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EUPM CONTRIBUTION TO THE DEVELOPMENT OF THE STATE BORDER SERVICE IN BOSNIA AND HERCEGOVINA

1. Introduction

I was asked to give you a presentation of The European Union Police Mission (EUPM) contribution to the development of State Border Service of Bosnia and Herzegovina. After I found out, that the theme of this seminar is quality, I decided that the focus of my presentation will be in the working methodology of EUPM, which is programmatic orientated. As far as I understand this is the first time when such an approach is used in an international police mission. I have structured my presentation as follows:

Firstly I will give a general overview of the mission itself. I believe this is needed to construct a larger framework for the main content of the presentation. Secondly I will concentrate into the target of my current work – State Border Service. I will briefly describe to you the current security environment, capability and performance of State Border Service. Finally I will give you a closer look into the working methodology of EUPM State Border Service by explaining you the process of project implementation and co-ordination.

2. General overview of the Mission

EUPM was established at the invitation of the Bosnia and Herzegovina authorities and began its work on 1st of January 2003. The EUPM is the first civilian crisis management operation under the European Security and Defence Policy. The mission in Bosnia and Herzegovina is scheduled until the end of 2005. Its objective is to increase the competency of the police to a level comparable to the best European and international practices of policing.

It is important to point out, that the EUPM does not have an executive mandate and does not perform any operational duties, such as investigations. To implement our work the EUPM monitors, advises and inspects through seven major programmes on policing. These are developed in partnership with the Police Steering Board of Bosnia and Herzegovina, which comprises of the highest ranking police officials of the country.

EUPM focus is at middle and senior management levels of the local police officials. EUPM is deployed throughout the country: in the Police of Federation, in Republica Serbska, in Brcko District and in the state level agencies like State Border Service and State Investigation and Protection Agency. Total field deployment of the EUPM staff is 690: consisting of 420 International Police Officers, 30 international civilians and 240 locals. Police officers come from 24 EU-Member States (90%) and 9 non-member states. (Bulgaria, Canada, Iceland, Norway, Romania, Russia, Switzerland, Turkey, Ukraine).

EUPM has four strategic objectives:

1. The development of the police independence and accountability

2. The fight against organised crime and corruption
3. The financial viability and sustainability of the local police
4. The Institution and capacity building

These strategic objectives will be achieved and EUPM mandate fulfilled by implementing programmes that have been designed to meet the needs of the police of Bosnia and Herzegovina. There are five thematic programmes which are common for all the agencies and several specific programmes to meet the needs of a single agency. Programmes are subdivided into approximately 50 projects. These programmes have been developed in partnership with the local police under the overall ownership of the Bosnia and Herzegovina Police Steering Board. The Bosnia and Herzegovina Police Steering Board is made up of the six highest ranking police officials and the EUPM Head of Mission.

Programme 1: *Crime Police*, aims at enhancing the investigation capacities of the crime police.

Programme 2: *Police Training and Education System*, focuses on the police training and education system and streamlining its working ability in light of its evolving responsibilities.

Programme 3: *Internal Affairs* develops the necessary procedures and institutions to manage disciplinary and criminal cases involving police officers.

Programme 4: *Police Administration* aims at increasing capacity in managing finances, human resources, logistics and cooperation with the media.

Programme 5: *Public Order and Security*. The program aims at strengthening police capacities to face rapidly escalating civil disorders or any major confrontation between various groups. One driving principle is community-based policing.

All the programmes from 1 through 5 are common for all the agencies. There is also specific programme for State Border Service, for State Investigation and Protection Agency, for Ministry of Security and for INTERPOL. I will give you a concrete example of the programmatic approach later on, while explaining the working methodology of the EUPM State Border Service.

3. General overview of the Bosnia and Herzegovina State Border Service

Next I will give you a short overview of State Border Service of Bosnia and Herzegovina. In the beginning I focus on the environment of the Service. Operational environment is challenging. Bosnia and Herzegovina has almost 1600 km of borders. There are 52 international and 34 local border crossing points and 4 international airports. Last year almost 46 million persons crossed the border. In addition to legal ones, there are approximately 350 illegal Border Crossing Points.

Bosnia and Herzegovina is a key transit country for organized crime gangs, which are concentrating on human trafficking, drug smuggling and the trade in stolen cars. The

strength and effectiveness of the border service in Bosnia and Herzegovina is therefore of crucial importance for the crime levels and security of the EU.

State Border Service is a typical Border police organization. It is responsible of border checks of the persons at the border crossing points and border surveillance between them. State Border Service is responsible for the aviation security and it has an authority to investigate border related criminal offences. Number of the staff is approximately 2 000. The aim of 2 500 persons will be hard to achieve because of the current economic situation of Bosnia and Herzegovina. Even though, State Border Service controls all the borders and Border Crossing Points of Bosnia and Herzegovina today.

It is important to notify, that the Service was established only 5 years ago. Actually, it is the first multi ethnic state level police agency in Bosnia and Herzegovina. The statistics show how successful the State Border Service has been despite only being in operation for just 5 years.

In 2000 the State border Service arrested only 23 people wanted by Interpol or other police agencies. By 2005 that figure has jumped to 507. And, in the same period, the number of stolen cars that have been confiscated by State Border Service rose from just 20 to 436.

One of the latest successes of the State Border Service was the seizure of 27 kilos of heroin near Bijeljina in April 2005 and the seizure of 67 kilos of marijuana near Trebinje at the end of May 2005.

As a result, State Border Service is mentioned as the most advanced border police service amongst the former Republics of Yugoslavia. Despite the good results, there is always room for improvement. So far State Border Service has achieved relatively good capability to perform its responsibilities on a tactical level. It has rather good technical devices and equipment. Organization is functional and authority adequate. Personnel are educated and skilled, even though the organization is understaffed, variation of the skills is broad and lack of motivation is too common. There is still need to increase the strategic management capacities within the agency. This will mean getting the most from the existing, though limited resources of personnel, equipment and funds. It is only by doing so that the State Border Service will be able to fight cross border crime in Bosnia and Herzegovina and to stop the next shipment of drugs on its way to the EU or another destination.

4. Organization and working methodology of EUPM State Border Service

Organization of EUPM State Border Service consists of Head Quarter located in Lukavica near Sarajevo and 6 subunits which are co-locating State Border Service regional level Field Offices situated on the border area of Bosnia and Herzegovina (Capljina, Bosansko Grahovo, Bosanska Gradiska, Bijeljina and Visegrad). Total number of the EUPM staff deployed into State Border Service is around 80. Approximately 50 of them are international police officers. At the moment 17 police officers are deployed in the State Border Service Head Quarters and the rest is deployed into the Field Offices. We have also 30 language assistants which are national staff. It is worth mentioning, that organizational units of EUPM are located in the same premises as the units of State Border Service. This arrangement ensures close cooperation on a daily bases.

State Border Service is implementing 5 thematic programmes and 1 State Border Service specific programme. Programmes are subdivided into 30 projects. All projects are

implemented in the State Border Service Head Quarters level and quite a few of them also in the State Border Service Field Office level. Next I will give you an example on how the implementation of a single project under one thematic programme is supposed to proceed from the very beginning to the final phase of the project. I believe that this is the best way to explain how EUPM works in practice.

Firstly a project implementation plan is drafted by international police officer located in the department of EUPM Main Head Quarters. The draft is sent for the consideration of the Working Group. It is important to notice that all the police bodies of Bosnia and Herzegovina have a representative in the Working Group with the intention that they are able to contribute from the very beginning till the end of the process. During this preparatory phase EUPM State border Service Programme Manager works closely with local State Border Service representative of the Working Group by offering the experience and the knowledge he or she has. After the consensus is achieved at the Working Group level, the draft of the Project Implementation Plan is sent for the approval of the Police Steering Board, which is able to give an approval or require Working Group to further develop the plan. After the Project Implementation Plan is approved by the Steering Board it is launched for the implementation of all the agencies. In this point I would like to highlight, that the decision to implement a single project is done by the Commissioners or Directors of the Bosnia and Herzegovina police bodies, which is a key factor to create local ownership. It is a project of local police bodies, not a project of EUPM.

More detailed planning for the implementation of this specific project will begin after the Project Implementation Plan is received in the State Border Service Head Quarters. It is important to emphasize at this point, that the original Project Implementation Plan is only a rough framework document appropriate for all the police bodies of Bosnia and Herzegovina, containing aim of the project, situation analysis, objectives, action plan, resources assessment and timetable. This means, that a lot of work must be done, before the implementation can begin within State Border Service. Just to give you a few examples: More comprehensive plan reflecting the specific needs of local State Border Service must be prepared. Level of the organizational units responsible for the implementation must be defined. Local and EUPM project officers must be nominated and all the advice and guidance needed must be distributed to the field. All these decisions take place formally in the joint meeting of local State Border Service and EUPM management. The meeting is called Project Implementation Board and chaired by Director of local State Border Service. Once again it is notable to mention that local State Border Service is supposed to produce all the documents for the approval of the meeting and is also taking the final decision in the meeting. EUPM is supposed to monitor, mentor and advise the local State Border Service counterpart during the preparations. This is the best way to create local ownership and sustainability.

During the implementation process local State border Service is supposed to take the actions described in the implementation plan and EUPM project officer is supposed not only to advice and mentor but also to monitor and inspect the performance of local counterpart. Achievements and possible obstacles are reported jointly on a monthly basis using an electronic Benchmarking system developed by EUPM. We have also learned that it is extremely important in this challenging environment to arrange regular thematic meetings and field inspections in order to enhance situation awareness, to give guidance and to receive feedback.

In the final phase EUPM Main Head Quarters will evaluate outcome of the project and implementation process as well. After evaluation full ownership will be given to the local State Border Service.

I would like to highlight, that a great concern has been given to the reliable documentation of the whole process. Minutes of the meetings are taken, actions of both sides are recorded in the logbooks and progress is assessed in the regular reports through the chain of command starting from EUPM project officer located in State Border Service Field Office and ending in Brussels. All these documents are translated into both languages. Local and EUPM project officers are required to have identical filing system - both hard copies and also electronic ones.

In the end I must underline, that the process I explained is the one we desire. Of course the process does not proceed always by the book, because we are not living in an ideal world. It has been quite a hard process for the personnel of both organizations to fully understand the requirements of the working methodology. But it has forced both sides to communicate in a structured manner, to take concrete decisions and to benchmark both the achievements and also the failures.

It is also worth mentioning that the process described earlier was not prepared before the project implementation process started. It is developed a little by little in relation to the needs of the mission. This fact has been a challenge for the management of the EUPM organizational units. As a new tool or method have been taken into the use, a great amount of energy has been used to ensure, that everything is fully understood and adopted in both organizations at all levels. It has been a management of transition. It has also been a challenging learning process. In this point it must be also underlined, that the experiences of this mission can be utilized in the future mission.

You shouldn't worry, if you feel that the working methodology of the mission was a little bit hard to understand. It is very demanding and challenging for the personnel of EUPM as well. It takes at least a couple of months for a newcomer to fully adopt the working methodology. Even though it is said to be a complex and bureaucratic one I honestly believe that it is a good way to create sustainability and local ownership. By achieving these aims slow withdrawal of the international community can continue.

5. Conclusion

I will end my presentation by underlining two important issues. Firstly, EUPM can not achieve much without full commitment of local police. EUPM can support State Border Service only by advising and mentoring. The concrete work must be done by locals. Secondly, I believe that the process itself will be more meaningful for the local State Border Service than the outcome of a single project. By stating so I have no intention to undermine the importance of any project. What I mean is, that participating in the process, local State Border Service will get an example of a systematic working methodology and by further developing it they will improve their capability to solve independently the challenges they meet today and in the future.