

**TWENTY SEVENTH REGULAR SESSION**  
**1-3 May, 2000**  
**Washington, D.C.**

**OEA/Ser.L/XIV.2.27**  
**CICAD/doc.1044/00**  
**25 April 2000**  
**Original: English**

**PROJECT PROPOSAL FOR TRAINING IN THE CONTROL OF  
INTERNATIONAL MOVEMENTS OF FIREARMS,  
THEIR PARTS AND COMPONENTS AND AMMUNITION**

(Document presented by the Executive Secretariat of CICAD)

# **PROJECT PROPOSAL FOR TRAINING IN THE CONTROL OF INTERNATIONAL MOVEMENTS OF FIREARMS, THEIR PARTS AND COMPONENTS AND AMMUNITION**

## **BACKGROUND**

A major concern of the member states of the Inter-American Drug Abuse Control Commission (CICAD) involves the illegal trafficking of firearms and explosives that are often ancillary to the drug trade. Drug trafficking and the related trafficking of firearms and explosives have long been recognized by member states as constituting an immediate and substantial threat to political stability, democratic institutions, economic development and the economic well-being of the countries of the Americas.

For this reason, the OAS General Assembly in 1991 authorized the Inter-American Drug Abuse Control Commission (CICAD) to hold a series of seminars and to carry out a study of the smuggling of weapons and explosives and their linkages to drug trafficking with a view to identifying the extent of the problem, compiling and analyzing the laws and other measures in place for controlling this trade and for developing better ways to control these transnational movements.

Subsequent to the holding of seminars to review this topic in 1993 and 1994, a group of experts from the member countries was convened in May 1996, to draw up model regulations for the control of the smuggling of weapons and explosives and their linkages to drug trafficking in the American region. The Model Regulations developed by the experts establish a certification system and procedures for import, export and in-transit shipment of firearms, their parts and components and ammunition and provide for record-keeping and information exchanges of movements. They were approved by CICAD at its November 1997 meeting and endorsed by the General Assembly of the Organization of American States in June, 1998.

In November 1997, the Organization concluded an Inter-American Convention Against the Manufacture and Illicit Trafficking of Firearms, Munitions, Explosives and Related Materials. This important convention sets out broad principles to prevent illegal movements of firearms and explosives, including the agreement of the signatories to the Convention to agree to a system of import, export and trans-shipment. It is such a system which is addressed in detail by CICAD's firearms control model regulations.

In 1999, CICAD, in coordination with the United Nations Regional Centre for Peace, Disarmament and Development in Latin America and the Caribbean (UN-LiREC) agreed to the convening of two awareness-building seminars for the purpose of bringing together senior policy and operational officials responsible for the control of firearms importation, transshipment to exchange views concerning the application of the Model Regulations in their countries and the degree of their compatibility with national measures in place and what measures if any would be required for the regulations to be applied. A first seminar was held in November 1999 for all of the countries of South America in Lima, Peru, and a second seminar for the countries of Central America and the Caribbean will be held May 23 – 24, 2000 in Fort de France, Martinique again in coordination with UN-LiREC and in coordination with the government of France's Inter-Departmental Anti-Drug Training Centre (CIFAD).

## **PROJECT OBJECTIVE**

To have member states of the Organization adopt effective measures to control the exportation, importation and trans-shipment of firearms, their parts and components and ammunition through the adoption and application of the harmonized and coordinated system of controls and procedures provided for in CICAD's Firearms Model Regulations.

## **METHODOLOGY**

To convene five or six training seminars throughout an eighteen-month period for line officers and their senior operational officials in the area of firearms control from CICAD member countries, one in each of the following groupings of the hemisphere: Canada and the Caribbean; U.S.–Mexico; the Dominican Republic and Central America; the Andean Group; MERCOSUR and associated countries; and, Brazil.

The training seminars will demonstrate to the officers working on the ground the measures contained in the Model Regulations for monitoring, controlling and effecting international cooperation over the movements of firearms, their parts, components and ammunition and thereby reduce the degree of diversion from licit to illicit trafficking. The training will be designed to facilitate its subsequent replication by the individuals originally trained in order that the systems and procedures are sufficiently transmitted in-country to all personnel responsible

It should be noted that the project also proposes to provide technical assistance to countries that request it if necessary, to help to put into effect the necessary legislative and regulatory measures and suggest appropriate administrative structures as may be required to make the system operational.

## **PRE-PROJECT PLANNING MEASURES**

As noted above, CICAD's expert groups and the model regulations they have produced have proven to be an effective means of influencing national laws, policies and practices on important anti-drug and related measures. A key aspect is that model regulations are not developed in a vacuum, nor do they cease to have purpose for CICAD upon their adoption. To the contrary their adoption by the Commission and endorsement by the General Assembly of the OAS expressly calls for their application in-country.

Before turning to the goals of this project, pre-project goals in the form of building awareness and support for the application of the Firearms Model Regulations is well on its way to achievement. Building awareness to secure the participation of experts from various member countries to take into account their views and concerns was begun in the seminar for senior policy officials held in Lima, Peru, in November 1999 and will be continued at the Martinique seminar in May, 2000. The Lima meeting of South American countries was notable in highlighting the degree of support for the application of the measures called for by the regulations and in particular the progress already achieved by the MERCOSUR and associated countries in applying the system set out in the regulations.

A pre-project benefit resulting from the above is that because the measures will have been considered by senior officials of all of CICAD's member states in advance, individual national approaches as is already being manifested within the MERCOSUR group will bear substantial similarity one to another and this will enhance international understanding and cooperation.

In addition, in encouraging countries to adopt the provisions of CICAD's model regulations nationally, experience has shown the value of bringing together of policy makers from countries with substantially similar interests or from adjacent geographical locations to foster discussion among them. As neighbors, the commonalities of experience and the lengthy history of relationships tend to facilitate frank discussion and a common appreciation of the issues.

## **SPECIFIC PROJECT GOAL**

The specific project goal, however, is the adoption and effective application of the Firearms Model Regulations measures in-country to monitor and control the movement of firearms from the point of export to the point of import, to address transshipment, and to control exports.

This can be achieved first through the training proposal activities identified below and in part through technical assistance, as may be requested by countries, to assist in clarifying aspects of the training requiring follow-up and as may be required, by presenting appropriate proposals to ensure full application of the regulations that may be needed to be introduced in legislative or executive measures or by administrative mechanisms.

## **ACTIVITIES**

(Unless otherwise indicated, activities will be funded with project funds).

1. Establishment of a timetable, agenda items and speakers for the training seminars on the application of the Model Regulations by the officials responsible for the importation of firearms their parts and components and ammunition decision-makers and the development of a manual for this purpose. (Performed by legal development section of Executive Secretariat).
2. Development of arrangements for and convening of five sub-regional training seminars to promote adoption of the control system and procedures set out in the Model Regulations. Each country would be afforded up to six persons, including one supervisor and five operational specialists. Any host country which offered a locale for the holding of the training would be afforded more spaces depending on need.
3. Each seminar would be for a maximum of three days, in order to afford a thorough review and understanding of the regulations and their application. The following modules would be offered:
  - (1) Overview of the Model Regulations, their background, rationale, purpose and scope;
  - (2) The Model Regulations in the context of the Inter-American Convention Against the Illicit Manufacturing of and Trafficking in Firearms, Ammunition Explosives and Other Related Materials;
  - (3) Rationale underlying the procedural steps in the Regulations for the exportation of firearms, their parts and components and ammunition and the procedures to be followed that authorize exportation. The forms (export certificate and export attachment) associated with export procedures. The information required to be provided on the forms and its significance in controlling firearms movements;

- (4) Two modules similar to (3) above underlying the procedural steps for the importation and in-transit shipments of firearms and the procedures to be followed. The significance of the import certificate form and the in-transit shipment authorization, the information required to be provided and its significance in controlling firearms movements;
  - (5) General conditions applying to all certificates and forms, including authenticity of documents, validity periods for documents, reporting of authorized quantities of firearms and allowable modifications to the certificates.
  - (6) Responsibilities of member states to keep records of shipments, to exchange information on firearms shipments among designated authorities identified in each country, to provide confirmations of import and export transactions on request, for designated authorities involved in an import, export or in-transit shipment transaction to be notified of any cancellations of certificates or other documents, and for immediate notification to the relevant designated authorities of shipment irregularities.
  - (7) Demonstration exercises with practical applications of the regulations included in a manual to be provided to each group of trainees.
4. As required, up to three technical assistance programs per year, for a total of six over a two year period. These programs would be preceded by written and telephone inquiries to countries to inquire about practical issues in applying the Model Regulations. As required a two to three-day technical mission would be made to individual countries to respond to the country's specific requests for assistance in applying and implementing the procedures followed by a report of concrete recommendations for adoption by the country. Wherever possible, such as in a case where two adjacent or closely located countries had requested the assistance, the missions would be combined.
  5. Preparation of a manual to demonstrate the application of the export, import and trans-shipment measures so that the training program can be repeated nationally by trained persons. (Performed by training specialist).

## **BUDGET**

The project seeks funding from interested donors to support the holding of up to six training seminars corresponding approximately to the following sub-regional groupings and one single country training program (Canada and the English-speaking Caribbean; U.S.-Mexico; Dominican Republic and Central America; Andean Group; MERCOSUR and associated countries, and; Brazil) each to promote adoption and implementation of the control system at the national level. The combinations of participants in the seminars are susceptible to re-configuration in light of current needs and circumstances obtaining in the different countries. The number of seminars could possibly be reduced,

for example, in view of the advanced efforts of MEROSUR in this field, if a corresponding training program is already in place it would not be appropriate to duplicate it. Likewise, some other countries may have training programs in place or contemplated that would reduce their involvement in this program. A third variable affecting cost involves the carrying out the training in collaboration with other bodies such as the United Nations Regional Centre for Peace, Disarmament and Development in Latin America and the Caribbean (UN-LiREC) with whom on-going collaboration is anticipated to continue in the development of other related firearms control projects.

In addition, up to a possible six technical missions are contemplated by way of follow-up on application of the training and to address trouble-shooting in the application of the Regulations for monitoring system efficacy and for addressing issues relating to the on-going application of the system and the procedures at the national level.

The following costs include project development costs, the travel costs of attendees from member states, specified meeting costs and technical assistance as described below. While part of the training delivery would be provided by CICAD staff, a training specialist is included in the budget to design the delivery of the program and be available at the seminars to direct it.

CICAD costs would also include costs of travel of CICAD personnel, administration costs, photocopying costs and miscellaneous expenses, including twice daily coffee service at the seminars etc.

## **PROJECT COSTS**

### **(I) SIX SUB-REGIONAL TRAINING SEMINARS FOR SYSTEM IMPLEMENTATION:**

#### **(A) CANADA and CARIBBEAN SEMINAR**

(Antigua and Barbuda, Bahamas, Barbados, Belize, Canada, Dominica, Grenada, Guyana, Haiti, Jamaica, St. Kitts, St. Lucia, St. Vincent and the Grenadines, Suriname, Trinidad and Tobago)

Travel/Per diem	\$44,500
Administration/Rentals	\$11,700
Sub-total – Canada/Caribbean seminar	<u>\$56,200</u>

#### **(B) U.S.-MEXICO SEMINAR**

Travel/Per diem	\$13,700
Administration/Rentals	\$11,700
Sub-total – U.S./Mexico seminar	<u>\$25,400</u>

#### **(C) DOMINICAN REPUBLIC AND CENTRAL AMERICAN SEMINAR**

Travel/Per diem	\$43,800
Administration/Rentals	\$ 6,540
Sub-total – DR/Central American seminar	<u>\$50,340</u>

#### **(D) ANDEAN SEMINAR**

(Colombia, Venezuela, Ecuador, Peru, Bolivia)

Travel/Per diem	\$32,850
-----------------	----------

6

Administration/Rentals	\$ 6,540
Sub-total - Andean seminar	<u>\$39,390</u>

#### **(E) MERCOSUR SEMINAR**

(Argentina, Chile, Uruguay, Paraguay, Brazil)

Travel/Per diem	\$35,100
Administration/Rentals	\$ 6,540
Sub-total – MERCOSUR seminar	<u>\$41,640</u>

#### **(F) BRAZIL SEMINAR**

Travel/Per diem	\$23,400
-----------------	----------

Administration/Rentals	\$ 6,540
Sub-total - Brazil seminar	<u>\$29,940</u>
<b>SUB-TOTAL – TRAINING SEMINARS</b>	<b><u>\$242,910</u></b>
<b>II. <u>PROJECT DESIGN AND ORGANIZATION</u></b>	
Short – term contract for training specialist of three months @ \$5000 per month for design of manual and design of training	\$15,000
Materials, translation and reproduction	\$15,000
<b>SUB-TOTAL – PROJECT DESIGN</b>	<b><u>\$ 30,000</u></b>
<b>III. <u>TECHNICAL ASSISTANCE MISSIONS</u> (up to 6 as required)</b>	
<b>SUB-TOTAL – TECHNICAL ASSISTANCE</b>	<b><u>\$ 8,820</u></b>
<b>TOTAL PROJECT COST</b>	<b><u>\$281,730</u></b>