

WB SALW CONTROL ROADMAP MPTF

UN Multi-Partner Trust Fund for the implementation of the Roadmap for a sustainable solution to the illegal possession, misuse and trafficking of Small Arms and Light Weapons and their ammunition in the Western Balkans

Project Document

IMPLEMENTING ORGANIZATIONS: UNDP BOSNIA AND HERZEGOVINA AND UNODC

PROJECT TITLE: HALTING ARMS AND LAWBREAKING TRADE (HALT)

Implementing period: 1 March 2020 – 31 December 2021

Requested budget: US\$2,200,000 - UNDP (US\$1,111,061), UNODC (US\$1,088,939)

Geographic area: Bosnia and Herzegovina

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PROJECT OVERVIEW

Bosnia and Herzegovina (BiH) is the country most affected by the war following the dissolution of Yugoslavia. Due to the severe intensity of the armed conflict, large amounts of small arms and light weapons (SALW) remained in illegal possession of private individuals and organized smugglers after the war. Consequently, the country represents a fertile ground for illegal trade of SALW, mostly in direction of the European Union given the financial incentive of this type of illegal activity.

Thus, the need to strengthen national integrated border management (IBM) capacities to combat illicit SALW trafficking was recognized by both, national and international stakeholders. Two state-level agencies protect BiH border: Border Police (hereinafter BP BiH) and Indirect Taxation Authority/Customs (hereinafter ITA). By broader definition, the former is tasked with the control of people, the latter checks goods.

This targeted intervention in Bosnia and Herzegovina aims at improving the security and safety of the Western Balkans in the context of the implementation Roadmap for a sustainable solution to arms control in the Western Balkans by 2024. This intervention will result in the capacitation of the Indirect Taxation Authority to better detect and process illicit SALW trafficking. Apart from ITA, several other BiH institutions will profit from the project implementation including BiH Border Police, Ministry of Foreign Trade and Economic Relations and three postal agencies.

The UNODC and UNDP in BiH will build on their accumulated expertise and experience, leveraging on their existing resources, and will implement jointly the project activities. The UNDP has already significant expertise in implementation of SALW-related projects and providing capacitation to BiH institutions to better regulate SALW control.

The project will benefit from the synergies that it will establish with other ongoing project activities of UNODC including the Container Control Programme¹, the UNODC Regional Programme for the Western Balkans and the Proposed Regional Programme of UNODC to support the Implementation of the Roadmap. The proposal supports BiH's aspiration to fulfill its obligations under international and regional small arms control instruments and achieve its strategical goal of accession to the European Union and will contribute to the by strengthening in particular the areas that require attention under chapters 23 and 24 of the EU *acquis communautaire*, on judiciary and fundamental rights, on justice, freedom and security. The present project and its innovative approach is intended to be extended to other WB countries in the coming years.

This intervention is tailor-made and seeks to address the needs of BiH outlined in several national strategies, including but not limited to national *SALW Strategy 2016-2020*² and respective action plan, national *Strategy for fight against organized crime*³ and the *Strategy for Preventing and Combating Terrorism (2015 – 2020)*⁴.

It is also fully compliant with the United Nations Development Assistance Framework (UNDAF)⁵ in Bosnia and Herzegovina, more precisely with the *Outcome 2: By 2019, BiH consolidates and strengthens mechanisms for peaceful resolution of conflicts, reconciliation, respect for diversity and community security*

PROJECT DETAILS

1. Alignment with the Roadmap Goals

GOAL 2. By 2024, ensure that arms control policies and practices in the Western Balkans are evidence based and intelligence led.

- Increase national analytical capacities and institutionalize firearms data analysis;
- Institutionalize systematic collection of criminal justice data across the Criminal Justice Sector (at the level of Police and Customs, Prosecutor's Office, Courts, Correctional and Penitentiary Services)
- Fully integrate gender and age concerns in SALW policies and ensure meaningful participation of women in SALW

¹ <https://www.unodc.org/unodc/en/drug-trafficking/container-control-programme.html>

² http://www.msb.gov.ba/PDF/SALW_ENG%20FINAL_web.pdf

³ <http://msb.gov.ba/PDF/strategy11122017.pdf>

⁴ http://msb.gov.ba/PDF/STRATEGIJA_ZA_BORBU_PROTIV_TERORIZMA_ENG.pdf

⁵ https://www.undp.org/content/dam/bosnia_and_herzegovina/docs/News/BiH%20One%20Programme%202015-2019%20-%20FINAL%20ENG%20Apr%202015.pdf

GOAL 3. By 2024, significantly reduce illicit flows of firearms, ammunition and explosives (FAE) into, within and beyond the Western Balkans.

- Ensure full implementation and monitoring of legal, policy and procedural framework on trafficking of FAE
- Prevent trafficking (smuggling, illicit trade and transit) of FAE through improved processes, equipment and training of targeted law enforcement units
- Strengthen existing bilateral, regional and international mechanisms and encouraging new forms of good practice to counter trafficking of firearms

GOAL 4. By 2024, significantly reduce the supply, demand and misuse of firearms through increased awareness, education, outreach and advocacy.

- Increase awareness among licensed private and legal entities about the danger of misuse and illicit proliferation of FAE
- Increase awareness of FAE producers about risks of diversion

GOAL 5. By 2024, substantially decrease the estimated number of firearms in illicit possession in the Western Balkans

- Substantially increase number of seized firearms, ammunition and explosives

GOAL 7 Significantly decrease the risk of proliferation and diversion of firearms, ammunition and explosives

- Strengthen the capacities of relevant state institutions (armed forces, law enforcement, forest guards, customs, correctional services) to establish inspection systems and implement Life Cycle Management of SALW and ammunition (where relevant)

UNODC and UNDP are proposing to build on its current strategic, multi-sectoral approach in Bosnia and Herzegovina in the 22-month period 2020-2021. The Proposal is the result of an inclusive and participatory consultation process with national authorities. UNODC and UNDP held several working meetings and other consultations in the spring of 2019 that saw the direct involvement of the Indirect Taxation Authority, Ministry of Security and Ministry of Foreign Trade and Economic Relations officials, as well as UN technical experts, and which provided institutions of Bosnia and Herzegovina with an opportunity to shape the Proposal and to take ownership of the initiative. Officials involved confirmed throughout these consultations the added value that the Proposal brings in assisting them in meeting the considerable challenges they are facing. The Proposal is aligned with the UN Sustainable Development Cooperation Framework processes conducted in Bosnia and Herzegovina and based on resolutions adopted by the Roadmap and recommendations from the 1st Regional Roadmap Meeting which outlined the strategic direction of UNODC and UNDP work.

2. Project Background (situation analysis)

“The illegal purchase and trafficking in arms has been intensified in Bosnia and Herzegovina as a result of the increase of demand on the black market in the EU countries. We have registered the occurrence of illicit trafficking in arms and explosive devices, mostly military weapons retained from the previous war, and various military and commercial explosives. The subjects of trafficking in most cases are automatic rifles, pistols and explosives, which are illegally sold in the EU at significantly higher prices making their earnings very high. It has been a trend that this criminal act is committed alongside with illegal trafficking in narcotics in such a way that the weapons are compensated for narcotics and are often smuggled together in organized illegal transports.”

The investigation following the terrorist attack of 7 January 2015 on the headquarters of Charlie Hebdo satirical magazine revealed that the ammunition used by the terrorists was manufactured in 1986 by Igman Konjic, the leading ammunition manufacturer in Bosnia and Herzegovina and one of the leading in the world with exports to 30 countries. This triggered further research about the presence of illegal, unregistered SALW in Bosnia and Herzegovina. In the absence of official statistics, the international media estimates the presence high amounts of SALW, most of which are illegally held.⁶ The country has recognized illicit arms trafficking as a threat to national security. This threat has also, *inter alia*, galvanized the development of the Regional Roadmap for SALW Control in the Western Balkans in the broader scope of Franco-German Initiative.

Bosnia and Herzegovina has a complex constitutional setup. Its first Constitution was Annex 4 to the Dayton Peace Agreement providing for basic elements for a successful state-building. The sphere of integrated-border management (IBM) is a perfect example of complexity of decision-making process in the country. It was in 2003, eight years after the war, that the first unit of BP BiH became operational. This was the moment when the state-level police agency took control of its borders from lower levels (two entities and Brcko district).

One year later, in 2004, the Indirect Taxation Authority (ITA) took control of customs from the two entities and Brcko district.⁷ Newly formed BP BiH and ITA have since been tasked with the control of the whole border, at the moment on 83 border crossings, of which 55 are international on 1551 km long border with three neighboring states. Bosnia and Herzegovina (BiH) has often been referred as one of the main source countries in the Western Balkans for firearms trafficking to the European Union (EU) countries in last several years. Findings from several international police operational activities in the last couple of years linked the organized crime groups (OCG) from BiH to the illegal firearms and ammunition trafficking to the EU market. In 2017, BiH adopted the Organized Crime Threat Assessment (OCTA) document 2017-2020⁸, followed by the Strategy for Combating Organized Crime in Bosnia and Herzegovina for the period 2017-2020 (SOCTA)⁹.

According to the data available, SOCTA identified cases of trafficking of firearms, ammunition and explosive devices and their sale on the black market in Bosnia and Herzegovina, “mostly military weapons retained from the previous war, and various military and commercial explosives. The subjects of trafficking in most cases are

⁶ <https://www.telegraph.co.uk/news/worldnews/europe/france/11351855/How-did-the-Paris-terrorists-get-hold-of-their-weapons.html>

⁷ Customs Policy Law of Bosnia and Herzegovina was adopted on 2 December 2004:
<http://www.new.uino.gov.ba/en/Customs>

⁸ OCTA BiH http://www.msb.gov.ba/PDF/OCTA_BiH_2016_Final_adopted_08032017_Engl.pdf

⁹ SOCTA BiH <http://www.msb.gov.ba/PDF/strategy11122017.pdf>

automatic rifles, pistols and explosives, which are illegally sold in the EU at significantly higher prices making their earnings very high.”¹⁰

Furthermore, the use of transport containers and ship transports, along other modus operandi of OCG in Bosnia and Herzegovina has been recognized as an emerging trend among the OCGs conducting their illegal activities. Use of transport/maritime containers is very evident in variety of illegal activities related to smuggling and economy crimes at borders, directly afflicting the budget and contribute to disruptions in the BiH market relates to border security. In this light, national authorities of Bosnia and Herzegovina made several references to the work of the Port Control Unit in BiH (PCU) (indirectly to Container Control Programme) in the SOCTA 2017-2020 document ad Action Plan accordingly.

The modus operandi of firearms trafficking changes constantly with the development of new technologies. In recent years, there is an increase in trafficking of firearms, their components and ammunition, through postal shipments, after they have been purchased from online stores in Internet or from marketplaces in Darknet. The World Custom Organization (WCO) reports that trafficking through mail is the third most frequent modus operandi for trafficking firearms, their parts, components and ammunition.¹¹ EUROPOL’s Serious and Organized Crime Threat Assessment 2017 concludes that “using post and parcel services is now the most common way of trafficking firearms in the EU”¹². Interviews with law enforcement officials from BiH (State Investigation and Protection Agency (SIPA)) and representatives of private companies, who have imported firearms, have revealed that online purchasing of firearms parts and their delivery to BiH through postal services is becoming a pattern and these flows remain undetected.

Whereas the needs of BP BIH to better combat illicit arms trafficking have been addressed through the CIAT project, it remains open to enhance the control of incoming and outgoing goods and shipments through a comprehensive support to ITA. In view of the good cooperation it has had with the CIAT project as one of the partner agencies, ITA approached UNDP with an official request to help BIH Customs to improve its capacities to better combat illicit arms trafficking and other goods citing good UNDP expertise in the subject matter.

Three meetings involving relevant stakeholders (UNDP, UNODC and ITA representatives) were held in 2018 and 2019. Consequently, UNDP received an official request for assistance according to which this project proposal has been composed. Knowing the experience UNODC has had with ITA through Containers Program and the work of their Global Firearms Programme, the two organizations decided to synergize their expertise and develop project proposals aimed at significantly strengthening ITA capacities to combat illicit arms trafficking.

Consequently, this project proposal was developed and presented it to ITA on 9 September 2019. Its management, including two Assistant Directors for Customs and Law Enforcement agreed with the proposed set of activities and gave a green light to UNDP and UNODC to submit the project for consideration of MPTF.

Agency profile – Indirect Taxation Authority (ITA)

¹⁰ Ibid.

¹¹ World Customs Organization (2017). *Illicit Trade Report 2017*, p. 187.

¹² EUROPOL (2017). *Serious and Organized Crime Threat Assessment 2017*, p. 54.

In 2004 the former customs administrations of the entities and District Brcko were merged. Parallel with the process of reorganization of the customs service, a Tax Sector was established for the first time at state level. Geographically, ITA fulfills its mandate through four regional centers: Sarajevo, Banja Luka, Tuzla and Mostar.



Figure 1: ITA regional centers, source: www.uino.gov.ba

The ITA is a single authority in Bosnia and Herzegovina responsible for the collection and allocation of all indirect taxes in Bosnia and Herzegovina: indirect taxes (VAT), customs duties, excise duties and road taxes. Its organizational setting is, therefore, divided in five main sectors: Tax, Customs, Business Services, Law Enforcement and IT.

Concerning the combat against illicit SALW trafficking, two particular ITA sectors are of concern: Customs and Law enforcement. In addition, the HALT project will work closely with IT sector given the foreseen improvement of ITA IT capacities.

In addition, it must be noted that the combat against illicit SALW trafficking stipulates the cooperation of ITA with the BP BiH and State Investigation and Protection Agency (hereinafter SIPA). When ITA needs a police assistance, which is the case when illicit SALW is seized, the only two agencies which can support it are BP BiH and SIPA. For this reason, the project also aims at enhancing their capacities in specific domains through HALT. Their tripartite cooperation is essential for successful processing of SALW-trafficking crimes, as reflected in the national SALW Strategy.

The implementation of this proposal is UNDP intervention will have a comprehensive impact on the enhancement of ITA capacities to combat illicit arms trafficking: at the border crossings and through the inspection of shipments. The tripartite cooperation of ITA, BP BiH and SIPA will be enhanced. ITA and BP BiH will be equipped with the sophisticated detection equipment thus strengthening overall BiH IBM capacities in the investigative context of processing illicit SALW trafficking.

The main challenges for customs officers in BiH to interdict firearms in the postal shipments are the lack of equipment and lack of training. Another major difficulty is the organization and structure of the postal services in the country. At present, there are three postal services: *BH Pošta* and *Hrvatska pošta Mostar* in the Federation of Bosnia and Herzegovina, and *Pošte Srpske*, in Republika Srpska. The distribution of mail, parcels, etc. in BiH is not based on the geographic distribution principle but is based on the jurisdiction of the three postal services. Further, the postal services branches in the cities of Banja Luka, Republika Srpska (RS), Mostar, and Sarajevo have been designated as alternative postal services. An example of the function of this division can be provided as follows: when a letter from Trebinje (RS) is sent to Ravno (FBiH, a canton with a Croat majority) it will not go straight to its destination, instead the letter will be sent from Trebinje to Banja Luka postal office, which will act as an alternative postal service, from there to Mostar postal office, which will act also an alternative postal service, and then it will be delivered to the address in Ravno.

The Sarajevo post office (BH Poste) serves as the main alternating postal service for all mail coming from abroad. It distributes the incoming mail to the other alternative postal services in Mostar and Banja Luka based on the destination address (Banja Luka covering Republika Srpska and Hrvatska pošta Mostar covering cantons with Croat majority population). Small quantity of the mail (ca. 5%) coming from Zagreb, Croatia, or other countries, which has been addressed to recipients under the jurisdiction of the Hrvatska pošta Mostar sometimes is routed via the Port of Ploče, then transferred to Mostar and from there to the recipients. The Indirect Taxation Authority, which belongs to the Customs Services of BiH, has 4 regional centers, of which 3 have units in charge of mail/parcel deliveries. The customs officers and managers currently working in these centers have not received any specialized training in profiling, analyzing x-ray images of firearms, their parts, components and ammunition. They also do not use any specialized equipment for checking in-coming and outgoing mail/parcels flows. Additional needs assessments will be required in order to quantify precisely the technical needs, analyze the workflows in the 3 regional centers for processing of incoming and outgoing mail/parcels. In BiH there are also 13 private courier companies, which have a license from the Agency for Postal Traffic of BiH to engage in both domestic and international shipments. The procedures for risk assessment of shipments vary considerably among them. Some have benefitted from knowledge transfer and aligned their procedures with their parent companies, for example DHL International Sarajevo, others are local companies with low revenue and not extensive procedures for detection of illicit shipments and training for their personnel.

3. Project Objective

The overall objective of the project reads as follows:

Further increased safety and security within and beyond the Western Balkans through targeted actions aimed at improving BIH capacities to combat illicit SALW trafficking.

The need for this tailor-made intervention has derived from the BiH's SALW Strategy and Action Plan 2016-2020.¹³ aimed at combating illicit arms trafficking through improved tracking and control of civilian firearms exports, including measures targeting their import and transit as well as processing of thereto related crimes. Furthermore, strengthening and using resources to combat illicit SALW trafficking by capacitating relevant

¹³ http://www.msb.gov.ba/PDF/SALW_ENG%20FINAL_web.pdf with reference to 1.2. STRENGTHENING THE CAPACITIES TO COMBAT ILLICIT TRAFFICKING IN SMALL ARMS AND LIGHT WEAPON (p. 23-25)

institutions will reduce organized crime, domestic violence and terrorism, which constitute a key security risk that slows down the path to economic development. They represent the continuation of efforts on the part of the institutions of Bosnia and Herzegovina in partnership with UNDP and UNODC to reduce the risks that small arms and light weapons pose for all aspects of security.

4. Expected Results

The project seeks to achieve two outputs/results:

Output 1: Enhanced IBM capacity of BIH to better fight illicit SALW trafficking through targeted assistance to ITA, Border Police and three postal agencies.

The targeted assistance to ITA, Border Police and three postal agencies will in each case result in their staff being better trained and equipped as well as their infrastructure improved to more effectively combat illicit arms trafficking.

Output 2: Strengthened cooperation and information exchange between BIH Customs and other institutions at national level and with three neighboring states.

The joint tripartite cooperation between ITA, SIPA and BP BIH will be in place with joint exercises conducted leading to strengthening IBM capacities to combat illicit SALW trafficking. Apart from inter-institutional cooperation in BIH, the cooperation with three neighboring countries, Serbia, Croatia and Montenegro will also be improved leading to better coordinated actions to jointly combat SALW trafficking.

5. Activities

Result/Output 1. Enhanced IBM capacity of BIH to better fight illicit SALW trafficking through targeted assistance to BIH Customs and Border Police

1.1.1. Needs Assessment Analysis of BIH Customs (UNDP/UNODC)

1.1.1.1 Conduct needs assessment of BIH Customs (UNDP) Review the infrastructure, equipment and training needs of BIH Customs' staff. Formulate recommendations in terms of: a) legal framework; b) administrative and institutional capacities; c) equipment; d) training needs; e) other needs, including but not limited to infrastructure.

Timeframe: early 2020, the first activity within the project. Together with ITA experts, UNDP proven experts in the field will conduct the needs assessment to determine the above referred needs of the agency and precisely define the course of action.

1.1.1.2 Needs assessment for preventing trafficking of firearms, their parts, components and ammunition through postal shipments. (UNODC)

The needs assessment will include several components: 1) review and identification of gap in processing of incoming and outgoing postal shipments by public and private sector companies; 2) review of the knowledge and skills of operators to apply risk assessment, identify and detect shipments containing

firearms, their parts, components and ammunition, and formulation of recommendations for targeted capacity building; 3) review of the existing equipment and its use for detection of firearms, their parts, components and ammunition, and formulation of recommendations for acquiring equipment and delivery of capacity building for its use. The needs assessment will lead to a clear definition of the existing challenges and provide an outline (action plan) on improving the detection capacity of both public and private actors. It will define the measures (actions), which will be required to achieve the targets, as well as identify the risks, which might prevent reaching the desired changes. The needs assessment will also identify the roles and responsibilities of the relevant actors and provide an overview of the required financial and technical resources.

1.1.2. Strengthening BiH Customs' capacities to better combat illicit arms and other goods trafficking on the border with special emphasis on gender aspect.

1.1.2.1 Development of standard operating procedures (SOPs) on processing illicit SALW and other goods' trade. (UNDP)

The SOPs will be developed based on the UNDP CIAT experience. Standard operating procedures are envisaged to be developed based on the needs assessment with the goal to codify legal competences and actions which the ITA officials shall be undertaking during their day-to-day controls. SOP topics covered through UNDP CIAT project shall be further analyzed to establish which of those are pertinent to ITA while all order identified topics will be covered accordingly. Developed SOPs shall address and consider specific competencies of the ITA and bring them into correlation with already developed and adopted SOPs for the Border Police. In parallel, SOPs shall be developed for other law enforcement agencies in BiH (within the implementation of the CIAT project). *Timeframe: The SOPs will be developed in the first half of 2020 and they precede the rollout of trainings. By the end of 2021, 1,000+ ITA officials will have received training on how to act upon and coordinate their activities pertinent to illicit SALW trafficking on the basis of the content of developed SOPs.*

1.1.2.2 Once the SOPs are developed, the project shall conceptualize and rollout training for at least 80% of BiH Customs' officials on the content of six developed SOPs to combat illicit arms' and other goods' trafficking (UNDP)

On the basis of developed SOPs, the training will be rolled out for at least 80% of relevant ITA Staff. As said, the two ITA sectors targeted by HALT are Customs (1,298 staff) and law enforcement (137)¹⁴. Of these people, 80+% are directly involved in the control of goods are for them the participation in the training is of relevance. Following the completion of the needs assessment, the ITA will provide the list of relevant officials to undergo the training.

Timeframe: The development of SOPs will precede the rollout of training. As of the first half of 2020 until the end of 2021, 1,000+ relevant ITA staff will have received the training through HALT on how to process crimes pertaining to illicit SALW trafficking.

¹⁴ Information provided to UNDP at the request of UNDP. They comprise the Headquarters and Field Offices.

1.1.2.3 Strengthen promotion of gender equality in BiH Customs through organization of workshops aimed at the affirmation of women's role in BiH Customs, in accordance with the findings of needs' assessment. (UNDP)

The number of women working in two sectors targeted by HALT intervention reads as follows:

Customs: 397 (30,6 %) of 1298 staff, including HQ and the Field Offices;

Law Enforcement: 47 (34,3%) of 137 staff, including HQ and Field Offices.

While noting the higher presence of women in ITA in comparison to police agencies¹⁵, ITA management, in the course of consultations with UNDP, drew the attention to the fact that women in ITA, like in police agencies throughout face hindrances throughout their careers. Private and family commitments hinder them from advancing more quickly in their careers, ITA management stressed. In the absence of organization of women in ITA, the agency requested UNDP to include an activity aimed at increasing the affirmation of women thus providing them for better career options.

Consequently, UNDP aims to address first this problem within the needs' assessment analysis. Thereafter, a UNDP gender expert will carry out an analysis and develop an action plan, the implementation of which will result in better affirmation of women in ITA through organization of tailor-made seminars, workshops and trainings which will boost women's career prospects in ITA. UNDP CO BiH will rely on SEESAC gender expertise and advice in the course of the implementation of this activity. Moreover, the UNDP will encourage ITA to liaise with their female colleagues in BP BiH and SIPA to establish and enhance women's tripartite cooperation among the leading IBM law enforcement agencies. Furthermore, these workshops shall include activities pertinent to awareness raising by involving both women and men especially men champions who are ready to step up and uptake the role of promoting their women colleagues, open up visibility and space, adequate representation in voicing gender perspectives eliminating any implicit discrimination. Thus "he for she" ¹⁶approach will be deployed in order to contribute to creating more enabling environment and concrete small-scale activities.

Timeframe: The analysis and action plan will be carried out early in 2020, the subsequent activities by the end of 2021.

1.1.2.4 Development of operational guidelines for detecting of firearms trafficking in postal shipments

Private-public partnership is at the centerpiece in countering illicit firearms trafficking. This project focuses specifically on supporting BiH Customs Administration to increase its efficiency and effectiveness in combatting illicit arms transfers. The Customs authorities interact on daily basis with private transportation companies and private courier companies. In BiH there are currently 13 private courier companies, which have a license from the Agency for Postal Traffic of BiH to engage in both domestic and international shipments. The procedures for risk assessment of shipments vary considerably among them. Some have benefitted from knowledge transfer and aligned their procedures with their parent companies, for example DHL International Sarajevo, others are local companies with low revenue and not extensive procedures for detection of illicit shipments and training for their

¹⁵ The presence of women among BiH Border Police, as seen through CIAT implementation is below 10%.

¹⁶ <https://www.heforshe.org/en>

personnel. Developing internal compliance procedures will increase the risk of detection of firearms trafficking by the private companies and decrease the workload of BiH Customs. It will bring greater efficiency for the operations of the Customs Administration as well as it will contribute to facilitated flow of the legitimate trade chain. The legal framework for private courier companies is established by the Agency for Postal Traffic of BiH and UNODC has been in consultation with this agency.

- 1.1.2.4 (a) Development of operational guidelines (standard operating procedures) for BH Pošta, Pošte Srpske, and Hrvatska pošta Mostar on detecting firearms, their parts and ammunition in postal shipments.
- 1.1.2.4 (b) Organization and delivery of 7 trainings on detecting firearms, their parts and ammunition in postal shipments and the use of the operational guidelines.
- 1.1.2.4 (c) Development of operational guidelines (standard operating procedures) for private courier companies on detecting firearms, their parts and ammunition in postal shipments,
- 1.1.2.4 (d) Organization and delivery of 1 Train the Trainers training for the Agency for Postal Traffic of BiH on working with private courier companies on detecting firearms, their parts and ammunition in postal shipments and the use of the operational guidelines.

1.1.2.5 Deployment of a mentoring programme on detection of firearms trafficking through parcel shipments (UNODC)

The mentorship and continuous training follow-up phase encompass mentorship visits, involving experts engaging with personnel that undergo training and addressing issues previously identified or as they arise on site. These mentorships are organized for the primary purpose to provide support to the on-going sustainability of the Proposal throughout every stage of its implementation. Second, they ensure that new service members have received adequate training and possess the same level of skills as their colleagues.

The monitoring during the implementation period consists of two, indicator-based, components: standard monitoring reports will be prepared by the project management team (PMT) upon each visit to the structures of the implementing partner, and the results will be discussed in regular meetings as well as at the Project Steering Committee meetings.

- 1.1.2.5 (c) Conduct 6 visits to the regional post distribution centers and 6 visits to private courier companies, monitoring the implementation of the risk assessment, profiling, and detection of firearms, their parts and ammunition in postal shipments

1.1.3 Procurement of SALW detection equipment and improvement of BiH Customs' and BiH Border Police infrastructure at border crossings to better detect smuggling of arms' and other goods

1.1.3.1. Procurement of specialized equipment identified through the needs assessment and cross checked with already existing equipment within the BP and ITA focusing on second-line checkup at border crossings. (UNDP)

In parallel with the development of SOPs (1.1.2.1) and rollout of trainings (1.1.2.2), BiH Customs officials need to be well equipped to search for illicit SALW. For this reason, the HALT Project will, through envisaged needs assessment, procure necessary specialized equipment (such as endoscopes, detectors and similar.

The rationale for procuring such equipment is reflected in the fact that BP BiH, for which this equipment had been procured and equivalent SOPs and trainings rolled out through CIAT, has been successful on several occasions¹⁷ in seizing illicit goods. Consequently, in their request for assistance to UNDP, ITA requested the procurement of similar equipment in the scope of HALT project. The rationale for procurement of detectors is also reflected in the fact that Customs officials have identified the need for such equipment in performing their day to day duties, such as inspecting shipments and goods. For example, on one such occasion, in December 2018¹⁸, BiH Customs requested BP BiH to use their detector, which came through CIAT, to inspect a mail shipment. Consequently, 1,5kg of cocaine and other illicit substances were discovered and seized.

All detection equipment purchased through HALT will be used during trainings, by the same token it had been done with BP BiH, to achieve the best possible results in the future and prevent the smuggling of illicit SALW and other goods. The distribution of the procured equipment will be implemented in line with existing capacities of the Border Police, avoiding any duplication or overlap of the capacities. The location will target those border-crossings where Border Police is lacking detection capacities.

Timeframe: The equipment will be procured in 2020, handed over to ITA and included in trainings.

1.1.3.2. Procurement of 35 crime scene investigation toolkits for BiH Border Police to strengthen their capacities to investigate SALW-related crimes. (UNDP)

When ITA finds illicit SALW, in order to process this crime, they must rely on the expertise of a police agency. The only two police agencies they work with are BP BiH and SIPA. In practice, when illicit SALW is found, they call on BP BiH inspectors to seek further guidance.

Currently, BP BiH has no inspectors trained to conduct basic crime scene investigation regarding SALW related crime. Legal competences for BP inspectors to conduct crime scene investigations derive from the BiH Criminal Procedure Code and Law on Police Officials. This problem has been brought to the attention of UNDP during CIAT implementation. For this reason, it had been agreed with BP BiH and ITA to address this problem through training of 35 BP BiH inspectors (please see 1.2.1.3) and provision of 35 crime scene investigation toolkits thus enabling them to process these crimes. Such toolkits shall include basic crime scene investigation tools and materials such as camera, packaging materials, evidence identifiers, rulers, fingerprint lifters, etc. At present, after ITA had discovered seized SALW, they must seek assistance from BP BiH and they, in addition, forward the case to other local and entity police agencies. This time-consuming and inefficient practice will have been improved through capacitation of BP BiH inspectors to process these crimes accordingly. At the same time, the customs' officials will be well informed and liaised with 35 selected inspectors in order to process these crimes efficiently in the future.

Timeframe: The equipment will be procured in 2020, handed over to BP BiH and included in trainings.

1.1.3.3 Procurement of specialized surveillance equipment for better surveillance of 55 BiH crossings, in line with the findings of the needs assessment. (UNDP)

¹⁷ E.g. An article on N1 of 13 August 2018 reflecting the seizure of drugs thanks to an endoscope and training which came through CIAT: <http://ba.n1info.com/English/NEWS/a278971/Border-Police-finds-almost-11kg-of-drugs-using-new-equipment.html>

¹⁸ <https://www.fokus.ba/vijesti/crna-hronika/zapljena-u-bih-u-posiljci-na-aerodromu-pronadjena-veca-kolicina-droge/1313391/>

According to the law, ITA is responsible for the infrastructure at 55 BIH border crossings. The needs assessment will examine more thoroughly their needs with a view to improving the infrastructure to better detect SALW and other illicit goods at a border crossing. This includes but is not limited to the procurement of surveillance cameras, scanners and other equipment which will help customs officials to better detect counterfeited goods. The conclusion of the needs' assessment will result in concrete prioritization for the procurement of relevant equipment, in addition to this need already voiced to UNDP by ITA management.

Timeframe: The equipment will be procured in 2020 and handed over to ITA.

1.1.3.4 Provision and deployment of equipment for intercepting trafficking in postal shipments (UNODC)

Provision and deployment of equipment for intercepting trafficking in postal shipments

Procurement of x-ray detection equipment for BH Pošta, Pošte Srpske, and Hrvatska pošta Mostar.

Result/Output 2 Strengthened cooperation and information exchange between BIH Customs and other institutions at national level and with three neighboring states.

1.2.1. Strengthened cooperation of BIH Customs with other institutions and three neighboring states

1.2.1.1 Strengthen communication and coordination, through joint meetings, between ITA and police agencies at the state level (BP BiH and SIPA) to enhance legally prescribed cooperation framework. (UNDP)

As argued, the three law enforcement agencies responsible for the control of BIH border and processing of SALW-related and other smuggling cases are exclusively ITA, BP BiH and SIPA. The first step to enhance their -communication in fight against SALW trafficking is to facilitate joint meetings under the HALT and define a number of joint activities to be carried out with the support of HALT Project. BiH Law on Police Officials as well as the relevant *lex specialis* laws for these three agencies stipulate legal obligation of the agencies to cooperate in their efforts to prevent and investigate SALW related crimes. Nevertheless, the needs assessment should look into the practice which, according to practitioners, has shown that coordination mechanisms and information exchange at the working level are usually ad hoc and depend on personal relationships of the relevant officers. Once established, these meetings would ensure sustained knowledge management and information sharing among all officers working at the border crossings. These meetings would include up to 10 practitioners from these 3 agencies which would meet quarterly. Such meetings shall be used to discuss common issues, prepare appropriate proposals for the management for sustained information sharing and finally share ideas and best practices with a view to jointly rolling out trainings (1.2.1.2) to better patrol the border and more efficiently process the cases of illicit SALW trafficking.

Timeframe: The meetings shall commence in early 2020 and will in total convene eight times, 4 in 2020 and 4 in 2021 with the support of HALT project.

1.2.1.2 Conceptualize and rollout 8 joint, tripartite trainings (Customs, SIPA, Border Police) on fight illicit arms and other goods trade. (UNDP)

The meetings from the previous activity (1.2.1.1) will precede the rollout trainings, each of which will involve 30 practitioners from these three agencies. They will be trained how to process a real-life situation of a seizure of illicit SALW. The training will be conceptualized jointly by the UNDP experts(consultants) and experts coming from the three agencies which will be members of the Working Group. The training will be supported through the participation of state prosecutors.

Timeframe: There will be in total 8 trainings for 240 practitioners from three agencies, on quarterly basis, 4 in 2020 and 4 in 2021.

1.2.1.3 Organize and rollout crime scene investigation training for 35 BIH Border Police inspectors to process crimes pertaining to illicit SALW trafficking in close cooperation with BIH Customs, using the procured equipment. (UNDP)

As stated in 1.1.3.2 (Procurement of 35 toolkits of equipment), BIH IBM capacities must be complemented by inspectors who can process crimes pertaining illicit SALW trafficking. At present, these capacities are non-existent and when ITA or BP BIH find SALW, they must direct the case to other entity and cantonal police agencies causing inefficiency in processing these crimes. Through this intervention, HALT project will train 35 BP BIH officials to be capable of processing SALW-related crimes. This will also significantly help ITA to better master the cycle of illicit SALW smuggling through capacitation of their immediate and only partner in processing illicit SALW trafficking, BP BIH. Both BP BIH, which will directly profit from this intervention, and ITA agreed to this course of action and requested UNDP to address it through HALT. The rollout of this training for 35 BP BIH inspectors as well as procurement of 35 toolkits for processing of SALW crimes will for the first time result in BIH agencies being able to solely process SALW related crimes without the help of other cantonal and entity police agencies.

Timeframe: 35 BP BIH inspectors will have been fully trained to process SALW related crimes by the end of 2021.

1.2.1.4 Liaise BIH Customs with relevant state ministries to exchange information on legal SALW and other goods trade. Form one Working Group to enable exchange of information and further strengthen cooperation among relevant institutions through organization of quarterly workshops in the country. (UNDP)

Whereas the Working Group under 1.2.1.1. will liaise ITA with SIPA and BP BIH to improve overall BIH operational capacities, it remains needed to strengthen the cooperation in the domain of legal SALW trade. For this purpose, under ITA chairmanship and UNDP support, the Second Working Group will be formed to address the aspects of legal SALW trade through improving communication tools and timely exchange of information regarding export/import of legal SALW trade. Apart from ITA, the following institutions will be a part of this group for the following reasons:

Ministry of Foreign Trade and Economic Relations (licensing authority for SALW export/import)

Ministry of Security (licensing authority for SALW transport)

Ministry of Transport and Communication (licensing authority for general transport permission in and outside the country)

Timeframe: The Working Group with up to 10 members representing ITA, and three ministries will be formed in early 2020. Based on identified needs, BP BiH and SIPA shall be included in these meetings to coordinate and communicate their specific roles regarding legal SALW trade. These include SIPA's background checks of the export-import companies and provision of a formal opinion as to existence or non-existence of any legal or other obstacles for issuing export-import licenses. Furthermore, SIPA shall maintain the list of granted licenses and continuously monitor their work in order to be able to timely alert relevant ministries should any new circumstances arise. BP BiH shall also be included regarding their legal competences to process at the borders all legal SALW shipments and to monitor for any irregularities or deviations from standard procedures. Given fragmented organization of BiH, shared competences and often lack of institutional cooperation, it is of utmost importance to ensure that all relevant institutions have such platform for cooperation. It should convene 8 quarterly workshops, 4 in 2020 and 4 in 2021. The topics of these workshops will tackle the improvement of regulation pertaining to SALW export/import/transport as well as reaching out the industry with a view to their familiarization with the present SALW legislation as well as the upcoming changes.

1.2.1.5 Liaise BiH Customs with Customs of Serbia, Croatia and Montenegro to exchange information and best practices. Conduct six workshops (two per each neighboring country) (UNDP)

The working group to be established under HALT project, shall build on information provided by existing platforms, such as SEEFEN, identify needs and issues at strategic level and address specific issues in the regional cross border bilateral and multilateral cooperation. Cross-border cooperation remains among top ITA priorities. The HALT Project envisages the improvement of direct contacts at decision-making level between ITA and their counterparts in Serbia, Croatia and Montenegro with the aim to conduct joint workshops where the customs practitioners would exchange information on legislation and best practices. While ITA officials stated they have contact with their counterparts in the three neighboring states, they cited the need for its enhancement through HALT as one of the top priorities.

Timeframe: In the two years of HALT implementation 2020-2021, the HALT project will facilitate six visits (two per each neighboring state) for up to 10 ITA officials and help the organization of respective thematic workshops among them, each on a bilateral level.

1.2.1.6 Joint cross-border operations and cooperation. (UNODC)

Establishing functional exchange of information, in particular pre-arrival information between law enforcement agencies, primarily customs, contributes to successful prevention of illicit firearms trafficking and other smuggling activity in the region. This activity aims at enhancing operational capacities of the Indirect Taxation Authority to prevent organized crime activities and other illicit market activities at the national borders utilizing ongoing collaboration and information exchange with the customs administrations of the neighboring countries. Furthermore, this activity will contribute to facilitation of cooperation between the custom and police agencies of Bosnia and Herzegovina, Montenegro and Serbia (EU candidate countries) with relevant agencies in Croatia (EU member-state). Specifically, the joint operations will have the following goals and will encompass the following activities: 1) assist ITA to plan and execute 4 joint operational activities with the customs administrations and other law enforcement structures of the neighboring countries (3 with each Croatia, Montenegro and Serbia); 2) enhance existing

tools for gathering of information and intelligence of organized crime with the focus on the selection, profiling and identification of high risk shipments and passengers movement between BiH and neighboring countries with the aim of discovering, retaining and seizing illegal firearms, ammunitions and explosives; and 3) enhance aspects of international cooperation of the customs of the respective countries' agencies to support investigation and prosecution of trafficking cases.

Since 2017, under the framework of the global UNODC-WCO Container Control Programme (CCP), the Indirect Taxation Authority and Croatian Customs Administration initiated joint operational activities focusing on the maritime container traffic coming through the Port of Rijeka, Croatia to custom area of Bosnia and Herzegovina via border crossing/customs point (GP/CR) Gradiška, BiH as well as others. These activities aimed to support information exchange and intelligence cooperation between customs administration of Bosnia and Herzegovina and Croatia, focusing to further enhance cooperation framework established. Under the UNODC/CCP framework, Indirect Taxation Authority and Croatian Customs Administration conducted several joint operational activities in the period 2017-2019 achieving significant results in the areas of information exchange as well as seizures of illegal commodities, goods violating Intellectual Property Rights (IPR), high-value motor vehicles, and other. This cooperation modalities provided through the UNODC-WCO Container Control Programme utilized the framework of the STABILISATION AND ASSOCIATION AGREEMENT between the European Communities and their Member States, of the one part, and Bosnia and Herzegovina, on the other, signed on 30 June 2015. In particular Protocol 2, Title VI, Arrangements for Administrative Cooperation, Article 32. Mutual Assistance, para 2. Furthermore, in police matters UNODC/CCP utilized existing Contact Centre established on the basis of the Protocol signed between Border Police BiH and the Border Police Directorate of the Croatian Ministry of Internal Affairs at the border crossing Bijača (BiH) – Nova Sela (Croatia) as of 2013. In the absence of sustainable modality within Indirect Taxation Authority's business operation to receive pre-arrival information of cargo containers, promotion and effective collaboration between customs administrations of Bosnia and Herzegovina and Croatia are exceedingly important to the risk analyses processes. Establishing functional exchange of information, in particular pre-arrival information between customs authorities contributes to successful prevention of Illicit drug trafficking and other smuggling activity through the region as well as to the safety and security of the international supply chain. The Port of Rijeka is the most frequently used sea-port in the Adriatic for import of cargo containers with the final destination in BiH. Due to advanced highway network in Croatia and easier access to BiH from north-west direction the Port of Rijeka transfers significant number of cargo containers imported/exported to/from BiH at the Border crossing/Customs point Gradiska and several other/ Increased contacts, planning and exchange of information between BiH and Croatian counterpart aim to secure necessary intelligence and consideration of all planning in order to maximize impact and result oriented actions. The legal basis for cooperation between BiH and Serbia has been established with the Agreement on customs cooperation and mutual assistance between both countries as of July 2004 (<http://www.carina.rs/cyr/MedjunarodnaSaradnja/Documents/8.%20BOSNA%20I%20HERCEGOVINA.pdf>). The joint activities between BiH and Serbia Customs have been taking place in the last 10 years on regular basis. Finally, the Director of ITA has issued a written approval for continuation the operations in 2020 with Serbia and Croatia.

- 1.2.1.6 (a) Organization of 4 bi-lateral operations with Customs Services from Croatia, Montenegro and Serbia, with the following components:
 - Organization of a planning meeting for a bi-lateral operation

- Organization of a pre-operational meeting
- Facilitation of deployment of customs teams in support of the bi-lateral operation
- Organization of a post-operation briefing on the bi-lateral operation
- Development and distribution of updated risk-indicators based on the operational results
- 1.2.1.6 (b) Organization of a sub-regional meeting to review the results of the operations and identify lessons learned.

Cross-border cooperation remains among top ITA priorities. The HALT Project envisages the improvement of direct contacts at decision-making level between ITA and their counterparts

1.2.1.7 Support for raising awareness among private sector on prevention of arms trafficking (UNODC)

Another key factor of UNODC's work has been the cooperation with the private sector. Particular gaps in the legal framework may hinder access to pre-arrival or pre-departure manifest information, which is essential for comprehensive risk profiling and trade facilitation. Awareness workshops with the private transportation and parcel deliveries sectors, port and terminal operators will help bridge these gaps. Also, closer cooperation with the private sector entities increase costs savings and reduce operational risks, that is make the overall cooperation more efficient and successful.

- 1.2.1.7 (a) Produce analyses on the existing gaps, obstacles and opportunities to improve the cooperation framework between ITA and private sector entities
- 1.2.1.7 (b) Organization of 1 training on promotion of the information sharing culture, thus improving cooperation between ITA and private sector (forwarding agents, shipping companies) through existing Business Intelligence (BI) applications and platforms
- 1.2.1.7 (c) Organize in co-operation with the Agency for Postal Traffic of BiH two workshops on risk assessment of firearms trafficking through postal shipments
- 1.2.1.7 (d) Organize in co-operation with the Ministry of Transport and Communication two workshops for freight companies on risk assessment of firearms trafficking through freight shipments.

1.2.1.8 Coordination of the criminal justice response at sub-regional level (UNODC)

The activities under this section will provide targeted support for participation in national and regional coordination and technical support event. As well, to support translation and publication of relevant training material, cases, documents etc.

- 1.2.1.8 (a) Support for participation in national and regional coordination and technical support events
- 1.2.1.8 (b) Support translation and publication of relevant training material, cases, documents etc.

6. Sustainability of Results

The statements below reflect the sustainability of results beyond the completion of the HALT Project.

1. Developed standard operating procedures¹⁹ (SOPs) will be institutionalized. It means the ITA management will endorse them and that 1,000+ ITA officials who underwent the HALT training on their content to process illicit SALW trafficking will be obliged to act upon them after the completion of the project.
2. The developed procedures and conceptualized training will be included in the curricula for training of the new ITA recruits in the future.
3. The procured detection equipment will remain in possession of ITA, the trained officials will use them in their daily work to better detect illicit SALW.
4. For the first time, 35 BIH Border Police inspectors will receive training and equipment to process SALW-related crimes. This will ease the overall processing of SALW crimes and thanks to HALT project result in state-level IBM agencies being capable of processing these crimes, which now has to be directed to entity and cantonal agencies.
5. The infrastructure at border crossings procured through HALT project will remain in the possession of ITA thus providing for better checks at borders and detection of illicit SALW.
6. New contacts will be established and provide for better flow of information at operational level between three law enforcement agencies (nationally: ITA, SIPA and BP BIH) as well at decision-making level (at cross-border level with Customs of Serbia, Montenegro and Croatia)

The Project benefits from the expertise of Project Management Team (PMT) and other staff working on a range of related activities. Through its work PMT will benefit from lessons learned in other UNODC and UNDP programmes and projects and will support and promote best practice policies. Following delivery of activities, the PMT will maintain close liaison with national counterparts to monitor progress and, where necessary, provide additional support to ensure successful implementation and sustainability.

It is critical that actions under this Proposal aim clearly towards a sustainable response by national institutions, the private sector, academia and intergovernmental organizations, against illegal firearms, ammunitions and explosives trafficking.

In order to ensure h sustainability of the project activities, the Project Management Team (PMT) will apply the following strategy:

Support for the establishment of mechanisms within the Indirect Taxation Authority for coordination of the prevention and combating of trafficking in firearms, ammunitions and

- explosives, including through the identification and appointment of agency's focal points (assigned to a post rather than a person);
- Conclusion of inter-institutional memorandums of understanding clearly setting out ongoing mechanisms for information exchange;

¹⁹ The six standard operating procedures define the actions taken by customs' official on how to process illicit SALW trafficking. The thematic fields shall include relevant fields covered through developed SOPs for BP as well as those relevant fields identified through appropriate needs assessment to be undertaken within the project.

- Regular coordination of activities
- Development and promotion of technical assistance tools available for use over the long-term (capacity development).

The delivery of technical assistance will be based on the identified priorities and needs, and the Proposal support will be channeled to strengthen the ITA's strategies to ensure alignment with the national priorities, strategies and ownership. Sufficient national/ITA capacities to address the concerns and challenges expressed by the Proposal will be augmented through a well-developed system of response to threats of firearms in accordance with the international standards.

7. Suggested Partners

The UNDP and UNODC will synergize their expertise and contacts with the aim to establish a well network of institutions to work within the frame of the project.

The following BIH institutions will profit from the implementation of the HALT project:

- Indirect Taxation Authority (ITA)
- Ministry of Security (MOS)
- Three postal agencies
- BIH Border Police
- State Investigation and Protection Agency (SIPA)
- Ministry of Transport and Communication (MCT)

The immediate beneficiaries at the national level will be Indirect Taxation Authority which has been a long-term partner for the UNODC and whose staff will be better trained to perform all tasks and duties stemming from their core mandate. The other listed partners shall be indirectly benefiting from the project while BIH BP as well as the Ministry of Security are already among main partners for the CIAT project. The measures will directly benefit the trade and the business community as well as authorities working in the border areas. The Proposal's activities will enhance the trade supply chain security, including the cooperation between the border authorities and the private sector. The activities will also involve also representatives from the Prosecutor's Office, Ministry of Security, Ministry of Foreign Trade and Economic Relations as well as international counterparts from the Universal Postal Union and World Customs Organization.

8. Cross-cutting Issues

Levels of involvement of organized crime groups in firearms trafficking is high and the trade in them, together with other contraband, such as narcotic drugs, illicit money flows and other criminal activities is heavily affecting, social and economic environment in Bosnia and Herzegovina and the region.

The illegal trade in firearms is highly lucrative for criminals and organized crime groups. For example, "a gun bought for 250 to 500 euros on the Balkan black market could sell for 3,000 to 5,000 euros in a country such as Sweden."²⁰

²⁰ <https://eu-ocs.com/illegal-trafficking-balkans/>

The high level of corruption underpinning firearms trafficking poses a serious threat to national governance and rule of law. Illegal activities occur at various stages in a range of processes along the illegal firearms trade chain - including transporting, manufacturing, import/export and are often highly organized involving multiple actors as well as domestic and international criminal networks. Levels of involvement of organized crime groups (OCGs) in firearms trafficking is high and the trade with illicit firearms, together with other contraband, such as narcotic drugs, illicit money flows and other criminal activities is heavily affecting, social and economic environment in Bosnia and Herzegovina and the region. As such, firearms trafficking poses a severe threat to public safety and security and thereby to the social, economic, educational, and cultural values which role is to maintain system that provide essential services, which are critical foundations for sustainable development and human wellbeing. Trafficking and possession of the illegal firearms, thereof, may also be associated with the negative models of social learning that can further lead to generationally accepted norms and values.

The existing and well-developed routes used for trafficking of drugs are often also used to smuggle people, firearms, counterfeit goods and other forms of contraband. In an increasingly inter-connected and interdependent global society, it is ever more difficult for the responsible authorities to detect the illicit consignment and the individual criminal. It is therefore crucial to act and seek solutions within border security frontline agencies, such is Indirect Taxation Authority.

Yet, despite the negative impact on social and economic development and security, firearms trafficking is not necessarily viewed as one of “mainstream criminal activities” by many in the law enforcement community, governments and the public in BiH. Despite the transnational and organized nature of this illicit trade, the response varies significantly among the law enforcement agencies, and among the judicial institutions. To address this issue and introduce measures to combat this serious and increasing threat, the Proposal will serve as a comprehensive approach for the delivery of the UN technical assistance designed to strengthen capacity at the national level.

Gender Equality

Through the implementation of other SALW-related project in BiH, the UNDP has actively supported the affirmation and promotion of women in BiH law-enforcement agencies, in close cooperation with SEESAC. For instance, the Network of Women in Police Agencies in Bosnia and Herzegovina has profited from numerous UNDP interventions enabling women to actively participate in tailor-made activities aimed at enhancing their chances for career advancement. By the same token, the Project will aim at assisting women in ITA, which account for 30% of all staff to strengthen their role in ITA.

A gender perspective is actively mainstreamed in all UNDP/UNODC practices, policies and programmes. In contributing and supporting the efforts of Member States to respond to evolving security threats by promoting the rule of law, good governance, human rights and sustainable development, the UNDP/UNODC recognizes and plans for the different needs, capacities and contributions of women, men, girls and boys. Understanding the interrelationship between gender and security threats and crime is vital to the overall effectiveness of any response. Applying a gender perspective to UNODC’s work involves being aware of the gendered dimensions of any activity, which requires analysis, information and consultations with both women and men. Ultimately integrating a gender perspective will result in a more balanced and representative approach, thus a more effective response in all of UNODC’s thematic areas of work. The Project will encourage training of equal numbers of men

and women law enforcement officials. A database for the CCP has been developed in order to track the progress of all officials trained and includes statistics disaggregated by gender.

Additionally, in 2015 the UNODC-CCP launched the CCP Women's Network with the purpose of developing strategies to improve the Programme's capacity to incorporate a gender perspective. The Network has developed a training module on gender challenges and opportunities within law enforcement and customs and it has been specifically tailored to the Programme to actively promote gender mainstreaming throughout UNODC-CCP. As of 2016 the training module is part of the standard UNODC-CCP training package. UNODC-CCP delivers a module on Gender aspects during the theoretical trainings in order to raise gender awareness and promote the gender balance. For this purpose, the module covers the following subjects: Definition of Gender; Gender stereotypes; Gender discrimination; Sexism; Sexual harassment.

These modules can be applied and adapted to benefit also the activities and the target beneficiaries under the present project.

Human Rights

Human rights are at the core of all work of the UN system and together with peace and security and development represent one of the three, interlinked and mutually reinforcing pillars of the UN enshrined in the United Nations Charter. Bearing in mind the centrality of human rights to the aims of the UN, all technical assistance programmes' policies aim at the realization of human rights. Human rights standards and principles guide development cooperation and programming in all sectors and in all phases of the programming process. In very specific terms, Proposal will built upon already developed a human rights training module specifically tailored to the Proposal and Customs and law enforcement officers. This module will be integrated in the standardised training package of the Proposal.

9. Communication and Visibility

Aiming to ensure visibility of the HALT Project, to raise awareness about necessity of fighting illegal arms trafficking as means of increasing safety of communities across the country (as well as those in the EU), and to strategically position the Project as the positive example of support for achievement of the Goals 2,3,4,5 and 7 of the RoadMap, the Project will:

Develop communications plan which will provide a clear guidance on how to effectively communicate about the HALT Project, outline key audiences, messages, communications tactics, channels and tools. Visibility of the donor will be prominently featured in every event, publication or document prepared and produced by the HALT Project;

Plan and implement all communication activities in close coordination with the HALT Project donors, aiming to strategically position the Project as partnership for achievement of the Goals 2,3,4,5 and 7 of the RoadMap;

Promote activities, milestones and results achieved through the HALT project with emphasis on partnerships with and between the Indirect Taxation Authority, BiH Border Police, State Investigation and Protection Agency, UNDP BiH, UNODC and the donors;

Organize press opportunities (such as press conferences and photo opportunities) to mark achievement of specific milestones and results of the HALT project;

Communicate via available communication channels, such as social media, webpage www.ba.undp.org, www.unodc.org, partner's websites, as well as the media (conventional and digital media outlets);

Put focus on and effectively utilize online and social media channels, based on positive experience in communicating matters related to safety of communities to targeted audiences. This will be done through UNDP BiH and UNODC (UNDP CO/UNODC Facebook, Twitter, YouTube and Instagram) as well as via UNDP SEESAC and UNDP Istanbul Regional Hub (when appropriate) social media channels;

Produce a multi-platform media content (short, captioned videos (including video statements), photos and illustrations/infographics throughout the HALT Project implementation to ensure effective and efficient communication about key aspects of the project, including the achievements, impact on beneficiaries, harmonization of practices for improved safety of communities and role of donors. Focus will be placed on supporting national (domestic) counterparts in communicating harmonized messages and positive narrative related to actions undertaken to prevent illicit arms trafficking.

10. Knowledge Management

First, by carrying out a comprehensive needs' assessment of ITA, the agency will obtain a written document reflecting its needs for the upcoming period and thus providing it for a better planning of its activities in the future.

Second, by developing standard operating procedures (SOPs), the Project codifies the relevant praxis and complements it through UNDP experts' advice. These procedures address the following topics: risk analysis, risk profiling, data collection, investigation, reaction in emergency situations and securing the crime scene. All these topics relate to suppression of smuggling of arms, ammunition and explosives but can have positive side-effects on other crimes, e.g. drug related.

These procedures are printed and distributed to all border crossings providing, for the first time, a unified approach to processing of crimes related to arms' smuggling.

The Project will also provide Ministry of Foreign Trade and Economic Relations with the new database on SALW export/import thus easing the country's internal as well as external reporting. This database is the main source on legal SALW trade reporting.

The implementation of the project activities will also result in the development of two needs assessment reports on prevention of firearms trafficking at land border crossings and through postal shipments, development of standard operational procedures for countering firearms trafficking in postal shipments, development of a training curriculum on detection of firearms trafficking, development of e-learning modules on countering firearms trafficking; and development of an analytic report on the existing gaps, obstacles and opportunities to improve the cooperation between ITA and private sector entities.

The knowledge products will contribute to the development of advanced skills, enhanced access to relevant data, and credible information and thus and significantly improve the chances of a successful interdiction of firearms trafficking.

11. Project Management Structure

UNDP and UNODC will have full responsibility and accountability for the overall management of the Project, including monitoring and evaluation of interventions, achieving of the objectives and specified results, and the efficient and effective use of resources. The UNDP will be the lead agency in the implementation of HALT.

The Project will be run by a Joint Project Coordinator/UNDP Project Manager, who will be a staff member of the UNDP. He/she will represent the project and serve as the Project focal point for cooperation with external partners.

Project Board: The Project Board is responsible for making consensus management decisions for the project when guidance is required by the Project Manager, including recommending approval of project revisions. The Project Board will be consulted by the Joint Project Coordinator and a designated UNODC representative for decisions when the project exceeds tolerances, normally in terms of time and budget; reviews will also be conducted at designated decision points during rollout. Similarly, UNDP will be accountable to the project Board for the use of project resources. UNDP will delegate managerial duties for the day-to-day running of the Project to the Project Manager, who is at the same time Joint Project Coordinator. The Project Manager's prime responsibility is to ensure, in close cooperation with designated UNODC representative, that the project produces the results specified in the project document, to the required standard of quality and within the specified constraints of time and cost. He/she will report directly to the Sector Leader. The role of the Project Board as part of the Quality Assurance process, will be to monitor the project's progress, lessons learnt, and decide on the way forward.

The Project Board will hold meetings on an annual basis, or more frequently if deemed necessary. The Board will monitor program progress, decide on strategic decisions to ensure continued coherence between implementation and goals and objectives, decide on annual work plans and budgets, and revise annual plans, yearly budgets, and requests for funds presented by UNDP. Amendments to the budget, including use of contingencies, will be subject to the approval of the Project Board.

Project Assurance: The Project Assurance role carries out objective and independent project oversight and monitoring functions, ensuring that appropriate project management milestones are managed and completed. Project Assurance is the responsibility of the UNDP Justice and Security Sector Leader and designated UNODC representative.

UNDP Project Management Team

Implementation of the project will be carried out by a three-member Project Team, headed by the Project Manager, who will also serve as the Joint Project Coordinator and will be an expert in the field of Integrated Border Management (IBM). He/she will be assisted by a Project Officer. The Project Team will further include one Project Assistant.

Project Manager/Joint Project Coordinator is responsible for managing the capacity development of and ties with institutions/partners at the national and local levels, achieving the overall project outputs and day-to-day management of the project. He is also the IBM Portfolio Manager providing Sector Leader with advice on all IBM-

related initiatives and Projects. The Joint Project Coordinator us a UNDP staff member who represents the Project towards external counterparts;

Project Officer will be responsible for implementation and will advise the Project Manager on substantial issues and actively partake in formulation of proposals pertaining to project implementation, which will be approved by the Project Manager/Joint Project Coordinator and UNODC Project Management Team;

Project Assistant will be responsible for the overall administrative and financial/budgetary matters related to the project implementation, prudent use of funds, regular and accurate reporting, and general support to the project coordination and sector leader and project coordinator in achievement of project's output(s).

As for the activities implemented by the organization, the UNDP Bosnia and Herzegovina will take full responsibility for the achievement of immediate objectives as well as for the administration of financial and human resources. The management of allocated funds will be carried out according to UNDP financial rules and regulations, based on a work plan with a detailed budget. A separate ledger account will be created for the receipt and administration of funds released from the Western Balkans SALW Control Trust Fund account by the Administrative Agent UNDP Bosnia and Herzegovina will be responsible for managing and reporting back to donors on the resources allocated to the work plan, as per the requirements mentioned in the Operations Manual.

The daily management of the project will be carried out by the UNDP BIH team in Sarajevo within the overall framework of the UNDP BIH Programme Action Plan under a Direct Implementation Modality (DIM). The UNDP has a Field Office in Banja Luka, which is of particular relevance given the fact that ITA HQ is in Banja Luka. UNDP shall be responsible for the overall management and administration of the project, primarily regarding the responsibility for the achievement of the outputs and the stated outcome.

UNODC Project Management Team

The **UNODC Programme Management Team** comprises a Senior Crime Prevention and Criminal Justice Officer (cost-shared), , a National Programme Officer (NOB) based within the UNODC Programme Office in Bosnia and Herzegovina, and an administrative support staff, who will support the implementation of the activities on the ground. The PMT will ensure overall quality control and consistency of the Project actions, coordinate the overall programme management and oversight.

A separate ledger account will be created for the receipt and administration of funds released from the Western Balkans SALW Control Trust Fund account by the Administrative Agent.

Activities will be implemented and coordinated by Project Management Team in collaboration with relevant and respective units at the UNODC Programme Office and UNDP HQ in Bosnia and Herzegovina. The project will benefit to the extent possible from existing in-house expertise at HQ and in the field, to ensure that the relevant technical know-how and expertise are used for the benefit of the programme.

To ensure coordination, PMT regularly convene via common communication channels to ensure a coherent implementation of the project and coordination with other in-house activities as well as the information exchange.

Regular briefings will be provided to the respective UNODC and UNDP Directors of relevant Divisions/Sectors. Through the Project Management Team, close partnership and coordination will take place with other UN agencies and international organizations working on firearms matters, including INTERPOL, WCO, World Bank, and national NGOs. Relevant government Implementation agencies will be involved in the project implementation at all stages.

12. Risk identification and management

1. Risk: The main risk involved with the implementation of the project is willingness of the local actors to get engaged and demonstrate commitment to the implementation of the developed Proposal. This might have implications on the availability of the ITA targeted Departments to participate in activities envisaged by the project and pledge resources guaranteeing long term sustainability of the project. (Likelihood: Low; Impact: High)

Mitigation strategy: The PMT will mitigate the identified risks by organizing series of consultative meetings throughout the Proposal preparation to secure implementing partner's approval and agreement of all proposed measure and strategies.

2. Risk: Changes in the security or political environments or emergency conditions may hamper envisaged course of implementation of the Proposal. (Likelihood: Low; Impact: Medium)

Mitigation strategy: The Project Management Team should be abreast of developments in the country and inform management accordingly, should security or political conditions deteriorate. As a part of the Technical Needs Assessment, the PMT will incorporate overall security and political assessment to understand the possible risks and challenges and to ensure the full commitment of the participating institutions.

3. Risk: Adverse political developments or events in the region impact UN's ability to implement the Proposal. (Likelihood: Low; Impact: Medium)

Mitigation strategy: Closely monitor the situation in the country to be able to respond to a possibility of such risk accordingly and in advance. The direction towards EU integration in the region is likely to stay the same.

4. Risk: Lack of Commitment to the Proposal by the Government or Respective Law Enforcement Agencies (Likelihood: Low; Impact: Medium)

Mitigation strategy: Through the Project Steering Committee, counterparts will have the opportunity to meet on a regular basis and to discuss the status of project implementation. Project management Team will maintain good working relations with implementing partners and all counterparts. Revising and improving coordination, cooperation, reporting, structures and procedures between related and responsible institutions and agencies will also be ensured by PMT.

5. Risk: Unavailability of sufficient number of ITA staff to attend planned training sessions in accordance with project plans (Likelihood: Low; Impact: Medium)

Mitigation strategy: Due to the need of the agency to constantly have presence at the border crossings of a sufficient number of personnel, project team shall work continuously with the ITA management to properly plan and execute planned training in order to accommodate both needs of the agency and the project plan.

Annexes:

- Annex 1: Project budget
- Annex 2: Project budget per UNDG category
- Annex 3: Project results framework
- Annex 4: Risk matrix
- Annex 5: Multi-year work plan

Agreed by:

IMPLEMENTING ORGANIZATION	
Name:	Signature:
Title:	
Date:	

IMPLEMENTING ORGANIZATION	
Name:	Signature:
Title:	
Date:	

