

ROADMAP

FOR A SUSTAINABLE SOLUTION TO THE ILLEGAL POSSESSION, MISUSE
AND TRAFFICKING OF SMALL ARMS AND LIGHT WEAPONS (SALW)
AND THEIR AMMUNITION IN THE WESTERN BALKANS BY 2024



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Under the auspices of the German Federal Foreign Office, European Union and the Regional Cooperation Council, SEESAC organized a High-level Regional Meeting of the Deputy Ministers of Interior and Foreign Affairs from Tirana, Sarajevo, Pristina, Chisinau, Podgorica, Belgrade and Skopje on 1 February 2018 in Podgorica, Montenegro¹.

The meeting reiterated an explicit political commitment of all actors in the region towards reinforced small arms control and non-proliferation that was confirmed through the adoption of a **Joint Statement**. Moreover, recognizing that the proliferation and illicit trafficking of firearms and their ammunition is a persistent threat for the internal security, the authorities of the region committed to develop a ***Roadmap² for a sustainable solution to the illegal possession, misuse and trafficking of Small Arms and Light Weapons (SALW)/firearms and their ammunition in the Western Balkans (Roadmap)***.

The purpose of this Roadmap is to serve as a guiding and consensual document developed and owned by the regional authorities, in achieving a sustainable solution to the illegal possession, misuse and trafficking of SALW/firearms, and its ammunition, in the Western Balkans. This document is a testimony of the consensus reached among all stakeholders in the region about the current challenges, the overall targets to be reached, and timeline of actions to be taken. It provides an overall platform for commonly agreed levels of performance, and outlines the commitment required at the strategic, policy and operational level amongst the beneficiaries, building on the political commitment to the *UN Programme of Action to Prevent, Combat and Eradicate the Illicit Trade in Small Arms and Light Weapons in All Its Aspects* as well as legal obligation stemming from the *Protocol against the Illicit Manufacturing of and Trafficking in Firearms, their Parts and Components and Ammunition (The Firearms Protocol)*.

1 While authorities from Chisinau freely associated themselves to the Joint Statement and the adopted elements of the Roadmap, they are not part of the Western Balkans and thus not included in the Berlin Process. Nevertheless, in the interest of further pursuing their EU accession process, include Moldovan authorities expressed readiness to closely follow the implementation of the Roadmap and structure their strategic and policy frameworks in accordance with it.

2 This document addresses both civilian as well as military-grade firearms. The term SALW is used when focusing on military grade weapons and the term firearms is used to purposely include civilian firearms. Firearms and SALW are used to cover the entire scope. For the purpose of this document, Small Arms and Light Weapons shall be defined pursuant to the definition offered by the 1997 UN Panel of Governmental Expert (www.un.org), while the terms “firearm” and “ammunition” shall be defined in accordance with the EU Council Directive 91/477/EEC on control of the acquisition and possession of weapons. Explosives shall be defined according to the definition provided by International Ammunition Technical Guidelines.

Embedded in the Berlin Process³, the implementation of the Roadmap will facilitate further the efforts of the Western Balkans in meeting some of the key security conditions for full European Union Membership as set forth in the new EC Communication for **“A credible enlargement perspective for and enhanced EU engagement with the Western Balkans”**, the annexed **Action Plan in Support of the Transformation of the Western Balkans**, the **2005 EU Strategy to Combat the Illicit Accumulation and Trafficking of Small Arms and Light Weapons and their Ammunition** and the **Action Plan on Illicit trafficking in firearms** between the EU and the South East Europe region 2015-2019⁴. It will in addition, contribute directly to the implementation of Sustainable Development Goal 16, with a specific focus on Target 16.4. that aims to significantly reduce illicit financial and arms flows by 2030.

The document constitutes in addition, a progress measuring tool and a guide towards a more coordinated and synergetic support to the region in this area leading to an effective and efficient use of donor resources. The Roadmap will be operationalized through bespoke action plans, which will be integrated and support the existing SALW Strategies and national action plans with measurable objectives and concrete indicators against which, progress can be measured at both a local and regional level.

The Roadmap is developed in close cooperation with all relevant institutions of the region under the auspices of the Federal Republic of Germany and SEESAC’s technical support⁵, and coordinated with the United Kingdom, France and the European Commission. The Roadmap was developed based on the Joint Statement of the Deputy Ministers of Interior and Deputy Ministers of Foreign Affairs in South East Europe, and the Roadmap elements, both adopted in the Podgorica Meeting. Additionally, consultative

3 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 European Union. It was launched on August 28, 2014, by the German Chancellor Angela Merkel and the Member States involved in the Process include – Austria, Croatia, France, Germany, Italy, Slovenia and the United Kingdom.

4 The European Commission has been mandated by the Meeting of the Joint Committee between European Union Firearms Experts and South-East Europe Experts of 26 January 2018 to carry out in 2018 an in-depth evaluation of the Action Plan on Illicit trafficking in firearms between the EU and the South-East Europe region 2015 - 2019, and draft a report to inspire the new Action Plan to be adopted in 2019. In this context, the Roadmap may contribute to the evaluation of the Action Plan (2015 – 2019). In that respect, the targets and timeline mentioned reflect a commitment of the Western Balkan Partners, and do not prejudice the actual content of the new Action Plan.

5 SEESAC is facilitating the coordination of activities related to arms control and combatting illicit trafficking of firearms, based on the “Regional Implementation Plan on Combatting Proliferation of Small Arms and Light Weapons in South East Europe”, and referred to by the Joint Statement on Enhancing the Fight Against Illicit Trafficking of Firearms and Ammunition in the Western Balkans, adopted at the EU-Western Balkans Ministerial Forum on Justice and Home Affairs on 16 December 2016, contributing also to convergence of efforts and synergies of the recently established Integrative Internal Security Governance (IISG) mechanism, namely the Western Balkans Counter Serious Crime Initiative, the Western Balkans Border Security Initiative, and the Western Balkans Counterterrorism Initiative.



meetings with small arms and light weapons commissions were held throughout the region, ensuring regional ownership and sustainability of results. In an effort to ensure a comprehensive approach and full ownership of the envisaged measures consultations were held with local communities, civil society representatives, as well as regional and international partners.

The successful implementation of the Roadmap shall require the concerted effort of the Western Balkans authorities as well as timely, targeted and coordinated support of the international partners and donors.

On 28-29 May 2018, authorities of the Western Balkans met in Tirana, at the 9th Regional Meeting of the SALW Commissions, consolidated the final draft, and presented it to the German Federal Foreign Office to be incorporated into the agenda of the Berlin Process.

Official adoption of this document took place at the EU-Western Balkans Summit in London on 10 July 2018.

ROADMAP VISION:

Western Balkans is a safer region, and an exporter of security, where comprehensive and sustainable mechanisms, fully harmonized with the European Union and other international standards, are in place to identify, prevent, prosecute, and control the illegal possession, misuse and trafficking of firearms, ammunition and explosives.



High Level Meeting in Podgorica, February 2018



GOAL 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.

GOAL 2.

By 2024, ensure that arms control policies and practices in the Western Balkans are evidence based and intelligence led.

GOAL 3.

By 2024, significantly reduce illicit flows of firearms, ammunition and explosives (FAE) into, within and beyond the Western Balkans.

GOAL 4.

By 2024, significantly reduce the supply, demand and misuse of firearms through increased awareness, education, outreach and advocacy.

GOAL 5.

By 2024, substantially decrease the estimated number of firearms in illicit possession in the Western Balkans.

GOAL 6.

Systematically decrease the surplus and destroy seized small arms and light weapons and ammunition.

GOAL 7.

Significantly decrease the risk of proliferation and diversion of firearms, ammunition and explosives.

The Roadmap places specific importance on the advancement of gender equality. Accordingly, this document has been developed based on a gender analysis of SALW/firearms control in the region⁶; and reinforces its key recommendations⁷. In addition to this, women and men have equally contributed to the development of the Roadmap. The integration of gender perspective and its implementation through National Action Plans will be carefully monitored and evaluated as a key element to achieve a better, more sustainable and efficient output.

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6 SEESAC (2016) Gender and SALW in South East Europe, see: http://www.seesac.org/f/docs/Armed-Violence/Gender_and_SALW_publication_eng-web.pdf.

7 SEESAC (2016) A Practical Tool for Integrating the Gender Perspective in SALW Legislative and Policy Frameworks, see: http://www.seesac.org/f/docs/Gender-and-Security/Gender_and_SALW_Toolkit_eng.pdf.



KEY PERFORMANCE INDICATORS

The implementation of the Roadmap will be monitored and evaluated regularly against the following Key Performance Indicators (KPIs):

1. Number of legal frameworks on arms control throughout the Western Balkans fully harmonized with the EU legislation, the Arms Trade Treaty and the *Protocol against the Illicit Manufacturing of and Trafficking in Firearms, their Parts and Components and Ammunition (The Firearms Protocol)*;
2. Number of evidence based arms control policy documents, developed in each jurisdiction of the Western Balkans, that are also addressing needs of men, women, boys and girls;
3. Number of cases, individuals and quantity of misused and trafficked firearms, ammunition and explosives (FAE) prosecuted and adjudicated in comparison to the number of law enforcement reports on seizures;
4. Number of cases and quantity of FAE seized inland compared to the number of cases and quantity of FAE seized at the borders;
5. Number of reported cases of FAE seized at the borders of the European Union and traced to the Western Balkans, compared to the number of FAE seized throughout the European Union and traced to or diverted from the Western Balkans;
6. Number of FAE for which export licenses were issued by the Western Balkans identified as diverted through post-shipment control procedure;
7. Firearms Focal Points established and operational in each jurisdiction of the Western Balkans;
8. Number of inter-institutional cooperation cases at operational level, including investigation, prosecution and pretrial phases;
9. Number of cases of operational cooperation sourced from intelligence information including ballistic intelligence in the fight against firearms related crimes, with authorities in the region, EU member states and agencies as well as international law enforcement agencies;
10. Number of incidents involving firearms and victims affected by the misuse of firearms, disaggregated by gender and age, in each jurisdiction of the Western Balkans;
11. Number of FAE voluntarily surrendered, as well as firearms legalized or deactivated;
12. Number of reported SALW/firearms, ammunition, and explosives confiscated or surplus systematically destroyed;
13. Number of SALW/firearms and their ammunition storage facilities in line with international safety and security standards;
14. Percentage of citizens satisfaction (disaggregated by age and gender) or feeling of safety on armed violence across the Western Balkans.

1. LEGISLATIVE AND REGULATORY FRAMEWORK ON SALW/FIREARMS AND ITS STANDARDIZATION

Sustainable SALW/firearms control requires policies, procedures and management practices that are implemented at global, regional, national and local levels. This involves international, national, commercial, security, non-governmental and other stakeholders operating in accordance with strictly proscribed and inter-dependent conditions. Thus, a strong framework of legislation in compliance with international standards and guidelines is required.

There is an evident and urgent need for such legislative and regulatory framework on SALW/firearms control in the Western Balkans to effectively regulate the arms control, facilitate the response to relevant threats, and that is fully harmonized with the European Union framework. Under this goal, the achievement of the overall targets set forth will ensure full harmonization with the EU and other international agreements/standards, which will consequently enable the compatibility of arms control laws and procedures amongst the Western Balkans and standardization of SALW/firearms control procedures and practices which would allow for a better and more efficient response to the firearms related threats at both national and regional level.

The measures envisaged will rely on the EU and international standards in the area of SALW/firearms control that will ensure coordination of prevention, mitigation, response, consistency, maximized compatibility, interoperability, and quality.

GOAL	OVERALL TARGETS	BASELINE	TIMEFRAME
GOAL 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	Establish complete legal framework to counter all forms of illicit possession, trafficking and misuse of firearms, ammunition, and explosives (FAE)	Law on weapons in place in all beneficiaries but no by-laws on deactivation or marking in place; stronger scrutiny and timely adoption of secondary legislation required to ensure that these are in support of primary legislation; National SALW Strategies and action plans at least in 5 beneficiaries	2020



GOAL	OVERALL TARGETS	BASELINE	TIMEFRAME
GOAL 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	Ensure full legal and regulatory framework is in place with regards to FAE producers	Low level of awareness on possibility of diversion of parts and components due to loopholes in the control of production process; minimal regulation, security requirements, and oversight over the explosives producers and legal entities utilizing the explosives; no regulation on precursors	2020
	Fully harmonize arms control legislation with EU legal framework and in line with international agreements/standards	EU Firearms Directive; EU Deactivation Regulation; EU Implementing Act on alarm and signal weapons; EU Common Position on Arms Exports; EU Regulation on Marking, EU Guideline on Joint Investigation Teams establishment and functioning; Regulation 258/ 2012 harmonization with the UN Firearms Protocol, Arms Trade Treaty (ATT), International Tracing Instrument (ITI), OSCE Guidelines, ISACs	2019 - 2023
	Ensure compatibility of arms control legal frameworks across the Western Balkans, which allows direct operational cooperation	Law on weapons (weapons categorization in particular) with significant discrepancies; Criminal Procedure Codes similar; Criminal Codes similar, laws on Personal Data are in place but discrepancies persist	2019 - 2023
	Ensure standardization of procedures and practices in the area of arms control and FAE investigations	No dataset agreed on intelligence exchange; no systematic exchange of information; sporadic parallel investigations; sporadic attempts to reach ENFSI standard on forensic investigations; only one beneficiary performing Gun Crime Analysis Report; number of the SALW/firearms control procedures developed not fully in accordance with the proscribed EU standards and appropriate good practice in use; annual qualitative and quantitative overview of implementation of procedures and practices missing; only one forensic laboratory in the region reached the ISO 17025 accreditation for its ballistic investigation and other related processes	2019 - 2023
	Exchange good practices with a specific focus on the areas defined in the Roadmap	Exchange of good practices ensured for police investigators, prosecutors, forensic examiners, and customs officers through SEEFEN, export control through regional information exchange process, policy development through SALW Commissions	2023



2. EVIDENCE BASED POLICIES AND RISK ASSESSMENTS

It is increasingly evident that responding to old and new arms control challenges, such as new technologies, ever-changing *modus operandi*, as well as the dynamic social, political, and security environments, requires policies that respond to the changing reality. These policies need to be established on a sound and all-inclusive framework to implement the required control measures efficiently and effectively. To respond to the existing and emerging threats, there is a need to capacitate the stakeholders in the region to fully utilize the existing resources, identify gaps, and determine potential synergies which will enable activities and tasks to be better regulated, managed, and implemented by all the different actors involved.

The need for an accurate and updated overarching set of information on all aspects covering arms control is set already as a priority by several governments in the region. A Regional SALW Survey under implementation in 2018 identified that the data collection practices in the institutions are inconsistent, not standardized and the necessary level of detail is often unavailable, particularly when it comes to segregation by age and gender. Coordination between institutions is often not in place which all together hinders the development of a sectoral overview, and adequate evidence based policies. The achievement of overall targets under this goal will ensure evidence based policies which provide the sound basis for an effective and efficient response to SALW/firearms threats.

Furthermore, better data collection, sharing and analysis will enable proper analytical assessments to be translated in knowledge products. It will also enable managing of the risks in countering the illicit trafficking and misuse of firearms, by contributing so to an intelligence led-policing approach. In an effort to ensure gender responsive policy making particular attention will be given to ensure that gender and age disaggregated data collection is enabled throughout the region.

Exchange of operational and strategic intelligence will further lead to systematically prevent and mitigate firearms related threats domestically, regionally and internationally. Horizon scanning, a systematic examination of information to identify potential threats, risks, emerging issues and opportunities will further allow for better preparedness and the incorporation of mitigation and exploitation of relevant data and information into the policy making process and making the approach sustainable.

Finally, the detailed data collected will feed into the national reporting that all institutions of the region will have to undertake in order to demonstrate their contribution to the EU accession process (Progress Reports, track record, etc.), international agreements (UN, OSCE and other instruments), and in particular the implementation of the Sustainable Development Goal 16.



GOAL	OVERALL TARGETS	BASELINE	TIMEFRAME
GOAL 2. By 2024, ensure that arms control policies and practices in the Western Balkans are evidence based and intelligence led.	Standardize and institutionalize data collection on firearms, by gender and age, regarding legal and illegal SALW/firearms interdictions, armed violence incidents, ballistic evidence, and other firearms related data resulting in periodic regional FAE risk analysis and threat assessment	Data collection practices are underdeveloped, not standardized nor coherent, sporadically used to influence policy development, crucial data on SALW/firearms is often unavailable and coordination between institutions is often not in place which altogether hinders the development of evidence based policies; a regional SALW survey methodology developed in SEE and survey data currently being collected by the institutions	2019 - 2024
	Strengthen tasking, coordination and monitoring functions of the Firearms Focal Points, to ensure effective policies on Prevention, Mitigation, Reaction, and Suppression of firearms misuse, trafficking and uncontrolled proliferation	SALW commissions established in all beneficiaries, majority with weak mandate for policy making; SALW/firearms policy development processes that include relevant government stakeholders and civil society organizations not streamlined; tasking and coordination mechanisms at the institutional, and intra-institutional level not clearly visible	2020
	Increase national analytical capacities and institutionalize firearms data analysis	Limited capacities of SALW/firearms policy stakeholders and enforcement officers to conduct analysis that would ensure policy/enforcement response based on evidence; no evidence based analysis on impact currently conducted	2020
	Ensure exchange of operational and strategic information, data, intelligence as well as evidence with Europol, Frontex and Eurojust	One FFP established in one beneficiary and process started for 5 other beneficiaries; unclear tasking and coordination mechanism with regards to gun enabled crime cases; limited use of SIENA in exchanges of information with Europol and at bilateral level; lack of agreed procedure for an exchange of ballistics' information; further deepening of cooperation with Frontex needed, EMPACT working on the steady increase of the information exchange between the EU Member States and WB law enforcement, and therefore on the intelligence-led operations	2020



GOAL	OVERALL TARGETS	BASELINE	TIMEFRAME
GOAL 2. By 2024, ensure that arms control policies and practices in the Western Balkans are evidence based and intelligence led.	Institutionalize systematic collection of criminal justice data across the Criminal Justice Sector (at the level of Police and Customs, Prosecutors service, Court Service, Correctional and Penitentiary Services)	Different data collection methodologies in place; no possibility of obtaining comparable statistical and other data overview from all institutions across the Criminal Justice Sector; annual reports from all institutions about processing firearms related criminality not cross-comparable	2024
	Introduction of mandatory feedback exchange for all WB beneficiaries enabling improvement of proactive investigations at national, regional and international level	Disproportionate number of police seizures against the number of cases prosecuted and adjudicated; mandatory feedback on information requests and actions is sporadic and not uniformed; responses to requests for information and letters rogatory vary in timings, and quality of input; equally so, for the information shared with the international partners follow-up and feedback is never received; inputs and responses of the beneficiaries for the Joint Action Days vary in quality and quantity; no JAD coordinator appointed	2024
	Ensure that every FAE recovered or seized is immediately traced automatically (domestically and internationally)	Tracing of FAE sporadic and not uniformed; marking analysis sporadic and information neither standardized nor shared	2024
	All police services of the Western Balkans connected and regularly input their data on lost and stolen firearms to INTERPOL's Illicit Arms Records, Tracing Management System (iARMS)	Almost all police services of the Western Balkans are connected to INTERPOL's Illicit Arms Records, Tracing Management System (iARMS)	2022
	Fully integrate gender and age concerns in SALW/firearms control policies and ensure meaningful participation of women in SALW/firearms control	Limited integration of the gender and age perspective adversely affecting the effectiveness of SALW/firearms control measures, underrepresentation of women, which hinders the articulation of the gender perspective in SALW/firearms control policies	2022



3. CROSS-BORDER AND ARMS EXPORT CONTROL

The comprehensive approach towards combating illicit trade and flows of firearms, essential components, ammunition and explosives in this region is predicated on several factors out of which one of the central requirements is strengthened cross-border control. Effective border controls serve not only as a deterrent to crime in all its facets, but also as a confidence-building measure. Strict and effective border control is a foundation to any long-term program of national and regional security.

Over 95 % of all weapons are legally produced but many of them are diverted later into illicit use and this is a key challenge, which will require strengthened control, monitoring and preventing through improved control mechanisms, capacities, procedures and transparency measures.

Overall security sector reform efforts, ongoing in each one of the beneficiaries, are advancing significantly the border control capabilities. While the efforts vested thus far are managing the overall transition towards the more effective, accountable and efficient law enforcement there is a need to provide focused assistance that would raise the proficiency of actors in the region to further advance their capabilities to prevent and combat trafficking of firearms, essential components, ammunition and explosives. Current levels of cooperation between authorities across borders will benefit from further support, targeted and tailor-made assistance.

The Roadmap will guide the institutions in the region to further advance implementation of their legal framework, and use of technological, human, and other resources towards improved and strengthened sector-wide cross border controls in combating firearms, essential components, ammunition and explosives trafficking. This document will work in full support to the EU Policy Cycle against Serious and Organized Crime, specifically the *Operational Action Plan 2018 EMPACT FIREARMS*.



GOAL	OVERALL TARGETS	BASELINE	TIMEFRAME
GOAL 3. By 2024, significantly reduce illicit flows of firearms, ammunition and explosives (FAE) into, within and beyond the Western Balkans	Ensure full implementation and monitoring of legal, policy and procedural framework on trafficking of FAE	Limited cooperation under the existing IBM strategies; lack of procedures and capacity on detection, analysis, identification and investigation of FAE; procedures for risk analysis for border police (CIRAM) in place but no focus on firearms; no system in place for data collection and sharing within the UNODC's Global Firearms Trafficking Study; SOCTA methodology adopted throughout the region; low numbers of prosecutions/ indictments/sentencing of misuse and trafficking of FAE; judiciary is more prone to classify offences as illegal possession rather than trafficking; low number of cases and sentencing below legal minimum discourage the practitioners and institutions	2024
	Prevent trafficking (smuggling, illicit trade and transit) of FAE through improved processes, equipment and training of targeted law enforcement units	Weak detection, analysis, identification and investigation capacities; high turnover and attrition rate of specialized personnel; insufficient quality and quantity of FAE detection equipment in place - mostly outdated; internal compliance procedures, cases of diversion detected; low track record of prosecuted and even lower number of adjudicated cases of misuse and trafficking of FAE; no initial and systematic vocational training/specialization	2024
	Substantially strengthen control, monitoring and prevention of diversion of legal trade through improved capacities, procedures and transparency	Control mechanisms in place for Conventional Arms, but not for precursors; national, regional, international monitoring mechanisms in place; cases of diversion reported; Regional Information Exchange Process; Brokers Database not updated regularly	2019 - 2024
	Strengthen existing bilateral, regional and international mechanisms and encouraging new forms of good practice to counter trafficking of firearms	Existence of several regional platforms facilitating exchange of good practices of WB stakeholders at different levels: SALW Commissions process, RASR, EMPACT, SEEFEN, SEEFEG, RACVIAC, RIEP; EU P2P Only few Joint border posts and joint patrols established; 2 JADs and 2 Interpol led operations; low utilization of international assistance and special investigation tools offered by EMPACT and EUROPOL, TAIEX and CEPOL training courses – including the CEPOL exchange programmes for officials used sporadically; national training courses rarely organized	2024



4. AWARENESS, EDUCATION, ADVOCACY AND OUTREACH

An estimated high number of weapons are still in illicit possession of citizens in the Western Balkans and their presence is most visible in incidents of celebratory shooting, which in many places is still widely socially accepted and tolerated. Statistics collected over the last year show that threats against life and body are decreasing but a significant number of suicides and misuse of weapons in GBV is still recorded. Impact analysis is only sporadically done and indicates a lack of a comprehensive approach and commitment in planning and implementation of comprehensive awareness measures and actions very often with limited national ownership.

Under this Goal, the Roadmap sets forth targets designed to address societal tensions, confidence and trust building issues, and a range of knowledge-attitude-behavioral challenges involving state institutions, private entities, communities and individuals. Attention will be devoted towards addressing the misuse of firearms in violence against women, in domestic violence and other forms of gender based violence.

GOAL	OVERALL TARGETS	BASELINE	TIMEFRAME
GOAL 4. By 2024, significantly reduce the supply, demand and misuse of firearms through increased awareness, education, outreach and advocacy	Increase awareness among licensed private and legal entities about the danger of misuse and illicit proliferation of FAE	Level of awareness inadequate among shooting and hunting ranges, retail shop, security companies; low level of awareness of institutions in particular on trafficking through fast/postal parcels and internet portals; low level of awareness among transport companies and delivery services about the risk of illicit trafficking	2019 - 2024
	Increase awareness of FAE producers about risks of diversion	Low level of awareness on possibility of diversion of parts and components due to loopholes in the control of production process; minimal regulation, security requirements, and oversight over the explosives producers and legal entities utilizing the explosives; no regulation on precursors	2019 - 2024
	Develop sustainable partnerships to strengthen advocacy, reinforce outreach and reach messaging multipliers	Partnerships sporadic, limited in their scope and duration and not sustainable; sporadic partnership among state institutions and civil society; low number of indictments and adjudications of misuse and trafficking of FAE coupled with a lenient sentencing policy which represent no deterrent to potential offenders and send a very discouraging message to the general population	2020

GOAL	OVERALL TARGETS	BASELINE	TIMEFRAME
GOAL 4. By 2024, significantly reduce the supply, demand and misuse of firearms through increased awareness, education, outreach and advocacy	Increase awareness among general population, both women and men, on the danger of misuse, illicit possession and trafficking of FAE	High estimates of illicit possessions reported; lack of agreed methodology on the assessment of the number of illicit firearms throughout the region; high number of suicides with firearms and misuse of firearms in GBV; lack of comprehensive approach and commitment in planning and implementation of comprehensive awareness measures, including the education institutions, limited national ownership	2020
	Increase awareness among young men on the dangers of misuse of SALW/firearms since they account for majority of perpetrators and victims of firearm related incidents	Young men are disproportionately represented among both perpetrators and victims of firearms; they also account for majority of those who reported they would own a gun and who feel safer with a gun at home	2024
	Increase awareness of dangers of celebratory shooting in particular as major contributors to firearm related death and injury	High number of injuries and deaths as well as material damage caused by firearms in celebratory shootings; low number of prosecuted/adjudicated cases and lenient sentencing policies	2022
	Increase awareness and reduce the misuses of firearms in violence against women, domestic violence and other forms of gender based violence	Low awareness on the widespread misuse of the firearms in domestic and gender based violence and underdeveloped institutional response	2020
	Increase the partnership with, and awareness of media on the importance of adequate reporting on firearms misuse and firearms-enabled violence	Media outlets reporting incoherently and benevolently towards misuse of firearms mostly in the context of “gun culture”, “firearms as part of traditional values”, etc.; low institutional responsiveness towards media reporting and follow up	2020
	Increase confidence in security institutions as providers of adequate and equal safety for all through community-society-regional outreach activities	High number of short firearms registered are mostly justified as a reason for self-protection; high estimates of illegal possession in essence demonstrate an inadequate trust in the institutions to provide protection; inadequate community outreach and community policing approaches unable to address the confidence and trust vacuum between the institutions and the local communities	2019 - 2024



5. SALW/FIREARMS COLLECTION AND LEGALIZATION

An estimated high number of weapons are still in illicit possession of citizens in the Western Balkans. In the wrong hands they have a destabilizing potential and their negative effects multiplied. As such, they represent a continuous danger to communities, societies and institutions. Collection of SALW/firearms is one of the control measures and amongst the most complex activities as they require strong cooperation between several institutions as well as trust building with the targeted community/society.

Collection campaigns implemented already in the region have demonstrated that for voluntary surrender and/or legalization of firearms to be successful, proper and inter-institutional planning needs to be in place, to reinforce the confidence in the security institutions.

Against this background, the Roadmap aims to achieve several targets aiming towards substantial decrease of firearms in illicit possession through six critical aspects of SALW/firearms collection which include: 1) Confiscation 2) Legalization 3) Voluntary Surrender 4) Deactivation 5) Found, and 6) Inherited firearms. These aspects, when combined properly can reduce the social, economic and environmental impact of uncontrolled SALW/firearms proliferation and possession to a given jurisdiction and a region as a whole.

GOAL	OVERALL TARGETS	BASELINE	TIMEFRAME
GOAL 5. By 2024, substantially decrease the estimated number of firearms in illicit possession in the Western Balkans	Substantially increase number of seized firearms, ammunition and explosives	Inadequate detection capacities and equipment; number of reported seized firearms throughout the region; sporadic use of informants to identify illegal possession	2022
	Ensure that legal measures are in place allowing legalization and voluntary surrender of firearms	Legalization sporadically used jointly with voluntary surrender; voluntarily surrender mainly used as a measure at the time of transition of laws; lack of legislation in place for voluntary surrender; lack of incentives	2020

GOAL	OVERALL TARGETS	BASELINE	TIMEFRAME
GOAL 5. By 2024, substantially decrease the estimated number of firearms in illicit possession in the Western Balkans	Systematically use deactivation to reduce illegal firearms possession	Deactivation regulations in place in some beneficiaries but inconsistent practices, capacities and implementation and not fully aligned with EU regulation on deactivation	2024
	Increase administrative capacities and targeted outreach to complete re-registration within envisaged legal timeframe, as well as to address adequately found and inherited firearms	Extended re-registration periods after amendments of laws on weapons leading to diversion	2020



6. SYSTEMATIC PHYSICAL DESTRUCTION OF SALW/FAE

There are still considerable amounts of illicit SALW/firearms and ammunition in the Western Balkans. The continued presence of surplus and illicit FAE inevitably acts as a destabilizing influence in the area and the potential for illicit trade remains.

The immediate and systematic verification, and physical destruction of surplus and confiscated firearms, ammunition and explosives (FAE) is a core nonproliferation activity (i.e. reducing the risk of supply to the illicit market).

Firearms is approached as a separate issue to the destruction of ammunition and explosives, as it is a much simpler and safer activity than the physical destruction of the ammunition. The destruction of ammunition and explosives is a highly specialist task that can only be safely, efficiently and effectively undertaken by appropriately trained and qualified staff, in the appropriate environment.

The Roadmap and its targets under this goal aim to ensure reduction of stockpiles systematic and physical destruction or deactivation of the surplus, recovered or seized FAE.

GOAL	OVERALL TARGETS	BASELINE	TIMEFRAME
GOAL 6. Systematically decrease the surplus and destroy seized small arms and light weapons and ammunition	Systematically destroy all surplus stockpile FAE in an environmentally benign manner	SOPs on destruction in place; Periodic destruction of weapons conducted; Majority of beneficiaries has certified ammunition demolition ranges/demilitarization facilities in place; Some beneficiaries lacking LCM for ammunition; at least one beneficiary possessing large surplus of ammunition	2019
	Systematically and publicly destroy all seized FAE	SOPs on destruction in place; Periodic destruction of weapons conducted upon court decision; Majority of beneficiaries has certified demolition ranges/demilitarization facilities in place; Periodic destruction of ammunition conducted upon court decision	2024

7. STOCKPILE MANAGEMENT – ADVANCING THE REGULATIONS AND MONITORING OF DUE COMPLIANCE

Stockpile management is a wide-ranging term, including but not limited to the governance and management of stockpiles, in addition to the specific technical areas of security and safety of stockpiles.

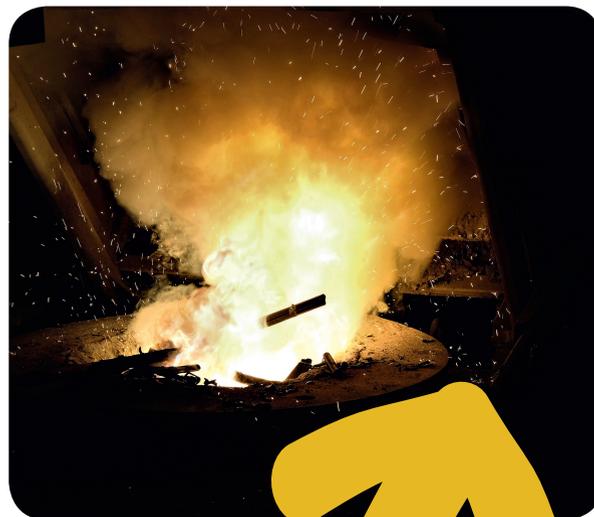
If not properly governed and managed stockpiles of FAE may proliferate, deteriorate, become damaged or create an imminent safety risk unless they are correctly stored, handled and transported.

Achievement of overall targets under this goal, will ensure that the authorities of the Western Balkans perform their Stockpile management duties in accordance with international standards and good practices, thus ensuring that national authorities are capacitated to perform, monitor and enforce stockpile management during the whole lifecycle of FAE in terms of wider management responsibilities.

GOAL	OVERALL TARGETS	BASELINE	TIMEFRAME
GOAL 7. Significantly decrease the risk of proliferation and diversion of firearms, ammunition and explosives	Strengthen the capacities of relevant state institutions (armed forces, law enforcement, forest guards, customs, correctional services) to establish inspection systems and implement Life Cycle Management of SALW and ammunition (where relevant)	Inspection plans in place for armed forces; varying standards; LCM developed in some beneficiaries but not standardized; high turnover and attrition rate of specialized personnel; limited educational and training capacities	2020 - 2024
	Ensure safe and secure SALW/firearms and ammunition storage facilities designated based on identified needs and in accordance with international standards	Varying level of safety and security of SALW/firearms and their ammunition storage facilities throughout the region; Cost benefit analysis of SALW/firearms and their ammunition storages capacities	2024



GOAL	OVERALL TARGETS	BASELINE	TIMEFRAME
GOAL 7. Significantly decrease the risk of proliferation and diversion of firearms, ammunition and explosives	Build the capacities of relevant legal entities (producers, repair shops, retail, trade, shooting ranges, hunting ranges, private security companies, training centers) to establish inspection systems	There are minimal legal and regulatory constraints for repair shops; minimal regulations and oversight on production and trade of explosives for civil use	2023
	Increase human resources and administrative capacities of state institutions for monitoring, oversight and evaluation of the firearms and ammunitions stocks of legal entities and individuals	Minimal number of people working on these tasks; no risk assessment categorizing and prioritizing oversight and inspection visits of legal entities and individuals; low salaries and validation of the PSSM managers	2024



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ROADMAP

FOR A SUSTAINABLE SOLUTION TO THE ILLEGAL POSSESSION,
MISUSE AND TRAFFICKING OF SALW AND THEIR AMMUNITION

IN THE WESTERN BALKANS BY 2024