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Delegations will find enclosed the Fourteenth Progress Report on the implementation of the EU Strategy to combat Illicit Accumulation and Trafficking of Small Arms and Light Weapons (SALW) and their Ammunition (2012/II), as endorsed by the Foreign Affairs Council on 22 April 2013.

# **Fourteenth Progress Report on the implementation of the EU Strategy to Combat Illicit Accumulation and Trafficking of SALW and their Ammunition - (2012/II)**

## **I. INTRODUCTION**

The fourteenth progress report on the implementation of the SALW Strategy covers EU activities during the second half of 2012 (from 1 July 2012 until 31 December 2012). The report was prepared by the EEAS Division for Non-Proliferation and Disarmament in cooperation with other relevant EEAS and European Commission services. During the reporting period, the EU continued to promote the issue of Small Arms and Light Weapons (SALW) in all multilateral fora and in its political dialogue with third countries in the context of relevant international instruments, such as the UN Programme of Action to Prevent, Combat and Eradicate the Illicit Trade in Small Arms and Light Weapons in All Its Aspects. In particular, the EU actively participated in the July 2012 UN negotiations on an Arms Trade Treaty, and in the August 2012 Second Review Conference on the UN Programme of Action to Prevent, Combat and Eradicate the Illicit Trade in Small Arms and Light Weapons in All Its Aspects. Over the period, the EU also continued the implementation of several projects related to the prevention of SALW illicit trade and excessive accumulation, and started the elaboration of new initiatives to be further developed over the next months.

## **II. IMPLEMENTATION OF THE ACTION PLAN CONTAINED IN THE EU SALW STRATEGY**

### **II.1 Effective multilateralism to develop universal, regional and national mechanisms to counter the supply and destabilising spread of SALW and their ammunition**

**(a) Implementation of the 2001 UN Programme of Action to Prevent, Combat and Eradicate the Illicit Trade in Small Arms and Light Weapons in All Its Aspects**

The EU actively participated in the United Nations Conference to Review Progress Made in the Implementation of the Programme of Action to Prevent, Combat and Eradicate the Illicit Trade in Small Arms and Light Weapons in All Its Aspects (PoA), which held its session from 27 August until 7 September 2012 in New York.

On the basis of an EU Working Paper, which was adopted at Council level and submitted to the Review Conference (available at [www.poa-iss.org/RevCon2/documents/](http://www.poa-iss.org/RevCon2/documents/)), the EU took an active part in the negotiations on a declaration, on the implementation plans for the PoA and the International Tracing Instrument as well as on the plan for the PoA meetings in the next six years. The EU welcomed the fact that the Review Conference was able to reach consensus on these outcome documents and is convinced that the results of the Conference will help all relevant actors to strengthen the full and effective implementation of the PoA in the future.

In the framework of the Council Decision in support of activities of the UN Office for Disarmament Affairs to implement the PoA (Council Decision 2011/428 CFSP of 18 July 2011), activities continued to improve the online Implementation Support System ([www.poa-iss.org](http://www.poa-iss.org)), in particular with regard to the “matching needs with resources” tool in order to help coordinate international efforts to effectively implement the PoA. On 14-15 August 2012, a regional seminar on the implementation of the PoA for sub-regions of Africa took place in Nairobi in order to advance the implementation of the PoA at regional level and assist in the preparations for the Second Review Conference on the PoA. At the seminar, an outcome document was adopted on the basis of in-depth discussions on the themes of the draft outcome documents of the Review Conference.

The sub-regional groupings consisting of Member States of ECOWAS, RECSA, SADC and ECCAS also developed their own outcome on sub-regional priorities which was annexed to the main document. Plans for a regional meeting with the League of Arab States on the regional implementation of the PoA and the results of the Second Review Conference are ongoing.

## **(b) Arms Trade Treaty**

The EU continued to attach high priority to the Arms Trade Treaty (ATT) process in the second half of 2012. The ATT process reached a crucial stage with the convening of the July 2012 UN Conference mandated to negotiate the Treaty.

Throughout the period of 2011-2012, the European Union and its Member States closely supported and participated in the UN-led Arms Trade Treaty process. In preparation for the July 2012 UN Conference, a dedicated sub-group of the COARM and CODUN working groups has met regularly to share views and coordinate positions, thereby allowing the EU to continue to be a very active and visible player in the ATT process. On the basis of EU coordinated positions, the EU and its Member States took an active part in the negotiations in July 2012 and held extensive consultations with third countries, in particular major arms-manufacturing, exporting, and importing countries, and with the Chairman of the UN Conference.

While recognizing that significant progress was reached at the UN Conference, the EU regrets that no agreement on a final text of the Treaty could be reached. Strong efforts will continue to be made towards the early and successful conclusion of the negotiating process at the final UN conference in March 2013, which will complete negotiations on the basis of the draft Treaty of 26 July 2012.

Following the completion of Council Decision 2010/336/CFSP of 14 June 2010, promoting the ATT process through the organization of a series of world-wide regional seminars, the EU started working on the preparation of a new Council Decision to be adopted in early 2013 and aiming at facilitating preparation among UN Member States to the March 2013 Conference and promote implementation and universalization of the ATT once agreed.

**(c) Implementation of the United Nations Convention against Transnational Organised Crime (UNTOC) Protocol against the Illicit Manufacturing of and Trafficking in Firearms**

Through the Instrument for Stability (IfS) long-term component, a three-year (March 2011-February 2014) project to prevent and counter trans-national illicit trade in firearms by promoting the ratification and implementation of the Protocol against the Illicit Manufacturing of and Trafficking in Firearms, their Parts and Components and Ammunition, supplementing the United Nations Convention Against Transnational Organized Crime, continued in the second half of 2012. The geographical scope of the project encompasses West Africa (Benin, Burkina Faso, Gambia, Ghana, Mali, Mauritania, Senegal, Togo), South America (Argentina, Bolivia, Brazil, Chile, Paraguay, Uruguay) and the Caribbean (Jamaica). Technical assistance was provided on legislative harmonization and capacity-building on SALW management in line with the aim of promoting the ratification and implementation of the Firearms Protocol in Latin America, the Caribbean and West Africa. The project also raises awareness on SALW issues to enhance civil society participation and oversight in this area. Foreseen activities include the conduct of a study on trans-regional trafficking of firearms which will provide partner countries with evidence to support policy making. The project is implemented by the United Nations Office on Drugs and Crime (UNODC).

In the framework of the IfS long-term component, the EU is also providing financial assistance to INTERPOL for the development and roll out of a database for tracking and tracing lost/stolen firearms (iARMS) via the Interpol I24/7 system.

The pilot roll out (2011-2012) focused on the same regions as the UNODC project and also included additional European countries (Czech Republic, Croatia, Portugal, Spain). The project aims at contributing to the combat against trafficking in firearms by improving regional and trans-regional information exchange on illicit firearms. A contract for a second phase of IfS long-term support to Interpol's iARMS system was agreed in December 2012 to commence in January 2013 (2013-2014) when the first phase of support ended. The second phase aims at enhancing the functionality of the system and at making iARMS available to all 190 INTERPOL members. The project also foresees related capacity-building, training and criminal intelligence services on combating firearms-related crime.

#### **(d) Export controls**

Following the completion of implementation of Council Decision 2009/1012/CFSP, in the first half of 2012, a thorough assessment of the Council Decision and its impact was conducted, with a view to the development of a new series of outreach and assistance activities. This process led to the adoption of Council Decision 2012/711/CFSP foreseeing a new series of activities in support of third countries, including regional seminars, study visits, staff exchanges, and individual assistance. The implementation of the Council Decision will start in early 2013.

#### **(e) Illicit trade in SALW by air**

In the framework of Council Decision 2010/765/CFSP on EU action to counter the illicit trade of SALW by air, which aimed at improving tools and techniques for international and national actors to effectively screen and target suspect aircrafts likely to be involved in the illicit trade of SALW, implementation of the project by the Stockholm International Peace Research Institute (SIPRI) continued until 30 December 2012.

An expert seminar with a focus on UN sanctions and air trafficking took place at the United Nations in New York on 28 and 29 August 2012. The event brought together around 100 experts in the fields of sanctions monitoring, civil aviation, peacekeeping, crisis management, disarmament, aviation intelligence, proliferation, export control, defence, law enforcement, customs and security. Another expert seminar with a focus on air trafficking and peacekeeping took place in Addis Ababa, Ethiopia on 30 and 31 October 2012 with the participation of international, regional, and national experts as well as representatives from the African Union (AU), other regional organizations and States from affected areas. Both seminars helped to establish best practices in the field of effective information-sharing, tools and techniques for the better monitoring and detection of air cargo actors engaged in destabilizing commodity flows as well as sanctions monitoring and trafficking investigation techniques within peacekeeping environments. Recommendations from the series of expert seminars included providing the Groups or Panels of Experts supporting the work of the United Nations Sanctions Committees with more permanent tools and resources. The Aircraft Monitoring Assessment System software and databases were updated to reflect the threat picture as it relates to the increasing levels of conflict in the Sahel and Syria towards the end of the projects' implementation period. Finally, an arms trafficking via air detection manual was published and disseminated during briefings and events held in the latter half of 2012.

## **II.2. SALW in the framework of political dialogue with third countries and regional organisations, SALW clauses**

SALW issues were included in the agenda of a number of the EU's regular **political dialogues with third countries** and cooperation with regional organizations. Political dialogue meetings on non-proliferation, disarmament and arms control issues were organized at Council Working Group level with the Republic of Korea (Vienna, 18 September 2012) and Ukraine (Brussels, 6 November 2012) and informal consultations were held inter alia with India, Japan, South Africa and other countries on a regular basis. An EU-27-US dialogue covering all important topics of the non-proliferation, disarmament and arms control agenda took place in Brussels on 17 December 2012.

In line with the **Council Conclusions on the inclusion of a SALW element in agreements between the EU and third countries** adopted in December 2008, SALW elements are currently being negotiated with Afghanistan, Australia, Brunei, Canada, Kazakhstan, Malaysia, Mercosur, New Zealand and Singapore for inclusion in their respective agreements with the EU.

## **II.3 Specific EU project assistance to Third Countries and Regional Organisations**

### **(a) Western Balkans**

I. The EU continued to fund demilitarization efforts in the field of SALW, in particular through the implementation of Council Decision 2010/179/CFSP in support of SEESAC activities in the **Western Balkans**, which was adopted in March 2010. The implementation of the Council Decision was brought to a successful conclusion through the completion of the outstanding activities related to the improvement of stockpile management and surplus destruction in Bosnia and Herzegovina, Croatia and Serbia.

In Bosnia and Herzegovina, the replacement of doors at four SALW and ammunition storage sites was successfully completed in December 2012. A total of 41 doors were changed, securing access to the stockpiles. Together with the improvements to the security provisions of the central SALW and ammunition depot of the Croatian Ministry of Interior (MURAT) and the security infrastructure upgrades to the Taras ammunition storage of the Montenegro Ministry of Defence, the upgrades resulted in a significant increase in the security of stockpiles in the Western Balkans. Infrastructure upgrades were complemented with stockpile management capacity development through the design and delivery of a 3 module comprehensive training course. A total of 58 operational level staff from Bosnia and Herzegovina, Croatia, Montenegro, Serbia and the former Yugoslav Republic of Macedonia were trained in planning and managing stockpile locations; inventory management and accounting procedures; and technical terms of stockpile facilities and transportation of SALW and associated ammunition.



Surplus stockpiles of SALW held by the Ministries of Interior in Croatia and Serbia were significantly reduced with a destruction of 78,205 weapons. In Croatia, the destruction of 4,620 SALW in the period July-December 2012 brought the total destroyed under the Council Decision to 32,920, surpassing the target number by 2,982 weapons. In Serbia, the destruction of 17,000 SALW in December 2012 brought the total number of weapons destroyed under the Council Decision to 45,285. In Croatia, the awareness raising campaign, which came to a close in December 2011, resulted in the collection of additional 186 pieces of illicit automatic weapons; 1,539 pieces of illicit fragmentation weapons; 201 pieces of legal weapons; 679,463 pieces of ammunition and 96,79kg of explosive during the first months of 2012.

In terms of marking and tracing, software upgrades enhanced the national weapons registration and identification system in the former Yugoslav Republic of Macedonia, making it fully functional. A new electronic weapons registration system was designed and deployed in Montenegro.

Overall, activities under the Council Decision significantly advanced the implementation of the EU SALW Strategy in the Western Balkans.

II. The EU is also considering a follow-up programme to continue to improve, through the Instrument for Stability (IfS) short-term component, the security, the safety and development perspectives for the individuals and the local communities that would be affected by accidental explosions at ammunition storage sites in Bosnia and Herzegovina. The UNDP implemented project will consist in a combination of the destruction of unstable and highly hazardous ammunition and the improvement of safety standards of the ammunition storage depots. The programme will also provide assistance to improve the ammunition inspection and verification mechanisms of the BiH Government and to enhance legal and administrative expertise and good practice within the authorities.

## **(b) OSCE region**

In October 2012, the EU adopted a Council Decision in support of activities to reduce the risk of the illicit trade in and excessive accumulation of SALW in the OSCE region (Council Decision 2012/662/CFSP). This Council Decision will lead, inter alia, to security upgrades of SALW stockpile storage sites in Belarus and Kyrgyzstan, the destruction of surplus SALW in these two countries to prevent their diversion to the illegal trade, and the introduction of a SALW inventory management application to improve stockpile, record-keeping and tracing of SALW in several OSCE States.

## **(c) Africa**

I. In the second half of 2012, the implementation of Council Decision 2012/121/CFSP in support of activities to promote EU-China-Africa dialogue and cooperation on conventional arms controls started. The first meeting of the Africa-EU-China EWG (Expert Working Group) was held in Brussels on 13 November 2012 and was followed by an ATT seminar attended by EWG members, officials, scholars and think tank experts from Africa, China and EU member states and EU institutions on 14 November 2012. Both events allowed to increase mutual understanding between African, European, and Chinese interlocutors on respective positions in the ATT process and on conventional arms issues in general. The first meeting of the EWG also adopted a work plan for the next six months that will include further outreach events on ATT in China and Africa and the establishment of a joint African-EU-Chinese Research Centre on conventional arms.

II. In the framework of the Instrument for Stability long-term component, the EU continued the implementation of a project to support the fight against the illicit accumulation of and trade in firearms and ammunition in Africa, through the **Regional Centre on Small Arms and Light Weapons (RECSA)**, located in Nairobi. This project contributes to the implementation of the Peace and Security component of the Joint Africa-EU Strategy. Main activities include institutional strengthening of target countries and RECSA, promotion of effective SALW management (arms marking, record keeping, stockpile management and destruction) and information generation on SALW.

The current support to RECSA is due to end in June 2013 after the completion of a study examining the level of implementation of regional and international SALW commitments of Sub-Saharan countries. A second phase of EU support to RECSA was agreed in December 2012 and will commence in July 2013 upon completion of the current project.

III. Moreover, the issue of the illicit spread of SALW in and from Libya was discussed in a series of meetings at various levels and the EU is preparing a Council Decision to support efforts in this respect. In September 2012, a joint project by DanChurchAid (DCA) and Danish Refugee Council (DRC), which is funded by the Instrument for Stability short-term component, already started by providing risk education on SALW to the civilian population in Libya to help reduce the number of accidents related to, and the visual presence of, SALW. DCA will also advocate with local authorities policies on the safe management of SALW to help prevent armed violence.

IV. Two further projects in African States, which are both funded by the Instrument for Stability short-term component, support assistance (1) to the Government of South Sudan on arms control, in particular through capacity building measures aimed at peacefully reducing the number of uncontrolled SALW in the hands of civilians in South Sudan; and (2) to the Government of Niger in effectively implementing its commitments from the ECOWAS Convention on SALW and the UN PoA. Both projects are being implemented by UNDP.

#### **(d) Central America**

The EU continued the implementation of a project supporting the Central American Small Arms and Light Weapons Control Programme (CASAC). Through the Instrument for Stability long-term component, the project, which was previously implemented by UNDP, entered its second phase of support in September 2012 with the Security Commission of the Central American Integration System (SICA) as its implementing partner. The contribution of the EU project to the CASAC initiative aims at establishing the foundation for a regional structure and long-term strategy to fight the illicit trafficking of arms in Central America, both at national and regional level.

The project is implemented in Central America and neighbouring countries, including the Caribbean region (particular focus is put on Belize, Guatemala, El Salvador, Honduras, Nicaragua, Costa Rica and Panama). Main activities include regional and national public awareness campaigns and conferences, strengthening of national coordination mechanisms and registry systems, and cross-border projects as well as training in various areas.

Moreover, the Instrument for Stability short-term component is also supporting the Instituto de Enseñanza para el Desarrollo Sostenible in the implementation of the SALW related parts of the Central America Security Strategy.

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