



# **STRATEGIC PLAN FOR THE CARIBBEAN REGION**

## **2025-2027**

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## 1. Introduction

EL PACCTO 2.0 Strategic Plan for the Caribbean region for the period 2025-2027, together with the Annual Activity Plan (AAP), constitute the Action Plan of the European Union's flagship programme in the Caribbean and Latin America. The programme's objective is to strengthen the rule of law, justice and security in these regions. This document serves to guide and establish the main strategic work priorities for the second phase of the programme in the Caribbean region. This Strategic Plan is aligned with the ambitions, promises and priority actions set out in the 2020-2024 political agenda of the President of the European Commission (EC), Ursula von der Leyen, as well as the overarching political lines established for the second term of President von der Leyen (2024-2029), as set out in the document entitled EUROPE'S CHOICE. Furthermore, the EL PACCTO 2.0 Strategic Plan has been aligned with the Strategic Plan 2020-2024 of the Directorate-General (DG) for International Partnerships (DG INTPA) of the EC. Additionally, key elements from the Strategic Plans of the DGs for Justice and Consumers (DG JUST) and Migration and Home Affairs (DG HOME) have been taken into account and incorporated.

EL PACCTO in its first phase was a pilot programme covering the entire criminal chain, designed as "an innovative new EU regional programme to promote the rule of law and security in Latin America". The second phase of EL PACCTO called "EL PACCTO 2.0" maintains its holistic approach to combating organised crime, which is of great political, institutional, and technical importance and impact for the EU, Latin America, and the Caribbean. Without a holistic and coordinated approach that encompasses interrelated challenges, efforts to combat organised crime will remain fragmented and ultimately ineffective. Comprehensive and sustained regional and international cooperation is essential to create lasting solutions that address the broader criminal ecosystem that sustains it.

A key feature of EL PACCTO 2.0 is the inclusion of the Caribbean as a partner region of the programme, with the following countries now also participating: Antigua and Barbuda, Bahamas, Barbados, Belize, Dominica, Dominican Republic, Grenada, Guyana,



Haiti, Jamaica, Saint Kitts and Nevis, Saint Lucia, Saint Vincent and the Grenadines, Surinam, and Trinidad and Tobago.

The integration of the Caribbean region will entail a careful balancing act between two key objectives: on the one hand, expanding the networks that were created for Latin American countries where possible; on the other, developing tailor-made activities for Caribbean countries to meet their specific interests. This strategy serves as guidance for the effective implementation of future activities within the four thematic components of the programme as well as the fifth component focused on the direction and the high-level bi-regional actions in the Caribbean region. Therefore, it has four primary goals:

- **Reflecting Priorities:** it addresses the priority needs and expectations of Caribbean countries justice and security professionals and organizations regarding partnerships with EL PACCTO 2.0 in combating organised crime.
- **Implementation Guidance:** to provide a framework for carrying out activities in the Caribbean, ensuring alignment with the programme's objectives.
- **Transparency and Planning:** it aims at informing the steering committee about our goals, the steps we plan to take, and our approach to address challenges.
- **Long term coherence:** the strategy will set the foundations for a future EL PACCTO 2.0 LAC Strategy, including an effective and unified vision of the Programme action in its whole geographical scope.

The document has been designed with flexibility, inclusivity and a focus on strengthening bi-regional and regional partnerships, institutional capacity building, consolidation of an operational dimension of support to Caribbean countries and innovation as an essential aspect of the programme's DNA in mind. Furthermore, it incorporates vital components to enhance and reinforce collaboration with Latin American countries.



## 2. Aligning the strategic plan with EU and Caribbean priorities

Although EL PACCTO was born in the spirit of the EU-CELAC 2015 Heads of State Summit and materialised with a programme that was launched in 2017, the first phase of EL PACCTO included only those Latin American countries that were part of the European Commission funding instrument for Latin America, leaving aside the countries of the Caribbean region. However, with the unification of the financial instruments in the [Neighbourhood, Development and International Cooperation Instrument](#) (INDCI-Global Europe) in 2021, the expansion of EL PACCTO in the Caribbean region became a priority.

In this regard, the bi-regional framework, the consolidation and strengthening of security and justice cooperation initiatives such as the [EU-LAC Partnership on Justice and Security](#) – EL PACCTO 2.0, is a priority agreed and established in paragraph 32 of the [Joint Declaration of the EU-CELAC Summit](#) by the Heads of State of the countries of the European Union (EU), Latin America and the Caribbean on 17 and 18 July 2023. The Declaration, together with the [New Agenda](#) and the [Roadmap 2023-2025](#) adopted, confirm the interest and priority of the 60 countries, 33 from Latin America and the Caribbean and 27 from the EU, in actively fighting transnational organised crime between the two regions.

In the framework of the European Union, EL PACCTO 2.0 programme is aligned with the European Union's strategic priorities in combating transnational organised crime, as set out in various EU policies and strategies. These include key initiatives on [drugs](#), [trafficking in human beings](#), [cybercrime](#), [environmental crimes](#), [firearms](#) and the fight against corruption. The programme places great emphasis on the value of international collaboration, particularly between the EU and Latin American and Caribbean (LAC) countries, in order to tackle shared challenges. By fostering collaboration between police and judicial bodies and adapting law enforcement to the digital era, EL PACCTO 2.0 aims to reinforce the rule of law and enhance citizen security in both regions. This approach is aligned with broader EU initiatives, such as the [EU Security Strategy](#), the [EU Strategy](#)



[against Organised Crime](#) and the [Global Gateway](#), and contributes to the [2030 Agenda for Sustainable Development](#) and its [Sustainable Development Goals and Targets](#) (SDGs), particularly those related to peace, justice, and strong institutions<sup>1</sup>.

Furthermore, in the framework of the Caribbean, EL PACCTO is convinced of the need to advance common work priorities within the Caribbean, with existing regional institutions such as the Caribbean Community (CARICOM), the Caribbean Court of Justice (CJJ), the Regional Security System (RSS) or the Eastern Caribbean Supreme Court (ECSC). To this end, the programme seeks to align itself with the goals and objectives established at the regional level by the [Needham's Point Declaration on Criminal Justice Reform](#) (2023) and the [Declaration by Heads of Government on Crime and Violence as a Public Health issue](#), issued by the Heads of Government of the CARICOM countries in April 2023; as well as by other existing regional instruments, whether they be declarations, treaties or multilateral agreements on justice and security.

Thus, the objective of this Strategic Plan is to align the priorities of the Caribbean and the European Union with a view to building stronger partnerships in the fields of justice and security. This document serves as a preliminary strategy, incorporating insights from numerous meetings and dialogues with Caribbean professionals. Input from regional professionals was integrated into the plan during the various missions and the strategic focal point meeting to ensure that it reflects the actual realities. The strategy incorporates these insights, ensuring that it reflects the perspectives and expertise of those working directly in the region and aligns with the objectives of both the EU and the Caribbean.

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<sup>1</sup> EL PACCTO 2.0 Description of Action, 2023.



### 3. EL PACCTO 2.0 background in the Caribbean region

EL PACCTO 2.0 represents a significant departure from its predecessor, with the incorporation of the Caribbean region. The inclusion of the Caribbean is a reflection of the EU's commitment to facilitate multi-regional dialogue and cooperation in the fight against organised crime. Multiregional cooperation is a crucial element in the effective tackling of organised crime. In addition to fostering collaboration, it is crucial to strengthen the ability of law enforcement agencies to address the multifaceted nature of organised crime. Integrating the Caribbean region into the EL PACCTO family presents certain challenges.

The partner Latin American countries have been working closely with EL PACCTO during the first phase of the programme. As the Caribbean region is new to the programme, the demand-driven nature of the programme provides thus a flexibility on which topics to focus on. However, there are a few considerations to be made:

- Firstly, due to the inclusion of the Caribbean countries in a different manner to tackle transnational organised crime, the initial steps with the Caribbean need to be flexible and will require some more time to reach the same pace as with EL PACCTO 2.0's Latin American partners.
- Secondly, the Caribbean countries as a whole, unlike the Latin American countries, are more diverse in their legal systems: both the civil law and common law legal family are represented in the region.
- Thirdly, there is more diversity regarding languages spoken between the countries.





- Finally, the countries are geographically more spread out, making travelling between countries more difficult<sup>2</sup>.

Consequently, these factors can make cooperation more complex and, in this sense, necessitate a specific approach, in addition to the already existing approach for Latin America and the entire LAC region. At the recent EL PACCTO 2.0 focal point meeting of the Caribbean region, several countries highlighted the value of facilitating knowledge exchange, enabling local professionals to learn from other countries' experiences<sup>3</sup>.

In light of the transnational nature of criminal networks, it is vital that the Caribbean region be incorporated into the EL PACCTO 2.0 framework. The risk is that the programme will become fragmented, with one region gaining a five-year head start over the other. It is of the utmost importance to ensure that the current gap does not widen.

Despite facing a variety of needs and challenges, a common issue across the region is the significant lack of capacity to deal with the increasing number of criminal cases. This is due to a number of factors, including deficiencies in infrastructure, the absence of digital systems and a lack of knowledge and expertise. It is crucial to address these obstacles in order to enhance the region's capacity to combat transnational crime effectively, bearing also in mind that the region has nonetheless been able to provide itself with a structure capable of articulating elements of regional dialogue, notably through CARICOM.

As previously stated, Caribbean countries exhibit a range of linguistic, cultural, and legal backgrounds, including Dutch, English, French, and Spanish languages; civil and common law traditions. These differences are notable when compared to Latin American countries. It is therefore essential to tailor the programme's actions to meet the specific needs of each Caribbean country. This highlights the need for a bespoke strategy tailored

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<sup>2</sup> See for more details chapter 5 on challenges.

<sup>3</sup> Focal point meeting report. Barbados, July 2024.





to the specific challenges and opportunities faced by the Caribbean region. To address the needs of this region effectively, it is essential to collaborate with Caribbean countries and regional entities. Doing so will help us gain valuable insights and support in shaping the programme to best suit the needs of the Caribbean countries.

Since the Caribbean region is new in the programme and several uncertainties have to be investigated, this strategy sets the general direction in which we think the Caribbean region's specificities are best recognized and dealt with to make the integration of the Caribbean region successful. Both directions, good practices as concrete activities will be described. Nevertheless, it is important to remark that while the programme has chosen for reasons already stated in this document to write a Strategic Plan for the Caribbean and a different Strategic Plan for Latin America, this will only be valid for the period covering 2025 and 2026. From 2027 both strategic plans will be unified. This means that the programme is giving a 2-year period of time to level up cooperation and exchanges in justice and security matters within and between both regions.

In an increasingly interconnected world, the importance of international cooperation in addressing common challenges cannot be overstated. Among these challenges, the promotion of security and justice stands as a paramount goal for both the European Union and the countries of the Caribbean region (and also Latin America). The EU and the Caribbean, as disparate regions grappling with unique socio-economic and geopolitical dynamics, share a mutual interest in fostering stability, combating transnational crime, and upholding the rule of law.

Recognizing the imperative for collaborative action, this strategy outlines the first priorities and steps for enhanced cooperation between EL PACCTO 2.0 regions in justice and security matters. By utilizing existing institutional mechanisms, fostering dialogue, and promoting capacity building initiatives, a partnership with the Caribbean aim to address a wide array of security and justice challenges, including but not limited to countering organised crime.



In March 2024, productive Caribbean High-Level sessions were held during the Launching Event of EL PACCTO 2.0 in Panama<sup>4</sup>. Two half days of the launching event were reserved for the Caribbean Justice and Security High-Level Sessions. These sessions, with a broad agenda on several organised crime topics, were attended by Caribbean and European ministers, high level representatives of several partner countries, and directors and presidents of regional organisations like CARICOM IMPACS, the Regional Security System and the Caribbean Court of Justice. The sessions created the opportunity for interactive dialogues on what the challenges and needs are in the Caribbean region, what EL PACCTO 2.0 has to offer and how EL PACCTO 2.0 could relate to already existing regional organisations in the Caribbean region. The dialogues showed the main challenges for the Caribbean region. During the sessions several needs were expressed where EL PACCTOs 2.0 support would be welcomed.

In April and May 2024, multiple country missions were carried out to Jamaica, Trinidad & Tobago, Barbados, Dominica, Saint Vincent and the Grenadines, Guyana and Surinam. Next to the countries national institutions, also regional organisations as IMPACS, JRCC and RSS were visited. These regional organisations play an important role in the region and it is vital to work closely with them. The missions helped enormously to engage with the appointed Focal Points of the Caribbean countries and regional entities and contributed to assessing the needs of the broad scope of law enforcement institutions in the countries, including regional organisations. This direct engagement facilitated a deeper understanding of the region's priorities and enabled the identification of targeted activities necessary for effective collaboration.

Building upon this, it is imperative to sustain active engagement with the Focal Points for the development of a solid demand driven strategy. The Caribbean Strategic Focal Point Meeting, which took place in Barbados from July 9-11, 2024, has served as a crucial platform for shaping the strategic trajectory of the region within EL PACCTO 2.0. This

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<sup>4</sup> Launch event EL PACCTO 2.0 report. Panama, March 2024.



meeting was attended by designated justice and security Focal Points from Caribbean countries, alongside Focal Points from regional Caribbean institutions such as CCJ, CARICOM IMPACS, RSS, ECSC, and other relevant Caribbean and European stakeholders.

A preliminary virtual meeting was held with all focal points prior to the event to facilitate the necessary preparation. Furthermore, a questionnaire was distributed, enabling all focal points to clearly articulate their countries' or organisations' specific areas of focus. The objective of the focal point meeting was to facilitate a discussion on national and regional needs and priorities, with a view to collectively developing a strategy and activities to address these needs. It is proposed that the focal point event should become an annual recurring event.

## 4. Context of the Caribbean

### 4.1 Identifying the problem

Organised crime in the Caribbean, particularly in CARICOM nations<sup>5</sup>, poses significant challenges both to domestic stability and the broader international fight against transnational crime. These island nations, while relatively small in size and population, are strategically positioned between major drug-producing regions in Latin America and large consumer markets in North America and Europe. As a result, they have become critical nodes in global drug trafficking as well as other illicit commodities and other forms of transnational organised crime, without always having the capacity and expertise to deal with this because of their smaller scale.

The Caribbean is now regarded as the most violent region globally, surpassing even Central America in terms of homicide rates, with violence largely driven by a combination of organized crime, narcotics trafficking, and socio-economic challenges. Criminal groups exploit the region's strategic position as a major transit point for drugs,

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<sup>5</sup> Member States and Associate Members – CARICOM.



particularly cocaine, moving from South America to North America and Europe. This dynamic, coupled with numerous islands and porous maritime borders, complicates enforcement and surveillance efforts, allowing traffickers to operate with relative impunity. The United Nations Office on Drugs and Crime (UNODC) emphasizes that weak governance structures, limited law enforcement capacity, and corruption exacerbate violence and hinder effective crime control<sup>6</sup>.

Alongside narcotics trafficking, the influx of illegal firearms, primarily from the United States, has significantly contributed to rising violence. The Caribbean Crime and Security Assessment Report<sup>7</sup> underscores the direct link between the proliferation of firearms and the intensification of gang violence, as criminal groups fight for control over lucrative drug trade routes. The homicide rates in countries like Jamaica (53.3 per 100,000 in 2022) and Trinidad and Tobago (39.5 per 100,000) are among the highest in the world, far exceeding the global average of 6.1 per 100,000 inhabitants. Gangs, deeply entrenched in urban centres, not only engage in drug trafficking but also extort businesses, exploit vulnerable populations through human trafficking, and perpetuate a culture of fear and violence, further destabilizing social and economic systems.

In addition to these security challenges, environmental crimes such as illegal fishing have exacerbated the economic instability in island nations heavily reliant on marine resources. This undermines local livelihoods, especially in smaller economies already stretched thin by crime and violence. Moreover, the Caribbean has become a hotspot for money laundering activities, with weak financial oversight facilitating the flow of illicit funds linked to organized crime. The resulting pressure on already limited state resources has created an urgent need for regional cooperation and stronger international support to combat these interconnected crises. The continued deterioration of security and governance in the region underscores the importance of a

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<sup>6</sup> UNODC. "Homicide and organized crime in Latin America and the Caribbean". 2023.

<sup>7</sup> Caribbean Crime and Security Assessment Report. 2021.



comprehensive approach to addressing the root causes of violence, criminal activity, and economic instability (UNODC, CCSA, 2020).

Gangs are heavily involved in drug trafficking, but they also participate in other illicit activities such as arms smuggling, human trafficking, and money laundering. In countries like Jamaica and Trinidad & Tobago, gang violence has led to significant levels of crime and instability. Research (UNODC, 2024) shows that street gangs' organizational structures vary by nation. These characteristics have implications for how law enforcement should address them, suggesting a need for tailored approaches to gang intervention. In Jamaica, there is a distinction between "criminal gangs," which engage in high-level organised crime, and "defence crews" or street gangs, which are more localized and focus on protecting their communities. This distinction is crucial for developing targeted responses to the different types of crime in the region, in need for tailored approach that cannot mimic the anti-cartel, anti-mara or anti-mafia European or Latin American policies

Organised crime in the Caribbean is also linked to money laundering and corruption, which further complicates the region's security issues. Strengthening technical assistance and capacity-building initiatives to address these issues, particularly through knowledge-sharing and training, will be critical to enhancing local expertise and improving law enforcement's response.

Money laundering and corruption are linked with organised crime in the Caribbean, further complicating efforts to establish rule of law. Caribbean law enforcement, like the Joint Regional Communications Centre (JRCC), has recognized the need for technical assistance to better understand the workings of these criminal groups and improve their capacity to combat these activities. Developing knowledge-sharing platforms between EU and Caribbean nations could enhance local capabilities and future cooperation.

The countries' vulnerability to organised crime is further compounded by weak institutional structures and issues such as corruption. In some cases, local law enforcement and political institutions are infiltrated by criminal networks, which



prevents effective crime prevention and investigation efforts. This leads to a cycle where organised crime erodes governance structures, which in turn facilitates further criminal activity. The Caribbean Financial Action Task Force (CFATF, 2022) has highlighted significant concerns over money laundering linked to organised crime in the region, indicating that illicit profits from narcotics trafficking and other activities are often funnelled through local financial systems with insufficient oversight.

At a global level, CARICOM nations play a complex role in the wider network of transnational organised crime. Not only are they transit points for drugs and arms, but they also serve as hubs for money laundering, especially through offshore banking and financial services. Research from the Global Initiative Against Transnational Organised Crime (GI-TOC, 2022) indicates that Caribbean nations are often exploited by international criminal syndicates, including cartels from Latin America, to launder proceeds from drug trafficking. This not only facilitates the growth of organised crime in the region but also fuels criminal enterprises globally.

In response to these challenges, CARICOM states have made attempts to enhance regional cooperation to combat organised crime. Initiatives such as the Caribbean Community Implementation Agency for Crime and Security (IMPACS) seek to foster collaboration among member states to improve intelligence sharing, maritime security, and law enforcement capacity. However, despite these efforts, the region continues to struggle with the influence of organised crime, largely due to the complex socio-economic factors that contribute to crime and the global demand for illicit goods.

Furthermore, it is important to highlight the important role played by the United States (US) in the Caribbean region. The US sees the Caribbean as its “third border” due to its proximity and strategic importance. As a result, the US has established a framework for engagement in the Caribbean, particularly through initiatives that address justice, security, and economic development. The Caribbean 2020 Strategy represents a coordinated interagency effort led by the Department of State and USAID. It identifies US priorities for engagement in the areas of security, diplomacy, prosperity, energy, education, and health. Through initiatives such as the Caribbean Basin Security Initiative





(CBSI) and the work of the Bureau of International Narcotics and Law Enforcement Affairs (INL), the US supports capacity-building efforts, maritime security, and the fight against transnational organized crime.

At the same time, the United Kingdom contributes significantly through agencies like the National Crime Agency (NCA), which leads operations to combat drug trafficking and dismantle organized crime networks, including collaborations with the Regional Security System (RSS). Additionally, the UK supports the development of financial intelligence units (FIUs) to counter money laundering and improve asset recovery processes in the region. Both the US and UK work closely with local authorities and international organizations to tackle issues such as drug trafficking, financial crime, and human trafficking, fostering a more secure and resilient Caribbean.

EL PACCTO 2.0's regional approach needs to cater to the Caribbean and its countries unique factors and specificities. Particularly relating to the following areas:

- The crime and safety situation in Haiti is dire, marked by escalating violence and a severe breakdown in governance and law enforcement. Over 300 criminal groups control approximately 80% of Port-au-Prince and surrounding areas, with violence spilling into other regions<sup>8</sup>. Haiti's organized crime issues stem from a volatile mix of gang dominance, institutional fragility, and humanitarian crises, setting it apart from other countries in the Caribbean and Latin America. EL PACCTO 2.0 must account for these specific dynamics.
- In St. Lucia, organized crime has become a pressing issue, particularly involving local gangs and their ties to international drug trafficking. The island has seen a rise in violence, with gang-related homicides accounting for a significant portion of the country's increasing murder rates<sup>9</sup>. St Lucia's geographic location makes it

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<sup>8</sup> OHCHR. "Criminal Violence Extends Beyond Port-Au-Prince". 2023.

<sup>9</sup> The Voice SLU. "70 murders out of 75 homicides in 2023 – SLPF". 2024.





a transit hub for cocaine smuggled from Latin America to markets in the US, Europe, and Canada. Local gangs typically act as intermediaries for international criminal organizations, underscoring the transnational nature of the issue, and the need for a tailor-made approach for the country<sup>10</sup>.

- The Guyana Shield sub-area, including Guyana and Suriname, demands a distinct approach due to its strategic location near Brazil, Venezuela, and Colombia. This geography makes it a key corridor for transnational criminal activities. The region's dense forests and porous borders facilitate smuggling routes from south to north. A distinct approach is essential to address the unique transnational dynamics of crime in the Guyana Shield.

In general, working in the Caribbean is complex due to logistical challenges, vulnerabilities to natural disasters, and institutional limitations. The region's geography, consisting of widely dispersed islands, complicates transportation and coordination with a limited flight network. This issue is exacerbated during hurricane season (June to November), when extreme weather disrupts logistical chains, making the planning and execution of activities difficult. The small populations and budgets further constrain human resources. Additionally, government institutions often lack the capacity to implement and sustain specific activities, struggling with resources shortages, overlapping responsibilities, and reliance on external aid. These factors demand a flexible and adaptive approach when engaging with the region.

#### 4.2 Regional cooperation and existing initiatives

Organized crime in the Caribbean is increasingly recognized as a regional issue, with national efforts insufficient to address the transnational nature of organized crime. Cross-border collaboration is essential for tackling the complex and interconnected

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<sup>10</sup> UNODC. "Caribbean Gangs. Drugs, firearms, and gangs' networks in Jamaica, Saint Lucia, Guyana and Trinidad and Tobago". 2024.



challenges faced by Caribbean nations. Regional organizations like the Caribbean Community Implementation Agency for Crime and Security (IMPACS), the Caribbean Court of Justice (CCJ), and the Regional Security System (RSS) have played a significant role in this coordinated approach, each bringing unique capabilities and mandates to the table.

IMPACS, for example, is tasked with coordinating regional security policy and facilitating the implementation of crime prevention strategies among CARICOM states. Its role is crucial in overseeing initiatives that address organized crime, drug trafficking, and border security through mechanisms such as joint operations, information sharing, and capacity building. IMPACS acts as a coordinator, ensuring that national efforts are aligned with regional priorities and facilitating training, specialized units, and intelligence sharing across the region. The Caribbean Court of Justice, with its mandate for regional legal integration, also plays a role in ensuring that legal frameworks for cross-border cooperation and criminal justice are harmonized and upheld. It can adjudicate cases that require regional legal coordination, particularly in matters of extradition and the enforcement of criminal laws across member states.

The RSS, composed of regional defence and police forces, provides the "hard power" necessary for direct security interventions, including counter-narcotics operations and disaster response. Through its collective security arrangements, the RSS can mobilize resources and personnel across multiple countries to address specific threats, such as large-scale drug trafficking operations or violent transnational gangs. These entities, combined with expertise and capacity-building programs, form a robust regional security network that enhances the ability of member states to combat organized crime.

Despite these efforts, the region faces several challenges in improving coordination and strengthening these regional bodies. Some of the key obstacles include the varying capacities of member states, political differences, and resource constraints. Enhancing cooperation with external regions, especially the European Union and Latin America, offers opportunities to overcome these challenges. Partnership with EU and Latin America, for example, provides additional resources, expertise, and access to global



networks that can complement the Caribbean's own efforts. Joint operations and the exchange of best practices in areas like cybercrime, money laundering, and counterterrorism could significantly enhance the region's overall crime-fighting capabilities.

Strengthening regional organizations by expanding their scope, integrating additional member states into cooperation frameworks, and developing more sophisticated mechanisms for coordination with international partners will be a key action for 2025. As organized crime in the Caribbean continues to evolve, the role of these regional institutions will be crucial in providing both "soft power" through diplomacy, legal mechanisms, and training, as well as "hard power" through operational capacity and military interventions. The comprehensive and coordinated approach of these organizations is essential to creating a more secure and resilient Caribbean region.

## 5. Challenges

The cooperation that EL PACCTO 2.0 aims to build between the European Union (EU) and the Caribbean region holds valuable potential for mutual benefits on security and justice. Both regions share a commitment to improve citizen security and addressing organised crime. The strong historical connections between Europe and the Caribbean provide a solid foundation for deepening partnerships. Moreover, the Caribbean's strategic location offers a valuable opportunity for strengthened cooperation which can improve security for both regions. However, despite these promising prospects, there are also challenges that need to be addressed to fully realize the potential of this collaboration. Several challenges can be faced, which can be analysed across various dimensions such as trust, drug demand issues, information sharing, historical context, and legal system differences. Here's a detailed overview of these challenges that were encountered during the first six months of EL PACCTO 2.0 working with the Caribbean partners. These challenges will precondition the programme's activity and interaction with national and regional Caribbean institutions. The challenges will have to be overcome if the



programme is to become a key partner on justice and security issues with the region, as it has become with Latin America.

➤ Trust on Political, Operational, and Personal Levels

1. Political Trust:

- **Grey Listing:** Some Caribbean countries are frequently placed on international grey lists for issues like money laundering and financial transparency. This affects their reputation, and hampers trust between the EU and these nations, making it difficult to foster strong political relationships. These concerns were expressed in first meetings of the EL PACCTO 2.0 team and need to be kept in mind.
- **Lack of political trust between Caribbean countries** and even within the countries at times which affects the regional cooperation possibilities.
- **Strategic reforms:** they are key to tackle transnational organised crime and foster cooperation and exchanges of information between institutions, countries and regions. EL PACCTO 2.0 has a target to become the key partner for the Caribbean countries and regional institutions in strategic reforms that will have to be decided at political level if there is enough trust to the programme and its staff.

2. Operational Trust:

- **Capacity Constraints:** Caribbean nations may lack the resources, expertise and institutional capacity to meet the EU's stringent operational standards, creating friction in collaboration efforts. Next to this, the Caribbean might perceive the EU as overly bureaucratic and slow-moving. EL PACCTO 2.0 has to take this into account.
- **Exchanges of information:** information is necessary to identify and dismantle criminal groups, as well as to provide security and justice returns for countries. However, at the law enforcement and justice level,



information is not exchanged if there is insufficient operational trust. EL PACCTO 2.0 must work to ensure that the links between institutions are sufficiently strong and trustworthy to enable operational exchanges to be expedited.

### 3. Personal Trust:

- **Historical Stereotypes and Biases:** like in all new working relations, trust has to be built. Next to this, personal interactions can be influenced by historical stereotypes and biases, affecting the interpersonal trust necessary for smooth collaboration.

#### ➤ Request from Caribbean to Europe to address demand side of drug problem

The Caribbean has consistently urged Europe to address the demand side of the drug problem, emphasizing that reducing European demand for drugs would alleviate the pressure on Caribbean nations that are often used as transit points. The same has happened in some Latin American countries like Colombia. This is not a specificity of the Caribbean countries as such but rather a trend that has increased in the past few years.

- **Asymmetrical Focus:** While the EU often focuses on supply-side measures, such as interdiction and eradication in the Caribbean, there is frustration over the lack of substantial European initiatives to reduce demand within Europe itself. This is reinforced by the fact that Caribbean countries are affected to a greater extent by the violence that comes with organised crime. This has for example been expressed during EL PACCTO 2.0 missions in the Caribbean.
- **Collaborative Programmes:** There is a need for more collaborative programmes that address both supply and demand, involving shared responsibility and resources to tackle the drug trade more effectively. In this regard, EL PACCTO will not initially get into demand-reduction actions because this topic is already covered by the EU Programme COPOLAD.

#### ➤ Lack of Information Sharing from European side with Caribbean



Information sharing is crucial for effective collaboration, but there are significant challenges in this area:

- **Data sensitivity:** The EU and their member states may be reluctant or restricted to share sensitive information due to concerns about data security, privacy regulations and misuse. This is not only about GDPR-related information; it also concerns the legal possibilities for sharing criminal justice data.
- **Technological and logistical barriers:** Disparities in technological infrastructure and logistical capabilities can hinder efficient information exchange.
- **Bureaucratic and legal hurdles:** Different bureaucratic procedures and legal restrictions in the EU and within EU Member States can delay or complicate the sharing of information with Caribbean counterparts.

➤ Differences in legal systems between Europe and Caribbean

Legal system differences pose significant challenges in harmonizing policies and enforcement mechanisms:

- **Common Law vs. Civil Law:** Many Caribbean nations operate under common law systems (influenced by British system), while the EU predominantly consists of civil law countries, with exceptions like Ireland and Malta. For EL PACCTO's networks and partnerships it is important to realize that some positions, for example the public prosecutors, have different roles in the criminal investigation and prosecution than in European, civil law systems. Besides this, the execution of requests for mutual legal assistance can pose challenges due to the differences in legal systems.
- **Regulatory divergence:** The divergence in legal principles and regulatory frameworks can lead to misunderstandings and inefficiencies in bilateral agreements and law enforcement cooperation.





- **Judicial compatibility:** Ensuring judicial decisions and enforcement measures are mutually recognized and compatible is often challenging, requiring intricate negotiations and adaptations.
- **Strong regional judicial institutions** that act as an appealing court and are issuing sentences above judicial sovereignty because Caribbean states have agreed to it.

### ➤ Historical Context

The historical context deeply influences current EU-Caribbean relations:

- **Colonial Legacy and economic exploitation:** The Caribbean's colonial history with European powers, primarily Britain, France, Spain, and the Netherlands, has left a legacy of economic and political ties, which are at times accompanied by certain levels of lingering resentment and mistrust.
- **Religion:** Religion plays a significant role in Caribbean society and culture. Its influence extends to areas such as prison culture, where faith-based practices often provide a source of support, moral guidance, and community among inmates. Religious organizations also play a pivotal role in rehabilitation programs, which may enhance their effectiveness when aligned with inmates' spiritual beliefs. Therefore, careful consideration of religious dynamics is essential when designing and implementing activities in the region.

### ➤ Addressing the Challenges

To effectively address these challenges, both the EU and Caribbean nations could consider the following approaches:

1. **Building Trust:** trust takes time and showing to be a trustworthy and equal partner. Grey listing issues could be addressed by assistance activities. But it starts with realizing the impact of these listing for small countries as well as the impact of having to deal with the implementation of European standards to banking or security checks. Next to this, establishing more transparent and





equitable partnerships, ensuring fair treatment, and addressing historical grievances can build political and personal trust.

2. **Integrated Drug Policies:** an integrated approach as EU-team comprising of different EU-funded initiatives such as EL PACCTO 2.0 and COPOLAD III could help to stress the development of comprehensive drug policies that address both supply and demand sides, with shared responsibility and resources, in order to create more effective solutions. Also, an integrated approach should do justice to the focus on different modalities of organised crime: the focus of Caribbean on arms trafficking, human trafficking etc. and the European focus on drug trafficking.
3. **Enhanced Information Sharing:** EL PACCTO 2.0 could stimulate the step-by-step increase of sharing of information. Next to that EL PACCTO 2.0 could assist to build partnerships that strengthens information-sharing mechanisms and reducing bureaucratic barriers to facilitate better collaboration.
4. **Legal Harmonization Efforts:** Initiating dialogues and legal harmonization efforts to bridge differences between common law and civil law systems can improve mutual understanding and cooperation.

### ➤ Respect

By recognizing and addressing these challenges, EL PACCTO 2.0 could bring the EU and Caribbean region towards stronger, more effective partnerships. These challenges have to be recognized and addressed at all levels, in designing activities, in contacts etc.

Next to this, respect is a cornerstone of successful cooperation, particularly in international partnerships where cultural, political, and economic differences can create challenges. In the context of EL PACCTO 2.0 working with the Caribbean region, respect manifests through acknowledging and **valuing the existing efforts and expertise within the region**. This approach not only fosters trust but also enhances the effectiveness and sustainability of collaborative initiatives.



A crucial aspect of respect in cooperation is **understanding and coordinating with local institutions and frameworks**. The Caribbean has established several robust organizations, such as the Regional Security System (RSS), and the Caribbean Community Implementation Agency for Crime and Security (IMPACS), the Joint Regional Communications Centre for Strategic Surveillance (JRCSS), and RIFC. These institutions play vital roles in regional security, communication, and strategic planning. **Recognizing their capabilities and allowing them to lead regional efforts** is essential. They have **deep-rooted knowledge and experience** in addressing local challenges and can effectively represent the region's needs and aspirations to external partners.

The strategy for working with the Caribbean underscores the importance of respecting these local institutions. For instance, by coordinating actions with IMPACS, RSS, and CCJ, EL PACCTO 2.0 can ensure that its initiatives align with regional priorities and leverage **existing strengths**. These institutions are already doing significant work and doing it well; therefore, integrating their expertise into EL PACCTO 2.0 activities but also strengthening existing initiatives not only demonstrates respect but also enhances the likelihood of success.

Moreover, the approach recommends that EL PACCTO 2.0 should invite regional representatives to participate in (strategic) meetings. By including speakers from IMPACS, the RSS, CCJ or local law enforcement organisations, EL PACCTO 2.0 acknowledges their pivotal role and ensures that the **initiatives are informed by those who best understand the local context**. This **inclusive strategy** fosters a sense of **ownership** and **commitment** among Caribbean stakeholders, which is crucial for the sustainability of joint efforts.

In conclusion, taking the time to understand and respect the Caribbean's existing frameworks and leadership is fundamental. This approach not only builds trust and mutual respect but also ensures that cooperative efforts are grounded in the realities of the region, leading to more effective and enduring outcomes.



## 6. Main objectives and overall Strategy of the programme's actions

### 6.1. Programme objectives

The goal of EL PACCTO 2.0 is to establish an effective partnership between the European Union and Latin America and the Caribbean (LAC) to strengthen the rule of law and fight organised crime. The desired outcome is to strengthen citizen security and the stability of Latin America, the Caribbean and Europe. Therefore, the overall objective of the programme is divided into three specific objectives (SOs) set out in the programme's Action Document and in the Description of the Action (DOA), which are anchored in three specific outputs of the programme's Logical Framework:

1. **Specific objective 1 (SO1)** focuses on consolidation and strengthening of LAC regional structures and EU-LAC bi-regional structures and cooperation mechanism on justice matters.
  - Output 1 – OT1.1: Strengthening the capacities of LAC criminal justice institutions and increasing opportunities for regional strategic dialogue and cooperation on justice and security issues.
2. **Specific objective 2 (SO2)** focuses on strengthening the rule of law environment and institutions' capacities to fight against transnational organised crime.
  - Output 2 – OT1.2: Strengthening the technical and methodological capacities of criminal justice institutions (police, judiciary and penitentiaries) to fight organised crime (through specialisation, improved regulation and policies, etc.), using human rights, gender, youth, conflict sensitivity and people-centred approaches, and involving effective civil society monitoring.



3. **Specific objective 3 (SO3)** addresses specific challenges of main transnational criminal markets.

- Output 3 – OT1.3: Improved operational capacities of criminal justice actors to prosecute organised crime in key criminal markets (trafficking in drugs, human beings and firearms, trafficking in cultural property, cybercrime and environmental crime).

To do so, a multi-faceted approach is foreseen, in order to encompass diverse levels of action (national, regional, supranational), different interconnected policy areas in the justice and security chain (and to tackle several types of organised crime. Strong law enforcement institutions and frameworks are needed, at national and supranational levels, to fight organised crime, whatsoever the types. No single country can tackle organised crime in an isolated manner, without coordination and collaboration with other stakeholders involved, considering the transnational feature of organised crime (in particular, importance of cooperation between origin country, transit country and destination country).

Hence, institutional strengthening and consolidation of cooperation mechanisms on law enforcement are requested to ensure long-term reinforcement of the rule of law and efficiency in the fight against organised crime. In addition, each type of illegal trafficking (drugs, arms, human beings, environment, etc.) possesses its own features, challenges, and context, thus a **tailor-made approach** is also necessary.

## 6.2. Strategic activities for the Caribbean region

### Vision

For the Caribbean this means that a constructive, equal and respectful partnership between the EU and the Caribbean on security and justice will lead to more effective cooperation in combating transnational organised crime.

### Mission



EL PACCTO 2.0 fosters a partnership on security and justice between the EU, the Caribbean, and Latin America through assistance and the promotion of international cooperation, keeping in mind the specific characteristics of the Caribbean region and if possible, building on the structures that were developed during EL PACCTO.

### **Strategy**

The activities are designed so that the programme can:

- Maintain a strong presence and bring together professionals and counterparts from different regions.
- Be a trusted partner for cooperation, building trust and creating constructive networks and working groups for practical cooperation.
- Strengthen regional organizations in the Caribbean and support their existing structures, in close cooperation with the existing regional organizations.
- Address various forms of organised crime and promote information exchange, considering the specific context of the Caribbean.
- In the long term, after establishing trust, explore opportunities to enhance political dialogue in the region and connect regional political dialogues.
- If possible and of interest to Caribbean countries, build inter-regional connections between Latin America and the Caribbean region.

### **6.3. Methodology**

#### **Caribbean desk**

The Caribbean region is distinctive in a number of ways, with a unique geopolitical, cultural and legal landscape that differs significantly from both Europe and Latin America. It is crucial to provide bespoke solutions tailored to the specific needs and context of Caribbean countries as they are integrated into the programme. This necessitates a dedicated focus, investment of time, and capacity to navigate the intricate



environment in which these countries operate. It is vital to ensure a seamless and efficient interface between the Caribbean countries and the wider EL PACCTO 2.0 programme. To this end, we have set up the Caribbean Desk, which is managed primarily by the Strategic Key Expert for the Caribbean and a Project Officer in close cooperation with the various components within EL PACCTO 2.0.

The programme's (and all its components') responsibility for coordinating the integration of Caribbean countries and carrying out activities means that the Caribbean Desk plays a vital role in ensuring the process runs smoothly and efficiently. While individual Caribbean countries and programme components often organise activities independently, it is vital that all initiatives related to the Caribbean region are aligned with the Desk. This coordination enables the effective inclusion of Caribbean focal points in broader Latin American activities and the development of initiatives tailored to the Caribbean context.

The Caribbean Desk serves as a central hub, leveraging its extensive network, deep knowledge of regional focal points, and a clear understanding of the broader geopolitical and cultural context. This ensures that all activities in the region are informed by strategic insights into timing, local dynamics, potential opportunities, and risks. By maintaining close coordination with the Desk, stakeholders can avoid duplication of efforts, capitalise on synergies, and enhance the overall impact of their initiatives in the Caribbean.

Our approach is based on three fundamental principles:

1. Advance consultation: It is essential that all activities concerning the Caribbean region are discussed with the Caribbean Desk in advance. This approach ensures that initiatives are well-coordinated and aligned with the overall programme strategy, thereby maximising their effectiveness.
2. Stakeholder coordination: When engaging Caribbean Focal Points for any activity, the list of stakeholders must be shared with the Caribbean Desk beforehand. This enables the Desk to offer bespoke advice on the most



suitable contacts and strategies, based on its in-depth knowledge of the region.

3. Fast and flexible communication: The Caribbean Desk will proactively communicate relevant activities to its network and, when necessary, engage directly with countries or organisations to provide additional context or clarification. This guarantees that all partners are fully informed and able to contribute effectively.

Adherence to these principles allows us to maintain a clear overview of all Caribbean-related activities, which is essential for effective management of collaboration with both our Caribbean partners and the EL PACCTO 2.0 consortium. The Caribbean Desk plays a vital role in ensuring that the programme remains responsive to the unique challenges and opportunities of the region, thereby facilitating long-term success and stronger partnerships. An increased on-site presence of the Caribbean Desk in the region will be assessed.

### **Network building and intercultural collaboration**

It is vital to build and maintain a strong network in the Caribbean region if we are to successfully integrate the region into the programme. It is evident from the literature that networks in international projects require a significant investment of time and attention, particularly when dealing with different cultures and diverse institutional structures (Agranoff, 2007). Connecting various cultural backgrounds requires mutual understanding and a development approach that considers the specific needs and expectations of different stakeholders. By adopting a strategy that emphasises the importance of "cultural intelligence", we can enhance our collaborative efforts and bridge the gap between the Caribbean, Latin American and European contexts (Earley & Ang, 2003).

In addition to fostering practical collaboration, we also aim to initiate political dialogue on relevant topics within and between countries and regions. This will enable us to collectively address regional challenges and promote sustainable change. By initiating





this dialogue, we can foster mutual understanding and enhance cooperation between countries in the Caribbean region.

Additionally, the Caribbean Desk is in charge of developing a specific relationship with the institutional Focal Points of the Caribbean countries and regional institutions. These Focal Points already constitute a kind of unofficial network that allow activities to be designed, planned and implemented. The main objective, thus, is to consolidate, reinforce and strengthen ties throughout this unofficial network and foster the official creation of other thematic networks that may be requested by the Focal Points and the national authorities.

### **Development approach and multi-level cooperation**

Our development approach is focused on gradually building cooperation. We take the time to establish a solid foundation while simultaneously initiating concrete activities that meet the specific needs of the countries and regions involved. It is important to recognise that developing strategies that can be practically implemented requires time and effort, particularly in an international context. In multilateral projects, it is important to be patient when building relationships. However, it is also necessary to achieve early, tangible successes in order to maintain stakeholder engagement.

Our objective is to foster collaboration at all levels, from strategic decision-making and political to operational execution. It is vital that all stakeholders, from political leaders to operational teams, are involved in shaping this cooperation. This results in an integrated approach that strengthens and aligns all levels. Our objective is to establish a well-functioning and sustainable community of regional partners. By maintaining regular contact and coordination, we aim to guarantee that all stakeholders work effectively together to achieve the shared goals of the programme. This necessitates close collaboration and continuous alignment, with the Caribbean Desk acting as the connecting link, offering guidance on timing, context, and risks.

### **Checklist for working with the Caribbean**

While aligning priorities, the following points should be taken into account:



- It is important to be aware of the differences between the Caribbean and other regions, such as Latin America and the EU, and to acknowledge the specificities of each.
- High-level political engagement will be sought carefully, not only when looking for the regional organizations' endorsement of concrete actions, but specially when building bi-regional (or even multi-regional) dialogues.
- In the initial stages, it would be beneficial to create separate specialised and thematic justice and security networks and activities for the Caribbean, with the possibility of eventual integration in the future. Nonetheless, activities with Latin American networks or initiatives are envisaged.
- It may be advantageous to combine the Caribbean and Latin America in main conferences and on cross-regional themes, such as those related to human trafficking or youth.
- Forming multi-country networks that cover the Caribbean, Latin America, and the EU could also be a valuable approach.
- It is recommended that constructive networks and working groups be created or strengthened in order to facilitate practical cooperation.
- It would be beneficial to emphasise practical exercises (with scenarios and train the trainer) over traditional training and lectures.
- Regional Involvement & Strengthening of Existing Structures
  - Engage with regional organisations and utilise their expertise to reinforce their established structures and existing networks. It is important to acknowledge ownership. It is important to reinforce regional organisations in the Caribbean and provide support for their existing structures. It would be beneficial to consult with regional initiatives such as RSS, IMPACS and CCJ to ensure alignment with their plans.
- Reliability



- Be a reliable partner for Caribbean countries and regional organisations. Respect existing structures, organisations, networks and expertise, and build trust.
- Increase cooperation between the EU and CARICOM in the Caribbean region.
  - Identify opportunities to enhance collaboration between European overseas territories and CARICOM countries and regional organisations.
- Support to operational action will be prioritised when providing a concrete added value, increasing technical – and not only logistical – capacities, fostering regional or bi-regional coordination and setting advance coordination mechanisms or JITs when possible.

This approach allows us to gradually achieve our broader objectives while establishing tangible partnerships and organising activities that address the diverse needs of countries and organisations in the region.

## 7. Work priorities identified

As previously outlined, a comprehensive needs assessment of the Caribbean region has been conducted throughout the initial phase of EL PACCTO 2.0. Through video conferences with focal points from all countries and relevant organisations/institutions, country missions, the Caribbean High-Level Sessions, the Caribbean Focal Point Event, and the attendance of relevant conferences, we were able to gain a more complete and comprehensive view of the challenges and priorities of organised crime. As a result of these discussions, we have gained a comprehensive understanding of the contextual landscape of organised crime and the specific areas within the EL PACCTO 2.0 mandate. This has led to the identification of a number of key priorities, which will be discussed in more detail in the following chapter.



### 7.1. Key priority: Cybercrime

Cybercrime is identified as an emerging trend in transnational organised crime. It is primarily regarded as a facilitator of other forms of organised crime, as it is frequently employed by perpetrators to finance their operations and transfer illicit proceeds across regions, including from the LA to the EU. Local authorities are facing challenges in effectively responding to these activities due to the relatively new and constantly evolving technology involved. Technological developments are occurring at a faster pace than the introduction of corresponding legislation and regulation. Both law enforcement and the judiciary encounter comparable challenges, as the issue impedes effective investigations of cybercrime and hinders the prosecution and sentencing of individuals. It is therefore essential to enhance capabilities in the investigation of cybercrime. This encompasses legislation and criminal investigation strategies and tools, as well as the adoption of conventional legislation and the ratification and implementation of the Budapest Convention, as well as taking into account other treaties, like the United Nations Cybercrime Treaty. It is recommended that the establishment of high-functioning networks and frameworks for information sharing be considered a priority, as well as addressing the challenges regarding international cooperation on the topic. This should be conducted in close collaboration with relevant regional entities, such as CARICOM IMPACS and RSS, as required.

### 7.2. Key priority: Firearms trafficking and possession

The Caribbean countries have identified the possession and trafficking of firearms as a priority and significant challenge across the region. This is due to the fact that it is the primary cause of homicides and a disruptive factor for local communities. There is a lack of documentation and regulation at the regional level with regard to the trafficking and possession of firearms. A number of stakeholders from the region have expressed the view that it would be beneficial to learn from and potentially build on the experiences and knowledge of the EU regarding the tracing and collection of data regarding firearms. It is recommended that close collaboration with the CARICOM IMPACS Crime and Gun



Intelligence Unit (CGIU) be established. To this end, it is essential to emphasise the need for close collaboration between IMPACS, RSS and EMPACT, as well as the continued networking with all other relevant partners, which includes the European overseas territories in the Caribbean region. To ensure effective collaboration in combating the trafficking and possession of firearms, it is essential to facilitate the review, drafting and implementation of necessary legislation.

### 7.3. Key priority: Prisons

It is important to view the penitentiary as a vital component of the justice cycle, particularly given that 95% of prisoners or persons deprived of liberty (PDL) eventually reintegrate into society. Negative aspects of prison culture affect the lives of offenders also after their release, resulting in dependence on criminal structures once outside in society. As far as it has been seen and analysed with Focal Points, infiltration by organised crime groups in the prisons in the Caribbean is not a concern. Nevertheless, the issues of rehabilitation and recidivism are of particular importance in the Caribbean and require special attention from EL PACCTO 2.0.

To counter continued criminal activity during detention, it is essential to implement strategies that disrupt the formation or persistence of criminal networks within prisons. This includes measures such as enhanced monitoring of inmate communications, reducing opportunities for gang coordination, and segregating inmates identified as high-risk in terms of criminal leadership.

Besides enforcing reintegration efforts inside prisons, the use of alternatives to incarceration, probation, and parole could be beneficial for the purpose of interrupting and ceasing criminal careers. It would be beneficial at the regional level to foster greater cooperation among Heads of Prisons, Parole, and Probation as there is currently limited interaction outside of the Annual Association of Caribbean Heads of Corrections and Prison Services (ACHCPS) Conference.



Furthermore, there is currently no framework in place to facilitate the sharing of intelligence, information, and other relevant materials across the region. At the national level, a number of challenges have been identified, including those related to rehabilitation, reintegration, and recidivism. Furthermore, the focus areas of restorative justice, improving prison conditions, juveniles in the penitentiary system, possibilities for alternative measures, dynamic security, and the role of civil society require attention. In addition, a review of the legislation governing outdated prison laws is required, as many necessary changes are constrained by legislative limitations.

#### **7.4. Key Priority: Strengthening regional institutions**

Ongoing engagement with key regional organisations, including CARICOM IMPACS, the Regional Security System (RSS), the Eastern Caribbean Supreme Court (ECSC) and the Caribbean Court of Justice (CCJ), has highlighted the challenges these institutions are facing and their willingness to collaborate with EL PACCTO 2.0 in addressing these issues. It is crucial to reinforce these regional bodies in order to improve justice and security in the Caribbean. It is therefore essential that the programme works closely with these entities if we are to successfully integrate the Caribbean region into EL PACCTO 2.0. Given their expertise, networks and in-depth contextual understanding, these institutions are essential partners for EL PACCTO 2.0 throughout the programme. Furthermore, they are instrumental in facilitating interregional collaboration, not only with the European Union but also with Latin America.

During the first year of EL PACCTO 2.0, it became evident that a lack of national-level cooperation resulted in a regional information gap and a deficiency in information sharing among countries. To address this, it is essential to ensure the efficient and effective use of existing information-sharing networks. It is beneficial to implement a mechanism at the national level to coordinate information sharing and work lines, ensuring the active involvement of all relevant institutions. It is necessary to fully utilise the existing frameworks for sharing expertise and information. At the regional level, coordination with and lessons from European operational coordination and information-





sharing systems, such as cooperation with EUROPOL and EMPACT, can help to enhance the current framework. Furthermore, it would be beneficial to explore potential collaboration with European institutions such as EUROJUST, the European Public Prosecutors Office (EPPO), the European Union Drugs Agency (EUDA) and the European Judicial Network (EJN), as well as with EU-funded initiatives and stable projects such as MAOC-N.

Also, a regional verification system or mechanism is needed to identify and build upon best practices, enhancing situational awareness in collaboration with RSS and the [Regional Intelligence Fusion Centre](#). There is a need for greater synergy within the data platform to enable comprehensive data analysis across institutions at both national and regional levels. Overall, the sharing of information between countries in and between regions should be prioritized.

In line with the above, the EL PACCTO programme has developed a threat assessment tool to analyze the impact of serious and transnational organized crime in Latin America and the Caribbean. Launched in 2020, it enabled several Latin American countries to launch the region's first transnational organized crime threat assessment, inspired by the European SOCTA methodology. This effort identified seven major criminal areas and one cross-cutting area, integrating police, intelligence, and open-source data for comprehensive analysis. The programme will support the development of capacities and systems for the identification of threats and criminal trends with a renewed and modern version of the Latin American Threat Documentation and Assessment Tool. The ambition is to evolve towards a more robust and secure system for the Latin American and Caribbean region for data collection and analysis, which will serve as the basis for effective operations against transnational criminal networks.

With regard to the judiciary, a comprehensive legislative mapping exercise is necessary to identify gaps and areas of alignment, thereby promoting greater harmonisation across the region. This would enable more effective combating of transnational organised crime. These initiatives should be reinforced by the presentation of judicial case studies and the utilisation of existing networks, such as the Caribbean Association





of Judicial Officers. In addition, there is a requirement for targeted training and capacity building for judicial officers in specific areas. Furthermore, it is essential to align specific activities with strategic documents such as the Needham's Point Declaration.

In addition, threat assessment is a critical tool for identifying, analysing, and prioritizing risks to security and stability. It provides a structured approach to understanding emerging threats, enabling stakeholders to allocate resources effectively and develop targeted strategies for mitigation. Given the interconnected nature of global threats, collaboration between the Caribbean and Latin America is essential. Joint efforts in threat assessment can foster a shared understanding of regional risks, enhance information exchange, and strengthen coordinated responses to transnational challenges such as organized crime, drug trafficking, and cyber threats. Strengthening this partnership will create a more resilient and secure environment for all parties involved.

Finally, it would be beneficial to explore the possibilities to involve the Caribbean countries in AMERIPOL activities in the coming years. AMERIPOL is a regional police organization in Latin America to strengthen cooperation and information exchange between the police and security forces to combat transnational crime. AMERIPOL is observed by security institutions, such as INTERPOL and EUROPOL, but also national police forces outside of Latin America and the Caribbean. The in 2022 completed project EL PACCTO: Support to AMERIPOL, a project to improve the level of international cooperation between the polices, judicial and prosecutor bodies in Latin America, included just one Caribbean country (Dominican Republic). Therefore, it is useful to explore the possibilities for Caribbean countries to participate in activities in relation to AMERIPOL.

### **7.5. Key Priority: Gangs**

Gang violence represents a significant challenge in the Caribbean region, contributing to elevated crime and instability rates in numerous communities. The poly-criminal nature of these criminal groups presents a significant challenge to public safety, economic development and social cohesion. These issues have a particularly adverse impact on



vulnerable populations, with young men being particularly affected. To effectively address gang violence, it is essential to adopt a multifaceted approach that acknowledges the multiplicity of causes of the problem. It is essential to address the complex socio-economic factors that drive vulnerable people into gangs, as well as the lack of coordination among national and regional entities to effectively combat these groups. In addition, it would be beneficial to address societal attitudes and normative values.

### 7.6. Key Priority: Drug Trafficking

The issue of drug trafficking remains a significant and persistent challenge for the Caribbean region. Due to its strategic location, the Caribbean acts as a major transit hub for illicit narcotics, particularly those originating from South America and destined for markets in the United States and Europe. The trafficking of drugs not only intensifies violence and corruption but also severely undermines security, governance, and social stability across the region.

Criminal organizations, trafficking cocaine from Latin America via the Caribbean to the EU, pose enormous security risks for these regions. Legal infrastructures such as seaports and airports are abused by criminals. The cocaine is mainly produced in Colombia, followed by Peru and Bolivia, and then distributed towards Europe via ports in, among others, Ecuador, Panama, Colombia, Costa Rica and the Dominican Republic.

Drug trafficking is often intertwined with other forms of organized crime, including arms trafficking, gang violence, human trafficking, and environmental crimes such as illegal mining. These activities are frequently orchestrated by the same criminal networks responsible for drug smuggling, further complicating efforts to address these challenges in isolation.

The supply chain is the most lucrative part of the trafficking of illicit goods. This means that ports are very relevant and particularly vulnerable elements and hotspots of criminal activity in the context of illicit trafficking of drugs, goods, and people. They serve as key components of criminal activities for organized transnational criminal groups and are



also areas where criminal groups infiltrate in both state and private structures. The phenomenon of transnational organized crime cannot be fully understood and tackled effectively without the maritime component (including ports) of major trafficking operations. T

The Caribbean's porous borders and proximity to European overseas territories, such as Guadeloupe and Martinique, highlight the urgent need for enhanced regional collaboration. Moreover, effective countermeasures demand closer bi-regional cooperation with Europe to address both the supply and demand sides of the issue. The poly-criminal nature of drug trafficking means that it should not be considered in isolation. Rather, it must be integrated into broader strategies that target related criminal activities and socioeconomic drivers.

When designing and implementing activities in other sectors/themes, it is critical to account for the impact of drug trafficking. Without a holistic and coordinated approach that encompasses these interrelated challenges, efforts to combat the flow of drugs will remain fragmented and ultimately ineffective. Comprehensive and sustained regional and international cooperation is essential to create lasting solutions that address not only drug trafficking itself but also the broader criminal ecosystem that sustains it.

### **7.7. Key Priority: Environmental Crimes**

It is becoming increasingly clear that environmental crimes represent a significant challenge for Caribbean countries. To address this issue effectively, a strategic and collaborative approach is essential. A primary objective is to enhance collaboration in investigations and prosecutions at the national and regional levels. This will entail enhancing capabilities and furnishing technical assistance, while also establishing mechanisms for the sharing of information. It would be beneficial to draw on established regional cooperation models, such as those in Europe, in order to gain valuable guidance and support.

It is equally important to raise awareness and promote education across the justice sector in order to ensure that law enforcement, prosecution and judicial bodies possess



a unified understanding of environmental crimes. This will result in more effective enforcement and legal action. Furthermore, opportunities for Caribbean countries to engage with international networks, such as the Jaguar Network, which was initiated during the first phase of the EL PACCTO programme, will be explored with a view to strengthening cooperation and knowledge exchange.

It is essential to establish green alliances within the Caribbean and with Latin America in order to foster a broader regional approach to environmental challenges. It is essential that activities are aligned with the principles of the European Green Deal, ensuring coherence with global sustainability objectives. Furthermore, particular focus should be placed on addressing the needs of indigenous communities and addressing urgent issues such as illegal mining, deforestation, and trafficking in protected species.

### **7.8. Key Priority: Financial Crimes and Money Laundering**

Financial crimes, particularly in the areas of asset recovery, money laundering and underground banking, present significant challenges for Caribbean countries, with an urgent need for a more proactive stance, especially concerning virtual assets and cryptocurrencies. One of the most significant gaps identified is the lack of a regulatory framework for virtual assets, which could greatly benefit from international support, but also challenges regarding international cooperation. Among others, the RSS identified that another issue is the lack of sufficient (harmonized) legislation enabling mutual legal assistance with, for example, the EU in this area. This significantly limits the possibilities for legal assistance in this domain (and others). CARICOM IMPACS has identified the lack of a dedicated committee to coordinate anti-corruption and financial crime efforts as a key issue, underscoring the need for formalised information-sharing protocols to enhance regional cooperation.

Training and capacity building are also key areas of focus. It is imperative that prosecutors, investigators, and judges receive specialised training in areas such as asset recovery, cryptocurrency, and anti-money laundering (AML). It is essential that all stakeholders in the justice system have consistent knowledge of these areas in order to



strengthen overall efforts, including international cooperation. Furthermore, raising awareness and identifying technical experts for training within local institutions will facilitate ongoing capacity development.

While legislation to combat money laundering exists, it is not being effectively utilised, with notable exceptions such as Jamaica. It is vital to harmonise legal frameworks across the region, as significant discrepancies between national legislation impede effective enforcement. It is also essential to pursue collaborative efforts in joint investigations and to develop strategic information systems to guide operations, in order to advance regional efforts against financial crimes.

In the context of corruption, promoting ethical leadership and effective management at all levels is seen as a fundamental element in combating corruption and reducing organised crime. It is vital that we place an emphasis on leadership training in order to foster integrity within institutions and strengthen the fight against financial crime across the region.

### **7.9. Key Priority: Human Trafficking**

The Caribbean is a transit zone for migrants from Asia and Africa en route to the United States. The prevalence of migrant smuggling and illegal migration is a significant challenge. In order to tackle the issue of human trafficking, a number of strategic priorities have been identified.

It is imperative that we establish a unified body to facilitate collaboration among various entities, as there is currently no regional coordination of actions. The establishment of an information-sharing system, including connections with Latin America, would significantly enhance efforts to track trafficking victims across the region. Furthermore, the establishment of a network of experts on trafficking in human beings (THB) represents a promising opportunity. This new network, which would work closely with organisations such as LYNX and the EU, could possibly include a hotline for immediate assistance. EL PACCTO 2.0 could provide support for training and legislative development, thereby strengthening national capacities to combat human trafficking.



Furthermore, member states have indicated a requirement for legislative support in addressing human trafficking. It is essential to align legislation across countries, and there is a clear need for support in drafting and analysing suitable laws that can be adapted to future challenges. By concentrating on these areas, the Caribbean can improve its collective response to human trafficking and guarantee more effective protection for vulnerable populations.

### **7.10. Key Priority: Human Rights, Gender, Civil Society, Youth**

There are a number of critical areas for action in the Caribbean in relation to the topics of human rights, gender, civil society and youth. One significant issue is the vulnerability of teenagers in the region to organised crime, which can lead them into various forms of criminal activity. To address this issue, it is essential to implement targeted initiatives focused on youth development.

Furthermore, IMPACS underscores the significance of engaging vulnerable communities as pivotal stakeholders in the initiatives under EL PACCTO 2.0. It is necessary that actions are designed to enhance access to justice, provide compensation, ensure safe housing and promote social justice, while also taking into account the gender dynamics associated with organised crime.

In addition, there is a need to create more networking opportunities and establish a framework that facilitates collaboration among stakeholders across the region. It is also vital to address societal attitudes and behaviours, particularly the normalisation of violence. It would be beneficial for EL PACCTO 2.0 to prioritise the alteration of these norms, particularly among the younger demographic, in order to cultivate a culture that emphasises safety, justice and positive social values.

### **7.11. Key Priority: Witness protection**

The topic of witness protection identifies several key areas for action in the Caribbean. It is needed to establish a regional standard for witness protection measures and procedures, particularly for smaller countries that face unique challenges in this area.





The establishment of a regional witness protection programme would be advantageous, as it would provide a unified approach to the safeguarding of individuals who provide vital testimony. To this end, different initiatives could be launched and taken into account. An example could be the harmonisation of legislation related to witness protection. Support from EL PACCTO 2.0 in this topic could prove particularly valuable in this process. By concentrating on these initiatives, the region can improve the safety and efficacy of its witness protection measures. However, this topic is also underdeveloped in the Latin American region and could also be a nexus between the Caribbean countries and the Latin American ones.

## 8. Information dissemination and knowledge management

### 8.1. Information dissemination

EL PACCTO 2.0 Programme has taken on board the European Union's new corporate approach to information dissemination cooperation programmes, which aims to contribute to ensuring knowledge, understanding and perception of the EU and its role in the world.

To achieve this objective, the programme coordinates all its information dissemination actions with INTPA, which generates the guidelines and orientations, as it lacks its own communication strategy and media, as in the previous phase of the programme.

EL PACCTO 2.0 information dissemination focuses on events, activities, operations, results and progress of the programme as set out in the approved planning, the DOA and the Logical Framework. This is done using short infographic reports and short videos, which are arranged by the programme and DG INTPA for direct distribution, via email, to key audiences, which builds trust among programme participants.

Dissemination of information through the press, public media and social networks is not done by the Programme. They are usually initiatives of the Delegations of the European





Union, the European Commission – DG INTPA, EU Agencies, other cooperation programmes, institutions co-executing events or beneficiaries, although there is no control over the process, efforts are made to influence these disseminations through the coordination and supply of content endorsed by DG INTPA.

EL PACCTO 2.0 aims for 2025-2026:

1. Ensure EU visibility through the use of the emblem, together with the name of the programme, complying with the standards and manuals established by the European Commission, to produce all materials and products used in the management of the programme, from documents, presentations, reports, material from events with other implementers, to video reports, etc.
2. Use from 2025 onwards DG INTPA's own channels to disseminate information, progress and results, such as the website set up for the programmes, its news sections, etc. The aim is to generate content of interest aligned with the EU's key messages.
3. Keep DG INTPA informed in a timely manner of relevant activities and the results of these so that, if they so choose, they can disseminate information through their channels.
4. In the activities implemented with other partners, where communication actions are generated by third parties or co-implementers, try to participate in the coordination of the actions and generate content, to ensure the correct visibility and messages of the EU, and with the participation of DG INTPA.

The following internal dissemination products have been coordinated with DG INTPA:

- Upcoming events: in the middle of each month, the updated agenda for the coming months is sent to DG INTPA, where the activities, dates and countries are identified. This agenda can be forwarded to other audiences and topics of communication value can be identified and processed by DG INTPA 02.



- Flash report: this is a short, infographic summary of the programme's activities and results for the month, prepared in HTML email format. This report is sent by DG INTPA to its key audiences.
- Feedback report to participants: a report in PDF and infographic format that also contains access to graphic and audio-visual material, which EL PACCTO 2.0 sends to the participants of a specific activity, summarising the results of the activity.

## 8.2. Knowledge management

Knowledge Management (KM) has two dimensions in the programme, an internal dimension covering the implementing team and an external dimension covering the beneficiaries, partners, recipients of the action and different stakeholders.

KM is a cross-cutting resource that contributes to the internal cohesion of the team, which is made up of members from six different implementing partners, representing organisations and countries, with their respective cultures. This is the big challenge: integration, knowing clearly what is to be achieved and how, synergy, having timely information on activities, change management and how to be more efficient. This is what the KM strategy aims to address, which seeks to reinforce an integrated working model that is a Team Europe best practice.

To this end, it has focused on facilitating the **co-creation of a programme intervention methodology**, compiling best practices and experiences, systematising them to transform them into manuals, guides, formats, processes and information systems that help to make the work standardised and practical. This methodology is flexible, and its implementation tools are constantly being reviewed and improved by the team throughout the programme. In 2024, it included the collection of information and design of instruments that led to the creation of a joint plan for 2025, based on the programme results established in the DOA and the Logical Framework.

In 2025, the methodology will initiate the use of an **information system** that contributes to the efficient management of information and data from hundreds of simultaneous



programme activities and facilitates reporting. Also, a **document management** system in SharePoint that puts at the team's fingertips the resources they need in their daily work, easily located and reusable.

The use of **Communities of Practice** is key to reinforcing methodologies, identifying good practices, systematising them and sharing them through permanent groups. As a result of these initiatives, an internal product called **Learning Bites** is generated, which compiles the different problems encountered in management and the proposed solution, becoming a practical work guide that is then incorporated into the programme management manual that will be consolidated in 2025.

**Internal training** is developed around how to do the work better and are designed collaboratively. In 2025-2026 they will focus on topics such as: programme intervention methodology, Logical Framework and results, use of technological tools used in the programme, agile meeting facilitation methodologies, how to promote and manage communities of practice, event management and logistics, among other topics identified by the teams. We have a Moodle platform that allows us to train the teams asynchronously and to have it as a source of consultation.

Internal training encourages implementing teams to promote communities of practice and the use of platforms such as Moodle and Capacity4dev.eu in the activities they implement with beneficiaries. For these initiatives, the team has KM technical support from.

## 9. KPIs and OBIs

EL PACCTO 2.0 Monitoring, Evaluation and Learning Plan includes 13 indicators to assess the degree of programme implementation and performance (Key Performance Indicators or KPIs) and stakeholder perception (Opinion Based Indicators or OBIs). These indicators will complement the programme's Logical Framework indicators, as the latter focus on measuring results.



### 9.1. Key Performance Indicators (KPIs)

The KPIs will serve to measure the status of implementation and achievement of the EL PACCTO 2.0 Strategic Plans with Latin America and the Caribbean. In addition, as shown, the KPIs cover the financial performance of the programme (i.e. the degree of budget execution), the operational performance (i.e. the activities implemented and the key results they produced in terms of institutions supported, participants in the activities, experts mobilised to support the implementation of the activities and the dissemination and use of documents produced or updated by EL PACCTO 2.0) and cross-cutting issues such as the incorporation of innovative and gender-sensitive approaches.

INDICATORS	DISAGGREGATION
<b>BUDGET IMPLEMENTED</b>	
<b>KPI1:</b> Percentage of annual budget implemented <b>KPI2:</b> Percentage of total budget implemented	1. Activity line
<b>ACTIVITIES IMPLEMENTED</b>	
<b>KPI3:</b> Total number of technical assistance activities implemented (planned and unplanned)	1. <b>Geographical scope:</b> single country, bilateral, multi-country. 2. <b>LAC country,</b> i.e. country where the activity was implemented. 3. <b>Type of activity:</b> high-level events (seminars, conferences, high-level meetings), technical activities (workshops, study visits, specialised advisory services), trainings, support to operations.
<b>KPI4:</b> Percentage of technical assistance activities implemented that were planned <b>KPI5:</b> Percentage of planned technical assistance activities that were effectively implemented	1. <b>Geographical scope:</b> Caribbean, Latin America, LAC, LAC-EU
<b>KPI6:</b> Percentage of activities implemented without delays	N/A



### INSTITUTIONS RECEIVING SUPPORT FROM EL PACCTO 2.0

**KPI7:** Number (and list) of institutions that received support from EL PACCTO 2.0

1. **Type of institution:** Latin American national institution, Caribbean national institution, LAC regional institution, Latin American regional institution, Caribbean regional institution, EU institution, EU Member State, Civil Society, Private, Other.  
1.1. If LA/C national institution, **LAC countries** represented.
2. **Mandate of institution:** Security & Law enforcement, Justice & Judicial, Penitentiary, Combined, Other
3. **Type of activity:** high-level events, technical activities, trainings, support to operations

### PARTICIPANTS

**KPI8:** Number of persons participating in activities implemented by EL PACCTO 2.0

1. **Region:** Latin America, Caribbean, LAC, EU, Other.  
1.1. If Latin America / Caribbean, **LAC countries** represented by participants.
2. **Gender:** Male, Female, Intersex
3. **Type of activity:** high-level events, technical activities, trainings, support to operations.

### EXPERTS MOBILISED

**KPI9:** Number (and list) of experts mobilised to actively contribute to activities implemented by EL PACCTO 2.0

1. **Region:** Latin America, Caribbean, LAC, EU, Other.  
1.1. If Latin America / Caribbean, **LAC countries** represented by experts mobilised.
2. **Gender:** Male, Female, Intersex

**KPI10:** Number (and list) of institutions represented by experts mobilized to actively contribute to activities implemented by EL PACCTO 2.0

1. **Type of institution:** Latin American national institution, Caribbean national institution, LAC regional institution, Latin American regional institution, Caribbean regional institution, EU institution, EU Member State, Civil Society, Private, Other.  
1.1. If LA/C national institution **LAC countries** represented by institutions.



	2. <b>Mandate of institution:</b> Security / Justice / Penitentiary / Combined / Other.
DOCUMENTS PRODUCED BY EL PACCTO 2.0	
<b>KPI11:</b> Number of institutions that reported using documents produced by EL PACCTO 2.0	1. Documents <b>adopted vs updated</b> by EL PACCTO 2.0
INNOVATION	
<b>KPI12:</b> Number of activities implemented that incorporated an innovative approach	1. <b>Activity aspect affected:</b> Design, Collaboration, Implementation, Product or result
GENDER APPROACHES	
<b>KPI13:</b> Number of activities that incorporated a gender perspective	TBD by gender expert

## 9.2. Opinion Based Indicators (OBIs)

The OBIs or Opinion Based Indicators, which will be used to assess stakeholder satisfaction, and their perception of programme results in relation to key evaluation criteria, in particular relevance, effectiveness, sustainability and coherence.

Criteria	Opinion-based indicators (OBI)
Stakeholder satisfaction	<b>OBI1:</b> Overall level of satisfaction among key stakeholders [Quantitative, complemented with qualitative assessment of main positive and negative aspects highlighted by stakeholders] <b>OBI2:</b> Identification by stakeholders of areas for improvement [Qualitative]
Relevance	<b>OBI3:</b> Stakeholder perception on the degree of alignment of EL PACCTO 2.0 with existing and emerging TCO trends [Quantitative] <b>OBI4:</b> Stakeholder perception on the degree of alignment of EL PACCTO 2.0 with: (a) current and (b) emerging needs of key stakeholders in the fight against organised crime [Quantitative, complemented with qualitative assessment of main current and emerging needs addressed / unaddressed]





	<b>OBI5:</b> Identification by key stakeholders of room for further alignment between EL PACCTO 2.0 and existing and emerging needs in the fight against organised crime <i>[Qualitative]</i>
Effectiveness	<p><b>OBI6:</b> Stakeholder perception on the degree of progress towards the specific objectives of EL PACCTO 2.0: i) Consolidation and strengthening of LAC regional structures, EU-LAC bi-regional dialogue structures and judicial and police cooperation mechanisms, ii) Strengthening the rule of law environment and institutional capacity to respond to organised crime, iii) Addressing the specific challenges of the main criminal markets. <i>[Quantitative assessment of number of stakeholders who consider progress has been achieved; qualitative assessment of main changes / trends observed, extent to which EL PACCTO 2.0 contributed to that, and contributing / hindering factors]</i></p> <p><b>OBI7:</b> Identification of examples of how EL PACCTO 2.0 contributed to progress towards the specific objectives <i>[Qualitative assessment of main results achieved and their impact in the observed trends / changes]</i></p> <p><b>OBI8:</b> Stakeholder perception on the extent to which EL PACCTO has led to the enhancement of the fight against transnational organised crime <i>[Quantitative, complemented with qualitative assessment of the stakeholders' perception of how the support had an impact on responding to organised crime and/or rule of law]</i></p>
Sustainability	<b>OBI9:</b> Stakeholder perception on the extent to which the results achieved by EL PACCTO 2.0 are expected to be sustained in time after the intervention (Examples) <i>[Quantitative assessment of stakeholders who believe the results of the intervention are likely to be sustained over time, complemented with qualitative assessment of appraisal and main forms in which results can be more sustainable]</i>
Coherence	<b>OBI10:</b> Stakeholder perception on the degree of complementarity and coherence between EL PACCTO 2.0 and other relevant international and national interventions <i>[Quantitative assessment (i.e. number of stakeholders who consider EL PACCTO 2.0 was coherent with, and complementarity to, other relevant interventions), complemented with qualitative appraisal of relevant initiatives and contributing / hindering factors affecting coherence / complementarity]</i>





		<b>OBI11:</b> Examples of synergies were adequately exploited and unnecessary overlaps avoided [Qualitative assessment on synergies adequately explored and unnecessary overlaps avoided]
EU	added value	<b>OBI12:</b> Stakeholder perception on the degree of EL PACCTO 2.0 added value against other forms of bilateral cooperation [Quantitative assessment of number of stakeholders who believe it added value, complemented with qualitative appraisal of contributing / hindering factors]



## Annex Table of key national and regional actors identified

This Strategy seeks to build on successful initiatives and integrate lessons learned, while adapting to the evolving context and addressing emerging challenges. In its development, careful consideration has been given to the existing institutional frameworks and previous capacity-building efforts in the Caribbean region.

A deliberate effort has been made to avoid duplicating the work of established organizations and programs. Instead, the Strategy is guided by the principle of mutual respect, prioritizing collaboration through joint efforts to ensure cohesive and effective outcomes.

Please note that the following table is non-exhaustive and serves only as an overview of the key national and regional actors identified in the Caribbean region.

Countries	Programme/Action name	Implementing partner	Execution time & funding	Description
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Antigua and Barbuda, Barbados, Belize, Dominica, Guyana, Saint Lucia, Saint Kitts and Nevis, Trinidad and Tobago	PACE Justice	UNDP	03/2023 – 03 2027 €10.310.000	The project's ultimate objective is to enhance the institutional capacities of prosecutors, courts, police, and prisons in the Caribbean to manage criminal cases effectively and efficiently.
Anguilla, Antigua, Barbados, British Virgin Islands, Dominica, Grenada, Guyana, Jamaica, Montserrat, Saint Lucia, Saint Kitts and Nevis, Saint Vincent, Trinidad and Tobago(including Latin America and West Africa)	SEACOP VI	Expertise France/FIIAPP	2023 – 2026 €6.000.000	SEACOP aims to contribute to the fight against <b>maritime illicit trade and associated criminal networks</b> in the targeted countries and regions.



Barbados, Dominican Republic, Jamaica, Trinidad and Tobago (including Latin America, Africa, the Middle East, South-Eastern Europe and South-East Asia)	AIRCOP VI	UNODC	05/2022 – 05/2026 €10.000.000	The Airport Communication project aims to strengthen the capacities of international airports to <b>detect and intercept drugs, other illicit goods and high-risk passengers</b> and to <b>share</b> real-time operational <b>information</b> between origin, transit and destination countries.
Antigua and Barbuda, the Bahamas, Barbados, Belize, Dominica, Grenada, Guyana, Jamaica, Saint Kitts and Nevis, Saint Vincent and the Grenadines, Saint Lucia,	COPOLAD III	FIAPP/IILA	02/2021 – 02/2025 €15.000.000	The programme aims to contribute to the <b>reduction of drug demand and supply</b> in LAC countries, with the specific



Surinam, Trinidad and Tobago  
(including Latin America and  
the EU)

objective to **improve drug  
policies.**

Latin America and the Caribbean	Project Turquesa	INTERPOL/UNODC	04/2023 – 08/2025 €1.700.000	The overall objective of Project Turquesa is to identify cases of <b>human trafficking and migrant smuggling</b> and dismantle the organized criminal groups responsible.
Antigua and Barbuda, Barbados, Grenada, Saint Lucia, Saint Vincent and the Grenadines, Trinidad and Tobago	CariSECURE 2.0	UNDP	04/2022 – 04 2026 €12.500.000	The CariSECURE 2.0 project responds to the citizen security issues of <b>youth crime and violence, and human trafficking</b> by employing a multi-pronged, human rights-



based approach to improve national capacities for crime reduction.

Latin America and the Caribbean (including West and Central Africa)	COLOBRI II	WCO	04/2023 08/2026	€23.000.000	- COLIBRI aims to support law enforcement administrations (LEAs) and competent authorities in effectively <b>combating transnational organized crime and illicit trafficking</b> perpetrated through General Aviation.
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<p><b>Antigua and Barbuda, the Bahamas, Barbados, Dominica, The Dominican Republic, Grenada, Guyana, Jamaica, Saint Lucia, Saint Kitts and Nevis, Saint Vincent and the Grenadines, Surinam, Trinidad and Tobago</b></p>	<p>The Caribbean Basin Security Initiative (CBSI)</p>	<p>US</p>	<p>2010 - ongoing</p>	<p>Through CBSI, the United States works to build Caribbean partners' capacity to disrupt <b>illicit trafficking and transnational crime</b>, advancing Caribbean and U.S. citizen security.</p>
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<p><b>Barbados, Dominican Republic, Guyana, Jamaica, St. Lucia, and Trinidad and Tobago(including Latin America and Africa)</b></p>	<p>CRIMJUST III</p>	<p>UNODC</p>	<p>11/2022 – 11/2025</p>	<p>CRIMJUST seeks to strengthen transnational investigations, criminal justice actions and criminal justice cooperation along illicit trafficking routes with a view of disrupting organized crime networks.</p>
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Barbados, Jamaica, Haiti, Saint Lucia, Saint Vincent and the Grenadines, Trinidad and Tobago	ALCORCA	Directorate for Security and Defense Cooperation (DCSD) of the Ministry for Europe and Foreign Affairs (MEAE) of France	ALCORCA 1: 2016-2018 ALCORCA 2: 2019-2021 Since 2022 ALCORCA has been renewed annually	This program strengthens partner countries' capacities to <b>combat drugs and organized crime</b> . It fosters operational cooperation, promotes technical training with global experts, and facilitates the exchange of best practices.
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Antigua and Barbuda, the Bahamas, Barbados, Belize, Dominica, The Dominican Republic, Grenada, Guyana, Jamaica, Saint Kitts and Nevis, Saint Vincent and the	One Safe Caribbean Against Organized Crime	Inter-American Development Bank (IDB)	2024 – ongoing	This project aims to strengthen Caribbean member states' ability to combat transnational organized crime by: (i) improving data generation and diagnostics on serious crime, and (ii) enhancing regional
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Grenadines, Saint Lucia, Surinam, Trinidad and Tobago					intelligence-sharing and analysis.
The Eastern Caribbean					
	ECSC	Sentencing	UK/US	2019 – ongoing	The project aims at promoting and streamlining <b>the Eastern Caribbean Supreme Court’s approach to sentencing</b> across its nine-member jurisdiction.
	Guidelines Project				
Parties and observers to the Budapest Convention on CybercrimeOther States					
	Octopus Project	Cybercrime	Programme Office	01/2021 – 12/2027€10.000.000	The aim of the Octopus Project is to support the implementation of the



prepared to implement the Budapest Convention and its Protocols.			(C-PROC) of the Council of Europe		Budapest Convention on Cybercrime and its Protocols worldwide.	
Barbados, the Bahamas, Dominican Republic, Guyana, Haiti, Jamaica, Surinam, Trinidad and Tobago(including Latin America, South-Eastern Europe & West and Central Africa)	The Container Control Program (CCP)	UNODC/WCO	2004 – ongoing	The mission of the CCP is to improve risk management, supply chain security, and trade facilitation in seaports, airports and land border crossings.		
Haiti	Support to Haitian National Police	UNODC/UNDP	€3.000.000	The aim is to establish multi-agency control units composed of customs and relevant police units in Port-au-Prince and Cap-Haïtien.		



**Antigua and Barbuda, the Bahamas, Barbados, Belize, Dominica, Dominican Republic, Grenada, Guyana, Haiti, Jamaica, St Kitts and Nevis, Saint Lucia, Saint Vincent and The Grenadines, Suriname, Trinidad and Tobago**

Support in the United Nations 02/2021 – 12/2023  
Implementation of Regional Centre for  
the Caribbean Peace and  
Firearms Roadmap Disarmament

This project aims to support Caribbean States in the implementation of the Caribbean Firearms Roadmap to address illicit proliferation issue of firearms and ammunition for a safer Caribbean region.

<b>The Caribbean (including Central America and Mexico)</b>	Anti-Crime Capacity Building Program (ACCBP)	Global Affairs Department, Government of Canada	€14.000.000 per year	The Anti-Crime Capacity Building Program focuses on illicit drugs, Corruption, human trafficking and migrant smuggling, money laundering and proceeds of crime, security sector reform, and crime
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					prevention (including prevention of cyber-crime).
<b>Antigua and Barbuda, The Bahamas, Barbados, Belize, Dominica, Grenada, Guyana, Haiti, Jamaica, Saint Kitts and Nevis, Saint Lucia, Saint Vincent and The Grenadines, Suriname, Trinidad and Tobago</b>	Strengthening Political Capacities for Gender-Responsive Governance in the Caribbean	Global Affairs Department, Government of Canada	03/2022 – 04/2026	€2.300.000	This project addresses the political, structural and legislative barriers to <b>gender equality and women's empowerment</b> , which are both essential to poverty reduction and sustainable development in the Caribbean Community (CARICOM) countries.
<b>Antigua and Barbuda, Barbados, Belize, Dominica, Dominican Republic, Grenada, Guyana, Jamaica, Saint Kitts</b>	Establishment and Strengthening of National Drug	Global Affairs Department, Government of Canada	05/2021 – 04/2024		This project seeks to improve the safety of men and women in response to <b>drug-related</b>



and Nevis, Saint Lucia, and Saint Vincent and the Grenadines(including Latin America)	Policies, Strategies and Plans of Action				<b>crime</b> in the Americas with a focus on Caribbean countries.
Antigua and Barbuda, Belize, Dominica, Grenada, Guyana, Jamaica, Saint Lucia, Saint Vincent and The Grenadines, Suriname	Climate Change Action for Gender-Sensitive Resilience	UNDP	02/2019 – 08/2024	€14.000.000	This project contributes to advancing the development and implementation of national climate change adaptation plans and climate change mitigation actions in nine Caribbean countries.
Antigua and Barbuda, Barbados, Belize, Dominica, Grenada, Guyana, Jamaica, Montserrat, Saint Kitts and	Improved Access to Justice in the Caribbean (IMPACT Justice)	Global Affairs Department, Government of Canada	03/2014 – 03/2023		This project aims to ensure that women, men, youth, and businesses have better <b>access</b>



Nevis, Saint Lucia, Saint Vincent and The Grenadines, Suriname, Trinidad and Tobago					to justice in the Caribbean Community (CARICOM) region.
Haiti	Access to Judicial Service in Haiti	Avocats Sans Frontières Canada	03/2017 – 03/2024	€20.000.000	The project aims to engage civil society as a key stakeholder <b>for strengthening justice</b> in Haiti so that it can play its role as a democratic counterweight, guardian of the rule of law, and pillar of inclusive and responsible governance.
Dominica, Grenada, Saint Lucia, Saint Vincent and the Grenadines	Blueprints for Gender Equality	Cuso International	03/2022 – 03/2026	€2.300.000	This project aims to foster more open, inclusive, and gender-responsive governance.





<b>Dominica, Grenada, Saint Lucia, Saint Vincent and the Grenadines</b>	Build Back Equal Project	UN Caribbean/UNFPA	Women	03/2022 – 03/2026	€9.300.000	This project aims to advance <b>economic and social equality</b> for women and girls.
<b>Guyana</b>	Combatting gender-based violence in migrant communities	NGO Coordinating Coalition Incorporated	National	09/2023 – 04/2025	€80.000	This project addresses the needs of Venezuelan <b>migrant women and girls</b> in Guyana impacted by <b>Gender-Based Violence (GBV)</b> .
<b>Haiti</b>	Improving the Integration of Women in the Haitian National Police	Cowater International Inc.		10/2020 – 12/2022	€3.300.000	This project seeks to <b>increase the number of female police officers</b> within the Haitian National Police (HNP).
<b>Antigua and Barbuda, the Bahamas, Barbados, Belize,</b>	Inter-American Program	Global Department,	Affairs	02/2021 – 07/2024	€2.100.000	This project aims to <b>reduce drug-related security threats</b>



<b>Dominica, Dominican Republic, Grenada, Guyana, Haiti, Jamaica, Saint Kitts and Nevis, Saint Lucia, Saint Vincent and the Grenadines, Suriname, Trinidad and Tobago</b>	Strengthening Gender Equality in Counterdrug Law Enforcement Agencies	Government of Canada		for persons in selected beneficiary countries and Canadians.
<b>Antigua and Barbuda, Barbados, Belize, Dominica, Grenada, Guyana, Jamaica, Saint Kitts and Nevis, Saint Lucia, Saint Vincent and the Grenadines, Suriname, Trinidad and Tobago</b>	Judicial Reform and Institutional Strengthening	Global Affairs Department, Government of Canada	12/2023 – 03/2023 €18.400.000	This project aims to <b>strengthen the judicial system</b> to be more responsive to the needs of CARICOM citizens.



<b>Dominica, Grenada, Saint Lucia, Saint Vincent and the Grenadines</b>	Judicial Strengthening Program for the Eastern Caribbean	Global Affairs Department, Government of Canada	10/2023 – 09/2028	€4.300.000	This project aims to increase the <b>protection of the rights of women, youth and children</b> by the justice system in the Eastern Caribbean.
<b>Haiti</b>	Justice and Anti-Corruption Support Program	UNDP	03/2024 – 11/2029	€20.000.000	The project contributes to <b>the fight against impunity</b> in Haiti by strengthening the capacities of institutions and players in the judicial system.
<b>Haiti</b>	Protection and Assistance to Vulnerable Haitian Women and Children Migrants	IOM	03/2023 – 05/2027	€9.300.000	The project aims to restore the human dignity of repatriated migrants and members of their communities by addressing their protection needs (inc.



risks related to human trafficking, sexual exploitation and sexual abuse).

<b>Haiti</b>	Recovery of the Cowater National Police Academy	Police International Inc.	12/2022 – 03/2027	€9.300.000	The purpose of the project is to support Haitian National Police Academy (NPA) and the Haitian National Police (HNP) in protecting the Haitian population to <b>improve public security</b> .
<b>Guyana</b>	Strengthening Justice for Women, Girls, and Indigenous Peoples in Guyana	Justice Education Society for British Colombia	03/2022 – 12/2025	€2.100.000	The project seeks to deliver greater equality in <b>access to justice for women and girls</b> throughout Guyana, particularly Indigenous



women, and girls to be less vulnerable to violence.

<b>Antigua and Barbuda, the Bahamas, Barbados, Belize, Dominica, Grenada, Guyana, Haiti, Jamaica, Saint Kitts and Nevis, Saint Lucia, Saint Vincent and the Grenadines, Suriname, Trinidad and Tobago</b>	Strengthening Political Capacities for Gender-Responsive Governance in the Caribbean	Global Affairs Department, Government of Canada	03/2022 – 04/2026	€2.300.000	- This project addresses the political, structural and legislative barriers to <b>gender equality</b> in the CARICOM countries.
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<b>Haiti</b>	Strengthening the Haitian capacity to fight corruption and impunity	UNODC	01/2023 – 03/2025	€4.700.000	The project aims to support Haiti in its efforts to prevent and combat <b>corruption</b> .
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<b>Haiti</b>	Support got a professional and		10/2021 – 06/2026	€11.600.000	This project aims to contribute to <b>professional and inclusive</b>
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			inclusive police in Haiti		<b>policing</b> to ensure that the Haitian population are better serves and protected by the Haitian National Police (HNP).
<b>Jamaica</b>		So-JUST Project	UNDP	03/2022 – 12/2028 €11.700.000	The Social Justice Project contributes to improving <b>rights-based and gender- sensitive justice systems</b> to achieve more equitable outcomes for all Jamaicans and ensure gender equality results.
<b>Jamaica</b>	Jamaica Cyber Strategy	National Security	N/A	N/A	The Strategy aims to strengthen Jamaica's cybersecurity posture and create a safer online



environment for its citizens, businesses and critical infrastructure.

<b>Jamaica</b>	Wo-Man Talk (WE-Talk) Project	Oxfam Canada	03/2022 – 03/2027 €4.500.000	This project aims to reduce <b>gender-based violence</b> against woman, girls, boys and other disadvantaged groups.
<b>Antigua and Barbuda, the Bahamas, Belize, Dominica, Grenada, Guyana (as observer), Jamaica, St Lucia, and Trinidad and Tobago</b>	Roadmap 2024-2025: Regional Platform to Fast-Track the Implementation of the United Nations Convention against Corruption (UNCAC) in the Caribbean	N/A	N/A	Eight Caribbean countries launched the 8th Regional Platform to Fast-Track the <b>Implementation of the United Nations Convention against Corruption</b> .





<b>Surinam</b>	Third Strategic Dialogue 31/01/24	US-Surinam Dialogue	N/A	N/A	The United States supports Suriname's efforts to address shared security challenges, including transnational organized crime, narcotics and human trafficking, money laundering, and corruption by enhancing the capacity of police and security services.
<b>Antigua and Barbuda, Bahamas, Barbados, Belize, Dominica, Jamaica, Grenada, Guyana, Haiti, Saint Kitts and Nevis, Saint Vincent and the</b>	Caribbean Roadmap	Firearms	UNLIREC	N/A	The CARICOM States and the Dominican Republic adopted the 'Roadmap for Implementing the Caribbean Priority Actions on the Illicit Proliferation of Firearms and Ammunition across the



**Grenadines, Saint Lucia,  
Suriname, Trinidad and Tobago**

Caribbean in a Sustainable  
Manner by 2030.

**Antigua and Barbuda, The  
Bahamas, Barbados, Belize,  
Dominica, Grenada, Guyana,  
Haiti, Jamaica, Saint Kitts and  
Nevis, Saint Lucia, Saint Vincent  
and the Grenadines, Suriname,  
and Trinidad and Tobago  
(including SICA countries)**

Guidance Document CARICOM IMPACS N/A  
on Trafficking in  
Persons

This document is intended  
solely for use by officers within  
the Criminal Justice System,  
particularly those involved in  
combating trafficking in  
persons. It serves as a  
comprehensive guide to  
enhance knowledge, skills and  
strategies in addressing this  
grave issue.

