKS, SUSTAINABILITY AND GENDER MAINSTREAMING	30
9. VISIBILITY	30
10. CONCLUSIONS	31
11. ANNEXES	33
ANNEX 1: LIST OF TECHNICAL PAPERS/DELIVERABLES	34

## ABBREVIATIONS

AC	Anti-corruption
AML/FT	Anti-Money Laundering and Counter Financing of Terrorism
ATIT	Tunisian National Platform of NGOs against corruption
CIGM	National Association of National Controllers of the Moroccan administration
CGEM	Federation of the Moroccan Entrepreneurs of Morocco
CoE	Council of Europe
DGSN	Ministry of interior-Police
GRECO	Group of States against Corruption
ECCD	Economic Crime and Cooperation Division
EU	European Union
EUD	European Union Delegation
GRECO	Group of States against corruption
IGAT	Ministry of interior-General Inspectorate of administration
IGF	Ministry of finance-General Inspectorate of finance
ICPC	Existing Moroccan Anti-corruption Authority
IBOGOLUCC	Tunisian Anti-corruption Authority established by the constitution
INLUCC	Existing Tunisian Anti-corruption Authority
INPPLC	Moroccan Anti-corruption Authority established by the constitution
JACC	Jordanian Anti-corruption Commission
JIACC	Jordanian Integrity and Anti-Corruption Commission
NACC	Moroccan National Anti-corruption Commission
ODGPROG	Office of the Directorate General of Programmes
ONAT	National Bar Association of Tunisia
OVI	Objectively verified indicators
MAGG	Moroccan Ministry of governance
MENA	Middle East & North Africa Region
MENAFATF	Middle East and North Africa Financial Action Task Force
MFPMA	Moroccan Ministry of public administration
MOJL	Moroccan Ministry of Justice
SNAC 2	South Neighbourhood Anti-corruption 2 Project
UTRF	Moroccan Financial Intelligence Unit
UNCAC	United Nations Convention Against Corruption

## 1. DESCRIPTION

### 1.1 Contact Person

Ardita Abdiu, Head of Economic Crime and Cooperation Division, Action against Crime Department, Information Society - Action against Crime Directorate, Directorate General I – Human Rights and Rule of Law, Council of Europe.

### 1.2 Name of beneficiary(ies) and affiliated entity(ies) in the Action:

#### *Morocco*

- Instance centrale de prévention de la corruption (ICPC)/ Moroccan National Anticorruption Authority;
- Association marocaine de lutte contre la corruption/ Moroccan Association Against Corruption - Transparency Maroc;
- Banque du Maroc/Central Bank of Morocco;
- Collège des inspecteurs généraux des ministères du Maroc (CIGM)/ Association of National Controllers of the Moroccan Administration;
- Commission des marchés ;
- Confédération générale des entreprises du Maroc (CGEM/ Federation of Moroccan Entrepreneurs of Morocco;
- Conseil de la concurrence/ Competition Council ;
- Cour de comptes/ Court of Auditors ;
- Ministère de la défense-Gendarmerie Royale/ Ministry of Defense-Gendarmerie;
- Ministère des finances-Douanes/ Ministry of Finance-Customs;
- Ministère des finances-Inspection générale des finances (IGF)/ Ministry of Finance-General Inspectorate of finance;
- Ministère de l'intérieur – Direction générale de la sûreté nationale (DGSN)/ Ministry of Interior-Police;
- Ministère de l'intérieur – Inspection générale de l'administration territoriale (IGAT)/ Ministry of Interior-General Inspectorate of administration;
- Ministère de la Justice et des Libertés (MOJL)/Ministry of Justice;
- Ministère de la fonction publique et de la modernisation de l'administration (MFPMA)/ Ministry of Public Services and Modernization of the Administration;
- Office des changes/Exchange Office;
- Parlement;
- Secrétariat général du gouvernement,
- Trésorerie générale du Royaume/ General Treasury ; and
- Unité de traitement du renseignement financier (UTRF)/ Financial Intelligence Unit.

#### *Tunisia*

- Instance nationale de lutte contre la corruption (INLUCC)/National Anti-Corruption Authority;
- Service de la gouvernance à la Présidence du Gouvernement/ Directorate General for Government Services of the Presidency of the Government.
- Assemblée des représentants du Peuple/ Assembly of the Representatives of the People ;

- Alliance tunisienne pour l'intégrité et la transparence (ATIT)/National Platform of NGOs Against Corruption;
- Commission Tunisienne des Analyses Financières (CTAF)/ Tunisian Commission for Financial Analysis (Tunisian FIU)
- Ministère de l'intérieur /Ministry of Interior;
- Ministère de la justice/ Ministry of Justice;
- Ordre national des Avocats de Tunisie (ONAT)/National Bar Association of Tunisia;
- Ordre des experts-comptables de Tunisie (OECT)/ National Association of Chartered Accountants;
- Pôle contre le terrorisme/ Anti-terrorism Pole;
- Pôle judiciaire financier/ Financial Judiciary Pole;
- Réseau national de lutte contre la corruption (RNAC)/ National Network Against Corruption; and
- Services du Conseiller juridique et législatif du Premier Ministre/ Legal Department of the Prime Minister's Office.

#### *Jordan*

- Jordanian Integrity Anti-Corruption Commission (JIACC)
- Anti-Money Laundering and Terrorism Financing unit (AML/CTFU);
- Audit Bureau;
- General Intelligence Directorate/ Anti-corruption Directorate;
- Judicial Training Institute;
- Ministry of Interior;
- Ministry of Justice;
- National NPO Registry;
- Royal Committee for Enhancing the National Integrity System;
- Prosecution Service;
- Parliament;
- Public Security Department;
- Private sector associations and financial institutions;
- Police Service;
- Civil society.

#### *Palestine*

- Palestinian Anti-Corruption Commission (PACC)
- Attorney General's Office, Economic Crimes and Support Unit (ECSU)
- Corruption Crimes Court (CCC);
- Judiciary;
- Private Sector Associations;
- Ministry of Justice.

### **1.3. Title of the Action**

Towards Strengthened Democratic Governance in the Southern Mediterranean" (South Programme II)

#### **1.4. Project Title**

Promotion of good governance: Fight against corruption and money laundering (SNAC 2)

#### **1.5. Contract number**

ENI/2014/340- 977

#### **1.6. Start Date and End Date of the Action**

1 January 2015 – 28 February 2018

## **2. EXECUTIVE SUMMARY**

This report presents the achievements and outcomes of the South Neighbourhood Anti-Corruption Project (SNAC 2) throughout its full period of implementation from 1 January 2015 to 28 February 2018. The South Neighbourhood Anti-Corruption Project (SNAC 2) is an integral part of Council of Europe and the European Union Joint Programme “Towards Strengthened Democratic Governance in the Southern Mediterranean” (South Programme II), which aimed to contribute to reinforcing human rights, rule of law and democracy in Southern Mediterranean partner countries in accordance with European and other international standards.

The overall objective of SNAC 2 was to promote good governance and prevention of corruption and money laundering in line with European and international standards. The geographical scope of the Project covered Jordan, Morocco and Tunisia. As of December 2016 it also included cooperation with Palestine<sup>1</sup>. The Project provided assistance through capacity-building activities, policy and legal reviews aiming to strengthen the framework against corruption and economic crime in the target countries

On a regional level SNAC 2 contributed to the development of regional ties and facilitated the multilateral exchange of experience among Morocco, Tunisia, Jordan and Palestine through joint trainings on administrative inquiries and anti-corruption compliance in the private sector. Moreover, SNAC 2 introduced a sub-regional component targeting Jordan and Palestine through joint trainings in Strasbourg and Amman on offshore money laundering and mutual legal assistance in corruption cases respectively, bringing together participants from Jordanian and Palestinian law enforcement and anti-corruption agencies.

In Morocco, the SNAC 2 Project implemented a wide range of activities aimed at building the institutional framework for the future independent Moroccan anti-corruption authority (INPPLC) established pursuant to the Moroccan Constitution. This included the development of a new organizational design and human resources plan, as well as a procedural manual covering the new functions of the authority in the area of anti-corruption inquiries. Policy and legal advice was provided on the whistleblower protection regime, ethics standards in civil service as well as mechanisms for corruption proofing of legislation. In terms of methodological assistance, the Project developed a comprehensive toolkit to address corruption risks in the public procurement sector, a guide on anti-corruption compliance programmes in the private sector as well as red flag indicators to detect

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<sup>1</sup> This designation shall not be construed as recognition of a State of Palestine and is without prejudice to the individual positions of Council of Europe member States on this issue.

corruption-related transactions for the Moroccan financial intelligence unit (UTRF). Capacity building activities included trainings and workshops on various topics such as basic anti-corruption concepts, financial forensics, preventing and identifying money-laundering transactions related to corruption as well as sharing of experience and networking through study visits of Moroccan officials to Slovenia and Latvia. Finally, the Project continued its support in strengthening the capacities of Moroccan practitioners in the field of electoral campaign financing.

In Tunisia, the Project focused on facilitating the legislative transition of the anti-corruption authority (INLUCC) to a new constitutional status with an expanded mandate. For this purpose a draft legislative text was prepared based on 6 rounds of expert consultations culminating in a public event with the participation of all relevant national stakeholders in November 2015. A comprehensive assessment of the Tunisian anti-corruption framework based on the Council of Europe GRECO methodology was carried out and finalised in 2017. The Project also made efforts to promote relevant Council of Europe Conventions on corruption and terrorism through high-level consultations and workshops with a broad range of national stakeholders. Capacity building activities aimed at reinforcing staff capacities of INLUCC were carried out on anti-corruption investigations, lean management and forensic accounting.

In Jordan, SNAC 2 provided policy advice and related capacity-building on a broad range of issues in the field of combating corruption, economic crime and terrorism financing. A comprehensive review of the asset recovery system identified concrete recommendations to increase procedural efficiency and foster interagency ties. International good practices on interagency information exchange and international asset recovery processes were provided to Jordanian officials during workshops and a study visit to the Netherlands and Europol. Policy advice was also provided with regard to the introduction of mechanisms for corruption proofing of legislation. Furthermore, the Project developed a comprehensive assessment, policy proposals and capacity-building modules aimed at reducing terrorism-financing risks in the non-profit sector. Finally, awareness raising and capacity building events were organised for the Jordanian private sector and relevant supervisory bodies in order to promote the implementation of effective anti-corruption compliance programmes. In 2016 the Jordanian anti-corruption institutional framework saw significant changes with the unification of the Jordanian Anti-Corruption Commission and the Ombudsman Bureau into a new institution – the Jordanian Integrity and Anti-Corruption Commission (JIACC). SNAC 2 continued to provide support to the newly formed JIACC on subjects including financial investigations of international corruption cases and open source internet investigations. Specialized forensic hardware was procured for the JIACC in order to enhance its capacities to investigate complex crimes involving financial and digital evidence.

With regard to Palestine\*, the Project carried out a needs assessment mission in order to identify the main project beneficiaries and a set of priority needs for the Palestinian authorities in the field of fight against corruption and economic crime. Building on these discussions and exchanges, a 12-month period workplan of activities targeting anti-corruption, law enforcement and judicial authorities has been drawn up. Subsequently SNAC 2 supported the Palestinian authorities through both country-specific and sub-



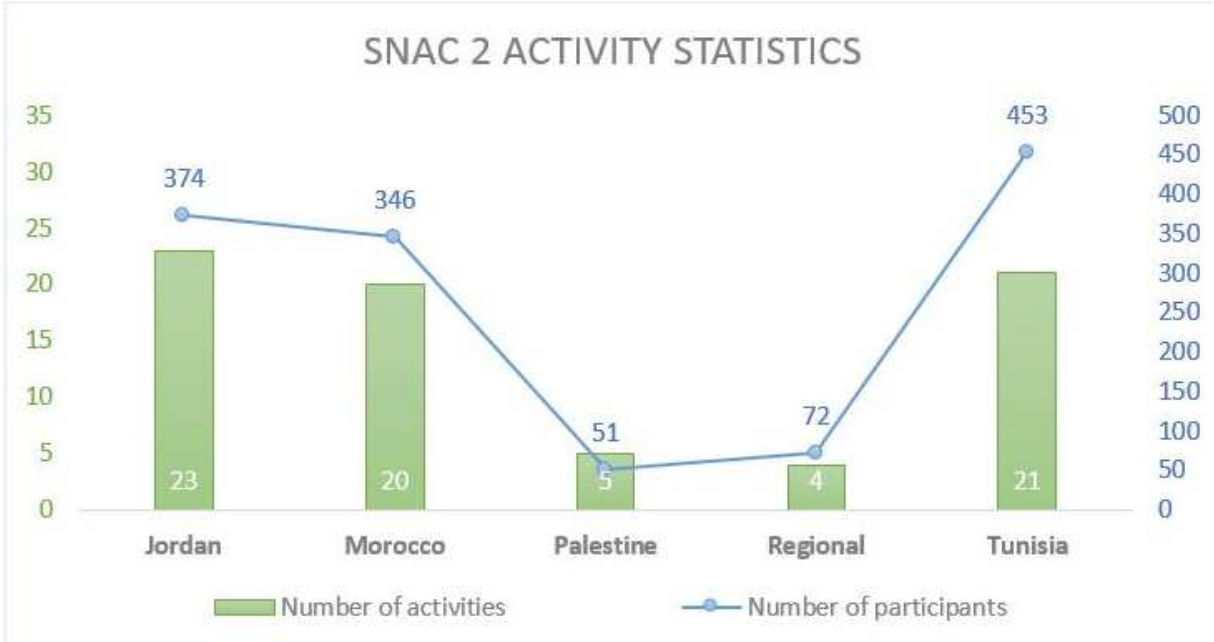
regional actions on the use of open source internet investigations, offshore money laundering and mutual legal assistance in corruption cases.

Overall, during the implementation period the Project managed to ensure an intensive pace of Project activities, bringing about specific and tangible results. Smooth working relations with all Project counterparts and stakeholders continued to ensure successful cooperation.

Pursuant the Communication and Visibility Plan, the project team regularly updated the website: <https://www.coe.int/en/web/corruption/programmes/snac2-south-neighbourhood>, which contains all relevant information on the project, updates on activities and deliverables.

**Project data and statistics**

Throughout its implementation period, SNAC 2 organised 74 actions (Morocco: 20, Tunisia: 21, Jordan: 23, Palestine: 5, Regional: 4), involving a total of 1296 participants from beneficiary countries (69% men and 31% women). The Project also developed 22 Technical Papers and 1 training curriculum.



### 3. DESCRIPTION OF ACTION

The Project “Promotion of good governance: Fight against corruption and money laundering (SNAC 2)” is funded by the European Union and implemented by the Council of Europe. The Project duration is 38 months (1 January 2015 –28 February 2018) and its budget is €1,500,000.

#### 3.1. Project Objective, Purpose and Expected Results

##### Regional

*Objective:* To promote good governance and prevention of corruption, money laundering and financing of terrorism at regional level (MENA countries), in line with European and international standards.

*Purpose:* Fight against corruption, money-laundering and financing of terrorism in the MENA region.

*Expected Result - regional:* Regional co-operation through the creation of /support to formal and informal networks focusing on the exchange of best practices in the field of prevention of corruption and money-laundering is established.

##### Morocco

*Objective:* To promote good governance and the prevention of corruption and money-laundering with due account for the relevant CoE standards, mechanisms and instruments by enhancing the policy framework, operational capacities and the co-ordination of the relevant stakeholders.

*Purpose:* Combating corruption and money-laundering.

*Expected Results:*

- i. The Moroccan national authorities, members of parliament and civil society have a good understanding of CoE standards in the prevention and fight against corruption with a view to Morocco’s possible accession to the relevant instruments and the Group of States against Corruption (GRECO).
- ii. The recommendations deriving from the CoE’s analysis of the Moroccan anti-corruption framework are implemented as part of the national anti-corruption strategy; the new internal operating rules of the National Authority for Probity, Prevention and Fight against Corruption (INPPLC) are in line with the standards and practices promoted by the CoE; the CoE evaluates the implementation of the recommendations contained in the analysis of the Moroccan anti-corruption framework.
- iii. Training and capacity-building activities are proposed on the basis of the recommendations contained in the analysis of the anti-corruption framework.
- iv. Capacities regarding investigation techniques in the field of serious economic crime, and in particular money-laundering, are enhanced.

- v. Regional co-operation through the creation of /support to formal and informal networks focusing on the exchange best practices in the field of prevention of corruption and money-laundering is established.

### **Tunisia**

*Objective:* To promote good governance and the prevention of corruption, money laundering and terrorism on the basis of the relevant CoE standards, mechanisms and instruments by enhancing the policy framework and the stakeholders' capacities and co-ordination.

*Purpose:* Combating corruption, money-laundering and terrorism.

*Expected Results:*

- i. The Tunisian national authorities, members of the Assembly of the Representatives of the People, relevant institutions and civil society have a good understanding of the CoE standards on the prevention and combating of corruption, money laundering and terrorism with a view to possible accession by Tunisia to those instruments and to GRECO.
- ii. The legislative and institutional anti-corruption framework is assessed on the basis of GRECO methodologies.
- iii. Technical assistance is provided to support Tunisia in implementation of policies to combat corruption, money laundering and terrorism.
- iv. Tunisia co-operates more with other countries of the region in order to share good practices and set up networks enabling the fight against corruption, money laundering and terrorism to be extended beyond the national framework.

### **Jordan**

*Objective:* To promote good governance and prevention of corruption and of money laundering in line with European and international standards.

*Purpose:* Fight against corruption, money-laundering and financing of terrorism.

*Expected Results:*

- i. The capacities for a better international and regional (MENA) cooperation on anti-corruption and money laundering are increased.
- ii. Institutional Building Capacities and Legislation Framework reforms are in line with European standards.
- iii. The capacities of Judiciary and Law Enforcement through specialized training on economic crime related offences are strengthened.

### **Palestine\***

*Objective:* To promote good governance and prevention of corruption on the basis of the relevant CoE standards, mechanisms and instruments by strengthening the institutional framework and the operational capacities.

*Purpose:* Enhancing corruption prevention in the PNA through strengthening legislative and institutional mechanisms; combating economic crime through enhancing capacities of Palestinian authorities to investigate, prosecute and adjudicate offences.

### *Expected Results:*

- i. Assessment of the anti-corruption legislative and institutional framework based on the CoE's monitoring methodology, providing specific recommendations concerning existing and non-existing frameworks.
- ii. Capacity- building to prevent and combat corruption for the Anti-Corruption Commission and representatives of other relevant national instances involved in anti-corruption reforms.

### **3.2 Inception period activities**

The initial three-month inception period included the set-up of the Project team, establishment of Project Workplans through on-site consultations with beneficiaries. The Workplans including calendars of activities were adopted by stakeholders at the Programme Launching Conference on 10 April 2015 in Strasbourg, France.

The project team was set up and became operational by February 2015, comprising a senior project officer, a project coordinator, and a project assistant in the Headquarters. One field staff was recruited in Tunisia, and assistance by a locally-based consultant was provided in Jordan. An initial arrangement for a local project officer was made in Morocco, but was discontinued by May 2015. Coordination of activities in Morocco was thus carried out primarily by the main beneficiary – the ICPC, whereas logistical arrangements were undertaken by Strasbourg-based staff.

Pursuant the Communication and Visibility Plan, the project team launched the **website**: <https://www.coe.int/en/web/corruption/programmes/snac2-south-neighbourhood>, which contains all relevant information on the project, activities and deliverables.

## **4. KEY DEVELOPMENTS IN THE TARGET COUNTRIES**

### **Morocco**

Moroccan authorities officially adopted and launched a national Anti-Corruption Strategy in May 2016 covering the period 2016 – 2025. It has five pillars: Governance, prevention, repression, communication / awareness-raising, and education. In June 2017, the Moroccan National Anticorruption Commission was established under the authority of the Head of Government in order to monitor the implementation of the Anti-corruption Strategy.

The Law establishing the National Authority for Integrity of the Prevention and Fight against corruption (Instance National de la Probité de la Prévention et la lutte contre la corruption - INPPLC) was adopted in September 2017 and the new authority will become operational after the appointment of the chairperson and the members. At the same time there have been significant delays with regard to this appointment, thus postponing the creation of the constitutional body.

### **Tunisia**

A key development in Tunisia has been the adoption of the Organic Law No. 2017-59 of 24

August 2017 on Good Governance and Anti-corruption Authority (IBOGOLUCC)<sup>2</sup> which shall substitute the current Anti-corruption Authority (INLUCC). IBOGOLUCC will be authorised to investigate corruption offences committed by natural or legal persons for purposes of referring the cases to the judicial authorities. Moreover, it will have a range good governance and preventive anti-corruption powers.

### **Jordan**

In 2016 the amendment of the Law on the Jordanian Anti-Corruption Commission brought about a significant reform of this body, which was originally established in 2006 in compliance with the requirements of the UNCAC. The legislative changes in 2016 merged the Anti-Corruption Commission and the Ombudsman Office, setting up the new Integrity and Anti-corruption Commission (JIACC). The reform led to the expansion of the JIACC mandate to include a range of ombudsman functions, and the incorporation of a new department responsible for the processing of referrals from the population.

An important development achieved by JIACC has been the elaboration and adoption of a new National Strategy for Integrity and Anticorruption (2017 – 2025). The Strategy is the third strategic document in the anti-corruption field adopted in Jordan since 2008 and its implementation is the responsibility of the JIACC. The Strategy includes a section on methodology, vision, mission, eight national strategic objectives as well as programs and projects. However, it does not have a publicly available Action Plan containing concrete measures, deadlines and responsible institutions, although the JIACC staff reported the existence of an internal Action Plan.

A National Integrity Charter was also adopted in 2016 with the aim of consolidating the principles of the rule of law, good governance, transparency in public administration's functions and upholding the principles of justice, equality, equal opportunity, accountability and liability. The JIACC is responsible for the implementation and monitoring of these principles within the public sector. On the basis of the Charter, an executive plan for strengthening the national integrity system, namely "Jordan Vision 2025" was adopted.

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<sup>2</sup> This law was subject to a request for unconstitutionality that was submitted to the Provisional Authority for the Control of the Constitutionality of Laws (IPCCL) by 40 members of Parliament. This request was rejected.

## 5. ACHIEVEMENTS OF THE PROJECT

### 5.1. Morocco

#### Expected Result I

**The Moroccan national authorities, members of parliament and civil society have a good understanding of CoE standards in the prevention and fight against corruption with a view to Morocco's possible accession to the relevant instruments and the Group of States against Corruption (GRECO)**

ER I Objectively Verifiable Indicators (OVIs):

- *Request of accession to CoE Criminal and Civil Law Conventions on Corruption*
- *Request of accession to GRECO submitted by Morocco*

As the achievement of both OVIs depended heavily on the political will of Moroccan authorities and complex procedural mechanisms in the Morocco government, they could be achieved by the Project only partially. Attention of Moroccan authorities was repeatedly drawn to the benefits of CoE treaty and monitoring mechanisms in the framework of the various workshops, where CoE conventions were presented repeatedly. As a result, CoE was given tentative indications that Moroccan authorities may wish to initiate the process of joining GRECO in the near future.

#### Expected Result II

**The recommendations deriving from the CoE's analysis of the Moroccan anti-corruption framework are implemented as part of the national anti-corruption strategy; the new internal operating rules of the National Authority for Probity, Prevention and Fight against Corruption (INPPLC) are in line with the standards and practices promoted by the CoE; the CoE evaluates the implementation of the recommendations contained in the analysis of the Moroccan anti-corruption framework.**

ER II Indicators (OVIs):

- *Number of recommendations identified by the experts in the field of public procurement and implemented by the authorities;*
- *Introduction and practical use of procedures for corruption-proofing legislation (at least 15 texts examined using the methodology until the end of the project;*
- *Level of implementation of CoE recommendations to reform the legal and institutional framework for whistleblower protection*

The OVIs under this Expected Result were all achieved to a partial extent. Recommendations and procedures in the areas of public procurement, corruption proofing and whistleblower protection had been developed by the Project jointly with Moroccan authorities, however there has been little implementation and/or follow-up by the authorities on these deliverables primarily due to the continuing delays in operationalization of the constitutional Anti-Corruption Authority.

### *Public procurement risk mapping*

SNAC 2 developed a comprehensive toolkit to address corruption risks in the public procurement sector of Morocco. This document builds upon a risk-assessment exercise undertaken by the ICPC jointly with the General Finance Inspectorate of Morocco, which is integrated into the toolkit as one of the 4 modules.

The development of the Toolkit included an on-site visit to Rabat to interview key interlocutors in the public procurement field: public procurement entities, inspection and law enforcement authorities and the private sector. Subsequently in February 2016 a seminar with the involvement of the Moroccan private sector was organized to discuss the corruption risks facing commercial enterprises involved in public procurement. The participants discussed the public procurement risk map developed jointly by the ICPC and CoE and the corruption indicators contained therein.

### *Advice on institutional anti-corruption reforms*

The Project developed proposals for the future organizational structure of the new Anti-corruption Authority foreseen by the Moroccan Constitution (INPPLC- Instance Nationale de Probité, Prévention et Lutte contre la Corruption). An exchange of views between Council of Europe experts and ICPC officials took place in April 2015. The experts examined the current organizational structure of ICPC and gathered information on the features of the new authority, notably in terms of responsibilities, human resources and budget. As a result, two options for the future INPPLC organisational chart, as well as staffing levels and profiles were developed and submitted to ICPC for consideration.

### *Corruption proofing of legislation*

SNAC 2 developed a guide, in the form of a technical paper, to introduce corruption-proofing mechanisms in the Moroccan legislative framework. In January 2016, a workshop with relevant policy makers set the basis for the development of concrete proposals on the composition and functioning of a working group to assess corruption risks in the drafting of legislation.

### *Whistleblower legislation review*

SNAC 2 promoted a compliance assessment of the Moroccan whistleblowers legislation with CoE Council of Ministers Recommendation CM/Rec(2014)7 on the protection of whistleblowers. The provisions of the Moroccan Law 37-10 on the protection of victims, witnesses, experts and whistleblowers were discussed and compared with the 29 principles included in the CoE recommendation. The analysis allowed to identify possible improvements in the Moroccan legislation in order to increase whistleblowers' protection.

Based on the review of the Moroccan whistleblower legislation, a roundtable in January 2016 put forward policy advice to improve the compliance of the current legislation with CoE and other international standards on whistleblower protection.

### *Manual on administrative inquiries*

In June 2015 the Project held an on-site visit in order to assist the ICPC in designing a manual on administrative anti-corruption inquiries for investigators. CoE experts discussed parameters of interagency cooperation and information exchange on anti-corruption

inquiries with representatives of the ICPC and the General Inspectorate of Territorial Administration. As a result a comprehensive manual was produced, describing the steps required to undertake administrative inquiries, including the necessary administrative forms and inspections checklists.

#### *Review of ethics regulations for the Moroccan civil service*

In April 2015 the Project held a series of working meetings involving CoE experts and the Ministry of Public Administration (Ministère de la Fonction Publique et de la Modernisation de l'Administration) in order to discuss the ethics provisions included in the draft General Statute for Public Officials. The experts provided comments and proposals on the articles related to ethics, rights and duties of public officials. On the same occasion, they presented European good practices and models of codes of ethics for public officials.

### **Expected Result III**

#### **Training and capacity-building activities are proposed on the basis of the recommendations contained in the analysis of the anti-corruption framework**

ER III Indicators (OVIs):

- *Number of reports on suspicious transactions related to corruption transmitted by financial and non-financial institutions to UTRF*
- *Extent of information related to corruption transmitted by UTRF to judicial authorities*
- *Benchmark for the prevention of corruption are adopted by CGEM*

While efforts were made to achieve each of the OVIs through a number of relevant activities, it is still premature to say whether the targets have been attained, in particular as regards the information submitted to/by the UTRF.

#### *Red flags on money laundering linked to corruption*

Policy advice was provided to the Moroccan FIU (UTRF- *Unité de Traitement du Renseignement Financier*) on the introduction of red flag indicators to detect anti-money laundering cases related to corruption. A scoping mission of a CoE expert allowed to present international good practices and to carry out a preliminary assessment of UTRF existing working methods. As a follow-up to this mission, a proposal for red flag indicators to detect corruption-related transactions has been submitted for consideration to UTRF. A general analysis of the Moroccan anti-money laundering system has also been produced, with a view to suggest recommendations and possible steps to further increase UTRF capacities in countering anti-money laundering. Furthermore, a training for the Moroccan Central Bank and commercial banks was held in order to present and discuss recent ML typologies linked to corruption in April 2017.

#### *Promoting compliance in the Moroccan private sector*

SNAC 2 supported the Moroccan private sector by presenting international good practices on self-regulation, risks assessment, internal audit and investigations to prevent corruption in private enterprises. Based on the workshop's discussions and exchanges, a guide on self-



regulatory policies for anti-corruption compliance in the private sector was jointly prepared by CoE experts, CGEM and ICPC representatives.

#### *Financing of Electoral Campaigns and Enhancement of Control Mechanisms*

In view of the Parliamentary elections held in October 2016, SNAC 2 organised a workshop on the financing of electoral campaigns and the enhancement of control mechanisms addressed to practitioners from the Court of Auditors, the Ministry of Justice, the Ministry of Interior and the ICPC. CoE standards on the financing of political parties and electoral campaigns were presented. Practical experiences from CoE member States were also presented, with a special focus on the challenges encountered by member States in implementing GRECO's recommendations related to transparency in party funding (third evaluation round).

#### *Enhancing capacities of Moroccan institutions through international networking*

SNAC 2 organised a study visit for a Moroccan interagency delegation to Latvian homologue institutions. The Moroccan delegation included representatives from ICPC, Ministry of Justice, General Inspection of Finances, General Inspection of Territorial Administration, Royal Gendarmerie, General Directorate of National Security and Moroccan Financial Intelligence Unit. The meetings with Latvian institutions allowed to exchange good practices and to establish networks for possible future cooperation. Furthermore, the activity also promoted and reinforced interagency ties among Moroccan institutions.

#### *Training of trainers on basic anti-corruption concepts*

In October 2015 SNAC 2 organised a training of trainers on basic anti-corruption concepts for a selection of experienced anti-corruption experts representing several government agencies of Morocco. The seminar aimed at enhancing the participants' skills as anti-corruption trainers through specialized techniques and methodologies, which are based on the Council of Europe publication "Basic anti-corruption concepts".

### **Expected Result IV**

**Capacities regarding investigation techniques in the field of serious economic crime, and in particular money-laundering, are enhanced.**

The project ensured concrete achievement and made progress with regards to the following Objectively Verifiable Indicators (OVIs):

- *Strengthened capacities of the participants in the training sessions*
- *A training module on economic crime is included in the training programmes of the Police Academy*

The Project implemented a number of activities aimed at the achievement of these indicators, however several inputs could not be implemented due to delays in adoption of relevant legislation on illicit enrichment and liability of legal persons.

### *Training sessions for the police*

In February 2018 SNAC 2 held a two-day training on financial forensics in for specialized units of the Moroccan Police. In the course of these two days, participants representing the General Directorate of National Security (DGSN) and the Moroccan Anti-Corruption Authority (ICPC) were trained on the basic principles of financial forensics and procurement fraud investigation. The training was conducted by two Council of Europe experts who provided practical exercises in order to promote a solid understanding of investigations in the field of public procurement and fraud with the use of forensic accounting techniques.

### **Expected Result V**

*See description of regional activities below.*

#### **5.2. Tunisia**

**Project objective:** To promote good governance and the prevention of corruption and money-laundering with due account for the relevant CoE standards, mechanisms and instruments by enhancing the policy framework, operational capacities and the co-ordination of the relevant stakeholders.

### **Expected Result I**

**The Tunisian national authorities, members of the Assembly of the Representatives of the People, relevant institutions and civil society have a good understanding of the CoE standards on the prevention and combating of corruption, money laundering and terrorism with a view to possible accession by Tunisia to those instruments and to GRECO**

The project ensured concrete achievement and made progress with regards to the following Objectively Verifiable Indicators (OVIs):

- *Tunisian authorities start considering possible accession to CoE Conventions in the fields of fight against corruption and terrorism*

This OVI has been achieved, as the Tunisian authorities started a formal process of accession to GRECO. Following the assessment of the country's legislative and institutional anti-corruption system by the SNAC 2 Project and the adoption of the ensuing report's recommendations at the start of 2017, a group of high-level representatives from Tunisia held an exchange of views with members of the Council of Europe Group of States Against Corruption (GRECO) on 22 June 2017 in Strasbourg, during GRECO's 76th Plenary Meeting. However, due to internal political considerations the accession process on the part of Tunisian authorities subsequently stalled.

### *Awareness raising on CoE instruments against terrorism*

In order to promote the CoE Convention on the Prevention of Terrorism, SNAC 2 held an awareness raising workshop with the participation of high-level Tunisian stakeholders, including parliamentarians in April 2015. The Workshop resulted in an intensive policy

discussion on parameters for the Tunisian counterterrorism framework and ensuring full compatibility with human rights safeguards.

#### *Awareness raising on CoE Conventions and standards against Corruption*

SNAC 2 organised a workshop in May 2016 to present CoE anti-corruption Conventions and standards and to discuss the assessment questionnaire of the Tunisian Anti-corruption framework prepared by the Project (see more in detail below). Based on the conclusions of the workshop, a revised version of the questionnaire was prepared by CoE Secretariat and disseminated to Tunisian institutions, as a starting point for the assessment process modelled on the GRECO methodology.

#### **Expected Result II**

#### **The legislative and institutional anti-corruption framework is assessed on the basis of GRECO methodologies**

The project ensured concrete achievement and made progress with regards to the following Objectively Verifiable Indicators (OVIs):

- *The assessment process of the Tunisian anti-corruption framework is completed;*

This OVI has been achieved. The Project finalised the assessment of the anti-corruption framework of Tunisia based on Council of Europe GRECO methodologies in January 2017. The conclusions of the assessment report were officially presented during a high-level conference in February 2017.

- *Recommendations to reinforce the legislative and institutional framework to fight against corruption are developed*

This OVI has been achieved. The assessment report on the anti-corruption framework of Tunisia included a set of recommendations which will contribute to the ongoing reforms carried out by Tunisian authorities to strengthen their anti-corruption system.

#### *Assessment of the Tunisian anti-corruption legal and institutional system based on the Council of Europe GRECO methodology*

In the framework of the assessment process of the Tunisian anti-corruption legal and institutional system, the SNAC 2 Project designed a questionnaire specifically tailored to the Tunisian context and covering the themes of all four previous GRECO assessment rounds. The questionnaire was subsequently revised in accordance with the input of Tunisian authorities and disseminated to relevant institutions. SNAC 2 then carried out an onsite visit to Tunis to gather information from a broad range of Tunisian institutions involved in the prevention and fight against corruption. Following the on-site visit, in September 2016 a draft assessment report was prepared and submitted to Tunisian authorities. The comments and recommendations were discussed in a face-to-face meeting. A revised assessment report was then prepared and shared with the Tunisian stakeholders in December 2016.

The report includes a description of the situation, followed by a critical analysis. It also provides a list of recommendations to improve Tunisia's level of compliance with international and European anti-corruption standards.

The assessment report was discussed in a plenary meeting which took place on 31 January 2017 in Tunis and its conclusions were then officially presented during a high-level conference on the following day, in the presence of Mr Abid Briki, Minister for Public Function and Governance, Mr Chawki Tabib, President of the Tunisian Anti-Corruption Authority (INLUCC) and Mr Ivan Koedjikov, Head of Action against Crime Department at the Council of Europe.

The assessment report was made public following the permission granted by the authorities.

### **Expected Result III**

#### **Technical assistance is provided to support Tunisia in implementation of policies to combat corruption, money laundering and terrorism**

The project ensured concrete achievement and made progress with regards to the following Objectively Verifiable Indicators (OVIs):

- *The draft IBOGOLUCC Law is developed in conformity with international and CoE standards and introduced into the legislative process*

This OVI has been fully achieved. A draft legislative text was prepared based on 6 rounds of expert drafting sessions which included repeated redrafting and recalibration of the text with the involvement of CoE experts and INLUCC. The text included the mandate, scope of functions, elections procedures of the President and members of the new authority and other provisions. The Law on IBOGOLUCC was subsequently adopted, taking on board a number of concepts from the draft designed with CoE input.

- *A concept on the whistleblowers center is adopted officially by Tunisian authorities*

This OVI was cancelled to exclude duplication with a parallel project run by South Korea, which focused on the development of a whistleblower centre.

- *Integration of CoE recommendations into official programmes regarding the limitation of cash circulation*

This OVI was cancelled, as in the context of an on-going MENAFATF evaluation in the anti-money laundering area, Tunisian authorities did not consider actions related to this OVI a priority.

*Training sessions and awareness raising on the draft Organic Law on Instance de Bonne Gouvernance et de Lutte contre la Corruption (IBOGOLUCC)*

SNAC 2 held a total of 6 workshops between April and September 2015 on the new provisions concerning the Organic Law on the Tunisian Anti-corruption Authority.

Furthermore, the Project held a seminar on the development of the draft IBOGOLUCC law with the participation of a wide range of authorities representing all branches of the government. Within the scope of this event, an in-depth discussion of the draft was held where certain articles of the draft law were proposed to be amended.

### *Development of organizational methods of IBOGOLUCC*

SNAC 2 organised a scoping mission to strengthen the effectiveness of INLUCC working methods and human resources management, by applying lean management concepts in November 2016. A CoE expert exchanged views with INLUCC's Chair and managers, in order to better understand the main challenges faced by the institution in the performance of its duties. The main principles at the basis of lean management were discussed and subsequently, a technical paper providing series of recommendations to increase INLUCC efficiency was developed.

A workshop on applying lean management principles to the working methods of INLUCC, which was held in January 2017, allowed INLUCC staff to gain substantive knowledge of models to streamline and optimise working processes and team management practices. In addition to putting forward recommendations and proposals for increasing the efficiency of INLUCC, the workshop contributed to creating positive team dynamics among INLUCC staff.

### **Expected Result IV**

**Tunisia co-operates more with other countries of the region in order to share good practices and set up networks enabling the fight against corruption, money laundering and terrorism to be extended beyond the national framework.**

The project ensured concrete achievement and made progress with regards to the following Objectively Verifiable Indicators (OVIs):

- *Number and quality of initiatives and good practices exchanged in the regional framework under the Programme and adopted by Tunisian counterparts*

For description of achievements under this OVI – see regional component.

- *Number of people trained by the trainers which participated in the regional training sessions*

For description of achievements under this OVI – see regional component.

#### *Capacity building on administrative inquiries*

As a follow-up to the regional training on administrative inquiries which was held in May 2016 (see description of regional activities below), SNAC 2 carried out a specific capacity-building activity on anti-corruption inquiries for INLUCC investigators in February 2018. The training focused on anti-corruption investigation techniques and financial investigations as well as their possible application to the Tunisian context. Practical cases were jointly identified by CoE international experts and INLUCC investigators which attended the regional training in Strasbourg. They focused on Tunisian case studies on corruption in public procurement and in the customs sector.

#### *Capacity building on forensic accounting*

In January 2017 the Project organised a training on forensic accounting addressed to INLUCC investigators and inspectors from the General Control of Public Services, the General Control of Finances and the Court of Auditors. Theoretical presentations and

practical cases were combined in order to promote an understanding of forensic accounting concepts and techniques.

### 5.3. Jordan

Project objective: To promote Good Governance and prevention of corruption, money laundering and the financing of terrorism in line with European and international standards.

#### **Expected Result I**

**The capacities for a better international and regional (MENA) cooperation on anti-corruption and money laundering are increased**

*See description of regional activities below*

#### **Expected Result II**

**Institutional Capacities and Legislation Framework reforms are in line with European standards**

The project ensured concrete achievement and made progress with regards to the following Objectively Verifiable Indicators (OVIs):

- *Asset recovery procedures/guidelines are adopted and operational at the level of the JACC and in terms of interagency cooperation*

This OVI was partially achieved. SNAC 2 provided guidance to JIACC and the AMLU on the set up of an Asset Recovery Office (ARO) and on possible standard operating procedures which should regulate AROs work. In terms of capacity-building, workshops on interagency information exchange for purposes of asset recovery and international asset recovery processes were organised. Awareness was raised on existing asset recovery international investigations networks and concrete examples of requests for international mutual legal assistance were presented.

- *Forensic/financial analysis software is installed/upgraded and efficiently utilized by staff of the relevant authorities*

This OVI has been achieved, taking into account the changed needs of the JIACC from software to hardware procurement. SNAC 2 Project acquired hardware for the JIACC Forensic Laboratory, in order to maximise their capacities to undertake high-tech forensics analysis. The said hardware was successfully installed and is currently being used by the JIACC.

- *A corruption proofing methodology is adopted by Jordanian authorities and at least 10 legislative acts are reviewed by the end of the Project*

This OVI has been partially achieved. Technical assistance was also provided with regard to the introduction of procedures for corruption-proofing in the Jordanian legal framework. A workshop involving relevant policy makers led to the formulation by a CoE expert of a draft proposal for the implementation of the corruption proofing model in Jordan.

- *Regulatory framework for NPOs is enhanced*

This OVI has been partially achieved. In 2016, the Project launched the actions related to preventing terrorism financing risks in the non-profit sector. As a follow-up to an initial scoping mission in November 2016, proposals for enhancing the regulatory system for non-profit organisations, interagency cooperation and information exchange were prepared. Furthermore, on the basis of the needs identified during the mission, a training programme to address inspection methodologies for supervising institutions, financial analysis and investigations and terrorism financing indicators related to non-profit organisations was developed.

#### *Assistance with the establishment of an asset recovery unit within the JIACC*

In the course of 2015-2016 the Project held a series of working meetings with JIACC and AML/CFT Unit in order to provide support to the establishment of a unit responsible for asset recovery. The discussions focused on the development of operating procedures as well as the procedures to interact with other external agencies. At the same time, due to the lack of a policy decision on the part of policymakers in Jordan such an asset recovery unit has not yet been set up.

#### *Training on international good practices and case studies on asset recovery*

Throughout 2015-2017 SNAC 2 held a series of workshops and meetings aimed at reinforcing the capacities of the Jordanian authorities including the AML/CFT Unit, prosecutors seconded to the JIACC, investigators as well as officials from customs and from the General Security Directorate in dealing with asset recovery cases. The first workshop on 7-8 March 2016 examined international good practices on interagency information exchange for purpose of asset recovery whereas the subsequent sessions on 10 March focused on the international asset recovery process, international networks for asset recovery and concrete examples of requests for international mutual legal assistance.

#### *Training on the protection of whistleblowers*

Based on initial consultations held with JIACC on whistle-blower and witness protection mechanisms, particularly good practices as well as potential capacity building, preventative and awareness raising activities, the Project held a training seminar on mechanisms for the protection of whistleblowers for officials of the JIACC in October 2015. The sessions aimed at enhancing the understanding of the whistleblowing process from the perspective of the whistleblower, as well as measures to enhance the readiness of authorities to apply protection measures.

#### *Procurement of software and hardware for economic crime investigations*

SNAC 2 experts undertook an on-site mission to Amman in October 2015 to assess the needs of Jordanian authorities in the procurement of specialized software and hardware for investigation of economic crime cases and forensics operations. The experts met with representatives of JIACC, the AML/CFT Unit and the Ministry of Justice. Based on the discussions, the experts developed proposals to serve as the basis for further procurement of specialized hardware. The procurement procedure for the identified hardware, namely "Forensic recovery of Evidence Device (FRED) equipment and tool kit", was finalised in late 2017 and the said tools were subsequently delivered to the JIACC.

### *Training of trainers on basic anti-corruption concepts*

SNAC 2 held a workshop on techniques and methods to be used in anti-corruption training activities for the staff of the JIACC in November 2015. A number of practical exercises were carried out with the participants of the training on the application of these methods in a practical setting.

### *Corruption proofing methodology*

SNAC 2 supported the introduction of the corruption-proofing methodology by the Jordanian authorities through a workshop on corruption-proofing in October 2016, which was attended by officials from different units of JIACC (Integrity, Legal Affairs, International Cooperation, Law Enforcement, Special Missions, Governmental Compliance, Prevention, Complaints and Grievances), the Legislation and Opinion Bureau; the Public Prosecutor Seconded to JIACC; the Law enforcement Directorate, the Department for follow up and amending legislation. The elements and features of legislative corruption-proofing methodology (such as the definitions, risks categories, objectives of the analysis, responsible agencies) as well as existing practices of this exercise were presented to the participants.

The discussions focused then on the application of the corruption-proofing methodology to the Jordanian context, taking into consideration the Jordanian legislative procedures and the different steps, phases, roles and obligations of the participating actors.

Building on the outcomes of the abovementioned workshop, SNAC 2 developed recommendations for the set-up of a corruption proofing framework and submitted to the Jordanian authorities for consideration in the form of a Technical Paper, namely “Building capacity on corruption proofing methodology (eliminating corruption risks in legislation and regulations)”

### *Advice and capacity building on asset recovery*

A scoping visit of a CoE experts’ team to Jordanian institutions involved in asset recovery was organised in November 2015 where the experts held meetings with JIACC, law enforcement, judicial and AML/CFT authorities to gather initial information on the state of the national asset recovery system. A comprehensive Assessment Report on the national asset recovery framework of Jordan was subsequently prepared in 2016.

Subsequently the Project held a series of workshops and meetings aimed at reinforcing the capacities of the Jordanian authorities in dealing with asset recovery cases (see above).

Additional networking activities enabled the Jordanian authorities to obtain information on the Dutch asset recovery system and Europol experience within the scope of a study visit organised in March 2016. The participants attended meetings with the Dutch Asset Recovery Office, the National Asset Management Office, the Central Fine Collection Agency, the National Police Internal Investigations Department and the Movable Goods Agency which enabled them to have a comprehensive overview of the Dutch asset recovery system including the areas of criminal asset tracing, fine collection and asset management.



Furthermore, the exchange of views with Europol Criminal Asset Bureau and the Camden Asset Recovery Inter-Agency Network (CARIN) focused on the key role of international cooperation for asset recovery and provided the Jordanian delegation with an insight in the structure and working methods of these institutions. Finally, the meeting provided the occasion for Jordanian officials to establish cooperation networks with Europol, which invited a Jordanian representative to participate in the next CARIN annual meeting.

*Awareness-raising and capacity building on anti-corruption compliance in the private sector*

The SNAC 2 Project held a workshop in November 2017 aimed at raising awareness on anti-corruption compliance in the private sector with the participation of representatives of Amman Chamber of Commerce, Companies Control Department, RASED – Al-Hayat Center, Jordan Transparency Center, Amman Chamber of Industry, American Chamber of Commerce, as well as the Integrity Department, the International Cooperation Unit, the Special Compliance and the Awareness Section of JIACC. The participants were informed on a wide range of topics related to building and improving integrity and anti-corruption controls in the private sector based on international standards and guidelines, latest global and national legislative trends, as well as good practices on corporate compliance. The goal was to introduce and initiate a discussion among the main stakeholders, and see what the next steps could be for companies and institutions of Jordan in this field. In this respect, the workshop allowed to put forward recommendations for future actions to increase anti-corruption compliance in the private sector such as carrying out a thorough risk assessment to be followed by the development of a road map by JIACC for combating corruption in the private sector.

In February 2018, the Project held a second training on private sector compliance and forensics for Jordanian supervisory bodies involved in corporate governance and compliance matters. Two Council of Europe-certified local trainers led the discussions involving the participants in practical exercises and case studies and an international expert, who has previously supported the Project in drafting a Training Manual on the subject matter, moderated the training. The activity focused on the need to address private sector compliance issues at the national level with the guidance of leading international business practices and trends.

*Advice to enhance the regulatory system with regard to NPOs*

SNAC 2 Project carried out a scoping mission to Jordan to assess terrorism-financing risks in the non-profit sector. The SNAC 2 experts met with representatives of the Anti-Money Laundering Unit, the Public security Department, the Ministry of Social Development, the National Registry of Societies, civil society organisations and a financial institution. On the basis of the information gathered during the mission, policy proposals to enhance the regulatory system for non-profit organisations were prepared and submitted to the authorities for consideration in the form a Technical Paper, namely “Review of the Jordanian NPO Sector Vulnerabilities to Terrorism Financing Abuse”.

Furthermore, the Project organised a series of back-to-back trainings on terrorism financing risks in the non-profit sector addressed and tailored to a number of different target audiences. The following target groups benefited from these capacity building activities:

1. law enforcement authorities and the financial intelligence unit were trained on investigative and analytical techniques to analyses and identify terrorism financing-related activity in the non-profit sector;
2. financial institutions were provided with red flags to identify suspicious transactions through non-profit organizations (NPOs);
3. non-profit organizations and associations in Jordan attended an awareness raising session on identifying, preventing and blocking terrorism financing through their activities.

These sessions also facilitated the preparation of Jordan for the upcoming mutual evaluation by the Middle East and North Africa Financial Action Task Force (MENAFATF), which is focused among other issues on terrorism financing risks in the NPO sector.

#### *Training on open source investigations*

In March 2017 SNAC 2 held a 3-day training on open source internet investigations for investigators from JIACC and officials from the AML/CFT Unit as well as the Public Security Directorate. The training aimed to increase participants' skills to use the internet safely as an intelligence tool when carrying out corruption related inquiries and investigations including search engine based techniques and tools on processing information from social media.

#### *Training on financial investigations*

In May 2017 SNAC 2 held a training on financial investigations of international corruption cases for representatives of the Jordanian Integrity and Anti-Corruption Commission (JIACC), Anti-money laundering Unit, Public Security Directorate and Judicial Council. The training aimed at providing information on key concepts related to international money flows, acquisition of stolen public funds, the use of offshore banking services by criminal groups, offshore trusts and beneficial ownership and the mechanisms of international payments. The participants also took part in practical case studies and group interactive exercises related to corruption in public procurement.

### **5.4. Palestine\***

Project objective: To promote good governance and prevention of corruption on the basis of the relevant CoE standards, mechanisms and instruments by strengthening the institutional framework and the operational capacities.

Select actions were implemented based on the technical assistance needs assessment mission by the CoE to Ramallah, Palestine\* on 9 November 2016.

In this respect, SNAC 2 carried out a 5-day training course in Ramallah, Palestine\* on open source internet investigations. The training was addressed to Palestinian authorities involved in investigations against corruption, economic crimes and money-laundering. The aim of the training was to increase participants' skills to use the internet as an intelligence tool in their investigations. Throughout the five days of training, the participants have explored internet

tools and opened search engines to collect information, including through social media and to use them for the purpose of their investigative work.

The Palestinian authorities also participated in joint activities with their Jordanian counterparts, which aimed to increase international cooperation on economic crime at a sub-regional level (see below).

## 5.5. Regional

Project objective: To promote good governance and prevention of corruption, money laundering and financing of terrorism at regional level (MENA countries), in line with European and international standards

### Expected result I

**Regional co-operation through the creation of /support to formal and informal networks focusing on the exchange of best practices in the field of prevention of corruption and money-laundering is established**

The project ensured concrete achievement and made progress with regards to the following Objectively Verifiable Indicators (OVIs):

- *Number and quality of initiatives and good practices exchanged in the regional framework under the Programme and adopted by national counterparts*

This OVI has been achieved. A number of regional and sub-regional activities organised within the framework of SNAC 2 enabled anti-corruption authorities of the beneficiary countries to exchange good practices and build networks with their counterparts in the region on various topics including administrative inquiries, private sector compliance, and off-shore money laundering.

#### *Regional training of trainers' session on administrative inquiries*

The SNAC 2 Project increased the capacities of practitioners from inspection bodies, audit authorities and anti-corruption agencies of Jordan, Morocco and Tunisia through a regional training on risk-based administrative anti-corruption inquiries in May 2016. Theoretical presentations dealt with the types and methods of administrative inquiries, public procurement risks, financial and accounting analysis techniques, and other aspects of administrative investigations, presented through a risk-based approach. In addition, a practical component included several interactive group exercises and cases in order to enable practitioners to better identify and pursue corruption-related infringements in their inspection work. Finally, the training promoted and facilitated the exchange of experience between participants from the three countries.

#### *Regional training of trainers on private sector compliance*

The Council of Europe held a training of trainers on private sector compliance and forensics for Jordanian, Moroccan, Palestinian and Tunisian representatives in November 2017 in the framework of SNAC 2 and the PATHS training programme. The participants of the training represented government and private sector entities involved in corporate governance and compliance matters. The trained trainers will be expected to deliver a series of cascade

trainings to domestic audiences in their jurisdictions in the course of 2018-2019 with the assistance of the SNAC 2 Project.

#### *Sub-regional training on offshore jurisdictions*

In November 2017 Jordanian and Palestinian officials from national anti-corruption bodies and financial intelligence units were trained on the trends for laundering the proceeds of crime through offshore jurisdictions, in particular the use of trusts and company service providers for purposes of disguising the beneficial ownership of criminal funds, as well as technical aspects related to the document trail for international money transfers. Participants also took part in practical exercises based on specific cases.

#### *Sub-regional training on mutual legal assistance*

SNAC 2 held a sub-regional training for representatives of Palestinian and Jordanian prosecutors and law enforcement officials on mutual legal assistance in corruption and economic crime cases. The training focused on enhancing effectiveness of MLA tools for information and property confiscation requests. It was implemented through practical case studies and included a mentoring component, whereby participants presented and discussed on-going MLA cases with the CoE trainers in order to enhance the quality of their MLA requests and obtain the required information from foreign counterparts.

## **6. MANAGEMENT AND ORGANIZATION**

### **Management**

SNAC 2 project activities in Morocco, Tunisia and Jordan were based on the workplans adopted by stakeholders at the South Programme Launching Conference on 10 April 2015.

Besides the project team based in Strasbourg, assistance in Tunisia was provided by a Council of Europe project officer and in Jordan by a locally-based consultant. Coordination of activities in Morocco was carried out primarily by the main beneficiary – the ICPC, whereas logistical arrangements were undertaken by Strasbourg-based staff. Finally, with regard to cooperation with Palestine, the CoE has no presence in the field, therefore logistical arrangements were made from CoE headquarters. Given the logistical complications of accessing Palestine and major security concerns the number of activities held in Ramallah was minimized and outsourced to either Amman and/or Strasbourg.

### **Steering Committees**

Steering Committees at the SPII programme level held regular meetings on a once-per-year basis, where *inter alia* cooperation results of the SNAC 2 project were presented and discussed.

## **7. COOPERATION WITH STAKEHOLDERS**

### **7.1 Morocco**

The cooperation with the coordinating institution in Morocco (ICPC) was regular, comprehensive and successful. The ICPC provided strong support to the CoE in the organisation of activities, in undertaking coordination of national authorities as well on substantial aspects of implementation of activities (even activities which did not fall under

the direct mandate of ICPC). Overall ICPC was able to provide comprehensive support for all the activities implemented so far. As a result, the capacities of ICPC itself as well as its institutional standing among authorities in Morocco are constantly being reinforced.

The cooperation further extended to other beneficiaries such as the Moroccan FIU (UTRF), the Court of Auditors and the Ministry of Public Administration (MFPMA).

## **7.2 Tunisia**

During SNAC 2's implementation, the political situation in the country led to several changes in the governmental structure and composition. These changes affected, in particular, the bodies in charge of anti-corruption policies.

In January 2016, a new Ministry for Public Function, Governance and Fight against Corruption was established. The Ministry took over responsibility for good governance and anti-corruption issues from the Directorate General for government services of the Presidency of the Government. During another reshuffle in August 2016, this Ministry was replaced by a Ministry for Public Function and Governance, transferring a part of its anti-corruption mandate to the INLUCC. Notwithstanding these reshuffles, the Ministry for Public Function and Governance has ensured the continuity the coordination of governmental institutions and agencies involved in the assessment process of the Tunisian anti-corruption framework as well as in other project activities (e.g. Tunisian delegation to the regional training on administrative inquiries).

The appointment of a new INLUCC President in January 2016 had also an impact on Project implementation. The President focused on the operationalization of the current anti-corruption authority, expansion of staff and resources, and reinitiating of investigative work. This new approach led to new requests for support addressed to the CoE. The Project responded by allocating additional resources to capacity-building activities for the staff (notably, investigators) hired by INLUCC.

The first year of cooperation with the new INLUCC management set the basis for the establishment of solid working relations.

## **7.3 Jordan**

In a short timeframe the Project managed to establish excellent working relations with the Jordan Integrity and Anti-Corruption Commission (JIACC) which is the key beneficiary of SNAC 2 activities. The JIACC has the necessary absorption capacities for the full range of activities implemented by the Project so far.

The Project has also reached out to other institutions, which remained regularly involved in cooperation activities, such as the Anti-Money Laundering and Counter Terrorism Financing Unit, the Ministry of Justice, the Prosecution Service and the General Security Directorate.

#### **7.4 State of the Cooperation with Palestine**

An initial technical needs assessment mission in November 2016, allowed the Project team to establish contacts and relations with relevant Palestinian authorities. Accordingly, the Palestinian Ministry of Foreign Affairs was designated as the key coordinator of the work carried out in the framework of the Project and the SNAC 2 team enjoyed smooth working relations with the said counterpart.

#### **7.5 State of cooperation with third parties**

In order to limit duplication of efforts, regular exchanges on the progress of activities were organised at the initiative of Council of Europe with other international providers of technical assistance: OECD, UNDP and UNODC. A donor coordination framework in Tunisia has been established with CoE participation.

### **8. MODIFICATIONS, ASSUMPTIONS, RISKS, SUSTAINABILITY AND GENDER MAINSTREAMING**

With regard to risks a number of issues materialized in the course of SNAC 2 implementation, which had a significant impact on implementation.

- *Inconsistent political will to carry out anti-corruption reforms*

This was demonstrated in the case of Morocco and Tunisia, where authorities delayed the creation of the anti-corruption bodies specifically envisaged by the Constitutions of these countries.

- *Lack of sustainable impact in non-member states*

Unlike engagement with member-states, CoE cooperation with non-members has certain disadvantages. As such countries do not belong to the CoE aquis, the leverage of CoE to influence policies in these countries is limited, and CoE is looked upon mainly as an expert body. Therefore, the capacity to influence legislative processes in the South Neighbourhood is significantly narrower.

- *Insufficient field presence*

A major risk factor for project implementation has been the insufficient field presence and field support in remote destinations, in particular Jordan and Palestine. The lack of effective administrative arrangements to support the organization of project activities in Morocco and Tunisia also greatly complicated effective project delivery.

### **9. VISIBILITY**

The Project paid special attention to the visibility of its actions and it ensured the visibility of EU contribution in its activities. The Council of Europe took all appropriate measures to publicise the fact that the Project funding has been provided by the European Union. The Joint Programme logo was appropriately displayed in the materials distributed in the activities. A disclaimer was placed all Project related documents. Furthermore, folders, notebooks, pens with the South Programme II title and logo were regularly distributed to all beneficiaries during the events organised by the Project, and the Project roll-ups were displayed in conference rooms.

On the Council of Europe Economic Crime and Cooperation Division website ([www.coe.int/corruption](http://www.coe.int/corruption)) there is a section exclusively dedicated to the regional and country specific components of the SNAC 2 Project:

<https://www.coe.int/en/web/corruption/projects/snac2-tunisia>

<https://www.coe.int/en/web/corruption/projects/snac2-jordan>

<https://www.coe.int/en/web/corruption/projects/snac2-morocco>

<https://www.coe.int/en/web/corruption/projects/snac2-palestine>

<https://www.coe.int/en/web/corruption/projects/snac2-regional>

Project news, upcoming events, relevant project documents (e.g. DoA, project Workplan, inception report, project summary, etc.) and other links of relevance to the Project are available through these websites.

## 10. CONCLUSIONS

It can be concluded overall that the SNAC 2 Project achieved its intended objective, purpose and expected results, with due consideration of the risks of operating in non-member states with limited CoE field presence. It obtained impact in all of the target countries by delivering assistance to numerous institutions involved in anti-corruption, anti-money laundering/combating terrorism financing and asset recovery.

Comprehensive support to the main anti-corruption agencies enhanced their capacities and institutional standing: in Morocco and Tunisia the CoE significantly contributed to the legislative efforts to reform the national anti-corruption authorities, the ICPC and the INLUCC respectively. The Project also provided support to the Jordanian Integrity and Anti-Corruption Commission (JIACC) following the expansion of its mandate.

Comprehensive capacity-building for a broad range of government bodies involved in the fight against corruption and economic crime was delivered. It included specialised training sessions on topics including but not limited to whistle-blower protection, ethics and integrity, forensic accounting, offshore money laundering, asset recovery, administrative inquiries and private sector compliance.

These results can be assessed as highly positive, given that the South Programme II marked the start of CoE cooperation with Jordan and Palestine in the anti-corruption area, and all relationships and cooperation arrangements with counterparts were newly established. In addition, cooperation with these non-member jurisdictions meant that the traditional monitoring mechanisms often utilized for benchmarking assistance to CoE members could not be used here, and a different format of engagement needed to be established. In Tunisia the AC assessment based on GRECO methodologies proved to be a highly efficient and impactful exercise in this regard.

At the same time, a number of risks relevant to cooperation with non-member states have materialised, partially complicating project implementation. These include inconsistent political will to anti-corruption reforms, lack of political leverage of CoE with non-members, and limited field support to project activities.

The majority of project deliverables have the potential to maintain significant impact on the development of policies, institutions and capacities in all of the four countries. Therefore activities implemented in course of the period 2015-2018 should be regarded as a foundation in any further cooperation and technical assistance process in the third phase of the Programme.



Ardita Abdiu

Head of Economic Crime and Cooperation Division  
Action against Crime Department  
Directorate General Human Rights and Rule of Law (DG I)

Date:

10.01.2019



## **11. ANNEXES**

1. List of Technical Papers/deliverables.
2. Project Workplans;
3. Logical framework;
4. SNAC 2 Financial Report;

## ANNEX 1: LIST OF TECHNICAL PAPERS/DELIVERABLES

Year	Technical Papers: Morocco
2015	TP1: General analysis of Part 3 of the draft law reforming the General Statute of Moroccan Public Officials on “Guarantees, rights, duties and ethics”, <i>Richard Martinez and Luis de Sousa, Council of Europe experts</i>
2015	TP2: Note to present a draft organigram of the future National Authority for Probity, Prevention and Fight against corruption, <i>Richard Martinez and Luis de Sousa (CoE experts) and Igor Nebyvaev (CoE Administrator)</i>
2015	TP3: Enhancing the effectiveness of the project management Unit foreseen by the Moroccan national anti-corruption strategy, <i>Richard Martinez and Luis de Sousa, CoE experts</i>
2015	TP4: Risk assessment methodology for public procurement in Morocco, <i>Joao de Almeida, Jean-Pierre Bueb, Francesco Clementucci (CoE experts) and Igor Nebyvaev (CoE Administrator)</i>
2015	TP5: Manual of procedures on anti-corruption investigations carried out by the Central Authority for the Prevention of Corruption, <i>Jean-Baptiste Carpentier, Francesco Clementucci, Andrea Venegoni (CoE experts) and Igor Nebyvaev (CoE Administrator)</i>
2015	TP6: Compliance analysis of the law of the Kingdom of Morocco for the protection of victims, witnesses, experts and whistleblowers vis-à-vis the recommendation of the Council of Europe (CM / Rec 2014- 7) on the protection of whistleblowers, <i>Francesco Clementucci, (CoE expert)</i>
2016	TP7: Support to the elaboration of procedures for corruption proofing of legislation, <i>Francesco Clementucci (CoE expert)</i>
2016	TP8: Introductory guide to anti-corruption compliance in enterprises, <i>Jean-Pierre Bueb and Cédric Bourgeois (CoE experts) and Igor Nebyvaev (CoE Administrator)</i>
2016	TP9: Red flag indicators for the detection of proceeds from corruption, <i>Sylvie Jaubert (CoE expert)</i>
2016	TP10: General analysis of the Moroccan FIU and anti-money laundering system, <i>Sylvie Jaubert, (CoE expert)</i>

<b>Year</b>	<b>Technical Papers: Tunisia</b>
2015	TP1: Support to the Tunisian National Instance for the Fight against Corruption (INLUCC), <i>Richard Martinez, CoE expert</i>
2015	TP2: Assessment questionnaire on the compliance of Tunisia with international standards to fight against corruption, <i>CoE Secretariat</i>
2015	TP3: Draft text of the organic law on the Independent Constitutional Agency for Good Governance and Fight against Corruption
2016	TP4: Explanatory note on the draft text of the organic law on the Independent Constitutional Agency for Good Governance and Fight against Corruption, <i>Richard Martinez, CoE expert</i>
2016	TP5: Assessment report of the Tunisian legislative and institutional anti-corruption framework, <i>Stéphane Gauvin, Yves-Marie Doublet, Jens Madsen, Kalin Slavov, Chaker Mzoughi, Walid Ben Salah (CoE experts) and Edmond Dunga (CoE Administrator)</i>
2016	TP6: Increasing efficiency of INLUCC through Lean management, <i>Johan Tegle (CoE expert)</i>

<b>Year</b>	<b>Technical Papers: Jordan</b>
2015	TP1: Review of the whistleblower regime in Jordan, <i>Dr Wim Vandekerckhove, CoE Expert</i>
2015	TP2: Assessment of IT needs of the Jordanian Anti-Corruption Commission, the Financial Intelligence Unit and the Prosecution Service, <i>Dragan Jeremic, CoE expert</i>
2015	TP3: Assessment of forensic IT and related training needs of the Jordanian Anti-Corruption Commission, the Financial Intelligence Unit and the Prosecution Service, <i>Michael Jameison, CoE expert</i>
2016	TP4: Technical specification for the Jordanian Anti-Corruption Commission, the Financial Intelligence Unit and the Prosecution Service, <i>Michael Jameison and Dragan Jeremic, CoE experts</i>
2016	TP5: An assessment of the Jordanian asset recovery system, <i>Tristram Hicks and Jill Thomas (CoE experts)</i>
2016	TP6: Building capacity on corruption proofing methodology (eliminating corruption risks in legislation and regulations), <i>Francesco Clementucci (CoE expert)</i>

**VISIBILITY MATERIALS**

A snapshot of the website is appended below:



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