

Department of Crime Problems Directorate General I —Legal Affairs July 2006

Implementation of National Anti-corruption Plans in South-eastern Europe (PACO IMPACT)

# **Economic and Organised Crime services in South-eastern Europe**

Prosecution and Law Enforcement Bodies
- Current status and needs for reform -



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The views expressed in this report are solely those of the involved experts and representatives from each project area and do not necessarily reflect the official position of the Council of Europe.

#### 1. INTRODUCTION

This publication is one of the outputs of PACO Impact project - a technical assistance project in support of South-eastern European countries' anti-corruption policy reform efforts - which lasted from March 2004 to July 2006, and which was funded by the Swedish International Development Agency (Sida) and implemented by the Council of Europe. The seven project areas covered through PACO Impact were Albania, Bosnia and Herzegovina, Croatia, "the Former Yugoslav Republic of Macedonia", Kosovo (Republic of Serbia), Montenegro, and Serbia. It followed-up on assessments by the European Commission made on project areas' progress towards European integration in the framework of the Stabilisation and Association process, and recommendations resulting from GRECO evaluations as well as other reviews, such as those carried out under the Stability Pact Anti-corruption Initiative (SPAI).

Prosecutorial and law enforcement agencies are key to the implementation, and thus to the success of any repressive legal framework to fight corruption. This requires, *inter alia*, an independent prosecution, a functioning working relationship between the prosecution and law enforcement agencies, highly specialised staff, and a sound legal framework they can base their work on.

The information compiled in this publication is primarily based on inputs from, and discussions among, participants of the PACO Impact Regional Thematic Seminar 'Strengthening anti-corruption prosecutorial services in South-eastern Europe', which took place in Hamburg in April 2006. It has been up-dated since, and represents the status of anti-corruption and prosecutorial services at the end of the project (July 2006). The compilation indicates areas in which PACO Impact has intervened since March 2004; it also highlights areas which would necessitate further technical assistance in order to ensure the continuity and sustainability of the reforms underway.

The seminar was organised in partnership with the Department of Internal Investigations of the Ministry of Interior of Hamburg. It brought together 40 participants from all project areas, representing specialised prosecutorial services on economic and organised crime, and the economic crime/corruption bureaus of the respective Ministries of Interior/Public Order. The issues discussed during the two-day activity were:

- Review of existing structures and methodologies of anti-corruption and economic crime services within prosecutorial and law enforcement agencies;
- Review of best practices and identification of issues of concern with respect to investigation and prosecution of economic and crime/grand corruption cases; and
- Recommendations to improve the existing legal bases with respect to structures, work methodologies and co-operation aspects for and between law enforcement and prosecutorial services.

#### 2. COMMON PROBLEMS NEEDING UNIFIED SOLUTIONS

As a result of the assessment, reviews and discussions held between participants and the Council of Europe experts, the participants concluded that there is a need to identify the following common approaches and solutions, also in light of standard-setting made by international instruments that countries have agreed to fully implement:

- An efficient implementation of existing relevant legislation is only possible if political will and support is ensured;
- There is a need for mandatory tools and bases for the 'submission of information' between relevant agencies both at national and at regional levels;
- There is a need for legal certainty on police and law enforcement structures (currently, there
  are too many changes in too short a time, causing confusion with respect to authorities and
  task management);
- There is a need for stronger legal and operational capacities to efficiently conduct cybercrime investigations;
- There is a need for specific legislation on interception, which would have to include clear guidelines on the categories of criminal offences that could be subject of such special investigative measures;
- There is a need for the respective governments to increase their support to the law enforcement and prosecutorial services by allocating special budgetary resources for operations and education;
- There is a need to clearly identify and implement legal bases and international guidelines when handling bank secrecy/foreign entities-related cases;
- There is a need to provide legal implementation and practical guidelines in order to ensure that the freeze and seizure of proceeds of crime (as an injunction order) should create the basis of an efficient confiscation procedure, which appears to be currently one of the key problems at the end of criminal proceedings;
- There is a need to seek and obtain technical guidelines for the appropriation of the corresponding value, and how and what measures can be used in order to prove the amount of proceeds from a specific crime; and
- There is a need for training on investigation and prosecution of crimes related to a) securities regulation and b) insider trading.

# 3. ALBANIA

	Duties	Structure or institution accountable to	Issues of Concern
PROSECUTO	RIAL SERVICES (CORRU	PTION/ECONOMIC ANI	O ORGANISED CRIME)
Name	Directorate of Organised and Economic Crime, within the Prosecutor General's Office	Prosecutor's General Office of Albania	<ul> <li>Profile-oriented sectors within the Directorate;</li> <li>Trained and profile-oriented prosecutors;</li> <li>Similar smaller structure established at all levels of prosecutorial services.</li> </ul>
Offices/ Units	Sector of Economic Crime and Corruption, Tirana District Prosecution Office	Tirana District Prosecution Office and Prosecutor's Office	<ul> <li>Trained and profile- oriented prosecutors;</li> <li>Equivalent smaller structure established in all district prosecutorial services.</li> </ul>
Structures and human resources	The Directorate of Organised and Economic Crime has 8 staff members: 1 Director and 7 Prosecutors.  The Sector has 20 staff members: 9 prosecutors and 11 officers of the judicial	Prosecutor General's Office  Tirana District Prosecution Office and Prosecutor's Office	Based on the Order of the Prosecutor General, this sector should be directly managed by the Chief Prosecutor or Deputy Chief Prosecutor of the respective prosecutorial office. However, the provisions of this Order are not yet functional.
Relevant legal framework	<ul> <li>■ Law on Prosecution No. 8737, of 12 February 2001 (amended by Law No.9102, of 10 July 2003);</li> <li>■ Criminal Code and Criminal Procedure Code of the Republic of Albania;</li> <li>■ Order of the Prosecutor General "On the creation of the Directorate of Organised Crime" No.138, of 22 October 2001 (amended by the Prosecutor General</li> </ul>	<ul> <li>Parliament</li> <li>Prosecutor         General</li> <li>Chief Prosecutor         of Tirana District         Prosecution         Office</li> </ul>	Currently, the new government is trying to review/amend the existing legal framework of the Prosecutorial Services in order to further strengthen the prosecutor's accountability provisions with regard to handling economic and organised crime and corruption-related offences/files.

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	Order No.94, of 16 May 2002  Order of the Prosecutor General "On the creation of a Sector for Economic Crime and Corruption in the Tirana District Prosecution Office", No. Nr. 233, of 11 November 2005		
	Annual budget allocated to the Prosecutor General's Office of Albania.	State Budget/Ministry of Finance	Small and insufficient budget allocated for running the offices (the budget only covers salaries).
Budget and financial resources			However, resources are lacking to provide for:  General and profile-oriented trainings; Expertise; Legal translations; The introduction and use of special investigative means; Operational costs.
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Name	Department of Organised Crime	Ministry of Interior	
Office/ Units	Section for the Fight against Money Laundering and Financial Crime and also 12 other Sections in the District Police Directorates throughout the country.	Ministry of Interior	<ul> <li>Upgrading the section at Directorate level;</li> <li>Trained and profile-oriented officers of the judicial police.</li> </ul>
Structure and human resources	The structure has 10 civil servants: 1 Director and 9 profile specialists/officers of the judicial police.  The number of officers working in the 12 sections in other District Police Directorates is 70	Ministry of Interior	<ul> <li>Lack of additional necessary human resources/trained people in the structures which are already in place;</li> <li>Sub-ordinate structures in all district police directorates are not yet fully operational;</li> <li>Lack of training and profile-oriented</li> </ul>

	judicial police officers.		specialists/officers of the judicial police.
Relevant legal framework	<ul> <li>Law on the State Police;</li> <li>Law on the Organisation and Functioning of the Judicial Police;</li> <li>Law on Combating and Preventing Organised Crime;</li> <li>Criminal Code and Criminal Procedure Code of the Republic of Albania.</li> </ul>		
Budget and financial resources	Annual budget allocated to the General Directorate of the Police.	State Budget/Ministry of Finance	Small and insufficient budget allocated for running the offices (budget is dedicated only to salaries).  However, resources are lacking to provide for:  General and profile-oriented trainings;  The operational-level use of special investigative means;  Operational costs.

TYPES OF CORRUPTION-RELATED OFFENCES DEALT WITH (BY PROSECUTORS AND LAW ENFORCEMENT)

#### **Criminal Code**

- Article 124/a Requesting or receiving rewards for the adoption procedures;
- Article 164/a Active corruption in the private sector;
- Article 164/b Passive corruption in the private sector;
- Article 244 Active corruption of persons who exercise public functions;
- Article 245 Active corruption of high-level state officials or elected members of the central government;
- Article 245/1 Exercising illegal influence towards persons who exercise public functions;
- Article 259 Passive corruption of persons who exercise public functions;
- Article 260 Passive corruption of high-level state officials or elected members of the central government;
- Article 312- Active corruption of the witness, expert, and translator/interpreter;
- Article 319 Active corruption of the judge, prosecutor, and other functionaries of the judiciary;
- Article 319/a -Passive corruption of the judge, prosecutor, and other functionaries of the judiciary;
- Article 320/a Non-execution, without legal reasons, of court decisions;
- Article 328 Granting rewards and promises.

#### Criminal Procedure Code

Chapter IV - Interceptions (Articles 221 - 226)

■ Article 294/a – Simulated acts.

#### CO-OPERATION WITH OTHER RELEVANT INSTITUTIONS

#### a) Prosecutorial Services:

- District and Appellate Prosecution Offices;
- Serious Crime Prosecution Office;
- Police and Judicial Police;
- High Inspectorate of Declaration and Control of Assets;
- Directorate of Money Laundering;
- State Supreme Audit;
- State Informative Service; and
- Central institutions.

#### b) Law Enforcement:

- Prosecutor's General Office;
- District and Appellate Prosecution Offices;
- Serious Crime Prosecution Office;
- Ministry of Finance;
- General Directorate of Taxation; and
- General Directorate of Customs.

# NECESSARY REFORM ACTIONS AND POLICY DIRECTIONS/RECOMMENDATIONS FOR IMPROVEMENT

# a) Prosecutorial Services:

- Consolidate and create profile-oriented structures that are fully equipped and have trained staff both in the Prosecutor's General Office and in the District and Appellate Prosecution Offices;
- Clarify competencies;
- Organise the police structures according to a similar principle;
- Enhance co-operation and collaboration with other relevant actors.

#### b) Law enforcement:

- Create profile-oriented structures;
- Ensure full access to the databases of the institutions which provide/are sources of information; ensure co-operation with such bodies.

# 4. BOSNIA AND HERZEGOVINA (BIH)

	Duties	Structure or institution accountable to	Issues of Concern
PROSECUTO	RIAL SERVICES (CORRU	PTION/ECONOMIC ANI	D ORGANISED CRIME)
Name	<ul> <li>Prosecutor's Office of BiH</li> <li>Prosecutor's Office of the Federation of BiH</li> <li>Prosecutor's Office of the Republika Srpska (RS)</li> <li>Prosecutor's Office of Brčko District</li> <li>10 Cantonal Prosecutor's Offices in the Federation of BiH</li> <li>5 District Prosecutor's Offices in the RS.</li> </ul>	In the entities (the Federation of BiH and Republika Srpska), the entity prosecutor's offices have hierarchical supremacy over the cantonal, district ones, which is manifested through issuance of mandatory guidelines for work to the lower level prosecutor's offices. The Prosecutor's Office of BiH is independent, and can only issue guidelines to the entity prosecutor's offices for offences within its jurisdiction.	<ul> <li>Prosecutor's Offices are not fully hierarchically organised</li> <li>Non-existence of information networks and unified data bases tempore criminis.</li> </ul>
Offices/ Units	<ul> <li>Department for Organised Crime, Economic Crime and Corruption.</li> <li>Departments for Economic and Organised Crime within the bigger district Prosecutor's Offices in the RS.</li> <li>Departments for Organised Crime, Economic Crime and Corruption within the Cantonal Prosecutor's Offices.</li> </ul>		
Structures	Within the Prosecutor's Office of BiH, the Department for Organised Crime,	High Judicial and Prosecutorial Council of BiH.	Due to the complexity and specificity of the investigation on corruption and economic crimes, it

and human resources	Economic Crime and Corruption has 5 teams. Each team numbers 2 prosecutors, 2 expert assistants and one administrator.  The state-level Prosecutor's Office has one prosecutor tasked specifically with	would be necessary to introduce advisor/specialist posts, covering the fields of economy and finances.
	organised crime and corruption-related cases.	
Relevant legal framework	<ul> <li>Law on the Prosecutor's Office of BiH;</li> <li>Law on the Federal Prosecutor's Office of the Federation of BiH;</li> <li>Law on the Prosecutor's Office of Republika Srpska;</li> <li>In addition to the laws, there are rulebooks on the organisation and structure.</li> </ul>	
Budget and financial resources	The Prosecutor's Office of BiH is financed from the budget of BiH.  Entity Prosecutor's Offices are financed from entity budgets.  Cantonal Prosecutor's Offices in the Federation of BiH are financed from the cantonal budgets.  District Prosecutor's Offices in the RS are financed from the entity budget of the RS.	In order to ensure the full independence of the Prosecutor's Offices it would be necessary to finance the Prosecutor's Offices from one unified budget.

	LAW ENFORCEMENT (MINISTRY OF INTERIOR/OTHER) CORRUPTION/ECONOMIC AND ORGANISED CRIME			
Name	<ul> <li>State Investigation and Protection Agency - SIPA;</li> <li>State Border Service - SBS.</li> <li>Interpol;</li> <li>Ministries of Interior of the Federation of BiH (with 10 cantonal Ministries of Interior) and the Republika Srpska (with 5 Centers of Public Security);</li> <li>Police of Brčko District.</li> </ul>	SIPA, SBS Interpol Ministry of Security Council of Ministers.		
Office/ Units	Within SIPA, as well as within the entity Ministries of Interior, the Cantonal Ministries of Interior, and the Police of Brčko District, there are Departments of Crime Police, within which there are Departments for the Fight against Financial/Economic Crime and Corruption.		<ul> <li>Non-existence of unified databases;</li> <li>Insufficient level of information exchange among law enforcement agencies in BiH;</li> <li>Lack of adequate technical equipment.</li> </ul>	
Structure and human resources	In the Department for Prevention and Detection of Financial Crime and Corruption of SIPA there are currently 15 investigators who are deployed in the HQ in Sarajevo, and in 4 regional offices.  Within the entity-level and Cantonal Ministries of Interior, the Departments for the Fight against Financial/Economic Crime and Corruption number from 6 to 8 investigators.		<ul> <li>At the moment, the staffing level of SIPA is only reached to 40%.</li> <li>There is an immediate need for specialised training.</li> </ul>	
	<ul> <li>Law on the State Investigation and</li> </ul>			

Relevant legal framework	Protection Agency;  Law on Police Officials of BiH;  Law on the Ministry of Interior of the Federation of BiH;  Law on the Ministry of Interior of the RS;  Law on the Police of Brčko District;  Cantonal laws on Ministries of Interior.	
Budget and financial resources	<ul> <li>SIPA is financed from the budget of BiH;</li> <li>The entity-level Ministries of Interior are financed from the entity budgets;</li> <li>The Cantonal Ministries of Interior are financed from cantonal budgets; and</li> <li>The Police of Brčko District is financed from the district budget.</li> </ul>	

# TYPES OF CORRUPTION-RELATED OFFENCES DEALT WITH (BY PROSECUTORS AND LAW ENFORCEMENT)

- Accepting gifts and other forms of benefits;
- Giving gifts and other forms of benefits;
- Trading in influence;
- Abuse of office or official authority;
- Embezzlement in the office;
- Fraud;
- Forgery of official documents;
- Violation of the law by the prosecutor or judge.

## CO-OPERATION WITH OTHER RELEVANT INSTITUTIONS

#### a) Prosecutorial Services:

All law enforcement agencies are obliged to co-operate with the Prosecutor's Offices. These are in particular: SIPA, SBS, the entity- and cantonal-level Ministries of Interior and the Centers of Public Security, the Indirect Tax Administration and other Tax Administrations.

#### b) Law enforcement:

The law enforcement agencies co-ordinate in general with the following relevant agencies: Prosecutor's Offices and Courts in BiH, other law enforcement agencies in BiH, the Indirect Tax Administration, other Tax Administrations, SIPA, SBS and Interpol.

# NECESSARY REFORM ACTIONS AND POLICY DIRECTIONS/RECOMMENDATIONS FOR IMPROVEMENT

#### a) Prosecutorial services:

- Establish a full hierarchical sub-ordination and co-ordination from the BiH Prosecutor's Office towards the entity and cantonal and district Prosecutor's Offices;
- Establish a unified database at the level of the BiH Prosecutor's Office, which would contain all data from cantonal, district and entity Prosecutor's Offices;
- All Prosecutor's Offices should be on the principle of specialised departments, and give
  a possibility to the prosecutors to specialise on a certain type of criminal offence;
- Develop team work in the Prosecutor's Offices;
- Within the Prosecutor's Offices, organise departments of specialised investigators, who
  would, together with the investigators from law enforcement agencies, and supervised
  by the prosecutor, conduct investigations.

#### b) Law enforcement:

- Harmonize the legislation of the police service, granting equal status to all police officials in BiH;
- Enhance international co-operation;
- Strengthen the teams dealing with crime analyses, by selecting and training and adequate number of analysts and expert witnesses in crime investigation;
- Intensify co-operation with NGO's;
- Strengthen technical capacities inside those law enforcement agencies, which are of particular importance for the fight against corruption;
- Undertake measures to prevent corruption within law enforcement agencies;
- Undertake measures to motivate the public to report illegal activities to the responsible institutions.

# 5. CROATIA

	Duties	Structure or institution accountable to	Issues of Concern
PROSECUTO	RIAL SERVICES (CORRU	PTION/ECONOMIC ANI	O ORGANISED CRIME)
Name	Office for the Suppression of Organised Crime and Corruption (USKOK) established in December 2001 as a specialised Public Prosecutor's Office. USKOK is responsible for the prevention, prosecution and	Chief State Attorney Office of the Republic of Croatia	
	suppression of criminal offences related to corruption, economic and organised crime.		
Offices/ Units	<ul> <li>Prosecutor's         <ul> <li>Department -</li> <li>responsible for the investigation and prosecution of corruption-related criminal offences;</li> <li>Department for Research and Documentation-providing logistical support;</li> <li>Department for Prevention of Corruption and Public Relations;</li> <li>Department for International Cooperation and Joint Investigations.</li> </ul> </li> </ul>	Chief State Attorney Office of the Republic of Croatia	Due to the lack of human resources and delays, the Department of Prevention and Education of corruption is not fully operational, yet, resulting in some of the tasks not being implemented.
Structures and human resources	The USKOK Headquarters are in Zagreb; its three other branch offices are in Split, Rijeka, Osijek.  The Headquarters office in Zagreb has: an USKOK Director, 10 Prosecutors, and 1	Chief State Attorney Office of the Republic of Croatia	Provision of specialised and expert staff to the Department for Prevention of Corruption and Public Relations

	Legal Advisor within the Prosecutor's Department.  Within each of the Branch Offices there is 1 Prosecutor per each Office and 1 Legal Advisor per each Office and 7 other employees and civil servants.  Currently, the following recruitment procedures are underway:  1 criminologist for the Department for the Prevention of Corruption and Public Relations;  1 sociologist-political scientist;  1 journalist for the Department for International Cooperation and Joint Investigations;  1 expert consultant-		
Relevant legal framework	<ul> <li>Interpreter.</li> <li>Law on the Office for Suppression of Organised Crime and Corruption;</li> <li>Criminal Procedure Code;</li> <li>Criminal Code.</li> </ul>	Parliament Parliament Parliament	
Budget and financial resources	State Annual budget allocated to USKOK.	Parliament	Difficulties on adjustments to the previously allocated funds in order to carry out other activities within the framework of the newly established Departments and the recent changes in the USKOK law
ORGANISED  Name		Police Directorate Ministry of Interior	Lack of human resources within the department and police administrations and specialised officers.

Office/ Units	<ul> <li>Specialised Unit for Criminal Investigations including, among others, corruption-related offences and training of the police administration;</li> <li>Cyber Crime Section.</li> </ul>	Carrying out also	The structure is not yet fully
Structure and human resources	<ul> <li>The structure includes 10 Police Inspectors and 1 Head of the Department;</li> <li>The Police Administration Sections of the Economic Crime and Corruption Department counts 253 police officers.</li> </ul>	Carrying out also other Crime Investigations conducted in collaboration with the Chief State Attorney Office.	The structure is not yet fully completed according to the planned Ministry's organigramme.
Relevant legal framework	<ul> <li>Law on the Police;</li> <li>Criminal         Procedure Code;</li> <li>Criminal Code;</li> <li>Decree on the         Internal Structure         of the Ministry of         Interior.</li> </ul>		Structure should be enlarged and strengthened as well as be upgraded at Directorate level.
Budget and financial resources	Annual budget allocated to the Ministry of Interior.	Parliament	

TYPES OF CORRUPTION-RELATED OFFENCES DEALT WITH (BY PROSECUTORS AND LAW ENFORCEMENT)

#### **USKOK**

- Unfair competition in foreign trade operations according to Article 289, paragraph 2 of the Criminal Code;
- Misuse in performing government duties according to Article 338 of the Criminal Code;
- Illegal intercession according to Article 343 of the Criminal Code;
- Accepting a bribe according to Article 347 of the Criminal Code;
- Offering a bribe according to Article 348 of the Criminal Code;
- Criminal offences of money laundering according to Article 279, paragraph 1 and 2 of the Criminal Code;
- Obstruction of evidence according to Article 304, paragraph 1 of the Criminal Code;
- Duress against officials engaged in the administration of justice from Article 309 of the Criminal Code;
- Obstructing an official in the performance of duty according to Article 317 of the

#### Criminal Code;

- Revealing the Identity of a Protected Witness Article 305a of the Criminal Code;
- Kidnapping Article 125 Paragraph 2 of the Criminal Code;
- Coercion Article 128 Paragraph 2 of the Criminal Code;
- Trafficking in Human Beings and Slavery Article 175, Paragraph 3 of the Criminal Code;
- Illegal Transfer of Persons across the State Border Article 177, Paragraph 3 of the Criminal Code;
- Robbery Article 218, Paragraph 2 of the Criminal Code;
- Extortion Article 234, Paragraph 2 of the Criminal Code;
- Blackmail Article 235, Paragraph 2 of the Criminal Code;
- Illegal Debt Collection Article 330, Paragraphs 4, 5 of the Criminal Code.

*If those acts are committed within a group or criminal organisation:* 

- Misuse of Drugs Article 173, Paragraph 3 of the Criminal Code;
- Associating with the purpose of committing a Criminal Offence Article 333, (except criminal offences against the Republic of Croatia and armed forces) of the Criminal Code.

Against the leaders of a criminal organisation for offences of :

- Pandering Article 195 paragraph 2 of the Criminal Code;
- Illegal Trafficking with Gold Article 290, Paragraph 2 of the Criminal Code;
- Avoiding Customs Controls Article 298, Paragraph 2 of the Criminal Code.

#### Law enforcement/Police

- Concluding a Prejudicial Contract Article 294 of the Criminal Code;
- Accepting a Bribe in Economic Business Operations Article 294a of the Criminal Code;
- Offering a Bribe in Economic Business Operations Article 294b of the Criminal Code;
- Disclosure and Unauthorized Procurement of a Business Secret Article 295, Paragraph 2 of the Criminal Code;
- Misuse of a Position or Authority Article 337, Paragraph 4 of the Criminal Code;
- Illegal Intercession Article 343 of the Criminal Code;
- Accepting a Bribe Article 347 of the Criminal Code;
- Offering a Bribe Article 348 of the Criminal Code;
- Disclosure of an Official Secret Article 351 of the Criminal Code.

#### CO-OPERATION WITH OTHER RELEVANT INSTITUTIONS

#### a) Prosecutorial Services

- Police;
- Independent Department for the Detection of tax-related Offences/Tax Administration;
- Office for Suppression of Money Laundering/ Ministry of Finance;
- Tax/Customs Administrations;
- State Inspectorate.

#### b) Law enforcement

- Chief State Attorney Office;
- Independent Department for Detecting Tax-related Offences/Tax Administration;
- Office for the Suppression of Money Laundering/Ministry of Finance;
- Financial Police/Ministry of Finance;
- Croatian Agency for the Supervision of Financial Transactions;
- Customs Administration;
- State Inspectorate.

NECESSARY REFORM ACTIONS AND POLICY DIRECTIONS/RECOMMENDA	ATIONS FOR
IMPROVEMENT	

a) Prosecutorial services:

NONE

b) Law enforcement:

NONE

# 6. KOSOVO¹ (SERBIA)

	Duties		Issues of Concern
PROSECUTO	RIAL SERVICES (CORRU	PTION/ECONOMIC AN	D ORGANISED CRIME)
Name	<ul> <li>Local Prosecutors' Services</li> <li>International Prosecutors specialised in financial investigations</li> </ul>	<ul> <li>Offices of the Public Prosecution of Kosovo</li> <li>Office of the International Prosecutors</li> </ul>	<ul> <li>Trained and profile-oriented local prosecutors (local prosecutors specialised in economic investigations);</li> <li>Lack of manpower in the office of the International Prosecutors' Services;</li> <li>Lack of efficient coordination with the police;</li> <li>Lack of joint investigations and criminal proceeding work among local and international prosecutors.</li> </ul>
Offices/ Units	There is no Special Anti-corruption Unit within the Public Prosecution Office of Kosovo.	Offices of the     Public     Prosecution of     Kosovo	There is a need to finalise the current attempts in establishing the Anticorruption Unit within the Office of Public Prosecution of Kosovo.
Structures and human resources	<ul> <li>The Offices of the Public Prosecution in Kosovo (locally staffed) are composed of several prosecutors however they are not specialised to deal with economic and corruption-related crime investigations.</li> <li>The Office of the International Prosecutors has only one</li> </ul>	UNMIK	<ul> <li>Small number of staff;</li> <li>Lack of specialised local prosecutors to handle economic and corruption related crime cases;</li> <li>Lack of additional secondments from the judicial or other police.</li> </ul>

<sup>&</sup>lt;sup>1</sup> The project area includes also Kosovo, currently under the interim administration of UNMIK in accordance with the United Nations Security Council resolution 1244 (1999).

		П	
Relevant legal framework	International Prosecutor specifically appointed for handling corruption and economic crime cases.  UNMIK Regulations on the Appointment of Judges and Prosecutors  UNMIK Regulations promulgating the Provisional Criminal Code of Kosovo and the Provisional Criminal Procedure Code of Kosovo  UNMIK Regulations on Money Laundering and Corruption  UNMIK Regulations on Money Laundering and Corruption  UNMIK Regulations on Establishing Special Bodies to Investigate	UNMIK Kosovo Assembly	<ul> <li>The content of some regulations/provisions needs to be reviewed in order to facilitate investigations;</li> <li>There is a need to clarify local linguistic vagueness of some provisions within the criminal and criminal procedure codes;</li> <li>There is a need to promulgate the Laws on Prosecution and Courts which aim at reorganizing the workload in the Public Prosecution Offices and Courts.</li> </ul>
	Economic and Corruption-related Cases		
Budget and financial resources	Annual budget allocated to UNMIK/Department of Justice	UNMIK	<ul> <li>Small budget allocated for running offices and providing training, as well as for the use of special investigative means;</li> <li>Lack of equipment.</li> </ul>
	•	INTERIOR/OTHER) CO	RRUPTION/ECONOMIC AND
ORGANISED		LINIMITE D:11 4	
Name	Financial Investigation Unit (FIU)	UNMIK Pillar 1 (Police and Justice)	
Office/ Units	NONE	AD D GV DW	
Structure and human resources	The FIU has 10 Police Investigators  UNMIK	UNMIK Pillar 1 (Police and Justice)  UNMIK Pillar 1	<ul> <li>Increasing the number of police investigators;</li> <li>Further co-ordination with economic crime units within the Kosovo Police Service.</li> </ul>
Relevant legal	Administrative Direction No.2003/03	(Police and Justice)	

framework	for the establishment	
	of the Financial	
	Investigation Unit	
<b>Budget and</b>	UN funds managed by	Finding additional funds for
financial	the European Agency	FIU operations besides EAR
resources	for Reconstruction	funding.

# TYPES OF CORRUPTION-RELATED OFFENCES DEALT WITH (BY PROSECUTORS AND LAW ENFORCEMENT)

- Cases involving alleged misappropriation of public funds by civil servants;
- Bribery from civil servants including judges;
- Misuse of public funds from Publicly-owned Enterprises and Socially-Owned Enterprises.

#### CO-OPERATION WITH OTHER RELEVANT INSTITUTIONS

#### a) Prosecutorial Services

- Iudicial Police;
- Public Offices such as Customs, Property Registration Office, Tax Administration;
- Prosecutorial services in other countries in case of mutual assistance requests.

#### b) Law enforcement:

- Office of the Public Prosecutor;
- Pre-trial Judge;
- Public Offices such as Customs, Cadastre Office, Tax Administration;
- Other Police Forces dealing with economic/financial crimes and corruption;
- Prosecutorial Services in other countries in case of mutual assistance requests (rogatory letters);
- Interpol Europol

# NECESSARY REFORM ACTIONS AND POLICY DIRECTIONS/RECOMMENDATIONS FOR IMPROVEMENT

#### a) Prosecutorial services:

- Provide specific training of local judges and prosecutors;
- Increase the number of local prosecutors specializing in financial investigations;
- Review the role of some units of the judicial police and their relations with the prosecution;
- Strengthening the independence of the judiciary.

### b) Law enforcement

- Provide specific training for local police operating within the economic crime units;
- Ensure co-ordination among the police units dealing with economic crime and corruption;
- Improve legislation in order to grant specific and special powers and provisions to fight corruption;
- Start with and ensure full implementation of the Anti-corruption Agency, the Anti-corruption Strategy, and the Anti-corruption Action Plan.

# 7. MONTENEGRO

	Duties	Structure or institution accountable to	Issues of Concern
PROSECUTO	RIAL SERVICES (CORRU	PTION/ECONOMIC ANI	O ORGANISED CRIME)
Name	<ul> <li>Special Prosecutor for Combating         Organised Crime within the         Department for         Combating         Organised Crime,         established within the Supreme State         Prosecutor of the         Republic</li> <li>Basic State         Prosecutor</li> </ul>	<ul> <li>Higher State         Prosecutor     </li> <li>Supreme State         Prosecutor     </li> </ul>	Lack of sufficient human resources (specialised prosecutors)
Offices/ Units	<ul> <li>Department for Combating Organised Crime</li> <li>Deputies to the Basic State Prosecutor competent for acts containing elements of corruption and economic crime</li> </ul>	Basic State Prosecutor (head of the body)	
Structures and human resources	Supreme State Prosecutor of the Republic of Montenegro and Special Prosecutor are the competent officers/structures for combating crime  There are 6 Executors which serve as deputies to the Basic State Prosecutor; they are based in Podgorica.	Basic State Prosecutor	
Relevant legal framework	<ul> <li>State Prosecutor's         Act;</li> <li>Criminal         Procedure Code;</li> <li>Criminal Code.</li> </ul>	Parliament	

Budget and financial resources	The entire State Prosecution structures on all levels are financed by the State Budget.	<ul><li>Ministry of Finance</li><li>Parliament</li></ul>	
LAW ENFOR		INTERIOR/OTHER) CO	RRUPTION/ECONOMIC AND
Name	■ Department for Combating Economic Crime;  ■ Department for Combating and Preventing Organised Crime.  Competence: preventing and initiating investigation of criminal acts, as well as their perpetrators, on economic and crime-related offences.	<ul> <li>Police administration;</li> <li>Crime police administration.</li> </ul>	There is a need to introduce internal organisation rules and procedures/structures that would aim at the management and systematisation of the work of the police administration, in view of improving those two departments' operational and functional capacities.
Office/ Units	Department for Combating Economic Crime:  Within the Crime Police Administration, one of the organisational units is the Department for Combating Economic Crime, which consists of the Head of Department and three Head Inspectors.  In seven bigger towns of Montenegro, there are Security Centres within the framework of which there is also a Department for Combating Economic Crime (Head and Inspectors). The total number of inspectors for combating economic crime in	Police Administration; Crime Police Administration.	<ul> <li>Insufficient number of offices;</li> <li>Inadequate working area;</li> <li>Modest technical equipment.</li> </ul>

Structure and human	Montenegro is 70.  Department for Combating and Preventing Organised Crime:  Within the Crime Police Administration, one of the organisational units is the Department for Combating and Preventing Organised Crime, which consists of 1 Head of Department and 3 Head Inspectors.  The majority of the 74 employees (officers) of both Departments are law school or, faculty	Police Administration; Crime Police	■ Limited human resources; ■ Insufficient level of
resources	of economy or security school trained graduates.	Administration.	training for conducting preliminary criminal investigations of corruption, money laundering, cyber-crime and securities trading-
			related criminal offences;  Insufficient level of training of financial investigations.
	<ul> <li>Law on Police (March 2005);</li> </ul>	Parliament	Certain provisions of the Law on Criminal Procedure
Relevant legal framework	<ul> <li>Criminal         Procedure Code         (December 2003);</li> <li>Criminal Code         (December 2003).</li> </ul>		do not provide clarity on the application of special investigation techniques and the use of bank data, thus leaving scope for misinterpretation of the law in practice.
Budget and financial resources	The State Budget allocates funds to the Ministry of Interior and Police Administration.	Ministry of Finance  Parliament	BY PROSECUTORS AND LAW

TYPES OF CORRUPTION-RELATED OFFENCES DEALT WITH (BY PROSECUTORS AND LAW ENFORCEMENT)

# a) Basic State Prosecutor:

- Tax and contribution evasion- Article 264 of the Criminal Code;
- Money laundering –Article 268 of the Criminal Code;

- Dishonest work in business operations Article 272 of the Criminal Code;
- Causing damage Article 273 of the Criminal Code;
- Causing false bankruptcy Article 274 of the Criminal Code;
- Damage cause to creditors –Article 275 of the Criminal Code;
- Abuse of authorities in economy –Article 276 of the Criminal Code;
- False balance –Article 278 of the Criminal Code;
- Abuse of evaluation –Article 279 of the Criminal Code;
- Abuse of official position Article 416 of the Criminal Code;
- Dishonest work in service Article 417 of the Criminal Code;
- Fraud in service Article 419 of the Criminal Code;
- Embezzlement Article 420 of the Criminal Code;
- Illegal brokerage Article 422 of the Criminal Code;
- Receiving of bribe Article 423 of the Criminal Code;
- Giving bribe Article 424 of the Criminal Code.

#### b) Police:

- Receiving a bribe Article 423 of the Criminal Code;
- Giving bribe Article 424 of the Criminal Code;
- Illegal brokerage Article 422 of the Criminal Code;
- Disclosing of an official secret Article 425 of the Criminal Code;
- Abuse of official position Article 416 of the Criminal Code;
- Disclosing of business secret Article 280 of the Criminal Code;
- Disclosing of stock exchange secret Article 281 of the Criminal Code;
- Abuse of monopolistic position Article 270 of the Criminal Code;
- Causing bankruptcy Article 273 of the Criminal Code;
- Causing false bankruptcy Article 274 of the Criminal Code;
- Abuse of authority in economy Article 276 of the Criminal Code;
- False balance Article 278 of the Criminal Code;
- Abuse of evaluation Article 279 of the Criminal Code.

#### CO-OPERATION WITH OTHER RELEVANT INSTITUTIONS

#### a) Prosecutorial Services:

- The *Special Prosecutor* co-operates with Basic and Higher State Prosecutors on the territory of the Republic of Montenegro to the extent found in the Law on the State Prosecutor and the Criminal Procedure Code:
- The *Basic State Prosecutor* co-operates with Basic and Higher State Prosecutors on the territory of Montenegro to the extent found in the Law on the State Prosecutor and the Criminal Procedure Code;
- Police: following the adoption of the new Criminal Procedure Code (2003), the
  prosecutor becomes the head of the pre-trial procedure during the prosecution of
  perpetrators of criminal acts. The role of police officers is to prevent and discover any
  possible criminal act, as well as discovering and arresting the perpetrators of criminal
  acts.

#### b) Law enforcement:

- Special Prosecutor: With the Ministry of Interior, there is a permanent co-operation throughout the pre-trial procedure and during the criminal proceedings, always subject to the requirements of a given proceeding;
- Basic State Prosecutor: There is permanent co-operation with the Ministry of Interior, especially with the Department for Combating Organised Crime, the Department for

- Combating Economic Crime, the Directorate for the Prevention of Money Laundering, the Tax Administration, and the Office for Anti-corruption Initiative;
- *The Police Administration* has established high-quality co-operation with the above stated institutions, especially in the field of the fight against corruption. The co-operation is carried out in the form of exchange of information, data, knowledge, forming joint teams, joint education and specialist training related to the subject.

# NECESSARY REFORM ACTIONS AND POLICY DIRECTIONS/RECOMMENDATIONS FOR IMPROVEMENT

#### a) Prosecutorial services:

Amend/improve the current Criminal Procedure Code aimed at expanding the competencies of the prosecutor in the investigative part of the criminal procedure (namely, the prosecutor should overtake the role of the investigating judge and be completely responsible for the investigation).

#### b) Law enforcement:

- Apply the Police Code of Ethics at the operational level;
- Increase the level of professionalism in the police;
- Provide specialised training for police officers;
- Provide modern and up-graded technical equipment for the use in investigations by the police;
- Provide adequate working premises;
- Strengthen the co-operation with prosecutors at all levels;
- Strengthen the co-operation with other relevant state institutions;
- Initiate regional co-operation and operational police joint team's agreements/Memoranda of Understanding with other police authorities in the region;
- Fully implement international conventions and agreements in the field of fight against corruption, economic and organised crime.

# 8. SERBIA

		Structure or	
	Duties	institution	Issues of Concern
	10	accountable to	
PROSECUTO	RIAL SERVICES (CORRU	1	D ORGANISED CRIME)
Name	District Public Prosecutor's Office	Republican Prosecutor's Office	
Tanic	Belgrade	1103ccutor 5 Office	
Offices/ Units	Special Prosecutor's Office	District Public Prosecutor  Republican Prosecutor's Office	The Special Prosecutor's Office can not act/proceed on corruption-related cases if there are no elements of Organised Crime.
Structures and human resources	There are only 2 prosecutors allocated to the Special Prosecutor's Office within its First Department (which has 27 prosecutors in total) dealing with General Crime Cases.	District Public Prosecutor  Republic Prosecutor Office	Lack of Human resources within the Special Prosecutor's Office;      Lack of training focused on investigation of economic and organised crime cases.
Relevant legal framework	<ul> <li>Criminal         Procedure Code;</li> <li>Law on Public         Prosecutors;</li> <li>Law on the         Organisation and         Jurisdiction of         State Bodies in         Combating         Organised Crime</li> </ul>	Ministry of Justice Parliament	<ul> <li>There is a need to amend/improve existing legislation in order to enable the Special Prosecutor's Office to broaden its jurisdiction outside the existing one (only Organised Crime);</li> <li>There is a need to provide, through a legal provision, the reverse of burden of proof when dealing with confiscation and seizure of proceeds from corruption, economic and organised crime;</li> <li>There is a need of having a designated authority/structure in charge of controlling the</li> </ul>
			confiscated/seized/froze n property;  There is a need of introducing penal and civil responsibility of

			legal entities.
	The State Budget	State Budget of the	There is a need to establish
<b>Budget and</b>	allocates funds	Republic of Serbia	the direct allocation of
financial	through the Ministry		funds to the Prosecutorial
resources	of Justice.	Ministry of Finance	Services, without them
		D	needing to be approved by
I AW ENEOD	CEMENT (MINISTRY OF )	Parliament	the Ministry of Justice.  RRUPTION/ECONOMIC AND
ORGANISED	•	in terioly office, col	RRUI HOLY ECONOMIC AND
ORGINISE	Service for Combating	Ministry of Interior	
Name	Organised Crime		
0.66	Department for the		
Office/	Suppression of		
Units	Organised and Financial Crime		
	Tillalicial Criffie		
	The Service is	Ministry of Interior	
	composed of 25	,	
	officers: 2 managers		
Structure	and 23 police		
and human	investigators allocated		
resources	to 4 different Sections:		
	<ul><li>Money</li></ul>		
	Laundering;		
	Forgery and		
	Counterfeiting;		
	<ul> <li>Corruption; and</li> </ul>		
	<ul> <li>Cyber Crime</li> </ul>		
	<ul><li>Criminal</li></ul>	Ministry of Interior	
	Procedure Code;	25.4	
D.1.	<ul> <li>Criminal Code;</li> </ul>	Ministry of Justice	
Relevant	<ul> <li>Law on the Police;</li> </ul>	D1:	
legal framework	• Law on the	Parliament	
Ifamework	Organisation and Jurisdiction of		
	State Bodies in		
	Combating		
	Organised Crime		
	Funds are allocated	State Budget Funds	
<b>Budget and</b>	from the State Budget	Ministry of Finance	
financial	directly to the Ministry	Parliament of the	
resources	of Interior.	Republic of Serbia	
Types or co			DV DDOCECUTODS AND LAW

# TYPES OF CORRUPTION-RELATED OFFENCES DEALT WITH (BY PROSECUTORS AND LAW ENFORCEMENT)

Offences against official duty (Chapter XXXIII of the Criminal Code);

- Abuse of power;
- Violation of the Law by Judges, Public Prosecutors or Deputies;
- Fraud in service;
- Embezzlement;
- Unlawful intercession;

- Soliciting and accepting bribes;
- Bribery.

#### CO-OPERATION WITH OTHER RELEVANT INSTITUTIONS

#### a) Prosecutorial Services:

- Co-operation is taking place among all prosecutorial services and at various hierarchical levels (Municipal, District and Republican Prosecutor's Office);
- Police;
- Courts;

The co-operation with other state institutions is still insufficient.

#### b) Law enforcement:

- Prosecutor's Offices;
- Courts:
- Tax Police;
- Customs Administration;
- Anti-money Laundering Administration (FIU).

# NECESSARY REFORM ACTIONS AND POLICY DIRECTIONS/RECOMMENDATIONS FOR IMPROVEMENT

#### a) Prosecutorial services:

- Introduce improved amendments to the Criminal Procedure Code, Criminal Code, Law on Combating Organised Crime;
- Improve the process of allocating budgetary funds and increase their amounts to anticorruption and organised crime services;
- Provide specialised training for those involved in prosecuting economic and organised crime and corruption-related offences;
- Improve the implementation of the legal obligation for other state bodies to inform the prosecution in cases of allegations of corruption, as well as for the provision of data and information with relevance to evidence collection and investigation of corruption-related offences.

#### b) Law enforcement:

- Adopt a detailed Action Plan for the Implementation of the National Strategy for the Fight against Corruption, which will define the role and accountability for all relevant state bodies in the fight against economic crime and corruption;
- Provide adequate tools and resources aimed at an efficient implementation of the Action Plan in particular at the legislative and institutional levels.

# 9. "THE FORMER YUGOSLAV REPUBLIC OF MACEDONIA"

	Duties	Structure or institution accountable to	Issues of Concern
PROSECUTO	RIAL SERVICES (CORRU	PTION/ECONOMIC ANI	O ORGANISED CRIME)
Name Offices/ Units	Department for Combating Organised Crime and Corruption at the Prosecutor General's Office.  No existing sub- departments or units.	Prosecutor General's Office	<ul> <li>Insufficient number of staff;</li> <li>Insufficient financial and technical resources to match intensive workload.</li> <li>Insufficient number of staff available;</li> <li>Insufficient financial and technical resources to match intensive workload.</li> </ul>
Structures and human resources	Currently, the Department has 6 Prosecutors and 1 Head of Department.  All seven are former Deputy Public Prosecutors.  The Department is foreseen to have a total of 10 members/prosecutors.	Prosecutor General's Office	<ul> <li>Insufficient number of currently employed and foreseen staff to match the demanding workload;</li> <li>Need for employing technical assistants for each Department's Prosecutor;</li> <li>Necessity for specialisation and case management procedures for staff members.</li> </ul>
Relevant legal framework	<ul> <li>Law on Public         Prosecutor's         Office;</li> <li>Criminal Code;</li> <li>Criminal         Procedure Code;</li> <li>Law for the         Prevention of         Corruption;</li> <li>Law for the         Prevention of         Money         Laundering.</li> </ul>	<ul> <li>Parliament for laws</li> <li>Prosecutor General's Office for by-laws and other internal regulations of the Department</li> </ul>	■ Draft Law on Interception of Communications needs to be finalised and submitted to parliamentary procedure for adoption.
Budget and financial resources	Annual budget allocated to the Prosecutor General's Office.  The budget for running costs is directly received from	State Budget Office of the Ministry of Finance, and the Ministry of Justice.	Insufficient budget allocated for running the offices, as well as for the use of special investigative means/equipment.

LAW ENFOR		INTERIOR/OTHER) CO	RRUPTION/ECONOMIC AND  Insufficient number of
Name	Organised Crime	Interior	available staff; Insufficient financial and technical resources to match intensive workload.
Office/ Units	Section for Combating Money Laundering and Corruption	Sector for Financial Crime Department for Organised Crime.	<ul> <li>Insufficient number of staff available;</li> <li>Insufficient financial and technical resources to match intensive workload.</li> </ul>
Structure and human resources	<ul> <li>1 Head;</li> <li>6 Inspectors located in MoI/HQ</li> <li>7 Detached inspectors throughout the country.</li> <li>(In addition: 2 other positions of HQ inspectors are still not filled).</li> </ul>	Head of the Sector for Financial Crime	<ul> <li>Insufficient number of recruited and foreseen staff to meet the demanding workload;</li> <li>Need for employing technical assistants at the Department;</li> <li>Necessity for deeper specialisation leading to a more sensible division of labour among the increasing number of staff members.</li> </ul>
Relevant legal framework	<ul> <li>Law on Internal Affairs;</li> <li>Criminal Code;</li> <li>Criminal Procedure Code;</li> <li>Law for the Prevention of Corruption;</li> <li>Law on the Prevention of Money Laundering.</li> </ul>	<ul> <li>Parliament for laws;</li> <li>Ministry of the Interior for bylaws and other internal regulations of the Ministry.</li> </ul>	Need to finalize the process of the Draft Law on Police which is pending its final review and entry for the first parliamentary reading.
Budget and financial resources	Annual budget allocated to the Ministry of the Interior	State Budget Office of the Ministry of Finance	Insufficient budgetary allocations.
Types of corruption-related offences dealt with (by prosecutors and law enforcement)  Passive and active bribery;			

- Abuse of power;
- Forgery;
- Fraud;
- Money laundering;
- Tax evasion;
- Trading in influence;
- Political/Electoral Campaign Corruption;
- Different types of economic crime.

#### CO-OPERATION WITH OTHER RELEVANT INSTITUTIONS

### a) Prosecutorial Services:

- Ministry of the Interior;
- All other Ministries;
- All courts;
- Customs:
- Financial Police;
- State Commission for the Prevention of Corruption;
- Directorate for the Prevention of Money Laundering;
- Public Revenue Office;
- State Audit Office;
- Securities` Commission;
- Local authorities (Municipalities).

#### b) Law enforcement:

- Prosecution Service;
- All other Ministries;
- All courts;
- Customs;
- Financial Police;
- State Commission for the Prevention of Corruption;
- Directorate for the Prevention of Money Laundering;
- Public Revenue Office;
- State Audit Office;
- Securities Commission;
- Local authorities (Municipalities).

# NECESSARY REFORM ACTIONS AND POLICY DIRECTIONS/RECOMMENDATIONS FOR IMPROVEMENT

#### a) Prosecutorial services:

- Employment and training of more specialised prosecutors needed;
- Necessity to employ technical assistants to each prosecutor;
- Training on tracking sophisticated IT-related crime;
- Technical assistance for installing an efficient, sophisticated operational (IT/software-backed) network and a joint electronic database of reference materials/cases among all law-enforcement agencies specialised in the prevention and in combating of corruption;
- Law on Interception of Communications soon to be adopted.

#### b) Law enforcement:

- Employment and training of more specialised MoI inspectors needed;
- Necessity to employ technical assistants to each Department;
- Training on tracking sophisticated IT-related crime;

- Technical assistance for installing an efficient, sophisticated operational (IT/software-backed) network and joint electronic database of reference materials/cases among all law-enforcement agencies specialised in the prevention and combating of corruption;
- Law on Interception of Communications soon to be adopted;
- Law on Police soon to be adopted.