

# South Eastern Europe SALW Monitor



**SEESAC**

South Eastern Europe Clearinghouse for the  
Control of Small Arms and Light Weapons

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The **South Eastern Europe Clearinghouse for the Control of Small Arms and Light Weapons** (SEESAC) has a mandate from the United Nations Development Programme (UNDP) and the Stability Pact for South East Europe (SPSEE) to provide operational assistance, technical assistance and management information in support of the formulation and implementation of SALW co-ordination, control and reduction measures, projects and activities in order to support the Stability Pact Regional Implementation Plan, thereby contributing to enhanced regional stability and further long-term development in South Eastern Europe.

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## Executive Summary

The uncontrolled proliferation and trafficking of small arms and light weapons (SALW) is a serious problem in South Eastern Europe, fuelling crime and insecurity, and undermining conflict prevention and peace-building efforts in the region. The past collapse or weakness of many state institutions in SEE has been an additional cause of instability and uncertainty in a region that has suffered successive conflicts over the last ten years. The resulting SALW proliferation and diffusion among the region's population remains a serious problem and is compounded by weak border control, organised crime and trafficking, inconsistent implementation of legislation on both arms export and possession, poor transparency on SALW issues and a lack of capacity in many countries' governments and civil society to tackle SALW issues effectively.

The situation is however improving, and the last few years have seen regional and international initiatives on SALW, such as the OSCE Small Arms Document and UN Programme of Action, which have given a valuable spur to action on SALW. A particularly relevant and region-specific initiative on SALW, the Stability Pact for South Eastern Europe's Regional Implementation Plan (RIP) Combating the Proliferation of SALW, has provided a framework for the implementation of various SALW control measures. Recognising and building on previous commitments and initiatives on SALW in a wide range of areas, the RIP was agreed in November 2001 by the countries of Albania, Bosnia and Herzegovina, Bulgaria, Croatia, the Former Yugoslav Republic of Macedonia, Moldova, Romania, and Serbia and Montenegro.

Over the last three or four years, much progress has been made. National authorities are now more aware of the relevance of SALW to their security and stability, and can more clearly see the advantages of taking positive action on the problem. In addition to governments, international organisations and agencies and non-governmental organisations (NGOs) are now more active on the issue, and a variety of activities have been undertaken to combat the proliferation of illicit SALW.

The Macedonian, Montenegrin and Serbian Governments all held weapons amnesties in 2003, and collection activities continued in Bosnia and Herzegovina and Kosovo. Thousands of surplus and collected SALW and ammunition have been destroyed, and several countries have passed new, improved legislation on SALW possession and arms production and export, including positive steps to reform practice in this area by the larger arms producers in the region, Romania and Bulgaria. Substantial progress has also been made in terms of regional co-operation on the issue of SALW, and the last two years have seen the implementation of region-wide projects on border control, legislative reform and SALW trafficking. International organisations have also improved the level of co-ordination on SALW control activities: the South Eastern European Clearinghouse for the Control of Small Arms and Light Weapons (SEESAC), established to facilitate and inform activities under the RIP framework, and the UNDP have been particularly active in helping to facilitate co-ordination and make concrete progress in terms of projects on the ground. NGOs have also linked up across the region and internationally, establishing new networks, co-operation and partnerships and undertaking capacity-building that have helped to build on the previously very limited SALW work undertaken by civil society, with the result that in 2003, local NGO-implemented SALW projects ranging from research to awareness-raising and campaigning were undertaken in every country in the region.

Two years on from the agreement of the RIP, it is an appropriate time to summarise the progress made to date by countries in the region on combating SALW problems, to initiate further discussion about steps forward and to identify needs and priorities. While

substantial progress has been achieved, much more remains to be done to effectively tackle SALW problems in South Eastern Europe. Legislative reform must continue, and efforts should be made to harmonise countries' controls more closely and introduce tighter and better-implemented controls over arms exports. Border control must be strengthened and anti-trafficking measures must be stepped up and SALW fully integrated into ongoing initiatives to combat smuggling. Further SALW destruction and improvements to stockpile security are required in order to minimise the risks of SALW seeping back into illicit circulation and to public safety. Collection should continue in the areas where this is needed and awareness-raising should be implemented to help change attitudes towards weapons possession. Civil society should be encouraged and supported to play a greater role in SALW control, and transparency should be increased to help prevent corruption and allow open discussion of SALW policies in line with democratic principles. The capacity of both regional civil society and national authorities should be strengthened to allow for more informed and effective responses to the problem, and the relationship and co-operation between them should be improved. And across the region, governments, international organisations, civil society and other actors still need to co-ordinate efforts more closely, share more information and properly integrate SALW into broader development and reform processes if action to combat the proliferation of SALW is to be successful in the long-term.

This report has therefore been undertaken with the objective of providing an overview of how the countries of South Eastern Europe have progressed towards fulfilling their commitments. The Stability Pact's RIP, as both the most inclusive, and regionally relevant, document representing governments' commitments in the area of SALW control is used as a benchmark against which to gauge countries' progress so far. The report does not represent a technical verification system or a formal inspection report – its role is to collect and present relevant information to facilitate monitoring, discussion and assessment of progress towards the implementation of the RIP. The report consists of four main sections: an introductory section; analysis of each country's progress in each of the areas of activity covered by the RIP; an overview of donor support for SALW projects in the region; a concluding section; and annexes containing relevant documents and additional information.

Funded by SEESAC, the research and writing of the report was undertaken by Saferworld, an independent non-governmental organisation based in London and working on SALW and security issues in the region and elsewhere. The contents therefore reflect an independent and objective presentation of factual information on SEE countries' responses to SALW problems within the RIP Framework based on available evidence; there has been no SEESAC influence in the research direction, formulation or contents of this report. Research for the report was conducted by Saferworld staff from December 2003 to February 2004; through their National SALW Focal Points, Governments in the region were given an opportunity to comment on the final draft of the report and thanks go to those who gave feedback and provided additional information.

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## Acronyms and abbreviations

ABB	Army Border Brigades (Macedonia)
ADI	Association for Democratic Initiatives
AME	arms and military equipment
ANA	Albanian National Army
ANCEX	Romanian National Agency on Export Control
AR	awareness-raising
ASDIT	Ammunition Storage and Disposal Implementation Team (NATO Albania)
AWJF	Albanian Women Journalists Forum
BCP	Border Check Point
BCPR	Bureau for Crisis Prevention and Recovery (UNDP)
BGT	Border Guard Troops
BICC	Bonn International Center for Conversion
BiH	Bosnia and Herzegovina
BSEC	Black Sea Economic Co-operation Organisation
BYU	Balkan Youth Union
CARDS (EU)	Community Assistance for Reconstruction, Development and Stabilisation Programme
CBC	cross border cooperation
CBP	community-based policing
CEI	Central European Initiative
CIDA	Canadian International Development Agency
CIVPOL	civilian police
CJPOTF	Combined Joint Psychological Operations Task Force
CPA	Civil Protection Authority
CSD	Center for the Study of Democracy
CSMRB	Central Base for Storage and Technical Maintenance and Repair
CSS	Centre for Security Studies (BiH)
DEPC	disarmament education and peaceful culture
DfiD	Department for International Development
DOS	Democratic Opposition of Serbia
DUI	Democratic Union for Integration
EAPC	Euro-Atlantic Partnership Council
EAR	European Agency for Reconstruction
EOD	Explosive Ordnance Disposal
EODASTT	Explosive Ordnance Disposal and Ammunition Support Training Team (NATO Albania)
EU	European Union

EUC	end-user certificate
EUMM	European Union Monitoring Mission
EUPM	European Union Police Mission
EURISC	European Institute for Risk Security and Communications Management
Europol	European Police Office
EXBS	US Export Control and Related Border Security programme
FBI	Federal Bureau of Investigation
FIQ	Forum for Civic Initiatives
FRY	Federal Republic of Yugoslavia
GD	government decision
GO	government ordnance
GPP	Gramsh Pilot Project
GSZ	Ground Safety Zone
HDZ	Croatian Democratic Union
IANSA	International Action Network on Small Arms
ICITAP	International Criminal Investigative Assistance Training Program
ICG	International Crisis Group
IDP	internally displaced person
IDSCS	Institute for Democracy, Solidarity, and Civil Society
IFOR	Implementation Force (NATO)
IIC	international import certificate
IOM	International Organization for Migration
IPP	Institute for Public Policy
ISAC	Illicit Small Arms Control (UNDP Kosovo)
ISSEE	International School of Search and Explosive Engineering
IWETS	Interpol Weapons and Explosives Tracing System
IWPR	Institute for War and Peace Reporting
JCWE	Journalists for Children and Women Rights and Protection of the Environment
JNA	Yugoslav National Army
KFOR	Kosovo Force (NATO)
KLA	Kosovo Liberation Army
KPC	Kosovo Protection Corps
KPS	Kosovo Police Service
LCEFA	Law for Control on Explosives, Firearms and Ammunition
MEP	multi-ethnic police
MFA	Ministry of Foreign Affairs
MFTER	Ministry of Foreign Trade and Economic Relations
MNB	multi-national brigade



MoD	Ministry of Defence
MoE	Ministry of Economy
Mol	Ministry of the Interior / Internal Affairs
MoPO	Ministry of Public Order
MoU	Memorandum of Understanding
MTR	Moldovan Transnistrian Republic
NAMSA	NATO Maintenance and Supply Agency
NATO	North Atlantic Treaty Organisation
NCIS	National Criminal Intelligence Service (UK)
NDC	National Demilitarization Centre (Albania)
NGO	non-governmental organisation
NISAT	Norwegian Initiative on Small Arms Transfers
NLA	National Liberation Army
OGRF	Operative Group of Russian Forces
OHR	Office of the High Representative of Bosnia and Herzegovina
OSCE	Organization for Security and Co-operation in Europe
PoA	Programme of Action (UN)
PAI	public awareness and information
PfP	Partnership for Peace
PISG	Provisional Institution of Self-Government (Kosovo)
PPD	Albanian Party for Democratic Prosperity
RACVIAC	Regional Arms Control and Verification Implementation Assistance Centre
RBP	Romanian Border Police
RIP	Regional Implementation Plan
RMDS	Regional Micro-Disarmament Standards and Guidelines
RS	Republika Srpska (BiH)
RSG	Regional Steering Group
SACIM	Small Arms Control in Macedonia
SALW	Small Arms and Light Weapons
SALWC	Small Arms and Light Weapons Control
SALWCP	Small Arms and Light Weapons Control Project
SAP	stabilisation and association process
SAS	Small Arms Survey
SASP	SALW Awareness Support Pack
SBS	State Border Service (BiH)
SCG	State Union of Serbia and Montenegro
SDSM	Social Democratic Union of Macedonia
SECI	Southeast European Cooperative Initiative
SEE	South Eastern Europe

SEEBRIG	South Eastern Europe Brigade
SEESAC	South Eastern Europe Clearinghouse for the Control of Small Arms and Light Weapons
SEPCA	Southeast Europe Police Chiefs Association
SFOR	Stabilisation Force (NATO Bosnia and Herzegovina)
SFRY	Socialist Federal Republic of Yugoslavia
SIPA	State Information and Protection Agency (BiH)
SMMRI	Strategic Marketing and Media Research Institute
SSAP	Szeged Small Arms Process
SSSR	Support to Security Sector Reform
TACIS	EU Technical Assistance to Eastern Europe and Central Asia programme
TRACECA	Transport Corridor Europe-Caucasus-Asia
UCPMB	Army of Presevo, Medvedja and Bujanovac
UN	United Nations
UN DDA	United Nations Department for Disarmament Affairs
UNDP	United Nations Development Programme
UNHCR	UN High Commissioner for Refugees
UNIFEM	United Nations Development Fund for Women
UNMIBH	UN Mission in Bosnia and Herzegovina
UNMIK	UN Mission in Kosovo
UNSC	United Nations Security Council
UNTAES	United Nations Transitional Administration in Eastern Slavonia
USAID	US Agency for International Development
UXO	unexploded ordnance
VJ	Yugoslav National Army
VSCG	Serbian and Montenegrin MoD and state army
WA	Wassenaar Arrangement
WAC	weapons authorisation card
WCD	Weapons in Competition for Development
WfD	Weapons for Development
WED	Weapons in Exchange for Development
WEI	Weapons in Exchange for Incentives
WSS	Weapons Storage Sites