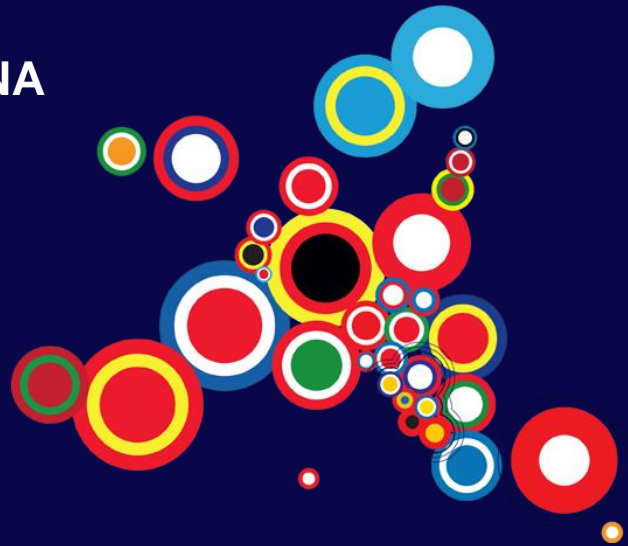




INSTRUMENT FOR PRE-ACCESSION ASSISTANCE (IPA II) 2014-2020

BOSNIA AND HERZEGOVINA

EU Support to the
establishment of an
Automated Fingerprint
and Palm Print
Identification System
(AFIS/APIS)



Action summary

The action will contribute to an increased efficiency of police agencies in Bosnia and Herzegovina in faster and more efficient identification of the perpetrators of criminal acts, through improved biometric data processing in the Automated Fingerprint and Palm Print Identification System (AFIS/APIS)

By implementing the new AFIS/APIS system in BiH, the rule of law and the security of citizens both in the EU and in Bosnia and Herzegovina will be strengthened by supporting international data exchange through the improvement of cross-border cooperation, particularly in combating terrorism and cross-border crime.

Action Identification	
Action Programme Title	Annual Action Programme for Bosnia and Herzegovina for 2018
Action Title	EU Support to the establishment of an Automated Fingerprint and Palm Print Identification System (AFIS/APIS)
Action ID	IPA 2018/decisionnumber.sequencenumber/country/title(short)
Sector Information	
IPA II Sector	Rule of Law and Fundamental Rights
DAC Sector	15210 – Security system management and reform
Budget	
Total cost	EUR 3 500 000
EU contribution	EUR 3 500 000
Budget line(s)	22.020101
Management and Implementation	
Management mode	Direct management
<i>Direct management:</i> EU Delegation <i>Indirect management:</i> National authority or other entrusted entity	EU Delegation to Bosnia and Herzegovina
Implementation responsibilities	EU Delegation to Bosnia and Herzegovina
Location	
Zone benefiting from the action	Bosnia and Herzegovina
Specific implementation area(s)	Bosnia and Herzegovina
Timeline	
Final date for concluding Financing Agreement(s) with IPA II beneficiary	At the latest by 31 December 2019
Final date for concluding procurement and grant contracts	3 years following the date of conclusion of the Financing Agreement, with the exception of cases listed under Article 114(2) of the Financial Regulation
Final date for operational implementation	6 years following the conclusion of the Financing Agreement
Final date for implementing the Financing Agreement (date by which this	12 years following the conclusion of the Financing Agreement

programme should be de-committed and closed)			
Policy objectives / Markers (DAC form)			
General policy objective	Not targeted	Significant objective	Main objective
Participation development/good governance	<input type="checkbox"/>	x	<input type="checkbox"/>
Aid to environment	x	<input type="checkbox"/>	<input type="checkbox"/>
Gender equality (including Women In Development)	x	<input type="checkbox"/>	<input type="checkbox"/>
Trade Development	x	<input type="checkbox"/>	<input type="checkbox"/>
Reproductive, Maternal, New born and child health	x	<input type="checkbox"/>	<input type="checkbox"/>
RIO Convention markers	Not targeted	Significant objective	Main objective
Biological diversity	x	<input type="checkbox"/>	<input type="checkbox"/>
Combat desertification	x	<input type="checkbox"/>	<input type="checkbox"/>
Climate change mitigation	x	<input type="checkbox"/>	<input type="checkbox"/>
Climate change adaptation	x	<input type="checkbox"/>	<input type="checkbox"/>

1. RATIONALE

PROBLEM AND STAKEHOLDER ANALYSIS

AFIS/APIS (Automated Fingerprint/Palm print Identification System - hereinafter: AFIS/APIS) represents a system for entry, processing and identification of fingerprints and palm prints. From the technical point of view, it is a unique, closed system in which the procurement and maintenance of hardware and software components fall under the exclusive competence of the system manufacturer and is therefore treated as an integral whole.

The safety of citizens, especially after frequent terrorist attacks worldwide, and the increased number of serious criminal acts, are some of the main reasons to raise the security level in the society. The AFIS/APIS system implementation directly ensures additional safety of citizens, thereby facilitating the work of police and judicial authorities, especially in the process of biometric identification of perpetrators of criminal acts, i.e. persons whose identity needs to be determined at an early stage of the investigation.

The AFIS system also improves the work of forensic services in the field of identification of perpetrators of criminal offences, unidentified corpses and persons whose identity is unknown. In the field of combating organized crime and corruption and preventing and combating terrorism through the digitalisation of biometric data of citizens (e.g. fingerprints and palm prints, etc.), the comparison and transfer of data within a short period of time, as well as more efficient and more productive investigation and verification of persons are enabled. This contemporary identification system ensures timely action by police authorities upon finding the trace evidence, raises the level of efficiency in the clarification of criminal cases and strengthens the cooperation with judicial authorities. Additionally, the implementation of the new AFIS/APIS system in Bosnia and Herzegovina will enable more efficient data exchange with EU countries, and, in that way, the cross-border cooperation and the security of citizens both in the EU and in Bosnia and Herzegovina will be strengthened by supporting the international data exchange through the improvement of cross-border cooperation, particularly in combating terrorism and cross-border crime.¹

The existing AFIS/APIS system² in Bosnia and Herzegovina was obtained in 2004 with the support of the EU, and it was established in 2005. Technical details such as the purchase, operation, ownership and maintenance of the AFIS/APIS system are regulated by the new Memorandum of Understanding between the Ministry of Security of Bosnia and Herzegovina, the Border Police of BiH, the State Investigation and Protection Agency, the Agency for Forensic and Expert Examinations, the Ministry of Interior of Republika Srpska, the Federal Ministry of Interior, the Police of Brcko District of BiH, the Ministry of Interior of the Una-Sana Canton, the Ministry of Interior of the Posavina Canton, the Ministry of Interior of the Tuzla Canton, the Ministry of Interior of the Zenica-Doboj Canton, the Ministry of Interior of the Bosnia-Podrinje Canton, the Ministry of Interior of the Central Bosnia Canton, the Ministry of Interior of the Herzegovina-Neretva Canton, the Ministry of Interior of the West Herzegovina Canton, the Ministry of Interior of the Sarajevo Canton, the Ministry of Interior of Canton 10 on the establishment of an Automated Fingerprint and Palm Print Identification System - AFIS/APIS, signed on February 22, 2018 in Sarajevo (hereinafter: MoU).

According to the Memorandum, the Ministry of Security of Bosnia and Herzegovina will own the new system (hardware and software) and it will support the competent authorities (beneficiaries) in such a way as to provide the premises to place the server and bear the costs of maintaining the system but excluding the right of access to the AFIS/APIS system data and also excluding the administrator rights over the system. Beneficiaries will be accountable for the physical and technical security of all locations in Bosnia and Herzegovina where the AFIS/APIS equipment is installed, while the AFIS/APIS system will be accessed through a telecommunications data transmission system for use by law enforcement authorities and institutions in Bosnia and Herzegovina, and will have direct and unrestricted access to the entire AFIS/APIS system and will own the recorded data and be accountable for their accuracy and timeliness, including the administration of the AFIS/APIS system in accordance with their competencies. Also, according to the new MoU, the competent authorities who take fingerprints and palm prints and find the relevant trace evidence on

¹ Council Decision 2008/615/PU Prum Decision.

² AFIS/APIS system contains the prints for each of the ten fingers, palm prints, latent fingerprints or palm prints

the crime scenes will give their contribution and will enter data in the BiH AFIS/APIS database and will ensure that only the persons who have undergone appropriate training and have the appropriate certificate for working on the AFIS/APIS system can access, input and process AFIS/APIS system data.

Given that the current AFIS/APIS system is already 13 years old, its hardware and software components are outdated and there is no possibility of upgrading or extending them, an efficient functioning of the AFIS/APIS system which would provide reliable data is disabled. Besides these purely technical/commercial problems, there is an additional problem which is related to the non-conformity of the system with the regulations on the protection of personal data. This problem could not be solved until now due to the technical characteristics of the current system. Also, one part of the biometric data is currently being manually entered into the system, which increases the time of data processing.

According to all users (dactyloscopers), the current AFIS/APIS system is not precise enough to give satisfactory results in its application. In this context, it is important to mention that since the beginning of the implementation of the AFIS/APIS at the beginning of 2005 up until 2008, there were only 2 software updates. The last update in 2008 was the implementation of the print quality control module.

Since the current AFIS/APIS system has been followed at the business level, in terms of the change of the manufacturer from Printrak, previously owned by Motorola and currently owned by Safran-Morpho, very soon the currently used version has been "discarded" and the development of newer versions of the AFIS/APIS system has started, while the old versions were "only" maintained without any improvements. New versions of the software have improved significantly in terms of accuracy, i.e. the fingerprint and palm print identification is more precise.

Also, the problems on the technical hardware and software level of the current AFIS/APIS system consisting of 2 redundant sites (Site-A Sarajevo and Site-B Banja Luka) are presented below. Since the data are being replicated between these two sites, the databases contain identical data. The AFIS/APIS system consists of 24 expert workstations located at end users (law enforcement agencies in Bosnia and Herzegovina).

Through penetration tests carried out by the Ministry of Security of Bosnia and Herzegovina in 2017 related to the network vulnerability and system infrastructure, a number of failures in the AFIS/APIS system itself has been revealed. The fact that there is no adequate backup (system image) for one of the key AFIS/APIS servers is of very high concern. Besides all efforts, the problem could not be solved because the entire system (architecture, operating system, disk subsystem, etc.) installed on this server is made through the technology for which an adequate backup solution (system image) could not be found. In case of its failure, the entire AFIS/APIS system crashes. In addition to the above-mentioned problems, there are of course other problems related to the database itself and to the software installed on the AFIS/APIS system. A lot of data that were previously entered into the AFIS/APIS system, especially in the initial phase, are "dirty", i.e., the print quality control was not carried out at the time of entry because such quality control module did not exist. It was installed subsequently and it was too late, since a large amount of data has already been entered into the system and the quality control could not be carried out subsequently. Exactly because of this problem, but also due to the problem of software update faults, the problem with the current system is that it cannot find a person that has already been entered into the system database.

BiH urgently needs to create the conditions to enable the swift establishment of the AFIS/APIS, which is a key tool for countering organised, major and serious crimes including terrorism, considering that for a long time the EU has given the utmost availability in providing technical and financial support for the establishment of the servers.³ The fast exchange of forensic data with other countries has not been established either. AFIS/APIS is outdated and its use is limited.⁴

OUTLINE OF IPA II ASSISTANCE

The action will help beneficiary institutions to increase the scope, accuracy, efficiency and effectiveness of detection of criminal acts through the creation of a unique AFIS/APIS base of finger papillary lines prints, palm prints and controversial (latent) traces, and to improve the capabilities and additionally ensure the

³ Source: Report EU Senior Mission on counter-terrorism and prevention of violent extremism (area ofCT/CVE)

⁴ Source: Report on BiH for 2016

conditions for the AFIS system data storage and updates. The action will enable future AFIS/APIS system upgrades, i.e., on hardware and software level, antivirus system updates, and reduce network and system infrastructure vulnerability, and provide adequate backup (system image) for the AFIS/APIS system servers.

The action will ensure that fingerprint and palm print quality control is enabled immediately upon the first import of the data into the AFIS/APIS base. The quality of imported fingerprints and palm prints will be further enhanced by introducing and implementing "live scanners" in the AFIS/APIS architecture.

The action will ensure that AFIS/APIS supports the international exchange of information in accordance with Council Decision 2008/615/JHA on the stepping-up of cross-border cooperation, particularly in combating terrorism and cross-border crime (Prüm Decision), Council Decision 2008/616/JHA on Implementation of Council Decision 2008/615/JHA and Council Framework Decision 2009/905/JHA on the accreditation of forensic service providers carrying out laboratory activities.

Thus, the new AFIS/APIS system that is compatible with modern technology in the related area, including the relevant staff training for system operation and maintenance, will contribute to effective data management to strengthen business operations and the results of police authorities in compliance with data protection regulations.

Introducing the modern AFIS/APIS system will improve the efficiency of law enforcement agencies in the field of forensic examinations and professional training, print processing and identification. Both will contribute to the fight against organized and other forms of crime, including the suppression of terrorism, and in the end, they will influence positively on the rule of law and increase the level of public security.

RELEVANCE WITH THE IPA II STRATEGY PAPER AND OTHER KEY REFERENCES

The Indicative Strategy Paper for Bosnia and Herzegovina 2014-2020 (ISP) envisages support to strengthening law enforcement agencies in view of increasing their capacity for border management, fighting corruption and organised crime, in particular by addressing the insufficient cooperation among law enforcement agencies and their cooperation with the prosecution services. The ISP foresees support to reinforce the domestic forensic institutions, including through further improvements to the ICT equipment to all relevant law enforcement agencies.

In line with the Western Balkans Strategy, the Commission should intensify its efforts to guide rule of law-related reforms and continue building the capacities of Western Balkan countries in view of reinforcing engagement on security and on migration.

Bosnia and Herzegovina is bound by the Stabilisation and Association Agreement (SAA) to continue and promote the cooperation and good neighbourly relations, as well as the development of projects of common interest, especially those which are related to the fight against organized crime. Regional cooperation and compliance with recognized international standards in the fight against organized crime will be encouraged. As it is noted in the SAA, the parties in the field of justice and internal affairs will place much greater importance on strengthening the rule of law and institutions at all levels in the administration field in general, and especially in terms of implementation of law and justice. The particular aim of this cooperation will be the development of appropriate police structures, customs and other law enforcement bodies, with the provision of adequate training and the fight against corruption and organized crime.

The European Commission Interim Report for 2018 noted that some progress was achieved with the adoption of the strategy on fighting organised crime and with implementing the action plan on anti-money laundering and on financing of terrorism as well as the integrated border management strategy. Inter alia, the Report called for improved regulation on mutual access to databases and the exchange of information between law enforcement agencies and prosecutors' offices, stipulating procedures and mutual access rights in more detail.

(Strategy) "Europe 2020" recognizes the safety of society and the state as a prerequisite for achieving competitiveness and growth. Establishing effective border management, appropriate public policies on asylum, migration and visas, along with the fight against various types of crime (organized crime, trafficking in human beings, drug abuse and trafficking, cybercrime, money laundering, corruption) will enable the establishment of more prosperous economy and society.

"South East Europe 2020" (Strategy) provides a framework in which governments of South East Europe can implement their individual development strategies, including the objectives related to EU accession, by strengthening their individual efforts through regional cooperation. The strategy is focused on achieving an integrated, smart, sustainable and inclusive growth, as well as improving administration in this regard. In order to accomplish this, a wide range of measures in various sectors (including the judiciary) and the fight against corruption is proposed in the strategy. As stated above and in relation to the *Europe 2020* strategy, ensuring the safety of citizens and the state is a crucial prerequisite to achieve growth. Regional cooperation between BiH and neighbouring countries in areas such as the fight against organized crime has already been firmly established and it helps dealing with the cross-border nature of these issues.

Developing a strategy for the Internal Affairs sector that would be valid for the entire State is not planned, but the sector is still regulated to some extent by a series of strategies in BiH and current action plans, more precisely:

- BiH Strategy for Prevention and Fight against Terrorism (2015-2020);
- Strategy for Fight against Organized Crime (2017-2020);
- Integrated Border Management Strategy and Action Plan (2015-2018);
- Strategy in the Area of Migrations and Asylum and the Action Plan (2016-2020);
- The Small Arms and Light Weapons Control Strategy in Bosnia and Herzegovina (2016-2020);
- Anti-Corruption Strategy and Action Plan (2015-2019);
- Action Plan to Combat Trafficking in Human Beings (2016-2019);

- BiH Action Plan for Removal of Deficiencies in the Fight Against Money Laundering (2015-2017).

The European Agenda on Security (2015-2020) sets out the priorities of the European Union for the next five years 2015-2020, and the action is focused on three areas: terrorism, organized crime and cyber crime. The Agenda calls for capacity building in these areas. The fight against organized crime will be implemented through the operational cooperation strengthening in all areas.

European Union Internal Security Strategy (2015-2020) provides for the implementation of EU policies through the cycle policy for the fight against various types of crime and their extension to neighbouring countries through situation analysis, planning and implementation of strategic plans. Also, the development of action plans with an emphasis on the efficient fight against organized crime, terrorism and cyber crime is provided for in the Agenda.

Given the above-mentioned challenges in the ISP and other key reference documents, this IPA II assistance will address issues related to the complete establishment of an automated fingerprint and palm print identification system in terms of equipping competent authorities with an aim of comprehensive institutional cooperation and capacity building.

LESSONS LEARNED AND LINK TO PREVIOUS FINANCIAL ASSISTANCE

Based on key recommendations from the previous monitorings and evaluations in the Home Affairs sector, it was determined that all users are interested to learn and acquire new knowledge and that there are appropriate absorption capacities of beneficiary institutions. The summative cumulative effects of project implementation are not transferred through the system and they are not disseminated from one institution to another at different government levels, but rather remain closed within one institution exclusively. Vertical cooperation within the country, as well as horizontal, is not systematic, but it is generally being implemented on an ad hoc basis. On the other hand, the very existence and functioning of project structures facilitates the development of potential for this type of cooperation. The mere fact that projects gather all users at working group meetings where they mutually communicate and share information is a success, while operation of these working groups represents some sort of contribution to horizontal cooperation. Through project activities, representatives of institutions can monitor the development and implementation of inter-institutional capacities which fit into long-term plans for their own institutional capacities development.

There are no difficulties regarding the implementation of activities and their conversion into outputs, which contributes to the establishment and compliance with the EU standards in this field.

Institutional and staffing capacities of beneficiary institutions are at an acceptable level which is one of the prerequisites for ensuring the action sustainability. Capacity building in the human resources management

should result in more efficient recruitment process and in more efficient structuring of operational and managerial staff in user institutions. Supervisors of some projects claim that the problem of absorption is not so significant as long as it follows the previously initiated planning process and as long as the project support is implemented through a highly developed form of consultations. A large number of previous projects resulted in a series of well-coordinated project activities, thus leading to an increase of citizens' trust in the system.

As part of the EU Support to Law Enforcement Project⁵, funded under IPA 2010, a number of Short-Term Experts (STE)/international experts conducted an analysis of this field in Bosnia and Herzegovina, and in the end it was concluded that an efficient operation of the AFIS/APIS system should urgently be ensured. Based on the report recommendations and the STE Expert analysis, the Ministry of Security of Bosnia and Herzegovina has conducted some interviews with other users of the AFIS/APIS system both on technical issues and on the protection of personal data used in the AFIS/APIS system. They also agreed that, since the system is outdated and it cannot be upgraded, a new AFIS/APIS system that will meet EU standards in the field of personal data protection should be procured. It was concluded that this lack of functionality limits the work of police agencies, especially in their fight against organized crime, corruption, terrorism and border crime, and in the field of efficient international cooperation.

Also, one of the findings of the experts engaged through an ongoing IPA 2012 Twinning Project, "Strengthening Law Enforcement"⁶ refers to the need of upgrading/a new system, in order to get involved in the exchange of data in accordance with the Prüm Decision.

⁵ CRIS Decision number: 2010/022-259

⁶ CRIS Decision number 2012/23589

2. INTERVENTION LOGIC

LOGICAL FRAMEWORK MATRIX

OVERALL OBJECTIVE	OBJECTIVELY VERIFIABLE INDICATORS (*)	SOURCES OF VERIFICATION	
To improve the security of citizens in Bosnia and Herzegovina.	Progress made towards meeting the accession criteria (fight against corruption and organised crime).	EC Report on BiH	
SPECIFIC OBJECTIVE	OBJECTIVELY VERIFIABLE INDICATORS (*)	SOURCES OF VERIFICATION	ASSUMPTIONS
To increase the efficiency of competent authorities in Bosnia and Herzegovina in the field of entering, processing and identification of fingerprints and palm prints.	Number of fingerprints identified (within Bosnia and Herzegovina and the international data exchange).	Annual AFIS/APIS system reports	Efficient cooperation and coordination between all relevant institutions in Bosnia and Herzegovina
RESULTS	OBJECTIVELY VERIFIABLE INDICATORS (*)	SOURCES OF VERIFICATION	ASSUMPTIONS
Result 1: Enhanced capacities of competent authorities in Bosnia and Herzegovina for an efficient and faster biometric data processing in the AFIS/APIS system	1.1 Number of locations for entering, processing and identifying fingerprints and palm prints. 1.2 Percentage of properly defined minutiae/individual characteristics in the AFIS/APIS system.	Annual AFIS/APIS system reports. Report of the Working Team for the implementation of the AFIS/APIS MoU.	Relevant staff continues using new IT tools, skills and knowledge in daily operations.

(*) All indicators should be formulated as measurement, without specifying targets in the Logical Framework Matrix. The targets should be included in the performance measurement table in section 4. More detailed guidance on indicators is provided in Section 4 on performance measurement.

(**) Relevant activities have to be included only in the following sub-section.

DESCRIPTION OF ACTIVITIES

Result 1 will be implemented through activities of equipment procurement and installation (software, hardware) for implementation of the new AFIS/APIS system including:

1. Hardware and software procurement and installation for two “Redundant sites” of the AFIS/APIS system;
2. Procurement and installation of expert and dactiloscopic workstations with the associated equipment and a software for 16 user institutions⁷ (scanners, UPS, printers, external drives and similar);
3. Procurement and installation of “*Live scanners*” for capturing indisputable fingerprints and palm prints for 16 user institutions;
4. Procurement and installation of “*An Endpoint Antivirus System*” for the AFIS/APIS system.

The installation of equipment will be followed by training and other related activities needed to make the relevant staff competent in using and maintaining the system.

The planned activities are not based on the architecture of the current AFIS/APIS system, but imply establishment of a new system with additional working stations and the introduction of “live scanners” (stationary and mobile). By signing a new Memorandum of Understanding on the establishment of the Automated Fingerprint and Palm Print Identification System (AFIS/APIS), the number of locations/institutions has increased. Consequently, the number of workstations by location will increase. Maintenance of the system is also foreseen over the period of three years, thus achieving the best cost-benefit ratio.

RISKS

Main assumptions regarding successful implementation of this action are efficient cooperation and coordination between all relevant institutions in Bosnia and Herzegovina; and the continued use of the new IT tools, skills and knowledge in daily operations by the relevant staff.

Insufficient cooperation between the beneficiary institutions is the main risk in the implementation of the action. As a mitigating measure, the Ministry of Security of Bosnia and Herzegovina organized regular meetings and consultations with representatives of all project beneficiary institutions at the initial stage of programming. Further institutional cooperation will be crucial for the action implementation and the proactive approach by the Ministry of Security of Bosnia and Herzegovina will be continued.

Lack of efficient communication and coordination can impede the implementation and reduce the success of achievement. Therefore, measures will be taken to ensure the coordinated and parallel implementation of all planned tasks for successful implementation, organise regular meetings and consultations with representatives of all Action beneficiary institutions.

CONDITIONS FOR IMPLEMENTATION

The **condition** for implementation is: all relevant institutions in BiH fully implement the Memorandum of Understanding on AFIS/APIS signed on 22 February 2018, **as further detailed below**.

By concluding the Memorandum of Understanding on February 22, 2018 in Sarajevo between the Ministry of Security of Bosnia and Herzegovina, the BiH Border Police, the State Investigation and Protection Agency, the Agency for Forensic and Expert Examinations, the Ministry of Interior of Republika Srpska, the Federal Ministry of Interior, the Police of the Brcko District of BiH, the Ministry of Interior of the Una-Sana Canton, the Ministry of Interior of the Posavina Canton, the Ministry of Interior of the Tuzla Canton, the Ministry of Interior of the Zenica-Doboj Canton, the Ministry of Interior of the Bosnia-Podrinje Canton, the

⁷User institutions (see the part of the document: Conditions for Implementation).

Ministry of Interior of the Central Bosnia Canton, the Ministry of Interior of the Herzegovina-Neretva Canton, the Ministry of Interior of the West Herzegovina Canton, the Ministry of Interior of the Sarajevo Canton, the Ministry of Interior of the Canton 10 on the establishment of an Automated Fingerprint and Palm print Identification system - AFIS/APIS, the main condition for more efficient interinstitutional cooperation of the signatories has been fulfilled.

Also, the Memorandum signatories' obligations related to the establishment, maintenance and administration of the AFIS/APIS and accompanying equipment are in accordance with international standards (data exchange in accordance with Council Decision 2008/615/JHA on the stepping up of cross-border cooperation, particularly in combating terrorism and cross-border crime, Council Decision 2008/616/JHA on the implementation of the Council Decision 2008/615/JHA and the Council Framework Decision 2009/905/JHA on Accreditation of forensic service providers carrying out laboratory activities).

According to the Memorandum of Understanding on the establishment of an Automated Fingerprint and Palm Print Identification System (AFIS/APIS), the Ministry of Security of Bosnia and Herzegovina undertook to provide the premises for the server and to bear the maintenance costs of the AFIS/APIS system. In addition, the Ministry of Security of Bosnia and Herzegovina is planning to set aside the budget funds every year for the maintenance of the current AFIS/APIS system and to provide funding in a timely manner for the new AFIS/APIS system.

The beneficiary institutions will adopt new implementing regulations that are necessary for the implementation of the AFIS/APIS system in accordance with laws on record-keeping and personal data protection and in accordance with the aforementioned Memorandum of Understanding.

The user institutions are obliged to align new enforcement rules with each other, as well as the procedures that are going to be implemented and introduced for taking ten fingerprints, palm prints and finding trace evidence on the crime scene in order to store and update AFIS/APIS database.

3. IMPLEMENTATION ARRANGEMENTS

ROLES AND RESPONSIBILITIES

Since there are many users of this action from the law enforcement sector, it is important for them to assume strategic, operational and structural responsibility and responsibility for implementation of the action activities from the very beginning. The Ministry of Security of Bosnia and Herzegovina will coordinate all users, including the preparation and approval of technical specifications that must be prepared for procurement.

In order to achieve the results of this action, all involved users already set up during the programming of this action need to be completely dedicated/committed and it will therefore continue until the end of the action.

For the purpose of drafting the Action's technical specifications, implementation, administration, maintenance and monitoring of the new AFIS/APIS system, a Working Team consisting of representatives of all beneficiary institutions, namely IT experts and dactyloscopy experts, will be established and it will be supported by the Ministry of Security Bosnia and Herzegovina as the lead coordinating institution for the Action implementation.

IMPLEMENTATION METHOD(S) AND TYPE(S) OF FINANCING

The EU Delegation to Bosnia and Herzegovina shall be responsible for the overall management and implementation of the action by means of direct management.

Considering the need for the procurement of IT equipment, the action will be implemented through a supply contract.

The installation of equipment will be followed by training and other related activities, to be carried out by the contractor under the supply contract, needed to make the relevant staff competent in using and maintaining the system.

4. PERFORMANCE MEASUREMENT

METHODOLOGY FOR MONITORING (AND EVALUATION)

A mid-term, final or ex-post evaluation of this Action or its parts may be conducted by the European Commission via independent consultants, a joint mission or implementing partners. In case that the mid-term or the final evaluation is not planned, the European Commission may, at its own discretion or at the partner's initiative, decide on reasonable grounds to carry it out during the implementation. Evaluations will be carried out in accordance with DG NEAR evaluation guidelines. In addition, the action can be monitored by external entities in compliance with the rules of the European Commission and the procedures specified in the Financing Agreement.

INDICATOR MEASUREMENT

Indicator	Baseline (value + year) (2)	Target (2020) (3)	Final Target (year) (4)	Source of information
CSP indicator (impact/outcome)				
Progress made towards meeting the accession criteria in fight against corruption and organized crime	Some level of preparation (2018)	Moderately prepared	Moderately prepared	EC country reports on BiH
Outcome indicator at the level of the specific objective				
Number of fingerprints identified (within Bosnia and Herzegovina and the international data exchange).	256 (2017)	300 (2020)	300 (2020)	Annual AFIS/APIS system reports.
Indicator at the level of results				
Number of locations for entering, processing and identifying fingerprints and palm prints.	20 (2018)	26 (2020)	26 (2020)	Annual AFIS/APIS system reports.
Percentage of properly defined minutiae/individual characteristics in the AFIS/APIS system.	70% (2018)	80% (2020)	90% (2022)	Annual AFIS/APIS system reports.

(1) This is the related indicator as included in the Indicative Strategy Paper (for reference only)

(2) The agreed baseline year is 2010 (to be inserted in brackets in the top row). If for the chosen indicator, there are no available data for 2010, it is advisable to refer to the following years – 2011, 2012. The year of reference may not be the same either for all indicators selected due to a lack of data availability; in this case, the year should then be inserted in each cell in brackets. The baseline value may be "0" (i.e. no reference values are available as the Action represents a novelty for the beneficiary) but cannot be left empty or include references such as "N/A" or "will be determined later".

(3) The target year CANNOT be modified.

(4) This will be a useful reference to continue measuring the outcome of IPA II support beyond the 2014-2020 multi-annual financial period. If the Action is completed before 2020 (year for the performance reward), this value and that in the 2020 target column must be the same.

5. SECTOR APPROACH ASSESSMENT

In Bosnia and Herzegovina, there is a clear division of competences between entity and cantonal ministries of interior and the Brcko District Police, on one hand, and agencies at the level of Bosnia and Herzegovina on the other hand. The Ministries of Interior and the Brcko District Police have full police authority, while the agencies at the level of Bosnia and Herzegovina have authority only in certain areas of police affairs. In the field of Home Affairs, there are strategies for certain areas where the institutions of Bosnia and Herzegovina and entities share the competencies.

The request for introducing a sector approach has influenced the need to appoint a Ministry of Security of Bosnia and Herzegovina as the sector coordinating institution. After the process formalization, the capacities of the sector coordinating institution and partner institutions were partially strengthened, that is, during the coordination process, the available capacities gained additional skills that helped them manage this process.

The coordinating institution for the Home Affairs Sector is the Ministry of Security of BiH. The Ministry is coordinating policy and strategy making for the Home Affairs areas and also participating in the implementation in some areas. The police is characterised by a highly fragmented structure, as it mirrors police competences entrusted to state, entity, cantonal and Brcko District levels. As a result, policing is organized from cantonal ministries of interior in FBiH to ministries of interior of entities (FBiH and RS) and Brcko District as well as the state police.

Since there is no corresponding sector strategy, the programming process is conditioned by the use of valid strategic documents (strategies and action plans) related to this sector which slows down the process of strategic planning and development of sector strategic documents and sector priorities. The strategic orientation and vision of the development of this Home Affairs Sector is described by sub-sectoral strategies.

Cooperation and coordination between the institutions in various fields of this sector are carried out in compliance with legal provisions. There is a necessity to strengthen the sector coordination mechanisms even more when it comes to the planning and implementation of these public policies. Strategy monitoring and evaluation instruments need to be evenly distributed as to cover the entire sector with a clear focus on results, including the relevant framework for impact assessment.

What remains is to establish an appropriate public sector financial management system with a medium-term budget framework that will enable the establishment of links between strategies and action plans on the one hand and budget plans on the other.

Generally speaking, in order to enable a long-term, more coherent and more sustainable access to funds within the IPA framework and to make all the interested parties start considering it as their own, and in order to improve donor cooperation and increase efficiency and the effectiveness of funds, the sectoral approach in the Home Affairs Sector needs to be strengthened.

6. CROSS-CUTTING ISSUES

GENDER MAINSTREAMING

Special attention will be dedicated to the gender aspect in action activities, particularly ensuring the participation of women and men, recognizing the different needs of women and men, ensuring rights for men and women, ensuring gender-sensitive data.

Generally, a gender perspective which is going to ensure that the action results positively affect gender equality will be maintained.

As for all capacity building activities, they are going to be available and equally accessible to men and women. Men and women will have an equal access to the planned training.

Particularly, the fingerprint taking process will be determined in accordance with the safeguards established by the European Convention on Human Rights and the UN Convention on the Rights of the Child.

EQUAL OPPORTUNITIES

Based on the basic principles of promoting equality and the fight against discrimination, participation in the action will be guaranteed on the basis of equal access, regardless of gender, racial or ethnic origin, religion or beliefs, disabilities, age or sexual orientation.

The equal opportunity principles will be taken into account during the project cycle and the action will promote an appropriate environment that allows gender equality in order to ensure equal participation of women and men in all action activities.

MINORITIES AND VULNERABLE GROUPS

During the implementation of the activities planned in the action, full respect for minorities and vulnerable groups shall be ensured. Therefore, there shall be no direct or indirect discrimination against any person based on sex, age, marital status, language, sexual orientation, political affiliation or belief, ethnic origin, religion, social origin or any other status during the implementation of the action.

ENGAGEMENT WITH CIVIL SOCIETY (AND IF RELEVANT OTHER NON-STATE STAKEHOLDERS)

When the implementation of this specific action is in question, the planned activities will be open to cooperation and development of synergies with interested non-governmental participants, as appropriate and to the fullest extent possible having regard to the nature of the action activities. Whenever practicable, non-governmental organizations will be informed of ongoing and planned activities which are specifically aimed at specialized non-governmental organizations working in the Automated Fingerprint and Palm Print Identification field.

ENVIRONMENT AND CLIMATE CHANGE (AND IF RELEVANT DISASTER RESILIENCE)

The action and its resulting activities will not have a negative impact on the environment or endanger the environment, health and safety in the future. Activities arising from this action will be carried out in an environment-friendly manner.

Climate action relevant budget allocation: EUR 0
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7. SUSTAINABILITY

By signing a new text of the Memorandum of Understanding on the establishment of an Automated Fingerprint and Palm Print Identification System (AFIS/APIS) between the competent institutions and agencies⁸, institutional, staffing and budget conditions for the further system sustainability in Bosnia and Herzegovina will be ensured, as well as the conditions needed for the Action to continue after the achievement of the result, i.e. procurement and installation of the equipment and the software.

After AFIS/APIS is fully established in Bosnia and Herzegovina, it will consist of two sites (hardware and the entire software) with databases located in the premises of NOC II (Network Operations Center) in Sarajevo and Banja Luka. Data between sites - database will be replicated in real time which ensures the redundancy of the AFIS/APIS system. The competent authorities (Border Police of BiH, State Investigation and Protection Agency, Agency for Forensic and Expert Examinations, the Police of Brcko District of BiH, the Ministry of Interior of Republika Srpska, the Federal Ministry of Interior and the Cantonal Ministries of Interior) will have direct access to both websites, which will ensure the constant availability of the AFIS/APIS system.

The Ministry of Security of Bosnia and Herzegovina will own the AFIS/APIS system (hardware and software) and will support the competent authorities in such a way as to provide the premises to place the server and bear the costs of maintaining the system, while the access to the system will be enabled through the telecommunications data transmission system for the needs of law enforcement authorities and institutions in Bosnia and Herzegovina.

⁸ Memorandum signed in Sarajevo on 22 February 2018 (see the part of the document: Conditions of the Implementation)

For the purpose of drafting the Action's technical specifications, implementation, administration, maintenance and monitoring of the new AFIS/APIS system, a Working Team consisting of representatives of all user institutions (IT experts and dactyloscopy experts) will be established and it will be supported by the Ministry of Security Bosnia and Herzegovina.

In order to ensure the system sustainability after the completion of the Action, the competent authorities will adopt new implementing regulations necessary for the implementation of the AFIS/APIS system in accordance with laws on record-keeping and personal data protection.

8. COMMUNICATION AND VISIBILITY

Communication and visibility will be given high importance during the implementation of the Action. The implementation of the communication activities shall be funded from the amounts allocated to the Action.

All necessary measures will be taken to publicise the fact that the Action has received funding from the EU in line with the EU communication and visibility requirements in force. All stakeholders and implementing partners shall ensure the visibility of EU financial assistance provided through IPA II throughout all phases of the programme cycle.

Visibility and communication actions shall demonstrate how the intervention contributes to the agreed programme objectives and the accession process. Actions shall be aimed at strengthening general public awareness and support of interventions financed and the objectives pursued. The actions shall aim at highlighting to the relevant target audiences the added value and impact of the EU's interventions and will promote transparency and accountability on the use of funds.

Visibility and communication aspects shall be complementary to the activities implemented by DG NEAR and the EU Delegations in the field. DG NEAR and the EU Delegations should be fully informed of the planning and implementation of the specific visibility and communication activities carried out by the beneficiaries and the implementing partners.