





Project against Economic Crime in Kosovo* (PECK II)

Second Annual Progress Report

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Implementation:	Economic Crime and Cooperation Division (ECCD)
	Action against Crime Department – DGI, Council of Europe
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Date of report:	1 March 2018

^{*} This designation is without prejudice to positions on status, and is in line with UNSCR 1244 and the ICJ Opinion on the Kosovo Declaration of Independence.

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Table of Contents

AB	BREVIATIONS	4				
1	DESCRIPTION	5				
2	2 EXECUTIVE SUMMARY					
3	STUCTURE OF ACTION	9				
4	SITUATION IN KOSOVO	10				
5	PROGRESS ACHIEVED DURING THE SECOND YEAR OF IMPLEMENTATION	13				
5	5 MANAGEMENT AND ORGANISATION					
6	6 COOPERATION WITH STAKEHOLDERS					
7	7 VISIBILITY					
8	DIFFICULTIES/RISKS ENCOUNTERED DURING IMPLEMENTATION	20				
9	ANNEXES	25				
	 9.1 WORKPLAN 9.2 ANNUAL CALENDAR OF ACTIVITIES 9.3 LIST OF TECHNICAL PAPERS 	25 25 26				
	J.J LIJI UF I LUINIUAL FATEKJ	20				

ABBREVIATIONS

AC Anti-corruption

AML/CFT Anti-Money Laundering/Combating the Financing of Terrorism AMSCA Agency for Management of Seized and Confiscated Assets

CBK Central Bank of Kosovo
CEC Central Electoral Commission
CPA Central Procurement Agency

CRMAP Corruption Risk Management Action Plan

DNFBP Designated Non-Financial Business and Profession

ECCD Economic Crime and Cooperation Division

EC European Commission ER Expected Result

ERA European Reform Agenda

EU European Union

EULEX European Union Rule of Law Mission in Kosovo

EUO European Union Office in Kosovo
EUSR European Union Special Representative

FATF Financial Action Task Force FIU Financial Intelligence Unit

GRECO Group of States against Corruption/Council of Europe

KA Kosovo Assembly

KAA Kosovo Anti-Corruption Agency
KBRA Kosovo Business Registration Agency

KC Kosovo Customs
KJC Kosovo Judicial Council

KP Kosovo Police

KPC Kosovo Prosecutorial Council
KPI Kosovo Police Inspectorate
LRM Legislative Review Mechanism
MEI Ministry of European Integration
MFA Ministry of Foreign Affairs
MIA Ministry of Internal Affairs
MoF Ministry of Finance

Mor Ministry of Finance
MoJ Ministry of Justice

MONEYVAL Committee of Experts on the Evaluation of Anti-Money Laundering Measures and

the Financing of Terrorism / Council of Europe

MPA Ministry of Public Administration

NAO National Audit Office

NCCEC National Coordinator for Combating Economic Crimes

OGG Office for Good Governance, Human Rights, Equal Opportunities and Gender

Issues / Prime Minister's Office

OSCE Organisation for Security and Cooperation in Europe

OVI Objective Verifiable Indicator

PECK II EU/CoE Joint Project against Economic Crime in Kosovo (Phase II)

PMO Prime Minister's Office

PPRC Public Procurement Regulatory Commission

PRB Procurement Review Body
SPO State Prosecutor's Office
SPRK Special Prosecution of Kosovo
TAK Tax Administration of Kosovo

TP Technical Paper

1 DESCRIPTION

1.1 Contact person

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1.2 Name of Partners in the Action

Council of Europe and European Union

1.3 Title of the Action

Project against Economic Crime in Kosovo (PECK II)

1.4 Contract number

IPA II 2014 - CRIS No. 2015/372-097 and CoE No. JP 4561

1.5 Start Date and End Date of the Reporting Period

1 January 2017 - 31 December 2017

1.6 Target area

Kosovo

1.7 Beneficiary institutions

Main beneficiary institutions: Kosovo Anti-corruption Agency (KAA) and Financial Intelligence Unit (FIU).

Project beneficiaries include (but are not limited to) the following key agencies with a role in anticorruption/anti-money laundering and combating the financing of terrorism in Kosovo:

- Agency for Managing Seized and Confiscated Assets (AMSCA)
- Central Bank of Kosovo (CBK)
- Central Procurement Agency (CPA)
- Courts
- Department for Registration and Liaison with NGOs (DRLNGO)
- Kosovo Business Registration Agency (KBRA)
- Kosovo Customs (KC)
- Kosovo Judicial Council (KJC)
- Kosovo Police (KP)
- Kosovo Police Inspectorate (KPI)
- Kosovo Prosecutorial Council (KPC)
- Ministry of European Integration (MEI)
- Ministry of Finance (MoF)
- Ministry of Internal Affairs (MIA)
- Ministry of Justice (MoJ)
- Ministry of Public Administration (MPA)
- National Audit Office (NAO)
- National Coordinator for Combating Economic Crimes (NCCEC)
- Office for Good Governance, Human Rights, Equal Opportunities and Gender Issues / Prime Minister's Office (OGG)
- Procurement Review Body (PRB)
- Public Procurement Regulatory Commission (PPRC)
- Special Prosecution of Kosovo (SPRK)
- State Prosecutor's Office (SPO)
- Tax Administration of Kosovo (TAK)

Other beneficiaries are the financial sector and the industry (AML/CFT reporting entities), the civil society and journalists.

1.8 Contracting authority

European Union Office in Kosovo (EUO)

Indirect Management through Delegation Agreement from EU under EU/CoE Joint Programme Framework

1.9 Implementing organisation

The Council of Europe is responsible for the implementation of the Project and the use of the Project funds under the European Union and the Council of Europe Agreement. Within the General Secretariat of the Council of Europe in Strasbourg, Directorate General of Human Rights and Rule of Law, and more specifically, the Action against Crime Department, Economic Crime and Cooperation Division is responsible for the overall management and supervision of the Project with a Project team based in Pristina being responsible for day-to-day implementation of the Project.

2 **EXECUTIVE SUMMARY**

The current report covers the second year of implementation of the EU/Council of Europe Joint Project against Economic Crime in Kosovo (PECK II) through the period of 1 January to 31 December 2017. The report describes activities implemented during the reporting period and their impact in strengthening the capacities of beneficiary institutions in preventing and combating corruption, money laundering and financing of terrorism. Overall, the Project organised 21 activities and field missions, which included 619 participants (69.6% male and 30.4% female). It produced 16 technical papers including five legal opinions, four corruption risk assessments and methodology, three crosscutting reviews and four training programs.

The Project continued to play an important role in supporting the reform agenda aiming to strengthen institutional capacities of Kosovo authorities to counter corruption, money laundering and financing of terrorism in accordance with European and international standards.

The Project has influenced a number of **legislative processes** as a result of its interventions. In the **criminal law field** it provided a substantial review of almost forty (40) provisions of the Criminal Code (CC) and Criminal Procedure Code (CPC) covering issues of bribery, suspension and dismissal of public officials accused or convicted of corruption-related criminal offences, seizure and confiscation, as well as counterterrorism. The majority of PECK II recommendations have been taken into account by the government in preparation of the draft law amending the CC and CPC.

In the **anti-corruption field** the PECK II Project has initiated and influenced the on-going review the Law on the Kosovo Anti-Corruption Agency (KAA) and the Law on Asset Declarations. A legislative Concept Note has been prepared with the support of the Project. The Government has endorsed this initiative and commenced the formal legislative drafting process. In a similar way the Project has facilitated the development of draft legislative amendments on the protection of whistleblowers, which take into account the findings of a legislative review carried out by PECK II in 2016.

In the area of **anti-money laundering/combating the financing of terrorism** (AML/CFT) the Project influenced the development of draft amendments to the Law on Implementation of International Sanctions. Furthermore, PECK II recommendations were taken into account by the authorities in the review of the Regulation on Politically Exposed Persons which is soon to be finalized.

Two major **assessments** modelled on the GRECO and FATF/CoE methodologies in the anti-corruption and anti-money laundering areas were initiated with active involvement of Kosovo authorities. Additionally three **sectorial risk assessments** covering the prosecution, judiciary and public procurement sectors were finalised. The risk assessments represent the first comprehensive initiative to integrate risk management into the governance practices in Kosovo based on international standards and good practice.

The Project implemented a series of activities aiming to **enhance capacities** of relevant beneficiary agencies and the private sector in the areas of ethics and integrity, conflict of interest detection and prevention, AML/CFT compliance and operational risks.

Interagency cooperation in the economic crime area was enhanced through a comprehensive operational review and multidisciplinary training on money-laundering and financial crime investigation techniques. The Project expanded the capacities of the Kosovo FIU for **international cooperation** by facilitating the involvement of the Kosovo Financial Intelligence Unit (FIU) in the work of the Egmont Group of FIUs.

The Project raised **awareness** of youth and the broader public on the negative effects of corruption through a campaign broadcasted in the local media, internet, social networks, as well as targeted activities at the University level during the Anti-Corruption Week. Another campaign organized jointly by PECK II and Kosovo customs raised awareness of travellers to/from Kosovo and the population at large of their obligations to declare cash at customs crossing points in accordance with requirements of AML/CFT legislation.

Excellent cooperation with beneficiary institutions continued during the reporting period through their participation and support to the implementation of Project activities. Moreover, consultations and cooperation with various partners, stakeholders and related international organisations were maintained on a regular basis.

Despite some delays caused by the general elections held during 2017, the Project managed to achieve tangible progress in the legal, regulatory and operational areas, including capacity building and raising public awareness.

Although gender proportions in beneficiary institutions of the Project are highly tilted towards male representation, the Project offers equal opportunities to both genders in attending its activities whereby 30.4% of total number of participants are women.

Project data and statistics

Number of	Number of second	Number of	Engaged experts	Level of budgetary
implemented	year planned	beneficiary		disbursement
activities	activities	persons		
		participating in		
		Project activities		
21 (or 63.6% out	33 activities	619 (69.6% male	18	€861,160
of second year	(out of which 5	and 30.4%	(61.1% male and	(43.1% out of 2M)
planned activities)	legal initiatives)	female)	38.9% female)	

3 STUCTURE OF ACTION

Project against Economic Crime in Kosovo (PECK II) is funded by the European Union and the Council of Europe, and implemented by the Council of Europe. The Project duration is 36 months (2016 − 2018) and its budget is €2,225,000 (EU contribution €2.0 million; CoE − € 225,000).

The second phase of PECK Project (PECK II) builds on the results and lessons learned from the first phase implemented throughout 2012 and 2015 as the joint European Union/Council of Europe Project against Economic Crime in Kosovo (PECK I). It produced the first comprehensive and structured assessment of Kosovo's compliance with European and international standards in the anti-corruption (AC) and the anti-money laundering and combating the financing of terrorism (AML/CFT) areas, based on GRECO and FATF/MONEYVAL adjusted methodologies and practices specifically tailored to Kosovo. The corresponding assessment reports provide an in-depth analysis of the AC and AML/CFT frameworks as well as identify deficiencies and provide recommendations for bringing necessary legislative, institutional and operational reforms in compliance with applicable standards.

PECK II Project assists Kosovo authorities with the implementation of specific recommendations from PECK I assessments through targeted technical assistance while continuing with the structured assessments of AC and AML/CFT frameworks vis-à-vis evolving international standards.

Technical assistance activities cover the two components (corruption and money laundering) by addressing economic crime-related capacity building aspects in connection with legislative, institutional, policy and operational reforms. Strengthened capacities to effectively implement and coordinate anti-corruption measures are coupled with further streamlining of inter-agency information exchange and cooperation mechanisms. Moreover, technical assistance activities will further support Kosovo authorities to better participate in the forthcoming assessment process that will be carried out during the last year of PECK II Project (2018).

3.1 Overall objective

PECK II Project overall objective is to contribute to democracy and the rule of law through the prevention and control of corruption, money laundering and financing of terrorism in Kosovo.

3.2 Project purpose

To strengthen institutional capacities to counter corruption, money laundering and the financing of terrorism in Kosovo in accordance with European standards through targeted technical assistance and assessments for improving and streamlining economic crime reforms.

3.3 Expected Results (ERs)

The following are the expected results of the Project. Their achievement, will lead to the achievement of the Project purpose and contribute to the overall objective:

Expected Result 1 – Institutional capacities of anti-corruption stakeholders to effectively implement and coordinate anti-corruption measures are further strengthened:

Expected Result 2 – Interagency information exchange and cooperation mechanisms are streamlined to ensure effective coordinated measures against economic crime:

Expected Result 3 – Assessment Report of anti-corruption measures is available:

Expected Result 4 – Assessment Report of anti-money laundering and combating financing of terrorism measures is available:

4 SITUATION IN KOSOVO

The political situation in Kosovo during 2017 has been unstable. Following the no-confidence motion initiated by the Assembly in May, President Hashim Thaçi dissolved the government, after which general elections were held in June. An agreement for the composition of the new Government was reached only in September. Subsequently, local elections were held in October 2017.

Corruption in Kosovo is still considered prevalent in many areas and continues to be a serious problem. According to EU 2016 Kosovo Report¹, "Kosovo is at an early stage/has some level of preparation in the fight against corruption". Transparency International has ranked Kosovo 95 out of 176 jurisdictions with a score of 36 (with 100 representing the lowest level of corruption)² whereas according to Regional Corruption Barometer, 62% of respondents believe that corruption is the most important problem after unemployment.³

According to the most recent available statistics, the number of persons involved in corruption-related criminal proceedings was 2,412 at the beginning of 2016 (1,563 inherited from 2015 and 849 persons in 2016). In total 468 cases involving 1,164 persons were dealt with in 2016 whereas the remaining cases concern 1,248 persons. The number of dismissed corruption cases and terminated investigations continue to be generally higher than the number of indictments. In 2016, criminal reports were dismissed for 480 persons (41.24%) and investigations were terminated 257 persons (22.07%). Indictments were filed against 426 persons (36.59%).

In 2016 frozen and seized proceeds of crime represent €65 million whereas confiscated proceeds are reported to be at €1,122,005.86 (although cumulated statistics represent €783,590.

Investigation and adjudication of corruption offences in 2016 ⁴	Reported suspects	Investigations	Dismissed criminal reports	Terminated investigations	Indictments	In procedure	Dismissed indictment	Conviction	Other (probation, acquittal, etc.)
Anti-corruption Agency	83	-	-	-	-	-	-	-	-
Police	327	-	-	-	-	-	-	-	-
Others	439 ⁵	-	-	-	-	-	-	-	-
Prosecution	+1,563	1,164	480	257	426	1,248	-	-	-
Courts ⁶	n/a	-	-	-	-	-	n/a	90	96

Investigation and adjudication of <i>money</i> laundering offences in 2016	Reported suspects	Investigations	Dismissed criminal reports	Terminated investigations	Indictments	In procedure	Dismissed indictment	Conviction	Other (probation, acquittal, etc.)
Financial Intelligence Unit	2	-	-	-	-	-	-	-	-
Police	4	-	-	-	-	-	-	-	•
Others	1	-	-	-	-	-	-	-	-
Prosecution	+76	17	3	11	3	66		-	-
Courts ⁷	n/a	-	-	-	-	-	2	-	3

¹ Available at https://ec.europa.eu/

² www.transparency.org/

³ www.rcc.int/

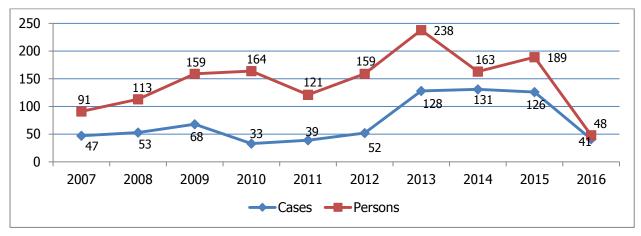
⁴ Figures refer to persons. Kosovo Prosecutorial Council - 2016 Annual Report on Harmonisation of Statistics under the Inter-institutional Mechanism on Harmonisation of Statistics for Characteristic Criminal Offences, available at www.psh-ks.net/

⁵ This includes *inter alia* the Police Inspectorate (88) citizens (114) and affected party (120).

⁶ Courts figures refer to Statistics of jurisprudence for adult persons (2016), Kosovo Agency of Statistics, September 2016, see www.ask.rks-gov.net

In 2016, out of 276 cases in total (194 new received cases), the Kosovo Anti-corruption Agency (KAA) filed criminal charges and forwarded 41 cases involving 48 persons to Prosecution and police and submitted 30 cases against 50 officials to competent administrative institutions for the initiation of disciplinary proceedings. 160 cases were terminated whereas 45 others are under proceedings. In 2016, the KAA issued 62 opinions to different public procurement authorities as well as 54 opinions on conflict of interest-related issues.

The KAA 2016 Annual Report shows a major dropout in 2016, in the number of cases reported to competent institutions by the KAA as shown in the figure below.



Source: KAA 2016 Annual Report

In 2016, 5,201 officials out of 5,219 declared their assets and interests. Out of 824 declaration forms fully audited the KAA submitted 25 criminal reports on the basis of Article 437 of Criminal Code (CC). With regard to Article 424 CC on conflict of interest, the KAA filed only one criminal report. The KAA handled 210 cases of reported conflicts of interests (in 90 cases the CoI was avoided, eleven cases resulted in no conflict of interest, 54 cases were subject of opinions/advice, one case submitted for further investigation, one misdemeanour/dismissals request against responsible official and 53 ongoing cases). The KAA treated 127 cases related to potential violations and corruption in public procurement, resulting in 62 respected opinions, 32 closed cases, 25 advices and three cases in procedure.

In the AML/CFT context, in 2016 the FIU received and generated a total of 11,113 reports that represent an increase of 30% compared to 2015. There is also an increase of 22% of suspicious transaction reports (STRs) received by reporting entities (485 reports; 93% on ML and 7% on TF). Banks and microfinance institutions continue to represent over 90% of STRs. Cash transaction reports (CTRs) continue to be very highly reported as well (779,217 CTRs in 2016 or an increase of 26% compared to 2015). Surprisingly, in 2016 unusual transaction reports received amount to €16,176,800 or around 27% higher. Moreover, in 2016, the FIU issued 85 freezing orders for a total amount of €1,036,146. Furthermore, the data indicate that in 2016 there was an increase by 29% of the number of opened cases for analysis by FIU-K.

Further, an increase of 19% is noted regarding intelligence reports (112) disseminated to other entities⁸ by the FIU. The main suspicions on the basis of which the intelligence reports were disseminated were mainly linked to the suspicions of proceeds generated from organised crime, fraud, unauthorised purchase, possession, distribution and sale of narcotics drugs, psychotropic substances and analogues, falsifying documents, legalisation of false content, abuse of official position or authority, terrorist financing, etc. Furthermore, FIU-K intelligence reports are often related to suspicions of potential proceeds generated from tax evasion.

⁷ So far and until 2016, there has not been a single final ML court decision in Kosovo. The three ML-related cases that were adjudicated in 2016 have resulted in probation sentences in courts.

⁸ 48% to Kosovo Police, 23% to Tax Administration, 12% to EULEX and 10% to counterpart foreign FIUs.

In 2016, the FIU-K received 16 requests from foreign FIUs of Albania, Bulgaria, Finland, "The former Yugoslav Republic of Macedonia", Montenegro, Norway, Switzerland and Netherlands while it responded to 14 requests for information. On the other hand, the FIU-K shared spontaneous intelligence reports in eleven cases with its counterpart FIUs of Albania, Bulgaria, France, Netherlands, Italy, "The former Yugoslav Republic of Macedonia", Germany and Romania. FIU-K signed an MoU with the FIU of Lithuania.

At the policy level, implementation by the KAA of the Anti-corruption Strategy 2013-2017 and Action Plan continues to generate ineffective trends that are due to insufficient involvement of concerned stakeholders and weak political support.⁹

Period	Implemented	Partly implemented and not implemented	Unreported
2016	55.47%	15.32%	29.19%

With regard to the Strategy and Action Plan for Prevention of and Fight against Informal Economy, Money Laundering, Terrorist Financing and Financial Crimes 2014 – 2018 (AML/CFT Strategy), the 2016 annual report¹⁰ indicates low and ineffective implementation of measures in the Action Plan. Out of 51 measures planned, in 2016 responsible institutions have implemented three measures and initiated five other measures. The report emphasises incomplete and inconsistent collection of relevant information and statistical data, in particular from law enforcement and judicial authorities.

12

⁹ See the monitoring reports on the implementation of the Anti-corruption Action Plan and KAA annual reports: <u>1st monitoring report</u>, <u>2nd monitoring report</u>, <u>3rd monitoring report</u>, <u>KAA 2013 Annual Report</u>, <u>KAA 2014 Annual Report</u>, <u>KAA 2016 Annual Report</u>, <u>KAA 2016 Annual Report</u>, <u>KAA 2016 Annual Report</u>.

¹⁰ See relevant annual report (January-December 2016) at https://mf.rks-gov.net/

5 PROGRESS ACHIEVED DURING THE SECOND YEAR OF IMPLEMENTATION

4.1 Overall achievement

Overall, the Project activities and outputs have had a positive impact on legislative and institutional reforms aimed at enhancing Kosovo's compliance with relevant international standards in the AC and AML/CFT areas. Corruption risk assessments in three most vulnerable sectors such as prosecution, judiciary and public procurement as well as delivery of the Methodology on Corruption Risk Management have received considerable attention and positive reactions by beneficiary institutions leading to requests for follow-up activities. Moreover, the Project provided substantial support to the revision process of the Criminal Code and Criminal Procedure Code in relation to bribery-related and counterterrorism provisions as well as to the regulatory framework on Politically Exposed Persons. Furthermore, the review of interagency cooperation in the economic crime area has yielded in a number of substantial recommendations for law enforcement institutions in charge of economic and financial crimes.

4.2 Assessment of Project implementation and deliverables per Expected Results

The analysis below will address activities included in both ER 1 and in ER 2 of the Project Workplan and Calendar, which were implemented during 2017. A number of preparations started regarding the two last components (ER 3 and 4), as per Workplan they will be conducted in the course of 2018.

Achievements and progress in regard to the following Objective Verifiable Indicators (**OVIs**) under **ER 1**:

 At least three risk assessments in the AC area conducted by the KAA in coordination with other stakeholders

Three corruption risk assessments in the area of prosecution, judiciary and public procurement have been finalised and presented.

 At least ten legal opinions and technical papers for concrete anti-corruption measures and/or initiatives are produced

Advanced achievement of the OVI can be reported. During 2017, the Project developed and delivered 16 technical papers (including 5 legal opinions and 4 training modules). Two more technical papers (including 1 legal opinion from above) are under finalisation process. The legal opinions cover Criminal Code and Criminal Procedure Code, Administrative Instruction on Politically Exposed Persons, Regulation on criteria, standards and procedures for public funding of NGOs and Rules of Procedure of the Anti-Corruption Agency in relation to prevention of corruption in public procurement.

Expected Result 1:	Institutional capacities of anti-corruption stakeholders to effectively implement and coordinate anti-corruption measures are further strengthened
Activity 1.1	Conduct risk analysis and assessment in up to three priority areas
Inputs/Actions	1.1.3 Carry out 3 risk assessments of identified (sectors) institutions

a) Focus group meetings on corruption risk assessments

The Project organised two focus groups meetings with regard to corruption risk assessment in prosecution and judiciary with the aim to validate information collected during the first two expert field missions conducted in October and November 2016. In order to exchange knowledge and experience with prosecutors and judges from the region on similar issues and solutions the focus groups were organised in February 2017 in Tirana, Albania.

In addition, the Project organised a focus group meeting on corruption risk assessment in public procurement with the aim to validate findings and clarify outstanding issues. The focus group meeting was held in February 2017 with experienced and active officials in the public procurement sector. As a

result, three risk assessments in prosecution, judiciary and public procurement were finalised and presented at a high-level conference held in May 2017.

b) Presentation of the methodology for corruption risk management

Besides three sectorial risk assessments, the Project developed a Methodology for Management of Corruption Risks with the aim to provide beneficiary institutions with a step-by-step guide so that they would be able to conduct and manage on their own risk assessments in the future. A workshop was organised by the Project in June 2017 to present the Methodology and explain how the process is conducted, what tools and techniques should institutions use to conduct risk assessments and ensure their management, as well as the international standards and good practice in the area.

c) Support to Kosovo Prosecutorial Council in developing corruption risk management action plan

As noted above, risk assessments conducted by the Project have received positive feedback by beneficiary institutions leading to request for follow-up activities. In this respect, the Kosovo Prosecutorial Council (KPC) has requested further support in terms of developing a Corrupting Risk Management Action Plan (CRMAP) for the prosecutorial system and capacity building with regard to its staff in charge of the plan so that they would be equipped with appropriate skills in managing corruption-related risks. Hence, in November 2017, the Project organised a workshop where KPC and KAA staff facilitated by the Council of Europe, jointly started to develop a Corrupting Risk Management Action Plan. The Project will continue this action in 2018 in conjunction with other related activities.

Activity 1.2	Provide legal and technical opinions and legislative proposals and support their implementation to make relevant anti-corruption legislation compliant with international standards
Inputs/Actions	1.2.1 Provide review of at least 6 relevant law and advice on amendments to relevant legislations in order to comply with relevant international standards as recommended by PECK Assessment Reports
Inputs/Actions	1.2.2 Support the drafting of the necessary legislative instruments based on the results of the reviews conducted under 1.2.1

a) 2 Technical Papers (Legal Opinions) on the new draft of Criminal Code

With the aim to follow up on the recommendations provided within PECK I assessments on compliance with international AC and AML/CFT standards, the Project provided substantive support to beneficiary institutions in the drafting process of the Criminal Code. The Council of Europe provided two technical papers/legal opinions addressing shortcomings and providing recommendations on Council of Europe and international standards and good practice in relation to corruption-related offences and counterterrorism provisions. The legal opinions focused on the Council of Europe standards, including Criminal Law Convention on Corruption (ETS 173) and its Protocol (ETS 191), Convention on the Prevention of Terrorism (CETS 196) including its Protocol (CETS 217) and annexed treaties as well as the EU Directive 2017/541 on Combating Terrorism.

b) Technical paper (Legal Opinion) on Politically Exposed Persons

Following adoption of the AML/CFT Law No. 05/L-096 on 25 May 2916, there was a need to issue different sublegal acts or revise existing ones. In this regard, the Project supported the FIU-K, reporting entities from the financial sector, Central Bank and Ministry of Finance on reviewing the existing Administrative Instruction No. 04/2014 on Politically Exposed Persons and its alignment with the new Law and international standards. A Legal Opinion addressing shortcomings and providing recommendations on the Administrative Instruction was shared and discussed with beneficiaries. It is expected that the Administrative Instruction be introduced for a formal process of amendment, consultation and approval by the Government.

c) Technical Paper (Legal Opinion) on the KAA Rules of Procedure in relation to public procurement

As a follow-up to corruption risk assessment in public procurement, the Project drafted and delivered a legal opinion regarding the review of Article 23 of the KAA Rules of Procedure in relation to prevention of corruption in public procurement.

d) Technical Paper (Legal Opinion) Regulation on criteria, standards and procedures for public funding of NGOs

Upon request of the Ministry of Finance (MoF), the Project drafted and delivered a legal opinion on the MoF draft Regulation on criteria, standards and procedures for public funding of NGOs. Several findings and recommendations provided were considered in the adopted version of Regulation MoF No. 04/2017 on Criteria, Standards and Procedures on Public Funding of NGOs of 13 June 2017.

e) Support to legal framework on implementation of international sanctions

At the request of the Ministry of Foreign Affairs, the Project continued supporting the working group in more than 10 meetings to carry out supplements and amendments to the Law No. 03/L-183 on Implementation of International Sanctions. This included drafting and discussion of the Concept Document on Legal Framework regarding Implementation of International Sanctions aiming to align it with international standards.

In May 2017, the Project organised a workshop to discuss the current legal framework regarding implementation of international sanctions aiming to align it with international standards. A Council of Europe expert presented international standards and good practice on targeted financial sanctions related to terrorist financing and financing of proliferation such as FATF Recommendations 6 and 7 as well as relevant UN Security Council resolutions. A focused discussion was carried out regarding 24 requirements that must be implemented in Kosovo legislation in relation to FATF Recommendation 6 such as clear criteria for determination of designations, institutions responsible for overseeing sanctions, standards of proof, standard procedures for listing and de-listing etc.

Formal adoption of the Concept Document by the Government in December 2017 paved the way for drafting needed amendments to the Law whereas the Project will continue to support the drafting process.

f) Support review of the Criminal Code

During 2017, the Project team participated and contributed in more than 12 working group meetings with MoJ and other relevant institutions with the aim to support the revision process of the Criminal Code. Two Technical Papers were produced (one of them is under finalisation). It is worth noting that the majority of recommendations provided by the Council of Europe were included in the new draft Criminal Code. The Code is foreseen to be submitted for adoption by the first-half of 2018.

Activity 1.3	Review legal and institutional whistleblowing mechanisms and provide proposal for improvement
Inputs/Actions	1.3.1 Review of the existing whistleblowing legal and framework to identify shortcomings and provide recommendations

Following the legal and institutional review of whistleblowing mechanisms conducted under the PECK II Project in 2016, the Project organised follow-up with a series of activities aiming to promote the drafting of the new Law on Protection of Whistleblowers which is one of the main recommendations of the review.

The Project organised one debate with students and another debate with public officials to discuss the role of whistleblowers in Kosovo for the anti-corruption agenda and implementation challenges encountered. The event opens the door to the initiative for drafting the new law on protection of whistleblowers. Consequently, the PECK II Project was requested by the MoJ to support the drafting process. Both events received extensive coverage by local media.

Activity 1.4 Strengthen KAA investigative capacities and improve quality of reporting

	to law enforcement authorities as a result of the development and/or revision of methodologies, guidelines and Standards Operating Procedures
Inputs/Actions	1.4.1 Review of the KAA legal, institutional and operational frameworks
	1.4.2 Provide advice/guidelines, recommendations and good practice on KAA internal
	procedures and organisation, investigative capacities, cooperation needs,
	management and quality of information exchange
	1.4.3 Support KAA visibility and communication capacities and delivery of up to 3
	awareness actions (including handbooks, manuals and others)

Two technical papers on the KAA were finalised and presented to the KAA and other representatives of beneficiary institutions including concerned civil society and international community representatives. The review has been well accepted, whereas recommendations provided in the papers have already been considered in several aspects. The main outcome is the initiation of amendments to the Law on Declaration of Assets and Law on Anti-corruption Agency.

In respect of action 1.4.3, the Project has supported the enhancement of visibility and production of visibility items for the KAA. In addition a TV Spot showing negative effect of corruption was produced and broadcasted by the local media outreaching thousands of citizens. Furthermore, the TV Spot was posted on internet as well as shown during awareness-raising activities on the occasion of International Anti-corruption Week.

In relation to action 1.4.7, the Project supported a study visit in Poland with the aim at promoting bilateral cooperation in the economic crime area and enabling participants to exchange experience in the areas of prevention and suppression of corruption.

Activity 1.5	Review legal and update Kosovo's anti-corruption strategy and action plan
Inputs/Actions	1.5.5 Assist KAA in improving the existing interagency coordination mechanism by
	developing and providing methodologies and standardised templates on the
	formulation of anti-corruption action plans and performance indicators

At the request of the KAA, the Project facilitated discussions between KAA and other relevant institutions involved in preventing and combating corruption. In this regard, the Project organised a debate on Functioning of the Anti-corruption Mechanism: The challenge of tackling a corruption case. Comparative international experience in dealing with corruption cases was provided by a Council of Europe expert.

Beneficiary institutions with the support of UNDP Project "Support to Anti-corruption Efforts in Kosovo" have produced a draft of the Anti-corruption Strategy and Action Plan 2018-2022. The Project has not been yet engaged in this activity pending receipt of the final version of relevant drafts.

Activity 1.6	Provide methodologies, guidelines and tools in implementing asset declarations and conflict of interests regulatory frameworks to KAA, government officials, investigative journalists and NGOs
Inputs/Actions	1.6.1.2 Workshop on integrity system shortcomings

In November 2017, the Project initiated a study on the integrity system in Kosovo with the aim to identify related shortcomings and provide recommendations and good practice examples. Bilateral meetings with relevant institutions were carried out with the purpose of discussing current situation with regard to integrity system and mechanisms in place and to identify legal, institutional and operational shortcomings related to the functioning and operations of those mechanisms. Finalisation and delivery of the technical paper will be completed during January 2018.

Inputs/Actions	1.6.2.1 Multidisciplinary training sessions on integrity prevention
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Upon agreement with the Kosovo Academy for Public Safety, in November 2017 the Project organised a Training of Trainers in relation to ethics and integrity for targeted representatives of main law enforcement institutions. Participants had the opportunity to learn from the Council of Europe expert about concepts of ethics and integrity, specific to law enforcement institutions, including ethical dilemmas, social responsibility and code of silence. In addition, a training program and materials drafted for this event were shared with the Academy for Public Safety in order to be used by the Academy trainers in the future.

Inputs/Actions 1.6.2.2 Multidisciplinary training sessions on conflict of interest prevention

At the request of the KAA, the Project organised training in relation to prevention of conflict of interest. The training was focused on the Council of Europe basic rules and definitions with practical examples; categories of employment and post-employment restrictions; incompatibilities; prevention, disclosure and management of *ad hoc* conflict of interest situations; oversight and monitoring; enforcement and related liability and consequences; ways of addressing violations and seeking help and advice. GRECO standards and practice in relation to conflict of interest were also addressed by the Council of Europe expert. In addition a training program was also prepared by the expert and shared with the participants.

Expected Result 2:	Interagency information exchange and cooperation mechanisms are streamlined to ensure effective coordinated measures against economic crime			
Activity 2.1	Assist KAA and FIU (including here Police, Tax, Customs and Prosecution Services) to carry out reviews and gap analysis of their interagency cooperation mechanisms			
Inputs/Actions	2.1.1 Conduct reviews and gap analysis studies (in the AC and AML/CFT areas) on existing interagency cooperation mechanisms and provide recommendations for improvement and streamlining			

With the aim of enhancing procedures/agreements related to interagency cooperation in the economic crime area, the Project undertook a review focusing on operational interagency cooperation and data exchange, practical challenges encountered and strategic analysis. A scoping mission was organised in June 2017 for the purpose of gathering necessary information for the review. A Technical Paper was finalised and presented in November 2017, yielding in a considerable number of recommendations in respect to gaps and loopholes which still prevent efficient interagency law enforcement cooperation in the economic crime area.

Inputs/Actions	2.3.3 Provision of up to 5 multidisciplinary trainings on interagency cooperation
	mechanism issues and exchange of information

a) Specialised training on Money Laundering and Financial Crimes Investigation Techniques

The abovementioned Review of interagency cooperation mechanisms identified among other issues the lack of expertise and insufficient skills among relevant Kosovo agencies in conducting investigations and applying complementary and modern financial analysis techniques. In order to address these shortcomings, in November 2017 the Project organised a specialised training on investigating economic and financial crimes for relevant law enforcement agencies. The activity aimed at increasing capacities on Money Laundering and Financial Crimes Investigation Techniques including techniques and modus operandi in the detection of money laundering and criminal finances, use of financial analysis techniques during complex investigations and cash movement investigative techniques. Practical cases and good practice from member states and EUROPOL experience were presented and discussed.

b) AML/CFT Training for Designated Non-Financial Businesses and Professions (DNFBPs)

Upon request and agreement with FIU, the Project organised training for DNFBPs and their role in countering money laundering and terrorist financing. This activity comes as a necessity taking into consideration new features of the AML/CFT Law which was only adopted in June 2016 as well as assessment and respective rating of DNFBPs under the PECK I AML/CFT Assessment Report.

The training targeted majority of local DNFBPs which according to the Law on Prevention of Money Laundering and Financing of Terrorism include *inter alia* real estate agents and brokers, lawyers, notaries, accountants, auditors and tax advisers, dealers in precious metals and dealers in precious stones.

Expected Result 3:	Assessment Report of anti-corruption (AC) measures			
Activity 3.1	Carry out an anti-corruption assessment measuring the level of compliance with European and international standards			
Inputs/Actions	3.1.1 Prepare AC Questionnaire in line with the GRECO assessment methodology 3.1.3 Translation of the AC Questionnaire into Albanian and Serbian			
Expected Result 4:	Assessment Report of anti-money laundering and combating financing of terrorism (AML/CFT) measures			
Activity 4.1	Carry out an anti-money laundering and combating financing of terrorism assessment measuring the level of compliance with European and international standards			
Inputs/Actions	4.1.1 Prepare AML/CFT Questionnaire in line with the MONEYVAL assessment methodology 4.1.3 Translation of AML/CFT Questionnaire into Albanian and Serbian 4.1.4 Dissemination of AML/CFT Questionnaire to each respective and relevant authority in Kosovo			

Within the framework of forthcoming AC and AML/CFT assessment process that will be carried out in 2018 by Council of Europe, the Project initiated and made the following preparatory steps:

- It consulted a large number of potential candidates and completed the selection of international experts/assessors who will undergo the AC and AML/CFT assessments in two assessment teams;
- It prepared, finalised and ensured translation of AC Questionnaire on the basis of GRECO questionnaire for the fifth evaluation round;
- It prepared, finalised and ensured translation of two AML/CFT questionnaires (technical and effectiveness compliance) on the basis of FATF/MONEYVAL fifth round of mutual evaluation questionnaires;
- It ensured translation of FATF 2012 Recommendations and 2013 Methodology for the AML/CFT assessment;
- It prepared and finalised AC and AML/CFT indicative schedules;
- It organised coordination meeting related to the assessment process with contact points of relevant institutions;
- AML/CFT questionnaires were submitted to the FIU in order to coordinate and forward them to respective institutions.

5 MANAGEMENT AND ORGANISATION

5.1 Management

The status of management and organisation including issues related to staff and offices remain unchanged since the first annual report.

5.2 Steering Committee

The 3rd Steering Committee Meeting took place in June 2017 and was attended by its permanent members, Head of Unit II at the ECCD, representatives of the European Union Office in Kosovo, Head of the Council of Europe Office in Pristina, and PECK II Project team. Achievements and activities since the second steering committee held in December 2016 and future planned activities were discussed. Upon request of EU Office and agreement with beneficiaries a slight amendment to the Workplan was agreed by the SC members, regarding the formulation of Activity 1.1 (sectorial risk analysis) under the Expected Result.

6 COOPERATION WITH STAKEHOLDERS

6.1 Counterpart beneficiaries

Excellent communication and coordination between the Project and its stakeholders was reflected also throughout the second year of implementation. Despite the fact that both national and local elections were organised in 2017, representatives of beneficiary institutions remained committed to cooperation with the Project. A considerable number of requests received by institutions for Project support in various processes have demonstrated the high level of cooperation and relevance of provided assistance.

6.2 Other third parties

Cooperation with other third parties has smoothly continued throughout the reporting period. The Project team has continued to support the Legal Review Mechanism (LRM) with substantive contributions and comments to legislative initiatives related to AC and AML/CFT-related issues. This included substantial inputs given *inter alia* in relation to the revision of Criminal Code, draft Law on Freedom of Association for NGOs, disciplinary liability of prosecutors and judges, amendments to legislation on prosecutorial and judicial systems, legal initiatives on KAA and asset declaration and suspension and termination of employment relationship of public officials.

The Project attended regularly coordination meetings with other Rule of Law EU projects; with B&S counterparts implementing the EU funded Project "Further support to Kosovo institutions in their fight against organised crime and corruption".

Furthermore, the Project attended regularly the anti-corruption partnership briefing organised by the UNDP gathering main international donors such as EU, USAID, OSCE, EULEX, Swiss Development Cooperation, Norwegian, Dutch, British and US embassies' representatives.

At the same time, most of the donors mentioned above have been attending Project activities. Moreover, cooperation with the civil society continued to be a priority of the Project. Overall, relevant civil society organisations took active part in almost half of activities organised by the Project which covered issues of interest such as KAA review, corruption risk assessments, the integrity system, DNFBPs, whistleblowing and anti-corruption mechanisms. Furthermore, the Project participated in different activities organised by civil society organisations and contributed to actions related to their role, including AML risk assessment of NPOs and legal initiatives touching upon the NGOs.

7 VISIBILITY

During the reporting period, the Project remained committed to ensure visibility of the EU contribution at all stages of its activities. The EU/CoE Joint Programme logo, disclaimer and all Project's related documents and deliverables acknowledged that actions had been carried out "with funding from the European Union". They were appropriately displayed and acknowledged during activities, communication and meetings, including on banners, hand-outs, publications and issued materials. Besides this, a number of activities of the Project received high media coverage.

Furthermore, folders, notebooks, pens, bags and USB keys with the Project title and logo were regularly distributed to all beneficiaries during the events organised by the Project, and the Project banner was displayed in conference rooms.

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 were regularly published on the Council of Europe Economic Crime and Cooperation Division website (www.coe.int/corruption) at the section exclusively dedicated to the PECK II Project (www.coe.int/peck2). Moreover, specific Project activities are also featured on the website of the Council of Europe Office in Pristina (www.coe.int/pristina). Important relevant activities are posted as well on the Council of Europe website.

The Project produced visibility materials for KAA and FIU-K, including 500 leaflets (300 in Albanian, 100 in Serbian and 100 in English), 500 pens, 500 folders, 250 notebooks and 200 paper bags for each of its main beneficiary institutions, namely the KAA and the FIU-K.

An awareness raising campaign was designed and organised on declaration of cash and other monetary instruments. According to Law on Prevention of Money Laundering and Financing of Terrorism, all travellers entering or leaving Kosovo are obliged to declare cash and other monetary instruments in their possession. The campaign started on 18 September 2017 and included posters, roll up banners and flyers that have been placed in all official border entry and exit points as well as at visible areas of the international airport of Pristina.

An animated TV Spot showing negative effects of corruption was also produced and broadcasted in the local media reaching the majority of population of Kosovo.

The Project will continue to pay special attention to the visibility of its actions and results.

8 DIFFICULTIES/RISKS ENCOUNTERED DURING IMPLEMENTATION

In May 2017 Kosovo lawmakers dismissed the government in a no confidence motion triggering parliamentary elections in June 2017. Subsequently, local elections were held in October 2017. Although not in a direct manner, this has had a slight impact in terms of the Project activities causing some delays in their implementation. Delays in forming the Government and non-efficient functioning of the Assembly have had impact mainly on the deliberation and adoption of legal initiatives and to some extent on the ongoing initiatives.

9 CONCLUSIONS

During the reporting period tangible progress has been achieved towards implementation of planned activities and delivery of a number of important outputs thus setting clear grounds and providing a high impetus for the ongoing and future reforms on economic crime in Kosovo.

Implementation of planned activities has proceeded according to the Workplan, with rational use of resources and with only minor delays in respect to some legislative-related activities caused by political developments. In general, tangible impact has been achieved through various Project outputs, whereas positive engagement for continuing cooperation has been noted throughout the reporting period by beneficiary institutions.

During the reporting period the Project demonstrated significant involvement in influencing, assisting and supporting legislative and policy developments in Kosovo in AC and AML/CFT areas. Project support was provided in the development of draft amendments to the Criminal and Criminal Procedures Codes, Regulation on Politically Exposed Persons, the Law on Implementation of International Sanctions, Law on Whistleblowers, Law on Asset Declaration and the Law on KAA.

The Project has strived to ensure sustainability of its support through provision of follow-up combined with tailor made activities and active engagement of beneficiary institutions. The Project has made a lot of efforts in terms of visibility and public awareness-raising activities by demonstrating a clear added value and increasing visibility of its actions and results.

The AC and AML/CFT assessment process modeled on GRECO and FATF/MONEYVAL assessment methodologies for Kosovo authorities which has already been initiated puts the Project into the final and the most important phase of implementation.

Overall, PECK-II continues to be seen by beneficiary institutions as a reliable project which provides substantive and high quality input, as has been reiterated on several high-level occasions by representatives of the beneficiary institutions and the government in Kosovo.

Ardita Abdiu

Head of Economic Crime and Cooperation Division

92/03/los

Action against Crime Department, DGI

Signature:

Date:

VISIBILITY









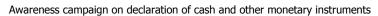


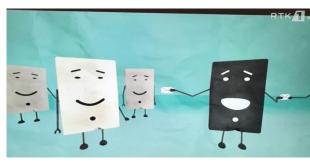
Visibility items for the two main beneficiaries (KAA and FIU)













Video clip on corruption effects



Conference on presentation of corruption risk assessments in prosecution, judiciary and public procurement 3 May 2017, Pristina, Kosovo



Presentation of legal opinion on Politically Exposed Persons 10 October 2017, Pristina, Kosovo



Public debate on Protection of whistleblowers, 5 December 2017, Pristina, Kosovo



Study visit of senior anti-corruption officials 14-16 March 2017, Warsaw, Poland

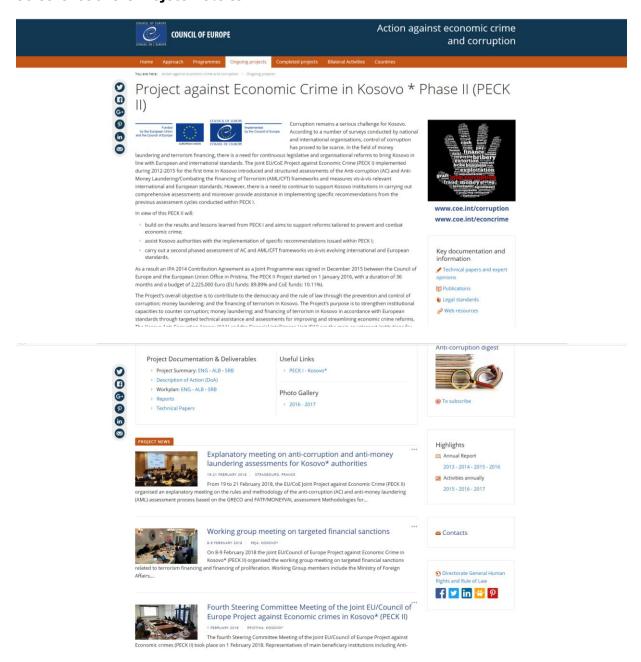


Presentation of findings on enhancing interagency cooperation mechanisms in the economic crime area 18 October 2017, Pristina, Kosovo



Training on Money Laundering and Financial Crimes Investigation Techniques 29-30 November 2017, Prizren, Kosovo

Screenshot of the Project website



9 ANNEXES

9.1 Workplan

9.2 Annual Calendar of Activities

Action No	Logframe Activity	Name	Venue	Date
NO	No			
01	1.4	Review of the Kosovo Anti-corruption Agency (KAA) Framework and Mechanisms: Findings and Recommendations	Pristina	23 January 2017
02	1.1.3	Focus group on Corruption Risk Assessment in Public Procurement	Prevallë	9-10 February 2017
03	1.1.3	Focus group on Corruption Risk Assessment in Prosecution	Tirana	23-24 February2017
04	1.1.3	Focus group on Corruption Risk Assessment in Judiciary	Tirana	23-24 February2017
05	1.4.7	Study visit to promote bilateral cooperation in the anti-corruption area	Warsaw, Poland	14-16 March 2017
06	1.1.3	Conference on corruption risk assessments in prosecution, judiciary and public procurement	Pristina	3 May 2017
07	1.2.1	Workshop on Kosovo legal framework related to implementation of international sanctions and its compliance with international standards	Pristina	10-11 may 2017
08	2.3.3	AML/CFT Training for Designated Non-Financial Businesses and Professions (DNFBPs)	Pristina	16-17 May 2017
09	2.1.1	Scoping mission on interagency cooperation in economic crime area	Pristina	9-10 June 2017
10	1.1.3	Presentation of the Methodology on Management of Corruption Risks	Pristina	19-20 June 2017
11	n/a	Third Steering Committee Meeting	Pristina	27 June 2017
12	1.6.2.2	Training on Detection and Prevention of Conflict of Interest	Pristina	14-15 September 2017
13	1.2.1	Working Group Meeting to discuss proposed changes and amendments to the Administrative Instruction on Politically Exposed Persons	Pristina	10-11 October 2017
14	2.1.1	Presentation and discussion of Technical Paper on Interagency Cooperation in economic crime area	Pristina	18 October 2017
15	1.6.1.2	Scoping mission for the study on integrity system	Pristina	2-3 November 2017
16	1.1.3	Working Group for developing the Corruption Risk Management Action Plan for the prosecutorial system	Pristina	22-24 November 2017
17	2.3.3	Training on Money Laundering and Financial Crimes Investigation Techniques	Prizren	29-30 November 2017
18	1.6.1.3	Training of Trainers on ethics and integrity for law enforcement agencies	Miloshevë	29-30 November 2017
19	1.1.3	Discussion on protection of whistleblowers in Kosovo: their role in anti-corruption agenda and challenges	Pristina	05 December 2017
20	1.1.3	Discussion with students: Whistleblowing in Kosovo - Role and challenges	Pristina	08 December 2017
21	1.5.5	Workshop on functioning of the anti-corruption mechanism: the challenge of tackling a corruption case	Pristina	11 December 2017

9.3 List of Technical Papers

Date	Technical Papers (2017)	Languages
January 2017	Review of Institutional and Operational Framework and Mechanisms of the Kosovo Anti-corruption Agency	
January 2017	Review of Regulatory Framework of the Kosovo Anti-corruption Agency	Eng./Alb.
March 2017	Review of draft Regulation on criteria, standards and procedures for public funding of NGOs	Eng.
May 2017	Corruption risk assessment of the prosecution system in Kosovo	Eng./Alb.
May 2017	Corruption risk assessment of the Kosovo judicial system	Eng./Alb.
May 2017	Corruption risk assessment of the public procurement area in Kosovo	Eng./Alb.
June 2017	Methodology for corruption risk management in Kosovo	Eng./Alb.
May 2017	Training Module on Anti-Money Laundering and Combating Financing of Terrorism: Designated Non-Financial Businesses and Professions (DNFBPs)	Eng.
July 2017	Legal opinion on reviewing Article 23 of the Anti-corruption Agency Rules of Procedure in relation to prevention of corruption in public procurement	Alb./Eng.
September 2017	Enhancing interagency cooperation mechanisms between relevant government agencies in Kosovo involved in the fight against economic crimes and criminal finances	Eng./Alb.
September 2017	Training Programme on Detection and Prevention of Conflict of Interest	Eng./Alb.
October 2017	Legal Opinion on reviewing the Administrative Instruction No. 04/2014 on Politically Exposed Persons (PEPs)	Eng./Alb.
November 2017	Legal Opinion on counterterrorism provisions in the Criminal Code of Kosovo and their conformity with international standards	Eng./Alb.
November 2017	Training of Trainers Programme on Ethics and Integrity for law enforcement agencies in Kosovo	Eng.
November 2017	Specialised training on Money Laundering and Financial Crime Investigation Techniques	Eng.
November 2017	Legal Opinion on specific amendments to the Criminal Code and Criminal Procedure Code of Kosovo and their conformity with international standards ¹¹	Eng./Alb.

 $^{^{11}}$ This technical paper is in pre-final stage and may undergo further amendments when it will be finalised and delivered.