Strengthening Resilience in the Western Balkans: Mapping Outreach and Assistance for Small Arms Light Weapons Control

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The central challenge for the European Union (EU) is building resilience in its immediate neighbourhood to deter or manage political, economic, and security crises. State resilience in the Western Balkans is undermined by a number of security challenges, including those associated with weak state institutions and rule of law, migration, terrorism, and organized crime. The illicit proliferation, possession, and misuse of small arms and light weapons (SALW) are central to these security challenges.

This paper explores the role of the EU and its member states in defining and implementing a policy for building state resilience in the Western Balkans through the provision of SALW control assistance. The accumulation and proliferation of SALW in the Western Balkans is closely related to the breakup of the Socialist Federal Republic of Yugoslavia (Yugoslavia), the armed conflicts that followed (1991–95), and the political instability in the region during the late 1990s. The large stockpiles in state and civilian hands pose a threat to the safety and security of the states in the Western Balkans, as well as a security threat to the EU. The Small Arms Survey estimates that 6.8 million firearms can be found in the countries and territories of the Western Balkans. SALW from the region have also been transferred to conflict-affected regions, including Ukraine (see Box 1) and conflicts in Africa and the Middle East (see section 5.3).

Research suggests that the majority of illicit SALW circulating in the region are small arms: handguns (revolvers and pistols) and bolt-action weapons (rifles and carbines). These guns have found their way to Western Europe, where they have been used by organized crime groups and terrorists.

Since the early 2000s, the EU has facilitated lasting peace and stability—societal and state resilience—in the Western Balkans through the promise of membership and integration into the EU. On 6 February 2018, the EU adopted a strategy for “a credible enlargement perspective for an enhanced EU engagement with the Western Balkans” and an associated Action Plan (WB Strategy). Emphasis is placed on the provision of support and collaboration for dealing with common threats, including terrorism, organized crime, and firearms trafficking. The strategy also calls for the increased contribution of the Western Balkan countries and territories in discussions pertaining to the development of the EU’s Common Foreign and Security Policy (CFSP) and Common Security and Defence Policy (CSDP). These intentions were reasserted in the so-called Sofia Declaration, which reiterated the shared security threats faced by the EU and the Western Balkans. The Sofia Declaration also stressed the need to develop a renewed action plan for cooperation to address illicit firearms and the large stockpile of weapons in the region more effectively.

In the last two decades, the EU has supported a significant number of assistance activities in the Western Balkans, with the aim of helping states establish or improve their SALW controls. Assistance has been largely provided through multilateral bodies and has focused on three main areas of work: surplus reduction and stockpile management, SALW export control, and illicit trafficking. To date, this assistance has been largely separated from an analysis of the EU’s policies for SALW assistance and enlargement. Between 2001 and 2018, the EU’s CFSP cumulated budget for SALW assistance during this period is at least 29 million Euros. While significant progress has been made in tackling illicit SALW in the Western Balkans, there is a need for further action.
Balkans in the last two decades, challenges persist, including the scale of accumulation of SALW and ammunition; inadequate stockpile management practices and a limited pool of technical personnel; issues pertaining to the effective implementation of arms export control; and a lack of coordination among ministries and organizations combating illicit SALW trafficking. These challenges continue to limit the effectiveness of EU SALW control outreach and assistance efforts the Western Balkans.

This study has shown that there is little information on the effectiveness of SALW control assistance: there is a lack of systematic evaluation of the programmes. Existing approaches are not adequate to truly capture or measure the impact of SALW assistance in facilitating state and societal resilience. This requires impartial research and reliable data on the illicit proliferation, possession, and misuse of SALW in the Western Balkans. In order to effectively tackle the issue of SALW in the Western Balkans and the threat they pose to EU populations, the EU needs to tailor its assistance to address the specific challenges elaborated in this paper. This could be done by utilizing CSDP missions and operations, which play a big role in SALW awareness raising, training, stockpile reduction, and monitoring of illicit SALW movements. Another positive step is the alignment of the EU SALW Strategy 2018 with the aims, goals, and targets of the EU Western Balkan enlargement strategy and Sofia Declaration as well as the Regional SALW roadmap.

Please note that Annex A (Relevant EU and EU Member State Supported SALW Assistance Projects in the Western Balkans) can be found at the end of this PDF.
1. Introduction

The central challenge for the European Union (EU) is building resilience in its immediate neighbourhood to deter or manage political, economic, and security crises. This was made explicit in the EU’s Global Strategy for foreign and security policy (EUGS), which identified the building of state and societal resilience—through credible enlargement—to the east and south of the EU as one of the five key priorities for the EU’s external action. Defined in the EUGS as “the ability of states and societies to reform, thus withstanding and recovering from internal and external crises”, resilience implies paying attention to the capacity of local actors and institutions for adapting to and coping with challenges.

State resilience in the Western Balkans is undermined by a number of security challenges, including those associated with weak state institutions and rule of law, migration, terrorism, and organized crime. The illicit proliferation, possession, and misuse of small arms and light weapons (SALW) is central to these security challenges. The notion of resilience offers a heuristic tool for understanding not only the safety and security impacts of illicit SALW, but also for highlighting the means through which this issue has been addressed by the EU and Western Balkan states. At the EU-Western Balkans Summit held in Sofia, Bulgaria in May 2018, representatives from the EU and the Western Balkans emphasized the threats posed by SALW within the region, and stressed the need to develop a renewed action plan for cooperation to more effectively address the issue of illicit firearms and the large stockpile of weapons in the region.

This paper explores the role of the EU and its member states in defining and implementing a policy for building state resilience in the Western Balkans through the provision of SALW control assistance. In the last two decades, the EU has supported a significant number of assistance activities in the Western Balkans, with the aim of helping states establish or improve their SALW controls. Assistance has been largely provided through multilateral bodies and has focused on three main areas of work: surplus reduction and stockpile management, SALW export control, and illicit trafficking. To date, this assistance has been largely separated from an analysis of the EU’s policies for SALW assistance and enlargement.

The paper focuses on the EU’s SALW outreach and assistance provision between 1998 and 2018 in support of the goals and objectives outlined in the “EU Strategy to combat illicit accumulation and trafficking of SALW and their ammunition” (EU SALW Strategy 2005), adopted on 16 December 2005. In section 2, the paper begins by drawing a clearer picture of the problem of illicit SALW proliferation, possession, and misuse in the Western Balkans. Section 3 provides an overview of the EU policy framework for strengthening SALW control in the Western Balkans. Section 4 maps out the evolution of EU assistance for SALW control in support of the 2005 EU SALW Strategy; and section 5 considers emerging good practice and ongoing challenges undermining stated objectives. The paper concludes with some thoughts on further assistance activities in the Western Balkans with the aim of contributing to the operationalization of a renewed action plan for cooperation between the EU and the Western Balkans.

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1 EU Monitor, 2016, pp. 9, 23–4.
2 EU Monitor, 2016, pp. 23.
3 EU Monitor, 2016, pp. 24. This paper uses the term ‘Western Balkans’ to refer to Albania, Bosnia and Herzegovina, Croatia, Kosovo, Montenegro, Serbia, Slovenia, and the Former Yugoslav Republic of Macedonia (Macedonia). The designation of Kosovo is without prejudice to positions on status, and is in line with UN Security Council Resolution 1244 and the International Court of Justice Opinion on the Kosovo declaration of independence. Croatia became a member of the European Union on 1 July 2013.
4 The term ‘small arms and light weapons’ (SALW) is usually used when focusing on military-grade weapons, while the term ‘firearms’ is used expressly to include civilian or commercial firearms. Similarly, several international instruments often make a distinction between ‘controls of small arms’, a term referring to weapons used in conflict-affected contexts, and ‘control of firearms’, when referring to law enforcement and public safety measures. The Small Arms Survey uses SALW to refer to both military-style weapons and commercial firearms. The terms are thus used interchangeably throughout this paper. See Parker and Wilson, 2016, pp. 14–16.

5 The authors would like to thank Heather Huhtanen, Benjamin Jongleux, Ivana Micic, and Eric Woods for their contributions to this paper. We would also like to extend our gratitude to Nicolas Floquin, Paul Holtom, Frank Meeussen, and Mihaela Osorio for their comments and support.
Within the Western Balkans, illicit SALW undermine state institutions, exacerbate the effects of organized crime, and pose a safety and security risk to states and societies. Examining the specific dynamics of the ‘SALW problem’ in detail is beyond the scope of this paper. This section provides an overview of the SALW-related challenges: (a) conflict-related arms and ammunition build-up and SALW proliferation; (b) improper stockpile management; (c) firearm-related lethal violence; and (d) the Western Balkans as a continued source of illicit SALW entering the EU. These dynamics elaborate the extent of the ‘SALW problem’ in the Western Balkans while also demonstrating need for more effective SALW control in the region.

2.1 Conflict-related arms and ammunition build-up and SALW proliferation

The accumulation and proliferation of SALW in the Western Balkans is closely related to the break-up of the Socialist Federal Republic Yugoslavia (Yugoslavia), the armed conflicts that followed (1991–95), and the political instability in the region during the late 1990s. Prior to 1991, Yugoslavia had one of the largest armies in Europe and a matching military-industrial complex. Some estimates suggest that the Yugoslav People’s Army had 195,000 active-duty soldiers and a Territorial Defence Force with an estimated 510,000 reservists. Weapons and ammunition depots were decentralized throughout the six Yugoslav republics. The disintegration of Yugoslavia and the imposition of international sanctions and arms embargoes on all the republics of former Yugoslavia led to the proliferation of large quantities of SALW outside of government control. Croatia and Bosnia and Herzegovina (BiH) were the most affected by the arms embargo and resorted to smuggling arms and ammunition to build up their armed forces.

Despite the fighting, arms and ammunition production continued in the conflict-affected regions. For instance, during the war in BiH, Bosniak and Bosnian Croat forces gained control of production facilities early in the conflict and, by mid-1994, were producing assault rifles, light weapons, and hand grenades.

In Albania, under the communist regime of Enver Hoxha, emphasis was placed on creating a strong and well-equipped military. Following the collapse of the Albanian government in 1997, large-scale looting of military stockpiles took place. According to some estimates, up to 643,220 SALW were pilfered. Only about 15% of these were subsequently recovered. It is assumed that the local population was responsible for much of the looting, which resulted in the widespread diffusion of illicit weapons and ammunition in Albania. A significant portion—about 150,000 firearms—is thought to have been smuggled across the border into Kosovo. These weapons were allegedly sold to various rebel groups seeking independence for Kosovo in the face of increasing opposition from the Serbian government. This political crisis, in turn, led to a 78-day NATO air campaign against the Serbian forces and government that paved the way for the emergence of Kosovo as a UN protectorate under Security Council Resolution 1244.

By 2000, the flow of SALW reversed as the end of the armed conflicts and increasing political stability diminished the demand for weapons. A large number of illicit SALW were exported or smuggled out of the region into conflict-affected areas. In 2006, for instance, reports emerged that weapons from Serbia and BiH were flowing into Liberia and the Democratic Republic of Congo, fuelling the ongoing conflicts there. This period also saw SALW and ammunition from the region smuggled to Western Europe—in August 2000, Croatian police seized a rocket launcher, seven anti-tank weapons, explosives, and other munitions allegedly destined for the Real IRA. Despite the increased export of illicit arms, however, illegal arms trading continued to thrive within the Balkans, owing in large part to

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6 This section draws on Carapic, 2014.
7 Anastasijevic, 2006, p. 10.
the criminal networks established during the regional conflicts from the 1990s.17

2.2 Safety and security threats in the new millennium

The large stockpiles in state and civilian hands pose a threat to the safety and security of the states in the Western Balkans, as well as a security threat to the EU. The Small Arms Survey estimates that of the one billion firearms in global circulation, 857 million (85%) are in civilian hands, 133 million (13%) are in military arsenals, and 23 million (2%) are owned by law enforcement agencies.18 Estimating global firearms stockpiles is extremely tricky, not least due to a lack of official transparency, poor accounting systems, or bureaucratic inertia.19 Of more than 100 states polled by the Small Arms Survey to date, only 28 have reported their total military and law enforcement firearms.20 For civilian possession estimates, the Survey relies on a number of sources that are systematically integrated to generate a specific estimate for a particular state.21 The state and civilian stockpile estimates provided in this paper should thus be understood in this context.

Of the total number of firearms globally, 6.9 million can be found in the countries and territories of the Western Balkans. The Western Balkans are home to substantial state-owned stockpiles, totaling about 782,200 firearms in the possession of national law enforcement and militaries. In 2017, the Western Balkans had an overall population of about 22.4 million, with approximately 6.1 million firearms in civilian possession (89% of all firearms). Serbia and BiH together account for an estimated 64% of all civilian firearms in the region (2.7 million and 1.2 million, respectively). Of the total number of estimated firearms in civilian possession in the Western Balkans, about 2.3 million are registered, while the number of unregistered firearms is thought to be around 3.8 million.22

2.2.1 Unplanned explosions at munition sites (UEMS)

UEMS are a global problem and result in thousands of deaths, tens of thousands of injuries, and hundreds of thousands of people being displaced. According to the Small Arms Survey’s UEMS Database, more than 580 UEMS incidents have been recorded between 1979 and 2018. With the exception of the Former Yugoslav Republic (FYR) of Macedonia and Kosovo, each of the other states in the region has experienced at least one explosive incident. As of April 2018, there were 43 UEMS incidents in the Western Balkans region.23

Of the total number of UEMS in the Western Balkans, 24 incidents occurred prior to 2000. Albania accounts for almost half of all UEMS incidents, including a majority of the events that took place prior to 2000. Albania experienced 20 explosive events in 1997 alone, the majority of which (81%) were the result of poor security and involved suspected criminal acts or deliberate acts of sabotage.24 Four other explosive events took place prior to 2000—in BiH (1999), Croatia (1994), and Serbia (1994 and 1996)—primarily caused by improper physical security and stockpile management practices (PSSM), including handling errors and an inability to protect ammunition from environmental hazards.25

Of the 19 UEMS incidents occurring after 2000, known causes include handling errors and inappropriate working practices, failure to adjust to external environmental influences, lack of surveillance to monitor ammunition deterioration, and poor security.26 These causes not only point to improper PSSM practices, but also to deficiencies in the technical knowledge of staff and lax safety and security standards in the affected countries. The situation was made even worse by the fact that during the first decade of the 21st century, most of the affected countries lacked the capacity to address the challenges and consequences posed by
their national ammunition stockpiles, requiring international assistance for clean-up and infrastructure repair.

2.2.2 Firearm-related lethal violence

Research has shown that the availability of firearms in the Western Balkans constitutes one factor in understanding the level of lethal violence rates in the region. The average lethal violence rate in the Western Balkans has decreased in recent years, stabilizing to about 2.0 per 100,000 persons between 2015 and 2016 (Figure 1). Although this is significantly below the global average (7.73 in 2015 and 7.50 in 2016), the rate is still higher than in the EU in general (which remained at 1.7 for both 2015 and 2016). An average of 42% of violent deaths in the region are committed with firearms, which is slightly lower than the global average (44%) but much higher than the EU average (about 18%). This trend differs across the region, with Albania in particular seemingly exhibiting a high proportion of firearm-related violent deaths (about 65%, not only making it the most affected state in the Western Balkans but also putting it in the top 25 countries globally experiencing firearm-inflicted deaths in 2016. The proportion of firearm-related violent deaths is also high in the other six states of the region, ranging from 43% in FYR Macedonia, to 39% in Serbia and Croatia, 36% in Kosovo, 31% in BiH, and 30% in Montenegro.

Gender dynamics of lethal violence in the Western Balkans reflect the global patterns: men comprise the majority of lethal violence victims. In 2016, 461 persons died violently in the region, of which 345 (70%) were male and 117 (30%) were female. These patterns were replicated at the national level, regardless of country or territory. Despite low rates of violent death in the regions under examination

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Figure 1. Trends in lethal violence in the Western Balkans, rates per 100,000 persons (1995–2016)

Note: The homicide rate per 100,000 persons in Albania for the year 1997 is 49.9. The methodology used to produce this graph is drawn from Alvazzi del Frate and Mugellini, 2012, p. 145.

(except for Kosovo and FYR Macedonia), the ratio of female victims of lethal violence was above the global average (16% in 2016). Research suggests that in such contexts, domestic violence and intimate partner violence (IPV) make up a significant share of all violent deaths. In the context of domestic violence and IPV, access to firearms in the home, including guns held for professional reasons, increases the risk of a lethal outcome.

In the Western Balkans, a high percentage of homicides with female victims involve the use of a firearm. A study on gender and SALW in the Western Balkans found that of all women murdered in the domestic context between 2011 and 2015, 39 women were killed by their intimate partner. Firearms were often used in cases of intimate partner violence: of all the women killed in the domestic context, the share of women killed by their intimate partners with firearms was 33% of cases in Albania, 45% in Montenegro, 73% in FYR Macedonia, and 75% in Kosovo. In addition, findings from a study conducted in Serbia showed a correlation between the readiness to use firearms and perpetrators’ past participation in armed conflict. There is also a correlation between access to guns and suicide by firearm. Research examining longitudinal trends of suicide in Croatia found a close correlation between the context of war—in terms of insecurity and the proliferation of firearms—and an increase of firearm-related homicides in the war and post-war period.

2.2.3 Continued sources of illicit SALW

The sociopolitical dynamics of the 1990s in the Western Balkans provided an opportunity for organized crime groups to proliferate. The end of armed conflict and stabilization of the political situation during the first decade of the 21st century has done little to curb criminal activities, including in the area of illicit arms trafficking. For the most part, organized crime groups in the Western Balkans are small and fragmented—characterized by loose horizontal networks and ethnic heterogeneity. That organizational structure is reflected in the manner in which SALW are trafficked, often taking the form of the ‘ant-trade’, the movement of small numbers of weapons which contribute to a noticeable amount over time. As an example, in March 2007, a van registered in Kosovo was stopped at the Macedonian-Bulgarian border. Upon inspection, it was discovered that the van was packed with illegal weapons. Similarly, in 2007, a series of police actions carried out by the Macedonian police led to the discovery and confiscation of weapons and ammunition caches, all of which were allegedly destined for Greece. SALW from the region have also been transferred to conflict-affected regions, including to Ukraine (see Box 1), and to conflicts in Africa and the Middle East (see section 5.3). Arms and ammunition from the region have also been illicitly exported in violation of arms embargoes. For instance, in 2011 an Albanian broker and a Ukrainian company organized the transfer of 800,000 12.7 x 108 mm calibre cartridges from Albania to Libya. According to official paperwork, the shipment was destined for the United Arab Emirates (UAE): an end-user certificate signed by the UAE specified that the ammunition would be delivered there and that it would not be re-transferred. The UN Panel of Experts on Libya, however, established that an Armenian transporter had shipped the ammunition by air directly from Albania to Benghazi, Libya between 10 and 12 September 2011, in violation of the arms embargo. It further turned out that the transferred ammunition had been produced between the early 1960s and the late 1970s, illustrating how recent cases of transfer diversion can concern decades-old equipment.

29 McEvoy and Hideg, 2017, p. 70.
31 Widmer and Pavesi, 2016, p. 5.
33 Nikolic-Ristanovic, 2010, p. 76; SEESAC, 2016, p. 3.
35 Bounar et al., 2005; Cengija et al., 2012.
36 Antonopolou, 2008; Carapic, 2014; Mladenovic, 2012.
In 2013, the Europol Serious and Organised Crime Threat Assessment (SOCTA) identified the Western Balkans both as a transit region for firearms and a major source of weapons trade on the international weapons market. While the region is not explicitly mentioned in the 2017 SOCTA report, interviews with Europol officials have confirmed that the Western Balkans continue to be seen as a source of illicitly trafficked firearms into the EU. This is primarily the result of the large state-owned and civilian stockpiles (registered and unregistered) and the prevalence of organized crime in the region.

There is very little data available on the types of illicit firearms in circulation in the Western Balkans. While incidents of diversion (loss or theft) from state stockpiles have been recorded in the past (for example, more than 600,000 SALW looted in Albania in 1997), there are currently no known major incidents of diversion from military stockpiles in the region. Interlocutors have suggested that the large amounts of firearms in civilian possession are the primary source of both illicit SALW circulating in the region and those smuggled in to the EU. Thus, incidents involving illicit firearm trafficking in the region can shed light on the kinds of weapons in circulation. Moreover, such incidents can also provide an insight into the role of organized crime and the nature of firearm trafficking within and beyond the Western Balkans.

Research suggests that the majority of illicit SALW circulating in the region are small arms—handguns (revolvers and pistols) and bolt-action weapons (rifles and carbines). Military-grade weapons are also available. For example, in June 2018, in the intelligence-led Operation TELUM, Europol uncovered an organized crime group involved in smuggling large quantities of arms and ammunition (including handguns, semi-automatic and automatic rifles, and a rocket launcher) operating between Croatia and Germany. Convertible weapons are also readily available in the region, with the Western Balkans serving as a transit route for such weapons to the EU and conflicts in its neighbourhood.

Box 1 illustrates this phenomenon, providing an overview of illicit trafficking of SALW between the Western Balkans and Ukraine.

The illicit movement of weapons from the Western Balkans to the EU is characterized by the so-called ‘ant-trade’. The same phenomenon occurs between the Western Balkans and Ukraine, albeit on a smaller scale. The proliferation and availability of illicit SALW in EU member states increases the risk of their use by terrorist groups to carry out attacks in the EU, or by organized crime groups for criminal purposes (see Box 2). Such trafficking is not the only source of illicit firearms in the EU, however. According to previous research, the majority of these weapons are not coming from outside the EU but have been held clandestinely for generations or stolen from their legal owners. The 2017 SOCTA report highlights increasing accessibility of illicit firearms due to their availability online, diversion from legal supply (through exploitation in legal loopholes in EU member states), the reactivation of deactivated weapons, and conversion of blank-firing firearms.

Box 2 provides an overview of the phenomenon of illicit SALW trafficking from the Western Balkans to the EU and elaborates on the use of illicit firearms for criminal or terrorist purposes.
Box 2. The Western Balkans: a primary source of arms smuggled into the EU?

For the past five years, Europe has experienced a wave of mass shootings carried out by terrorist groups using military-grade firearms. For example, such weapons were used for the attack on the Jewish museum in Brussels in 2014, in the attack on the offices of Charlie Hebdo in January 2015, and in the deadly Paris attacks of November 2015. The weapons used in all these attacks were acquired through local illicit firearm markets and were found to originate in the Balkans. The Kouachi brothers, who led the attack against the Charlie Hebdo offices, used two Zastava M70 AB2 assault rifles (originating from Yugoslavia) and two M57 pistols (marked with ex-Yugoslavian army emblems). In the attack on the Bataclan nightclub in Paris, the attackers used reactivated firearms as well as a Zastava M70, a Bulgarian AKS47, and a Chinese Norinco 56-1 produced in Albania. While it is almost impossible to establish the exact source of these weapons, it is possible that they were manufactured and exported legally in the 1970s and 1980s, to be later (and more recently) acquired by organized crime groups in France.

Different EU-funded studies have found arms smuggling routes coming from the Balkans. In project FIRE, the Balkans were identified as the main supplier of firearms in Europe. In project SAFTE, the country studies highlighted the link between the Balkans and SALW used in EU member states in various types of criminal activity. Belgium, Italy, and Romania identified the Balkans as the primary source of firearms smuggled into their countries. Authorities in France found that most weapons used by terrorists in domestic attacks were acquired illegally by terrorists and originated in the Balkans.

The use of ballistic intelligence helps in establishing the routes used in illegal firearms trafficking. The comparison of ballistic information from Swedish and Serbian police investigations showed that the firearms found in Sweden were used first in Serbia before being smuggled into Sweden to commit other crimes. This technique of comparison, coupled with other police intelligence, helps to find patterns and ultimately trafficking routes from the Balkans to the EU.

Source: Jongleux, 2018.
3. The EU Policy Framework for Strengthening SALW Control in the Western Balkans

Since the early 2000s, the EU has facilitated lasting peace and stability—societal and state resilience—in the Western Balkans through the promise of membership and integration into the EU.48 An overview of the EU’s enlargement strategy and history with respect to the Western Balkans is beyond the scope of this paper. Nevertheless, it is important to mention that Croatia joined the EU in 2013, while Albania, FYR Macedonia, Montenegro, and Serbia are candidate countries (with the last two undergoing negotiations regarding the adoption, implementation, and enforcement of EU rules, also known as the ‘acquis’). Kosovo and BiH are seen as potential candidates and were promised the prospect of joining when deemed “ready” by the EU.49

Strengthening SALW control in the Western Balkans falls under Chapter 24 of the acquis, which relates to issues of justice, freedom, and security. Specifically, the states of the Western Balkans need to align and adequately implement the framework and rules governing security issues.50 On a broader level, the EU Global Strategy focuses on strengthening ‘resilience’ in other countries in its foreign policy. Strengthening each state’s ability to reform “can serve as a new catalyst for the EU’s engagement in the Western Balkans, in line with the EU Strategy for the Western Balkans”.51 On 6 February 2018, the EU adopted a strategy for “a credible enlargement perspective for an enhanced EU engagement with the Western Balkans” and an associated Action Plan (WB Strategy).52 Emphasis is placed on the provision of support and collaboration for dealing with common threats, including terrorism, organized crime, and firearms trafficking. The strategy also calls for the increased contribution of the Western Balkan countries and territories indiscussions pertaining to the development of the EU’s Common Foreign and Security Policy (CFSP) and Common Security and Defence Policy (CSDP).53 These intentions were reasserted in the so-called Sofia Declaration, which reiterated the shared security threats faced by the EU and the Western Balkans. The Sofia Declaration also stressed the need to develop a renewed action plan for cooperation to address illicit firearms and the large stockpile of weapons in the region more effectively.54

3.1 Framing SALW assistance: from the 1998 Joint Action to the EU SALW Strategy from 2005

Since the late 1990s, the EU has been in the process of defining and refining a coherent policy for addressing illicit SALW proliferation, possession, and misuses within and beyond its borders. On 17 December 1998, the Council of the European Union (EU Council) adopted the “Joint Action on the EU contribution to combating the destabilizing accumulation and spread of SALW” (1998 Joint Action). This was the first attempt by the EU to deal with the issue of SALW under the CFSP framework.55 The 1998 Joint Action introduced an annual reporting mechanism for the EU and member states to supervise the development of the implementation and the effectiveness of the principles.56 In 2002, the 1998 Joint Action was replaced by another (2002 Joint Action), which reiterated most of the text and expanded its scope to include ammunition.

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49 For more information on the current status of EU membership see: https://ec.europa.eu/neighbourhood-enlargement/countries/check-current-status_en
50 European Neighbourhood Policy (ENP) website, n.d.
51 Ėjdus and Juncos, 2018, p. 2.
52 Other issues of engagement include: strengthening support for the rule of law; supporting socio-economic development; increasing connectivity; a digital agenda for the Western Balkans; and supporting reconciliation and good neighbourly relations. See European Commission, 2018a.
53 European Commission, 2018a, pp. 1–2.
54 Council of the EU, 2018b.
55 Poitevin, 2013, p. 3
56 The annual reports on implementation of the Joint Action are available online on the European External Action Service’s website (EEAS, n.d.). However, reports were suspended in 2011.
Both the 1998 and 2002 Joint Actions established three general objectives, which continue to influence the SALW-related assistance provided by the EU today: 57

1. To fight against the destabilizing accumulation and spread of SALW.
2. To contribute to the reduction of stocks of SALW and their ammunition.
3. To help solve the problems caused by such accumulation.

The 2002 Joint Actions cemented the role of the EU as a SALW control assistance provider. It not only gave a promotional role to the EU to encourage other states to comply with the three objectives, but also contained commitments for states to “prevent the further destabilising accumulation of small arms”. 58 These commitments include the obligation for states to only import and hold enough arms and ammunition to cover their strategic security needs and to export weapons only to governments. 59 The 2002 Joint Action also set out other priority areas, including stockpile destruction; removal of surplus weapons; and disarmament, demobilization, and reintegration (DDR). 60

EU SALW assistance was framed by Article 6 of the 2002 Joint Action, which specified that financial and technical assistance would be provided to programmes and projects that make a “direct and identifiable contribution” to the objectives to mitigate the destabilizing accumulation of SALW, as well as making commitments pertaining to the import and export of arms. 61 The EU Council had the responsibility to decide on the priorities and allocation of financial and technical assistance. 62 The 2002 Joint Action identified the Western Balkans as a priority region for assistance, given the threats posed by the large quantities of arms and ammunition in the region—both in terms of the safety and security of local populations and states, and also with respect to the possibility of SALW being exported to conflict-affected regions.

On 16 December 2005, the EU adopted the “EU Strategy to combat illicit accumulation and trafficking of SALW and their ammunition” (EU SALW Strategy 2005). 63 Despite the controversy between the EU Council and the EU Commission over which institution had the responsibility to provide SALW assistance, the adoption of the EU SALW Strategy 2005 allowed the EU to prioritize and structure its SALW assistance programmes. 64 Acknowledging the need of the EU to use its political and technical leverage to counter illicit trade and reduce SALW surpluses, the strategy reaffirmed Eastern and South-eastern Europe as priority regions for assistance, with the dual aim of fostering stability in the EU neighbourhood and preventing the proliferation of SALW from the region through support for strengthening national SALW control and stockpile reduction. 65

The EU SALW Strategy 2005 also called for implementing “measures to address the underlying factors favouring the illegal demand for SALW”. 66 The strategy lists the CSDP and the CFSP frameworks as means of implementation. Both frameworks also set the geographical priorities for the operationalization of the strategy. CSDP missions and operations play a big role in SALW awareness raising, training, stockpile reduction, monitoring of illicit SALW movements, and further projects. 67 Beyond fighting the uncontrolled spread of SALW, the CSDP framework has developed a strong focus on integrated defence procurement, which has just recently been boosted with the newly created European Defence Fund. 68

57 Council of the EU, 2002a; Poitevin, 2013, p. 3.
58 Council of the EU, 2002a, Article 3.
59 Council of the EU, 2002a, Article 3 (a) and (b).
60 Poitevin, 2013, p. 3.
61 Council of the EU, 2002a, Article 6.
62 Council of the EU, 2002a, Article 7.
63 Council of the EU, 2006.
64 For a detailed overview of the controversy see Poitevin, 2013, pp. 7–8.
65 Council of the EU, 2006, paras. 12, 14, and 15(c).
66 Council of the EU, 2006.
67 European Commission, 2018b.
68 European Commission, 2017.
3.2 The way forward: the new EU SALW strategy

In the course of 2018, a revised EU SALW strategy was developed by the EU. An important step in this process was the June 2018 Joint Communication of the European Commission (2018 Joint Communication), which not only set forth the strategic objectives of the EU in the field of SALW control but also elaborated on the means for implementing them in the Western Balkans. The 2018 Joint Communication formed the basis of the revised SALW strategy, which was adopted by the EU Council in November 2018. On 19 November 2018, the EU Council adopted the “EU Strategy against illicit firearms, small arms and light weapons and their ammunition” (EU SALW Strategy 2018).

The new strategy reiterated the EU’s commitment to supporting cooperation and assistance for the implementation of the UN Programme of Action to Prevent, Combat and Eradicate the Illicit Trade in Small Arms and Light Weapons in All Its Aspects (UN PoA). In addition it fully endorsed the objectives and proposed actions detailed in the 2018 Joint Communication and officially replaced the EU Strategy from 2005. The strategy also took into account relevant developments within the field of SALW control since 2014, which affect the capacity of national authorities to address the threat posed by illicit SALW. These developments include: the entry into force of the Arms Trade Treaty (ATT) in 2104; the launch of the 2030 Sustainable Agenda in 2015; and the outcomes of the Third Review Conference of the UN PoA in 2018. The EU SALW Strategy 2018 also reflects concerns pertaining to the terrorist attacks (see Box 2) and developments in SALW design and technology.

The overall purpose of the EU SALW Strategy 2018 is to “guide integrated, collective and coordinated European action to prevent and curb illicit acquisition of SALW and their ammunition by terrorists, criminals and other unauthorized actors”. In addition, the new strategy “will promote accountability and responsibility with regard to legal arms trade”.

The means through which the EU aims to counter illicit SALW include:

- Strengthening the normative framework of states in support of international arms control instruments and EU norms.
- Implementation of norms in the different life cycle phases of SALW (manufacture, export, stockpiling, and disposal).
- Ensuring compliance through monitoring and enforcement; and
- International cooperation and assistance.

When it comes to the Western Balkans, the EU SALW Strategy 2018 explicitly links SALW assistance in the Western Balkans to the EU’s overall enlargement strategy for the region and emphasizes the EU’s preference for effective multilateralism, by committing to continued support through the South Eastern and Eastern Europe Clearinghouse for the Control of the Small Arms and Light Weapons (SEESAC). In line with its strategic goals, the strategy also takes into account various regional efforts to define the actions for addressing illicit SALW in the region, with particular mention given to the “Roadmap for a sustainable solution to the illegal possession, misuse and trafficking of SALW/firearms and their ammunition in the Western Balkans” (the Regional SALW Roadmap or Roadmap). Box 3 provides an overview of the Roadmap and its development under the umbrella of the Berlin Process. The Roadmap complements the EU SALW Strategy 2018 and allows for concrete steps to be developed and implemented by national authorities towards a sustainable solution to the illegal possession, misuse, and trafficking of SALW and their ammunition in the Western Balkans by 2024.
**Box 3. The Berlin Process and the Regional SALW Roadmap**

The Berlin Process is an initiative aimed at stepping up regional cooperation in the Western Balkans and aiding the integration of the region into the EU. It is supplementary to the EU integration process, based on individual states’ adoption of the acquis communautaire. An intergovernmental platform for cooperation with the countries of the Western Balkans, the Berlin Process is guided by the connectivity agenda, which refers to bringing together people (social dimension), economies (economic dimension), and states (political dimension) of the Western Balkans. Since its inception, the Berlin Process has also included other sectors, such as security. It was launched on 28 August 2014, by German Chancellor Angela Merkel. EU member states involved in the process include Austria, Croatia, France, Germany, Italy, Slovenia, and the United Kingdom.

During the course of 2018, the Regional SALW Roadmap was developed under the umbrella of the Berlin Process. The roadmap—developed by regional authorities, in cooperation with SEESAC—was officially adopted in June 2018 during the London Summit of the Berlin Process. It aims to transform the Western Balkans into “a safer region, and an exporter of security, where comprehensive and sustainable mechanisms, fully harmonized with the EU and other international standards, are in place to identify, prevent, prosecute, and control the illegal possession, misuse and trafficking of firearms, ammunition and explosives.”

This overarching aim will be achieved through seven goals:

1. By 2023, ensure that arms control legislation is in place, fully harmonized with the EU regulatory framework and other related international obligations and standardized across the region.
2. By 2024, ensure that arms control policies and practices in the Western Balkans are evidence based and intelligence led.
3. By 2024, significantly reduce illicit flows of firearms, ammunition and explosives into, within and beyond the Western Balkans.
4. By 2024, significantly reduce the supply, demand and misuse of firearms through increased awareness, education, outreach and advocacy.
5. By 2024, substantially decrease the estimated number of firearms in illicit possession in the Western Balkans.
6. Systematically decrease the surplus and destroy seized small arms and light weapons and ammunition.
7. Significantly decrease the risk of proliferation and diversion of firearms, ammunition and explosives.

The Regional SALW Roadmap represents an important guide to achieving a sustainable solution to the problem of illegal possession and illicit trafficking of SALW and ammunition in the region. In addition, it provides a comprehensive platform for joint action at the strategic, political, and operational levels. The implementation of the Roadmap will further facilitate the efforts of the Western Balkans to meet some of the key security conditions for full EU membership as set forth in its enlargement policy. The Roadmap is referred to explicitly in the new EU SALW Strategy 2018, as are the efforts by France and Germany in the frame of the Berlin Process. The EU is expected to take over coordination of the Roadmap in 2020.

**Source:** Gassmann, 2018.
The EU has a long history of providing SALW outreach and assistance to the Western Balkans. Annex A, Table 1 provides an overview of EU assistance to the region, from the late 1990s to 2018 under the 1998/2002 Joint Action and the EU SALW Strategy from 2005. The EU’s CFSP cumulated budget for SALW assistance during this period was at least 29 million Euros. This section provides an overview of some of the most significant SALW outreach and assistance initiatives supported by the EU and its member states between 1998 and 2018 in support of the EU SALW Strategy 2005. These initiatives are grouped under four categories:

- Promoting effective multilateralism through support for regional initiatives and organizations for SALW control.
- Efforts to foster stockpile reduction and improve arms and ammunition stockpile management.
- Outreach and assistance to improve arms export controls and transparency.
- Activities and initiatives to counter illicit proliferation and trafficking of SALW.

4.1 Promoting effective multilateralism

While the EU SALW Strategy 2005 would explicitly state that the promotion of multilateralism is the favoured working method of the EU to strengthen SALW control, in the Western Balkans this approach had been implemented since at least the late 1990s. Historically, the EU has supported SALW control efforts under the framework of the Stability Pact for South Eastern Europe (1999–2008) and its successor the Regional Cooperation Council (RCC, 2008–present). The Stability Pact for South Eastern Europe was part of a long-term conflict prevention strategy for the Western Balkans.82

Within this framework, EU support has facilitated the development of the South East Europe (SEE) “Regional Implementation Plan on Combating Proliferation of SALW” (Regional Implementation Plan), as well as the establishment of SEESAC.83

The Regional Implementation Plan was developed and adopted by the Stability Pact for South Eastern Europe in November 2001, in response to the safety and security risks associated with inadequately stored and improperly secured stockpiles of arms and ammunition, in conjunction with the proliferation of SALW.81

Since the adoption of the EU SALW Strategy 2005, the EU’s most significant effort to facilitate effective multilateralism in the field of SALW control is through financial and political support provided to SEESAC. An initiative of the United Nations Development Programme (UNDP) and the Stability Pact for South Eastern Europe, SEESAC was officially established in 2002.84 It was given the mandate to function as the operational arm of the Regional Implementation Plan, thorough a comprehensive approach that includes:

- Facilitating strategic and operational regional cooperation on SALW control in SEE.
- Supporting the authorities in SEE to reduce the availability of surplus SALW and their ammunition, through a comprehensive SALW control programme.
- Enhancing capacities for physical security and stockpile management.
- Combating illicit trafficking through improved capacities for tracing firearms, record-keeping and marking, and re-enforcing cross-border cooperation.
- Improving transparency of arms transfers.
- Developing evidence-based and gender-responsive policies on SALW control.
- Raising awareness of the threat posed by SALW.83

Although the EU has been providing financial assistance to SEESAC since 2002, this support was initially limited and earmarked for operational costs (i.e. staff salaries).84 It was only in 2010—five

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78 Estimate based on collated budgets from SALW-related CFSP decisions 2001–18. This figure is an estimate of overall EU SALW assistance. See Carapic and Gassmann, 2018.

79 Council of the EU, 2006, p. 10.

80 The Stability Pact for South Eastern Europe was part of a long-term conflict prevention strategy for the Western Balkans.

81 The plan was revised in 2006 and in 2014 to reflect the changing dynamics of the SALW problem in the region. For more information see SEESAC, n.d.b.

82 Originally focused on strengthening SALW control in the states of the Western Balkans and Moldova, since 2017, SEESAC has also worked with partners in Ukraine and Belarus.

83 Balon, 2018.

84 Since 2002, SEESAC has received more than EUR 13.5 million from the EU, with the majority of this assistance (86%) obtained following the adoption of the EU SALW Strategy 2005. See Annex A, Table 1, Council of the EU, 2002b;
years after the adoption of the EU SALW Strategy 2005—that the EU was able to provide substantial financial assistance to SEESAC that covered operational costs as well as provided funds for the implementation of the above-mentioned SALW control outreach and assistance activities. The initially limited funding and subsequent delay in scope of the assistance provided was largely the result of controversy within the EU over whether SALW assistance was a security or development issue (see Section 3.1). Since 2017, the EU has provided financial assistance to the Regional Approach to Stockpile Reduction (RASR) Initiative. The RASR Initiative emerged in 2009 as a means to facilitate transparency and confidence building among Western Balkan states and foster regional capacity for dealing with UEMS and diversion. More specifically, RASR encourages participating states to develop a pro-active, coordinated, regional approach to secure and destroy SALW, by building local capacity, sharing best practices and lessons learned, and pooling resources in order to maximize efficiency.

The CSDP missions in the Western Balkans highlight the EU’s preference for multilateralism and cooperation in SALW control. This is illustrated by the fact that its operations sought a UN Security Council mandate (for example, European Union Force (EUFOR) Operation ALTHEA), involved non-EU member states in missions, and cooperated with other international and regional actors (the UN, NATO, the Organisation for Security and Co-operation in Europe (OSCE), the European multidisciplinary platform against criminal threats (EMPACT) Firearms). These missions have been a way not only to specifically address the threat of SALW, but also to demonstrate to the EU population and international community that CSDP can be a key player for implementing the EU’s security strategy and for ensuring effective SALW control, as is the case in BiH. The EU has also provided financial support to organizations—such as the UNDP, the NATO Support and Procurement Agency (NSPA), and OSCE—for surplus reduction and arms and ammunition stockpile management. In the area of arms export control, the EU has worked primarily with the German Federal Office of Economics and Export Control (Bundesamt für Wirtschaft und Ausfuhrkontrolle (BAFA)) to raise awareness and promote the adoption and implementation of international arms export standards and practices.

EU member states have also supported multilateral SALW control activities in the Western Balkans, through participation in various international stabilization efforts taking place in the region during the late 1990s and early 2000s. Between 2008 and 2014, Austria provided financial support to the Regional Arms Control Verification and Implementation Assistance Centre (RACVIAC) for the organization of annual PSSM seminars for countries of the Western Balkans. These activities are currently supported by Germany. As mentioned above, since February 2018, France and Germany—with the collaboration of SEESAC, the RCC and the EU—facilitated the development of the Regional SALW Roadmap (see Box 3).

4.2 Stockpile reduction and arms and ammunition stockpile management

Prior to the adoption of the EU SALW Strategy 2005, the EU’s assistance for surplus reduction and stockpile management was largely ‘reactive’, driven by the desire to solve the problems associated with the destabilizing accumulation and spread of small arms in the region. The focus was primarily on dealing with the conflict-affected arms and ammunition build-up by providing financial and technical assistance to Western Balkan states and territories to (a) enhance the capacity of state officials to understand and combat the accumulation

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Council of the EU, 2003a; Council of the EU, 2004b. See also Annex A, Table 1, Council of the EU, 2010; Council of the EU, 2013a; Council of the EU, 2018b; and Council of the EU, 2016. Between 2009 and 2015, RASR was funded by the US government. Since 2017, financial support for the RASR Initiative comes under the funding provided to SEESAC by Council of the EU Decision 2016/2356/CFSP (Council of the EU, 2016). RASR was launched in May 2009 upon the initiative of the US Department of State’s Office of Weapons Removal and Abatement (WRA). Since 2017, RASR has been funded by the EU through its Council Decision 2016/2356/CFSP adopted on 19 December 2016 (Council of the EU, 2016). Since its inception, 10 RASR workshops have been organized. The workshops were successful in promoting transparency, confidence building, regional cooperation, and good practice among participating states. For more information see: http://www.rasrinitiative.org/

88 Juncos, 2018, p. 58.
and spread of SALW; and (b) support the destruction of SALW and ammunition stockpiles in order to reduce the probability of UEMS and diversion. Although not specified in the 2002 Joint Action, the EU’s focus in the early 2000s was on addressing the threats posed by the arms and ammunition stockpile in the Western Balkans and Albania in particular. This is illustrated by the financial support provided to UNDP and NSPA through three Council of the EU decisions passed during the 2001–05 period (see Annex A, Table 1).90

As mentioned above, EU member states also supported the reduction of conflict-related proliferation of SALW and ammunition through participation in international stabilization efforts in the Western Balkans. For instance, from 1998 to 2004, EU member states participated in the NATO-led stabilization force (SFOR) and took part in Operation Harvest in BiH. Operation Harvest aimed at reducing the risk of SALW proliferation by collecting and destroying weapons from the local population.91 Similarly, in August and September 2001, EU member states participated in Operation Essential Harvest in FYR Macedonia. The operation involved the deployment of approximately 3,500 NATO troops to disarm fighting groups and destroy their weapons.92

The adoption of the EU SALW Strategy 2005 moved the EU away from stockpile reduction and towards “effective responses to the accumulation and the problems posed by the availability of existing stocks”.93 In practice, and despite the continued emphasis on destruction and SALW collection, this meant addressing the availability of excessive state and civilian SALW and ammunition stockpiles in a comprehensive manner. It allowed EU outreach and assistance to be used to improve stockpile management practices at the national and regional level.

- **National level**: the EU has provided stockpile management support to BiH (through the Instrument for Stability-Instrument Contributing to Stability and Peace (IFS-IcSP) and CSDP; see Box 4) and to Macedonia, through financial assistance provided to the OSCE to reduce the risk of illicit trafficking and excessive accumulation of SALW and conventional ammunition.94 The latter was to be achieved by increasing the capability of state officials to secure their stockpiles through infrastructure upgrades and improvements in PSSM procedures and practices.95

- **Regional level**: the EU’s assistance for stockpile reduction and management can be traced to the adoption of Council Decision 2010/179/CFSP,96 and subsequent decisions, which provided support to SEESAC to implement SALW control activities, including those related to infrastructure upgrades, PSSM capacity building, and stockpile destruction.

In addition to the EU, bilateral assistance has been provided by EU member states and the US, through regional organizations. EU member states have supported surplus reduction and improvements in stockpile management practices in the region through support to NATO and OSCE. The projects usually apply a mix of surplus destruction, infrastructure refurbishment, and capacity-building measures. Recent and ongoing examples include the various Partnership for Peace (PfP) Trust Fund projects of NSPA in Albania, Serbia, and Montenegro, a joint demilitarization programme of the OSCE and the UNDP in Montenegro, and a joint OSCE-UNDP capacity development programme for conventional ammunition stockpile management in Serbia. (An overview of the NATO and OSCE projects in the Western Balkans can be found in Annex A, Tables 2 and 3).

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90 There were three more Council Decisions passed during this period, all in support of SEESAC.
91 NATO, 2004; Kauer, n.d., p. 89.
92 NATO, 2002.
94 Article 3(j) of the IcSP regulation explains that assistance can be provided to “support measures to combat the illicit use of and access to firearms, small arms and light weapons”. European Parliament, 2014, p. 5.
95 Council of the EU, 2017a.
96 See Council of the EU, 2010.
Box 4. EU support for stockpile reduction and management in BiH

Under the CSDP, in 2004 EUFOR Operation ALTHEA replaced the NATO-led SFOR (1996–2004) and took over the executive mandate to oversee the military implementation of the Dayton Agreement. As such, one of Operation ALTHEA’s principal objectives in BiH is to prevent the unauthorized use and illicit transfer of weapons and ammunition by “establishing lasting security and arms control measures [...] which aim to promote a permanent reconciliation”.

In 2010, the Council of the European Union complemented EUFOR Operation ALTHEA’s executive mandate with a ‘non-executive mandate’ to provide capacity building and training support to the BiH armed forces. The “Ammunition and Weapons Storage Site Management” Mobile Training Team (MTT) plays a key role in this regard. Implemented by the Austrian, Swiss, and Swedish armed forces, the MTT follows a 3M approach (moderating, mentoring, and monitoring) to ensure effective transfer of knowledge and sustained professional development within the BiH armed forces.

Since 2005, the IfS-IcSP has been used to fund UNDP projects in BiH, which sought to reduce the risks to peace, stability, and development in BiH through: (a) the reduction in SALW and ammunition stockpiles; and (b) the provision of capacity and training to the BiH armed forces personnel for demilitarization.

4.3 Improving arms export controls and transparency

The US government in particular plays a key role in the Western Balkans. The US government provides approximately USD 10 million in conventional weapons destruction funding each year to organizations working towards mitigating the risks posed by excess, loosely-secured, or unstable weapons and munitions stockpiles as well as to clearance of landmines and other explosive remnants of war. The United States works with companies and regional organizations—such as SEESAC, Janus Global Operations (formerly Sterling Global), NSPA, and ITF Enhancing Human Security—to provide surplus reduction and PSSM capacity building in the region. The resulting projects usually apply a mix of surplus destruction, infrastructure refurbishment, and capacity-building measures.

The EU SALW Strategy 2005 reflected concern over the transfer of SALW from the Western Balkans to conflict-affected regions (see section 2). Since the early 2000s, the EU has been working with the states of the Western Balkans to improve their export controls and promote alignment with the “Council Common Position 2008/944/CFSP of 8 December 2008 defining common rules governing control of exports of military technology and equipment” (EU Common Position). A detailed overview of the EU’s effort to strengthen arms export controls and transparency in the Western Balkans is beyond the scope of this paper and has been provided elsewhere. The rest of this section will highlight some of the main developments and actors involved.

In the early 2000s, the EU’s efforts in the Western Balkans primarily involved outreach and assistance provision through the Council Working Group on Conventional Arms Exports (COARM). The aim was to raise awareness about the EU Code of Conduct on Arms Exports (1998) and seek alignment by third states. COARM also organized outreach seminars in South East Europe conducted under the auspices of the presidency of the EU Council.

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100 The EU Common Position replaced the EU Code in December 2008.
101 These seminars fund their origins in the EU-funded pilot project for strategic trade controls for dual-use items (SIPRI pilot project), which was implemented by SIPRI during 2005–06.
These seminars find their origins in the EU-funded pilot project for strategic trade controls for dual-use items, which was implemented by the Stockholm International Peace Research Institute (SIPRI) during 2005–06. The SIPRI project established the format for EU engagement on arms exports and dual-use goods, but also the regional seminars conducted by COARM and BAFA subsequently.

On 17 March 2008, the EU Council adopted Joint Action 2008/230/CFSP regarding support for EU activities promoting the control of arms exports and the principles and criteria of the EU Code of Conduct on Arms Exports among third countries from 2008. This represented the EU’s first official attempt to provide EU funding to undertake arms export outreach and assistance activities in the Western Balkans. EU assistance consisted of:

a) Promotion of informing and encouraging Western Balkan states to adopt particular practices, principles, or standards for controlling arms exports, transit, and brokering as stipulated in the EU Common Position.

b) Support for drafting and implementing legislation, training licensing officers, and elaborating national reports on arms exports.

Joint Action 2008/230/CFSP also provided financial support for regional seminars to be convened for candidate and potential candidate countries of SEE.

Since Council Decision 2009/1012/CFSP, the EU has officially designated BAFA as the technical implementing agency to foster greater coherence among different EU instruments related to dual-use items and conventional arms through outreach programmes in SEE. By organizing annual regional seminars and study visits, BAFA promotes alignment with the Common Position on Arms Exports and its criteria; assists countries in drafting and implementing effective export control legislation; trains licensing officers; elaborates on national reports on arms exports and other forms of scrutiny; and encourages support for ATT discussions at the UN. The activities carried out by BAFA continue today.

Other actors have also provided bilateral assistance for improving arms export controls in the Western Balkans. For instance, since 2010 the government of Norway has provided financial assistance to SEESAC to strengthen national arms transfers control regimes and bring them in line with international and EU legislation, in particular the “Protocol against the Illicit Manufacturing of and Trafficking in Firearms, their Parts and Components and Ammunition” (Firearms Protocol) and the EU Common Position. Between 2009 and 2015, SEESAC’s Arms Control Programme in the Western Balkans project strengthened both executive and legislative branches in the region responsible for arms exports control, as well as improving regional arms exports reporting practices. The project resulted in the publication of South Eastern Europe Regional Reports on Arms Exports, which gather information on deliveries as well as licences that have been authorized and denied. In addition, a Regional Information Exchange Process has been set up, which is a platform for knowledge transfer, experience sharing, networking, and information exchange for regional arms transfers licensing officers. These efforts have facilitated arms export reach programmes in SEE. Since 2017 BAFA has been part of the EU consortium implementing EUP2P Dual Use Export Control Programme, while it is still the sole implementing agency for COARM and ATT. A list of BAFA partner countries can be found on the website https://export-control.jrc.ec.europa.eu/.

The EU supports the effective implementation and universalization of the ATT through its dedicated programmes adopted under Council Decision 2013/768/CFSP and 2017/915/CFSP (see Council of the EU, 2013c; and Council of the EU, 2017b). BAFA and the EU Consortium are also in charge of the ATT implementation support programme established under these Council Decisions. SEE states can request individual assistance from the ATT. As part of the project, licensing officials from Albania are used as experts for South-to-South cooperation.

See Annex A, Table 1, Council of the EU, 2009b; Council of the EU, 2012; Council of the EU, 2015c; and most recently with Council of the EU, 2018a.

See Council of the EU, 2009b.

See Council of the EU, 2009b.
transparency in the region, placing the Western Balkans among the most transparent regions globally in terms of arms export control.

The United States also provided export control assistance to the Western Balkan region through the Export Control and Related Border Security (EXBS) programme in the office of Export Control Cooperation.\textsuperscript{111} EXBS has facilitated the improved capacity of customs officials to detect and seize arms and ammunition. For instance, in 2009 Kosovo customs officials (with support from EXBS) intercepted about 17,000 rounds of ammunition.\textsuperscript{112} More recently, EXBS (with the support of the World Customs Organization (WCO)) convened a Strategic Trade Enforcement Training for customs officials from Albania and Kosovo.\textsuperscript{113} The WCO also has a dedicated programme for Strategic Trade Controls and is a partner of the EU Partner-to-Partner export control programme. Moreover, the WCO has published a “Strategic Trade Control Enforcement Implementation Guide” to aid implementation and raise awareness of the importance of export control to WCO. Customs officials from Serbia are part of the roster of experts supporting the implementation of WCO activities.\textsuperscript{114}

4.4 Countering illicit proliferation and trafficking of SALW

As noted above, the EU SALW Strategy 2005 identified the Western Balkans as a source region for illicit SALW. While the initial five years following the adoption of the strategy focused on surplus reduction, stockpile management, and export controls, since 2010 there has been increased emphasis on tackling illicit trafficking, within and beyond the region. Information exchange and operational assistance are two methods through which the EU has sought to tackle the issue of illicit SALW trafficking and misuse in the Western Balkans.

Information sharing focuses on transferring knowledge and encouraging law enforcement representatives to adopt particular practices, principles, or standards for dealing with the proliferation and misuse of SALW. For instance, representatives from the Western Balkans have been invited to the European Firearms Expert Group (EFEG), which gathers experts from EU member states, representatives of the European Commission, Europol, Frontex, and experts from the Western Balkans. The EU has also facilitated the establishment of a regional expert firearms group in the Western Balkans. Indeed, in 2015 the states of the region set up a South Eastern Europe Firearms Expert Group (SEEFEG), which functioned similarly to the EFEG. Under CFSP, similar assistance is also provided to the SEESAC-managed South East Europe Firearms Experts Network (SEEFEN). Interlocutors have suggested that the existence of SEEFEG and SEEFAN highlights coordination challenges within the EU.

The EU has also used the Technical Assistance and Information Exchange (TAIEX) instrument to build capacity through information exchange. Annex A, Table 1 provides a list of information exchange initiatives undertaken using the TAIEX instruments. For example, in January 2018 a regional workshop on firearms was organized in Brussels under the

\textsuperscript{111} Export Control and Related Border Security Program (EXBS), 2009, p. 1.
\textsuperscript{112} EXBS, 2009, p. 9.
\textsuperscript{113} World Customs Organization (WCO), 2017.
\textsuperscript{114} Micic, 2018.
framework of the EU Policy Cycle 2018–21. The workshop was attended by representatives from the EFEG, SEEFEN, and Europol. Similarly, in June 2018 a TAIEX multi-beneficiary workshop on operational cooperation concerning firearms threat was organized in Skopje, FYR Macedonia.

The workshop aimed at providing expertise in different security-related issue areas, jointly identified by Western Balkan and EU officers specialized in the field of SALW illicit trafficking.

When it comes to operational assistance, the EU has focused on building the capacity of law enforcement in the region to improve its operational capabilities to identify and counter illicit SALW trafficking. For instance, SEESAC has aimed at improving the record-keeping and tracing capabilities in the region, recognizing the importance of effective marking and record-keeping practices for preventing the division and proliferation of SALW. As of 2018, the EU is supporting the creation of national Firearms Focal Points (FFPs). Coordinated by SEESAC, the project is implemented by Arquus, with support from the UK Home Office and National Ballistic Intelligence Service. The aim of the project is to build the capacity of FFPs to serve as central information collection and analysis units that are able to support the work of investigators and prosecutors in curbing illicit SALW trafficking and misuse.

A key part of the objective is to encourage use of Interpol’s Illicit Arms Records and Tracing Management System (iARMS).

As part of the EU Policy Cycle 2013–17, a number of law enforcement operations were carried out under the EMPACT Firearms framework to address illicit trafficking between the Western Balkans and the EU. For instance, in 2017, the United Kingdom, with support from Europol and Frontex, implemented a counter-trafficking operation in the Western Balkans. The operation, referred to as Joint Action Day Calibre, was carried out under the EMPACT Firearms framework, which aims to disrupt organized crime groups involved in the illicit trafficking, distribution, and use of SALW. The operation involved physical checks at border crossings with the states of the Western Balkan region. The operations resulted in 136 firearms and over 7,000 rounds of ammunition being seized and the arrest of 18 individuals in Western Balkan states, on charges relating to weapons and explosives offences.

EU member states also provide bilateral assistance to fight illicit trafficking:

- France has created cooperation programmes with BiH and Serbia, while bilateral visits on the police level have taken place with Slovakia.
- Germany has provided financial support for the UNDP Countering Illicit Arms Trafficking Project in BiH, which aims at improving the capacity of border patrols to counter illicit SALW trafficking, as well as at developing procedures and providing equipment and technical training for detection of SALW.
- In 2018, the United Kingdom launched the Western Balkans Firearms Capacity Building Programme. Implemented in cooperation with EMPACT Firearms, the project aims to increase the capability of regional authorities to collect, analyse, and exchange intelligence and to address vulnerabilities in existing ballistics forensics system.
- Since 2014, Luxemburg—with the support of the United States—has provided funding to the UN Office on Drugs and Crime (UNODC) Container Control Project in BiH.

EU member states have also provided financial support to international organizations working in the region. For instance, through the UN Trust Facility Supporting Cooperation on Arms Regulation (UNSCAR), EU member states have provided assistance to the region.

In 2016 the HALO Trust and the Small Arms Survey received UNSCAR funding to undertake assessment of the BiH Ministry of Defence normative
framework and capacities for SALW marking and recordkeeping. In 2017, UNSCAR also funded the Kosovo Safety and Security project. The project aims to facilitate the tracing of all recovered firearms in Kosovo by providing local authorities with International Small Arms Control Standards-compatible training for weapons tracing as well as an information sharing platform. Since 2017, UNODC has been implementing the Global Firearms Programme in the Western Balkans with the aim of countering illicit arms trafficking and related serious and organized crime by fostering effective international cooperation and information exchange. Specific activities involve support for legislative and policy development, preventative and security measures, criminal justice response, international cooperation and information exchange, and monitoring of illicit arms flows. Through such activities, UNODC hopes to monitor regional achievement towards the Sustainable Development Goals (SDG), especially SDG 16, target 16.4.

5. Emerging Good Practices and Ongoing Challenges

The EU SALW Strategy recognizes that significant progress has been made in tackling illicit SALW in the Western Balkans in the last two decades. But the scale of accumulation of SALW and ammunition, combined with inadequate storage conditions, continue to limit the effectiveness of SALW control efforts in parts of the Western Balkans. One of the main objectives common to the 1998 and 2002 Joint Actions, the EU SALW Strategy 2005, and the EU SALW Strategy 2018 is the full and effective implementation of the UN PoA at regional and global levels. This paper therefore proposes measures to improve implementation of the UN PoA at national and regional levels; references to the reports for assistance under the UN PoA by Western Balkan States will be highlighted.

5.1 Strengths and weaknesses of multilateralism

The EU sees effective multilateralism as an adequate approach for dealing with the threats posed by illicit trafficking of SALW in the Western Balkans. Many factors explain this position, including the transnational nature of the risks associated with SALW; the need to tailor assistance to regional needs and include existing instruments and mechanisms for dealing with SALW; and the fact that institutional and operational capacity building necessitates a long-term and comprehensive approach, one which includes both reactive and proactive measures for dealing with SALW, and requires effective coordination and oversight. Yet there is very little information on the effectiveness of multilateral assistance. One of the reasons for this is the fact that CFSP SALW assistance programmes and projects are not systematically evaluated. There is no way to confirm that the assistance being provided to the Western Balkan states is having an impact when it comes to reducing the illicit proliferation, possession, and misuse of SALW. Similar concerns have been raised regarding the projects implemented by the OSCE and NATO in terms of strengthening resilience of the Western Balkan states.

The issue is not that EU-supported organizations and projects themselves are not delivering the promised outputs. Even a quick comparison of the various organizations’ achievements and deliverables against project budgets, resources, and time frames will attest to this (see Annex A). Rather, the central issue relates to organizational performance and whether projects (and EU assistance more broadly) are able to foster the necessary institutional and societal change which is required to ensure a decrease in illicit SALW proliferation, possession, and misuse. Existing approaches (which rely on predetermined indicators and results) are not adequate to truly capture or measure the impact of SALW assistance in facilitating state and societal resilience, which requires change in people, organizations, and institutions as well as a different set of indicators for measuring success.

There is a need for the EU (and other SALW assistance providers) to adopt a multi-path approach for capturing changes in SALW control to serve as a basis for monitoring and measuring impact. This requires impartial research and reliable data on the illicit proliferation, possession, and misuse of SALW in the Western Balkans.

The EU’s preference for multilateralism is rooted in the belief that the SALW problem in the Western Balkans can be addressed by working through regional organizations, and that this reduces transaction costs, increases information sharing and cooperation, and ensures effective performance. However, interlocutors approached for this study have raised concerns about the overall operational costs and bureaucratic nature of multilateral assistance. For instance, state officials suggested

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117 It is important to note, however, that Kosovo does not report to the UN PoA.
118 Author interview with a senior EU diplomat. Geneva, 27 August 2018.
119 Author interview with an international arms control subject-matter expert, formerly working in the Western Balkan region. Geneva, 27 August 2018; author correspondence with EU member state representative, Geneva, 12 July 2018.
120 Author interview with senior SALW control expert working in the Western Balkans, 31 August 2018.
121 Lall, 2017.
122 Vallejo and Wehn, 2016.
that the operational costs of international organizations working in the region (i.e. for engaging international and local staff) were higher than the costs of implementing the actual project. It was also suggested that a majority of project funds are spent on meetings, conferences, and workshops rather than on activities that lead to concrete and tangible outputs. Interlocutors have raised concerns about the bureaucratization of multilateral assistance, resulting in implementation delays. For instance, setting up the NATO PfP Trust fund in Montenegro took more than five years. The UNDP Montenegro Demilitarization (MONDEM) project has been described as excessively long, leading to donor and beneficiary state fatigue and resulting in a lack of financial resources and personnel to complete projects. However, donor representatives and staff from international organizations have stressed that implementation delays are caused by a lack of capacity within beneficiary states to absorb assistance: Western Balkan states often lack the normative and organizational frameworks, institutional structure and equipment, and trained personnel which permit the speedy implementation of assistance.

Another problem facing effective multilateralism in the Western Balkans is the lack of a clear and common strategic objective or end-state regarding SALW control. While the EU SALW Strategy 2005 specified the need to deal with the illicit proliferation and misuse of arms and ammunition from the region and identified priority areas for doing so, there were no concrete objectives or targets to work towards. The incorporation of the Regional SALW Roadmap into the action plan of the EU SALW Strategy 2018 is promising and does provide guidelines for an agreed-upon end-state in the Western Balkans. Discussed in Box 3, the Roadmap is an ambitious but essential document. If it is well implemented, it will contribute both to strengthening national ownership of SALW control and state resilience in the region. Moreover, it will support the efforts of aspiring countries in their EU integration processes. The process of implementation, however, will not be easy. The EU and states of the Western Balkans will face at least three challenges: 1) effectively operationalizing the Roadmap; 2) coordinating the various actors providing and implementing SALW assistance; and 3) ensuring national ownership to carry out all the activities needed to reach the stated objectives by 2024. Of the three, national ownership is perhaps the biggest challenge in the region.

To be effective, multilateral approaches must be responsive to local challenges and need to be supported by a high degree of national ownership. A state demonstrates ownership if national actors have clearly defined and active roles in designing, implementing, and monitoring policies and activities related to strengthening SALW control across the life-cycle in line with international norms and standards. Yet beyond political buy-in for SALW control, national ownership is about states taking full responsibility for addressing illicit proliferation, possession, and misuses of SALW. The governments of the Western Balkans have shown considerable political buy-in when it comes to strengthening SALW control, as illustrated by the political commitments made during the London meeting of the Berlin Process in July 2018 and in the adoption of the Regional SALW Roadmap. However, concrete activities for addressing illicit SALW proliferation, possession, and misuse continue to be donor-driven. In order to ensure the effectiveness of SALW assistance in the Western Balkans, the EU and Western Balkan states must move beyond political commitments and develop strategic objectives for strengthening national ownership for SALW control in the region.

5.2 Surplus reduction and stockpile management progress and impediments

The disposal of weapons and ammunition surpluses has proven politically sensitive for many Western Balkan states. For example, BiH and Montenegro continue to favour (re-)sale over demilitarization as a mode of disposal. Surplus arms and ammu-

124 Carapic et al., 2018, p. 48.
125 Foreign and Commonwealth Office, 2018a.
126 Gobinet and Carapic, 2015.
nition continue to be stockpiled. Storage facility and infrastructure upgrades are meant to improve physical security through the renovation of disused buildings, the repair of existing equipment, and the installation of appropriate security systems. Yet recent unplanned explosions in the region (such as the 1 March 2017 explosion at the Tehnicki Remontni Zavod (TRZ) in Kragujevac, Serbia) suggest that, despite considerable national and international investment, existing ammunition management practice can still be improved. These assessments are echoed by the Western Balkan states, as illustrated in their reporting to the UN PoA (Figure 2). With the exception of Croatia, all the states in the Western Balkans have continually requested financial assistance to improve stockpile management and destruction capacities.

Another impediment to surplus reduction and effective stockpile management in the Western Balkans is the disparate levels of ammunition expertise in the region, which are partly the consequence of varying attention to professional development by states and capacity-building and training assistance provided by donors.127 While some Western Balkan countries—such as Croatia and Serbia—have an indigenous stockpile management training programme, most rely exclusively on donor-funded capacity building and training efforts. Much of the donor-funded capacity building in the region has been ad hoc and focused on information sharing on international standards and best practices and development of explosive ordinance disposal skills. Such capacity-building efforts do not address the full scope of challenges associated with managing weapons and ammunition across the life cycle: from planning to procurement, through stockpile management and disposal.128 Capacity building requires long-term commitment. However, few donor countries are willing to provide the required finan-

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127 Gobinet and Carapic, 2015, pp. 143–44.
cial, human, and equipment assistance needed to implement the multi-year projects required to build comprehensive stockpile management capacity.

Effective surplus reduction rests on the ability of the state to carry out a comprehensive inventory of the arms and ammunition stockpile.\textsuperscript{129} A comprehensive inventory allows for the identification of surplus arms and ammunition; the rapid removal of unsafe and unserviceable ammunition from the national stockpile; and identification of the mode of disposal.\textsuperscript{130} While the countries of the Western Balkans do have a general overview of the national weapons stockpile, there is a need to improve inventory management practices. This is especially the case when it comes to capacities for qualitative assessments of their ammunition stocks, which is also illustrated by the large number of UEMS in the region.\textsuperscript{131}

An additional problem is that demilitarization capacities vary across states in the region—with Albania, Croatia, and Serbia possessing industrial demilitarization capacities, while the other states rely primarily on open burning or open detonation. Most states in the Western Balkans cannot afford to fund their demilitarization facilities continuously, which means that destruction is carried out intermittently, in batches, and whenever (donor) funding permits. In order to remain commercially viable in a competitive market, government-owned facilities and private contractors must combine their demilitarization operations with more lucrative activities, such as industrial explosive or ammunition production. Donors have repeatedly tried to address this issue by supporting regional demilitarization initiatives. For example, in the past the Mjekes factory in Albania and the Kragujevac TRZ plant in Serbia (both of which benefited from significant donor-funded upgrades that increased their ammunition processing capacities) have been suggested as regional industrial demilitarization hubs.

Despite their merits, only a couple of regional demilitarization activities have taken place. In 2014, NSPA implemented a pilot project which involved the movement of 17 tonnes of Montenegrin anti-aircraft cannon ammunition for destruction at the Mjekes factory in Albania.\textsuperscript{132} Similarly, from October 2016 to April 2017, the BiH ministry of defense (with support from UNDP BiH and EUFOR Operation ALTHEA) destroyed about 151 tonnes of surplus ammunition filled with white phosphorous in Croatia, with private contractor Spreewerk.\textsuperscript{133} These projects are good examples of regional demilitarization in practice. However, they also highlight the political sensitivities surrounding regional cooperation on demilitarization, as indicated by the amount of time required to harmonize technical agreements among relevant ministries and the arrangements relating to transportation, import and export licences, and end-user certification.

### 5.3 Progress and problems facing arms export controls and transparency

Despite efforts to address SALW export control in the Western Balkans, challenges remain. The need for additional assistance on export control is reflected in the reporting of the Western Balkan states to the UN PoA (see Figure 2). In particular, states in the region have requested support for harmonization of national standards with EU standards, especially relating to the classification of goods from export control lists; development of best practice regarding coordination and cooperation among relevant institutions dealing with international transfer; and capacity building for civil servants engaged in developing and implementing SALW brokering controls.

The EU’s activities in promoting the criteria and principles of the EU Code of Conduct on Arms Exports (1998) and the EU Common Position (2008) have been extremely successful in the region—with all seven states formally aligning themselves,

\textsuperscript{129} Carapic and Holtom, 2018, pp. 10–11.
\textsuperscript{130} Carapic and Holtom, 2018, p. 10.
\textsuperscript{131} Small Arms Survey, n.d.; Carapic and Gobinet, 2014.
\textsuperscript{132} Gobinet and Carapic, 2015, p. 143.
\textsuperscript{133} Regional Approach to Stockpile Reduction, 2017.
or being about to adopt laws that align, with EU standards. In addition, the projects implemented by COARM, BAFA and SEESAC have allowed for the adoption of EU standards on exports as well as on national controls on brokering; training licensing officers; drafting of national export reports; as well as required support for alignment with the ATT. The challenge, however, is the lack of capacity to effectively implement and enforce these efforts. For instance, concerns have been raised regarding the exports of arms and ammunition from the region to regions experiencing socio-political crises and insecurity:

- Starting in 2016, a series of reports by investigative journalists and human rights organizations raised concerns about the legality of arms exports from the Western Balkans to Saudi Arabia, given the fact that there seemed to be evidence that many weapons were subsequently diverted to Syria and used by rebel groups, including Islamist groups accused of widespread abuses.134

- A three-year study conducted by Conflict Armament Research examined the types and sources of SALW and ammunition in Syria, and found that the Western Balkan states were among the top manufacturing countries of arms and ammunition documented in Syria.135

- In July 2018, reports emerged pertaining to the potential use of Serbian-produced weapons for committing human rights violations in Cameroon.136

These events point to challenges pertaining to the implementation of the measures within the ATT (Articles 6, 7, and 11) and the EU Common Position (2008; Article 2, para. 7), both of which clearly dictate that exporters must assess the existence of a risk that the military technology or equipment will be diverted within the buyer country or re-exported under undesirable conditions.

The regulatory frameworks in the Western Balkans governing the export of conventional arms and ammunition largely comply with EU criteria, and in many instances go beyond the requirements of the ATT. The challenge in the Western Balkans is not normative alignment with EU and international export control standards, but effective implementation and enforcement. As one export control expert states: “The purpose and logic is not to ‘copy-paste’ the provisions as drafted in the EU provisions and regulations, or in some EU member states related to dual-use or conventional or SALW exports, but to make sure that those drafted in the national law are understood, implementable, and that they can be properly enforced by all institutions involved.”137

There are a number of reasons for the ineffective export control implementation in the region. Interlocutors suggest that one of the factors is the number of assistance providers, which leads to multiple messages and different ways of implementing similar provision. For example, in some cases there is confusion over the similarities and differences between export controls for dual use and the conventional arms approach.138 Another problem is that customs officials in the region continue to be primarily focused on controlling imports and collecting revenues, rather than security-related issues. While there has been a shift within customs agencies to focus more on security issues (such as SALW trafficking or diversion of exports), more work can be done to raise awareness among customs officials of the importance of the security dynamics of export control.139 Finally, there is high turnover of personnel in some Western Balkan states, which means that it is difficult to maintain a knowledge base and pool of technical experts. Combined with the limited pool of expertise, high turnover becomes even more problematic when taking into account that in almost all states officials dealing with dual use are also dealing with conventional arms exports.140 This translates into a lack of sustainability of export control assistance.

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136 Andric and Marzouk, 2018.
137 Micic, 2018.
139 Micic, 2018.
140 Micic, 2018.
provision by the EU and other actors, and implies that capacity building efforts are only as effective as the duration of a post in a particular administration or ministry.

Moreover, while in practice states in the region are applying the “User’s Guide to Council Common Position 2008/944/CFSP defining common rules governing the control of exports of military technology and equipment” (EU User’s Guide revised in 2015) to export licensing decisions, interviews suggest that there is a lack of guidelines or protocols for internal use by the relevant ministries engaged in export licensing decisions. The countries in the region could benefit from developing and maintaining their own national guidelines and protocols governing how to conduct export assessments, and ensure that they are conducted in a systematic and consistent way. Such guidelines could identify the process and procedures to follow in conducting a risk assessment, the sources of information that should be consulted (including investigative avenues available through embassies and consulates in potential recipient countries), and begin to build a repository of information on previous export licensing decisions. They could also give guidance to the relevant ministries making export licensing decisions on what constitutes an acceptable or unacceptable risk (‘clear’ or ‘overriding’) and how to make this judgment. This would help ensure Western Balkan states are fulfilling their obligations under the ATT and the EU Common Position (2008) to assess the risks of diversion of arms exports and their use to commit human rights violations.

While conventional arms exports are a bigger issue in the Western Balkans, strengthening dual-use export criteria also requires attention. Due to the proximity of SEE to the EU, the enhancement of dual-use export controls is important for EU security. Once the countries accede to the EU and the Common Market (as Croatia did in 2013), they will be responsible not only for controlling their exports by implementing the EU Dual-Use Regulation 428/2009, but also for enforcing the export decisions of other EU member states if goods exit through their external borders with SEE. Dual-use export control, and to some extent conventional export control, are issues that are constantly changing and adapting in response to new challenges. This calls for review and modernization of policy and practice, as is currently the case in the EU with the EU Dual-use Regulation Review. Interviews with arms export control officials in the Western Balkans indicate that candidate states aspire to align their respective systems with the EU. In this regard, access to EU experience related to the challenges of implementation and enforcement, as well as the opportunity to meet with EU and regional colleagues, is key for the Western Balkan states to successfully align their policies and practices with those of the EU during the review and updating process.

Another challenge facing export controls in the Western Balkans relates to policies and processes surrounding the manufacture of SALW and their ammunition. Indeed, with the exception of Croatia and FYR Macedonia, all states requested assistance regarding SALW manufacturing in their most recent UN PoA reports: Albania requested support for the application of standards and administrative procedures; BiH requested technical assistance to harmonize national standards with EU standards and draft by-laws for the implementation of the law on marking SALW and associated ammunition; Montenegro requested technical and financial assistance to develop and implement a Law on Weapons; and Serbia requested foreign manufacturing expertise. These assistance requests reflect not only the increased importance of arms and ammunition manufacture in the region, but also raise questions about the role of manufacturing companies (state-owned and private) in strengthening SALW export control in the region.

141 Council of the EU, 2015a.
142 Council of the EU, 2009a.
143 Carapic and Gassmann, 2018.

The EU arms industry accounts for more than one third of arms exports worldwide and thus has a substantial interest in national and European arms
export policies.\textsuperscript{144} As with any other industry, these interests are represented at the various national and EU-levels with the help of lobbying groups. While there is little evidence of the effectiveness of these activities due to the inherent lack of transparency of lobbying, the top players in the industry allocate substantive amounts of money to lobbying groups.\textsuperscript{145} Western Balkan governments are increasingly undertaking awareness raising and outreach activities to present laws and obligations, as well as updates, to arms control industry representatives. In the course of the outreach seminars, it became clear that private companies in the region remained unconvinced of the benefits of an efficient export control system and were mainly deterred by heavy procedures, delays, and bureaucratic hurdles. An EU export control specialist suggested that one way of addressing this challenge is to encourage the development and implementation of Internal Compliance Programmes (ICPs). ICPs would enforce national regulations while taking into account industry needs, namely by making it easier to attract more investment if the private manufacturing and exporting companies implemented export controls properly.\textsuperscript{146}

There is very little information on the role of the commercial arms industry in lobbying national authorities in the Western Balkans. This, however, does not mean that it does not exist. Further research is needed to examine the size and role of commercial arms companies in the region. Their role as an actor in efforts to strengthen regional arms control should not be downplayed, given both the material impacts (economic strength and technological development) and the reputational consequences for the Western Balkans as a normative actor in relation to its arms industries’ activities. Indeed, interlocutors suggest that many private companies are unconvinced of the benefits of changes in regional export controls, seeing the new laws and regulations as a deterrence and an unnecessary bureaucratic hurdle. Some states in the Western Balkans are trying to address these issues by actively pursuing engagement with the arms industry by organizing outreach events to facilitate exchange of knowledge and expertise on export control.\textsuperscript{147}

5.4 The continued need to address illicit proliferation and trafficking of SALW

Challenges also remain when it comes to addressing illicit SALW trafficking in the Western Balkans. As seen in Figure 2, regional UN PoA reports suggest that Western Balkan states require assistance in SALW issues associated with illicit SALW trafficking, including weapons collection, marking and record-keeping, and international tracing.

- **Albania** requested assistance with: improving legislation and adapting the criminal law to include illicit trade and trafficking of firearms, in accordance with the UN Firearms Protocol; the development of national weapons database.
- **BiH** requested assistance with constructing and equipping storage areas for collected weapons; capacity building and training on EU standards for marking and record-keeping as well as tracing.
- **Montenegro** requested assistance with capacity building and training for developing procedures to trace SALW.
- **Serbia** requested assistance to support the implementation of cooperation with Interpol and iARMS.\textsuperscript{148}

As noted above, it is unclear from UN PoA reports if states have already received assistance to address stated needs. However, it appears that the FFPs project is one way in which the EU can meet the demands of the region.

One of the main challenges undermining the fight against illicit proliferation and trafficking of SALW in and beyond the Western Balkans is the lack of coordination among relevant agencies. As mentioned above, there are at least two firearms expert groups—SEEEFEG and SEEFEN—which meet on a regular basis to discuss issues related to SALW proliferation and trafficking. The issue is

\begin{footnotesize}
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\item \textsuperscript{144} Stockholm International Peace Research Institute, 2016.
\item \textsuperscript{145} Rufanges, 2016.
\item \textsuperscript{146} Micic, 2018.
\item \textsuperscript{147} Micic, 2018.
\item \textsuperscript{148} Carapic and Gassmann, 2018.
\end{itemize}
\end{footnotesize}
also discussed at regular SALW Commission meetings, organized by SEESAC. It is not clear to what extent these activities overlap with or compliment the work undertaken by the Southeast European Law Enforcement Centre (SELEC), whose main objective is to provide support for SELEC member states and enhance coordination in preventing and combatting crime, including serious and organized crime, where such crime involves or appears to involve an element of trans-border activity. Not only does SELEC provide member states with SALW-related assistance (see Annex A, Table 5), but in the course of 2018, it was also in the process of starting an expert working group called SAFE-N (SELEC Associated Firearms Experts Network).

At the operational level, SEESAC’s FFPs project also aims to increase coordination and cooperation among different security actors, both within the Western Balkans and between the region and the EU. The FFPs allow states to obtain a clearer real-time intelligence picture, and allow security providers to be receptive and responsive to the SALW threats nationally and regionally. Moreover, FFPs would allow Western Balkan states to coordinate with relevant EU agencies to implement targeted actions against SALW trafficking, to monitor specific risks, and to exchange intelligence at a national or regional level. As SALW trafficking inherently involves cross-border transfers, EU member states could build on the activities carried out under EMPACT Firearms and work with the Western Balkan states to strengthen the security and the control along their external borders and within their own territories.

It is recognized that civil society organisations (CSOs) represent a key partner in mitigating illicit SALW proliferation and misuse. However, they are regularly excluded in legislative and program-

149 SELEC member states include: Albania, Bosnia and Herzegovina, Bulgaria, Macedonia, Greece, Hungary, Moldova, Montenegro, Romania, Serbia and Turkey. Objective as defined on SELEC’s website, available at http://www.selec.org/m106/About+SELEC
151 This section draws on Huhtanen, 2018.

152 Even though cooperation with CSOs is stressed as a key objective in the Serbian 2010–2015 SALW Strategy, this was never implemented in practice. Following the commencement of EU membership negotiations, efforts were undertaken to develop a new SALW strategy under Chapter 24, Justice, Freedom and Security. However, it appears that the working group in charge of the drafting did not involve CSO representatives. The inclusion of the Gender Equality Agency in a preparatory workshop for the development of the Strategy for SALW control in BiH is an exception rather than the norm. Similarly, apart from the RASR Initiative (which includes two CSOs on its steering committee) and the cooperation between SEESAC and a few CSOs in the Western Balkans, such organizations are not active in shaping SALW control assistance or programming.

Organizations working to advance gender equality, prevent gender-based violence, and those working with youth (especially young males), are particularly sidelined. Their participation in SALW control is limited to so-called soft issues, such as discussions of domestic and gender-based violence. In other words, CSOs are not invited to participate in decision-making forums that deal with ‘hard issues’, such as development of legislation, ballistics, and intelligence gathering. They thus have few concrete opportunities to meaningfully contribute to SALW regulation or policy development. Consequently, the lack of systematic and consistent efforts by national authorities and international and regional assistance providers to notify and include civil society in policy work raises issues pertaining to democratic oversight and accountability of SALW control efforts in the two regions.

152 Bozanic, 2016.
154 Zivkovic, 2018, p. 60.
155 Bozanic, 2016, p. 44.
156 Bozanic, 2016, p. 37.
157 Author interview with representatives from a regional arms control organization, Geneva, Switzerland, 3 September 2018.
158 Author interviews with various civil society organizations working in the Western Balkans, Geneva Switzerland, 27–31 August 2018.
159 Author interview with a representative from a women’s CSO in Serbia,
Part of the reason for the lack of engagement with civil society is its lack of expertise on SALW control and disarmament issues. Yet this presents an opportunity for the EU and other assistance providers to direct their efforts toward CSO capacity-building efforts. This is especially important given the need to address the gender dynamics of SALW in the two regions. Indeed, as women continue to be under-represented within parliaments in the region, as well as in security institutions, engaging civil society provides a key opportunity to promote the inclusion of women in SALW control. The work conducted by SEESAC in the field of gender and security sector reform is a great first step in this regard but more work on effectively mainstreaming gender in SALW control and the inclusion of women and women’s CSOs in SALW decision-making processes is needed. Similarly, including young people in SALW control should be seen as an opportunity towards sustainable resilience. Building on the success of existing efforts in the region—such as the Young Men Initiative, which is coordinated by CARE International and funded by the Austrian Development Cooperation—might be an avenue for raising awareness of SALW risks with young men and including them in the SALW control debate. In the course of 2019 UNODC will work with ministries of education and justice in the Western Balkans to develop a curriculum on SALW risk and control measures for youth. The project is meant to foster the aims and targets under Goal 4 of the Regional SALW Roadmap (see Box 3).
6. Conclusion

This Paper argues that resilience thinking shapes the EU’s engagement and security strategy with respect to the Western Balkans. Strengthening SALW control is a key component of resilience building in the Western Balkans. The efforts to strengthen SALW control are made through assistance programmes that foster national ownership for SALW life-cycle management. The engagement with the Western Balkans shows that, rather than political dialogue alone, the EU’s preferred modes of providing assistance are multilateral and actionable assistance efforts. It is an open question, however, how effective such efforts are for dealing with state and societal threats, not least because their success is undermined by various challenges to effective multilateralism, surplus reduction and stockpile management, export control, and mitigating illicit trafficking. The continued persistence of these challenges has a broader impact, undermining overall state and societal resilience in the region as well as the safety and security of the EU itself.

In order to effectively tackle the issue of SALW in the Western Balkans and the threat they pose to EU populations, the EU needs to tailor its assistance to address the specific challenges elaborated in this paper. This could perhaps be addressed by incorporating the action against SALW trafficking more concretely into the framework of the CSDP. CSDP missions and operations play a big role in SALW awareness raising, training, stockpile reduction, monitoring of illicit SALW movements, and other projects. Another option is for the EU to adopt a long-term, clearly defined and coordinated SALW control perspective in the region. A positive step in this direction is the alignment of the EU SALW Strategy 2018 with the aims, goals, and targets of the Regional SALW Roadmap, and the EU Western Balkan enlargement strategy and Sofia Declaration.

To ensure success and sustainability, the EU also needs to facilitate national ownership in beneficiary states. Western Balkan states need to take full responsibility for addressing illicit proliferation, possession, and misuses of SALW. Such a high degree of political buy-in and responsibility can be facilitated by ensuring the development of normative and organizational frameworks for SALW control at all levels (strategic, operational, and tactical). In fact, one of the biggest challenges undermining national ownership in the western Balkans, as well as effective implementation and sustainability of EU efforts, is the inability of states in the region to absorb or maintain SALW outreach and assistance programmes.

Box 5. A note on methodology

This paper was made possible through the support of the Austrian Ministry of Defence. This study was completed between July and August 2018 and is based on a combination of desk research and 30 key stakeholder interviews. Desk research involved a review of available information, including: previous Small Arms Survey publications; unpublished government and international organization documents; and EU documents pertaining to SALW control in the two regions, including Council Decisions and Joint Actions. Key stakeholder interviews were conducted with EU and EU member state representatives, law enforcement and counter-organized crime experts, export control experts, international and regional SALW control subject-matter experts, representatives of international and regional organizations (NATO, OSCE, UN), as well as civil society representatives (including women’s and youth organizations working on gender equality and gender-based violence).
### 7. List of Acronyms and Abbreviations

<table>
<thead>
<tr>
<th>Acronym</th>
<th>Description</th>
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<tbody>
<tr>
<td>1998 Joint Action</td>
<td>Joint Action on the EU contribution to combating the destabilising accumulation and spread of SALW</td>
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<td>2002 Joint Action</td>
<td>Joint Action on the EU contribution to combating the destabilising accumulation and spread of SALW and repealing the 1998 Joint Action</td>
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<td>2018 Joint Communication</td>
<td>June 2018 Joint Communication of the European Commission</td>
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<td>ATT</td>
<td>Arms Trade Treaty</td>
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<td>BAFA</td>
<td>German Federal Office of Economics and Export Control (Bundesamt für Wirtschaft und Ausfuhrkontrolle)</td>
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<td>BiH</td>
<td>Bosnia and Herzegovina</td>
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<td>CFSP</td>
<td>Common Foreign and Security Policy of the EU</td>
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<td>COARM</td>
<td>EU Council Working Group on Conventional Arms Exports</td>
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<td>CSDP</td>
<td>Common Security and Defence Policy of the EU</td>
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<td>CSO</td>
<td>Civil society organization</td>
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<td>DDR</td>
<td>Disarmament, demobilization, and reintegration</td>
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<td>EFEG</td>
<td>European Firearms Expert Group</td>
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<td>EMPACT</td>
<td>European multidisciplinary platform against criminal threats</td>
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<td>EU</td>
<td>European Union</td>
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<td>EU Common Position</td>
<td>EU Council Common Position 2008/944/CFSP</td>
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<td>EU Council</td>
<td>Council of the European Union</td>
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<td>EUFOR</td>
<td>European Union Force</td>
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<td>EUPP</td>
<td>European Pilot Project (SIPRI)</td>
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<td>EU SALW Strategy 2005</td>
<td>EU Strategy to combat illicit accumulation and trafficking of SALW and their ammunition</td>
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<tr>
<td>Acronym</td>
<td>Full Form</td>
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<tr>
<td>EU SALW Strategy 2018</td>
<td>EU Strategy against illicit firearms, small arms and light weapons and their ammunition</td>
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<td>EUGS</td>
<td>European Union Global Strategy</td>
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<td>EXBS</td>
<td>Export Control and Related Border Security programme</td>
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<td>FFP</td>
<td>Firearms Focal Point</td>
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<tr>
<td>Firearms Protocol</td>
<td>Protocol against the Illicit Manufacturing of and Trafficking in Firearms, their Parts and Components and Ammunition</td>
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<tr>
<td>FYR Macedonia</td>
<td>Former Yugoslav Republic of Macedonia</td>
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<td>iARMS</td>
<td>Interpol's Illicit Arms Records and Tracing Management System</td>
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<tr>
<td>ICP</td>
<td>Internal Compliance Programme</td>
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<tr>
<td>IcSP</td>
<td>Instrument contributing to Stability and Peace</td>
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<tr>
<td>IfS</td>
<td>Instrument for Stability</td>
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<tr>
<td>IPV</td>
<td>Intimate partner violence</td>
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<td>MTT</td>
<td>Mobile Training Team</td>
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<td>NATO</td>
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<td>NSPA</td>
<td>NATO Support and Procurement Agency</td>
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<tr>
<td>OSCE</td>
<td>Organisation for Security and Co-operation in Europe</td>
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<tr>
<td>PfP</td>
<td>Partnership for Peace</td>
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<td>PSSM</td>
<td>Physical security and stockpile management</td>
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<td>RASR</td>
<td>Regional Approach to Stockpile Reduction</td>
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<td>RCC</td>
<td>Regional Cooperation Council</td>
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<td>Regional SALW Roadmap</td>
<td>Roadmap for a sustainable solution to the illegal possession, misuse and trafficking of SALW/firearms and their ammunition in the Western Balkans</td>
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<td>Term</td>
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<td>Regional Implementation Plan</td>
<td>Regional Implementation Plan on Combating Proliferation of SALW</td>
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<td>Small arms and light weapons</td>
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<td>SDG</td>
<td>Sustainable Development Goal</td>
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<td>South East Europe</td>
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<td>SEEFEG</td>
<td>South Eastern European Firearms Expert Group</td>
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<td>SEEFEN</td>
<td>South-east Europe Firearms Experts Network</td>
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<td>SEESAC</td>
<td>South Eastern and Eastern Europe Clearinghouse for the Control of the Small Arms and Light Weapons</td>
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<td>SELEC</td>
<td>Southeast European Law Enforcement Centre</td>
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<td>SFOR</td>
<td>Stabilization Force of NATO</td>
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<td>SIPRI</td>
<td>Stockholm International Peace Research Institute</td>
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<td>SOCTA</td>
<td>Serious and Organised Crime Threat Assessment</td>
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<td>TAIEX</td>
<td>Technical Assistance and Information Exchange</td>
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<td>TRZ</td>
<td>Tehnicki Remontni Zavod, Serbia</td>
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<td>UAE</td>
<td>United Arab Emirates</td>
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<td>UEMS</td>
<td>Unplanned Explosions at Munition Sites</td>
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<td>UK</td>
<td>United Kingdom</td>
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<td>UN PoA</td>
<td>UN Programme of Action on small arms</td>
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<td>UN</td>
<td>United Nations</td>
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<td>UNDP</td>
<td>United Nations Development Programme</td>
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<td>UNODC</td>
<td>UN Office on Drugs and Crime</td>
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<td>UNSCAR</td>
<td>UN Trust Facility Supporting Cooperation on Arms Regulation</td>
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<td>Acronym</td>
<td>Description</td>
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<td>WB Strategy</td>
<td>EU Strategy for a credible enlargement perspective for an enhanced EU engagement with the Western Balkans; incl. associated Action Plan</td>
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<td>WCO</td>
<td>World Customs Organization</td>
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<td>WRA</td>
<td>US State Department Bureau of Political-Military Affairs’ Office of Weapons Removal and Abatement</td>
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<tr>
<td>Yugoslavia</td>
<td>Socialist Federal Republic of Yugoslavia</td>
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8. Bibliography


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—. 2016. Gender and SALW in South East Europe. Belgrade: SEESAC.


This study was initiated and funded by the Austrian Ministry of Defence and implemented and realised by the Small Arms Survey
Table 1. Selected EU SALW Outreach and Assistance Projects in the Western Balkans, 2001 to 2018

<table>
<thead>
<tr>
<th>EU Agency</th>
<th>Policy/Instrument</th>
<th>Beneficiary</th>
<th>Duration/Date</th>
<th>Name of Assistance</th>
<th>Implementing Partner</th>
<th>Areas of work</th>
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<td>Council of the European Union</td>
<td>2017/1424/CFS P</td>
<td>FYR Macedonia</td>
<td>2017-2020</td>
<td>Support of OSCE activities to reduce the risk of illicit trafficking and excessive accumulation of small arms and light weapons and conventional ammunition in the former Yugoslav Republic of Macedonia and Georgia</td>
<td>OSCE</td>
<td>a) Improve capacities for PSSM</td>
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<tr>
<td>Council of the European Union</td>
<td>2016/2356/CFS P</td>
<td>SEE</td>
<td>2017-2019</td>
<td>Support of SEESAC disarmament and arms control activities in South-East Europe in the framework of the EU Strategy to combat illicit accumulation and trafficking of SALW and their ammunition EU Support of SEESAC Disarmament and Arms Control Activities in South East Europe Project (EUSAC)</td>
<td>SEESAC</td>
<td>(a) information exchange and knowledge transfer; (b) regional cooperation (strategic and operational); (c) improve capacities for PSSM; (d) enhance capacity for marking, tracing and record-keeping; and (e) support for awareness-raising and collection campaigns (f) surplus disposal/destruction (g) tackling illicit trafficking (h) export control and transparency (i) gender mainstreaming (j) awareness raising (k) data collection and research</td>
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<td>Council of the European Union</td>
<td>2015/2309/CFS P</td>
<td>WB</td>
<td>2015-2018</td>
<td>Promotion of effective arms export controls</td>
<td>BAFA</td>
<td>(a) Export control and transparency</td>
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<td>Council of the European Union</td>
<td>2015/2051/CFS P</td>
<td>Albania</td>
<td>2013-2016</td>
<td>Amending Decision 2013/730/CFSP in support of SEESAC disarmament and arms control activities in South East Europe in the framework of the EU Strategy to Combat the Illicit Accumulation and Trafficking of SALW and their Ammunition</td>
<td>SEESAC</td>
<td>(a) improve capacities for PSSM in Albania</td>
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<td>Council of the</td>
<td>2013/30/CFS P</td>
<td>WB</td>
<td>2014-2016</td>
<td>Support of SEESAC disarmament and arms control activities in South East Europe in the framework of the EU Strategy to Combat the</td>
<td>SEESAC</td>
<td>(a) information exchange and knowledge transfer;</td>
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<td>European Union</td>
<td>Illicit Accumulation and Trafficking of SALW and their Ammunition</td>
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<td>Support for Union activities in order to promote, among third countries, the control of arms exports and the principles and criteria of Common Position 2008/944/CFSP BAFA</td>
<td>(a) Improve export controls and transparency</td>
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<td>Council of the European Union</td>
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<td>Support of SEESAC arms control activities in the Western Balkans, in the framework of the EU Strategy to combat the illicit accumulation and trafficking of SALW and their ammunition SEESAC</td>
<td>(a) information exchange and knowledge transfer; (b) regional cooperation (strategic and operational); (c) improve capacities for PSSM; (d) enhance capacity for marking, tracing and record-keeping; and (e) support for awareness-raising and collection campaigns (f) surplus disposal/ destruction (g) tackling illicit trafficking (h) export control and transparency (i) gender mainstreaming (j) awareness raising (k) data collection and research</td>
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<td>Decision</td>
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<td>Extending and amending Decision 2002/842/CFSP implementing Joint Action 2002/589/CFSP with a view to a European Union’s contribution to combating the destabilising accumulation and spread of small arms and light weapons in South East Europe</td>
<td>2004/791/CFS P</td>
<td>WB 2004-2005</td>
<td>SEESAC (a) contribute to SEESAC; financial assistance aimed at contributing to the staff costs of the Belgrade clearing house.</td>
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<td>Concerning the implementation of Joint Action 2002/589/CFSP with a view to a European Union contribution to the destruction of ammunition for small arms and light weapons in Albania</td>
<td>2003/276/CFS P</td>
<td>Albania 2003-2004</td>
<td>NAMSA / NSPA (a) Surplus destruction/disposal</td>
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<td>Extending and amending Decision 2002/842/CFSP concerning the implementation of Joint Action 2002/589/CFSP with a view to a European Union contribution to combating the destabilising accumulation and spread of small arms and light weapons in South East Europe</td>
<td>2003/807/CFS P</td>
<td>WB 2003-2004</td>
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<td>Concerning the implementation of Joint Action 2002/589/CFSP with a view to a European Union contribution to combating the destabilising accumulation and spread of small arms and light weapons in South East Europe</td>
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<td>WB 2002-2003</td>
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<td>Implementing Joint Action 1999/34/CFSP with a view to a European Union contribution to combating the destabilising accumulation and spread of small arms and light weapons in Albania</td>
<td>2001/850/CFS P</td>
<td>Albania 2001-2002</td>
<td>UNDP Albania (a) weapon collection; (b) awareness raising (c) data collection and research (d) registration (e) regional collaboration and information sharing (f) policy development – national comprehensive programme for arms control</td>
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<td>EXPLODE (Explosive Ordnance and Remnants of War Destruction)</td>
<td>IcSP/IfS BiH 2013-2017</td>
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<td>(a) surplus destruction; (b) capacity building and training/knowledge transfer; (c) improve capacities for PSSM;</td>
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<td>EU Star (Justice and Security, European Union contribution to Stockpile Management Technical Support and Ammunition Surplus Reduction)</td>
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<td>(a) surplus destruction/disposal. (b) capacity-building and training of AF BiH personnel</td>
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<td>EUFOR Operation Althea Mobile Training Team for PSSM</td>
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<td>European Commission</td>
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<td>BiH</td>
<td>12-13 April 2018</td>
<td>European Firearms Expert Group (EFEG)</td>
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<td>European Commission</td>
<td>EU Policy Cycle 2013-2017; Empact Firearm s</td>
<td>WB</td>
<td>19 June 2017 - 30 June 2017</td>
<td>Operation Dragon - JOINT ACTION DAY DANUBE II</td>
<td>Hungary, Frontex, Europol</td>
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<td>European Commission</td>
<td>TAIEX; Empact Firearm s</td>
<td>WB</td>
<td>4-5 June 2018</td>
<td>Multi-Beneficiary Workshop on Operational Cooperation concerning Firearms Threat</td>
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<td>European Commission</td>
<td>TAIEX</td>
<td>FYR Macedonia</td>
<td>22 - 26 October 2018</td>
<td>Study Visit on Measures to increase the Efficiency of the Police</td>
<td>Ministry of Internal Affairs</td>
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- (a) coordination of international assistance
- (b) surplus destruction/disposal capacities for PSSM
- (c) improved capacities for PSSM
- (d) normative framework development in line with international standards and practices
- (e) structural framework development
- (f) improvements in PSSM practices
- (g) inventory and surveillance
- (a) capacity building and training;
- (b) improvements in PSSM practices
- (c) improved capacities for PSSM
- (a) operational -- tackling illicit cross-border trafficking
- (a) information sharing and knowledge transfer
- (b) illicit trafficking
- (c) regional cooperation
- (d) normative development in line with EU standards
- (a) information sharing and knowledge transfer.
- (b) regional cooperation
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<th>WB/BiH/Serbia</th>
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<td>European Commission</td>
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<td>26-27 Oct 2018</td>
<td>Regional workshop on Firearms</td>
<td>EMPACT Firearms</td>
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<td>14-15 Sep 2017</td>
<td>Workshop on Harmonisation of Weapons Legislation in Bosnia and Herzegovina with International Standards</td>
<td>Ministry of Security</td>
<td>(a) information sharing and knowledge transfer. (b) normative development in line with EU standards</td>
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<td>06-07 Oct 2016</td>
<td>Workshop on Police Cooperation in Fighting Illicit Firearms Trafficking</td>
<td>Ministry of Interior of the Republic of Srpska</td>
<td>(a) information sharing and knowledge transfer. (b) strengthen police cooperation (c) illicit firearms (d) normative development in line with EU standards</td>
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<td>Serbia</td>
<td>29-30 Nov 2016</td>
<td>Workshop on Cooperation within the South East European Expert Group on Firearms</td>
<td>Ministry of Interior</td>
<td>(a) information sharing and knowledge transfer. (b) strengthen regional cooperation (police) and with EU (MS and Europol) (c) tackling illicit trafficking (d) developing investigative and intelligence standards, (e) manufacturing, (f) trade/export (g) PSSM by police cooperation at regional level, as well as with the EU MS and Europol. (c) normative development in line with EU standards</td>
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<td>26-27 Apr 2016</td>
<td>Workshop on the Fight against Illicit Trafficking in Firearms</td>
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<td>European Commission</td>
<td>TAIEX</td>
<td>Serbia</td>
<td>29-30 Mar 2016</td>
<td>Workshop on Best Practices of Investigations Dealing with Deactivated Weapons</td>
<td>Ministry of Interior</td>
<td>(a) information sharing and knowledge transfer. (b) dealing with deactivated weapons (c) normative development in line with EU standards</td>
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<td><strong>Workshop on the Suppression of Illicit Firearms Trade</strong></td>
<td>23 - 24 February 2016</td>
<td>Workshop on the Suppression of Illicit Firearms Trade</td>
<td>Ministry of Interior</td>
<td>(a) regional cooperation of law enforcement and legal entities (b) information sharing and knowledge transfer (c) normative development in line with EU standards</td>
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<td><strong>Multi-Country Workshop on the Fight Against Firearms Trafficking</strong></td>
<td>29 January 2016</td>
<td>Multi-Country Workshop on the Fight Against Firearms Trafficking</td>
<td>DG Home</td>
<td>(a) information exchange and knowledge transfer (b) state of play of the Action Plan between the EU and the Western Balkans on the fight against trafficking in firearms (2014) (c) normative development in line with EU standards</td>
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<td><strong>Study Visit on Legal Framework of Deactivated Firearms</strong></td>
<td>20 - 21 October 2015</td>
<td>Study Visit on Legal Framework of Deactivated Firearms</td>
<td>Ministry of Interior</td>
<td>(a) information exchange and knowledge transfer (b) deactivated firearms (c) normative development in line with EU standards</td>
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<td><strong>Study Visit on Firearms Examinations</strong></td>
<td>20 - 22 October 2015</td>
<td>Study Visit on Firearms Examinations</td>
<td>Ministry of Interior</td>
<td>(a) identification of capacity building needs (b) firearms and ballistics examinations (c) normative development in line with EU standards</td>
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<td><strong>Study visit on ballistic analysis</strong></td>
<td>08-09 October 2015</td>
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<td><strong>Study Visit on fighting the illicit trafficking in firearms</strong></td>
<td>11 - 13 May 2015</td>
<td>Study Visit on fighting the illicit trafficking in firearms</td>
<td>Ministry of Interior</td>
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<td><strong>Expert Mission on the fight against trafficking in firearms</strong></td>
<td>23 - 24 April 2015</td>
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<td>Workshop on the Fight against Illicit Trafficking in Firearms</td>
<td>Ministry of Interior of Republic of Srpska</td>
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<td>(d) enlargement, Chapter 24</td>
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<tr>
<td>European Commission</td>
<td>TAIEX</td>
<td>WB</td>
<td>23 - 24 October 2014</td>
<td>Multi-Country - Workshop on the firearms strategy</td>
<td>JHA</td>
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<td>(a) normative framework development;</td>
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<td>(b) adoption of operational action plan between the EU and SEE countries,</td>
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<td>(c) tackling illicit trafficking in firearms.</td>
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<td>(d) enlargement, Chapter 24</td>
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<tr>
<td>European Commission</td>
<td>TAIEX</td>
<td>WB</td>
<td>25 - 26 June 2014</td>
<td>Workshop on Regional cooperation in the fight against trafficking of firearms in South East Europe</td>
<td>JHA</td>
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<td>(a) identification of capacity building needs</td>
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<td>(c) tackling illicit trafficking</td>
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<td>(d) enlargement, Chapter 24</td>
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<tr>
<td>European Commission</td>
<td>TAIEX</td>
<td>WB</td>
<td>05 - 06 December 2013</td>
<td>Workshop on the illicit trafficking of firearms and the securing of explosives</td>
<td>JHA</td>
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<td>(c) sale of firearms</td>
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<td>(d) tackling illicit trafficking</td>
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<td>Country/Project</td>
<td>Duration</td>
<td>Budget (EUR)</td>
<td>Donors</td>
<td>Aims and Activities</td>
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<tr>
<td>Serbia</td>
<td>2016-2019</td>
<td>4’110’000</td>
<td>UK, USA, IRL, CHE, CZE, NOR, SVK, HUN, ITA, TUR, GER</td>
<td>Ammunition demilitarization and capacity building at TRZ Kragujevac; carry out industrial demilitarisation.</td>
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<tr>
<td>Montenegro</td>
<td>2017-2018</td>
<td>700’000</td>
<td>BUL, CRO, CZE, GER, HUN, TUR, UK</td>
<td>Support to MNE MOD for demilitarization of 416 tonnes of surplus munitions and assessment of EOD clearance of WWII ammunition bunker</td>
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</tr>
<tr>
<td>Albania I</td>
<td>2001-2002</td>
<td>800’000</td>
<td>CAN, AUT, ALB, BEL, HUN, NED, NOR, CHE, UK</td>
<td>Destruction of 1,600,000 landmines; 1100 tonnes of ferrous metals recycled; 192 tonnes of TNT converted to ammonite</td>
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<tr>
<td>Albania II</td>
<td>2002-2007</td>
<td>6’400’000</td>
<td>CAN, AUT, ALB, CZE, EST, GER, GRE, HUN, IRL, LUX, NED, NOR, POL, SWE, CHE, UK, USA, EU</td>
<td>Destruction of 8,700 tonnes SALW ammunition</td>
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<tr>
<td>Albania III</td>
<td>2010-2015</td>
<td>6’560’000</td>
<td>ALB, USA</td>
<td>Destruction of 24,000 tonnes surplus ammunition and 70,000 SALW. Capability and capacity enhancement (equipment). Infrastructure refurbishment.</td>
<td></td>
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</tr>
<tr>
<td>Serbia and Montenegro I</td>
<td>2002-2003</td>
<td>375’000</td>
<td>NED, CAN, GRE, HUN, IRL, NED, NOR, SRB</td>
<td>Destruction of 27’500 SALW</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Serbia and Montenegro II</td>
<td>2005-2007</td>
<td>1’690’000</td>
<td>AUT, CAN, BUL, CZE, HUN, IRL, NED, NOR, SRB, SWE, ESP, CHE</td>
<td>Destruction of 1.4 million anti-personnel mines</td>
<td></td>
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</tbody>
</table>
| Albania, Montenegro     | 2014     |              | ALB, MNE, USA                 | Encourage regional ammo demilitarization  
  • Demonstrate (to RASR participants) that movement across national borders is feasible  
  • Encourage best practice and efficiency  
  • Leverage existing donor funded capacity                                                                                                                                                                                                                                                                                                    |
<table>
<thead>
<tr>
<th>Country / Project</th>
<th>Duration</th>
<th>Budget (EUR)</th>
<th>Donors / Implementers</th>
<th>Aims and Activities</th>
</tr>
</thead>
<tbody>
<tr>
<td>BiH / Security Upgrade of Ammunition and Weapons Storage Sites in Bosnia and Herzegovina (SECUP BiH)</td>
<td>2013-2015</td>
<td>438'560</td>
<td>Switzerland, Turkey, Denmark, Czech Republic, and Liechtenstein. / Impl.: OSCE BiH</td>
<td>• Partial replacement of fencing and gates, instalment of signs; • Installation of intruder detection system (IDS) and lights at ammunition storage site “Krupa”; • Installation of IDS at weapons storage site “Teufik Buza” and “Rabic”, and at the ammunition storage site “Kula I”.</td>
</tr>
<tr>
<td>BiH / Safety and Security Upgrade of Bosnia and Herzegovina Ammunition and Weapons Storage Sites (SAFE-UP BiH)</td>
<td>2017-2018</td>
<td>1'441'212</td>
<td>Austria, Bosnia and Herzegovina, Czech Republic, France, Germany, Lichtenstein, Slovakia, Norway, Switzerland and Turkey. / Impl.: OSCE BiH</td>
<td>• Development of capacity for chemical testing of ammunition by providing an ammunition chemical laboratory; • Installation of IDS at ammunition storage site Kula II; • Provision of fire protection and equipment for six sites; • Improving security of previously upgraded SECUP project storage sites by ensuring sustainability of the IDS-packages.</td>
</tr>
<tr>
<td>Montenegro / Upgrades to perimeter security at the “Brezovik” Ammunition Depot storage site (MONDEM subcomponent)</td>
<td>2018-2018</td>
<td>200'000</td>
<td>Germany / Impl.: OSCE Montenegro</td>
<td>• Develop and confirm construction project documentation • Procurement and installation of perimeter fencing upgrades at the “Brezovik” Ammunition Depot; incl. preparatory works and dismantling of existing fence, earthworks, concrete and reinforced concrete work, and fencing.</td>
</tr>
<tr>
<td>FYR Macedonia / Reduction of the Risk for Proliferation of Weapons and Ammunition in the former Yugoslav Republic of Macedonia</td>
<td>2017-2019</td>
<td>1'136'879</td>
<td>Germany; EU / Impl.: OSCE FYR Macedonia</td>
<td>• Identify security needs in 15 BPS; • Develop technical specifications for improving the security of SALW and ammunition; • Implement security measures through infrastr. upgrades; • Train MoIA personnel on applying new security measures.</td>
</tr>
<tr>
<td>Country / Project</td>
<td>Duration</td>
<td>Budget (EUR)</td>
<td>Donor / Implementor</td>
<td>Aims and Activities</td>
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<tr>
<td>Albania Gramsh Pilot Project</td>
<td>1998–1999</td>
<td>N/A</td>
<td>n/a / UNDP Albania</td>
<td>• Weapons and ammunition collection; • Incentive-creation for voluntary surrender of weapons; • Public awareness-raising campaign; • Physical infrastructure upgrades.</td>
</tr>
<tr>
<td>Albania WEDS Project</td>
<td>2000–2002</td>
<td>N/A</td>
<td>n/a / UNDP Albania</td>
<td></td>
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<tr>
<td>Small Arms and Light Weapons Control (SALWC) in Albania</td>
<td>2001–2003</td>
<td>N/A</td>
<td>Finland, Netherlands, Sweden, UNDP BCPR, Luxembourg, and EU / UNDP Albania</td>
<td></td>
</tr>
<tr>
<td>Security Sector Reform Project in Albania (includes a SALW Collection component)</td>
<td>2003–2004</td>
<td>N/A</td>
<td>Finland, Ireland, UNDP, BCPR / UNDP Albania</td>
<td></td>
</tr>
<tr>
<td>Small Arms Control and Reduction Project in BiH (SACBiH)</td>
<td>2005–2012</td>
<td>5'804'430</td>
<td>EU, IfS / UNDP BiH</td>
<td>Reducing development and security risks posed by proliferation, high levels and instability of SALW, ammunition, and explosives through: • enhanced institutional capacity for SALW Control; • SALW and associated Weapons system destruction; • Ammunition destruction and demilitarization;</td>
</tr>
<tr>
<td>EXPLODE (Explosive Ordnance and Remnants of War Destruction)</td>
<td>2013–2017</td>
<td>5'192'130</td>
<td>EU, IfS / UNDP BiH</td>
<td>• Destroy high hazard ammo. and complex weapon systems; • Implement infrastructure upgrades to improve the safety and storage of military weapons and ammo. storage; • Support the Armed Forces of BiH in the reduction of military ammunition stockpiles to manageable quantities; • Training for senior military officers; • Build capacities of the Armed Forces' Demining Battalion; • Certify ammunition specialists for ammunition inspection and demilitarization.</td>
</tr>
<tr>
<td>EU Star (Justice and Security, European Union contribution to Stockpile Management Technical Support and Ammunition Surplus Reduction)</td>
<td>2017–2019</td>
<td>2'793'346</td>
<td>EU, IfS / UNDP BiH</td>
<td>Reduce risks /threats to peace, stability and development in BiH: • Decrease unsafe and unstable ammo. stockpiles; • Employ know-how transfer personnel from the project to MoD and AF in BiH.</td>
</tr>
<tr>
<td>Project Name</td>
<td>Start Year - End Year</td>
<td>Budget</td>
<td>Implementing Entities</td>
<td>Objectives</td>
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</table>
| EXPLODE+ (Justice and Security, Explosive Ordinance and Remnants of War Destruction Project) | 2015-2019             | N/A    | Germany, US, Netherlands, Norway, Saudi Arabia / UNDP BiH | Overall reduction of safety/security threats of UEMS posed by chemically unstable ammunition and remnants of war stored by the AF of BiH:  
  - Contribution to Disposal of unsafe/surplus ammunition of MoD/AF BiH;  
  - Capacity development of Armed Forces of BiH on Ammunition Life-Cycle Management;  
  - Implementing infrastructure upgrades to improve the safety and storage conditions of military weapons and ammunition storage depots;  
  - Infrastructure upgrades on prospective ammunition and weapons storage sites;  
  - Ammunition disposal - ongoing 2018-2019;  
| Countering Illicit Arms Trafficking (CIAT) in Bosnia and Herzegovina        | 2017-2018             | N/A    | Germany / UNDP BiH | • Capacity of front-liners increased;  
  • Build capacity of BP in Countering Illicit Arms Trafficking;  
  • Increased Technical Capacity for Detection;  
  • Recapitulate trainings, Standard Operating Procedures;  
  • Upgrade database on transport of weapons for Min. of Sec.;  
  • Remaining: community policing, SEESAC ident. Platform. |
| Kosovo Safety and Security Project (KSSP)                                   | 2017-2020             | 2'376'490 | Germany, Norway, Italy, the Bureau for Policy and Programme Support (BPPS) Italian Embassy / UNDP Kosovo | • Holistic security approach to support the development of the legal framework, strategies, and action plans;  
  • Outcomes focused on small arms control, safer communities and preventing violent extremism. |
| Kosovo Firearms and Explosives Risk Mitigation (FERM)                       | 2014-2016             | 743'515 | Germany and Norway / UNDP Kosovo | Support of drafting the new Small Arms and Light Weapons (SALW) Strategy in line with the International Small Arms Control Standards (ISACS) and EU related legislation:  
  • Harmonized legal and regulatory framework for SALW and security related issues in Kosovo;  
  • Strategies and action plans in line with international standards and based upon well-developed analysis;  
  • Enhanced stakeholder capacity in explosive and firearms investigation at strategic, tactical and operational level;  
  • Better intelligence picture on weapons, ammunition and other explosive materials in Kosovo. |
<p>| Kosovo Small Arms Control                                                   | 2008-2013             | 3'348'940 | Denmark; UNDP / UNDP Kosovo | Support Kosovo institutions to control the widespread possession |</p>
<table>
<thead>
<tr>
<th>Initiative (KOSSAC)</th>
<th>2003</th>
<th>n/a</th>
<th>UNDP BCPR, Japan, Canada / UNDP Kosovo</th>
<th>n/a</th>
</tr>
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**Weapons in Competition for Development**

- Comprehensive armed-violence prevention project;
- Strong focus on SSR and capacity development.

**MONDEM (Capacity Development Programme for Demilitarisation and Safe Storage of Small Arms and Light Weapons in Montenegro)**

- Disposal of toxic substance;
- Establish safe and secure storage for conventional ammo;
- Conduct environmentally-friendly demilitarisation process;
- Destroy heavy weaponry.

**CASM (Conventional Ammunition Stockpile Management)**

- Demilitarize/dispose of surplus stocks of ammunition;
- Infrastructure development of ammunition areas and capacity development of ammunition management systems;
- Improve the demilitarization capacity of the Kragujevac site.
<table>
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<tr>
<th>Country / Project</th>
<th>Duration</th>
<th>Budget (EUR)</th>
<th>Donor / Implementor</th>
<th>Aims and Activities</th>
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<tbody>
<tr>
<td>SIRAS – Strengthening the Fight against Firearms Trafficking in Southeastern Europe</td>
<td>Ongoing</td>
<td>562'072</td>
<td>EU (Home/2015/ISFP/AG/TDFX/400000735-Internal Security Fund); Romanian Police, SELEC, Albanian State Police, Ministry of Security of BiH, Bulgarian GD for Combating Organized Crime, MoI Italy; Romanian Police (lead), SELEC, Albania, BiH, Bulgaria (co-partners)</td>
<td>• Create a network of experts in the field of combating dark-net trafficking of firearms; • Draft a standard in this field that will be translated in all SELEC member states’ languages; • Establish a specialized training center.</td>
</tr>
<tr>
<td>F.A.I.T (Fight Against Illegal Trade)</td>
<td>2018-2019</td>
<td>n/a</td>
<td>Philip Morris International / SELEC member states</td>
<td>• Operational Centre Unit (OCU) to increase the operational capacity of the law enforcement agencies against illegal trade; • Train 120 specialists on the latest technology, special techniques and special investigative methods for better results in the fight against smuggling of goods; • Social-media awareness campaign against smuggling; • Virtual reality platform training; • S.I.R.A.T-SELEC Intelligence Reporting Application Tool.</td>
</tr>
<tr>
<td>OCTA SEE (Common Threat Assessment on Organized Crime for the South East European Region)</td>
<td>2008-2017</td>
<td>n/a</td>
<td>SELEC member states / SELEC (SECI at that time) and member states, support from EUROPOL</td>
<td>• Reveal the current threats and expected new trends of organized crime from South East Europe, aiming to help decision-makers at national and international level in better setting up strategies for fighting organized criminality.</td>
</tr>
<tr>
<td>Controlled Delivery Manual for South East Europe</td>
<td>2008-2016 (first manual); 2016-2018 (revised manual)</td>
<td>n/a</td>
<td>n/a / SELEC (SECI at the time) supported by OSCE’s Strategic Police Matters Unit</td>
<td>The Manual briefly describes the legislation or rules governing controlled deliveries in each of the different countries of the region and explains how to request such a measure. It sketches out details on the role foreign authorities may play in a controlled delivery, the legality of substitution, the duration of such measures and other relevant information. The information is also laid out in tabular format for quick reference.</td>
</tr>
<tr>
<td>Project on Cross-Border Deployment of Undercover Officers and Informants</td>
<td>2013-2014</td>
<td>n/a</td>
<td>US EUCOM / SELEC (support from Bulgaria)</td>
<td>• Create an interactive network of units in the member states; • Provide practical training exercises and regional workshops bringing experts together to discuss practical issues; • Share best practices and understand each country’s specificities in the field.</td>
</tr>
<tr>
<td>Country / Project</td>
<td>Duration</td>
<td>Budget (EUR)</td>
<td>Donor / Implementor</td>
<td>Aims and Activities</td>
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<tr>
<td>UNODC Global Firearms Programme Training Workshop</td>
<td>2 weeks</td>
<td>n/a</td>
<td>Germany / UNODC</td>
<td>• Train customs officials to detect firearms at land border crossings and investigate and prosecute trafficking cases; • Contribute to the efforts of BiH to achieve the goals established under the regional Roadmap for a sustainable solution to misuse and trafficking of SALW and their ammunition in the Western Balkans by 2024.</td>
</tr>
<tr>
<td>Measuring and assessing organised crime in the Western Balkans: supporting evidence-based policy</td>
<td>April 2016 – March 2019</td>
<td>1'999'959</td>
<td>EU / UNODC</td>
<td>The overall objective of the action is to contribute to the strengthening of the rule of law through the fight against organised crime by improving knowledge about trends and patterns of organised crime. • Develop and implement a framework for quantifying and analysing organised crime in the Western Balkans; • Establish mechanisms to monitor it and to produce an evidence-based analytical report on organised crime.</td>
</tr>
<tr>
<td>Supporting Global Data Collection and Analysis on Firearms Trafficking and Fostering Cooperation and Information Sharing, in particular Among Countries along Major Trafficking Routes to/from the EU</td>
<td>April 2017 – April 2019</td>
<td>1'576'968 (total) 1'498'120 (EU contribution)</td>
<td>EU / UNODC</td>
<td>• Support data collection and analysis on illicit firearms trafficking at national, regional and global levels with a view to monitoring and mapping trafficking flows; • Foster effective international cooperation in tracing and information sharing; • Combat illicit trafficking and related crimes; • Establish a regular data collection mechanism of statistical data and information on firearms seizures and trafficking based on an internationally agreed methodology and best practices, including the 2015 UNODC Firearms Study; • Contribute to collect and produce statistical data to monitor Target 16.4 of the SDGs.</td>
</tr>
<tr>
<td>Regional Workshop on Firearms Control</td>
<td>April 25-28, 2018</td>
<td>n/a</td>
<td>n/a / SELEC, UNODC (participation)</td>
<td>• Discussion of examples related to firearms, drugs, and human trafficking offences, taking place in Internet or special investigative techniques used in Internet; • Discussion of cybercrime and contemporary electronic communication methods related to it; • Review of legal and administrative elements of this type of crime, along with specificities of such investigations and prosecutions, in particular in the context of firearms.</td>
</tr>
<tr>
<td>Training on identification and tracing of firearms and ammunition in Serbia</td>
<td>19-20 Dec. 2017</td>
<td>n/a</td>
<td>Germany / UNODC, SEESAC</td>
<td>• Enhance the knowledge and skills of first line responders to identify trafficked firearms, collect and record relevant data and successfully participate in international information exchange.</td>
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</table>
Table 7.a) Selected SEESAC SALW control projects in the Western Balkans

<table>
<thead>
<tr>
<th>Country / Project</th>
<th>Duration</th>
<th>Aims and Activities</th>
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</table>
| Meetings of the South-East Europe Firearms Experts Network (SEEFEN) | Since 2012 | SEEFEN brings together ballistic experts, criminal investigators, customs officers, and prosecutors aiming at enhanced information-sharing and increased operational cooperation among law-enforcement agencies in SEE to combat illicit trafficking of SALW and their ammunition.  
• National level: strengthened cooperation amongst police, prosecutors, ballistics experts and customs officials.  
• Regional level: strengthened cooperation and coordination amongst the Western Balkans institutions.  
• International level: strengthened cooperation among Western Balkans authorities and EU MS, Europol, EMPACT, Interpol, Frontex. |
| Roadmap for South East Europe                          | 2018     | • Jointly developed in 2018 by all 7 jurisdictions that SEESAC works with in SEE;  
• Guiding document that outlines the commitment required at the strategic, policy and operational level amongst the beneficiaries for achieving a sustainable solution to the illegal possession, misuse and trafficking of SALW and their ammunition in the Western Balkans. |
| Regional Security-Sector Reform Platform (RSSRP)        | n/a      | RSSRP is a regional platform leveraging the existing expertise in SEE to address specific needs, develop partnerships and enable dialogue with partners in other countries and regions.  
• Enabled south-south and triangular cooperation and knowledge information on policy development support, gender awareness, capacity development, and gender mainstreaming in police recruitment and retention. |
| Regional Micro-Disarmament Standards and Guidelines (RMDS/G) | n/a      | • Provide guidance and set out principles and standard operating procedures for disarmament, and reference international agreements;  
• Serve as a foundation for the International Small Arms Control Standards (ISACS). |
| Enhanced capacities of the border police               | n/a      | • Advising and supervising the implementation of the pilot project on combatting illicit trafficking of firearms across borders implemented by UNDP in Bosnia and Herzegovina;  
• Strengthening the capacities of the Border Police to detect and seize weapons trafficked at the border, through provision of specialized equipment, training and development of standard operating procedures;  
• SEESAC will scale up this project at the regional level. |
| Improved record-keeping and tracing of firearms         | n/a      | A fully functioning nationwide electronic weapons registry was set up, bringing the record-keeping of firearms in Albania up to international standards; the weapons record keeping infrastructure of the Ministry of Interior (MoI) of Montenegro has been modernized and made operational since 2010. The investigation capacities of the State Investigation and Protection Agency (SIPA) in Bosnia and Herzegovina were improved through the procurement of various specialized tools and equipment necessary for advancing their investigation capabilities. The capacities of the Kosovo Police and those of the National Forensic Centre in Serbia to trace firearms have been significantly improved through equipment, technical assistance and training. An upgraded electronic firearms registry in compliance with EU directives was made available in 2016 in the former Yugoslav Republic of Macedonia, enhancing police capacities to control legal arms flows within the country. |
| Firearms focal points (FFP).                           | n/a      | • National central information collection and analysis units supporting the work of investigators and prosecutors;  
• Designed to enable the creation and updating of the intelligence picture on firearms trafficking from and through SEE;  
• Will lead to more efficient investigations and prosecution of firearms related criminality, including trafficking;  
• Targeted training for developing FFP’s necessary capacities closely coordinated with UK Home Office and National Ballistic Intelligence Service (NABIS). |
| **Security infrastructure upgrades** | n/a | • Successfully implemented in 13 SALW storages in Albania, Bosnia and Herzegovina, Croatia, the former Yugoslav Republic of Macedonia, Montenegro, Kosovo, and Serbia;  
• Improved access control systems through new perimeter fencing, Closed-circuit television (CCTV) and access control systems installation;  
• Until end 2019, SEESAC will support security upgrades of 7 additional SALW and ammunition storages of MoI in SEE, and over 15 evidence rooms in police stations throughout the region. |
| **Destruction of surplus SALW and ammunition** | Since 2002 | • Destruction of over 325,000 pieces of SALW and over 260,000 pieces of ammunition held by state institutions and civilians in Albania, BiH, Croatia, Kosovo, Moldova, Montenegro, Serbia and FYR Macedonia;  
• Until end 2019, SEESAC is planning to implement destruction of additional 25,000 firearms and additional 255,000 pieces of ammunition. |
| **Physical security and stockpile management training** | Since 2011 | • Capacity improvement of 58 operation level officials from MoD, and MoI of BiH, Croatia, the former Yugoslav Republic of Macedonia, Montenegro and Serbia through a regional PSSM training;  
• 2015 and 2016, additional 75 MoD and AF personnel and 102 police officers were trained through three Regional PSSM Courses for MoD/Armed Forces and police personnel organized by SEESAC, by further enhancing the stockpile management capacities in the region;  
• 5 national tailor-made training courses completed for MoD and police services staff in Albania, Bosnia and Herzegovina, Kosovo, the former Yugoslav Republic of Macedonia, and Moldova;  
• Regional Training of Trainers (ToT) course for 15 selected participants. The ToT participants will be further supported in delivering national level PSSM courses in the period 2018-2019. |
| **Regional information exchange process (RIEP)** | Since 2009 | • Platform for knowledge transfer, experience sharing, networking and information exchange on arms transfers' control;  
• Established involving arms transfers licensing officers from the six participating countries;  
• 15 RIEP meetings were organized between 2009 and 2015. |
| **Gender mainstreaming in the police and military** | n/a | • Supporting the fine-tuning and publication of regional research on the position of women in police services;  
• Strengthening the capacity of WPON members to advocate for gender equality and gender-responsive internal policies, and to be proactive in addressing gender-related issues, as well as in actively promoting the profession among women and girls;  
• Establishing two local associations of national women police officers in BiH, to enable peer-to-peer support, information-exchange and confidence-building for better gender integration;  
• Developing practical guidelines for gender sensitive policing containing simple, low cost and quick-win measures and practices that could improve women officers' recruitment and professional development. |
| **Gender-led south-south cooperation** | n/a | Building on the women officers networks in the police and the military, SEESAC has included gender mainstreaming as a priority area for the RSSRP. |
| **Gender, data, and evidence-based policies** | n/a | SEESAC has been committed to ensuring greater availability and use of sex and age-disaggregated data for improved arms control policies at national and regional levels. |
| **Gender-responsive policies in SEE** | n/a | • Integrating the gender perspective into the legislative and strategic SALW frameworks;  
• Increasing the level of awareness and competences of government representatives to address gender-specific risks;  
• Proposing concrete measures for integrating the gender perspective in evidence-based SALW control strategies and action plans;  
• Enabling cooperation on mainstreaming gender equality in everyday activities of all relevant institutions responsible for safety and security. |
| **Regional survey on SALW in South-east Europe** | n/a | • Detailed overview of the official data covering 2012-2016, on a broad range of indicators related to SALW including data on legal possession, production, distribution, stockpiles, destruction, exports, etc., as well as the impact of misuse of firearms; |
• Data analysis process is ongoing.

| Online public perception survey about the use, possession and dangers of firearm in South-east Europe | n/a | • Obtaining reliable data and a better understanding of the public perception on safety and security, on the use and possession of firearms, and on the exposure to gun violence in SEE;  
• Collected sex and age-disaggregated data;  
• Will be used to implement targeted awareness raising campaign for reducing the possession and use of firearms;  
• Data analysis process is ongoing. |

| Arms exports report | n/a | • Regular regional reports on arms exporting activities in SEE publicly available;  
• Based on national reports which are also published annually. |

| Armed violence monitoring platform (AVMP) | n/a | • First digital platform monitoring daily firearms incidents;  
• Uses data gathered from local media clippings, online search engines and relevant firearms-related reports of public institutions;  
• All data collected is sex-disaggregated. |

| Regional arms law compendium | n/a | • Collection of all the local laws related to SALW control translated into all of the regional languages and English.  
• Facilitating the identification of loopholes or inconsistencies between jurisdictions and enabling research on SALW control legislation  
• Over 100 laws and regulations translated into all regional languages and English available on the SEESAC website. |

Table 7.b) Financial support for SEESAC activities by the EU

<table>
<thead>
<tr>
<th>Country / Project</th>
<th>Duration</th>
<th>Budget (EUR)</th>
<th>Donor / Implementor</th>
<th>Aims and Activities</th>
</tr>
</thead>
<tbody>
<tr>
<td>Western Balkans / various</td>
<td>2003-2004</td>
<td>100'000</td>
<td>EU (2003/807/CFSP) / SEESAC</td>
<td>Contribute to the ‘South East Europe Regional Clearinghouse for Small Arms Reduction’. The clearing house should place particular emphasis on the development of regional projects to address the reality of cross-border flows of weapons.</td>
</tr>
<tr>
<td>Western Balkans / various</td>
<td>2002-2003</td>
<td>200'000</td>
<td>EU (2002/589/CFSP) / SEESAC</td>
<td>Contribute to the ‘South East Europe Regional Clearinghouse for Small Arms Reduction’. The clearing house should place particular emphasis on the development of regional projects to address the reality of cross-border flows of weapons.</td>
</tr>
</tbody>
</table>
| Western Balkans / various | 2016-2019 | 6'508'136 | EU (2016/2356/CFSP) / SEESAC | • Increased regional cooperation, knowledge exchange and information-sharing, leading to enhanced capacity for evidence-based policymaking;  
• Improved capacity for PSSM through infrastructure security upgrades, surplus reduction and training;  
• Enhanced capacity for marking, tracing and record-keeping;  
• Reducing illicit possession and misuse of firearms through support for awareness-raising and collection campaigns. |
<table>
<thead>
<tr>
<th>Region</th>
<th>Year</th>
<th>Value</th>
<th>Contract/Grant</th>
<th>Implementor</th>
<th>Summary</th>
</tr>
</thead>
</table>
| Albania / various | 2013-2016 | n/a       | EU (2015/2051/CFSP) / SEESAC | • Security upgrades at ammunition and conventional weapons storage sites of the Ministry of Defence;  
• Refurbishment of perimeter fencing and lighting;  
• Intruder alarm systems, closed-circuit television cameras (CCTV) and telecommunications equipment. |
| Western Balkans | 2013-2015 | 5'127'650 | 2013/730/CFSP / SEESAC | • Increased Security of Stockpiles through Infrastructure Improvements and Capacity Development in BiH, Kosovo, Moldova, Montenegro, Serbia and FYR Macedonia;  
• Stockpile reduction through SALW and ammunition destruction;  
• Improved Marking, Tracing and Registration of SALW;  
• Regional Cooperation on Awareness Raising, Information Sharing and Knowledge Transfer;  
• Collection and Awareness Raising Campaigns. |
| Western Balkans | 2010-2012 | 1'600'000 | EU (2010/179/CFSP) / SEESAC | • Regional training modules on SALW stockpile management for MoD, Mol;  
• Improved safety and security at SALW and ammunition storage sites;  
• Reduction of surplus SALW held by the Mol in Croatia and Serbia;  
• Development of national weapons registration and record-keeping;  
• Collection and registration;  
• Regional seminar on marking and tracing. |