

**STRATEGIC ACTION PLAN
STATE INVESTIGATION AND PROTECTION AGENCY**

East Sarajevo, January 2015

Message of the SIPA Director

State Investigation and Protection Agency is the leading police agency in Bosnia and Herzegovina competent for the prevention, detection, and investigation into crimes within the jurisdiction of the Court of Bosnia and Herzegovina, particularly: organized crime, terrorism, war crimes, trafficking in human beings and other crimes against humanity and values protected by international law, as well as serious financial crime. State Investigation and Protection Agency continuously conducts activities to collect information and data regarding the mentioned crimes. SIPA also monitors and analyses security situation and phenomena conducive to the emergence and development of crime.

Distinctive features of the State Investigation and Protection Agency in relation to other police agencies in Bosnia and Herzegovina are the following:

- competence in the whole territory of Bosnia and Herzegovina;
- expertise, professionalism, and dedication of its staff;
- high class material-technical equipment;
- international and interagency cooperation;
- top expertise and professionalism in management.

State Investigation and Protection Agency has in the past considerably improved its work and has restored the trust of the citizens in the security system of Bosnia and Herzegovina in the first place due to the fact that we stood up against the most serious types of crimes, criminal groups and individuals, proving that no one is above the law and there are no untouchable individuals and groups for this Agency.

Through this Strategic Plan the Agency had defined its mission, vision, and goals planned to be achieved in the period 2015-2017, which are in the shortest reflected in continuation of the positive trend and improvement of efficiency, effectiveness, ethics, expertise, professionalism, and economy in its work. Achievement of these goals, along with advancement of personnel and material-technical capacities, as well as strengthening of interagency and international cooperation will ensure safe environment in Bosnia and Herzegovina and even further enhance reputation of the Agency in the domestic and international framework. Special attention will be given to the fight against terrorism, as a global problem, through creation of better assumptions in organizational structure, training, and material-technical equipment.

State Investigation and Protection Agency in cooperation with national and international law enforcement agencies is going to give significant contribution to creation of security environment in Bosnia and Herzegovina and the region.

**DIRECTOR
CHIEF GENERAL POLICE INSPECTOR**

Goran Zubac

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1. INTRODUCTION

Strategic planning is a structured and rational methodology, assisting an organization to direct its energy towards ensuring its members to work on achieving the same goals. In that respect, it enables a systematic approach to assessment and adaptation of organizational directions in accordance with changeable external factors.

This Strategic Action Plan refers to instantaneous and projected internal and external environment of the State Investigation and Protection Agency (SIPA) by setting up new priorities, as well as systematic structure for fulfillment of the set up goals which are the result of the comprehensive analysis. Our planning process translates these goals into achievable and measurable activities, so that we are able to follow the course of their application.

Defining strategic goals was carried out following the comprehensive analysis of implementation of the State Investigation and Protection Agency Strategic Action Plan 2012-2014. Apart from description of each goal, there are “success indicators” which provide framework for the future designing of more precise standards and measures for determining achievement of objectives and advancement in their achievement. In addition to compliance with the statements on the SIPA vision and mission, our strategic goals refer to the previously recognized key issues and provide basis for drafting programs and annual goals.

Furthermore, programs for each strategic goal have been drafted. Programs are statements about main approaches and methods for achieving goals and solving concrete issues. Programs answer the following question: “In which way are we going to achieve our goal”?

SIPA Strategic Plan provides basis for preparation and implementation of the Annual Operation Plan. Annual Operation Plan will be composed of annual goals, which implements programs contained in the Strategic Plan. Annual goals are specific, concrete, measurable statements about what should be done in order to achieve a goal, in most cases within one year (or less).

2. MISSION AND VISION OF SIPA

MISSION:

Continuous work and strengthening capacities to prevent, detect, and investigate crimes from the jurisdiction of the Court of B&H, especially: organized crime, terrorism, war crimes, trafficking in human beings and other crimes against humanity and values protected by international law, as well as serious financial crime.

Provide protection to all the citizens of Bosnia and Herzegovina and enhance their sense of security and trust in the security system.

Strengthen international and interagency co-operation, in particular co-operation with the citizens.

Retain leading positions and remain recognizable co-operation partner in carrying out international investigations in the field of organized crime.

VISION:

State Investigation and Protection Agency, as the leading law enforcement agency in Bosnia and Herzegovina, will provide the highest quality services in the area of security of citizens and property in co-operation with other agencies.

3. INSTITUTIONAL AND LEGAL FRAMEWORK FOR THE FUNCTIONING OF SIPA

3.1. SIPA Competences

State Investigation and Protection Agency (hereinafter: SIPA) was founded in 2004 by enacting the Law on the State Investigation and Protection Agency¹ (hereinafter The Law). This Law determines the competence and organisation of SIPA as a police authority. SIPA is a legal successor of the Agency for Information and Protection, which was founded in 2002 as an independent institution of Bosnia and Herzegovina (hereinafter: B&H), responsible for gathering and processing of information of interest for implementation of international and criminal laws of B&H, as well as protection of very important persons, diplomatic and consular missions and facilities of B&H institutions and diplomatic missions with a mandate in B&H.

In accordance with the Law, SIPA is an administrative organisation within the Ministry of Security B&H (hereinafter: The Ministry), with operational independence, established for the purpose of carrying out police work, headed by the Director and funded from the budget of B&H institutions and B&H international obligations. SIPA is, at the same time, the first police agency with a competence in the entire B&H territory.

The issues of organisation and management, and all the other issues of significance for the functioning of SIPA as an administrative organisation, such as the adoption of the Book of Rules on internal organisation and other regulations, administrative supervision, relationship between B&H institutions, and a relationship with legal and physical entities, to a degree not provided for by this Law, are regulated by the Law on Ministries and other Administrative Authorities in B&H², as well as the Law on Administration in B&H³.

The work from SIPA's competence is as follows⁴:

1. Prevention, detection and investigation of criminal offences from the jurisdiction of the Court of B&H, particularly: organised crime, terrorism, war crimes, trafficking in human beings and other criminal offences against humanity and values protected by the international law, as well as serious financial crime;

¹ Law on the State Investigation and Protection Agency („B&H Official Gazette“, No. 27/04, 63/04, 35/05, 49/09 and 40/12).

² The Law on Ministries and other Administrative Bodies in Bosnia and Herzegovina („B&H Official Gazette“, no. 5/03, 42/03, 26/04, 42/04, 45/06, 88/07, 35/09, 59/09, 103/09, 87/12 and 6/13).

³ The Law on Administration („B&H Official Gazette“, No. 32/02 and 102/09).

⁴ Due to the adoption of the Law on Directorate for Coordination of Police Bodies and Agencies for Support to Bosnia and Herzegovina police structure („B&H Official Gazette“, no. 36/08), amendments to the Law on State Investigation and Protection Agency were made („B&H Official Gazette“, no. 49/09), with which provisions relating to physical and technical protection of persons, facilities and other property protected by this Law were deleted.

2. Collection of information and data about criminal offences from the previous item, and monitoring and analysis of security situation and occurrences serving the emergence and development of crime;
3. Providing assistance to the Court of B&H and the Prosecutor's Office of B&H in collecting information and executing orders from the Court of B&H and the Chief Prosecutor B&H;
4. Witness protection;
5. Implementation of international agreements on police cooperation and other international instruments within its competence;
6. Criminal expertise;
7. Other work prescribed by the law and other regulations.

SIPA processes information and keeps records in accordance with the Law on Police Officials B&H⁵, Law on Protection on Personal Information⁶, and other regulations in B&H.

3.2. Organisational Structure of SIPA

The work from SIPA's competences is carried out within the framework of work places outside organizational structure of the basic organizational units of SIPA, basic organisational units, established by the Law, and other organizational units within and outside of SIPA Headquarters, set up in accordance with the Book of Rules on Internal Organisation of the State Investigation and Protection Agency.

a) Work places outside basic organizational units are:

1. Director of SIPA
2. Deputy Director of SIPA, as well as work places directly connected to the Director and the Deputy Director of SIPA

b) Basic organisational units in the SIPA Headquarters are:

1. Sector for Planning, Analysis, Cooperation and Information
2. Criminal-Investigation Department
3. Financial-Intelligence Department
4. Sector for Investigation of War Crimes and Criminal Offences Punishable by International War and Humanitarian Law
5. Witness Protection Department
6. Internal Control Department
7. Special Support Unit
8. Operational Support Sector
9. Sector for Administration and Internal Support
10. Sector for Material and Financial Matters

⁵ The Law on Police Officials of Bosnia and Herzegovina („B&H Official Gazette“ no. 27/04, 63/04, 5/06, 33/06, 58/06, 15/08, 63/08, 35/09 and 7/12) .

⁶ The Law on Protection of Personal Information („B&H Official Gazette“, no. 49/06, 76/11 and 80/11).

11. Internal Revision Unit

c) Organisational units outside the Agency's Headquarters are:

1. Regional Office Banja Luka
2. Regional Office Mostar
3. Regional Office Sarajevo
4. Regional Office Tuzla.

Organisational units set out in items b) 2, 3, 5, 6 and 7 and c) 1 and 2 were established by the Law, while other organizational units are established by the Book of Rules on Internal Organization of the State Investigation and Protection Agency.⁷

3.3. SIPA's Position in Relation to Executive and Legislative Authority in BH

Apart from SIPA, administrative organisations within the Ministry are as follows: Border Police, Directorate for Coordination of Police Bodies, Service for Foreigners' Affairs, Agency for Forensic and Expert Examination, Agency for Education and Professional Training and Police Support Agency.

SIPA's position in relation to executive and legislative authority in B&H is regulated through legal solutions.

Other references and position of SIPA in relation to the executive authority, i.e. the Ministry and the Council of Ministers B&H, are reflected in the following:

- a) Council of Ministers appoints SIPA's Director and Deputy Director;
- b) Council of Ministers makes decision on establishment of SIPA's new regional offices;
- c) Council of Ministers approves Book of Rules on SIPA's Internal Organisation;
- d) For his work and the work of SIPA, as well as for the situation in the areas from SIPA's competence, the Director is responsible to the Minister of Security B&H (hereinafter: the Minister) and the Council of Ministers B&H;
- e) Director submits reports on SIPA's work to the Minister;
- f) Director drafts an annual Action Plan in accordance with the guidelines from the Chair of the Council of Ministers B&H, and SIPA's annual budget and proposes them to the Minister who forwards them to the Council of Ministers B&H;
- g) Director has a legal obligation to submit the annual report on activities and situation in the areas of SIPA's competence to the Minister, who then forwards it to the Council of Ministers B&H, as well as special reports as needed or upon the Minister's request;
- h) Director submits a report to the Parliamentary Assembly B&H, the Council of Ministers B&H and the B&H Presidency upon their request.

With reference to the legislative authority in B&H, SIPA has primarily indirect relations carried out via the Ministry. In this sense, as already mentioned, SIPA's Director is obliged to submit the report to the Parliamentary Assembly B&H upon its request.

⁷ Book of Rules on Internal Organization of the State Investigation and Protection Agency number 16-09-02-721-31/13 of 06 October 2014.

By the Law on Independent and Supervisory Bodies of the B&H Police Structure, an Independent Board was established as an independent body of the B&H Parliamentary Assembly which has established competences in relation to SIPA. Independent Board is competent, *inter alia*, for the implementation of the candidate selection process and proposals regarding removal of police heads and deputy heads of the B&H police bodies, i.e. review of complaints about the work of the heads and the deputy heads of the B&H police bodies and reporting it to the Ministry and the Council of Ministers B&H.

Certain competences in relation to security, and therefore to SIPA, also has the Joint Committee on Defence and Security, which is a joint and permanent body of the Parliamentary Assembly B&H. This Committee, *inter alia*, has a competence over taking into consideration and monitoring the implementation of the security policy of B&H, taking into consideration the reports from the Ministry and other executive bodies dealing with issues from the area of security and inform the Parliamentary Assembly B&H, taking into consideration audit reports on institutions in the area of security policy of B&H, as well as taking other issues from the area of B&H security into consideration.

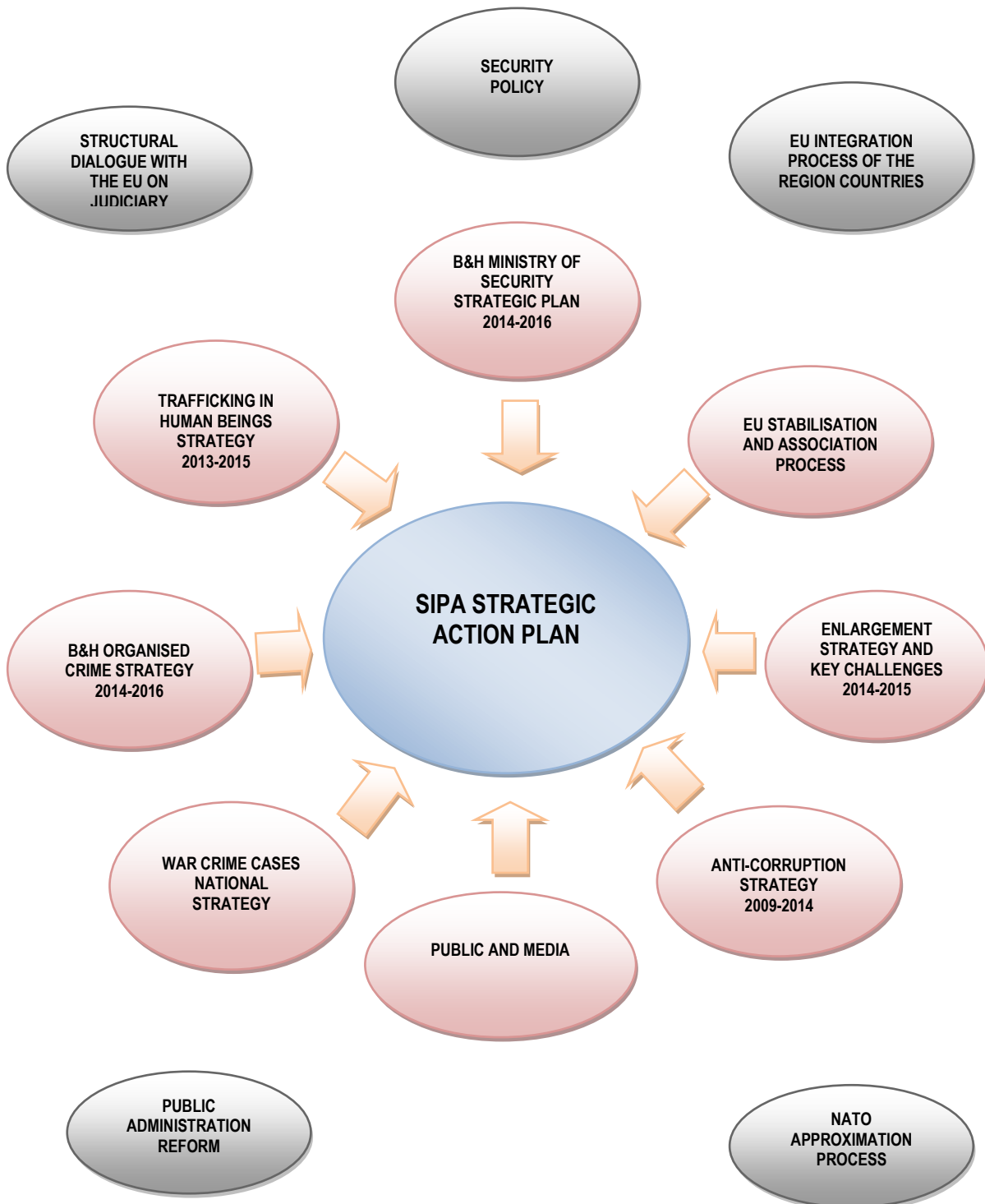
3.4. Legal Basis for International and Inter-agency Cooperation of SIPA

Successful fight against all types of crimes implies good cooperation between all the law enforcement agencies as well as other relevant institutions. SIPA's official cooperation with other institutions in Bosnia and Herzegovina is regulated by Article 21 of the Law. The things that are not covered by the law, such as providing assistance and mutual cooperation, are regulated by mutual agreements, i.e. memoranda, in accordance with SIPA's legal competences.

Due to the fact that international official cooperation is within the original competence of national institutions and that SIPA is the leading police agency in B&H, it can be concluded that official police cooperation, both international and inter-agency, is one of the most significant aspects of the work of SIPA. In addition, the work from the Agency's competence is related to prevention, detection and investigation of the most serious forms of criminal offences, based on international and organised principles demanding the establishment of unified mechanisms, which apart from information exchange, must include operative and strategic aspects expressed in the form of bilateral, regional and multilateral official cooperation.

In addition to being defined by the Law, various aspects of international police cooperation are also regulated by the Law on Prevention of Money Laundering and Financing of Terrorist Activities and the Law on the Witness Protection Program in B&H. Since the work within SIPA's competence includes prevention, detection and investigation of criminal offences from the jurisdiction of the Court of Bosnia and Herzegovina, and particularly organised crime, terrorism, war crimes, trafficking in human beings and other criminal offences against humanity and values protected by the international law, as well as serious financial crime, in other words, international criminal offences impossible to solve unilaterally, relying exclusively on own capacities, the international police cooperation becomes even more important.

4. STRATEGIC ENVIRONMENT AFFECTING THE WORK OF SIPA



4.1. B&H Security Policy

B&H Security Policy is a document defining a long term and coherent strategy, which provides a framework and guidelines for building a system and all mechanisms necessary for effective functioning of the security sector. The B&H Security Policy significantly affects SIPA's work and its strategic planning. The goals referring to the security policy make provisions for the establishment and development of the security system institutions capable of responding to all risks and threats to fundamental values and interests of B&H. In this connection and in the framework of internal policy, it is stated that B&H security system entities will direct their activities particularly to combating terrorism, organised crime and corruption, against illegal migration and trafficking in human beings.

In a section referring to the achievement of internal security goals, this document provides for the inclusion into regional and Euro-Atlantic initiatives, as well as execution of obligations set out in international agreements, which will contribute for the scope of work of bodies and services implementing B&H internal policy to be harmonised with European standards.

Within the framework of foreign policy, Bosnia and Herzegovina holds the same position as the European Union in the areas of prohibition of development, production, storage and use of chemical weapons, comprehensive prohibition of nuclear experiments, control of weapons of mass destruction, etc. Bosnia and Herzegovina accepted the EU Code of Conduct in terms of weapons export and built it into its own legislation. It is also a party to the majority of existing agreements and contracts on non-proliferation of weapons of mass destruction. Bosnia and Herzegovina promotes the Action Program on illegal trafficking in light weapons at the regional level in the framework of OESS.

4.2. Ministry of Security Strategic Plan 2014-2016

This document is a summation of program and personnel projections of the Ministry's organisational units for the period 2014-2016. Its primary purpose is to consolidate, within one framework of planning and following up, all the priority requests to be realized by the Ministry on the road of Euro-Atlantic integrations, and to foresee and plan resources necessary for its realization.

There are four strategic goals defined in the Ministry's Strategic Plan 2014-2016:

- a) to establish and maintain modern legislative framework compliant with the needs of B&H on the road to Euro-Atlantic integrations;
- b) to improve international cooperation and perspective of B&H in the field of EU and NATO integrations;
- c) to implement and enhance activities in the following areas: border protection, immigration and asylum, secret information, protection and rescue, general security, and the fight against all forms of crimes;
- d) to strengthen institutional capacities of the Ministry.

4.3. Organised Crime Strategy of Bosnia and Herzegovina 2014-2016

Adoption and implementation of the Organised Crime Strategy is of the broadest importance for all the citizens of B&H and it is also a very important step in the EU association

process, as well as clear commitment of B&H to contribute as much as possible, to the fight against this global problem.

Drafting the Strategy was preceded by production of Organised Crime Threat Assessment in B&H (OCTA B&H), the first such document in our country, which elaborates dangers posed by organized crime and prioritize those foreseen to cause the greatest damage in the future, which is, at the same time, the foundation for this Strategic document.

The Strategy determines policy in the field of establishing efficient system for combating organized crime, defines strategic goals, roles, and responsibilities of all the entities, and provides for frameworks for making implementation plans. The Strategy also creates additional conditions for more efficient inclusion of B&H in the regional, European, and the world concept of the fight against organised crime.

Organised Crime Strategy defines basic goals in the fight against organized crime:

1. Harmonisation of the B&H legal regulations with international conventions, agreements, recommendations, and other standards which treat combating organized crime.
2. Full harmonization of legal regulations within B&H.
3. Improvement of legal and institutional framework for confiscation of proceeds of crime.
4. Strengthening capacities (human, material-technical and financial) of all the entities in B&H which participate in the fight against organized crime.
5. Development of pro-active approach in combating organized crime.
6. Strengthening and development of inter-institutional and inter-agency cooperation in B&H.
7. Development of international cooperation in combating all forms of organized crime, intensifying participation in international organizations, initiatives, working groups and bodies, and enabling conduct of joint investigations through establishment of joint investigation teams.
8. Strengthening institutional capacities for conduct of financial investigations within criminal investigations and in the procedures of confiscation of proceeds of crime.
9. Ensure standardized and efficient legal framework as well as institutional capacities for application of special investigative measures.
10. Ensure preconditions for efficient implementation of witness protection measures in B&H.
11. Building new standardized, and development, maintenance, and updating existing information systems and data bases of the law enforcement agencies, and continued computer education of employees.
12. Analyze and improve legal framework in the field of the work of private security agencies in B&H.
13. Development of independent research of organized crime, support to institutions dealing with multidisciplinary research of organized crime along with improvement of cooperation with the scientific and academic institutions.
14. Strengthening cooperation with organizations of civil society, raising awareness and education of citizens about risks and adverse effects that organized crime poses to the society as a whole.
15. Strengthening cooperation with electronic and printed media aimed at objective and timely familiarization of the public with factors generating organized crime.
16. Coordination of the Strategy and its implementation with other relevant strategies such as: integrated border management, anti-corruption, prevention of money laundering and funding terrorist activities, suppression of trafficking in human beings, control of illegal trafficking in drugs, suppression and prevention, as well as with the Migration and Asylum Strategy and Action Plan 2012-2015.

17. Establishment of the system for efficient organized crime threat assessment in B&H.

4.4. Strategy for Combating Trafficking in Human Beings (THB) in B&H 2013-2015

Available information indicate that B&H is the country of origin, transit and final destination for men, women, and children, victims of trafficking in human beings for the purpose of sexual exploitation and forced labor. Trafficking in human beings for the purpose of sexual exploitation is conducted in private-owned apartments, motels and at gas stations, while the Romany boys and girls are usually subjected to forced labor, forced beggary, and forced marriages.

State in the area of trafficking in human beings in B&H is still complex because there has been no progress in terms of neither convictions of trafficking in human beings perpetrators nor identification and protection of trafficking in human beings victims. Therefore, B&H was ranked at level 2 and placed on the Watch List by the State Department Report.

In order to fully implement Strategy for Combating Trafficking in Human Beings in the future, it will be necessary to harmonize THB legislation in such a way that all the laws at lower levels are harmonized with law provision at state level, for all the forms of trafficking in human beings to be prescribed as a criminal offence, because cases with international aspect can be prosecuted at national level.

Furthermore, authorized bodies and judiciary must give high priority to cases pertaining to THB criminal offence. It is also necessary to strengthen activities on combating trafficking in human beings, through establishment and work of regional monitoring teams for combating trafficking in human beings, which coordinates implementation of the National Action Plan for Combating Trafficking in Human Beings.

Analogous with the afore mentioned, it is necessary to enhance activities within the framework of the Task Force for Combating Trafficking in Human Beings and Organized Illegal Migration, through additional activities of SIPA. It is also important to continuously follow up financial aspects of trafficking in human beings, i.e. gaining financial benefit by exploiting other people.

4.5. National Strategy for the Work on War Crimes Cases

National Strategy for the Work on War Crimes Cases, adopted in December 2008, set out certain goals for the courts and prosecutor's offices in B&H, as well as every other entity participating in prosecution of war crimes cases.

The State Strategy provides for the establishment of a single register on all pending war crimes cases in BH, classification of the cases into two groups, deadlines for prosecution of cases, evaluation criteria for the cases' complexity, harmonisation of case law in the entire BH territory, personnel, material and financial capacities for prosecution, regional cooperation and protection and support for victims and witnesses.

Limited results have been achieved so far in the implementation of the National Strategy for the Work on War Crimes Cases, and some of the key goals were not accomplished. Namely, it is envisaged for the most complex and the war crimes cases with highest priority to be finished within 7 years, and the rest of the cases within 15 years starting from its adoption. In order to fulfill the plan, a number of less complex war crimes cases from the national level was handed over to the entity and BH Brcko District judiciary, but the process does not take place with desired dynamics, and according to estimations, the cases will not be finished within the set

deadline. Considerable delay in establishment of a single register of war crimes cases resulted in opening parallel investigations.

In the previous period, a number of new prosecutors and judges were appointed to work on war crimes cases at all levels. In that sense, intensification of work on war crimes cases is expected, and this will reflect on SIPA itself in terms of a need to additionally engage necessary human and material-technical capacities for the work on war crimes cases aimed at giving appropriate response to the requests of competent prosecutor's offices.

International Criminal Tribunal for the former Yugoslavia (ICTY) in Den Hague was established as an *ad hoc* Tribunal whose mandate is time-limited. In this respect, UN Security Council adopted Resolution 1966 (2010) according to which ICTY has to finish all the remaining cases by 31 December 2014. Accordingly, a decision was made on establishment of ICTY Residual Mechanism as a unique body of the United Nations established in order to continue an important work which has to be done after the end of ICTY mandate. Jurisdiction of the mentioned body is reflected in the fact that it will not have the ability to press new charges and open new cases, but it will be able to complete appeal processes which are not completed by closing the Hague Tribunal. There are pending proceedings before the ICTY in a number of cases and the last verdict will be pronounced in 2016. Therefore, it is expected for the Hague Tribunal to cease working in 2017.

All these aspects, directly or indirectly, direct the work of SIPA on war crimes cases, because investigation of war crimes is one of the basic SIPA competences.

4.6. Enlargement Strategy and Key Challenges

The principal stabilization factor of the Western Balkans countries is a clear EU membership perspective offered by the member countries, which stimulates improvement in fulfillment of the necessary criteria including those connected to Stabilization and Accession Process (SAP). The accession process is rigorous, based on strict and established conditioning criteria and the principle of own merits, which is of key importance for the credibility of enlargement policy.

The European Commission reports regularly to the Council of Europe and the European Parliament on the progress the countries of the Western Balkans region, including Bosnia and Herzegovina, have made towards European integration, assessing their efforts to comply with the Copenhagen criteria and the conditionality of the Stabilisation and Association Process. Bosnia and Herzegovina, as a potential candidate for EU membership, is obliged to fulfill conditions of the Stabilisation and Association Process. The Chapter *Justice, Freedom and Security* relates to the progress B&H has made, *inter alia*, in the area of the fight against money laundering and financing terrorist activities, terrorism and organized crime in connection with the trafficking in human beings, money counterfeiting, corruption, illegal trafficking in drugs, illegal trafficking in weapons, document forgery, illegal trafficking in cars and cyber crime. Progress is measured on the basis of decisions taken, legislation adopted and measures implemented as well as on the basis of results of the cooperation between authorised institutions in B&H and EU member countries in the fight against the mentioned crimes.

The document *Enlargement Strategy and Main Challenges 2013-2014* evaluates that B&H „still lacks effective measures to prevent money laundering and financing of terrorist activities“, and that „limited progress was made in the fight against organized crime and terrorism“. In this regard, Law on Prevention of Money Laundering and Financing Terrorism Activities was adopted in June 2014, which is harmonised with the Moneyval Recommendations.

In the past period, SIPA has conducted several operational actions against organized criminal groups, which are the result of cooperation with neighboring countries or EU member countries. Some of the actions were carried out together with police institutions of the neighboring countries. In addition, extensive actions directed towards individuals and groups related to terrorism were conducted in 2014.

European Commission in the document *Enlargement Strategy and Main Challenges 2013-2014* evaluated that B&H „made limited progress in the fight against organized crime, which is still a major problem, in spite of some successful joint operations, including close cooperation with neighboring countries“. The document also states that a small progress was made in the area of corruption, and that investigations are still „insufficient“. In that sense, it is necessary to plan numerous activities in the future, and the implementation of these activities will contribute to the progress in the fight against organized crime.

4.7. EU Integration Process

In the segment of European Integrations, Bosnia and Herzegovina is a potential candidate for EU membership, and as such participates in the Stabilisation and Accession Process. The Stabilisation and Association Agreement between Bosnia and Herzegovina and the EU was signed in June 2008, and was ratified by all the EU member states. Bosnia and Herzegovina is facing numerous challenges and tasks which need to be implemented in order to access European Union. European Commission Report on the Progress Bosnia and Herzegovina has made in 2014, specifies areas in which it is necessary to put additional efforts in order to achieve satisfactory results.

With regards to *money laundering* there has been a modest increase of reports filed at prosecutors' offices throughout Bosnia and Herzegovina on cases involving money laundering. Yet the number of confirmed indictments and final verdicts remains extremely low. International cooperation is predominantly being carried out through the Egmont Group. Cooperation is especially good with Interpol and other Financial Intelligence Units in the region. Bosnia and Herzegovina has no effective system in place to address the confiscation of assets. The prevailing model is confiscation of illegally acquired property under the provisions of the Criminal Code and Criminal Procedure Code. An agreement was also reached on the set of joint minimum standards to be incorporated into legislation in all four legal systems in B&H. The standards would, *inter alia*, regulate confiscation of proceeds of crime.

As far as the fight against drugs is concerned, B&H territory is still used for the purpose of transit and storage. Narcotics cultivation is limited to small-scale marijuana production. There are indications that domestic drugs demand has slightly increased in 2014, especially regarding synthetic drugs. The number of crimes related to drugs abuse increased. Predominant crimes are possession and enabling use of narcotics. Drugs confiscated are usually cannabis, heroin or synthetic drugs. Coordination of operational activities remains on case-by-case basis. Several police operations were conducted, resulting in the arrest of perpetrators and the confiscation of drugs. State-level police agencies, the Federation Police Administration and Cantonal Ministries of Interior are using a database on drugs crimes perpetrators. Republika Srpska is not connected to this database.

In the fight against *organized crime*, a number of successful large scale joint police operations took place, some of these were conducted through coordination with neighboring countries. Still, cooperation between the police and prosecutors' offices in B&H requires

structural improvements in order to ensure more efficient legal proceedings. New Organized Crime Strategy 2014-2016 and the first Organized Crime Threat Assessment (OCTA) for B&H were adopted.

With regards to combating *trafficking in human beings (THB)*, implementation of the Strategy and Action Plan 2013-2015 is in progress. Regional monitoring teams continue to meet regularly and improve their capacity through training. Further strengthening of cooperation between the four Regional Monitoring Teams and the State-level Police Bodies is needed to ensure that investigations are properly coordinated and assistance provided to the victims. The majority of trafficking was for the purpose of labour exploitation, sexual exploitation, beggary and forced marriages. Bosnia and Herzegovina continues to be a country of origin, transit and destination for the trafficking of human beings.

Bosnia and Herzegovina still doesn't have comprehensive strategic approach in place to address the issue of *cyber-crime* and cyber security threats. Crime reports prepared by law enforcement agencies do not refer to cyber-crime. Digital forensics and other technical means of combating cyber-crime at national and international level are limited and insufficient.

Concerning the fight against *terrorism*, Bosnia and Herzegovina continues to implement its strategy for prevention and combating terrorism. The Joint Task Force to fight terrorism is functioning and its capacity is being developed. The operational part of the Task Force is awaiting regulation of its financing and confirmation of the formal status of its members. Amendments to the Criminal Code, prescribing penalty to citizens joining para-military and para-police forces abroad, are adopted, and this is a positive step towards the goal.

4.8. Judiciary Reform

The Constitution of B&H⁸ stipulates that B&H is a democratic country functioning in accordance with the rule of law and obliges state and entity authorities to ensure the highest level of compliance with internationally recognised human rights and fundamental freedoms. The achievement of these goals depends on strong, efficient and independent judiciary.

The legal system reform in B&H has developed quickly in the past years by adoption of the new Criminal Procedure Codes at the state and entity level, and their amendments, by establishment of the High Judicial and Prosecutorial Council, comprehensive restructuring of courts and prosecutors' offices and strengthening their personnel capacities.

Despite progress being made in the criminal legislation reform, there is still work to be done in reforming judiciary, which active participation of international factors as well. This particularly relates to the area of monitoring judiciary processes, implementation of the criminal procedure reform, prosecution of war crimes before domestic courts, issues of access to the judicial system, the area of informing the public by the prosecutors on cases related to war crimes, and the reform of criminal correctional institutions. Judiciary reform goes into this direction.

The main goal of judiciary reform is further strengthening and maintenance of independence, responsibility, efficiency, professionalism and harmonization of legal system which provides for rule of law in B&H and equality before the law.

⁸ Constitution of Bosnia and Herzegovina (General Framework Agreement for Peace in BH, Annex 4) and Amendment I to the Constitution of Bosnia and Herzegovina („Official Gazette BH“, no. 25/09).

Requests and needs for judiciary reform are common nowadays. To this end, judiciary reform procedures, through structural dialogue, have been opened and initiated numerous times. These activities will be continued in the future, considerably contributing to equalization of jurisprudence in the whole territory of B&H.

The forthcoming termination of mandate of the Hague Tribunal, and prosecution obligation before national judiciary, should be taken into consideration as well.

4.9. Public Administration Reform

The aim of the Public Administration Reform Strategy is reforming the Public Administration in B&H for the purpose of a significant improvement of the Administration in B&H. The reform is a prerequisite for the integration of B&H into the European Union, which takes administrative capacities and the ability to adopt and implement basic provisions of the European Union (*acquis communautaire*) as the main requirement for the membership in the European Union.

The reform requires improvement of general administrative capacities by reforming basic horizontal systems and management structures, such as: capacities for policy adoption and coordination, public finances, human resources, administrative procedure, institutional communication, and information technologies.

The Strategy also sets out specific guidelines in terms of the establishment of *coherent administrative structures* within the framework and between different levels of administration and in the sense of *managing changes* in order to achieve the set goals in every sector.

4.10. International and Inter-Agency Police Cooperation

4.10.1. Multilateral Cooperation

SIPA's multilateral cooperation is carried out within the framework of multilateral structures, i.e. it is based upon the implementation of the following Agreements that Bosnia and Herzegovina signed with multilateral structures such as the European Union, SECI Centre, Interpol, Europol, NATO, UN, Council of Europe, DCAF and Egmont Group:

- Agreement between Bosnia and Herzegovina and European Union on security procedures for the exchange of confidential information (Official Gazette B&H, no. 2/06);
- Convention on Police Cooperation in Southeast Europe (Official Gazette B&H, no. 4/07);
- Strategic Agreement on Cooperation between Bosnia and Herzegovina and the European Police Office – EUROPOL (Official Gazette B&H, no. 10/07);
- Agreement with European Union on the readmission of persons residing without a permit (Official Gazette B&H, no. 13/07);
- Agreement between Bosnia and Herzegovina and North Atlantic Treaty Organisation (NATO) on information security (Official Gazette B&H, no. 10/07);
- Convention on the Establishment of the Southeast European Law Enforcement Centre (SECI-SELEC);
- Protocol on illicit production and trafficking in weapons, its parts and components and ammunition, as an Addendum to the United Nations Convention against Trans-National Organised Crime;

- Convention on Trafficking in Human Beings – Council of Europe (Official Gazette B&H, no. 14/07);
- Convention on Money Laundering, Search, Seizure and Confiscation of Proceeds from Crime and Terrorism Financing – Council of Europe (Official Gazette B&H, no. 14/07);
- Convention on the Prevention of Terrorism – Council of Europe (Official Gazette B&H, no. 14/07);
- Agreement on Long-Term Strategic Partnership – DCAF (Official Gazette B&H, no. 03/08);
- Memorandum of Understanding between the State Investigation and Protection Agency (SIPA) and European Union Force (EUFOR) on the exchange of information obtained from SIPA via the “Crime-Stoppers” hotline (15 September 2005);
- Agreement on Understanding and Cooperation in the area of protection and support of witnesses and other participants in a criminal procedure between witness protection units in BH and the countries of the region (20 July 2006 and Amendments to the Agreement dated 6 September 2007 and 15 July 2008);
- Agreement between the Unit for Protection of the Police Directorate of the Ministry of Interior of the Republic of Serbia, Witness Protection Department of the State Investigation and Protection Agency (SIPA) B&H and the Witness Protection Unit of the Police Administration of Montenegro in the area of the protection and support of witnesses and other participants in criminal procedure;
- Memorandum of Understanding for the implementation of ILECU in Bosnia and Herzegovina and the principles of its functioning (4 November 2010).
- Protocol on the Amendments to the Memorandum of Understanding and Cooperation in the fight against corruption through initiative of the Southeast Europe for combating corruption, Zagreb, 11 July 2013.

4.10.2. Regional Cooperation

Improvement of cooperation with the law enforcement agencies of the neighboring countries: Montenegro, Republic of Croatia and Republic of Serbia, based upon joint interest and principles of equality, mutual respect, respect to sovereignty and territorial integrity is SIPA’s permanent priority.

Up to this point, Bosnia and Herzegovina signed the Agreement on police cooperation in combating cross-border crime with the following neighboring countries and countries of the region: Slovenia, Montenegro, Macedonia, Albania, Croatia, and Serbia.

In addition, B&H Ministry of Security and the Ministry of Interior and Public Administration of Montenegro signed, in December 2013, Protocol on Cooperation in the area of forensic and expert examination.

Development of regional police cooperation in the Western Balkan countries in order for the individual countries of the region and the region as a whole to reach standards for the integration into the European and Euro-Atlantic structures is SIPA’s priority. In this regard, SIPA makes serious and continued efforts to strengthen security, good political environment and economic relations, as well as cooperation in the area of combating illegal activities and terrorism, in order for the region to transform into the area of peace and stability. The evidence for that is one of the most significant regional initiatives in the post-war B&H which refers to establishment and functioning of the Joint Center for Police Cooperation with Headquarters in

Trebinje, B&H. In this regard, Agreement between B&H Ministry of Security, Ministry of Interior of Montenegro and Ministry of Interior of Serbia was signed on 20 December 2013 in Budva.

In the context of the regional cooperation, it is important to point out the Regional Cooperation Council (RCC) with Headquarters in Sarajevo, a regional organisation established by the transformation process of the Stability Pact for Southeast Europe into the ownership of the region's countries. The RCC operates under the political "umbrella" of the Southeast European countries, organised into the Southeast Europe Cooperation Process (SEECPP) and gathers partner and donor countries that were involved in the PS activities, ensuring its continuity in this regard. Finally, it is important to point out the SEEGROUP as a platform for the support for the regional practical cooperation in the area of security and defence, and intensified compliance and coordination between the countries in the region.

4.10.3. Bilateral Cooperation

As a part of a wider bilateral cooperation system, SIPA cooperates with a number of countries with which agreements on police cooperation were signed, since practical implementation of this cooperation is based on signed agreements.

SIPA maintains bilateral cooperation with other countries of the European Union as well, and beyond. In this regard, it is necessary to carry out activities with the aim of implementing the signed agreements on police cooperation and bilateral regulation of the joint approach of judicial and executive authorities of the countries with which we do not have a signed agreement, in cases of international organised crime, corruption, money laundering, terrorism, terrorism financing and international legal cooperation of the states aimed at detection, investigation, prosecution and conviction in these criminal offences. Bosnia and Herzegovina signed bilateral agreements on police cooperation with the following countries: Republic of Turkey, Republic of Hungary, Republic of Greece, Republic of Italy, Russian Federation, Islamic Republic of Iran, Federal Republic of Austria, Republic of Slovakia, Arab Republic of Egypt, Swiss Confederation, Romania, Republic of Bulgaria, Republic of France, State of Qatar, Hashemite Kingdom of Jordan, Kingdom of Spain, Kingdom of Sweden, Republic of Moldova,, Czech Republic, and the Federal Republic of Germany (not considered international agreement).

In the framework of the bilateral cooperation, Memoranda on Agreement were signed between SIPA's Financial Intelligence Department and the following Financial Intelligence Units of other countries: Macedonia, Croatia, Montenegro, Slovenia, Serbia, Albania, Spain, Aruba, Netherlands Antilles, Paraguay, and Turkey (MASAK).

4.10.4. Inter-Agency Cooperation at B&H Level

The issue of security of any country cannot be considered outside the context of inter-agency cooperation. Within the framework of its legal competences, SIPA participates in building up the entire security system of B&H.

Complex B&H system of government, with regards to territorial organization and administrative division had an impact on the security sector organization itself, which is directly reflected on interagency cooperation. Despite the fact that a number of memoranda on police cooperation in B&H were signed the practice has shown that this area is not sufficiently legally regulated. In other words, there is a need for additional regulation of inter-agency cooperation, in terms of defining principles of cooperation, especially in the segment of operational support and

assistance when executing official tasks coming within the competence of the agency. Therefore, it is necessary to adopt and enact memoranda which will legally regulate this area.

In the previous period, SIPA has actively worked on implementation of the signed memoranda of cooperation in the field of investigations, i.e. in executing tasks coming within its competence. The cooperation resulted in extensive operational actions conducted for the purpose of dismantling organized criminal groups which dealt with financial crime and corruption, illegal trafficking in drugs, weapon and military equipment, terrorism, and other criminal offences.

The Agreement on the Establishment of the electronic system for exchange of data from the registries of police authorities and Prosecutor's Offices ensures efficient work and strengthening of cooperation between law enforcement agencies and Prosecutor's Offices on the exchange of information from their registries.

4.11. Public and Media

Given the fact that publicity of the police work is one of the fundamental principles in democratic society, the police has an obligation, and in some cases a need, to urgently inform the public about events of interest for the public and which, at a given time, influence the overall state of security.

SIPA is often in the focus of interest of mass media representatives in BH, usually during conducting operational activities in the fight against the most complex crimes in B&H, when media representatives endeavor to beat their competition with "exclusive" information and news which are mainly published in Black Chronicles.

SIPA's Public Relations record a positive trend of development year in year out striving to improve and maintain efficient and professional relationship with target groups.

The police which applies modern mode of action should be a public service of the citizens, where proactive approach is more important than reactive one. In order to really move along that road, the police, according to the best EU countries practices, should develop through distribution of power, i.e. cooperation with entire community, which is achieved by high quality public relations. Key components of such police organization are: communication → interaction → trust → partnership.

In order to build up quality public relations it is necessary to plan in detail development of communications, which goes in two directions: quality internal communication and efficient external communication. Internal communication within SIPA is very important, and it is a precondition for good external communication. Therefore, it is important to define and harmonize it, making it more efficient.

One should bear in mind that ethics, expertise and professionalism of every SIPA official, in direct contact with citizens, has a direct influence on success and reputation of the police in the public. As a result, specificity of SIPA, i.e. the police in the field of public relations, is that the public perceives the police mainly in two ways: directly – in contact with police officers and indirectly – with images presented by the media.

5. CURRENT TRENDS, SOCIAL CHANGES AND CHALLENGES AFFECTING SIPA WORK

5.1. Organised Crime

Organised crime groups have a very detrimental impact on economic and industrial development of BiH. The main method of their operations is investing large amounts of illegally acquired money into legal cash flows. Corruption, which is present in all government structures, as evidenced by the previously conducted investigations into organized crime groups and research conducted by non-governmental sector, has a significant impact on organized crime. It is impossible to precisely calculate the material and financial damage inflicted by organised crime in BiH but it is certainly huge.

There are numerous factors favouring development of organised crime in B&H, which are, by type and intensity, similar to the organised crime factors affecting transition countries:

- a) disturbed socio-economic system and corruption
- b) social transition and transition from social to private ownership
- c) unstable political situation
- d) specific geostrategic position of B&H
- e) social inequality and poverty
- f) high level of unemployment
- g) inadequate, inapplicable or partially applicable regulations, lack of professionalism and abuse of modern technologies
- h) absence of inter-agency and inter-institutional cooperation and coordination.

Organised crime groups, characterized by group leadership and flexible hierarchy, are becoming more organised in their operations. International trade and expanding global transportation infrastructure, as well as the expansion of Internet and mobile communications have compromised international and networked types of serious and organised crime.

The economic crisis and the resulting changes in consumer demands have led to the crime displacement. Numerous organised crime groups are flexible and adaptable and have identified and exploited new opportunities during the economic crisis.

Counterfeiting of goods, illegal trafficking in substandard goods and goods which do not conform to health and safety regulations are the main emerging criminal markets in the EU. In addition, organized crime groups often counterfeit consumer goods. Distribution and production, as well as growing demand and consumption of these goods are a serious threat to EU citizens.

Market of *illicit drugs* remains the most dynamic of all the criminal markets. This criminal area is characterized by numerous organized criminal groups, increased spreading of new psychoactive substances and growing competition among organised criminal groups. The illicit drugs market involves variety of criminal offences and the cooperation and competition between the organised crime groups have gone beyond national, linguistic and ethnic divisions. Further diversification of routes has led to the redistribution of criminal resources and spread of organized crime across the EU. Consumers prefer several types of drugs rather than only one, including the existing and new drugs. The main *modus operandi* in drug trafficking involves shipments sent in containers and via postal companies, because this modus involves low risk. European drug markets use sophisticated technology in cultivation and production of cannabis and synthetic drugs and have developed improved drug concealment methods. Drugs are

increasingly being bartered for other drugs but also for other commodities including counterfeited ones as well.

When it comes to *trafficking in weapons*, organized crime groups rely on the availability of weapons. The trafficking in weapons is of a small- scale and the trafficked weapons are intended either for personal use or for carrying out certain orders. The trafficking in weapons is mostly an extra not just primary source of income for a small number of organized criminal groups involved in this type of crime. Weapons and organized criminal groups involved in weapons trafficking primarily originate from the Western Balkans and the former Soviet Union.

Economic crime and frauds have emerged as an important organized criminal activity. Organized crime groups are involved in a large scope of frauds generating huge profit. Although fraud is often considered a victimless crime, it causes a significant damage to society and the loss of billions of euros per year for all EU Member States.

Internet allows organized crime groups to gain access to a large number of victims, conceal their activities and carry out different criminal offences in a short period of time and to greater extent than they have ever done it before.

Cybercrime involving large-scale violation and misuse of data, online frauds and sexual exploitation of children is a growing threat, while cybercrime becomes a tool that enables other criminal activities and makes huge profit. The number of cyber related criminal offences will increase in the future.

5.2. Terrorism

Due to the severity of consequences, the modern terrorism is a common security challenge and threat to all, and therefore it requires timely cooperation and joint confrontation.

Certain local, regional and global developments related to various aspects of security (terrorism and extremism, and other acts of violence and intolerance) significantly affect the security situation in BiH.

Further deepening of economic and social dissatisfaction can produce different forms of politically motivated hostility and intolerance toward different social and political groups and members of different ethnic and religious groups.

Furthermore, the activities, which are SIPA priority, are primarily related to individual members of extremist and religious groups in B&H and the region. These individuals manifest different types of behaviour and activities, which are interesting from the aspect of security and create a favourable environment for strengthening various types of extremism and radicalism that may lead to terrorism. These individuals may be potential perpetrators of violent acts and acts having characteristics of terrorism.

Particularly interesting phenomenon is related to departure and participation of individuals from Bosnia and Herzegovina, members of the extremist religious groups, in the armed conflict in Syria, Iraq and Ukraine, where they join groups and organisations designated as terrorist organisations by the UN (Al-Nusra and ISIL). These individuals further radicalize their beliefs and after spending some time in the conflict zone in Syria they return to B&H and actively engage in recruiting and sending new volunteers. They pose a particular security risk when they return to our country.

Moreover, the security situation in BiH is to a large extent, besides religious factors, burdened by the presence of other forms of extremism based on different ethnical, political and / or other backgrounds, which may result or have resulted in some security related risks and threats. Members of such organisations undertake activities manifested as potential paramilitary

organization, and are closely linked with the parent organizations in neighbouring countries, and express their interest in participating in the armed conflict in Ukraine.

The problem of small arms and light weapons (SALW) is a challenge present in all transition countries and potential cause of terrorism development. Although the part of the weapons, illegally purchased and hidden during the last period, are located and detected by relevant authorities, it can be assumed that part of the weapons and mine and explosive devices are secretly kept by individuals and groups in B&H.

A relatively new phenomenon in BiH is a misuse of cyber technologies by different extremist and radical subjects interesting from the aspect of security. However, so far there are no reliable indicators of how and to what extent and scope this problem is present.

5.3. Money Laundering and Financing of Terrorist Activities

Money laundering and financing of terrorist activities is a global phenomenon undermining national, economic and social interests, which inter alia, include developed financial system, strong private sector and market infrastructure as well as stable institutions that all contribute to better quality of life.

Money laundering in B&H as an international phenomenon involves numerous sophisticated techniques.

The new methods of payment (e-banking) and diversity of the international financial market in certain jurisdictions, as well as the development of new financial products simultaneously keep up the pace with and enable development of new techniques of concealing the real source of money, or money laundering and financing of terrorist activities.

Based on previous experience, the following typologies of money laundering have been observed:

- a) abuse of bank accounts (physical or legal entities engaged in suspicious activity open bank accounts avoiding regular procedures, and with the assistance of bank employees; they use such accounts to make and transfer cash payments);
- b) use of suspicious funds to settle credit obligations, and approving loans to natural and legal persons;
- c) abuses in capital market, undervalued and overvalued trade in securities, shares, etc.;
- d) international money transfers from the accounts of „off-shore“ companies to the accounts of B&H companies and their parallel transfers to third destinations;
- e) cash investments in movable and immovable property, purchase of overvalued property;
- f) investments in high-value construction projects;
- g) establishment of fictitious companies having only one employee on a non-existent address, transfer of tax liabilities on such company, and finally "abandonment" of such companies;
- h) withdrawal of money from pay-pal accounts, with unclear or hidden purpose/description of activities, trading in bitcoins...

5.4. Corruption

If we consider the situation in the area of corruption in terms of the 2012-2014 Strategic Plan of SIPA, a general conclusion is that B&H has made little progress in the fight against corruption. Despite the obvious efforts made by SIPA, it must be noted that there are no effective

investigations and prosecutions of suspects in high-level corruption cases, or the investigations are not carried out efficiently or such investigations encounter difficulties and obstructions from political elites, influential political parties and judicial staff.

Poor coordination in the implementation of activities related to the fight against corruption at the state level is still a problem. Bearing this in mind it can be concluded that cooperation between the police and the prosecutor's offices have to be significantly improved, particularly in the initial phase of collection of operational data and information when it is necessary to carry out a criminal and legal analysis upon which police and prosecutors take investigative measures and actions in order to collect high-quality evidence in a lawful manner about perpetrated crime and particularly evidence relating to individual responsibility and responsibility of organized criminal groups.

There is no adequate systematic response to the corruption problem, which still remains a serious problem in B&H.

If we analyse some previous successful SIPA cases, the conclusion is that some areas are particularly at risk from the aspect of corruption:

- a) Public administration in terms of expenditure of budget funds through abuses and violations of the Law on Public Procurement - response to this challenge remains inadequate.
- b) Abuses of employment procedures - a phenomenon of favouritism based on party affiliation, family ties, giving and receiving gifts, illegal mediation and similar types of crime have been observed.
- c) Corruptive behaviour in judiciary in prosecution of crime perpetrators or execution of final criminal sanctions.
- d) There are no efficient control authorities in the area of collection of public revenues due to corrupted individuals in the institutions in charge of efficient and lawful collection of public revenues as evidenced by several major police investigations carried out by SIPA in cooperation with the Prosecutor's Office B&H.

In the previous period, SIPA has met its internal obligations in terms of adoption of secondary legislation such as: Rulebook on Corruption Reporting, Rulebook on Integrity, etc.

5.5. Trafficking in Drugs

Taking into account the worsening economic situation, social stratification and the consequences of such lifestyle and circumstances, as well as some operational data available to the Agency, it can be noted that the situation regarding the illicit trafficking in narcotic drugs in the territory of B&H is becoming complicated and takes new dimensions. According to some indicators, the supply of narcotic drugs has increased in recent years and become more diverse and easily accessible, while the number of consumers and addicts has also increased.

In terms of smuggling and consumption, marijuana, synthetic drugs and heroin are still the most common narcotics in BiH, while the cultivation of narcotics is limited to the small-scale production of marijuana.

According to the information collected so far and previous cases, the most frequent are products of cannabis and since recently, genetically modified types of drugs - the so called marijuana-skunk smuggled in B&H from Albania where it is produced. Albanian marijuana is of high quality and criminal groups purchase it at very low prices, which is why the BiH narco-mafia is especially interested in this type of marijuana. Marijuana can be easily produced also in

Bosnia and Herzegovina. Marijuana plantations are found in almost all parts of the country. Based on quantities of detected plants, it is evident that these were small scale plantations. A certain number of laboratories for the artificial production of marijuana, which enable cultivation of Indian cannabis throughout the entire year, was also discovered. However, majority of marijuana comes from Albania having the most favourable conditions for the production of marijuana and lowest prices.

Bosnia and Herzegovina is located on the "Balkan heroin route", although according to some estimates, most of it "circumvents" BiH because of poor roads and terrain configuration, and the vehicles, especially trucks and buses going from SE Asia are mainly using highways through Bulgaria, Serbia and Croatia.

The route of cocaine towards Europe goes by sea from South America. The European ports are destinations for ships carrying cocaine, while smaller quantities of cocaine from South America are sent by airplanes. B&H is located near the ports in Croatia and Montenegro, which are able to accept large shipments of cocaine. The analysis of some situations have showed that there are groups in B&H involved in cocaine smuggling, and that large quantities of cocaine are located in Western Europe. This means that there are individuals in B&H who make profit from resale of cocaine.

Synthetic drugs are often used as means of payment for other types of drugs. They come to the Balkan countries, including Bosnia and Herzegovina, to be exchanged for other types of drugs, which are then sent back to the EU.

There is a continued cooperation with neighbouring countries in the framework of the Convention on Police Cooperation in South East Europe and numerous cooperation agreements and protocols. In addition to the cooperation with neighbouring countries, there are joint activities with Interpol, SELEC Centre and other international and regional institutions and initiatives.

5.6. Trafficking in Human Beings

Trafficking in human beings is a phenomenon often having characteristics of organised crime and is also a serious violation of human rights guaranteed by international laws, the Constitution of BiH and Entities and the Statute of Brcko District B&H. Human trafficking involves recruitment, transportation, transfer, harbouring or receipt of individuals by force or other means of coercion, abduction, fraud, deception, abuse of power or position or abuse of vulnerability, giving or receiving payments or benefits for the purpose of exploitation.

It is a complex problem and its solution involves well-coordinated, interdisciplinary and multi-sectoral approach that focuses on prevention, protection of witnesses and victims, prosecution of traffickers, strengthening international cooperation and partnership between all relevant actors.

It can be noted that traffickers have changed the modus operandi. Due to covert nature of these activities it is more difficult to detect, solve and document these crimes posing new challenges both to preventive and repressive actions.

6. STRATEGIC OBJECTIVES OF SIPA

1. To strengthen institutional, normative and legal capacities in accordance with operational needs

2. To improve criminal investigative and criminal intelligence capacities as response to emerging types of crime within SIPA competence

3. To strengthen organisational structure of SIPA and ensure adequate human resource potentials

4. To strengthen support, cooperation and exchange of information with local and international partners

5. To maintain and further improve positive image of SIPA in public

STRATEGIC OBJECTIVE 1. To strengthen institutional, normative and legal capacities of SIPA in accordance with operational needs

The establishment of modern institutional, normative and legal capacities of SIPA, in accordance with current regulations and modern security challenges, is one of the key systematic requirements for efficient fight against terrorism, organised crime, corruption and serious financial crime as well as investigation of war crimes.

Strengthening institutional capacities implies a continuous harmonisation of organisational structure of SIPA with modern security challenges, in a manner that its organisational structure reflects the current operational needs and is in line with best practices. In this regard, it is necessary to continue further strengthening of criminal investigative capacities and develop capacities for integrated financial investigations, which will have a positive impact on the fight against organised crime.

Strengthening capacities to fight against all types of crime within SIPA competence involves further organisation of the criminal investigation and criminal intelligence capacities in normative and legal terms in order to contribute to the improvement of operational performance. In order to raise the level of coordination, synergies and cooperation, particularly within intelligence and investigative capacities, it is necessary to further define the mutual relations and role of main organisational units and their counterparts in regional offices, which, to some extent, limits the effectiveness of the operational capacity of SIPA and expected results of work.

The main characteristic of an effective security system in a country is a high level of legally organised and defined cooperation of law enforcement agencies. In this context, SIPA seeks to further strengthen cooperation with law enforcement agencies in BiH, primarily with police agencies, in a manner to legally regulate operational support and cooperation in performing tasks within its scope of competence.

| Strategic objective 1: To strengthen institutional, normative and legal capacities of SIPA in accordance with operational needs | | | | |
|--|---|--|-----------------|---------------|
| Implementer: Sector for Administration and Internal Support | | | | |
| Programme activities: | | | | |
| No. | Overview of activities | Organisational units responsible for implementation | Deadline | Budget |
| 1.1. | To develop instructions in accordance with relevant legislation and modern security challenges needed for more effective performance of criminal investigative capacities. | | | |
| 1.2. | To define normative and legal framework for criminal intelligence activities in SIPA | | | |
| 1.3. | To structure and develop organisational capacities for conducting integrated financial investigations | | | |
| 1.4. | To develop statute, communication and other relevant issues related to liaison officers in accordance with international agreements and practice | | | |
| 1.5. | To improve and normatively define mutual relations between main organisational units of SIPA, focusing on functional relations between the criminal investigative capacities at the headquarters and regional offices | 03, 04, 05, 06, 08, 10 | 2017. | DA |
| 1.6. | To develop modern, efficient, reliable and unified reporting system within SIPA in accordance with European standards and positive practice | | | |
| 1.7. | To define legally the official cooperation with police agencies at the B&H level, entities, cantons and Brčko District Police, particularly in the area of operational support and assistance in performing tasks within agencies' competence and in emergency situations jeopardising security of B&H. | | | |
| 1.8. | To develop secondary legislation related to secret data protection, operations support, witness protection and personal data protection with the aim to create conditions for efficient and effective performance. | | | |

6.1.2. EXPECTED RESULTS – SUCCESS INDICATORS

The implementation of this strategic objective allows the establishment of modern institutional, normative and legal capacities of SIPA, in accordance with current legislation and modern security challenges, to effectively combat terrorism, organised crime, corruption and serious financial crime as well as investigation of war crimes. This strategic objective will ensure capacities for integrated financial investigations and strengthen criminal investigative capacity. It will additionally improve functioning of criminal investigative and criminal intelligence capacity of SIPA as well as define mutual relations and roles of main organisational units and their counterparts in regional offices with the aim of improvement of operational performance. The achievement of this objective will legally define operations support and cooperation with other B&H law enforcement agencies. Moreover, it will create formal and legal framework for establishing network of SIPA liaison officers in third countries by adoption of required secondary legislation as well as establish a modern and efficient reporting system.

Success indicators are:

- a) Adoption of amendments to the SIPA Rulebook on Internal Organisation;
- b) Adoption of rulebooks, instructions and guidelines;
- c) Creation of framework for establishing network of SIPA liaison officers in third countries;
- d) Signature of agreements on police cooperation and memoranda of understanding and instructions for on-site operational cooperation;
- e) Establishment of new reporting system in SIPA;
- f) Signature of Agreement between B&H and EUROPOL.

STRATEGIC OBJECTIVE 2: To improve criminal investigative and criminal intelligence capacities as response to emerging types of crime within SIPA competence

Modern security challenges, particularly current criminal trends falling within SIPA competence pose major threat to B&H society and its institutions. Therefore, there is a need for operational efforts and resolute harmonisation and response of the law enforcement agencies.

Within the context of these threats and with the aim of timely, efficient and professional suppression of group and individual criminal activities, SIPA strives to eliminate and identify limits and weaknesses in criminal intelligence processes and to modify them in organisational, functional and personnel context in order to build more efficient system for collection, assessment, comparison, analysis and dissemination of criminal intelligence.

Due to the fact that the main driving force behind organized crime in BiH is gaining economic power and that the economic power and influence of organised crime in BiH enables its uncontrolled penetration into various areas, SIPA is strongly committed to provide timely, lawful and efficient response by using its trained and technologically equipped criminal investigative resources to take preventive and investigative activities in cooperation with other law enforcement agencies and prosecutor's offices in B&H, with the aim to protect citizens and their property and restore their sense of security, confidence and trust in the security system.

| Strategic objective 2: To improve criminal investigative and criminal intelligence capacities as response to emerging types of crime within SIPA competence | | | | |
|--|--|--|-----------------|---------------|
| Implementer: Criminal Investigation Department | | | | |
| Programme activities: | | | | |
| No. | Overview of activities | Organisational units responsible for implementation | Deadline | Budget |
| 2.1. | To enhance and strengthen operational and technical capacities for more efficient use of special investigative techniques in detection and investigation of the most serious types of organised crime, terrorism and corruption. | | | |
| 2.2. | To improve communication and cooperation as well as exchange of information in the field of criminal investigations with Prosecutor's Office B&H and other relevant prosecutor's offices. | | | |
| 2.3. | To improve communication, cooperation and exchange of information with other police agencies and subjects participating in investigations. | | | |
| 2.4. | To establish a new system of selection and preparation of undercover investigators and, in cooperation with the Prosecutor's Office, define their participation in international investigations. | | | |
| 2.5. | To perform adequate personnel structuring within criminal investigative capacities and apply established SIPA standards in structuring „ad hoc“ investigative teams and methodological concept for conducting the most complex criminal investigations. | 05, 06, 07, 09, 10, 14, 15, 16, 17 | 2017. | YES |
| 2.6. | To improve standards and raise level of performance at all levels and improve the existing level of planning, organisation, support and supervision in criminal investigations and define clearly the commanding, coordinating and advisory role of SIPA HQ in relation to its regional offices. | | | |
| 2.7. | To establish system of integrated financial investigations to identify and seize illegally acquired property and material gain as well as to train specialised teams to conduct integrated financial investigations. | | | |
| 2.8. | To create technical-technological and methodological preconditions for efficient criminal investigations and develop more efficient cooperation between investigative and intelligence capacities as well as to improve access to the existing databases in SIPA. | | | |

| No. | Overview of activities | Organisational units responsible for implementation | Deadline | Budget |
|-------|---|---|----------|--------|
| 2.9. | To define operational directions of intelligence work, determine main actors in criminal intelligence work; promote the basic principles of criminal intelligence process, as well as the methodology of establishing and maintaining adequate records, respecting the principles of data protection. | | | |
| 2.10. | Pursuant to SIPA strategic objectives, to standardise methodology of collection of criminal intelligence, to improve system of data collection, assessment of source reliability and information quality, develop high organisational level of criminal intelligence activities with the aim of defining targets and creating criminal intelligence network in B&H. | 05, 06, 07, 09, 10, 14, 15, 16, 17 | 2017. | YES |
| 2.11. | To develop appropriate models encompassing structured and methodological approach to analytical processing of large quantities of intelligence in order to present the analysed information in a visually simple and clear manner; to establish new and additional databases and use modern analytical programmes as well as to clearly define products and semi-products of intelligence work. | | | |
| 2.12. | To continue the process of systematic development of Informant Handling Plans, to find modalities for their infiltration into criminal groups involved in the most serious types of crime falling within SIPA competence and implement all segments of Instructions for Informant Handling. | | | |

6.2.2. EXPECTED RESULTS – SUCCESS INDICATORS

To continue creation of the required operational-tactical, technical and technological, methodological and material-technical preconditions for efficient and successful carrying out of the most demanding investigations into organised crime, corruption, financial crime, money laundering and terrorist financing, as well as war crimes. Moreover, it is necessary to define structured criminal intelligence activities to set up organised, planned and systematic process of collecting and analytical processing of intelligence for the purpose of identifying and investigating main actors of criminal activity. The implementation of the activities aimed at accomplishment of this strategic objective will ensure operability and capacities more focused on investigation of criminal activities of high-profile organised groups. This will be achieved through establishment and combination of highly sophisticated investigative measures and actions on the basis of adopted methodologies for detection and investigation of criminal organisations operating in B&H and the region.

In addition, current models of analysis, development, dissemination and exploitation of semi-products and products of criminal intelligence work will be improved in formal, material, substantial and functional terms. The system of intelligence and analytical support to current SIPA investigations will be also improved.

Success indicators are:

- a) Number of investigations into organised crime, corruption, money laundering, terrorism and war crimes;
- b) Number of submitted reports on committed criminal offences and number of reported individuals; number of indictments;
- c) Frequency and efficiency of application of special investigative measures in criminal investigations;
- d) Quantity of seized and confiscated illegal money and property, including contraband goods (drugs, weapons, counterfeited money, smuggled goods);
- e) Level of material damage produced by crime and quantity of illegally acquired proceeds;
- f) Number of arrested individuals with particular focus on individuals remanded in custody;
- g) Number of investigative measures and actions carried out;
- h) Quantity and quality of intelligence collected in various intelligence investigations (organised crime, corruption...);
- i) Number and quality of strategic, operational and tactical reports, analyses;
- j) Quantity of criminal intelligence exchanged with other agencies;
- k) SIPA's work with informants;
- l) Number, quality and structure of semi-products and products of intelligence work;
- m) Indicators of intelligence analytical support;
- n) Intelligence capacities in current investigations;
- o) Quantity of data entered in databases, their selection, analysis, etc.
- p) Efficiency (involved SIPA capacities in comparison to outcomes of its actions)

**STRATEGIC OBJECTIVE 3: To strengthen organisational structure of SIPA
and ensure adequate human resource potentials**

Emerging crime trends in BiH require a comprehensive and complete analysis of current organisation, efficiency and operational capacities planned for operational and investigative actions of SIPA. With the adoption of the new Rulebook on Internal Organisation of the State Investigation and Protection Agency (October 2014) the capacities to combat terrorism, organised crime, corruption and serious financial crime and war crimes have been strengthened while linear and functional responsibilities have been enhanced. There is also a need to develop better coordination, synergy and cooperation between intelligence and investigative capacities in the future.

Current and future security challenges require development of panning policy, attraction and recruitment of personnel having adequate professional and moral values and as well as adequate training and professional skills. Bearing in mind the limitations in recruiting new staff and limited budget for these purposes, the majority of efforts should be focused on better use of the existing human resources through improving organisational and management processes focusing on promoting and rewarding only the best staff following principle of fairness and equality. Therefore it is necessary to modernise and update the human resources database and train managerial staff for the efficient management of human resources and improvement of their performance.

| Strategic objective 3: Strengthening SIPA Organisational Structure and Ensuring Adequate Human Resources | | | | |
|---|--|--|-----------------|---------------|
| Implementer: Sector for Planning, Analytics, Cooperation and Public Relations / Sector for Administration and Internal Support | | | | |
| Programme activities | | | | |
| No. | Overview of activities | Organisational units responsible for implementation | Deadline | Budget |
| 3.1. | To implement newly established organisational units and integrate the existing structures into new organisation particularly in the area of investigative capacities, international and inter-agency cooperation, strategic planning and analyses. | 04, 05, 06, 07, 08, 09, 10, 12, 13, 14, 15, 16, 17 | 2017. | DA |
| 3.2. | To structure and organise capacities for carrying out integrated financial investigations, protection of secret data, IT security. | | | |
| 3.3. | To modify the existing organisational units in accordance with the new Rulebook on Internal Organisation and adapt them to specific investigations. | | | |
| 3.4. | To continue activities on further functional harmonisation of criminal intelligence work. | | | |
| 3.5. | Based on the analysis of the existing ICT system, to make proposal for upgrade of the ICT system and modification of the existing document management system in order to adapt it to operational needs for more efficient and effective work. | | | |
| 3.6. | To continue implementation of modern planning policy, employment policy, and to attract and keep the most professional human resources. | | | |
| 3.7. | Promotion and professional development of SIPA employees based on professional qualifications, experience, performance and preferences for specific tasks particularly in the area of operational duties of SIPA police officials. | | | |
| 3.8. | To develop integral system to manage work performance and results, develop individual and collective success indicators and create system for management of professional development of middle managerial staff. | | | |
| 3.9. | To modernise and update relevant human resources data bases and continuously analyse modern human resources management. | | | |
| 3.10. | To develop professional training and qualification programmes for all SIPA employees particularly for those performing operational duties aimed at developing additional knowledge and skills in the area of investigative tactics, techniques and methodology needed to perform the most complex tasks and duties in detecting and investigating crimes under SIPA competence; to develop and create modern training programmes intended for managerial police officials at all levels aimed at further improvement of managerial skills. | | | |

6.3.2. EXPECTED RESULTS – SUCCESS INDICATORS

This strategic objective will harmonise SIPA's internal organisational structure, primarily its criminal investigative capacity, with the existing criminal trends in B&H and region as well as with obligations arising from strategic documents of SIPA and Ministry of Security. In addition, the strategy will enable strengthening international and interagency police cooperation, and public relations as well as strategic planning and analysis. This strategic objective should ensure recruitment of new staff having adequate ethical, educational and professional qualifications and more efficient usage of human and material capacities. The preconditions will be created for establishment of an efficient management system at all levels with precisely defined elements needed for efficient modern human resources management which will result in better performance of all employees.

Success indicators for this objective are:

- a) Implementation of new organisational solutions and modification of the existing ones;
- b) Effectiveness of operational capacities within organisational units;
- c) Effectiveness in conducting complex investigations;
- d) Assessment of operational capacities;
- e) Instructional supervision, coordination and guidance provided to regional offices by heads of organisational units from the headquarters;
- f) Public interest in employment with SIPA;
- g) SIPA staffing;
- h) Number of positions vacant for internal promotion and number of promoted SIPA staff;
- i) Development of human resources database;
- j) Plans and programmes of professional training and education and their implementation in SIPA;
- k) Establishment of internal control system.

STRATEGIC OBJECTIVE 4. To strengthen support, cooperation and exchange of information with local and international partners

Globalisation of modern world brings new forms of interaction in all spheres of life, "breaks" traditional boundaries between countries and directly leads to the security implications and deficits on the one hand, and the need for integration and cooperation, on the other hand. Various and different types of organised and transnational crime require new systematic approach in creating timely and efficient response to growing threats and modern types of crime. B&H is very attractive for transnational criminal organisations and their illegal operations, which have significant symbolic links with the local criminal groups that directly affect the general security situation.

Certain deficiencies and limitations have been observed in organisational and systematic actions and SIPA's role in combating all forms of organised crime. Therefore there is a need to enhance cooperation at national and international level especially in the area of providing support, cooperation, and exchange of information and available resources as well as in conducting joint anti-criminal operations in accordance with SIPA competence.

| Strategic objective 4: To strengthen support, cooperation and exchange of information with local and international partners | | | | |
|--|--|--|-----------------|---------------|
| Implementer: Sector for Planning, Analytics, Cooperation and Public Relations | | | | |
| Programme activities: | | | | |
| No. | Overview of Activities | Organisational units responsible for implementation | Deadline | Budget |
| 4.1. | To continue implementation of multilateral agreements signed by B&H related to international police cooperation and initiate activities to sign bilateral agreements with neighbouring countries and countries in the region with which there are no legal international police cooperation mechanisms. | | | |
| 4.2. | To develop operational mechanisms, partnership relations at international level in order to improve international cooperation, information exchange and implementation of joint international investigations by respecting legal framework of the partner country as well as to develop initiative for establishment of a regional anti-terrorism centre. | | | |
| 4.3. | To establish network of liaison officers in third countries and international organisations, according to the operational needs. | | | |
| 4.4. | To ensure cooperation and implementation of signed agreements and memoranda on understanding between SIPA, police authorities and other partners in B&H and initiate signature of additional memoranda on understanding in all areas under SIPA competence particularly in developing operational mechanisms for joint operational activities in fighting crime. | 04, 05, 06, 07, 08, 09, 10, 11, 12, 13, 14, 15, 16, 17 | 2017. | YES |
| 4.5. | To improve existing models and mechanisms of intelligence exchange in order to improve information exchange with SIPA partners through modern and advanced communication systems in accordance with legal regulations. | | | |
| 4.6. | To strengthen existing cooperation with diplomatic and consular missions in order to provide protection to their staff. | | | |
| 4.7. | To improve interagency and international cooperation in order to organise joint specialised trainings, education, exchange of resources such as staff, technical equipment and to nominate liaison officers. | | | |

6.4.2. EXPECTED RESULTS – SUCCESS INDICATORS

The State Investigation and Protection Agency as a recognisable partner in international police cooperation in the region will additionally improve its integrity and interagency cooperation within B&H and at the international level. Within this context, the implementation of current multilateral and bilateral police cooperation agreements, establishment of operational mechanisms, partnership relations and conducting joint police operations in B&H and the region are priorities set out in the programme activities of this objective. The implementation of this objective should additionally strengthen official cooperation with international partners and lead to establishment of network of liaison officers in third countries and international organisations.

Success indicators for this objective are:

- a) Number of successfully completed interagency activities (trainings, exchange of staff, equipment, facilities, liaison officers);
- b) Quantity, structure and outcomes of information exchanged with partners;
- c) Level of implementation of police cooperation agreements, number and structure of memoranda on understanding and instructions for practical cooperation;
- d) Number, scope, structure and efficiency of joint police operations;
- e) Participation of SIPA in interagency task forces, expert and advisory bodies;
- f) Assessment of readiness of SIPA partners for information exchange in compliance with regulations (national and international).

OBJECTIVE 5. To maintain and further improve positive image of SIPA in public

In order to additionally improve and promote the public image of SIPA, it is necessary to continue improvement of the public relations and create a universal pattern of required ethical, moral and professional qualities and skills of all employees. Moreover, it is necessary to adopt new internal documents in relation to public relations in order to define more precisely internal and external communication of SIPA.

With the aim of positioning SIPA as a leading actor in B&H security system, it is necessary to strengthen SIPA public relations capacities particularly in presenting SIPA successful police operations and results and additionally consolidate the leadership position of SIPA both at national and international level.

| Strategic objective 5: To maintain and further improve positive image of SIPA in public | | | | |
|--|---|--|-----------------|---------------|
| Implementer: Sector for Planning, Analytics, Cooperation and Public Relations | | | | |
| Programme activities: | | | | |
| No. | Programme activities | Organisational units responsible for implementation | Deadline | Budget |
| 5.1. | To develop proactive and flexible public relations and take initiative in public relations and all means of communication. | | | |
| 5.2. | To inform the public in a planned, organised, coordinated and timely manner about SIPA activities and develop „ad hoc“ media strategies for specific operations and minimise external influence on objective reporting. | | | |
| 5.3. | To improve SIPA internal communication in order to increase the level of awareness of all employees about relevant issues and further promote usage of modern IT tools. | | | |
| 5.4. | To further improve cooperation and interaction with the public, develop partnership relations with the community, and promote participation in academic events, international conferences and round tables. | 04, 05, 06, 07, 08, 09, 10, 11, 12, 13, 14, 15, 16, 17 | 2017. | DA |
| 5.5. | Raising awareness and individual responsibility of all employees, in order to improve the individual integrity of all employees, their professional, moral and professional qualities and further promote the positive public reputation of SIPA. | | | |
| 5.6. | Develop and implement SIPA Public Relations Strategy and its Action Plan. | | | |

6.5.2. EXPECTED RESULTS – SUCCESS INDICATORS

Taking into account the significance and role of public relations and public perception of SIPA, the implementation of this objective will create prerequisites for professional and effective promotion of SIPA through creation and development of concrete programmes particularly those related to adequate presentation of successful police operations, security-related events under SIPA competence as well as through modern public relations campaigns aimed at further improvement of SIPA reputation.

Success indicators for this objective are:

- a) Provision of material and technical resources necessary for the work of PR Group;
- b) Seminars and training programmes for the Group;
- c) Quantity of information published about police operations;
- d) Number of visits to the SIPA web page (number of people who have seen the posts);
- e) Analysis of published media materials and periodical surveys to assess the public perception of SIPA work;
- f) Public campaigns on anti-criminal operations, crimestoppers, participation in public roundtables, debates, talk shows;
- g) Presentation of SIPA activities (contacts with representatives of security agencies and other local and international partners and institutions, signature of agreements, memoranda and protocols of cooperation);
- h) Scope and quality of communication exchanged with the public through web site.

D I R E C T O R
CHIEF GENERAL POLICE INSPECTOR

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