

Western Balkans SALW Control Roadmap MPTF


United Nations Multi-Partner Trust Fund in support of 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

Project title: Project Hermes 2.1: Countering Trafficking in Firearms in Firearms, Their Parts and Ammunition in Express Courier and Postal Parcels	
Targeted jurisdiction(s): Western Balkans region	
Participating organizations: UNODC	
Contact details for each organization: Simonetta Grassi, Chief, Firearms Trafficking Section, UNODC; simonetta.grassi@un.org ; (+43-1) 26060-5484 Diman Dimov, Firearms Trafficking Section, UNODC, diman.dimov@un.org ;	
Implementing partners: SALW Commissions, Customs Administrations, Designated Postal Operators (DPOs)	
Project number from MPTF-O Gateway (if existing project): N/A	
Relevant SDG targets: SDG 16.4, 16.a	
Project duration (in months): 12 Months Project start date: 10 October 2024 Project end date: 10 October 2025	Total amount: US\$ 1,280,387 Sources of funding: 1. UN MPTF: US\$ 1,280,387 2. Other sources of funding N/A • Government: US\$ ____ • UN Organization: US\$ ____
Brief project overview: Project Hermes is aimed at increasing the capacities of the Western Balkans jurisdictions to counter trafficking of firearms, their parts, ammunition and explosives through Express Courier and postal parcels. The project builds upon a pilot initiative in Bosnia and Herzegovina from 2020 to 2022 and the project's first phase implemented by UNODC in 2023. Under Hermes Phase 2.1, UNODC will support all jurisdictions in the WB to strengthen their response to firearms trafficking through the provision of advanced courses for X-ray operators, workshops targeting analytical units of customs administrations and DPOs, and through the delivery of specialized equipment to customs administrations and DPOs. The project will contribute to the achievement of Goal 3 and Goal 5 set under the <i>Roadmap for a sustainable solution to the illegal possession, misuse, and trafficking of Small Arms and Light Weapons (SALW) and their ammunition in the WB</i> . Contribution to Roadmap Goals: 3 and 5	
Project Gender Marker Score (1, 2, 3 or N/A): 1	

Names and signatures of the Participating UN Organizations

Simonetta Grassi Chief, Firearms Trafficking Section UNODC	Signature:  Date: 4/10/2024
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Description of the project

Project Hermes is a regional project aimed at increasing the capacities of the Western Balkans jurisdictions to counter trafficking of firearms, their parts, ammunition and explosives through Express Courier and postal parcels. The project builds upon a pilot initiative in Bosnia and Herzegovina from 2020 to 2022 and the project's first phase implemented by UNODC in 2023. The results from the first phase included the development and adoption of Memoranda of Understanding on exchange of information for the purpose of detection, and development of risk indicators between the customs agencies and the designated postal operators (DPOs). The next result was the development and adoption of relevant standard operating procedures aiming at improving their capability to detect illicit firearms and support follow-up investigations. The third result was the exchange of good practices between Western Balkans (WB) jurisdictions and an EU Member State in countering firearms in postal parcels.

Under Hermes Phase 2.1, UNODC will support all jurisdictions in the WB to strengthen their response to firearms trafficking and to contribute to the achievement of goal 3 and goal 5 set under the Roadmap for a sustainable solution to the illegal possession, misuse, and trafficking of Small Arms and Light Weapons (SALW) and their ammunition in the WB. The objective of Hermes 2.1 is to increase capacities in countering the trafficking of firearms, their parts, ammunition and explosives through Express Courier and postal parcels.

The rationale for the project is based on: 1) needs identified by WB jurisdictions through a comprehensive needs assessment process conducted in 2021-2022 by the UNODC, which included the development of gap analysis reports focusing on the detection of firearms, their parts and components, and ammunition in postal and courier traffic; 2) follow-up consultation processes from September to December 2023 with Customs Administrations and DPOs for the identification of priorities; 3) written approval by all six SALW Commissions for the whole Project Hermes, and in addition a separate written approval for Hermes 2.1 project concept upon request of the Steering Committee of the Multi-Partner Trust Fund; 4) experience gained from implementing activities on the detection of firearms in Express Courier and postal parcels in Bosnia and Herzegovina (BiH) from 2020 to 2022; 5) the successful implementation of Hermes Phase 1 in 2023; and 6) established cooperation with the Universal Postal Union, World Customs Organization, EMPACT Firearms, Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ), French Customs, Swedish Customs, Swedish Police, and the United States Inspection Postal Service.

For the implementation of Hermes 2.1, the following strategy will be applied. The project will organize advanced courses for X-ray operators, incorporating in-person training, computer-based training, and on-the-job mentoring. These courses will utilize materials developed during the pilot phase in BiH, including a comprehensive training manual on firearms X-ray image analysis and online training modules. UNODC will conduct six advanced courses, one in each jurisdiction. Further, the project will support the organization of workshops targeting analytical units of customs administrations and DPOs, focusing on the development of risk analysis and indicators for detecting firearms in postal parcels. Participants will learn methodologies for analyzing trafficking patterns, their trends, and will be guided in developing specific, actionable risk indicators. The workshops will also cover operational tactics, routes, and methods used by traffickers, supplemented by case studies of intercepted shipments. Two sub-regional workshops will be conducted. Based on needs identified by UNODC and French Customs experts, the project will procure and deliver equipment to customs administrations and DPOs. This includes X-ray scanners, record-keeping and information exchange equipment, radiation dosimeters, and hand-held detectors for explosives. Training on the use of this equipment will also be provided.

Contribution to the Roadmap Goals:

The project builds upon the previous work, and supports the implementation of the Western Balkans SALW Control Roadmap, specifically focusing on Goals 3 and 5:

*With regards to **Goal 3** (By 2024, significantly reduce illicit flows of firearms, ammunition and explosives (FAE) into, within and beyond the Western Balkans), the project ensures a direct contribution as it focuses on enhancing the detection and prevention of illicit firearms trafficking in Express Courier and postal parcels in the Western Balkans. The provision of equipment and capacity building directly empowers customs administrations and DPOs, ensuring they have the necessary resources to detect and halt the illicit flow of firearms. The regional information exchange fosters a collaborative environment, ensuring that countries can learn from one another's successes and challenges.*

*With regards to **Goal 5** (2024, substantially decrease the estimated number of firearms in illicit possession in the Western Balkans), the project's contribution to enhanced detection capacities through the provided specialized training and equipment will facilitate the detection of illegal possessions of firearms and ammunition and their seizure.*

1. Project Background (situation analysis)

1.1 Implementation context

This is a project proposal for the next phase of Project Hermes (Hermes 2.1): Countering trafficking in firearms, their parts, ammunition and explosives in Express Courier and postal parcels. The first phase was implemented in 2023 in all six WB jurisdictions: Albania, Bosnia and Herzegovina (BiH), Kosovo¹, Montenegro, North Macedonia and Serbia. During its implementation, UNODC through its Global Firearms Programme (GFP) supported all jurisdictions in the WB in strengthening their response to firearms trafficking and reaching the goals and targets established under the Roadmap for a sustainable solution to the illegal possession, misuse and trafficking of SALW and their ammunition in the WB (Roadmap). The specific objective of Hermes 1 was to improve the regulatory framework, through the adoption of Standard Operating Procedures (SOPs) and Memorandum of Understanding (MoU), for countering trafficking in firearms, their parts, components, ammunition and explosives, and to exchange experiences on risk-analysis and development of risk indicators on the matter. In addition, the project focused on providing specialized equipment to Albanian Customs Administration, thus improving their capability to detect trafficking of firearms, their parts, components, ammunition and explosives. The Project Hermes 1 was based on the successful pilot in Bosnia and Herzegovina, which provided the foundation for replicating the intervention in the other jurisdictions based on the lessons learned.

In Hermes 1, UNODC secured stakeholder's commitment for the implementation of the project activities, established the project governance structure, and started partnership with a broad range of actors in support of the project activities: Universal Postal Union (UPU), EMPACT Firearms, French Customs, La Poste, Swedish Customs, Swedish Police, World Customs Organization Regional Intelligence Liaison Office for Eastern and Central Europe (WCO RILO ECE) and United States Inspection Postal Service (USPIS).

The immediate results from the first phase of the project included the development and adoption of MoUs on exchange of information for the purpose of detection and development of risk indicators between the Albanian Post and Albanian Customs Administration, between Indirect Tax Authority (ITA) of Bosnia and Herzegovina (BiH) and BH Posta, between ITA BiH and HP Posta Mostar, between ITA BiH and Srpske Poste Banja Luka, between Serbian Customs and Post of Serbia, between Montenegrin Customs and Post of Montenegro, between Macedonian Customs and Macedonian Post, between Kosovo Customs and Post of Kosovo. The next result was the development and adoption by Customs Administrations and by all designated postal operators (DPOs) of relevant standard operating procedures aiming at improving their capability to detect illicit firearms and support follow-up investigations. The third result was the exchange of good practices between WB jurisdictions and an EU Member State in countering firearms in postal parcels. The UNODC-coordinated study visits to Charles de Gaulle Airport, France, proved to be highly beneficial for all participating WB jurisdictions. They gained valuable insights into the operational workflow of French Customs, La Poste, and Express Courier companies, specifically regarding risk analysis and inspection of parcels suspected to contain prohibited goods. Following the visit, several jurisdictions, including Albania, Serbia, and Kosovo, initiated reviews of their internal parcel inspection

¹ For the United Nations Office on Drugs and Crime (UNODC) references to Kosovo shall be understood to be in the context of Security Council resolution 1244 (1999).

procedures, significantly strengthening their understanding and overall approach to security. The BH Post also initiated a procedure for obtaining security certification from the Universal Postal Union. Finally, UNODC increased the detection capability of the Albanian Customs Administration by procuring and delivering detection equipment for explosives and drugs, and providing training on its use. The results of Hermes 1 have established strong foundation to continue with the provision of technical assistance under Hermes 2.1, which will increase the capabilities of the counterparts in the WB to detect illicit firearms through the provision of equipment and specialized training.

1.2 Gaps and challenge addressed by the project

Hermes 2.1 will address only some of the gaps and challenges identified by the comprehensive needs assessment process carried out in 2021-2022 by UNODC through the development of gap analysis reports, which were endorsed by all WB jurisdictions. The identified gaps were prioritized in the consultation process held in October-December 2023 with all WB jurisdictions. The gaps were also confirmed by the observations of the experts from the French Customs, who visited the postal depots in all six WB jurisdictions in October 2023.

Under Hermes 2.1, the following gaps will be addressed: specialized capacity building for the DPOs and Customs Administrations on the use of X-ray technology, support for the development of risk indicators, and limited quantities of detection equipment will be delivered.

1.3 Priorities for addressing the identified gaps

a. Main arguments for prioritizing the identified gaps

Prioritizing the identified gaps in Hermes 2.1 is important because enhancing operational capacities for detecting firearms in Express Courier and postal parcels is critical to counter the illegal trade in firearms. The enhanced capacities will contribute towards ensuring the safety and security of the WB jurisdictions and their international counterparts. The identified gaps in capacity building for postal operators and customs represent vulnerabilities that criminals exploit. Moreover, the absence of suitable detection equipment and insufficient information exchange hinder effective law enforcement.

For example, the preliminary results under Operation Nevada of BiH Federal Ministry of Interior point to the fact that in the period 2018-2023, a perpetrator from BiH has shipped 636 parcels internationally containing firearms parts. During the course of the operation more than 30 parcels were interdicted in outgoing postal traffic, leading to identification of the perpetrator and search activities that resulted in the seizure of other ca. 300 parcels prepared for shipment.²

b. Aspects of the gaps and challenges that will remain unaddressed and will require further engagement

Project Hermes 2.1 will not address several gaps identified by local and international counterparts due to limited funding. These gaps include capacity building at foundation level for all officials of the designated postal operators, Express Courier companies, freight forward companies, customs, and postal regulators on countering firearms trafficking in postal and Express Courier parcels. Hermes 2.1 will not address in full the lack of appropriate detection equipment, the insufficient exchange of information among local counterparts, and the limited participation of DPOs and Customs Administrations in Operation Armstrong conducted by the EU on detection of

² Figures are based on unofficial information as the investigation under Operation Nevada is ongoing.

firearms in postal parcels. Furthermore, Hermes 2.1 will not address the gaps in the cooperation between the private-public sectors on countering trafficking in Express Courier and postal parcels. The gaps will not be addressed due to the limited funding currently available.

1.4 Synergies with ongoing initiatives and avoidance of overlaps

UNODC works in close coordination with EMPACT Firearms to support the implementation of Operational Action "ARMSTRONG" on the detection of illicit firearms in postal parcels. Similarly, UNODC is cooperating with the Universal Postal Union (UPU), whose experts participate in UNODC's activities and provide advice to WB counterparts on the compliance of their actions with the UPU Convention. UPU has supported the WB jurisdictions with the implementation of the CDS - Customs Declaration System, which is an interoperable customs declaration system that allows messages to be exchanged between Customs and designated operators so that customs formalities can be completed prior to the arrival of postal items. In addition, GIZ has supported the WB jurisdictions with the digitalization and the introduction of customs clearance procedures for express consignments in cooperation with the private sector.

UNODC worked in close cooperation with GIZ on developing the MoUs between Customs and DPOs to reflect the accomplishments achieved by both UPU and GIZ in developing the infrastructure for the exchange of information between these institutions. UNODC also works closely with the World Customs Organization (WCO) Regional Intelligence Liaison Office to improve capacity building and promote the exchange of information on threats identified by WCO. UNODC will also liaise with the EU funded Project Ceasefire³ in order to ensure synergies in the expected results and avoid overlap in the implementation of activities.

2. National Ownership

2.1. Consultation process

The project activities are based on an all-inclusive consultation process with relevant actors in the WB jurisdictions. Below is a summary of the consultation process conducted by UNODC and the methodology used.

The needs assessment process for Project Hermes has consisted of the following components:

1. Development and agreement on a joint plan for implementing the needs assessment.
2. A desk review of all relevant and available documents on the subject matter.
3. Preparation of a questionnaire that acts as the framework of benchmarks on which the assessment will be based. The questionnaires were sent to the counterparts and answers provided within an agreed timeframe.
4. Expert missions to the relevant jurisdictions to hold meetings, briefings and question and answer (Q&A) with relevant counterparts and interlocutors, using the questionnaire as the framework of benchmarks.
5. Site visits to key locations in the import/export/transit process for international mail and courier traffic.
6. Collection and analysis of additional, relevant documents.

³ <https://ceasefire-project.eu/>.

7. Briefing of emerging findings for relevant counterparts at the close of the missions.
8. Production of a draft report.
9. Review of the draft report by counterparts and provision of comments on its content and recommendations.
10. Endorsement of the final version of the report by the counterparts.

As a result of the consultation process, UNODC has produced needs assessment reports on detection of firearms, their parts and components and ammunition in postal and courier traffic, which include a gap and needs analysis (GNA), a training needs analysis (TNA) and an equipment needs analysis (ENA). The main actors included in the process were customs, postal agencies, Express Courier companies, postal services regulators and law enforcement services.

In Albania, UNODC GFP has consulted with 55 counterparts (43 local counterparts, including members of the private sector and 12 international counterparts) in the period 20 September – 26 November 2021. The need assessment was endorsed by the Albanian counterparts on 25 Jan 2022 (email). On 4 March 2022, the Albanian authorities identified their priorities for implementing the activities.



In BiH, the consultation process resulted in the development of a joint needs assessment, which has identified in ca. 150 pages the various needs to support BiH institutions in countering firearms trafficking in fast and postal parcels. The joint report has been shared by the Indirect Tax Authority (Customs) among its staff to increase awareness of the identified issues. The document has served as foundation for the activities in the project HALT, a joint project between UNDP BiH and UNODC. Project Hermes builds on the implemented activities under HALT in the period 2020-2022, and contains further activities, that have been identified by the Project Board at its meeting on 29 March 2022.

In Montenegro, UNODC has provided a pilot training on 12-14 November 2019 on detection of firearms in postal parcels and has developed standard operating procedures on detection of firearms for Montenegrin Customs.⁴ In a meeting held on 5 October 2021, Montenegrin Customs have identified additional activities for increasing their knowledge and skills in the detection of firearms in fast and postal parcels and their cooperation with other public institutions and the private sector. In addition, UNODC conducted a thorough needs assessment consulting with 25 counterparts (22 local and 3 international) and produced a report, which was endorsed by the SALW Commission.

In North Macedonia, UNODC has consulted with 22 counterparts (17 local and 5 international) in the period 2-17 September 2022. The needs assessment was consulted with relevant counterparts on 17 December 2021. The needs assessment was endorsed by Macedonian authorities on 18 February 2022 (email). The priorities for implementing the recommendations from the needs assessment were agreed upon at a meeting on 22 February 2022.

⁴ For information on the training in Montenegro, please see: <https://www.unodc.org/unodc/en/firearms-protocol/news/montenegro---nov-2019.html>

In Kosovo, UNODC has consulted with 28 counterparts (16 local and 8 international) in the period 13 December 2021 – 14 January 2022.

In Serbia, UNODC has consulted with 52 counterparts (38 local and 16 international counterparts) in the period 17 January – 18 February 2022.

In addition, UNODC engaged with all WB jurisdictions in September – December 2023 to review and update their priorities as a result of the implementation of Hermes 1. To support this process, the French Customs sent in October 2023 expert missions to all WB jurisdictions, who visited the postal depots, worked with the WB counterparts, and contributed to the update of the needs.

All SALW Commissions have also confirmed in writing their interest in the participation of the project activities of the entire Project Hermes and subsequent written endorsements from all SALW Commissions were received for Hermes 2.1.

2.2. Partners and responsible parties for the implementation of the project activities

UNODC will be responsible for the overall implementation of the project activities. The activities will be implemented in close cooperation with EMPACT Firearms, UPU and WCO. UNODC will consult and coordinate the implementation with the relevant customs administrations, DPOs, law enforcement agencies and provide regular updates to the local coordination bodies, including SALW Commissions. International partners, including UNDP/SEESAC, UNDP Country Offices in the WB jurisdictions, the OSCE and the relevant units in its field offices; Delegations of the EU, EUROPOL, and FRONTEX will receive also regular updates and the activities will be coordinated with them.

2.3. Local ownership of project results

The outputs of the project have been devised to ensure local ownership. UNODC will involve the local counterparts in the process of defining the capacity building delivery and the identification of suitable equipment.

2.4. Ongoing activities

The proposed activities take into consideration the numerous ongoing efforts of the WB to reach the Goals established under the Roadmap and implement their Action Plans, which are supported by multi-national organizations and bi-lateral partners, including UNDP, OSCE, INTERPOL, NATO, Project Ceasefire, etc. The proposed activities do not duplicate the support provided by other international actors to the WB jurisdictions. On the opposite, the proposed activities fill in the existing gaps in enhancing capacity for countering firearms trafficking through postal parcels and complement the ongoing projects by other international counterparts.

3. Project Objective and Theory of Change

3.1. Objective, Outcome, Expected Results and Activities

Objective

The objective of the proposed project "Hermes 2.1" is to build upon and consolidate the results achieved by UNODC in the first phase and to increase and harmonize the capacities of the WB counterparts in countering the trafficking of firearms, their parts, ammunition and explosives through Express Courier and postal parcels.

Outcome

Enhanced capacities of Western Balkans jurisdictions to detect, prevent, and counter illicit trafficking of firearms, their parts, ammunition and explosives through Express Courier and postal parcels. The outcome of this intervention contributes towards capacity building and harmonization among the Western Balkans jurisdictions, as well as between the Western Balkans and their European counterparts.

Expected Results

The proposed project has the following expected result:

Output 1.1: Improved operational capacities of customs authorities and designated postal operators to detect firearms, their parts, components, ammunition, and explosives through Express Courier and postal parcels.

Activities

The project activities are designed to facilitate the efforts of the WB jurisdictions to implement the regional Roadmap. They are linked logically to the results of the proposed project and are aligned with the Roadmap.

Activities under Output 1.1

Activity 1.1.1 Advanced course for X-ray operators on detection of firearm using X-ray technology

The advanced course will be delivered to operators of X-ray scanners from DPOs and Customs Administrations. It includes in-person training, computer-based training and follow-up on-the-job mentoring. The course will use the materials developed and delivered as part of the pilot to operators in BiH, replicate its concept and apply the lesson learnt. The materials include the course curriculum, the comprehensive training manual on firearms X-ray image analysis and the online modules, thus ensuring sustainability in the capacity building process. UNODC will strive to include both women and men in capacity building activities and to encourage women to be promoted to the role of operators, as feasible. UNODC will conduct six advanced courses for X-ray operators (one in each jurisdiction).

Activity 1.1.2. Workshops on development of risk analysis and indicators for detection of firearms in postal parcels

The workshops will target analytical units of customs administrations and the DPOs and address the development of risk analysis and indicators for the detection of firearms in postal parcels. Participants will learn methodologies for analyzing patterns and trends in firearms trafficking and will be guided in the development of specific, actionable risk indicators in coordination with Europol. The workshops will provide knowledge of the operational tactics, routes, and methods used by traffickers, supplemented by case studies of intercepted shipments to understand common and emerging trends. The workshops will also address the need for continuous evaluation

of the risk analysis methods and indicators, with an emphasis on adaptation based on the evolving smuggling techniques. UNODC will conduct two sub-regional workshops for analytical units on development of risk analysis and gender-balanced participation will be sought after.

Activity 1.1.3 *Provision of equipment on detection of firearms in Express Courier and postal parcels to customs administrations and DPOs*

Based on the equipment needs identified by both UNODC and the experts of the French Customs, UNODC will procure, deliver and provide training on the use of the following equipment for customs authorities and/or DPOs across the Western Balkans jurisdictions, within the scope of the current project proposal: X-ray scanners (7 units), PC (11 units) to be deployed in the postal depots for firearms record-keeping and information exchange purposes, radiation dosimeters (36 units) to be used in conjunction with the provided X-ray equipment and hand-held detectors for explosives (2 units)⁵.

3.2. Connection between the Expected Results and the Roadmap Goals and Targets

The expected result below is a direct contribution to addressing the needs identified by WB Customs Administrations and DPOs and as verified by the SALW Commissions in the context of the Roadmap implementation:

Output 1.1: Improved operational capacities to detect trafficking of firearms, their parts, components, ammunition, and explosives through Express Courier and postal parcels

The result supports the achievement of the following goal established under the Roadmap to counter illicit firearms trafficking:

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

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

The connections between the expected result and the relevant goals can be summarized as follows:

The output 1.1 is linked to Goal 3 of the Roadmap as it focuses on enhancing the detection and prevention of illicit firearms trafficking in Express Courier and postal parcels in the Western Balkans. The provision of equipment and capacity building directly empowers customs administrations and DPOs, ensuring they have the tangible resources needed to detect and halt the illicit flow of firearms. The regional information exchange fosters a collaborative environment, ensuring that countries can learn from one another's successes and challenges. The output 1.1 is

⁵ The current project plan regarding the equipment is in line with the assessed needs and considers the specialized equipment already provided to BiH (3 X-ray scanners) and Albanian authorities (hand-held explosives and drugs detector, 10 hand-held metal detectors, and 3 laptops) during the previous phases. It entails the following: 2 hand-held detectors for explosives to be provided to Sarajevo and Banja Luka DPOs, 3 x-ray scanners to be provided each to the postal depots in Novi Sad, Nis and Belgrade (1 large and 2 smaller), 1 (large) X-ray scanner to be provided to the postal depots in Tirana, Pristina, Skopje and Podgorica; 36 personal radiation dosimeters to be provided to all WB jurisdictions, 6 each (both customs and DPOs), and 11 units of IT equipment to be provided to customs and DPOs in five jurisdictions (Albania already received 3 units). Please refer to the 'Equipment' of the Budget document for further details.

further linked to Goal 5 of the Roadmap as the enhanced detection capacities facilitate the detection of illegal possessions of firearms and ammunition and their seizure.

3.3. Theory of change for Hermes 2.1

Inputs:

- Financial resources allocated for the project.
- Dedicated personnel with expertise in firearms trafficking, and risk analysis.
- Collaboration and active participation from Western Balkans jurisdictions.
- Modern detection equipment.
- Training materials and modules for tailored capacity building.
- Technological infrastructure for data collection, sharing, and analysis.
- Facilities to host regional meetings, workshops, and other related events.

Activities:

- Capacity building for key stakeholders such as customs administrations and DPOs,
- Provision of equipment and capacity building for detection of firearms in Express Courier and postal parcels.

Outputs:

- Improved operational capacities to detect firearms trafficking.

Outcome:

- Enhanced capacities of the Western Balkans jurisdictions to detect, prevent, and counter illicit trafficking of firearms, their parts, ammunition, and explosives through Express Courier and postal parcels.
- Increased capacity building and harmonization amongst the Western Balkans jurisdictions, as well as harmonization between the WB jurisdictions and their European counterparts.

Impact (Long-Term Objective):

- Significant reduction in illicit trafficking of firearms, ammunition, and explosives through Express Courier and postal parcels in the Western Balkans.

Assumptions:

- The Western Balkans jurisdictions will actively participate and remain committed throughout the project's duration and beyond, to preventing and countering trafficking in firearms and ammunition via postal shipments.
- Modern detection equipment will be effectively integrated into existing systems and utilized appropriately.
- The training provided will be well-received and implemented by the stakeholders.

- External factors, such as political stability and international relations, remain conducive for the project's implementation.
- The insights and data generated from previous UNODC initiatives remain relevant and accurate.

If modern detection equipment and tools (inputs) and capacity building for customs administrations, DPOs, and others (activities) are deployed, **then** they will have better operational capacities to detect and prevent illicit firearms trafficking through Express Courier and postal parcels (outputs).

If this output is successfully achieved, **then**, over time, the Western Balkans jurisdictions will demonstrate enhanced capabilities to detect, prevent, and counter illicit trafficking through Express Courier and postal parcels (outcome).

Assuming that the foundational assumptions are met and the outcome is realized, **then**, in the long run, there will be a significant reduction in the illicit trafficking of firearms, ammunition, and explosives through Express Courier and postal parcels in the Western Balkans (impact).

4. Sustainability of Results

The proposed project aims to enhance the capabilities of Western Balkan (WB) jurisdictions to detect, prevent, and counter illicit trafficking of firearms, their parts, ammunition, and explosives through Express Courier and postal parcels. The sustainability of the project outcomes is established in its comprehensive approach to capacity building, the provision of essential equipment, and fostering regional cooperation. The advanced course for X-ray operators, which includes in-person training, computer-based training, and follow-up on-job mentoring, ensures that the knowledge and skills imparted are both strong and enduring. By utilizing materials developed and lessons learned from previous pilots in Bosnia and Herzegovina, the course provides a tried and tested curriculum. This curriculum, along with a comprehensive training manual and online modules, guarantees that the knowledge is not only disseminated but also institutionalized within the customs administrations. The inclusion of both men and women in these activities, with an emphasis on promoting women to the role of operators, fosters gender inclusivity and broadens the pool of trained professionals. The workshops on developing risk analysis and indicators for detecting firearms in postal parcels equip participants with advanced analytical skills. The focus on real-world application, continuous evaluation, and adaptation of risk analysis methods ensures that the knowledge remains relevant and effective against evolving smuggling techniques. By targeting the analytical units of customs administrations and the Designated Postal Operators (DPOs), the project ensures that the skills are embedded within the institutional framework, enhancing the overall operational capacities.

The provision of state-of-the-art equipment, including X-ray scanners, PCs for firearms record-keeping and information exchange, radiation dosimeters, and hand-held detectors for explosives, directly empowers customs administrations and DPOs. This equipment addresses immediate operational needs and establishes a technological foundation for sustained efforts against illicit trafficking. The maintenance of the equipment will be initially provided by the manufacturer, and subsequently by the relevant authority. The accompanying training ensures that the staff is proficient in using the equipment, further cementing the long-term utility and

effectiveness of the resources provided. The sustainability of the project outcomes is ensured through a multifaceted approach that combines advanced training, the provision of essential equipment, and the fostering of regional cooperation. By embedding the knowledge and skills within the institutional frameworks and providing the necessary tools, the project lays a strong foundation for enduring capabilities to counter illicit firearms trafficking.

5. Risk Identification and Management

The implementation of project activities under this proposal is exposed to various risks, which can have negative impact on achieving the project results. The risk categories include political, operational, financial, and general global economic risks.

Political risks are regular or snap elections, which can result in unforeseen change in governments, focal points in ministries or relevant counterparts, or result in lack of formation of government for an extended period. The proposed risk mitigation modalities include continuous communication with participating jurisdictions, not only with local focal points on firearms but also with other authorities (including Ministries of Foreign Affairs, Justice, Interior and Permanent Missions in Vienna).

Operational risks can be linked to: a) political instability or regional insecurity, which can limit the participation of some jurisdictions in the project or interfere with the organization of meetings or workshops, b) delays in the recruitment of qualified, experienced staff; and c) insufficient operational capacity within local counterparts, lacking human or financial resources to respond to specific, time-constrained activities.

The proposed risk mitigation modalities include close cooperation with local and regional counterparts and diligent observation of the situation in order to plan and respond to changes and challenges in a timely manner as they emerge. With regard to the staff recruitment, UNODC will assess the workplan and define adequate deadlines for the recruitment process before the formal beginning of the project. During the project implementation, UNODC will keep the donor updated regarding delays with the recruitment to adapt the workplan. The insufficient capacity of the counterparts will be mitigated by involving authorities in the planning activities, and organising training and capacity building activities. The long-term relationships between the beneficiary institutions and UNODC provide the basis for realistic capacity assessment and good planning.

Financial risks include insufficient funding to effectively implement all the activities under the project. To mitigate these risks at the project level, several strategies will be employed. These include reducing the number of events, prorating the participants and events to focus on the most critical ones, and merging events to reduce costs. These measures will be implemented in accordance with the Operations Manual and with due attention to achieving the project results.

Global economic risks can have impact on the project activities related to procurement of equipment. Economic risks can lead to disruption of production supply chains and lead to delays in procurement and delivery of

equipment. The mitigation modalities include the use of pre-approved vendors for delivery of equipment, where available.

Insufficient institutionalization of knowledge: there is a risk that the knowledge and skills acquired by personnel during the project may not be adequately institutionalized within the participating organizations. This could result in a dependency on specific individuals and create vulnerabilities if trained personnel leave their positions. To mitigate this risk, the project will focus on embedding the acquired knowledge into the organizations' standard operating procedures (SOPs) and ensuring it is included in the onboarding processes for new staff. Additionally, the project will implement a train-the-trainer approach to create a pool of internal trainers who can continually impart knowledge to new and existing staff. Cross-functional teams will be promoted to facilitate knowledge sharing and reduce reliance on individual personnel. These measures will ensure that the knowledge gained through the project is sustained beyond the tenure of individual staff members.

Fraud and corruption: there is the inherent risk of failing to maintain a robust control environment, which could lead to fraudulent behaviour and illegal acts by staff, vendors, and third parties. This includes risks such as the misuse of authority, failure to disclose conflicts of interest, favouritism, and the manipulation of procurement processes. Additionally, there is a risk that diplomatic protocol practices, unauthorized outside activities, and a lack of rigorous follow-up on financial disclosures could compromise the integrity of the project. To mitigate these risks, the project will adhere to established UNODC and UN Secretariat guidelines, including the Anti-Fraud and Anti-Corruption Framework, and enforce strict compliance with relevant staff regulations and financial rules. The project will implement robust integrity due diligence procedures, strengthen fraud awareness through targeted training initiatives, and maintain continuous monitoring and verification activities to detect and prevent fraudulent behaviour. Furthermore, a strong emphasis will be placed on maintaining the integrity expected of International Civil Servants and fostering a culture of accountability through regular dialogue and engagement with staff to reinforce the importance of ethical conduct.

6. Cross-cutting Issues

1. Social and environmental standards

With regards to social impacts, by aiming to reduce the illicit flow of firearms, the project inherently promotes social outcomes. Fewer illegal firearms mean safer communities, reduced crime, and a more stable socio-political environment. This outcome aligns with the aim to strengthen the social repercussions of such projects. Regarding the environment, while the primary focus of "Hermes" might not directly relate to environmental conservation, the project ensures that any activities, especially the provision and use of detection equipment, are conducted with minimal environmental footprint. This involves ensuring that the equipment is energy efficient. When it comes to potential adverse impacts, while the project's nature might not inherently pose significant environmental or social threats, there is a continuous evaluation to ensure that all activities are in line with best practices. For example, if a certain piece of equipment has a high energy consumption, alternatives would be sought to minimize that impact.

The project will promote the distribution of background materials and course materials in electronic format and thus reduce the ecological footprint of the activities, leading to reduced consumption of paper products. Further, the project activities will be in compliance with the "Environmental policy for the United Nations Secretariat", adopted with Secretary-General's bulletin, ST/SGB/2019/7, which establishes the framework and overarching principles to guide the mainstreaming of environmental sustainability considerations into among others also project activities through five guiding principles: (a) stewardship of the environment with respect to all operations; (b) efficiency in resource use and operations; (c) continuous improvement of environmental performance; (d) stakeholder engagement at all levels; and (e) adaptation and resilience.

2. Human rights perspective

At the very core, the effort to reduce the illegal flow of firearms is a direct contribution to the protection of human rights. Illegal firearms are often used in acts that violate basic human rights, such as violence, intimidation, and organized crime. By working to reduce their prevalence, the project contributes to an environment where individuals can live without the constant threat of violence, ensuring their right to life and security.

Furthermore, the training sessions and capacity-building initiatives offered by the project do not just cover technical skills or operational procedures. They also emphasize the importance of respecting and upholding human rights in all actions and decisions. For instance, when detecting and intercepting illicit shipments, authorities are trained to treat individuals with dignity, respect their rights, and ensure that any interventions are proportionate and justified.

3. Gender perspective

In the UNODC Strategy for Gender Equality and the Empowerment of Women (2022-2026), the organization has committed to moving beyond individual self-improvement among women and towards transforming unequal gender relations through contributing to changes in social norms, cultural values, and power structures. The guiding principle of the Gender Strategy is that all UNODC initiatives have a positive effect on gender equality and the empowerment of women and girls and support equal representation and participation of women in all thematic areas, with an emphasis on ensuring women are integrated in decision-making and managerial structures and have the opportunity to influence policy. Furthermore, this Strategy confirms UNOV/UNODC's intersectional approach to gender equality, including gender mainstreaming. An intersectional gender equality approach ensures that interventions are based on an understanding of the convergence of different backgrounds, identities, and characteristics. In practical terms, this means that, for example, when conducting a gender analysis, personnel should consider what additional characteristics are compounding men's, women's, boy's and/or girl's experiences of discrimination and marginalization. This applies equally to efforts to strengthen the enabling work environment for all, as well as to programmatic interventions.

The "Hermes" project, in its strategy to counter illicit firearms trafficking, recognizes the nuanced relationship between gender dynamics and the illicit firearms trade. At the foundation of the project, there's an understanding that the illicit trade in firearms does not affect all genders equally. Women, for instance, can be disproportionately impacted by gun violence, often facing heightened risks of domestic violence or becoming inadvertent casualties. On the other hand, men are more likely to be directly involved in the trafficking itself, either as perpetrators or as

victims. Recognizing these gender-specific patterns allows the project to tailor its interventions more precisely. At the activity level, each component of the project will integrate gender perspectives. The advanced course for X-ray operators will strive to develop knowledge and skills that can promote the designation of women as operators. The workshops on risk analysis and indicators will similarly support the development of knowledge among female analysts and thus ensure their further professional development. The provision of equipment and resources will ensure that facilities and technologies are accessible and safe for all genders.

At the activity level, each component of the project will integrate gender perspectives, ensuring that gender analysis informs not only participation but also the design and execution of all activities. For instance, the advanced course for X-ray operators will not only strive to develop knowledge and skills that can promote the designation of women as operators but will also incorporate references on how gender dynamics can influence the detection of illicit firearms. This training will emphasize the importance of understanding and addressing gender-specific risks and challenges in the field. One such challenge is the potential for gender bias in threat detection, where certain behaviors or profiles might be overlooked due to preconceived notions about gender roles. For example, women might be less likely to be suspected of trafficking illicit firearms, leading to gaps in detection. Additionally, women working as X-ray operators may face gender-based discrimination or harassment, which could hinder their effectiveness and confidence in performing their duties. The training will also address the physical and psychological risks that female operators may encounter, such as increased scrutiny or questioning of their competence in a male-dominated environment, which can affect their performance and decision-making. The workshops on risk analysis and indicators will similarly support the development of knowledge among female analysts, ensuring their further professional development while also integrating gender-sensitive approaches in the analysis itself, such as recognizing patterns of firearms trafficking that may disproportionately affect women or men. Furthermore, the provision of equipment and resources will ensure that facilities and technologies are accessible and safe for all genders, with specific attention given to the needs of women in male-dominated environments, such as the consideration of safety concerns unique to women.

7. Communication and Visibility

- **Objective of the visibility plan**

The overall communication objective is to enhance the effectiveness of the project as a tool to prevent and counter trafficking in firearms in the Western Balkans. UNODC GFP intends to communicate the impact and positive results of the project as well as to give ample visibility to donors. The activities in the visibility plan for the project aim at conveying a positive message to stakeholders in the framework of the implementation of the project and encouraging beneficiary jurisdictions to take ownership of the project activities and promoting similar initiatives in other jurisdictions.

The visibility plan will seek to communicate and increase the visibility of the project vis-à-vis the beneficiary countries and other target audiences; raise awareness regarding how UNODC, the donors and other partners work together to take effective action against illicit firearms trafficking; communicate and provide visibility on the ground to the donor with regard to their role in the project; secure policy and political commitment at the local

level through advocacy efforts to increase partnerships and local ownership and to build consensus among stakeholders on the project. The activities contained in the plan will seek to change the perceptions in response to illicit firearms trafficking; and to positively influence the development of appropriate criminal justice response to stop illicit firearms trafficking, and its effects on armed violence, organized crime and terrorism.

- **Key messages**

A series of key messages will be developed for the different stages of the project and the key activities. The key messages will be at the core of the communications activities and will explain from the overall objective of the project to the specifics of the key activities. The messages will focus on the positive results, achievements and impact made through the implementation of the project.

- **Media calendar**

A specific communications calendar will be developed and will include the different key activities within the project that will need specific communications support and the rest of activities programmed. The calendar will serve as a tool to prepare the communication support needed to each of the activities, and will contain all the information related to each of them (social media plan, press releases, news events, pictures, media coverage, etc)

- **Target audiences**

The following audiences will be targeted: donors, local authorities and practitioners in beneficiary countries, regional and sub-regional organizations, other UN agencies and programmes, civil society and the wider population.

- **Tools**

The Visibility Plan will employ the following tools:

1) Advocacy: within the context of the implementation of the project, UNODC, will ensure to liaise with relevant local authorities and other target groups –including at the regional and international level- in order to promote the benefits of implementing the project;

2) Media and public relations: linked to project activities, press releases and statements will be issued to raise awareness of the benefits of the fight against trafficking in firearms, and the role of UNODC, the donors and other partners in achieving the objectives of the project;

3) Trainings, workshops and meetings: project activities will provide important visibility opportunities. To ensure sufficient visibility, paper folders, flyers, banners, posters and other materials will be distributed to participants at these gatherings. The presentations, speeches, banners, agendas, and attendance lists used at these events shall boldly display the relevant logos and give credit to the project donors. The donor representatives will be invited to deliver introductory/welcome addresses at the opening sessions of different activities;

4) Website and social media: project activities, progress and achievements will be regularly included in UNODC's website and social media accounts, as well as those of the GFP. This will ensure that interested partners, Member States and the wider public are made aware of the achieved results; and

5) Promotional materials: project stationery and project publications displaying the logo(s) of the donor will be distributed during the project activities. Advocacy materials such as posters, flyers, notepads, pens, USB sticks, among others, have proved useful in supporting awareness-raising activities, and will be produced to support activities.

- **Outreach / Resource**

- 1) Publication of a report that will compile the achievements made in each of the outputs and that showcase success stories
- 2) Production of a video that will explain the project, objectives, and achievements made. This will include interviews with key speakers (from UNODC, Ministries of Justice, law enforcement, customs, prosecutorial services, etc) gathered during the organized events. Footage of the main activities will be included.

- **Branding**

Within the GFP official branding, a sub-branding will be developed which will help to identify and associate the project, and will be used in all the material produced. A specific hashtag will be created to use along all the publications in social media and other content.

8. Knowledge Management

Effective knowledge management is important to the success and sustainability of the "Hermes 2.1" project, particularly in its strategy to counter illicit firearms trafficking. This project recognizes the importance of systematically capturing, organizing, and disseminating the knowledge generated through its various activities to ensure that stakeholders across the Western Balkan (WB) jurisdictions can benefit from shared learning and best practices. As a result of the project activities, a variety of materials will be produced to support ongoing capacity building and operational effectiveness. These materials will include training curricula, translation of manuals and development of new manuals in local languages during the advanced courses for X-ray operators. These materials will cover technical skills in firearms detection and the use of X-ray technology. To ensure continuous access to training resources, the existing online modules will be updated and localized. These modules will provide interactive and self-paced learning opportunities, allowing operators and analysts to revisit key concepts and stay updated on the latest techniques and trends in firearms trafficking.

9. Project Management Structure

The project will be executed by the Global Firearms Programme of UNODC (internal reference number GLOX34), which is part of the Firearms Trafficking Section (FTS) of the Organized Crime and Illicit Trafficking Branch (ISS/OCB), of the Division for Treaty Affairs (DTA).

The overall implementation of the project will be coordinated and overseen at the UNODC HQ level by the Chief of the FTS, who will ensure proper management, coordination and implementation. UNODC will make the best use of existing human resources and in-house expertise; specialized staff will have to be recruited under the

present project to ensure the timely and qualitative implementation of the described project activities and the adequate overall coordination of the project both at HQ and on the ground. Short-term consultants will support the project with specific outputs. For its implantation in the field, the project will also require the support of UNODC's field offices network and provide for its related costs.

Project Board (PB): The PB is responsible for making consensus management decisions for the project when guidance is required by the Head of the GFP. It will include representatives of the SALW Commissions in the jurisdictions where activities are taking place, UNODC and UPU. The PB will meet at periodic intervals to address issues related to 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, UNODC will be accountable to the PB for the use of project resources. The role of the PB as part of the Quality Assurance process, will be to monitor the project's progress, lessons learned, and decide on the way forward. The PB will hold meetings on an annual basis, or more frequently if deemed necessary. The Project Board will monitor project progress, decide on strategic decisions, and risk mitigation measures if applicable, to ensure continued coherence between implementation, goals and objectives, decide on annual work plans and budgets, and revise annual plans, yearly budgets, and requests for funds presented by UNODC.

Project Assurance: The Project Assurance role is responsible to ensure objective and independent project oversight and monitoring functions, guaranteeing that the project management stages are managed and completed. Project Assurance is the responsibility of the Head of the Organized Crime and Illicit Trafficking Branch, UNODC.

Project Team: The implementation of the project activities will be carried out by a Project Team, under the leadership of the Chief, Firearms Trafficking Section, UNODC, assisted by a Crime Prevention and Criminal Justice Officer (Firearms), National Programme Officers and Assistants. The Project Team is also tasked with the implementation of the approved Project Justitia, and the costs will be shared between the two projects without any funding overlap (details in the project budget).

UNODC Staff involved:

P5 – Chief, Firearms Trafficking Section Global Firearms Programme: Lead and direct the overall strategy and ensure the planning, management and substantive implementation of the project, in coordination, and exploiting synergies with other activities under the GFP. The Chief will lead, direct and oversee the work of the team, and provide the necessary substantive guidance and quality control over the outputs and products developed under the project and participate in the implementation of selected activities of the project.

P4 - Crime Prevention and Criminal Justice Officer: The staff member will have experience in implementation of project interventions linked to detection of firearms in Express Courier and postal parcels, including substantive knowledge on the methodology of implementing such interventions.

National Professional Officers (NPO) in Albania, BiH, North Macedonia and Serbia: The four NPOs will provide support the implementation on the activities and ensure continuous liaison with local authorities.

Project Assistants: Three project assistants will support the overall administrative and financial matters related to the project implementation, assist in providing regular and accurate reporting, and provide general support to the project management for achieving the project's results.

Annex 1: Project Detailed Budget

Project Proposal Budget	
Title of Project Proposal: PROJECT Hermes 2.1: COUNTERING TRAFFICKING IN FIREARMS, THEIR PARTS AND AMMUNITION IN EXPRESS COURIER AND POSTAL PARCELS	
Implementing entity:	UNODC
Project implementation period:	September 2024 - September 2025

		Activities	Description of expense	UNDG Budget Category	2024 (USD)	2025 (USD)	Total
Outcome 1: Enhanced capacities of Western Balkans jurisdictions to detect, prevent, and counter illicit trafficking of firearms, their parts, ammunition and explosives through Express Courier and postal parcels.	Output 1.1: Improved operational capacities of customs authorities and designated postal operators to detect firearms, their parts, components, ammunition, and explosives through Express Courier and postal parcels.	Activity 1.1.1 Advanced course for X-ray operators on detection of firearms using X-ray technology	<p>Estimate for 6 firearms X-ray analysis trainings: The trainings will have the following composition: 10 local experts, 1 international expert and 2 team members, whereas 1 team member will have international travel. The duration of the trainings will be 2 days. Translation English-local language will be provided for each training. The number of the workshops is as follows: ALB (1); BiH (1); KS (1); MNE (1); N MKD (1); and SRB (1). Local travel is envisaged.</p> <p>Travel: 2 for participants with international travel, including 1 project team travel as follows: 2x3DSAx240 (average + future inflation estimates)=USD 1,440; TE: USD 504 Tickets= USD1200; Local travel for 5 experts as follows: 5x3DSAx240=USD 3,600, Fuel: 5x100=USD 500; Total international and local travel = USD 7,244 per event x 6 events=USD 43,464;</p> <p>Contractual services: 12 days rental of venues for events, the rental of conference equipment for the events (IT, sound, etc.), rental of conference services including interpretation (6 meetings x 10,000 = USD 60,000); consultancy fees: 40 days x 500 USD= USD 20,000; software licenses, copy editing, design, printing of training materials: 6 x 10,000= USD 60,000; Total for contractual services: USD 140,000;</p> <p>General Operating costs: lump sum 2,705 USD;</p> <p>Staff and other personnel costs: 1 month P4 staff salary as per UNODC Revised Standard Salary Costs (18,335); 3 month: 4 Service Contract holders = 3x4x4000=48,000 USD; Total=66,335</p>	5. Travel	20,000	23,464	43,464
				4. Contractual Services	70,000	70,000	140,000
				1. Staff and other personnel costs	0	66,335	66,335
				7. General Operating and Other Direct Costs	2,705	0	2,705
		Total Activity 1.1.1			92,705	159,799	252,504

Activity 1.1.2. Workshops on development of risk analysis and indicators for detection of firearms in postal parcels	Estimate for 2 sub-regional workshops (risk-analysis): The workshops will have the following composition: 15 local experts, 2 international experts and 2 team members, whereas 1 team member will have international travel. The duration of the workshops will be 2 days. Translation English-local language will be provided for each workshop. <u>Travel:</u> 3 participants with international travel, including 1 project team travel as follows: 3x3DSAx240 (average+future inflation estimates)=USD 2,160; TE: USD 756; Tickets= USD1416; Local travel for 5 experts as follows: 5x3DSAx240=USD 3,600, Fuel: 5x100=USD 500; Total international and local travel = USD 8,432 per event= 2x8,432=USD 16,864; <u>Contractual services:</u> 4 days rental of venues for events, the rental of conference equipment for the events (IT, sound, etc.), rental of conference services including interpretation (2 meetings x 14,000 = USD 28,000); Total for contractual services: USD 28,000 and <u>General Operating Cost:</u> lump sum USD 2,000; Staff and other personnel costs: 3 months: 4 Service Contract holders = 3x4x4000=48,000 USD	5. Travel	0	16,864	16,864
			0	28,000	28,000
		4. Contractual Services			
		1. Staff and other personnel costs	0	48,000	48,000
		7. General Operating and Other Direct Costs	0	2,000	2,000
Total Activity 1.1.2			0	94,864	94,864
Activity 1.1.3 Provision of equipment and related training on detection of firearms in Express Courier and postal parcels to customs administrations and DPO's	<u>Procurement of equipment</u> , including X-ray scanners, metal detectors, explosives detectors, IT equipment, protection equipment: 591,000 USD. Please see sheet "Equipment" for further details. Delivery of training on the use of the equipment: <u>General Operation costs:</u> 1 training x 4 participants x 3 days x 800 USD per day = USD 9,600; <u>Travel for training:</u> 4 participants, the duration of the training is 3 days. Location is UNODC Laboratory, Vienna: 4x4DSAx330= 5,280 USD; TE: USD 1,008; Tickets=USD 2,370 (Travel for training: 8,658 USD) Total training: 18,258 USD; <u>Travel for installation of X-ray equipment:</u> requires the travel of 1 international expert with a duration of 3 days per jurisdiction: 1x4DSAx6x240 (average + inflation projections) = 5,760 USD; TE: 1,512; Tickets: 4,120 USD; Total installation travel: 11,392 USD; Total Activity Travel: 20,050 USD; General operation costs installation of equipment: 4,670 USD; <u>Contractual services:</u> translation of materials and interpretation during the installation of equipment and training on its use: 1 interpreter x 20 days x 300 USD= 6,000 USD; <u>Staff and other personnel costs:</u> 1 month P4 staff salary as per UNODC Revised Standard Salary Costs (18,335)	5. Travel	0	20,050	20,050
			0	14,270	14,270
		7. General Operating and Other Direct Costs			
		3. Equipment, Vehicles and Furniture including Depreciation	591,000	0	591,000
		4. Contractual Services	6,000	0	6,000
		1. Staff and other personnel costs	0	18,335	18,335
Total Activity 1.1.4			597,000	52,655	649,655

		Total Output 1.1			689,705	307,318	997,023
		Total Outcome 1			689,705	307,318	997,023
Project Management	Project Management Costs	Head of the Global Firearms Programme, P5	1. Staff and other personnel costs		25,000	25,000	
		Crime Prevention and Criminal Justice Officer (Team Leader Firearms), P4	1. Staff and other personnel costs	18,335	36,670	55,005	
		Programme Assistant, G6	1. Staff and other personnel costs	11,000	44,000	55,000	
		Project Assistant (Western Balkans)	1. Staff and other personnel costs		15,200	15,200	
		Communication, monitoring, evaluation	1. Staff and other personnel costs	6,000	12,000	18,000	
		Workstation fees	4. Contractual Services	0	8,000	8,000	
		IT equipment	3. Equipment, Vehicles and Furniture including Depreciation	0	4,500	4,500	
		Supplies, Commodities, Materials, Building Management Services	7. General Operating and Other Direct Costs	0	8,000	8,000	
		Rent, Utilities	7. General Operating and Other Direct Costs	0	5,730	5,730	
		Visibility activities	4. Contractual Services	4,000	1,165	5,165	
		Total PM:			39,335	160,265	199,600
TOTAL costs of activities & PM				729,040	467,583	1,196,623	
GMS 7%			Indirect Support Costs	51,033	32,731	83,764	
TOTAL Budget (GMS included)				780,073	500,314	1,280,387	

Annex 2: Project Budget by UNDG categories

Budget per UNDG categories
Title of Project Proposal: PROJECT JUSTICIA: SUPPORT TO THE CRIMINAL JUSTICE RESPONSE TO COUNTER ARMS TRAFFICKING IN THE WESTERN BALKANS
Implementing entity: UNODC
Project implementation period: September 2024 - September 2025

UNDG Budget Category	2024	2025	TOTAL
1. Staff and other personnel costs	35,335	265,540	300,875
2. Supplies, Commodities, Materials	0	0	-
3. Equipment, Vehicles and Furniture including Depreciation	591,000	4,500	595,500
4. Contractual Services	80,000	107,165	187,165
5. Travel	20,000	60,378	80,378
6. Transfers and Grants to Counterparts	0	0	-
7. General Operating and Other Direct Costs	2,705	30,000	32,705
TOTAL costs of activities & PM	729,040	467,583	1,196,623
Indirect Support Costs	51,033	32,731	83,764
GRAND TOTAL	780,073	500,314	1,280,387

Annex 3: Project Results Framework

Objective: To increase the capacities in countering the trafficking of firearms, their parts, ammunition and explosives through Express Courier and postal parcels.				
Result	Indicators	Baseline	Target	Means of verification (MoV)
Outcome 1: Enhanced capacities of Western Balkans jurisdictions to detect, prevent, and counter illicit trafficking of firearms, their parts, ammunition and explosives through Express Courier and postal parcels.				
Output 1.1: Improved operational capacities of customs authorities and designated postal operators to detect firearms, their parts, components, ammunition, and explosives through Express Courier and postal parcels.	1.1.1. Percentage increase in the accuracy of firearm detection in postal parcels by customs and designated postal operators, as demonstrated through simulated testing after advanced X-ray technology training.	1.1.1. Low accuracy in the detection of firearms in postal parcels by customs and designated postal operators.	1.1.1. High accuracy rate in the detection of firearms in postal parcels by customs and designated postal operators, as evidenced by at least 80% success rate in simulated testing scenario.	- Reports from simulated testing scenarios conducted before and after the training. - Training completion certificates and post-training evaluation reports.
	1.1.2. Number of customs and DPO officials with enhanced capacity to formulate and analyze risks related to firearms trafficking via postal shipments.	1.1.2. 9 customs and DPO officials from BiH with foundational knowledge on risk formulation.	1.1.2. 40 customs and DPO officials from all six WB jurisdictions with enhanced capacity to formulate and analyze risks related to firearms trafficking via postal shipments.	- Training materials - List of participants
	1.1.3. Number of customs and postal facilities equipped and operational with detection equipment for firearm detection.	1.1.3. 3 facilities in BiH partially equipped with detection equipment.	1.1.3. Additional 2 facilities in BiH enhanced but not fully equipped, 3 facilities in Serbia, 1 facility each in Tirana, Pristina, Skopje and Podgorica partially equipped with detection equipment.	- Reports demonstrating that the equipment is installed and operational and staff are trained to use it.

Annex 4: Project Risk Matrix

#	Description	Category	Impact & Likelihood	Risk Treatment/ Management measures	Risk Owner	Current status [September 2024]
1	Insufficient participation of the main beneficiaries in the Project implementation.	Organizational	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. I = 4 P = 1	The Project Team will mitigate the identified risks through regular consultative meetings and continuous communication throughout the Project implementation with the Project Board and key project beneficiaries to secure beneficiaries' approval and agreement of all proposed measures and strategies. The issue will be raised with senior decision-making level as a mitigation measure in case necessary.	Chief, FTS, UNODC	All beneficiaries and SALW Commissions have agreed to participate in the project activities, as per the initial endorsements received.
2	Instable security and political situation in the region hamper project implementation.	Political; Operational	Changes in the security or political environments or emergency conditions may hamper envisaged course of implementation of the Proposal. I = 3 P = 2	The Project Team will be abreast of developments in terms of security and political challenges in the WB and will inform the management and the Steering Committee accordingly. Continuous communication and coordination with project partners, including Project Board, will take place in order to prevent unwanted political consequences.	Chief, FTS, UNODC	The current situation does not provide indications for increased security or political changes in the region. Tensions exist in BiH, and between Serbia and Kosovo under UNSCR 1244.
3	Global economic development is hampered leading to disruption of production supply chains.	Economic	Economic risk may hinder the procurement, delivery, and installation of equipment. I = 4 P = 4	The Project Team will utilize existing organizational long-term agreements for procurement of equipment and will maintain continuous communications with the manufacturers and suppliers to identify negative trends. Previous project phases have applied similar procurement processes (for authorities in BiH or Albania), and lessons learnt in terms of suppliers, expected timeframes or related training will be considered and integrated during the implementation	Chief, FTS, UNODC	Production time of X-rays scanners has increased from 3 months to 6-8 months due to supply chain problems.
4	The knowledge and skills gained by trained personnel may not be	Organizational	Failure to embed acquired knowledge within the institutional framework may lead to a dependency on specific individuals, resulting in knowledge	The Project Team will facilitate the integration of the training content into the organization's standard operating procedures (SOPs) and support its inclusion as part of the onboarding process for new employees.	Chief, FTS, UNODC	The knowledge and skills acquired through UNODC's interventions under

	adequately institutionalized within the organizations, making the project outcomes vulnerable to disruptions caused by personnel changes.		gaps when personnel leave, ultimately affecting the project's sustainability. I = 4 P = 2	Additionally, the project will implement a train-the-trainer approach to create a pool of internal trainers who can continually impart knowledge to new and existing staff. Cross-functional teams will be promoted to facilitate knowledge sharing and reduce reliance on individual personnel. These measures will ensure that the knowledge gained through the project is sustained beyond the tenure of individual staff members.		Hermes 1 have proven to be largely sustainable. Working groups for the implementation of the MoU signed between DPOs and Customs were officially formed in BiH and North Macedonia, the preparation for their formation is ongoing in Montenegro and Serbia.
5.	Failure to maintain a strong control environment to effectively prevent fraudulent behaviour and illegal acts committed by staff, vendors and third parties. Failure to maintain integrity appropriate for the status of International Civil Servants; personal interest of staff in entities doing business with the Office, as well as use of internal knowledge and connections for personal interest.	Organizational	This risk has the following Key Drivers: - Potential for staff with authority to engage other parties not to disclose relationship or benefit of dealing with a certain party. - Focused selection of a third party that provided a benefit to a staff with the authority to engage that third party or award/negotiate contracts. - Intentional subjective approach or manipulation when evaluating the third party. Unnecessary or excessive awarding of contracts/benefits to the third party due to the relationship or benefit received by staff member. - Difficulty in detecting favouritism. - Diplomatic protocol practices might include gifts (e.g. invitations to events or dinners) which might be improper or create channels of influence. - Lack of rigorous follow up on financial disclosure programme. - Unauthorized outside activities could conflict with the interests of the Office, the independence and	UNODC has adopted the following responses: 1. Supply management reform and de-centralization initiatives, focussing on segregation of duties. 2. Prevent and mitigate potential of subjective approach or manipulation in the engagement and evaluation process of third parties through effective integrity due diligence procedures. 3. Raising fraud awareness through strengthened training initiatives, including functional and system trainings, briefings and presentations on fraud and staff integrity, to ensure that staff understand what actions constitute fraud & corruption. 4. Strengthen fraud and misconduct risk management capacity. 5. Strengthen the intake mechanism for receiving reports on all cases of misconduct. 6. Continuous monitoring and verification activities to prevent and detect fraud and misconduct. 7. Strong control environment to effectively prevent fraudulent behavior	Department of Management	No occurrences.

			<p>impartiality of international civil servants, or against the local laws.</p> <p>-(Perceived) lack of consequence for fraudulent and/or illegal acts committed by staff such as:</p> <ul style="list-style-type: none"> •Sick leave certification forms could be fraudulent or provided by complacent practitioners. •Unnecessary travel on missions/meetings might be taken. •Education grant requests could be based on forged documents or cover not eligible children. •Medical insurance policies might be subject to the forging of medical bills or collusion. •Misrepresenting educational qualifications. <p>-Staff or contractors could have a personal interest in entities doing business with the UN.</p> <p>-As organizational culture is a crucial element of fraud prevention, the pervasiveness of risks related to culture and accountability may raise the level of exposure to all the other fraud risks.</p> <p>- Staff may be reluctant to report, as they might consider the whistle-blower protection system as weak or might not want to be dragged in a long process.</p> <p>- Risk aversion and limited internal control culture that does not allow for decisions being taken based on an assessment of risks and opportunities.</p> <p>-Lack of balance between empowering programme managers and maintaining an adequate internal control environment.</p>	<p>8. Continuous dialogue and engagement with staff to reinforce to maintain integrity and mitigate potential conflicts of interest.</p> <p>The following internal controls were enacted by the Organization:</p> <p>Staff management principles as outlined by the Charter of the UN.</p> <ul style="list-style-type: none"> -Staff Regulations and Rules (ST/SGB/2018/1). - Financial Regulations and Rules (ST/SGB/2013/4). -ICSC Standards of Conduct for the International Civil Service. -The Human Resources Manual -Other relevant ST/SGBs and ST/AIs, e.g.: <ul style="list-style-type: none"> •Post-employment restrictions (ST/SGB/2006/15). •Financial disclosure and declaration of interest statements (ST/SGB/2006/6). •Outside activities (ST/AI/2000/13 and ST/IC/2006/30) •Unsatisfactory conduct, investigations, and the disciplinary process (ST/AI/2017/1) •Staff selection and managed mobility system (ST/AI/2016/1) •Official travel (ST/AI/2013/3 and ST/IC/2019/16) •Protection against retaliation for reporting misconduct and for cooperating with duly authorized audits or investigations (ST/SGB/2017/2/Rev.1) •Status, basic rights, and duties of United Nations staff members (ST/SGB/2016/9) •Delegation of Authority instrument (ST/SGB/2019/2) •Institutional or corporate contractors (ST/AI/327). -Anti-Fraud and Anti-Corruption Framework of the United Nations Secretariat (ST/IC/2016/25). -The role of OHR and the Ethics Office. -Pre-appointment Declaration of Interest for senior positions. -Procurement Manual and Headquarters Committee on Contract and Local Committee on Contracts roles. -UNOV/UNODC Partnership Policy -Ethics advice on conflicts of interests. 		
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		<p>-The system of segregation of duties as established in the UN Financial Rules and Regulations might be incorrectly reflected in the system, especially in small offices.</p> <p>-Roles in Umoja might not be aligned with actual responsibilities, including with regards to the new Delegation of Authority.</p> <p>-Managers might not have proper tools to verify the qualification, experience, and skills of the delegatee nor to monitor the use of the authority delegated.</p> <p>-Managers may not have the necessary information (i.e., business intelligence reports) for better decision making or to detect problems early on.</p> <p>I = 5 P = 1</p>	<p>-Guidelines on reporting cases of fraud and presumptive fraud to the Board of Auditors</p>		
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Annex 5: Project Multi-Year Work Plan

Multi-year Work Plan															
Title of project proposal: PROJECT HERMES 2.1: COUNTERING TRAFFICKING IN FIREARMS, THEIR PARTS AND AMMUNITION IN EXPRESS COURIER AND POSTAL PARCELS															
Implementing entity: UNODC															
Project implementation period: September 2024 - September 2025															

Outcome 1: Enhanced capacities of Western Balkans jurisdictions to detect, prevent, and counter illicit trafficking of firearms, their parts, ammunition and explosives through Express Courier and postal parcels.	Activities	Sub-activities	2024				2025									
			Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct
	Output 1.1: Improved operational capacities of customs authorities and designated postal operators to detect firearms, their parts, components, ammunition, and explosives through Express Courier and postal parcels.															
Activity 1.1.1 Advanced course for X-ray operators on detection of firearm using X-ray technology		Sub-activity: Organization of six advanced courses on the use of X-ray technology for detection of firearms														
		Sub-activity: Development/customization/localization of training materials														
Activity 1.1.2 Workshops on development of risk analysis and indicators for detection of firearms in postal parcels		Sub-activity: Organization of two sub-regional workshops on development of risk analysis and indicators for detection of firearms in postal parcels														
Activity 1.1.3 Provision of equipment on detection of firearms in Express Courier and postal parcels to customs administrations and DPO's		Sub-activity: Procurement of detection equipment														
		Sub-activity: delivery of training on the use of the detection equipment														