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ORGANIZATION OF AMERICAN STATES

**INTER-AMERICAN DRUG ABUSE CONTROL
COMMISSION (CICAD)**

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

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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 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. The Regulations 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 that is addressed in detail by CICAD's firearms control model regulations.

In November 1999 in Lima, Peru, and in May, 2000, in Martinique F.W.I., CICAD, in coordination with the United Nations Regional Centre for Peace, Disarmament and Development in Latin America and the Caribbean (UN-LiREC) convened two seminars for senior policy and operational officials responsible for the control of firearms importation, transshipment and export to exchange views concerning the certification system proposed in CICAD's Model Regulations and procedures for import, export and in-transit shipment of firearms, their parts and components and ammunition. The seminars also addressed record-keeping and information exchanges of firearms movements in the countries, the degree of the regulations' compatibility with national measures in place and what changes, if any, would be required nationally for the regulations' provisions to be applied.

The participants indicated that receiving further training in these areas was of great interest. In particular, they noted that a lack of information sharing among them contributed significantly to the problem of controlling the illegal trafficking of firearms.

PROJECT OBJECTIVE

To provide training, technology and technical assistance to specific CICAD member countries affected by illegal shipments of firearms, their parts and components and ammunition, to develop coordinated measures and procedures to more effectively control illegal movements of firearms as well as to prevent their legal exportation, importation and trans-shipment from diversion to illegal uses. Additionally, to assist the participating countries, where necessary, to establish (as called for in Article 14 (2) of the Inter-American Convention Against the Illicit Manufacturing of and Trafficking in Firearms, Ammunition, Explosives and other Related Materials) a central point of contact or central information office to compile, coordinate and exchange information among the agencies responsible for firearms within the countries and to exchange that information with other participating countries.

The countries to which this project is directed are: Argentina, Bolivia, Brazil, Colombia, Ecuador, Mexico, Panama, Paraguay, Peru and Venezuela

METHODOLOGY

A Project Manager with a recognized background in training will be engaged to work for two years, developing and carrying out a needs assessment, designing and coordinating the project, overseeing its management and operation and evaluating its results.

A needs assessment will be conducted in each of the above countries of the national situation governing firearms control to identify major problem areas, including, among other matters, the magnitude of the problem and the resources to address it, illegal production and movements, measures in place for controlling legal imports, exports and trans-shipments, and national record-keeping. Moreover, in light of comments already received from a number of countries, the needs assessment will include an analysis of the manner in which the agencies responsible for firearms coordinate their efforts to combat the illegal trafficking of firearms.

The Project Manager working under the direction of the Executive Secretariat of CICAD will design a needs assessment questionnaire and will coordinate through CICAD national counterpart bodies to meet with officials responsible for firearms policy and control in the appropriate ministries of the foregoing countries including officials in charge of any central information office that might exist.

Based upon the needs identified, the Project Manager will organize and carry out ten training seminars, one in each of the above-mentioned countries, within an eighteen-month period, for line officers and their senior operational officials in the area of firearms control.

The training seminars will be structured by means of modules developed by the Project Manager in coordination with the Executive Secretariat of CICAD, to demonstrate to officers working on the ground improved measures for both internal and international monitoring and control and for effecting greater cooperation over movements of firearms, their parts, components and ammunition. The training will be designed to facilitate subsequent replication by the individuals originally trained in order that the measures and procedures are sufficiently transmitted in-country to all personnel responsible. The foregoing will be achieved through manuals, CD-ROM's, videos and other devices to be developed by the Project Manager

The project will also provide, as required, assistance directed at improving coordination among the relevant authorities in the participating countries to provide information to a centralized point of contact in order to share information internally amongst themselves and to exchange information with other participating countries.

To this end, the project will provide, as required, technology in the form of computer terminals and software and relevant training in its use. Terminals will be provided for the purpose of improving the capabilities of registries and record-keeping on firearms in the appropriate ministries and for the tracking of firearms movements. Additional terminals for the agency established or designated as the central information office equipped with encryption software and internet access to CICAD's Inter-American Drug Control Telecommunications Network (RETCOD) will be made available. This will allow officials of the participating countries to share information via encrypted messages about firearms. This could include, among other things, the provision of information that will authorize legitimate exports of firearms to take place under the system set out in CICAD's Model Regulations, operational information on routings of suspected diversions and illegal shipments, electronic photos of vessels, reproduction of bills of lading and other documents, and information on seizures. The users will also receive training in the operation and maintenance of these computerized programs.

It should also be noted that the project will include technical assistance for countries that request it, to provide advice to put into effect the necessary legislative and regulatory measures and suggest appropriate administrative structures as may be required to make the system operational, including the establishment of a centralized office for the exchange of information. The technical assistance will be provided by CICAD's Executive Secretariat.

SPECIFIC PROJECT GOALS

The specific project goals consist of the adoption and effective application of measures that will improve the monitoring and control the movement of firearms in each country whether from the point of manufacture to point of purchase and sale (whether exported or not), from the point of purchase and sale to the point of export, where applicable, from the point of export to the point of import, or the movement of trans-shipped firearms, covering dates and points of ingress, storage and egress. An additional goal is to have the participating countries improve their capabilities to share information among the relevant national authorities and with one another in order to better control the diversion and illegal trafficking of firearms.

The goals will be achieved through the training proposal activities identified below and also through the provision of technology and technical assistance.

ACTIVITIES

1. Activities Related to Training

1. The development of a questionnaire pursuant to which the needs assessment referred to in "Methodology" above, would be carried out.
2. Establishment of a timetable for carrying out a needs assessment in the ten countries that would receive the training.
3. Conducting the needs assessment. (Including travel time between the ten countries, it is estimated that the assessment will take approximately five to six weeks.)

4. The development of training modules based on the results of the needs assessment. Modules would be directed at training in three areas: (a) to improve systems of controls over firearms, (b) to assist in establishing or designating a central information office to coordinate the exchange of information among the relevant national authorities, and; (c) training in the use of computer software for registries and for the exchange of information pertaining to firearms among the countries.
5. The development of agenda items and selection of trainers for the seminars and the development of manuals for this purpose.
6. Making of arrangements for and convening of ten training seminars to promote adoption of the control system and procedures. Each country would be afforded up to twenty-five places including five supervisors and twenty operational specialists.
7. 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.
8. The holding of each seminar for up to a maximum of three days. Some suggested modules would include:
 - (1) Rationale underlying the procedural steps in CICAD's Model 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;
 - (2) Two modules similar to (1) 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;
 - (3) 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.
 - (4) Responsibilities of member states to keep records of shipments, to exchange information related to 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.
 - (5) Training in the establishment of registries for the maintenance of records for the internal control of firearms and for the establishment or designation of an agency for the exchange of information within a country and between countries (See also 2, below).
 - (6) Demonstration exercises with practical applications of the regulations included in a manual to be provided to each group of trainees.

2. Activities related to the provision of technology

(a) Development of software for the keeping of records of firearms and for the monitoring of their movements. To the extent possible, the software would be the same for each country and would endeavor to harmonize their existing record-keeping systems. Additionally, encryption software would be developed for the sharing of firearms information among the countries.

(b) Provision of computer terminals, as required, up to two in each country and installation of corresponding software. One terminal would be designated for the record-keeping agency, the other for the central agency responsible for coordinating and exchanging information.

(c) A one day training program for officials of the relevant agencies in the use of software for records management, and a half day in the use of the encryption software and the RETCOD system, as required.

3. Activities related to technical assistance

As required, over a two-year period, the Executive Secretariat of CICAD would provide technical assistance to the countries with respect to the training and technology provided. Wherever possible, the technical assistance would be provided through written and telephone exchanges, however, over a two-year period, as required, a two to three-day technical mission could be made to each of the participating countries to respond to the country's specific requests for assistance in applying and implementing the control procedures which had been the subject of training. As applicable, the mission would be followed by a report of concrete recommendations for adoption by the country. Missions could be combined wherever similar issues were involved and the countries were closely located to one another.

It should be noted that portions of the project are severable from one another. The activities referred to under Activity 1 and the corresponding part of Activity 3 can be performed separate from the activities referred to under Activity 2 and the corresponding troubleshooting activities referred to in Activity 3.

Moreover, the number of countries in which the activities are proposed to be carried out can be reduced or expanded. However, the ten countries selected were chosen on the basis of the perceived dimensions of the firearms problem in those countries and the importance of addressing it now.

PROJECT SUPPORT AND BUDGET

The project seeks funding and in-kind support from interested donors for the activities referred to above. The project would benefit greatly from the participation of consultants from among CICAD member countries, especially in the area of firearms registries, records management as well as those working in such central information offices as might already exist. Already there exists considerable experience and know-how in the control of firearms in a number of countries including those within the group to whom the project is directed. In addition, among other things, there exists considerable expertise in a number of the participating countries in the application of CICAD's RETCOD system. The adaptation of RETCOD to apply to government entities responsible for firearms could readily be accomplished in those countries that are already working with this system.

Costs of the project may be affected by working 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 past collaboration in training seminars is anticipated to continue in the development of other related firearms control projects.

The following costs include project management and development costs, the costs of the training seminars, costs of technology and technical assistance. While part of the training delivery would be provided by Executive Secretariat CICAD staff, consultants are provided for in the budget to deliver other parts of the program in which the Secretariat does not have expertise.

CICAD costs would also include costs of travel of CICAD personnel and CICAD's administration costs. Local transportation to bring officials to the training program as well as salon for holding the seminars, equipment and twice daily coffee service at the seminars etc. would be paid by the host country as part of the local counterpart.

PROJECT COSTS (based in 10 countries for the first phase of the project)

(I) PROJECT MANAGEMENT

Project manager 24 months @ \$5,000 per month	\$125,000	
Sub-total Project Manager Salary		<u>\$125,000</u>

(II) NEEDS ASSESSMENT

Travel/per diem (2 persons for 35 days) (2 persons @ \$200 for 35 days + travel)	\$46,000	
Sub-total needs assessment		<u>\$46,000</u>

(III) TRAINING SEMINARS FOR SYSTEM IMPLEMENTATION (per seminar):

Travel (for Project Manager 18 round-trip @ \$2,000 (for 3 trainers – 10 round-trip @ \$2,000)	\$40,000 \$60,000	
Per diem @ \$200 per day (for Project Manager 65 days (for three trainers 4 days for 10 courses)	\$13,000 \$24,000	
Local administration/ Equipment Rentals (ten countries)	\$ 50,000	
Locale/room for holding seminar and refreshments (“)	\$ 20,000	
Local in-country transportation for participants (“)	\$ 2,800	
Remote participants transportation (up to 10 per country)	\$ 30,000	
Sub-total - ten training seminars		<u>\$239,800</u>

(IV) PROJECT DESIGN AND ORGANIZATION

Design of manual and training materials	\$45,000	
Reproduction of materials	\$16,200	
Sub-total – project design		<u>\$ 61,200</u>

(V) TECHNOLOGY

Provision of computer terminals in each country	\$30,000	
Development and installation of software for record keeping	\$25,000	
Development of and installation of encryption software	\$10,000	
Training in use of software	\$12,000	
Sub-total technology		<u>\$77,000</u>

(VI) TECHNICAL ASSISTANCE MISSIONS (up to 10 as required)

Sub-total – technical assistance (10 @ \$1500)		<u>\$15,000</u>
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TOTAL PROJECT COST **\$ 564,000**