



ROADMAP

FOR A SUSTAINABLE SOLUTION TO THE ILLEGAL POSSESSION, MISUSE AND TRAFFICKING OF SMALL ARMS AND LIGHT WEAPONS, THEIR AMMUNITION AND EXPLOSIVES

NA ZAPADNOM BALKANU DO 2030

R**ADMAP**

**FOR A SUSTAINABLE SOLUTION TO THE ILLEGAL
POSSESSION, MISUSE AND TRAFFICKING OF SMALL ARMS
AND LIGHT WEAPONS, THEIR AMMUNITION AND EXPLOSIVES**

IN THE WESTERN BALKANS BY 2030

Mapa puta za održivo rešenje za suzbijanje nedozvoljenog posedovanja, zloupotrebe i trgovine malokalibarskim i lakim oružjem i pripadajućom municijom na Zapadnom Balkanu do 2024. godine izrađena je u bliskoj saradnji sa svim relevantnim institucijama regiona pod okriljem Savezne Republike Nemačke, uz tehničku podršku SEESAC-a, i u koordinaciji sa Ujedinjenim Kraljevstvom, Francuskom i Evropskom unijom (EU).

Mapa puta sačinjena je na osnovu jasne političke opredeljenosti svih aktera u regionu za jačanje kontrole malokalibarskog oružja i suzbijanje njegovog širenja, koja je potvrđena usvajanjem **Zajedničke izjave** na regionalnom sastanku na visokom nivou na kome su se okupili zamenci/ce ministara unutrašnjih poslova i zamenci/ce ministara spoljnih poslova, održanom 1. februara 2018. godine u Podgorici u Crnoj Gori. Dokument je zvanično usvojen na samitu EU za Zapadni Balkan u Londonu 10. jula 2018. godine, ukazujući na snažnu volju jurisdikcija da reše izazove u vezi sa malokalibarskim i lakim oružjem na Zapadnom Balkanu i u Evropi.

Sprovođenje Mape puta pokazalo se uspešnim, što je potvrđeno nalazima procene na sredini njenog sprovođenja početkom 2023. godine. Pomenutom procenom potvrđeno je, između ostalog, da je Mapa puta relevantna za sve aspekte kontrole malokalibarskog i lakog oružja, kao i da ima važan uticaj na regionalnu koordinaciju i saradnju.[1] Na osnovu jedne od ključnih preporuka ove procene, nadležni organi iz regiona su na sastanku EU na visokom nivou posvećenom suzbijanju nedozvoljene trgovine oružjem u Jugoistočnoj Evropi, održanom u Briselu u maju 2023. godine, istakli svoju saglasnost i opredeljenost da nastave sprovođenje Mape puta i nakon 2024. godine. Pored toga, na Ministarskom forumu o pravosuđu i unutrašnjim poslovima u Skoplju 26-27. oktobra 2023. godine, EU i Zapadni Balkan su „iznova potvrdili svoju odlučnost da iskorene nedozvoljenu trgovinu malokalibarskim i lakim oružjem i njegovo širenje, i podsetili na sporazum postignut u maju 2023. godine, da se sprovođenje Mape puta za sveobuhvatnu kontrolu malokalibarskog i lakog oružja na Zapadnom Balkanu produži nakon 2024. godine“.

¹ 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 and the Conclusions of the Chairs from the High-Level Meeting on Countering Firearms Trafficking in South East Europe Implementing the Specific Actions for South East Europe of the 2020-2025 EU Action Plan on Firearms Trafficking, including the Implementation of the Roadmap for comprehensive Small Arms and Light Weapons control in the Western Balkans on 16 May 2023.

² Furthermore, the Western Balkans authorities are commended for substantial progress made in implementing the Roadmap in the 2023 UN Secretary-General Report on Small Arms and Light Weapons. The report highlights the significant influence of the regional roadmaps, with a particular focus on the Western Balkans Roadmap.

Furthermore, at the Ministerial Forum on Justice and Home Affairs held in Skopje, on 26-27 October 2023, the EU and the Western Balkans “reconfirmed their determination to eradicate the trafficking and proliferation of small arms and light weapons and recalled the agreement reached in May 2023, to prolong the implementation of the Roadmap for comprehensive small arms and light weapons control in the Western Balkans beyond 2024”. Additionally, according to the EU-Western Balkans Summit Declaration of 13 December 2023, “the Roadmap, which was prolonged beyond 2024, is an internationally recognised example of good practice of regional cooperation to strengthen small arms control.”

Following the agreement, consultative meetings with Small Arms and Light Weapons Commissions were held throughout the region in 2023 and 2024 to revise the text of the Roadmap, ensuring regional ownership and sustainability of results. In an effort to keep the comprehensive approach and inclusiveness of the process, consultations also engaged donors, regional and international partners, as well as civil society representatives. On 09-10 July 2024, authorities of the Western Balkans met in Podgorica at the 11th Regional Roadmap Coordination Meeting and consolidated the final revised text of the Roadmap.

The implementation of the Roadmap will facilitate further the efforts of the Western Balkans in meeting key security conditions for full European Union Membership as set forth in the latest EC Communication for **“A credible enlargement perspective for and enhanced EU engagement with the Western Balkans”**, its annexed Action Plan in Support of the Transformation of the Western Balkans, the **2018 EU Strategy Against Illicit Firearms, Small Arms & Light Weapons & Their Ammunition – Securing Arms, Protecting Citizens**³ and the **2020-2025 EU Action Plan on firearms trafficking**.⁴ It will, in addition, continue to contribute directly to the implementation of Sustainable Development Goals 16 and 5, with a specific focus on Target 16.4. that aims to significantly reduce illicit financial and arms flows by 2030.

³ <https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=JOIN:2018:017:FIN>

⁴ <https://eur-lex.europa.eu/legal-content/EN/TXT/HTML/?uri=CELEX:52020DC0608&from=nl>

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

The purpose of the Roadmap is to continue serving 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 arms, ammunition and explosives in the Western Balkans. The document is a testimony of the consensus reached among all stakeholders in the region about the current challenges, the overall targets to be achieved, and the 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 jurisdictions, 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*, the *Arms Trade Treaty* as well as obligations stemming from the *Protocol against the Illicit Manufacturing of and Trafficking in Firearms, their Parts and Components and Ammunition (The UN Firearms Protocol)*.

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

ROADMAP VISION

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



ROADMAP GOALS 2025-2030

GOAL 1

By 2030, ensure that arms control legislation is in place, harmonized with the EU regulatory framework and other related international obligations and standardized across the region.

GOAL 2

By 2030, ensure that arms control policies and practices in the Western Balkans are in place, evidence-based and intelligence-led.

GOAL 3

By 2030, significantly reduce misuse, illicit manufacturing, illicit possession, and illicit flows of weapons, ammunition and explosives (WAE).

GOAL 4

By 2030, significantly reduce the supply, demand, illicit possession and misuse of arms, ammunition and explosives through the means of prevention.

GOAL 5

By 2030, substantially decrease the risk of proliferation and diversion through improved safety and security of the stockpiles and disposal of weapons, 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 region⁵ and reinforces its key recommendations⁶. In addition to this, women and men have equally contributed to the development and revision of the Roadmap. The integration of gender perspective and its implementation through the Action Plans will be carefully monitored and evaluated as a key element to achieve better, more sustainable and efficient results. The progress in the implementation of the Roadmap would be assessed through a Mid-Term Review by 2027, with specific focus on Goal 1.

5 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.

6 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):

KPI 1 Level of harmonization or compliance of legal framework on arms control with the EU regulatory framework, the Arms Trade Treaty and the UN Firearms Protocol.

KPI 2 Level of compliance with the Roadmap of the SALW Strategies/Action Plans, which are evidence-based and gender-responsive.

KPI 3 Level of law enforcement, as well as prosecutorial services and judiciary response related to weapons, ammunition and explosives incidents/events.

KPI 4 Number of cases and quantity of weapons, ammunition and explosives seized inland compared to the number of cases and quantity of weapons ammunition and explosives seized at the borders.

KPI 5 Number of reported cases and quantity of weapons, ammunition and explosives seized at the borders of the European Union and traced to the Western Balkans, and the number of reported cases and quantity of those seized within the European Union and traced to the Western Balkans.

KPI 6 Number of export licenses from which arms and ammunition were identified as diverted through post-shipment control procedure.

KPI 7 Number of Firearms Focal Points established and operational.

- KPI 8 Level of operational cooperation in the fight against firearms-related crimes among authorities in the region, EU Member States and international agencies.
- KPI 9 Number of incidents and victims involving weapons and explosives, disaggregated by sex and age.
- KPI 10 Number of weapons, ammunition and explosives voluntarily surrendered, as well as firearms legalized or deactivated.
- KPI 11 Number of reported weapons, ammunition, and explosives (confiscated, voluntarily surrendered or surplus) systematically destroyed.
- KPI 12 Number of weapons, ammunition and explosives owned by 1) institutions, 2) private legal entities, and 3) civilians reported lost or stolen.
- KPI 13 Percentage of citizens feeling threatened by the illegal possession and misuse of weapons.

1. LEGISLATIVE AND REGULATORY FRAMEWORK ON ARMS CONTROL AND ITS STANDARDIZATION

Sustainable arms control requires policies, procedures and management practices that are implemented at global, regional 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 EU and international frameworks, standards, and guidelines is an overarching and priority objective for all efforts.

There is an evident need for the legislative and regulatory framework in the Western Balkans to be further harmonized with the EU regulatory framework and be compliant with the UN Firearms Protocol in order to facilitate the response to relevant and emerging threats. Under this goal, the achievement of the overall targets set forth will build up on the results under the first phase of the Roadmap, which will consequently contribute to the compatibility of laws and procedures amongst the Western Balkans and further standardization of arms control procedures and practices.

The measures envisaged will rely on the EU and international standards in the area of arms, ammunition and explosives control that will ensure coordination of prevention, mitigation and response as well as consistency, maximized compatibility, interoperability, and quality.



Goal 1 - By 2030, ensure that arms control legislation is in place, harmonized with the EU regulatory framework and other related international obligations and standardized across the region. (KPI 1)

Overall Targets	Baseline	Timeline
<p>Complete and regularly review the legal framework to regulate production, acquisition and possession for civil use as well as counter trafficking and misuse of weapons and ammunition in line with the EU regulatory framework and other related international obligations.</p>	<p>Laws on weapons in place in all jurisdictions, yet to be harmonized with EU Firearms Directive 2021/555, the Implementing Directives 2019/68 on Marking of Firearms (amended by Implementing Directive 2024/325) and 2019/69 on Alarm and Signal weapons, the Regulation on implementation of Article 10 of UN Firearms Protocol, the Deactivation Regulation 2015/2403 amended by Regulation 2018/337.</p> <p>Adoption of secondary legislation in support of primary legislation delayed in most jurisdictions.</p> <p>Detailed assessments on the level of harmonization of the legal framework with EU Acquis and UN Firearms Protocol conducted in all jurisdictions. In several jurisdictions, efforts towards aligning with criminalization provisions of the UN Firearms Protocol remain ongoing, with notable progress observed in a select few. Among these, there are three jurisdictions where comprehensive compliance has been notably achieved.</p>	<p>2025-2030</p>
<p>Complete and regularly review the legal framework to regulate production and possession for civil use and counter trafficking and misuse of explosives (including pyrotechnics) and explosive precursors in line with the EU regulatory framework.</p>	<p>Laws on the Civil Use of Explosives and Pyrotechnic Articles in place in all jurisdictions, yet to be harmonized with the relevant EU Regulatory Framework (Directive 2014/28, Directive 2013/29, Directive 2014/58 and Directive 2008/43) in most jurisdictions.</p> <p>Secondary legislation in support of primary legislation yet to be adopted in most jurisdictions.</p> <p>Laws on explosive precursors yet to be adopted in all jurisdictions in harmonization with EU Regulation 2019/1148.</p>	<p>2025-2030</p>

<p>Complete and regularly review the legal framework to regulate production and trade as well as counter illegal trade of arms, ammunition, dual-use goods and military equipment in line with the EU regulatory framework and other related international obligations.</p>	<p>Laws on the production and trade of arms, ammunition and dual-use goods in place in all jurisdictions and largely harmonized with EU Common Position 2008/944, Regulation 2021/821 amended by the regulation 2023/2616, Arms Trade Treaty and the latest EU's Common Military List.</p>	<p>2025-2030</p>
<p>Ensure compatibility and standardization of arms, ammunition and explosives control relevant legal frameworks across the Western Balkans.</p>	<p>Definitions and categorizations of arms, ammunition and explosives in draft laws mostly standardized throughout the region. Amendment to Criminal Codes in line with the UN Firearms Protocol bringing the jurisdictions closer to standardization, ongoing in several jurisdictions.</p>	<p>2030</p>
<p>Regularly exchange good practices with a specific focus on harmonization of the legal framework with the EU Regulatory framework and other international obligations.</p>	<p>The exchange of information and good practices ongoing within the region, with EU and EU Member States, on harmonization with the EU Regulatory Framework and other international obligations.</p>	<p>2025-2030</p>

2. EVIDENCE-BASED AND GENDER-RESPONSIVE POLICIES, RECORD-KEEPING, DATA COLLECTION AND REPORTING

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 continuous 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 up-to-date overarching set of information on all aspects covering arms control is already set as a priority by several governments in the region. A Regional SALW Survey implemented in 2018 identified that the data collection practices in the institutions are inconsistent, unstandardized and the necessary level of detail is often unavailable, particularly when it comes to segregation by gender and age. 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 continue to ensure evidence-based policies that provide the sound basis for an effective and efficient response to SALW/firearms threats. In an effort to ensure gender-responsive policymaking, particular attention will still be given to gender and age-disaggregated data collection as a routine practice throughout the region and that full-fledged gender analysis, which informs assessment and operations, is regularly conducted.

Furthermore, better data collection, sharing and analysis will enable proper analytical assessments to be translated into knowledge products. It will also enable the managing of the risks in countering the illicit trafficking and misuse of firearms by contributing so to an intelligence-led policing approach.

Finally, the detailed data collected will feed into reporting within the EU accession process (Progress Reports, track record, etc.), international agreements (under UN, OSCE and other instruments), including in the implementation of the Roadmap and the implementation of the Sustainable Development Goal 16.

Goal 2 - By 2030, ensure that arms control policies and practices in the Western Balkans are in place, evidence-based and intelligence-led. (KPIs 2 and 3)

Overall Targets	Baseline	Timeline
Develop/align SALW strategies and/or the Action Plans with the Roadmap.	SALW Strategies and/or Action Plans in line with the Roadmap are in place in most jurisdictions. Insufficient engagement of relevant government institutions and Civil Society Actors in SALW control policymaking.	2025-2030
Fully integrate gender and age concerns in arms control policies and prioritize meaningful participation of women in policymaking.	Significant progress achieved in mainstreaming the gender perspective in SALW strategies and action plans, which envisage a comprehensive set of measures to address gender aspects of firearms demand, use and misuse. Still, challenges remain in the operationalization and implementation of such commitments. Analysis of gender integration into arms control legal and policy frameworks completed. The misuse of firearms in domestic violence remains a concern, and gaps in the institutional response are still present. Links between masculine norms and firearms demand, use and misuse are insufficiently addressed. Women are still underrepresented in arms control, especially in the operational and technical aspects. Similarly, women’s organizations and civil society organizations promoting gender equality are insufficiently included in arms control policymaking.	2025-2030
Regularly monitor and evaluate the implementation of the policy documents on arms control.	Local coordination meetings organized regularly, ensuring monitoring of the implementation of SALW control Strategies. Evaluation of policy documents is not systematically conducted.	2025-2030
Standardize and institutionalize record-keeping and data collection on weapons, ammunition and explosives, disaggregated by sex and age.	Data collection practices are neither formalized nor standardized and are sporadically used to influence policy development. Current record-keeping and data collection practices not reflecting the complexity of WAE-related risks, threats and aspects. The collection of data on WAE mostly unautomated, with insufficient coordination between institutions and a lack of adequate human resources, which altogether hinder the development of evidence-based policies. Gender-related statistics often not collected as part of regular data collection practices.	2028

<p>Strengthen planning, coordination and monitoring functions of SALW Commissions to ensure effective policies on arms control.</p>	<p>SALW Commissions, as monitoring and coordination bodies, established in all jurisdictions, and with a strengthened mandate defined in the national policy documents in planning, monitoring, coordinating and reporting arms control activities. Coordination at the institutional and intra-institutional level to be further improved in some jurisdictions. Civil society organizations not fully integrated into arms control policy development processes.</p>	<p>2025-2030</p>
<p>Strengthen and systematize the collection and reporting of criminal justice data.</p>	<p>Different data collection methodologies in place. No possibility of obtaining comparable data across the Criminal Justice Sector.</p>	<p>2028</p>
<p>Ensure that every weapon recovered or seized is traced (domestically and/or internationally)</p>	<p>The tracing of weapons is sporadic and not formalized. Standard Operating Procedures (SOPs) on tracing yet to be adopted and implemented within the Firearms Focal Points (FFPs). Tracing analysis of weapons is also sporadic and the methodology is unstandardized.</p> <p>All police forces have access to INTERPOL's Illicit Arms Records, Tracing Management System (iARMS) and EUROPOL's SIENA.</p>	<p>2025-2030</p>

3. COUNTERING ILLEGAL MANUFACTURING, ILLICIT POSSESSION, MISUSE AND ILLICIT TRADE OF WEAPONS, AMMUNITION AND EXPLOSIVES.

The exchange of operational and strategic intelligence will lead to systematically prevent and mitigate firearm-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 policymaking process, making the approach sustainable.

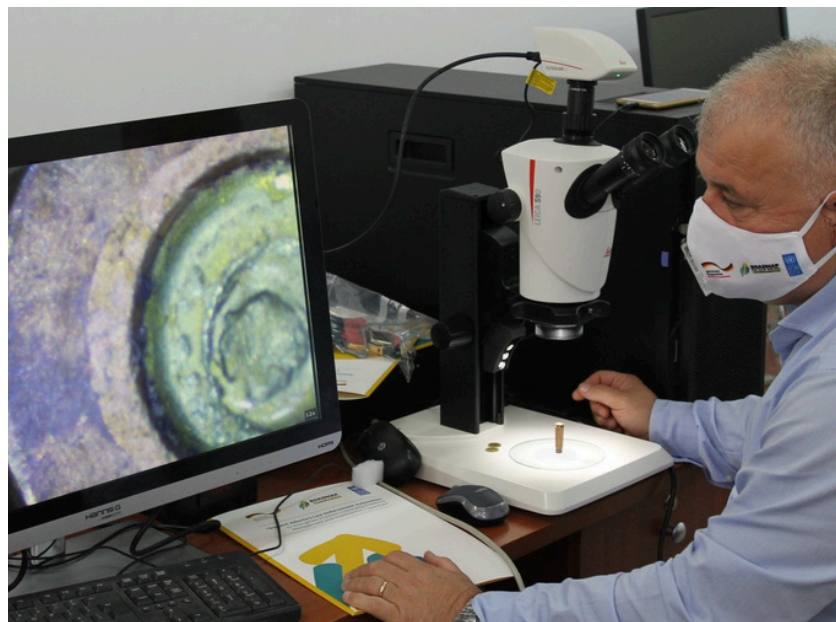
The comprehensive approach towards combating illicit trade and flows of weapons, essential components, ammunition and explosives in this region is predicated on several factors, out of which one of the central requirements is the strengthened cross-border control and systematic tracing of recovered firearms. 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, paired with timely investigation, prosecution and adjudication of firearms-related offences, is a prerequisite for any long-term program of local and regional security.

Over 95 % of all weapons are legally produced; however, many of them are diverted later into illicit use, presenting a key challenge that requires strengthened control, monitoring and prevention through improved control mechanisms, capacities, procedures and transparency measures.

The overall security sector reform efforts and capacity building support projects, ongoing in each one of the jurisdictions, are significantly advancing the border control capabilities.

While the efforts vested thus far are managing the overall transition towards more effective, accountable and efficient law enforcement, there is still 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 the 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.



Goal 3 - By 2030, significantly reduce misuse, illicit manufacturing, illicit possession, and illicit flows of weapons, ammunition and explosives (WAE). (KPIs 3, 4, 5, 6, 7 and 8)

Overall Targets	Baseline	Timeline
<p>Substantially strengthen risk analysis systems, control, monitoring and prevention of diversion from legal trade through improved capacities, procedures and transparency.</p>	<p>Control mechanisms and risk analysis system in place for conventional arms, but not for precursors. national, regional, and international monitoring mechanisms in place. Challenges with post-delivery verifications. No access to COARM database. No membership granted to Wassenaar Arrangement.</p>	<p>2025-2030</p>
<p>Prevent and counter trafficking, misuse, illicit manufacturing, and possession of WAE through improved procedures, equipment and training of targeted law enforcement and criminal justice entities.</p>	<p>Risk analysis and SOCTA methodologies (following FRONTEX and EUROPOL models) used throughout the region and horizon scanning implemented through SEEFEN. SOPs for Criminal Police, CSIs FFPs, Border Police, Customs and Postal services in place in all jurisdictions. Ballistic labs accredited according to ISO standards 17025 in almost all jurisdictions. The capacities and capabilities of criminal and border police services, as well as customs, mostly improved through the procurement of specialized equipment and K9. Border and criminal police services trained on detection, risk analysis, countering firearms trafficking and misuse and emergency situations.</p> <p>High turnover rate of specialized personnel. Integration of modules on firearms, ammunition and explosives (FAE) into the law enforcement curriculum still lacking in all jurisdictions. No CSI unit accredited yet according to 17020. Insufficient capacities of forensic labs to examine explosives and pyrotechnics as well as explosive precursors in some jurisdictions. Capacities of cybercrime units related to firearms investigations not sufficiently developed to respond to emerging threats. Limited investigations conducted on arms reported lost or stolen in most jurisdictions. The gender perspective not yet fully integrated into regular procedures and daily operations related to FAE investigations.</p> <p>Capacities of the FFPs not fully operational in most of the jurisdictions.</p>	<p>2025-2030</p>

	<p>Unharmonized court practice in terms of sentencing of FAE-related offences at local and regional level. (FAE-related offences are qualified predominantly as illegal possession rather than collecting admissible and relevant evidence for successful illicit firearms trafficking cases). Limited specialized knowledge and technological capacities of the justice system to efficiently process firearms-trafficking crimes.</p> <p>Less detection of FAE reported at the borders than inland. Reporting of threats of trafficking of illicit SALW, ammunition and explosives within postal parcels, express courier shipments, and through unattended packages in land transport identified in some jurisdictions. Reporting of increased threats of firearms presence on the migrant smuggling routes in some jurisdictions. Western Balkans is a destination and transit route for blank-firing weapons. No statistics provided under KPI 5 on seized firearms within EU Member States and originating from the Western Balkans to better monitor their flow.</p>	
<p>Improve inter-institutional cooperation at operational level on intelligence sharing, including the provision of systematic and timely feedback.</p>	<p>Intelligence sharing among different units and institutions inadequate and not unformalized. Feedback on intelligence reports and actions is sporadic and ununiform.</p>	<p>2025-2030</p>
<p>Strengthen bilateral, regional and international cooperation mechanisms and platforms to counter misuse, illicit manufacturing, possession and trafficking of WAE.</p>	<p>Most jurisdictions regularly share information bilaterally and with EUROPOL, INTERPOL, FRONTEX, EUROJUST and other relevant actors. All jurisdictions participate in bilateral and international operational actions led by EUROPOL, INTERPOL, EMPACT and FRONTEX. All jurisdictions regularly participate in regional networks of SEEFEN, Border Police and Customs, Criminal Police, FFPs, and the Western Balkans Network of Prosecutors.</p>	<p>2025-2030</p>

4. AWARENESS, EDUCATION, LEGALIZATION, VOLUNTARY SURRENDER AND DEACTIVATION

An estimated high number of weapons are still reported in the illicit possession of citizens in the Western Balkans. In the wrong hands, they have a destabilizing potential and their negative effects are multiplied. As such, they represent a continuous danger to communities, societies and institutions. A significant number of suicides and misuse of weapons in gender-based violence (GBV) is still recorded. Impact analysis is only sporadically done.

Under this goal, the Roadmap sets forth targets designed to address societal tensions, confidence and trust-building issues, and a range of knowledge-attitude-behavioural challenges involving state institutions, private entities, communities and individuals. Particular attention will be devoted towards advancing the response in addressing the misuse of firearms in violence against women, domestic violence and other forms of GBV.

Additionally, the collection of WAE is one of the control measures and amongst the most complex activities as it requires 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 confidence in the security institutions.

Against this background, this goal aims additionally to achieve a continuous decrease of WAE in illicit possession through their voluntary surrender, as well as through using measures of legalization and deactivation to reduce the illicit possession of firearms. These aspects, when combined properly, can reduce the social, economic and environmental impact of uncontrolled WAE proliferation and possession to a jurisdiction and the region.

Goal 4 -By 2030, significantly reduce the supply, demand, illicit possession and misuse of arms, ammunition and explosives through the means of prevention.⁷ (KPIs 9, 10, 13)

Overall Targets	Baseline	Timeline
<p>Increase awareness among licensed private and legal entities (including arms, ammunition and explosive producers, brokers, traders, transport companies, and collectors) about the danger of misuse, illicit proliferation and risks of diversion of arms, ammunition and explosives.</p>	<p>Level of awareness and compliance inadequate among shooting and hunting ranges/associations, retail shops, security companies. Improved level of awareness of institutions, in particular of trafficking through fast/postal parcels and internet portals. Low level of awareness among transport companies and delivery services about the risk of trafficking. Internal Compliance Programmes on dual-use and military items developed and guided by relevant licensing authorities. Lack of knowledge on harmonized standards on production of explosives, explosive precursors and categorization of pyrotechnics by legal entities and inspectors.</p>	<p>2025-2030</p>
<p>Strengthen public trust in security institutions and develop sustainable partnerships to strengthen advocacy and outreach.</p>	<p>A high number of short firearms registered are mostly justified as a reason for self-protection. 45% of citizens responded to feeling threatened by the illegal possession and misuse of weapons in their neighbourhood as per the Regional Cooperation Council's Barometer 2023. Community outreach sporadically conducted. Limited engagement of parliamentary committees in oversight of the implementation of the laws, sporadic involvement and insufficient level of awareness of civil society and relevant legal entities. Low level of partnership on innovative technologies with producers. The public informed on seized WAE and firearms-related cases/incidents regularly.</p>	<p>2025-2030</p>
<p>Increase awareness and education among the general population, on the danger of WAE.</p>	<p>Lack of reliable methodology in assessing the number of illicit firearms throughout the region. a high percentage of suicides with firearms compared to other fatalities in some jurisdictions. Limited awareness of the needed support for victims of armed violence. A regional task force on awareness established, focusing on integrated awareness measures, including the role of media. Targeted awareness campaigns and education sessions conducted or planned in several jurisdictions.</p>	<p>2025-2030</p>

<p>Increase awareness to reduce the misuse of firearms in violence against women and girls, domestic violence and other forms of GBV, as well as awareness among young men⁸ on the dangers of misuse of weapons and explosives and their engagement through targeted programs.</p>	<p>Awareness of the widespread misuse of firearms in domestic and GBV significantly increased among decision-makers, relevant professionals and the media.</p> <p>Young men continue to be disproportionately represented among both perpetrators and victims of armed violence. Demand for firearms is higher among young men. Disproportionate exposure of young men to armed violence.</p>	<p>2025-2030</p>
<p>Increase public awareness of the dangers of celebratory shooting.</p>	<p>High number of injuries, as well as material damage caused by firearms in celebratory shootings. Low number of prosecuted/adjudicated cases and lenient sentencing policies.</p>	<p>2025-2030</p>
<p>Increase the partnership with the media and their awareness of the importance of adequate reporting on firearms misuse and firearms-enabled violence.</p>	<p>Media outlets report 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.</p> <p>The partnership between journalists from the region and representatives from the ministries of interior /police services strengthened in the reporting of GBV. Guidelines on reporting firearms-related incidents under development.</p>	<p>2025-2027</p>
<p>Systematically use legalization of firearms and voluntary surrender of WAE as means for reducing illicit possession and misuse.</p>	<p>Legalization sporadically used in some jurisdictions. Extended re-registration periods after amendments of laws in some jurisdictions.</p> <p>Lack of legislation allowing for voluntary surrender of illegally possessed WAE in some jurisdictions, including for an event-based timely response.</p>	<p>2025-2030</p>
<p>Systematically use deactivation to reduce illegal possession of firearms.</p>	<p>Deactivation regulations in place in several jurisdictions. Inconsistent implementation and verification capacities for deactivation.</p>	<p>2025-2030</p>

5. SYSTEMATIC PHYSICAL DESTRUCTION AND STOCKPILE MANAGEMENT OF WEAPONS, AMMUNITION AND EXPLOSIVES

The continued presence of surplus and illicit WAE inevitably acts as a destabilizing influence in the region, and the potential for illicit trade remains. The immediate and systematic verification, and physical destruction of surplus and confiscated WAE is a core non-proliferation activity (i.e., reducing the risk of supply to the illicit market). The Roadmap and its overall targets under this goal aim to ensure the reduction of stockpiles through systematic and physical destruction of the surplus, recovered or confiscated WAE.



Stockpile management is a wide-ranging term that includes but is 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 WAE 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 WAE in terms of wider management responsibilities.

Goal 5 - By 2030, substantially decrease the risk of proliferation and diversion through improved safety and security of the stockpiles and disposal of weapons, ammunition and explosives. (KPIs 11 and 12)

Overall Targets	Baseline	Timeline
<p>Systematically decrease surplus stockpile of SALW, ammunition and explosives through destruction in an environmentally benign manner and through other means.</p>	<p>SOPs on destruction in place, including the environmental impact perspective. Periodic destruction of weapons conducted. The majority of jurisdictions has authorized ammunition demolition ranges/demilitarization facilities in place. Some jurisdictions lack Life Cycle Management (LCM) for ammunition. At least one jurisdiction possessing a considerable surplus of ammunition.</p>	<p>2025-2030</p>
<p>Regular and secure destruction of confiscated and collected SALW, ammunition and explosives or disposed of in another transparent manner.</p>	<p>SOPs on destruction in place. Periodic destruction of weapons (where relevant) conducted upon weapons confiscated following the final court decision and the completion of relevant administrative proceedings related to the weapons, or following voluntary surrender campaigns. The majority of jurisdictions have authorized destruction facilities in place.</p>	<p>2025-2030</p>
<p>Strengthen the capacities of relevant institutions of the jurisdictions to implement LCM of SALW and ammunition.</p>	<p>Inspection plans in place within the armed forces using various standards. LCM developed in some jurisdictions but unstandardized. high turnover and attrition rate of specialized personnel. Limited educational and training capacities.</p>	<p>2025-2028</p>

<p>Ensure safe and secure SALW, ammunition and explosive storage facilities based on identified needs and in accordance with international standards.</p>	<p>Varying levels of safety and security of SALW, ammunition and explosives storage facilities (both armed forces and law enforcement agencies) throughout the region. Cost-benefit analysis of SALW, ammunition and explosives storage capacities conducted in some jurisdictions.</p>	<p>2025-2028</p>
<p>Strengthen the capacities of institutions for monitoring, oversight and evaluation of the WAE stocks of legal entities and individuals.</p>	<p>Human resources and administrative capacities of relevant legal entities (repair shops, retail, shooting ranges, hunting ranges, private security companies, producers, dealers, training centres and individuals, such as collectors) to establish and implement internal inspection systems for use and storage of WAE are generally low. Minimal number of people from the competent authorities working on these tasks and insufficient training for inspection.</p>	<p>2025-2028</p>

ANNEX - LIST OF DEFINITIONS

For the purpose of this document and the Key Performance Indicators reporting, the following definitions apply:

1. **“Small arms and light weapons (SALW)”** means any man-portable lethal weapon that expels or launches, is designed to expel or launch, or may be readily converted to expel or launch a shot, bullet or projectile by the action of an explosive, excluding antique small arms and light weapons or their replicas.
2. **“Firearm”** means any portable barrelled weapon that expels, is designed to expel or may be converted to expel a shot, bullet or projectile by the action of a combustible propellant, unless it is excluded from this definition for one of the reasons listed in national law.
(Definition relevant for KPIs 1 and 10)

An object shall be considered to be capable of being converted to expel a shot, bullet or projectile by the action of a combustible propellant if:

- (a) it has the appearance of a firearm; and
- (b) as a result of its construction or the material from which it is made, it can be so converted.

Source: Firearms Directive (EU) 2021/555

3. **“Weapons”**, for the purposes of the Roadmap, means firearms for both military and civilian end-use, deactivated firearms, pneumatic weapons, alarm and signal weapons, salute and acoustic weapons (in compliance with the definitions in the Firearms Directive (EU) 2021/555).

(Definition relevant for KPIs 3, 4, 5, 9, 10, 11 and 12)

4. **Arms - “Conventional arms”** means weapons in line with the definition of weapons that are not “of mass destruction”, which do not fall under the category of biological, chemical, nuclear or radiological weapons, and, for the purpose of the Roadmap, will contain military items in line with the Common Military List of the EU.

(Definition relevant for KPIs 1 and 6); Source: Arms Trade Treaty

5. **“Antique firearms and their replicas”** shall be defined in accordance with domestic law. In no case, however, shall antique firearms include firearms manufactured after 1899.

Source: UN Firearms Protocol

6. **“Military items”** means goods and technologies that are classified as military goods if they are designed specifically for military use.

(Definition relevant for KPI 1)

7. **“Dual Use Goods”** are goods, software and technology that can be used for both civilian and military applications and described in Annex I to Regulation (EU) 2021/821 setting up a Union regime for the control of exports, brokering, technical assistance, transit and transfer of dual-use items (recast) amended by the Regulation 2023/2616.

(Definition relevant for KPI 1)

8. **“Explosives”** means materials and articles considered to be explosives in the United Nations recommendations on the transport of dangerous goods and falling within Class 1 of those recommendations.

(Definition relevant for KPIs 3, 4, 5, 9, 10, 11 and 12); Source: Directive (EU) 2014/28

9. **“Explosives for civil use”** means materials and articles considered to be explosives in the United Nations recommendations on the transport of dangerous goods intended for civil use and excluding:
- explosives, including ammunition, intended for use, in accordance with national law, by the armed forces or the police;
 - pyrotechnic articles falling within the scope of Directive 2013/29/EU and relevant law;
 - ammunition.

(Definition relevant for KPI 1); Source: Directive (EU) 2014/28

10. **“Pyrotechnic article”** means any article containing explosive substances or an explosive mixture of substances designed to produce heat, light, sound, gas or smoke or a combination of such effects through self-sustained exothermic chemical reactions.

(Definition relevant for KPI 1); Source: Directive (EU) 2013/29

11. **“Explosive precursors”** means chemical substances that can be used for legitimate purposes but can also be misused to manufacture homemade explosives.

(Definition relevant for KPI 1)

12. Two definitions of **“Ammunition”** will apply depending on the KPI reporting requirements:

(a) **“Ammunition”** means cartridges (complete rounds) for small arms and light weapons, bullets or projectiles that are used in a firearm. (Definition relevant for KPIs 3, 4, 5, 6 and 11)

(b) **“Ammunition”** means cartridges (complete rounds) for small arms and light weapons, bullets or projectiles that are used in a firearm. IT DOES NOT INCLUDE: explosive shells, grenades and missiles for light weapons and mobile containers with missiles or shells for anti-aircraft and anti-tank systems. (Definition relevant for KPIs 10 and 12)

13. **"Firearms trafficking"** means the import, export, acquisition, sale, delivery, movement or transfer of firearms, their parts and components and ammunition from or across the territory of one State Party to that of another State Party of the UN Firearms Protocol if any one of the States Parties concerned does not authorize it in accordance with the terms of the UN Firearms Protocol or if the firearms are not marked in accordance with article 8 of the UN Firearms Protocol.

(Definition relevant for KPI 3)

14. **"Illicit manufacturing"** means the manufacturing or assembly of firearms, their parts and components or ammunition:

(i) From parts and components illicitly trafficked;

(ii) Without a licence or authorization from a competent authority of the State Party to the UN Firearms Protocol where the manufacture or assembly takes place; or

(iii) Without marking the firearms at the time of manufacture, in accordance with article 8 of the UN Firearms Protocol.

(Definition relevant for KPI 3); Source: UN Firearms Protocol



ROADMAP

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

IN THE WESTERN BALKANS BY 2030

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