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Monitoring of SALW programmes

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Contents

Contents	iii
Foreword	iv
Introduction.....	v
Monitoring of SALW programmes	1
1 Scope	1
2 References.....	1
3 Terms and definitions.....	1
4 General principles	1
5 General requirements	2
5.1 Planning and preparation	2
5.2 Monitoring	2
5.2.1. General	2
5.2.2. Management practices and documentation	3
5.2.3. Worksite safety	3
5.2.4. Medical support	3
5.2.5. Community involvement	3
5.2.6. Storage, transportation and handling of explosive	4
5.2.7. Investigations of incidents and accidents	4
5.2.8. SALW Control activities	4
5.3 Reporting	4
5.4 Corrective action.....	4
6 Monitoring body - general obligations.....	4
6.1 General	4
6.2 Organisation	5
6.3 Management system	5
6.4 Independence, impartiality and integrity	5
7 Independent operational monitoring	5
8 Areas of responsibility.....	6
8.1 United Nations Development Programme (UNDP)	6
8.2 Regional organizations	6
8.3 SEESAC	6
8.4 National SALW authority	6
8.5 SALW Control organizations	7
8.6 Monitoring body's responsibilities	7
8.7 Donor's responsibilities.....	7
Annex A (Normative) References	8
Annex B (Informative) Terms and definitions.....	9

Foreword

On 08 May 2003 the development of regional micro-disarmament¹ standards and guidelines was discussed during the RACVIAC sponsored seminar on '**SALW - A year after Implementation of the Stability Pact Plan**'. The consensus was that such standards and guidelines were desirable, and SEESAC agreed to develop a framework and then take responsibility for the future development of regional standards. It was agreed RMDS/G would be designed to support the work at the operational level, and would go further than the more generic 'best practice' documents currently available. After a wide-ranging discussion between stakeholders as to the status of RMDS/G it has been agreed that the term 'standards' will refer to the technical issues, whilst 'guidelines' will apply to 'programme' issues.

This RMDS/G² reflects the development of operational procedures, practices and norms, which have occurred over the past four years in the area of Small Arms and Light Weapons (SALW)³ control. Best operational practices have been identified and reviewed from within the region and beyond, and included as appropriate within this RMDS/G.

SEESAC has a mandate under the Stability Pact Regional Implementation Plan to fulfil, among others, operational objectives of 1) sharing information on and enhancing co-operation in the establishment and implementation of SALW control and reduction programmes and approaches among regional actors; and 2) providing linkage and co-ordination with the other relevant regional initiatives. The development of RMDS/G is one means of fulfilling that mandate.

The work of preparing, reviewing and revising these standards and guidelines is conducted by SEESAC, with the support of international, governmental and non-governmental organisations and consultants. The latest version of each standard, together with background information on the development work, can be found at www.seesac.org. RMDS/G will be reviewed at least every three years to reflect developing SALW control norms and practices, and to incorporate changes to international regulations and requirements. The latest review was conducted on 01 March 2006, which has reflected the development of the UN Integrated Disarmament, Demobilization and Reintegration Standards (IDDRS) www.unddr.org, which include RMDS/G as a normative reference in the Disarmament and the SALW Control modules.

¹ Defined as: 'The monitoring, collection, control and final disposal of small arms, related ammunition and explosives and light weapons of combatants and often also of the civilian population. It includes the development of responsible weapons and ammunition management programmes'. Often used interchangeably with SALW control in the past, but SALW Control is now the recognised terminology. The term Micro-Disarmament has only been used here to ensure consistency of the RMDS/G concept, rather than renaming the standards.

² The layout and format of RMDS/G are based on the highly successful International Mine Action Standards (IMAS). The cooperation of the UN Mine Action Service (UNMAS) is acknowledged by SEESAC during the development of RMDS/G.

³ There is no agreed international definition of SALW. For the purposes of RMDS/G the following definition will apply: '**All lethal conventional munitions that can be carried by an individual combatant or a light vehicle, that also do not require a substantial logistic and maintenance capability**'

Introduction

Small arms, light weapons and ammunition are inherently dangerous. In the wrong hands, and in sufficient quantities, they can be politically destabilising and lead to and exacerbate conflict. As such, they can present grave dangers, both to national governments and to international and regional peace-building efforts. The most effective way that they can be kept in check is by interventions and programmes for micro-disarmament and the control of SALW. This RMDS/G establishes best practices and guidelines for the monitoring of SALW control interventions within a country or region.

The many inter-relational factors that determine the type of SALW control intervention, and its subsequent success or failure, require that a wide number of organisations be involved in the process. Their work should be planned, coordinated and/or directed to ensure that it is in support of a national SALW plan. Control of a SALW programme can be achieved through the monitoring of SALW Control organisations before and during the particular intervention process.

The aim of monitoring is to ensure that SALW Control organisations are applying their approved management processes and operational procedures in a manner that will result in a safe, effective and efficient SALW intervention in their particular specialist area. Monitoring is, essentially, a passive activity conducted by or on behalf of the national SALW authority. It involves observation, recording and reporting.

The aim of this standard is to provide a consistent framework for the implementation of a monitoring system as part of a SALW control intervention. The goal is to promote a common and consistent approach to the external monitoring of SALW Control organisations.

Monitoring of SALW programmes

1 Scope

This RMDS/G provides guidelines for the implementation of a system for the monitoring of SALW Control organisations. This concept can be applied to many of the component parts of SALW control, but it should primarily be applied to SALW collection; SALW destruction; SALW stockpile management and SALW awareness.

2 References

A list of normative references is given in Annex A. Normative references are important documents to which reference is made in this standard, and which form part of the provisions of this standard.

3 Terms and definitions

A list of terms and definitions used in this standard is given in Annex B. A complete glossary of all the terms and definitions used in the RMDS/G series of standards is given in RMDS/G 02.10.

In the RMDS/G series of standards, the words 'shall', 'should' and 'may' are used to indicate the intended degree of compliance. This use is consistent with the language used in ISO standards and guidelines.

- a) 'shall' is used to indicate requirements, methods or specifications that are to be adopted in order to satisfy the standard in full.
- b) 'should' is used to indicate the preferred requirements, methods or specifications.
- c) 'may' is used to indicate a possible method or course of action.

In the context of **SALW Control**, the term **monitoring** refers to: 'the authorised observation by qualified personnel of sites, activities or processes without taking responsibility for that being observed. This is usually carried out to check conformity with undertakings, procedures or standard practice and often includes recording and reporting elements'.

The term '**verification**' means 'confirmation, through the provision of objective evidence that specified requirements have been fulfilled'. [ISO 9000:2000].

The term '**national authority**' refers to the government department(s), organisation(s) or institution(s) in each SALW country charged with the regulation, management and co-ordination of SALW activities.

4 General principles

Monitoring is an essential part of the SALW Control process. Together with verification, it provides the national SALW authority with the necessary confidence that the SALW Control organisation has conducted operations, (such as SALW awareness or SALW destruction) in accordance with its contractual obligations, and in a safe, efficient and effective manner.

To achieve this, monitoring must examine the SALW Control organisation's capability (people, equipment and procedures) and observe how this capability is being applied. External monitoring complements the SALW Control organisation's own internal quality management system. It verifies that the SALW Control organisation's quality assurance procedures and internal quality control inspections are appropriate and are being applied – but it does not replace the SALW Control organisation's responsibility for ensuring the application of safe, effective and efficient operational procedures.

Monitoring will also be used, particularly at the beginning of a SALW Control project (such as SALW destruction) as on-site verification of an organisation's capabilities.

5 General requirements

5.1 Planning and preparation

The role and responsibilities of the monitoring body, including the frequency and form of site visits, should be defined in the initial contract or other formal agreement.

Site visits should be well prepared. Prior to any visits the monitoring body should have read

- a) all relevant documentation including the contract or terms of reference for the particular SALW intervention process;
- b) documented management practices and operational procedures;
- c) reports from previous visits by the monitoring body;
- d) the results of previous inspections, incident and investigation reports; and
- e) all other information which will assist the monitoring body develop a plan and programme for its site visit.

Prior to the visit, the monitoring body should inform the SALW Control organisation of the objectives and programme, and any preparation required (such as ensuring the availability of certain documents or key staff). The actual date and timings of site visits may be given in advance or visits may be unannounced. Both have advantages and disadvantages. Unannounced visits tend to observe SALW Control organisations in their normal working mode, but such visits may be disruptive and key members of staff may be absent. Announced visits tend to be more productive and less disruptive, but some problems may be hidden from the monitoring body. A combination of both may be appropriate.

5.2 Monitoring

5.2.1. General

The national SALW authority shall monitor the SALW Control organisation and its sub-units to confirm that the management systems and operational procedures are consistent with the terms of the contract or other agreement. Such monitoring should be random, non-intrusive and should not interfere with the conduct of planned SALW Control activities. The frequency of monitoring should be dependent on the task and the previous performance of the SALW Control organisation; it should be agreed between the national SALW authority and the SALW Control organisation.

On-site monitoring should include:

- a) visits to management, logistic and administrative offices or facilities including explosive storage areas, medical facilities and equipment maintenance areas;
- b) visits to sub-unit locations including worksites and supporting workplaces;
- c) observing SALW Control activities, including internal quality assurance and quality control procedures, and the destruction of SALW;
- d) observe the level of community involvement within the community liaison function and its applicability to the SALW Control activities in process;
- e) and if appropriate, observing the field testing and evaluation of equipment.

5.2.2. Management practices and documentation

Monitoring should include the inspection of SALW Control management documentation, for example: qualifications, training records, insurance cover, and general occupational health practices and records. The monitoring should also pay particular attention to compliance with the SALW Control organisation's Quality Plan. Routine administrative documents and personal information on employees, and information of a classified, sensitive or confidential nature, should not be inspected.

Samples of all documentation and records referred to above should be selected randomly. Samples should be representative of all relevant documentation.

5.2.3. Worksite safety

The provision of a safe working environment includes the design and layout of a SALW Control worksite by marking hazardous areas, controlling the movement of workers, visitors and the local population, enforcing safety distances, and providing effective medical cover and casualty evacuation procedures. The worksite procedures shall be consistent with national policy and conducted in accordance with the SALW Control organisation's own SOPs. The monitoring body should assess the suitability of the worksite layout and safety procedures, and should assess how effectively the procedures are being applied. RMDS/G 05.10 and 05.20 provide guidance on collection and destruction activities.

An individual monitor shall have the responsibility to stop operations at a SALW Control worksite if individual safety or the safety of the SALW Control team or other individuals has been placed at risk. The monitor shall record the reasons for doing so, compile any evidence and immediately inform the monitoring body and the SALW Control organisation headquarters. Operations may only then recommence once all the safety faults have been rectified.

5.2.4. Medical support

Developing an appropriate medical support capacity requires good planning, well-trained staff and the availability of medical services able to provide effective emergency treatment. The monitoring body should assess the medical support available on site including the qualifications of the medical staff, medical equipment, stores, supplies and drugs provided to the medical staff, and vehicles for casualty evacuation. Documented procedures for treatment and casualty evacuation should be examined. The monitoring body should invite the SALW Control organisation to demonstrate its treatment and casualty evacuation procedures at least once every three months, or as required by the national SALW authorities.

5.2.5. Community involvement

This function forms an important part of the SALW Control process and as such should be assessed by the monitoring body. The community involvement function ensures that SALW affected communities are a part of the whole SALW Control process, including before, during and after each task or activity. SALW survey activities can provide an indication of the effectiveness of a SALW awareness campaign, but further work needs to be done to develop community involvement monitoring tools and systems.

RMDS/G 06.10 - Development and Implementation of SALW Awareness Campaigns provides further information.

5.2.6. Storage, transportation and handling of explosive

The provision of a safe working environment during SALW collection and destruction operations will probably include the safe storage, transportation and handling of explosives and explosive materials. This requires appropriate storage facilities, equipment and vehicles to be made available, and for SALW Control organisations to develop and maintain appropriate procedures. The monitoring body should assess the suitability of the SALW Control organisation's procedures for the safe storage, transportation and handling of explosives, and should assess how effectively the procedures are being applied. The monitoring body should also confirm the availability of documented procedures for the accountability and transfer of explosive items and accessories, and should confirm that these procedures are being applied. RMDS/G 05.40 provides guidance on the safe storage, transportation and handling of explosives.

5.2.7. Investigations of incidents and accidents

The monitoring body should assess the suitability of the SALW Control organisation's procedures for reporting incidents and conducting post-incident investigations. Reports of recent incidents should receive special attention.

5.2.8. SALW Control activities

The monitoring body should observe SALW Control activities to ensure that they are consistent with the SALW Control organisation's SOPs. Where specialist SALW Control methods are being used, such as the use of industrial demilitarization systems, the monitoring body must include staff with the necessary specialist knowledge.

5.3 Reporting

Wherever possible, the head of the monitoring body should debrief the head of the organisation or sub-unit being monitored on site prior to departure, drawing attention to any major concerns, particularly those involving safety.

The monitoring body shall prepare and submit a written report within 5 working days in accordance with procedures established by the national SALW authority, and other reports required by the clearance contract. Reports should be copied to the monitored SALW Control organisation. Reports should normally be 'in-confidence' at this stage, especially if they criticise the management and/or operational activities of the SALW Control organisation.

5.4 Corrective action

Any problems identified by the monitoring body should be addressed by the SALW Control organisation. If the problems are sufficiently serious, the SALW Control organisation should be invited to present its corrected management or operational procedures to the national SALW authority, and demonstrate that it is in full compliance with the stated requirements.

6 Monitoring body - general obligations

6.1 General

The national SALW authority should accredit and appoint an independent and neutral body to carry out the monitoring on its behalf. Any monitoring body appointed by the national SALW authority must be adequately staffed, equipped and trained to monitor the SALW Control organisation and its sub-units in an effective and appropriate manner.

The monitoring body, however named, shall have the necessary documentation that describes its responsibilities, the methods to be used in the monitoring process, and the technical scope of its activities.

6.2 Organisation

The monitoring body shall have an organisation that enables it to maintain the capability to perform its technical functions quickly and satisfactorily. The body shall have a technical manager, however named, who is qualified and experienced in the operation of the monitoring process and who has overall responsibility for ensuring that the monitoring activities are carried out in accordance with RMDS/G and other relevant standards. The technical manager should if possible be a permanent employee, but in the early stages of a SALW programme may be a suitably qualified consultant.

The monitoring body shall have a sufficient number of permanent personnel with the range of expertise required to carry out its normal functions. These individuals should have the operational experience and appropriate qualifications necessary to ensure a high standard of non-intrusive monitoring.

6.3 Management system

The monitoring body shall define and document its management system and procedures and shall ensure that its management policy is understood and its procedures are implemented and maintained at all levels in the organisation. Where its systems and procedures affect the conduct of the SALW intervention programme, the working relationship between the body and the SALW Control organisation should be agreed, and form part of the contractual arrangements.

The monitoring body shall establish and maintain procedures for site visits.

The monitoring body shall prepare and maintain records of all site visits, and any information needed to understand and interpret them. All records shall be safely stored for a period of at least five years, held secure and in confidence to the applicant, unless otherwise required by law.

6.4 Independence, impartiality and integrity

The personnel of the monitoring body shall be free from any political, commercial, financial and other pressures that might affect their judgement. Policies and procedures shall be implemented to ensure that persons or organisations external to the monitoring body cannot influence the results of observations, inspections and evaluations carried out by the monitoring body.

The monitoring body and its staff shall not engage in any activities that may conflict with their independence of judgement and integrity in relation to their observations, inspections, and evaluations. In particular they shall not become directly involved in organisations that design, manufacture, supply, install, use or maintain services or equipment for SALW Control organisations operating in the SALW intervention sector, or similar fields.

All interested parties shall have access to the services of the monitoring body. The procedures under which the body operates shall be administered in a non-discriminatory manner.

The monitoring body shall ensure confidentiality of information obtained in the course of its activities. Proprietary rights shall be protected.

7 Independent operational monitoring

Experience has shown that a major contribution to building and enhancing public confidence in the whole SALW Control process is the participation of international organisations (UN, ICRC etc), civil society organisations (CSO) or non-governmental organisations (NGO) in the SALW collection and destruction process. They should fulfil the role of independent monitors to ensure the transparency of the process, and their presence may also persuade individuals to voluntarily surrender SALW who may not have done so direct to any security forces. This is a different form of monitoring to the management and systems monitoring explained above.

Such organisations should be given the opportunity to:

- a) be present and physically oversee the operational SALW collection and destruction process;
- b) have independent access to the weapon and ammunition accounts during such processes in order to check the accuracy of data entry;
- c) independently investigate any discrepancies of data entry;
- d) support the SALW awareness campaign by confirming the accuracy and transparency of the SALW collection and destruction process; and
- e) make independent reports on the SALW collection and destruction process to the national SALW authority, diplomatic representatives, international organisations and the media.

8 Areas of responsibility

8.1 United Nations Development Programme (UNDP)

UNDP has a general responsibility for enabling, assisting and encouraging the effective management of SALW control programmes by continuously maintaining an overview of RMDS/G to reflect developing SALW control norms and practices, and by informing stakeholders of any changes to international regulations and requirements.

UNDP should apply RMDS/G to its SALW intervention programmes, activities and contracts within South Eastern and Eastern Europe unless the local situation precludes their effective application. In such circumstances, when one or more RMDS/G is not appropriate, UNDP will provide alternative specifications, requirements and guidance.

8.2 Regional organizations

In certain areas of the world, regional organizations have been given a mandate by their member states to coordinate and support SALW control programmes within a state's national boundaries. (For example EUFOR within Bosnia and Herzegovina).

In these circumstances the regional organization should assume many of the responsibilities and roles of the national SALW authority, and could also act as a conduit for donor resources. The responsibilities and roles of regional organizations for SALW control will vary from state to state and may be subject to specific Memoranda of Understanding, or similar agreements.

8.3 SEESAC

SEESAC shall provide operational assistance, technical assistance and management information, within resources and on request, to all SALW intervention programmes within South Eastern and Eastern Europe.

8.4 National SALW authority ⁴

The national SALW authority shall:

- a) establish a system for the monitoring of SALW Control organisations which complements the procedures for accreditation and post-clearance inspections;
- b) specify the national standards and provide guidelines for the monitoring of SALW Control organisations;
- c) accredit and appoint a monitoring body;

⁴ In this case the national SALW authority, if the same as the national SALW commission, may be responsible to itself.

- d) oversee the work of the monitoring body, ensure that the monitoring system is being applied in a fair and equitable manner, and that monitoring does not interrupt or delay SALW Control projects; and
- e) ensure appropriate follow-up action is taken on the monitoring body's recommendations.

8.5 SALW Control organizations

The organisation undertaking SALW Control operations shall:

- a) apply appropriate management practices and operational procedures as specified in the contract or other formal agreement;
- b) maintain and make available documentation, reports, records and other data on SALW Control activities to the monitoring body; and
- c) provide the monitoring body with access to all sites, buildings and other facilities which need to be visited as part of the monitoring requirement.

In the absence of a national mine action authority or authorities, the SALW Control organisation should assume additional responsibilities. These include, but are not restricted to:

- a) agree with the donor a system of monitoring the SALW intervention activities; and
- b) assist the host nation, during the establishment of a national SALW authority, in framing national standards for monitoring.

8.6 Monitoring body's responsibilities

The monitoring body shall:

- a) gain (from the national SALW authority) authority to operate as a monitoring body;
- b) monitor the SALW Control organisation;
- c) monitor and make available documentation on site visits and inspections as required by the national SALW authority; and
- d) ensure compliance by sub-units with the 'safe systems of work' laid down by the national SALW authority or parent SALW Control organisation.

8.7 Donor's responsibilities

When the contract or other formal agreement has been framed by the donor organisation, it shall be responsible for including details of the monitoring requirements, or in the absence of a national SALW authority, requirements established by the UN or other appropriate international body.

Annex A (Normative) References

The following normative documents contain provisions, which, through reference in this text, constitute provisions of this part of the standard. For dated references, subsequent amendments to, or revisions of, any of these publications do not apply. However, parties to agreements based on this part of the standard are encouraged to investigate the possibility of applying the most recent editions of the normative documents indicated below. For undated references, the latest edition of the normative document referred to applies. Members of ISO and IEC maintain registers of currently valid ISO or EN:

- a) RMDS/G 05.10 - SALW collection;
- b) RMDS/G 05.20 - SALW destruction;
- c) RMDS/G 05.40 - Ammunition and explosives storage and safety;
- d) RMDS/G 05.80 - SALW survey; and
- e) RMDS/G 06.10 - Development and implementation of SALW awareness programmes.

The latest version/edition of these references should be used. SEESAC hold copies of all references used in this standard. A register of the latest version/edition of the RMDS/G standards, guides and references is maintained by SEESAC, and can be read on the RMDS/G website: <http://www.seesac.org/>. National SALW authorities, employers and other interested bodies and organisations should obtain copies before commencing SALW programmes.

Annex B **(Informative)** **Terms and definitions**

B.1.1 **community involvement**

in the context of SALW the term refers toa process designed to place the needs and priorities of affected communities at the centre of the planning, implementation and monitoring of SALW control and other sectors.

Note: Community involvement is based on an exchange of information and involves communities in the decision making process in order to establish priorities for SALW control. In this way SALW control aims to be inclusive, community focused and ensure the maximum involvement of all sections of the community. This involvement includes joint planning, implementation, monitoring and evaluation of projects.

Note: Community involvement also works with communities to develop specific interim safety strategies promoting individual and community behavioural change. This is designed to reduce the impact of SALW on individuals and communities until such time as the threat is removed.

Note: This shall be one of the major strategic principles of **SALW Control**.

B.1.2 **micro-disarmament**

the collection, control and disposal of small arms, ammunition, explosives, light and heavy weapons of combatants and often also of the civilian population. It includes the development of responsible arms management programmes.

B.1.3 **micro-disarmament organisation**

refers to any organisation (government, military or commercial entity) responsible for implementing SALW Control projects or tasks. The organisation may be a prime contractor, subcontractor, consultant or agent.

B.1.4 **monitoring**

*in the context of **SALW Control**, the term refers to the authorised observation by qualified personnel of sites, activities or processes without taking responsibility for that being observed . This is usually carried out to check conformity with undertakings, procedures or standard practice and often includes recording and reporting elements.*

B.1.5 **monitoring body**

an organisation, normally an element of the national authority, responsible for management and implementation of the national monitoring system.

B.1.6 **national authority**

the government department(s), organization(s) or institution(s) in a country charged with the regulation, management and coordination of **SALW** activities.

B.1.7 **quality**

degree to which a set of inherent characteristics fulfils requirements. [ISO 9000:2000]

B.1.8 **quality management**

coordinated activities to direct and control an organization with regard to quality. [ISO 9000:2000]

B.1.9
quality control (QC)

part of quality management focused on fulfilling quality requirements. [ISO 9000:2000]

Note: QC relates to the *inspection* of a finished product. In the case of collection and destruction, the 'product' is destroyed weapons.

B.1.10
quality assurance (QA)

part of quality management focused on providing confidence that quality requirements will be met. [ISO 9000:2000]

Note: The purpose of QA in **SALW** is to confirm that management practices and operational procedures for collection and destruction operations are appropriate, and will achieve the stated requirement in a safe, effective and efficient manner. Internal QA will be conducted by **SALW organizations** themselves, but external inspections by an external **monitor** should also be conducted.

B.1.11
Small Arms and Light Weapons (SALW)

all lethal conventional munitions that can be carried by an individual combatant or a light vehicle, that also do not require a substantial logistic and maintenance capability.

Note: There are a variety of definitions for SALW circulating and international consensus on a 'correct' definition has yet to be agreed. For the purposes of RMDS/G the above definition will be used.

B.1.12
SOPs

a set of instructions that define the preferred or currently established method of conducting an operational task or activity. Their purpose is to promote recognisable and measurable degrees of uniformity, consistency and commonality within an organisation, with the aim of improving operational effectiveness and safety. SOPs should reflect local requirements and circumstances.

B.1.13
standard

a standard is a documented agreement containing technical specifications or other precise criteria to be used consistently as rules, guidelines, or definitions of characteristics to ensure that materials, products, processes and services are fit for their purpose.

Note: RMDS/G aim to improve safety and efficiency in SALW Control by promoting the preferred procedures and practices at both headquarters and field level. To be effective, the standards should be definable, measurable, achievable and verifiable.

B.1.14
verification

confirmation, through the provision of objective evidence that specified requirements have been fulfilled. [ISO 9000:2000]