

How to Guide

The Establishment and Functioning of National Small Arms and Light Weapons Commissions





How to Guide

**The Establishment and Functioning of
National Small Arms and Light
Weapons Commissions**

**Bureau for Crisis Prevention and Recovery
Central Strategy and Policy Cluster**



April 2008

Advocacy Series

Acknowledgments

This document has been developed with the contributions of various agencies and individuals with substantial knowledge and experience working with National Small Arms and Light Weapons Commissions. We would like to thank the International Action Network on Small Arms (IANSA), International Alert and, in particular, Saferworld, SaferAfrica and the South Eastern and Eastern Europe Clearinghouse for the Control of Small Arms and Light Weapons (SEESAC) for their valuable contributions.

Photos: Cover Aweys Osman Yusuf/IRIN, p1 UN/IRIN, p 5 UN/IRIN, p13 Edward Parsons/IRIN

Contacts:

For question, further information or to receive copies of this publication in English, French, Spanish, Russian or Arabic, please contact cpr_km@undp.org

Geneva Office

Bureau for Crisis Prevention & Recovery, UNDP

11-13 Chemin des Anemones

Chatelaine, CH-1219 Geneva, Switzerland

Phone number: +41.22.917.8393

Fax: +41.22.917.8060

Contents

Acronyms and Abbreviations	iv
Foreword	v
Objectives of this 'How-to Guide'	vi
1 Definition and Objectives of National SALW Commissions	1
1.1 Definitions	2
1.2 Why are National SALW Commissions needed?	3
1.3 Current situation	4
2 Roles and functions of National SALW Commissions	5
2.1 Planning and implementation	6
2.2 Cooperation and coordination	9
2.3 Research	11
2.4 Awareness raising, information management and communication	11
2.5 Resource mobilization and allocation	12
3 How to Establish a National SALW Commission	13
3.1 Steps for setting up a National SALW Commission	14
3.2 Composition of National SALW Commissions	16
3.2.1 <i>Membership</i>	16
3.2.2 <i>Involvement of civil society organizations</i>	18
3.3 Organization	21
3.3.1 <i>Location within the national institutional setting</i>	21
3.3.2 <i>Principles of organizational structure</i>	23
3.4 Division of labour within National SALW Commissions	24
3.4.1 <i>Ministerial areas of responsibility</i>	24
3.4.2 <i>National Point of Contact</i>	25
3.5 Partnerships	26
3.6 Cooperation with regional and international organizations	26
Conclusion	28
Resources	29
<i>Publications cited</i>	29
<i>Additional resources</i>	29
<i>Principal international small arms agreements</i>	29
<i>Principal regional small arms agreements</i>	30
<i>International organizations</i>	30
<i>Regional organizations</i>	30
<i>Non-governmental and research organizations</i>	30

Annexes.....	31
Annex 1: Programme of Action to Prevent, Combat and Eradicate the Illicit Trade in Small Arms and Light Weapons in All Its Aspects	31
I. <i>Preamble</i>	31
II. <i>Preventing, combating and eradicating the illicit trade in small arms and light weapons in all its aspects</i>	34
III. <i>Implementation, international cooperation and assistance</i>	38
IV. <i>Follow-up to the United Nations Conference on the Illicit Trade in Small Arms and Light Weapons in All Its Aspects</i>	40
Annex 2: Template for National Action Plan	41

Acronyms and Abbreviations

CSO	Civil Society Organization
ECOWAS	Economic Community of West African States
IANSA	International Action Network on Small Arms
NAP	National Action Plan
NFP	National Focal Point
NPC	National Point of Contact
OSCE	Organization for Security and Co-operation in Europe
RECSA	Regional Centre on Small Arms and Light Weapons
SADC	Southern African Development Community
SALW	Small Arms and Light Weapons
SEESAC	South Eastern and Eastern Europe Clearinghouse for the Control of Small Arms and Light Weapons
UNDP	United Nations Development Programme
UNIDIR	United Nations Institute for Disarmament Research
UNODA	United Nations Office for Disarmament Affairs
UN-LIREC	United Nations Regional Centre for Peace, Disarmament and Development in Latin America
UN PoA	United Nations Programme of Action to Prevent, Combat and Eradicate the Illicit Trade in Small Arms and Light Weapons in All its Aspects

Foreword

It is estimated that at least 875 million small arms and light weapons are in circulation today¹. Their widespread availability and misuse has a devastating impact on the lives and livelihoods of millions of people. The threat or use of guns undermines human and economic security and in many countries, violence and insecurity are key concerns for the communities.

In order to support countries and communities in their efforts toward creating a secure and enabling environment for sustainable human development in which community members can live “free from fear”, the United Nations Development Programme (UNDP) has played a significant role over the last decade in assisting governments to effectively and comprehensively address the proliferation and illicit trafficking of SALW.

UNDP’s assistance seeks to support government’s efforts to reduce the social, economic and environmental impacts of uncontrolled SALW proliferation and misuse by reducing the number of illicit SALW in circulation and by strengthening SALW control mechanisms. To ensure that the support provided is sustainable, UNDP actively promotes national ownership and places a heavy focus on capacity building.

The activities supported include:

- Building the capacity of national institutions to control and reduce the flow and supply of illicit SALW;
- Assisting governments to develop comprehensive strategies and legal frameworks related to SALW control and reduction;
- Supporting regional organizations to develop and implement regional protocols, agreements and conventions on SALW;
- Supporting public awareness campaigns (including public information, advocacy and education) to emphasize the importance of SALW control and reduction;
- Building national capacities for SALW collection and destruction, the efficient management of legal weapons and ammunition stockpiles, and for restoring public confidence through, for instance, the public destruction of collected arms; and
- Reducing the demand for SALW by addressing the factors which prompt people to acquire, possess and sometimes use weapons.

UNDP frequently receives requests from member states for assistance with the establishment and functioning of National SALW Commissions. Recognizing that the establishment of an effective institutional framework is key to addressing SALW related issues in a comprehensive and coordinated manner, and that countries and regions most affected by SALW often lack the information necessary to appropriately do so, UNDP has developed this set of guidelines to assist practitioners and national authorities in establishing and operating National SALW Commissions.



Kathleen Cravero
*Assistant Administrator and Director
Bureau for Crisis Prevention and Recovery, UNDP*

1 *Small Arms Survey 2007: Guns and the City*, Cambridge University Press.

Objectives of this 'How to Guide'

Under the UN Programme of Action on Small Arms (UN PoA)², unanimously adopted in 2001, member states are encouraged to '*establish, or designate as appropriate, national coordination agencies or bodies and institutional infrastructure responsible for policy guidance, research and monitoring of efforts to prevent, combat and eradicate the illicit trade in small arms and light weapons in all its aspects.*'³ Similar commitments are contained in a number of regional agreements, such as the Nairobi Protocol,⁴ the Southern African Development Community (SADC) Protocol⁵ and the Economic Community of West African States (ECOWAS) Convention.⁶

This 'How to Guide' provides guidelines for states on the establishment and functioning of National SALW Commissions. These guidelines have been compiled from the experiences and good practices of states, regional organizations, civil society organizations and UNDP Small Arms Control programmes in a wide range of countries. In particular, this guide aims to:

- Answer questions that states may have on the **rationale** for establishing National SALW Commissions;
- Provide advice to states on possible **procedures and steps** for establishing National SALW Commissions; and
- Inform states about **good practices** for running National SALW Commissions.

This guide constitutes a compilation of good practices aimed at providing guidance and support to practitioners in the field (including UNDP country offices) and to national authorities in their efforts toward the establishment of a National SALW Commission.

Each state should develop appropriate legislative and institutional frameworks based on its own situation, including constitutional and other legal systems and cultural traditions. The decision to implement the approaches outlined in this guide is the prerogative of each state and therefore the use of the word 'should' is to be understood as suggesting an advised course of action which experience has shown to be effective, rather than indicating any requirements.

2 See Annex 1 for the text of the UN PoA.

3 See UN PoA Section II, Paragraph 4.

4 See Article 16 of the *Nairobi Protocol for the Prevention, Control and Reduction of Small Arms and Light Weapons in the Great Lakes Region and Horn of Africa* (2004).

5 See Article 6c of the *SADC Protocol on the Control of Firearms, Ammunition and Other Related Materials* (2001).

6 See Article 22a of the *ECOWAS Convention on Small Arms and Light Weapons, their Ammunition and Other Related Materials* (2006).

Section 1

Definitions and Objectives of National SALW Commissions



1 Definition and Objectives of National SALW Commissions

1.1 Definitions

For the purpose of this guide, ‘**small arms and light weapons**’ will mean 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:⁷

- (a) ‘**Small arms**’ are, broadly speaking, weapons designed for individual use. They include *inter alia* revolvers and self-loading pistols, rifles and carbines, sub-machine guns, assault rifles and light machine guns;
- (b) ‘**Light weapons**’ are, broadly speaking, weapons designed for use by two or three persons serving as a crew, although some may be carried and used by a single person. They include *inter alia* heavy machine guns, hand-held under-barrel and mounted grenade launchers, portable anti-aircraft guns, portable anti-tank guns, recoilless rifles, portable launchers of anti-tank missile and rocket systems, portable launchers of anti-aircraft missile systems, and mortars of a calibre of less than 100 millimetres.

Although small arms and light weapons are thus distinct categories of weapons, UNDP uses the term ‘small arms’ to cover both small arms and light weapons.

A **National SALW Commission** is a national inter-agency body that is responsible for policy development, coordination, implementation, and monitoring of efforts to address all SALW-related issues within a national territory.⁸ Depending on the region and process, National SALW Commissions are also called National Focal Points (NFP), National SALW Coordination Committees and/or SALW Coordination Agencies. This ‘How to Guide’ uses the term National SALW Commission (sometimes abbreviated simply as Commission) throughout.

A **National Point of Contact (NPC)** is an individual or an institution (such as a ministerial department or the national police) that acts as liaison between states on matters relating to the implementation of the UN PoA,⁹ and that acts as a first point of contact for SALW-related information for local and international civil society, intergovernmental and regional and international organizations (see Section 2.4.2 of this guide). In many countries, the head of the National SALW Commission acts as the NPC.

⁷ The definitions quoted here are contained in the *International Instrument to Enable States to Identify and Trace, in a Timely and Reliable Manner, Illicit Small Arms and Light Weapons (A/60/88)*, adopted by the United Nations General Assembly on 8 December 2005.

⁸ See UN PoA, Section II, Paragraph 4.

⁹ See UN PoA, Section II, Paragraph 5.

1.2 Why are National SALW Commissions needed?

The proliferation and illicit trafficking of SALW is a complex and multidimensional problem that affects people and communities in a range of ways (including inter alia the deterioration of physical security, the undermining of development prospects, the degradation of access to and availability of social services, etc.) Combating proliferation and illicit trafficking therefore requires a multisectoral approach that provides for a wide variety of measures and approaches, including legislation and regulation, law enforcement, civil society cooperation, stockpile management, collection and destruction and development. Given the array of people and activities involved at the local, national, regional and international levels in combating SALW proliferation, it is crucial that small arms control efforts are coordinated by governments at the national level.

Unfortunately, the lack of effective coordination and information sharing between the many government departments and agencies that have a role to play in small arms control is often a significant barrier to tackling small arms-related problems and implementing regional and international small arms agreements, such as the UN PoA.

National SALW Commissions are needed to act as coordinating bodies and focal points. The establishment of an effective National SALW Commission is a crucial first step to develop and implement national SALW control strategies that effectively address small arms proliferation.¹⁰

Furthermore, the establishment of an operational National SALW Commission is often a prerequisite for support from the donor community which, based on years of experience, considers such coordinating mechanisms essential for effectively addressing all SALW-related issues.

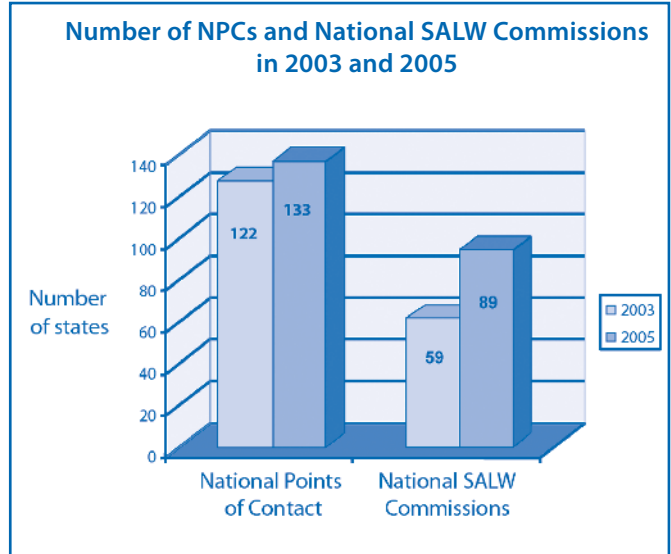
Finally, the establishment of a National SALW Commission is a legal obligation for the countries which are party to those legally binding instruments which include a commitment to establish a national coordinating mechanism (such as, for instance, the Nairobi Protocol on SALW or the ECOWAS Convention on SALW).

¹⁰ See SEESAC 2006b.

1.3 Current situation

According to an analysis of the national reports submitted between 2001 and 2006 to the United Nations Office for Disarmament Affairs (UNODA) within the framework of the UN PoA, as of 2005 at least 89 countries have established National SALW Commissions, while 133 countries had nominated an NPC for the UN PoA.¹¹

While the overall number of Commissions already established appears encouraging, the mandate and effectiveness of these institutions may vary significantly from one country to another. Indeed, while a number of states have established well-functioning and well-resourced National SALW Commissions, others have not been able or willing to provide sufficient resources and guidance for their Commission to operate effectively. Lack of adequate political will, training and resources are often cited as reasons for limited operational capacities. Consequently, what is sometimes called a National SALW Commission may, in fact, be an individual acting as NPC or coordinator of an unidentified body with an unspecified mandate and no resources. The disparities between regions should be also underlined. While for instance in 2005 64 % of the African countries had established a National SALW Commission, this figure drops to only 31 % for countries in Asia and the Pacific.



¹¹ See Kytömäki and Yankey-Wayne (2006).

Section 2

Roles and functions of National SALW Commissions



2 Roles and functions of National SALW Commissions

National SALW Commissions undertake a range of functions to fulfil their overall mandate of coordinating national action on SALW. This section is based on the experiences of countries that have already established National SALW Commissions as documented by SEESAC, Saferworld and SaferAfrica.¹² Based on current experiences, National SALW Commissions serve five interrelated functions:

- Planning and implementation;
- Cooperation and coordination;
- Research;
- Awareness raising, information management and communication; and
- Resource mobilization and allocation.

2.1 Planning and implementation

It is the responsibility of the National SALW Commission to act as the national implementing agency for national strategies and policies on SALW or to delegate this authority and then oversee the implementation process.

In this context, a key task for the National SALW Commissions is to lead the development of a national strategy, coordinate its implementation and monitor and evaluate its impact to inform future programming. Such strategies are often referred to as National Action Plans (NAPs). NAPs should be constantly evolving documents that respond to changing operational circumstances and should, ideally, include the following sections:¹³

- an introduction;
- a description of the small arms situation in the country;¹⁴
- the aim of a national small arms control intervention;
- the operational objectives of a national small arms intervention;
- existing and proposed small arms legislation;
- an accounting of available resources;
- priorities in addressing small arms issues;
- operational activities (e.g. SALW Survey, awareness raising, stockpile management, weapons collection and destruction);
- resource mobilization requirements to support operational activities;

¹² See SEESAC 2006c; Saferworld Training Pack National Focal Point Handout (2004) ; and SaferAfrica and Saferworld (2006).

¹³ See SEESAC 2006c.

¹⁴ Based initially on a SALW Survey, this description should be continually reviewed and updated by monitoring, subsequent follow-up surveys and other information sources.

National SALW Commission in Angola *

Roles and functions of the NFP:

1. Coordinating and integrating national efforts required to prevent and combat the illicit manufacturing, trade and use of small arms and light weapons
2. Developing and implementing the National Action Plan to Prevent, Combat and Eradicate the Illicit Manufacturing, Trade, Trafficking and Use of SALW
3. Implementing the SADC Protocol on the Control of Firearms, Ammunitions and Other Related Materials, together with other Protocols, Action Plans and Declaration pertaining to SALW such as the United Nations Protocol, the UN PoA, and the Bamako Declaration
4. Facilitating the exchange and dissemination of information pertaining to SALW
5. Coordinating and interacting with civil society and developing national public awareness programmes in the framework of the promotion of the culture of peace and non violence

It is also the responsibility of the NFP to address the implementation of the UN PoA, by proposing to the Government the following:

- a. Actions to be developed (...) in domains of prevention and combat the manufacturing, trade, trafficking, possession and use of illicit small arms and light weapons
- b. Necessary normative and administrative measures to reinforce actions of prevention and to combat the manufacturing, trade, trafficking, possession and use of illicit small arms and light weapons

* Angola uses the term 'National Focal Point' (NFP) as the designation of its National SALW Commission

Source: National Report of Angola to the UN PoA, 2006

- monitoring and evaluation activities;
- donor liaison systems; and
- systems for the reporting and dissemination of information.

A 'template' NAP can be found in the Annex 2 to this guide.

The development of a NAP is a specific requirement for a number of regional instruments. For instance, according to the ECOWAS Convention, *'The Member States shall elaborate their National Action Plans on Small Arms and Light Weapons. Such action plans shall be developed through a national information gathering process involving all relevant national stakeholders including civil society, and the convening of a national forum of all stakeholders to deliberate on the elements to be included in the National Action Plan.'*¹⁵

15 See ECOWAS Convention, Article 24.

National Plan of Action of Namibia

In Namibia, Saferworld and SaferAfrica have assisted the National Focal Point (NFP)* in undertaking a comprehensive assessment, or mapping, of the small arms problem. During the mapping, Saferworld and SaferAfrica assisted the NFP in convening and facilitating workshops with law enforcement agencies and civil society organizations in all thirteen regions of the country and in conducting a survey with over 3,000 members of the public. The information collected during this exercise was then analysed and used to inform the development of an NAP on small arms control. The NAP outlines action to be taken across a range of issues including education and awareness raising, stockpile management, training and capacity building, border controls, and policy and legislation. As part of their support to the implementation of this plan, Saferworld and SaferAfrica have provided training to civil society organizations in Namibia on the small arms issue and how to tackle it and on the role that civil society can play in implementing the NAP.

* Namibia uses the term 'National Focal Point' as the designation of its National SALW Commission
Source: Saferworld website: http://www.saferworld.org.uk/en/sa_national.html

In South Eastern Europe, SALW Surveys have been undertaken in Albania, Bulgaria, Bosnia and Herzegovina, Croatia, Kosovo, Macedonia, Moldova, Montenegro and Serbia. In Africa, SALW Surveys have been undertaken in Botswana, Burundi, Kenya, Namibia, Tanzania and Uganda. These SALW Surveys are important tools to inform government action and also provide valuable information for CSOs and international donors.

In many countries, the lack of specific knowledge about the real nature and extent of the SALW problem has been an obstacle to the development of national strategies. A number of governments have now begun to address this by undertaking national surveys to assess the SALW and security situation. These are referred to as SALW Surveys¹⁶ or mappings and have often been undertaken with local and international civil society organizations (CSOs) and with UNDP.

The challenge is to ensure that these surveys lead to the development of comprehensive responses to the small arms problem, including through the development of national strategies and NAPs that are owned by the government. Experience shows that conducting national SALW Surveys is fundamental for developing relevant, prioritized and sequenced NAPs. This is becoming a norm of international good practice.

¹⁶ The term 'SALW Survey' refers to data collection and analysis only, which is then intended to lead to the development of a strategy and then a NAP. The SALW Survey concept was derived from initial SALW mapping exercises and Landmine Impact Surveys, but the concept is now more comprehensive and more acceptable to governments. For more information see SEESAC 2006d ([http://www.seesac.org/resources/RMDS%2005.80%20Survey%20\(Edition%204\).pdf](http://www.seesac.org/resources/RMDS%2005.80%20Survey%20(Edition%204).pdf)).

2.2 Cooperation and coordination

The National SALW Commission is responsible for coordinating the activities of various actors at the local, national and regional levels, so as to increase the effectiveness of SALW control efforts. This function should include ensuring the consistency and coherence of all small arms interventions, and providing an oversight role for all interventions developed by appropriate stakeholders. Key tasks may include:

- **Facilitating coordination at the national level:** Ensuring a comprehensive and coordinated approach to the small arms problem and enabling interaction and coordination between government departments and between government and CSOs at the national level. This may include:
 - Enabling interaction between different government departments, especially between traditional security actors (such as defence, immigration and the police) and those less commonly involved in these areas, like the departments of education and health;
 - Ensuring the coherence of policy and interventions between and within government departments and agencies;
 - Facilitating cooperation between different government agencies and CSOs; and
 - Ensuring the effective dissemination of information on the content and implementation of the NAP.
- **Coordinating and interacting with civil society:** CSOs have links to the local and community levels and can therefore assist the government in determining the nature of the small arms problem across the country, developing appropriate solutions and supporting implementation. This may include:
 - Formalising membership of CSOs on the National SALW Commission;
 - Holding regular consultations with CSOs representing groups which are particularly affected and concerned by the issue of small arms (including for instance women's organizations, youth groups and victims associations) to enhance mutual information exchange and cooperation. This may involve coordinating with formal CSO networks, such as national action networks on small arms, where they exist;
 - Liaising and coordinating the implementation of specific National SALW Commission activities with CSOs active on these specific issues or in particular geographic areas;
 - Collecting regular information/activity updates from CSOs.

- **Coordinating and interacting with national parliaments:** Parliamentarians play a key role as representatives of constituencies and citizens, and as legislators and monitors of government action. It is important that the Commission informs parliamentarians of its objectives and that the Commission interact with the parliament by:
 - Submitting regular reports to parliament;
 - Working with relevant parliamentary committees on the development or revision of SALW legislation; and
 - Conducting briefings for key members of parliament and/or committees to raise awareness of key small arms-related challenges or initiatives.

In some countries, the national parliament is represented in the National SALW Commission. This solution may significantly increase the coordination between these two bodies.

- **Coordinating with the district and provincial level:**¹⁷ The successful implementation of a SALW NAP will depend on the effective implementation of activities at both the national and sub-national and district levels. Tasks of the National SALW Commission in this regard may include:
 - Disseminating information on Commission activities to, and collecting information from, local actors, including women's associations, to ensure the development and implementation of effective and appropriate small arms control strategies;
 - Identifying, and where necessary establishing, relevant decentralized structures or bodies to take forward implementation of local level action on small arms;
 - Establishing and maintaining regular lines of communication and information sharing between local officials and bodies and the National SALW Commission; and
 - Overseeing and coordinating joint planning between the Commission and local actors and between local actors in different areas.
- **Coordinating with regional institutions on small arms control:** The National SALW Commission should provide relevant regional institutions with information regarding its activities to tackle the problems of small arms and its actions to implement regional and international agreements on small arms control. Regional institutions can then disseminate this information to other National SALW Commissions and to international bodies such as the UN regional institutions can also monitor the activities of Commissions across the region, highlight areas where cooperation can be enhanced (i.e. cross-border cooperation), identify best practices and disseminate lessons learned. Commission tasks in this regard may include:
 - Identifying key regional and international bodies;
 - Establishing communication and reporting procedures; and
 - Ensuring fulfilment of commitments within regional or international agreements, where applicable, and to share information with and report to relevant regional and international bodies.

¹⁷ Depending on the system of geographical division within a country, this may mean state, county, municipality, regions, districts, etc.

- **Coordinating and liaising with National SALW Commissions in other countries:** Given the trans-national nature of the small arms problem, information sharing, cooperation and coordination of activities with other National SALW Commissions may be vital to the effective implementation of a SALW NAP. Tasks of National SALW Commissions in this regard may include:
 - Establishing and maintaining relations with National SALW Commissions in other countries;
 - Exchanging information with National SALW Commissions on activities and lessons learned;
 - Identifying, designing and implementing proposals for appropriate joint operations on small arms control; and
 - Coordinating interaction between responsible government bodies at the local level with their counterparts in neighbouring states.

2.3 Research

For National SALW Commissions to develop and implement effective small arms control strategies it is vital that their actions be informed by accurate research on the nature and extent of SALW proliferation on health, human security and economic and social development in the country. In addition, research should also identify the resources available and what resources are required to deal with the specific problems identified. Tasks of Commissions in this regard may include:

- Conducting a SALW Survey to provide accurate information for the development of a SALW NAP (see Section 2.1 above);
- Identifying emerging issues for further research and coordinating the conduct of such research;
- Mainstreaming a gendered perspective into the National SALW Commission's work and research agenda through for instance the conduct of studies on the needs and expectations of specific groups (including women and youth);
- Conducting a follow-up on the SALW Survey to review the impact of small arms control interventions, identify lessons learned and inform future strategy; and
- Liaising with independent researchers on ongoing research programmes and findings to inform Commission activities.

2.4 Awareness raising, information management and communication

As outlined above, the National SALW Commission should play a central role in collecting, analyzing, exchanging and disseminating information related to small arms control work. A central function of the Commission is therefore to manage the collection and flow of information. In addition, this information-sharing role should encompass informing, shaping and changing individual

knowledge, perceptions, attitudes and behaviour, as well as institutional policy and practice. The Commission also has an important role to play in coordinating with civil society organizations public education and awareness-raising initiatives. Tasks of Commissions in this regard may include:

- Collecting, compiling and storing information from the local, national, regional and international levels;
- Analysing collected information and adapting its NAP accordingly;
- Sharing and disseminating information on its ongoing research and activities to actors at all levels;
- Liaising with the national and international media to raise public awareness of the dangers of small arms proliferation, the potential roles and responsibilities of the public and the ongoing and future initiatives of the Commission;
- Raising awareness and disseminating information on relevant laws and regulations to the public;
- Coordinating the design and implementation of small arms public education and awareness-raising campaigns; and
- Reporting to relevant international and regional bodies on national small arms initiatives in accordance with commitments made within regional and international small arms agreements, such as the reporting responsibilities under the UN PoA.

2.5 Resource mobilization and allocation

States, particularly in developing countries and countries severely affected by small arms proliferation and illicit trafficking, should, wherever possible, allocate a specific budget line from their national budget for the work of the National SALW Commission. This signals a commitment from the government to tackle the SALW problem and helps ensure ownership and sustainability. Ideally, and where countries can afford to, operational costs of the secretariat of the Commission (wages and salaries of the public employees, rent of premises, transportation, communication and sundries) should be financed through the national budget.

Other costs may be met by donors or CSOs. As such, there is a need to identify and involve interested donors, with potential resources, in the planning, negotiation, design and evaluation of all National SALW Commission projects.

Activities related to resource mobilization should be considered as integral elements of programme activities. To this end, National SALW Commissions are encouraged to prepare yearly work plans, which comprise proposals for activities that can be financed with extra-budgetary (or donor) resources. National SALW Commissions are also encouraged to work closely with National Parliaments which often review and approve the national budget. These plans should be based on, and with reference to, a thorough survey of the small arms situation in the country and the region.

Section 3

How to Establish a National SALW Commission



3 How to Establish a National SALW Commission

3.1 Steps for setting up a National SALW Commission

The sequence of activities outlined below is a suggested template and not a prescriptive schedule for the establishment of a National SALW Commission. It is for the relevant national authority to decide what the process should be. In some countries, political constraints may prevent the rapid establishment of a Commission. In such cases, temporary arrangements may be necessary until a formal mandate can be established. Such temporary arrangements may consist for instance in the establishment of informal reference groups facilitated by external partners (UNDP, regional organizations, etc.) and composed of representatives of key national institutions (including security forces, Ministry of Foreign Affairs, etc.) and of CSOs. The mandate of such an informal group could be to conduct national dialogue on SALW and prepare the ground for the formal establishment of a National SALW Commission.

Preliminary meeting(s): An initial meeting, possibly facilitated by specialists from CSOs, or from security or development partners (such as donors), can provide an opportunity for the potential members of the Commission to meet, to obtain further information about the roles and functions of National SALW Commissions, and to learn from the experiences of similar organizations in other countries. If necessary, a series of such meetings can be held to provide a chance for questions, proposals and further considerations to be raised and discussed.

Establishment of the National SALW Commission: If initial meetings have been successful and there is an acknowledged need for a body of this type, a governmental decision must then be taken to officially establish the Commission. Some Commissions will be established by presidential or ministerial decrees and others by acts of parliament, depending on the legal system of the country and on the legal status of the coordinating agency. Some states have chosen to establish the Commission during an official and/or public event (e.g. destruction of collected weapons), to highlight their strong support for the initiative right from the start.

It will be particularly important to decide where, within government, the Commission should be located, and to nominate a suitable chairperson (see sections 3.2 and 3.3 below). Standard operating procedures for the National SALW Commission should also be agreed upon. Adequate facilities and necessary material resources will have to be provided. Whenever possible, a budget will have to be allocated to allow the Commission to launch its activities and develop a resource mobilization plan. If donor support (financial and/or technical) is required to support the establishment of a Commission, it is useful to ensure that the donor community (or specific donors) is kept informed throughout the establishment process to secure the appropriate support.

National Coordination Board in Bosnia and Herzegovina

In October 2005, the informal Coordinating Body for SALW in Bosnia and Herzegovina (BiH)*, originally established in 2003, was officially endorsed by the BiH Council of Ministers and made operational as the Coordination Board for Control of SALW. The Board is composed of representatives from the BiH Ministry of Security, Ministry of Foreign Affairs, Ministry of Defence, Ministry of Foreign Trade and Economic Relations, Tax Authority, and the entity-level Ministries of Defence and Interior. The Board meets on a regular basis, and has since its inception developed a National Strategy for SALW Control that was approved by the Council of Ministers in May 2006.

The board also cooperates with other government institutions regarding the implementation of existing projects and agreements and is responsible for:

- development of national SALW policy;
- research regarding the nationally important aspects of SALW issues;
- project implementation;
- collection of information on data exchange between the United Nations, OSCE and EU Member States as well as other countries in the region; and
- implementation of research projects in the country such as the Small Arms Project and the Small Arms Control and Reduction Project in Bosnia and Herzegovina (the latter project operates in cooperation with UNDP, OSCE, the United Nations Office of the High Representative and relevant ministries).

The coordination body participates in a number of international information exchange frameworks on SALW, such as the PoA, OSCE, South Eastern Europe Cooperation Initiative Centre intelligence exchange and others.

Sources: SALW Monitor 2006 and National Report of Bosnia and Herzegovina to the UN PoA, 2005

*Bosnia uses the term “Coordination Board” as the designation of its National SALW Commission

Terms of Reference: Once the Commission has been officially established, a chairperson designated, operating procedures agreed upon and basic resources secured for the functioning of the Commission, the National SALW Commission will have to define and agree on its priorities and activities.

In order to be effective, experience shows that Commissions should develop a clear national SALW control strategy or National Action Plan (NAP) (see Section 2 of this guide).

3.2 Composition of National SALW Commissions

3.2.1 Membership

In order to ensure that the National SALW Commission is able to develop a comprehensive and coordinated strategy for small arms control, it is important for it to have a broad and inclusive membership. In a number of countries, National SALW Commission membership is restricted to security and law enforcement agency representatives. This significantly restricts the scope of expertise available to the Commission and limits the options for coordinated national action on small arms control.

In Kenya, the Ministry of Mining is represented in the National SALW Commission because it is involved in controlling the movement and use of explosives for mining. In Liberia, the Ministry of Tax and Customs is part of the Commission as it monitors border transactions and plays an important role in intelligence gathering and border control. In Namibia, the Ministry of Environment and Tourism is involved because hunting tourism is a significant source of arms coming into the country.

There is no model composition for National SALW Commissions: each government must determine for itself how membership should be constituted, taking into account its capacity, resources and the nature and extent of the SALW problems it faces. However, experience shows that to fulfil successfully its basic functions, a National SALW Commission should ideally include representatives of appropriate security and law enforcement agencies (or their respective ministries), the most appropriate CSOs, and other relevant ministries, such as education, health and finance, which are often not considered. For example, the ministry of education can assist in the development of essential small arms awareness activities (such as risk education in schools) and the ministry of finance can ensure that resources are made available

for the Commission.¹⁸ To ensure that the Commission benefits from the skills, perspectives and experiences of both men and women, its membership should be, as much as possible, gender balanced. Due consideration should therefore be given to the designation of female members in the Commission.

To ensure that the Commission can operate effectively, it is recommended that the total number of members remain within workable limits (a maximum of 30). This can usually be achieved by limiting the representation of each institution to two individuals.

Agencies and organizations participating in National SALW Commissions might include:

- National security council
- Ministry of defence
- Ministry of foreign affairs
- Ministry of the interior / internal affairs / home affairs

¹⁸ See Biting the Bullet, *International Action on Small Arms 2005*.

- Ministry of education
- Ministry of planning
- Ministry of finance/economic affairs
- Ministry of justice
- Ministry of health
- Ministry of trade and industry
- Ministries of land, energy and mines
- Ministry of gender and youth affairs
- Ministry of tax and customs (or customs and excise authority)
- Ministry of decentralization
- Ministry or department of wildlife / natural resource management and tourism
- Intelligence services
- Office of the president or prime minister
- National police
- Anti-corruption bodies
- Parliamentary commissions
- Office of attorney-general
- Customs organization
- Local government representatives
- Prisons or correctional services department
- CSO representatives

Commission composition in Sri Lanka

In October 2004, the President of Sri Lanka formally established the National Commission Against the Proliferation of Small Arms and Light Weapons in All its Aspects (NCAPISA) under the chairmanship of the Secretary to the Ministry of Public Security, Law and Order. Senior officials of the Ministry of Defence, Ministry of Public Administration and Home Affairs, Ministry of Foreign Affairs, Prime Minister's Office, Department of Police, Sri Lanka Army, Attorney-General's Department, Department of Customs and two representatives from civil society have been appointed as members of the National Commission.

Source: National Report of Sri Lanka to the UN PoA, 2006

The selection of the individual representatives from different government bodies will be determined by the government bodies themselves. Nonetheless, the question of the **level of seniority** of the Commission members should not be underestimated. While National SALW Commissions represented at the ministerial level may be paralyzed by an inability to coordinate meetings at which many ministers must be present, it is equally important that Commission members are not too junior, since a lack of experience and credibility can lower the effectiveness of the institution. Accordingly, a balance must be found in the selection of members of the Commission. One useful way of doing this is to establish bodies at the ministerial and technical levels (see Box on Mozambique in Section 3.3.1 page 22).

Efforts should also be made to avoid a situation of high staff turn-over within the Commission, especially among those members who act as the secretariat of the Commission. To ensure continuity and preserve the institutional memory of the Commission, it is critical that its members serve as long as possible (more than one year, and preferably for at least three years).

Furthermore, the designation of the chairperson of the Commission is extremely important, as sound leadership is critical for the credibility and functioning of the institution. The designation of the chairperson of the Commission (sometimes through a Presidential or Ministerial decree, depending on the legal system of the country and on the legal status of the Commission) should therefore be guided by technical considerations in order to ensure that the selected person demonstrate high levels of competence, integrity and dedication, and bring the necessary experience and knowledge to effectively lead and manage the work of the Commission.

3.2.2 Involvement of civil society organizations

Civil society has an important role to play in effectively tackling the small arms problem and in working with National SALW Commissions. CSOs provide a crucial link to local communities that are directly affected by the proliferation and illicit trafficking of small arms. They can serve several important functions, including:

- Informing the Commission about the nature of the SALW problem at the local level, thus enabling the development of effective and appropriate solutions;
- Relaying community concerns and priorities to the National SALW Commission and ensuring that these concerns are heard and acted upon;
- Disseminating information from the Commission to the public;
- Lobbying governments and advocating for strong measures and interventions to address SALW proliferation; and
- Accessing external expertise and best practices that governments may not have access to.

ECOWAS Guidelines for Commission Membership

ECOWAS has developed guidelines for the establishment and functioning of SALW Commissions within the region. According to these guidelines, National Commissions should be composed of both core and non-core members. Core members should include at least the ministries of foreign affairs, internal affairs and security, defence and justice as well as CSOs.

Non-core members (such as ministries of trade, finance, etc.) may be associated with the work of the Commission for carrying out specific tasks. For instance, if the Commission decides to conduct sensitization campaigns, it should seek the assistance of the agency or department in charge of public information. If it decides to conduct security trainings, it should seek the assistance of the agencies in charge of training civil servants, and so on.

Other relevant ministries not listed above can, however, be considered for core membership at the request of government.

Source: ECOWAS Guidelines on the Establishment of National Commissions, 2001

Where CSO representatives are formal members of Commissions, they are generally nominated or elected by their peers. One priority for inclusion should be CSOs that represent broad constituencies. Particular attention must be given to assuring space for women's associations in National SALW Commissions.

In situations where CSOs are not formally designated members of the Commission, they should still work with it and be closely associated with the activities of the Commission. This can be achieved for instance through the organization by the Commission of regular workshops and consultations in order to maintain constant dialogue and to ensure appropriate exchange of information.

Given the degree of sensitivity of some of the security issues that National SALW Commissions may have to address, CSOs invited to participate in the work of the Commission must be ready to commit themselves to professionalism and discretion, including respecting the confidentiality of certain information. This is of critical importance for the credibility of both the CSOs that are invited to be members and the National Commissions.

CSOs are often formally included in National SALW Commissions. This is the case, for example, in Uganda, where four CSOs nominated by the Uganda National Action Network on SALW sit on the Commission. In Sri Lanka, CSOs from different provinces nominate four members to the Commission and in Guatemala one CSO, which was closely associated with the establishment of the Commission, is now a member.

In Mali, while not formally members of the National SALW Commission, local CSOs are consulted on a regular basis to ensure appropriate coordination with their work. In addition, a number of activities are conducted jointly between the Commission and CSOs. In this case, the partnership has proved to be particularly helpful and effective.

At the same time, the sensitive nature of certain small arms issues discussed in Commissions should not deter governments from including CSOs in their coordinating body. If necessary, rules of procedure may be established that allow for 'closed door' discussions of particularly sensitive matters. During such discussions, CSOs may be invited to absent themselves temporarily. This is a common practice, and a number of countries have such procedural arrangements in place for the work of their National SALW Commissions.

Gender and age considerations in the work of the National SALW Commission

To do its work as effectively as possible, the National SALW Commission should consider the different needs of all sectors of society. Small arms proliferation and misuse do not affect men, women, girls and boys in the same way, and these differential impacts need to be proactively addressed if SALW control is to increase the safety of all members of society.

While SALW may traditionally be seen as an area in which only men are experts, for the national SALW institutional framework to be most effective, women and youth (male and female) representatives should also be members of the Commission.

In its roles of planning/implementation, research and awareness raising, the Commission should reflect the needs, interests and expectations of women and young people. Specific efforts should also be made to include the disabled, especially victims of gun violence.

Some useful methodologies to ensure broad representation include:

- Collecting sex and age disaggregated data in SALW Surveys, and then using this data to design appropriate and sound SALW control strategies that improve the safety of all;
- Ensuring that activities (such as SALW collection and awareness raising) reach every member of society by carefully targeting different age groups and both sexes;
- Creating specific strategies to address known areas of insecurity: for example, addressing SALW control in domestic violence prevention laws so that individuals who are known perpetrators of domestic assault are prevented from owning firearms.

3.3 Organization

3.3.1 Location within the national institutional setting

There is no existing best practice with respect to where the Commission should be institutionally located, as it depends on the administrative and legislative mechanisms of each country. However, based on national experiences, a number of recommendations can be formulated:

- The location of a National SALW Commission under the supervision of a parent ministry can be beneficial both for the continuity of the work of the Commission (ministries usually have longer-term mandates and less staff turnover than the Presidency for instance) and for its financial sustainability (the parent ministry may be able to provide financial support). The selection of the parent ministry can have significant bearings on the functioning of the Commission and should therefore be carefully considered. Experience in this regard shows that locating the commission under a civilian ministry (like the ministry of internal affairs/ interior for instance) is likely to enhance the transparency of the work of the Commission and facilitate its coordinating function.
- If there are situations where interministerial tensions and competition over the control of the National SALW Commission are anticipated, the Commission may be better placed under the direct authority of the presidency, vice-presidency or the head of government (e.g. prime minister).
- Irrespective of the location of the National SALW Commission, it is important not to isolate small arms issues from related issues dealt with by other ministries in the country and to avoid creating an institutional or ministerial monopoly over the Commission whereby one particular ministry or government institution would take control over the commission. Such a situation would indeed seriously hamper the capacity of the commission to work in close cooperation with other ministries.

While the National SALW Commission should ensure coordination among key players and champion small arms-related issues, strong and effective engagement by ministries themselves is a critical prerequisite for developing and implementing strategies that address small arms proliferation and illicit trafficking in a holistic manner.

National SALW Commission of Uganda

The Uganda National Focal Point (NFP)* on SALW was established in 2003 within the Ministry of Internal Affairs to help the government to coordinate action and policy on small arms. It liaises with the Ministry of Foreign Affairs with respect to negotiation of new small arms instruments and with a wide range of governmental departments concerning the implementation of existing commitments and agreements, including those of the UN PoA.

* Uganda uses the term 'National Focal Point' as the designation of its National SALW Commission
Source: National Report of Uganda to the UN PoA, 2006

National SALW Commission of Mozambique

The Mozambican National SALW Commission has both a ministerial and a technical level.

The ministerial level is political and the main decision-making body. Meeting quarterly, it is chaired by the Minister of the Interior, with the Minister of Defence acting as deputy chair. The commission comprises the Ministers of Foreign Affairs and Cooperation, Finance, Planning and Development, Justice, and Education and Culture. The chair may call an extraordinary meeting whenever necessary, as well as invite other institutions to working sessions.

The technical level is the executive body. Meeting once a month, it is chaired by the permanent secretary of the Ministry of the Interior and comprises experts from the Ministries of the Interior, Defence, Foreign Affairs and Cooperation, Justice, Planning and Finance, Education, the Centre for Strategic and International Studies and the Office of the Press. The chair may call an extraordinary meeting whenever necessary, as well as invite members of other institutions to working sessions.

The National SALW Commission has also established working groups on legal affairs, operational affairs, public awareness and international cooperation.

Source: National Report of Mozambique to the UN PoA, 2005

3.3.2 Principles of organizational structure

a. Staffing

Once again, there is no set rule with respect to the number of people working in a National SALW Commission. Staffing is a decision linked to the mandate of the Commission and the scale of its programme and activities (e.g. policy, coordination, implementation, programme development).

While a small group of full-time staff (a minimum of two persons) may seem desirable, this requires substantial resources. A less costly alternative is to have the chair of the Commission act as a single permanent full-time staff person, assisted by a small permanent secretariat, composed of seconded part-time staff members serving both the Commission and their respective ministries.

This may at times ensure better communication and integration of the work of the Commission with that of the ministries from which the staff are seconded.

b. Decentralization

To ensure appropriate representation of the National SALW Commission at the district/provincial level, many countries have 'regionalized' their Commission by establishing decentralized bodies. By doing so, they seek to better address SALW issues specific to local contexts and to encourage local participation and ownership of strategies.

c. Purpose-specific Task Forces

National SALW Commissions can also set up purpose-specific Task Forces to address particular issues. For example, several SALW Commissions have established a Task Force to take charge of coordinating a SALW Survey (this is also a good opportunity to include academic or research institutions). A number of countries have Task Forces or sub-committees to deal with specific technical issues such as the revision of national SALW legislation or civilian firearm registration. For example, Mali's National Commission has three sub-committees, tackling issues of finance, public awareness and security operations. Such Task Forces or sub-committees may be permanent (such as a finance sub-committee) or ad hoc and temporary (such as a legislative Task Force).

In Uganda, the National SALW Commission has regional commissions (called Regional Task Forces) which mirror the National SALW Commission and in which district representatives participate. In Brazil, 27 state commissions support the national mandate at local levels. In Cambodia, there are Weapons Control Commissions within each of the six military regions of the Cambodian Army. While these are not responsible directly to the National SALW Commission (but to a central Weapons Control Commission in the Ministry of National Defence) they play an important role in implementing SALW policy and management reform within the Army.

3.4 Division of labour within National SALW Commissions

3.4.1 Ministerial areas of responsibility¹⁹

There are a range of activities that traditionally make up SALW interventions. These activities are unlikely to all fall within the purview of a single ministry. The following table suggests some options for the delegation of ministerial responsibility within the National SALW Commission:

SALW FUNCTIONAL AREA	LEAD MINISTRY	REMARKS
Cross-border controls	Ministry of internal affairs/interior Customs and immigration departments	Ministry of defence as alternate if they are responsible for border guards. The ministry of tax and customs can also perform this function.
Legislative and regulatory	Ministry of justice Attorney-general's office Ministry of foreign affairs Security and defence committees of legislatures	The national parliament should be consulted and involved throughout the process.
Management of information	Ministry of internal affairs/interior	Consultation with universities and / or research centres may be desirable. Offices of the president or prime minister can also be involved, as well as the National Bureaus for Statistics.
SALW awareness and communications strategy	Ministry of internal affairs/interior	Alternatively, the ministry of education may be the lead. Offices of the president or prime minister can also be involved. CSOs can also be involved in these activities.
SALW stockpile management, collection and destruction	Ministry of internal affairs/interior Ministry of defence	Both the ministry of internal affairs/interior and ministry of defence should be involved to ensure that both the military and police stocks of SALW are covered by these activities.

¹⁹ See SEESAC 2006c.

3.4.2 National Point of Contact ²⁰

While the National SALW Commission should be in charge of domestic coordination for addressing all SALW-related issues, the NPC should *'act as liaison between States on matters relating to the implementation of the Programme of Action'*.²¹ In many countries, the chair of the National SALW Commission acts as the NPC. This is often beneficial, as it enhances visibility both within the government and at the regional and international level and limits the risks of duplication of work and/or competition between the commission and the NPC.

The NPC can play an important role in ensuring the success of national small arms interventions. It also has a role to play in ensuring that the national government meets its responsibilities under the UN PoA and other international and regional commitments. Many states that have an NPC have located it within the ministry of foreign affairs and external relations. The ministry of defence or the police are also common locations for the NPC.

The NPC should be nominated with care. Ideally, the function should be attached to an existing government post or department rather than to an individual (who may leave at any point, jeopardizing the continuity and institutional memory of the Commission).²²

The representative(s) chosen to be NPC should ideally fulfil the following criteria:

- Have an extensive knowledge of the small arms situation within the country;
- Fully understand the role, responsibilities and operational workings of all stakeholders (governmental, international organizations and civil society) within the country;
- Have sufficient seniority in the administration to take part in (and preferably lead) decision-making processes and to communicate effectively on policy issues;
- Be able to gain and maintain the confidence of all stakeholders;
- Have the ability to communicate with all relevant national and international stakeholders; and
- Be able to represent the state at international SALW-related meetings.

Among other responsibilities, the NPC, in close cooperation with the chair of the National SALW Commission (where they are different individuals), is in charge of preparing the national reports on progress made to implement the UN PoA to be submitted to the United Nations Office for Disarmament Affairs (UNODA), as well as any other reporting that might be required by existing international instruments.

²⁰ Ibid.

²¹ See PoA, Section II, Paragraph 5.

²² States are encouraged to regularly update the contact details of their NPCs in order for the UN Department for Disarmament Affairs to keep its list of existing NPCs up to date. The official list of NPCs is available at: <http://disarmament2.un.org/cab/docs/National%20Points%20of%20Contacts%20SALW%2014%20November%202006.pdf>

3.5 Partnerships

While most small arms-related activities are typically carried out by the National SALW Commission itself, specific partnerships may be developed around clearly defined issues. Partners could include distinguished individuals, parliaments, relevant ministries, media, UN agencies, donors, political parties, security agencies, local firearms manufactures, firearms importers, brokers, the judiciary and CSOs. Ideally, partnerships should be built around specific activities, such as undertaking a national SALW Survey, or implementing an awareness-raising campaign, and should be developed as early as possible.

Partners should be informed on a regular basis on the activities conducted by the National SALW Commission, as well as its needs and challenges.

3.6 Cooperation with regional and international organizations

A number of regional or international organizations have created their own mechanisms to support states' efforts to implement regional instruments or to address the regional or trans-national dimensions of SALW proliferation and illicit trafficking. Often, one of the objectives of these mechanisms is precisely to build the capacities of the National SALW Commissions of the region. The following are a few examples of such mechanisms:

In the Great Lakes Region and the Horn of Africa, all 11 signatories to the Nairobi Protocol have either established National SALW Commissions or are in the process of doing so. In South Eastern Europe, eight of the nine signatories to the Regional SALW Implementation Plan have established National SALW Commissions, or their equivalent. By contrast, in South Asia, where there is no sub-regional agreement in place, only Sri Lanka has established a National SALW Commission.

- **SEESAC** is a joint UNDP/Stability Pact venture and supports the implementation of the Regional Implementation Plan on Combating the Proliferation of SALW in South Eastern Europe, adopted by the Stability Pact for South Eastern Europe.²³
- The **United Nations Regional Centre for Peace, Disarmament and Development in Latin America and the Caribbean (UN-LiREC)** provides support for the initiatives and other activities of the member states of the Latin American and the Caribbean region for the implementation of measures for peace and disarmament and for the promotion of economic and social development.

²³ A recent mandate change has seen its capability extended into the Commonwealth of Independent States (CIS) and the Caucasus at the request of donors and other regional organizations.

- In the Great Lakes Region and the Horn of Africa, the **Regional Centre on Small Arms and Light Weapons (RECSA)** was mandated by member states in 2005 to coordinate the implementation of the Nairobi Protocol on Small Arms.
- In the **ECOWAS** region, a Small Arms Unit has been established in the secretariat in Abuja for policy and legal issues, while the ECOWAS Small Arms Control Programme (ECOSAP) based in Bamako supports member states to build national capacities for the implementation of the ECOWAS Convention on small arms.
- In the **SADC** region, the Southern African Regional Police Chief Council Organization (SARPCCO) is responsible for coordinating the implementation of the SADC Protocol by the states of the region.

Experience shows that regional mechanisms can play a critical role in supporting national SALW-related interventions, including the work of National SALW Commissions. The benefits include facilitating the exchange of experiences, good practices and relevant information between member states, supporting cross-border initiatives, providing technical advice and supporting project development and implementation. The existence of these mechanisms also encourages states to take action, as they increase the accountability of governments before the regional institutions.

Perhaps as a result of this, progress in the establishment of National SALW Commissions has been greatest in regions where there are effective sub-regional SALW agreements and coordinating agencies.

Conclusion

Once considered solely the responsibility of national security actors, SALW-related issues are now increasingly recognized as multidimensional, requiring interventions from a wide range of national actors, both governmental and non-governmental. In this context, creating an effective National SALW Commission should be a priority for governments wishing to adopt a coordinated, comprehensive, and multisectoral approach to tackling the proliferation and illicit trafficking of SALW.

Whether in the context of regional or international agreements, all UN member states have committed, either politically or legally, to establishing national coordination mechanisms to address SALW-related issues. Fulfilling this pledge will require not only adequate resources from governments but strong political will and genuine commitment to achieving human security and sustainable development.

The increasing number of National SALW Commissions established since the adoption of the UN PoA in 2001 is a significant step forward in global efforts to reduce the proliferation and illicit trafficking of SALW. It is our hope that this guide will provide useful guidance to states which have not yet done so.

Should you require further assistance on ways and means to address SALW related issues, please refer to the resource section of this guide. It provides references to relevant publications on a variety of topics and to a number of organizations which may be in a position to assist you further.

Publications cited

- Biting the Bullet. 2005. *International Action on Small Arms 2005: Examining the Implementation of the UN Programme of Action*. Available at: <http://www.iansa.org/un/bms2005/red-book.htm>
- Kytömäki, E. and Yankey-Wayne V. 2006. *Five Years of Implementing the United Nations Programme of Action on Small Arms and Light Weapons: Regional Analysis of National Reports*. UNIDIR, Geneva. <http://www.unidir.org/pdf/ouvrages/pdf-resume92-9045-181-5-en.pdf>
- SaferAfrica and Saferworld. 2006. 'Institutional Frameworks: The Functioning of the National Focal Point and Provincial and District level Task Forces on SALW' in Reference and Operations Manual for National Focal Points on SALW. SaferAfrica and Saferworld. http://www.saferfrica.org/DocumentsCentre/Books/OpsManualCompendium/chapter4_small.pdf
- SaferAfrica and SEESAC, 2006. *South Eastern Europe SALW Monitor* <http://www.seesac.org/index.php?content=13§ion=3>
- SEESAC. 2006a. *Glossary and Definitions*. RMDS/G 2.10 4th Edition. [http://www.seesac.org/resources/RMDS%202002.10%20Glossary%20and%20Definitions%20\(Edition%204\).pdf](http://www.seesac.org/resources/RMDS%202002.10%20Glossary%20and%20Definitions%20(Edition%204).pdf)
- SEESAC. 2006b. *Guide to RMDS/G*. 1.10 4th Edition. [http://www.seesac.org/resources/RMDS%2001.10%20%20Guide%20to%20RMDS%20\(Edition%204\).pdf](http://www.seesac.org/resources/RMDS%2001.10%20%20Guide%20to%20RMDS%20(Edition%204).pdf)
- SEESAC. 2006c. *SALW National Commissions*. RMDS/G 3.10 4th Edition. [http://www.seesac.org/resources/RMDS%2003.10%20National%20Commissions%20\(Edition%204\).pdf](http://www.seesac.org/resources/RMDS%2003.10%20National%20Commissions%20(Edition%204).pdf)
- SEESAC. 2006d. *SALW Survey*. RMDS/G 5.80 4th Edition. [http://www.seesac.org/resources/RMDS%2005.80%20Survey%20\(Edition%204\).pdf](http://www.seesac.org/resources/RMDS%2005.80%20Survey%20(Edition%204).pdf)

Additional resources

- National Reports on the Implementation of the PoA Submitted to UNDDA (2002-2006) <http://disarmament2.un.org/cab/salw-nationalreports.html>
- Backgrounder on Small Arms Mappings (Saferworld) <http://www.saferworld.org.uk/en/mappings.html>
- List of National Points of Contact (UNDDA) <http://disarmament2.un.org/cab/docs/National%20Points%20of%20Contacts%20SALW%2014%20November%202006.pdf>

Principal international small arms agreements

- UN Programme of Action to Prevent, Combat and Eradicate the Illicit Trade in Small Arms and Light Weapons in All its Aspects <http://disarmament.un.org/cab/poa.html>
- UN Protocol against the Illicit Manufacturing of and Trafficking in Firearms, Their Parts and Components and Ammunition, supplementing the United Nations Convention against Trans-national Organized Crime http://www.unodc.org/unodc/en/crime_cicp_convention.html
- International Instrument to Enable States to Identify and Trace, in a Timely and Reliable Manner, Illicit Small Arms and Light Weapons http://www.un.org/events/smallarms2006/pdf/international_instrument.pdf

Principal regional small arms agreements

Nairobi Protocol for the Prevention, Control and Reduction of Small Arms and Light Weapons in the Great Lakes Region and Horn of Africa <http://www.recsasec.org/pdf/Nairobi%20Protocol.pdf>

SADC Protocol on the Control of Firearms, Ammunition and Other Related Materials <http://www.sadc.int/english/documents/legal/protocols/firearms.php>

ECOWAS Convention on Small Arms and Light Weapons, their Ammunition and Other Related Materials <http://www.iansa.org/regions/wafrica/documents/CONVENTION-CEDEAO-ENGLISH.PDF>

OSCE Document on Small Arms and Light Weapons http://www.osce.org/documents/fsc/2000/11/1873_en.pdf

Inter-American Convention Against the Illicit Manufacturing of and Trafficking in Firearms, Explosives and other related materials <http://www.oas.org/juridico/English/treaties/a-63.html>

CICAD Model Regulations for the Control of the International Movement of Firearms, Their Parts, Components and Ammunition <http://www.state.gov/documents/organization/61643.pdf>

EU Code of Conduct on Arms Exports http://ec.europa.eu/comm/external_relations/cfsp/sanctions/codeofconduct.pdf

International organizations

UNDP Bureau for Crisis Prevention and Recovery (BCPR) <http://www.undp.org/bcpr>

UN Department of Disarmament Affairs (UN DDA) <http://disarmament2.un.org/cab/salw.html>

UN Coordinating Action on Small Arms (CASA) <http://www.un-casa.org>

UN Institute for Disarmament Research (UNIDIR) <http://www.unidir.org>

Regional organizations

UNDP/Stability Pact South Eastern Europe Clearinghouse for the Control of Small Arms and Light Weapons (SEESAC) <http://www.seesac.org>

Regional Centre on Small Arms and Light Weapons (RECSA) <http://www.recsasec.org>

Economic Community of West African States (ECOWAS) <http://www.ecowas.int>

UN Regional Centre for Peace, Disarmament and Development in Latin America and the Caribbean (UN-LiREC) <http://www.unlirec.org>

UN Regional Centre for Peace and Disarmament in Africa (UNREC) <http://www.unrec.org/en/>

UN Regional Centre for Peace and Disarmament in Asia and the Pacific (RCPD) <http://disarmament.un.org/rcpd/>

Non-governmental and research organizations

Bonn International Center on Conversion (BICC) <http://www.bicc.de>

Centre for Humanitarian Dialogue (HDC) <http://www.hdcentre.org>

International Action Network on Small Arms (IANSA) <http://www.iansa.org>

International Alert <http://www.international-alert.org>

Parliamentary Forum on Small Arms and light weapons <http://www.parliamentaryforum.org/>

SaferAfrica <http://www.safer africa.org>

Saferworld <http://www.saferworld.co.uk>

Small Arms Survey <http://www.smallarmssurvey.org>

Annex 1: Programme of Action to Prevent, Combat and Eradicate the Illicit Trade in Small Arms and Light Weapons in All Its Aspects

I. Preamble

1. We, the States participating in the United Nations Conference on the Illicit Trade in Small Arms and Light Weapons in All Its Aspects, having met in New York from 9 to 20 July 2001,
2. Gravely concerned about the illicit manufacture, transfer and circulation of small arms and light weapons and their excessive accumulation and uncontrolled spread in many regions of the world, which have a wide range of humanitarian and socio-economic consequences and pose a serious threat to peace, reconciliation, safety, security, stability and sustainable development at the individual, local, national, regional and international levels,
3. Concerned also by the implications that poverty and underdevelopment may have for the illicit trade in small arms and light weapons in all its aspects,
4. Determined to reduce the human suffering caused by the illicit trade in small arms and light weapons in all its aspects and to enhance the respect for life and the dignity of the human person through the promotion of a culture of peace,
5. Recognizing that the illicit trade in small arms and light weapons in all its aspects sustains conflicts, exacerbates violence, contributes to the displacement of civilians, undermines respect for international humanitarian law, impedes the provision of humanitarian assistance to victims of armed conflict and fuels crime and terrorism,
6. Gravely concerned about its devastating consequences on children, many of whom are victims of armed conflict or are forced to become child soldiers, as well as the negative impact on women and the elderly, and in this context, taking into account the special session of the United Nations General Assembly on children,
7. Concerned also about the close link between terrorism, organized crime, trafficking in drugs and precious minerals and the illicit trade in small arms and light weapons, and stressing the urgency of international efforts and cooperation aimed at combating this trade simultaneously from both a supply and demand perspective,
8. Reaffirming our respect for and commitment to international law and the purposes and principles enshrined in the Charter of the United Nations, including the sovereign equality of States, territorial integrity, the peaceful resolution of international disputes, non-intervention and non-interference in the internal affairs of States,

9. Reaffirming the inherent right to individual or collective self-defence in accordance with Article 51 of the Charter of the United Nations,
10. Reaffirming also the right of each State to manufacture, import and retain small arms and light weapons for its self-defence and security needs, as well as for its capacity to participate in peacekeeping operations in accordance with the Charter of the United Nations,
11. Reaffirming the right of self-determination of all peoples, taking into account the particular situation of peoples under colonial or other forms of alien domination or foreign occupation, and recognizing the right of peoples to take legitimate action in accordance with the Charter of the United Nations to realize their inalienable right of self-determination. This shall not be construed as authorizing or encouraging any action that would dismember or impair, totally or in part, the territorial integrity or political unity of sovereign and independent States conducting themselves in compliance with the principle of equal rights and self-determination of peoples,
12. Recalling the obligations of States to fully comply with arms embargoes decided by the United Nations Security Council in accordance with the Charter of the United Nations,
13. Believing that Governments bear the primary responsibility for preventing, combating and eradicating the illicit trade in small arms and light weapons in all its aspects and, accordingly, should intensify their efforts to define the problems associated with such trade and find ways of resolving them,
14. Stressing the urgent necessity for international cooperation and assistance, including financial and technical assistance, as appropriate, to support and facilitate efforts at the local, national, regional and global levels to prevent, combat and eradicate the illicit trade in small arms and light weapons in all its aspects,
15. Recognizing that the international community has a duty to deal with this issue, and acknowledging that the challenge posed by the illicit trade in small arms and light weapons in all its aspects is multi-faceted and involves, inter alia, security, conflict prevention and resolution, crime prevention, humanitarian, health and development dimensions,
16. Recognizing also the important contribution of civil society, including non-governmental organizations and industry in, inter alia, assisting Governments to prevent, combat and eradicate the illicit trade in small arms and light weapons in all its aspects,
17. Recognizing further that these efforts are without prejudice to the priorities accorded to nuclear disarmament, weapons of mass destruction and conventional disarmament,
18. Welcoming the efforts being undertaken at the global, regional, subregional, national and local levels to address the illicit trade in small arms and light weapons in all its aspects, and desiring to build upon them, taking into account the characteristics, scope and magnitude of the problem in each State or region,
19. Recalling the Millennium Declaration and also welcoming ongoing initiatives in the context of the United Nations to address the problem of the illicit trade in small arms and light weapons in all its aspects,

20. Recognizing that the Protocol against the Illicit Manufacturing of and Trafficking in Firearms, Their Parts and Components and Ammunition, supplementing the United Nations Convention against Transnational Organized Crime, establishes standards and procedures that complement and reinforce efforts to prevent, combat and eradicate the illicit trade in small arms and light weapons in all its aspects,

21. Convinced of the need for a global commitment to a comprehensive approach to promote, at the global, regional, subregional, national and local levels, the prevention, reduction and eradication of the illicit trade in small arms and light weapons in all its aspects as a contribution to international peace and security,

22. Resolve therefore to prevent, combat and eradicate the illicit trade in small arms and light weapons in all its aspects by:

(a) Strengthening or developing agreed norms and measures at the global, regional and national levels that would reinforce and further coordinate efforts to prevent, combat and eradicate the illicit trade in small arms and light weapons in all its aspects;

(b) Developing and implementing agreed international measures to prevent, combat and eradicate illicit manufacturing of and trafficking in small arms and light weapons;

(c) Placing particular emphasis on the regions of the world where conflicts come to an end and where serious problems with the excessive and destabilizing accumulation of small arms and light weapons have to be dealt with urgently;

(d) Mobilizing the political will throughout the international community to prevent and combat illicit transfers and manufacturing of small arms and light weapons in all their aspects, to cooperate towards these ends and to raise awareness of the character and seriousness of the interrelated problems associated with the illicit manufacturing of and trafficking in these weapons;

(e) Promoting responsible action by States with a view to preventing the illicit export, import, transit and retransfer of small arms and light weapons.

II. Preventing, combating and eradicating the illicit trade in small arms and light weapons in all its aspects

1. We, the States participating in this Conference, bearing in mind the different situations, capacities and priorities of States and regions, undertake the following measures to prevent, combat and eradicate the illicit trade in small arms and light weapons in all its aspects:

At the national level

2. To put in place, where they do not exist, adequate laws, regulations and administrative procedures to exercise effective control over the production of small arms and light weapons within their areas of jurisdiction and over the export, import, transit or retransfer of such weapons, in order to prevent illegal manufacture of and illicit trafficking in small arms and light weapons, or their diversion to unauthorized recipients.

3. To adopt and implement, in the States that have not already done so, the necessary legislative or other measures to establish as criminal offences under their domestic law the illegal manufacture, possession, stockpiling and trade of small arms and light weapons within their areas of jurisdiction, in order to ensure that those engaged in such activities can be prosecuted under appropriate national penal codes.

4. To establish, or designate as appropriate, national coordination agencies or bodies and institutional infrastructure responsible for policy guidance, research and monitoring of efforts to prevent, combat and eradicate the illicit trade in small arms and light weapons in all its aspects. This should include aspects of the illicit manufacture, control, trafficking, circulation, brokering and trade, as well as tracing, finance, collection and destruction of small arms and light weapons.

5. To establish or designate, as appropriate, a national point of contact to act as liaison between States on matters relating to the implementation of the Programme of Action.

6. To identify, where applicable, groups and individuals engaged in the illegal manufacture, trade, stockpiling, transfer, possession, as well as financing for acquisition, of illicit small arms and light weapons, and take action under appropriate national law against such groups and individuals.

7. To ensure that henceforth licensed manufacturers apply an appropriate and reliable marking on each small arm and light weapon as an integral part of the production process. This marking should be unique and should identify the country of manufacture and also provide information that enables the national authorities of that country to identify the manufacturer and serial number so that the authorities concerned can identify and trace each weapon.

8. To adopt where they do not exist and enforce, all the necessary measures to prevent the manufacture, stockpiling, transfer and possession of any unmarked or inadequately marked small arms and light weapons.

9. To ensure that comprehensive and accurate records are kept for as long as possible on the manufacture, holding and transfer of small arms and light weapons under their jurisdiction. These records should be organized and maintained in such a way as to ensure that accurate information can be promptly retrieved and collated by competent national authorities.

10. To ensure responsibility for all small arms and light weapons held and issued by the State and effective measures for tracing such weapons.

11. To assess applications for export authorizations according to strict national regulations and procedures that cover all small arms and light weapons and are consistent with the existing responsibilities of States under relevant international law, taking into account in particular the risk of diversion of these weapons into the illegal trade. Likewise, to establish or maintain an effective national

system of export and import licensing or authorization, as well as measures on international transit, for the transfer of all small arms and light weapons, with a view to combating the illicit trade in small arms and light weapons.

12. To put in place and implement adequate laws, regulations and administrative procedures to ensure the effective control over the export and transit of small arms and light weapons, including the use of authenticated end-user certificates and effective legal and enforcement measures.

13. To make every effort, in accordance with national laws and practices, without prejudice to the right of States to re-export small arms and light weapons that they have previously imported, to notify the original exporting State in accordance with their bilateral agreements before the retransfer of those weapons.

14. To develop adequate national legislation or administrative procedures regulating the activities of those who engage in small arms and light weapons brokering. This legislation or procedures should include measures such as registration of brokers, licensing or authorization of brokering transactions as well as the appropriate penalties for all illicit brokering activities performed within the State's jurisdiction and control.

15. To take appropriate measures, including all legal or administrative means, against any activity that violates a United Nations Security Council arms embargo in accordance with the Charter of the United Nations.

16. To ensure that all confiscated, seized or collected small arms and light weapons are destroyed, subject to any legal constraints associated with the preparation of criminal prosecutions, unless another form of disposition or use has been officially authorized and provided that such weapons have been duly marked and registered.

17. To ensure, subject to the respective constitutional and legal systems of States, that the armed forces, police or any other body authorized to hold small arms and light weapons establish adequate and detailed standards and procedures relating to the management and security of their stocks of these weapons. These standards and procedures should, *inter alia*, relate to: appropriate locations for stockpiles; physical security measures; control of access to stocks; inventory management and accounting control; staff training; security, accounting and control of small arms and light weapons held or transported by operational units or authorized personnel; and procedures and sanctions in the event of thefts or loss.

18. To regularly review, as appropriate, subject to the respective constitutional and legal systems of States, the stocks of small arms and light weapons held by armed forces, police and other authorized bodies and to ensure that such stocks declared by competent national authorities to be surplus to requirements are clearly identified, that programmes for the responsible disposal, preferably through destruction, of such stocks are established and implemented and that such stocks are adequately safeguarded until disposal.

19. To destroy surplus small arms and light weapons designated for destruction, taking into account, *inter alia*, the report of the Secretary-General of the United Nations on methods of destruction of small arms, light weapons, ammunition and explosives (S/2000/1092) of 15 November 2000.

20. To develop and implement, including in conflict and post-conflict situations, public awareness and confidence-building programmes on the problems and consequences of the illicit trade in small arms and light weapons in all its aspects, including, where appropriate, the public destruction of surplus weapons and the voluntary surrender of small arms and light weapons, if possible, in cooperation with civil society and non-governmental organizations, with a view to eradicating the illicit trade in small arms and light weapons.

21. To develop and implement, where possible, effective disarmament, demobilization and reintegration programmes, including the effective collection, control, storage and destruction of small arms and light weapons, particularly in post-conflict situations, unless another form of disposition or use has been duly authorized and such weapons have been marked and the alternate form of disposition or use has been recorded, and to include, where applicable, specific provisions for these programmes in peace agreements.

22. To address the special needs of children affected by armed conflict, in particular the reunification with their family, their reintegration into civil society, and their appropriate rehabilitation.

23. To make public national laws, regulations and procedures that impact on the prevention, combating and eradicating of the illicit trade in small arms and light weapons in all its aspects and to submit, on a voluntary basis, to relevant regional and international organizations and in accordance with their national practices, information on, inter alia, (a) small arms and light weapons confiscated or destroyed within their jurisdiction; and (b) other relevant information such as illicit trade routes and techniques of acquisition that can contribute to the eradication of the illicit trade in small arms and light weapons in all its aspects.

At the regional level

24. To establish or designate, as appropriate, a point of contact within subregional and regional organizations to act as liaison on matters relating to the implementation of the Programme of Action.

25. To encourage negotiations, where appropriate, with the aim of concluding relevant legally binding instruments aimed at preventing, combating and eradicating the illicit trade in small arms and light weapons in all its aspects, and where they do exist to ratify and fully implement them.

26. To encourage the strengthening and establishing, where appropriate and as agreed by the States concerned, of moratoria or similar initiatives in affected regions or subregions on the transfer and manufacture of small arms and light weapons, and/or regional action programmes to prevent, combat and eradicate the illicit trade in small arms and light weapons in all its aspects, and to respect such moratoria, similar initiatives, and/or action programmes and cooperate with the States concerned in the implementation thereof, including through technical assistance and other measures.

27. To establish, where appropriate, subregional or regional mechanisms, in particular trans-border customs cooperation and networks for information-sharing among law enforcement, border and customs control agencies, with a view to preventing, combating and eradicating the illicit trade in small arms and light weapons across borders.

28. To encourage, where needed, regional and subregional action on illicit trade in small arms and light weapons in all its aspects in order to, as appropriate, introduce, adhere, implement or strengthen relevant laws, regulations and administrative procedures.

29. To encourage States to promote safe, effective stockpile management and security, in particular physical security measures, for small arms and light weapons, and to implement, where appropriate, regional and subregional mechanisms in this regard.

30. To support, where appropriate, national disarmament, demobilization and reintegration programmes, particularly in post-conflict situations, with special reference to the measures agreed upon in paragraphs 28 to 31 of this section.

31. To encourage regions to develop, where appropriate and on a voluntary basis, measures to enhance transparency with a view to combating the illicit trade in small arms and light weapons in all its aspects.

At the global level

32. To cooperate with the United Nations system to ensure the effective implementation of arms embargoes decided by the United Nations Security Council in accordance with the Charter of the United Nations.
33. To request the Secretary-General of the United Nations, within existing resources, through the Department for Disarmament Affairs, to collate and circulate data and information provided by States on a voluntary basis and including national reports, on implementation by those States of the Programme of Action.
34. To encourage, particularly in post-conflict situations, the disarmament and demobilization of ex-combatants and their subsequent reintegration into civilian life, including providing support for the effective disposition, as stipulated in paragraph 17 of this section, of collected small arms and light weapons.
35. To encourage the United Nations Security Council to consider, on a case-by-case basis, the inclusion, where applicable, of relevant provisions for disarmament, demobilization and reintegration in the mandates and budgets of peacekeeping operations.
36. To strengthen the ability of States to cooperate in identifying and tracing in a timely and reliable manner illicit small arms and light weapons.
37. To encourage States and the World Customs Organization, as well as other relevant organizations, to enhance cooperation with the International Criminal Police Organization (Interpol) to identify those groups and individuals engaged in the illicit trade in small arms and light weapons in all its aspects in order to allow national authorities to proceed against them in accordance with their national laws.
38. To encourage States to consider ratifying or acceding to international legal instruments against terrorism and transnational organized crime.
39. To develop common understandings of the basic issues and the scope of the problems related to illicit brokering in small arms and light weapons with a view to preventing, combating and eradicating the activities of those engaged in such brokering.
40. To encourage the relevant international and regional organizations and States to facilitate the appropriate cooperation of civil society, including non-governmental organizations, in activities related to the prevention, combat and eradication of the illicit trade in small arms and light weapons in all its aspects, in view of the important role that civil society plays in this area.
41. To promote dialogue and a culture of peace by encouraging, as appropriate, education and public awareness programmes on the problems of the illicit trade in small arms and light weapons in all its aspects, involving all sectors of society.

III. Implementation, international cooperation and assistance

1. We, the States participating in the Conference, recognize that the primary responsibility for solving the problems associated with the illicit trade in small arms and light weapons in all its aspects falls on all States. We also recognize that States need close international cooperation to prevent, combat and eradicate this illicit trade.
2. States undertake to cooperate and to ensure coordination, complementarity and synergy in efforts to deal with the illicit trade in small arms and light weapons in all its aspects at the global, regional, subregional and national levels and to encourage the establishment and strengthening of cooperation and partnerships at all levels among international and intergovernmental organizations and civil society, including non-governmental organizations and international financial institutions.
3. States and appropriate international and regional organizations in a position to do so should, upon request of the relevant authorities, seriously consider rendering assistance, including technical and financial assistance where needed, such as small arms funds, to support the implementation of the measures to prevent, combat and eradicate the illicit trade in small arms and light weapons in all its aspects as contained in the Programme of Action.
4. States and international and regional organizations should, upon request by the affected States, consider assisting and promoting conflict prevention. Where requested by the parties concerned, in accordance with the principles of the Charter of the United Nations, States and international and regional organizations should consider promotion and assistance of the pursuit of negotiated solutions to conflicts, including by addressing their root causes.
5. States and international and regional organizations should, where appropriate, cooperate, develop and strengthen partnerships to share resources and information on the illicit trade in small arms and light weapons in all its aspects.
6. With a view to facilitating implementation of the Programme of Action, States and international and regional organizations should seriously consider assisting interested States, upon request, in building capacities in areas including the development of appropriate legislation and regulations, law enforcement, tracing and marking, stockpile management and security, destruction of small arms and light weapons and the collection and exchange of information.
7. States should, as appropriate, enhance cooperation, the exchange of experience and training among competent officials, including customs, police, intelligence and arms control officials, at the national, regional and global levels in order to combat the illicit trade in small arms and light weapons in all its aspects.
8. Regional and international programmes for specialist training on small arms stockpile management and security should be developed. Upon request, States and appropriate international or regional organizations in a position to do so should support these programmes. The United Nations, within existing resources, and other appropriate international or regional organizations should consider developing capacity for training in this area.
9. States are encouraged to use and support, as appropriate, including by providing relevant information on the illicit trade in small arms and light weapons, Interpol's International Weapons and Explosives Tracking System database or any other relevant database that may be developed for this purpose.

10. States are encouraged to consider international cooperation and assistance to examine technologies that would improve the tracing and detection of illicit trade in small arms and light weapons, as well as measures to facilitate the transfer of such technologies.
11. States undertake to cooperate with each other, including on the basis of the relevant existing global and regional legally binding instruments as well as other agreements and arrangements, and, where appropriate, with relevant international, regional and intergovernmental organizations, in tracing illicit small arms and light weapons, in particular by strengthening mechanisms based on the exchange of relevant information.
12. States are encouraged to exchange information on a voluntary basis on their national marking systems on small arms and light weapons.
13. States are encouraged, subject to their national practices, to enhance, according to their respective constitutional and legal systems, mutual legal assistance and other forms of cooperation in order to assist investigations and prosecutions in relation to the illicit trade in small arms and light weapons in all its aspects.
14. Upon request, States and appropriate international or regional organizations in a position to do so should provide assistance in the destruction or other responsible disposal of surplus stocks or unmarked or inadequately marked small arms and light weapons.
15. Upon request, States and appropriate international or regional organizations in a position to do so should provide assistance to combat the illicit trade in small arms and light weapons linked to drug trafficking, transnational organized crime and terrorism.
16. Particularly in post-conflict situations, and where appropriate, the relevant regional and international organizations should support, within existing resources, appropriate programmes related to the disarmament, demobilization and reintegration of ex-combatants.
17. With regard to those situations, States should make, as appropriate, greater efforts to address problems related to human and sustainable development, taking into account existing and future social and developmental activities, and should fully respect the rights of the States concerned to establish priorities in their development programmes.
18. States, regional and subregional and international organizations, research centres, health and medical institutions, the United Nations system, international financial institutions and civil society are urged, as appropriate, to develop and support action-oriented research aimed at facilitating greater awareness and better understanding of the nature and scope of the problems associated with the illicit trade in small arms and light weapons in all its aspects.

IV. Follow-up to the United Nations Conference on the Illicit Trade in Small Arms and Light Weapons in All Its Aspects

1. We, the States participating in the United Nations Conference on the Illicit Trade in Small Arms and Light Weapons in All Its Aspects, recommend to the General Assembly the following agreed steps to be undertaken for the effective follow-up of the Conference:

(a) To convene a conference no later than 2006 to review progress made in the implementation of the Programme of Action, the date and venue to be decided at the fifty-eighth session of the General Assembly;

(b) To convene a meeting of States on a biennial basis to consider the national, regional and global implementation of the Programme of Action;

(c) To undertake a United Nations study, within existing resources, for examining the feasibility of developing an international instrument to enable States to identify and trace in a timely and reliable manner illicit small arms and light weapons;

(d) To consider further steps to enhance international cooperation in preventing, combating and eradicating illicit brokering in small arms and light weapons.

2. Finally, we, the States participating in the United Nations Conference on the Illicit Trade in Small Arms and Light Weapons in All Its Aspects:

(a) Encourage the United Nations and other appropriate international and regional organizations to undertake initiatives to promote the implementation of the Programme of Action;

(b) Also encourage all initiatives to mobilize resources and expertise to promote the implementation of the Programme of Action and to provide assistance to States in their implementation of the Programme of Action;

(c) Further encourage non-governmental organizations and civil society to engage, as appropriate, in all aspects of international, regional, subregional and national efforts to implement the present Programme of Action.

Annex 2: Template for National Action Plan

SEESAC NOTE: The following provides a suggested layout for the development of a National SALW Control Strategy and Action Plan. The text shown in blue italics requires revising after planning and discussions by the national SALW authority. SEESAC and UNDP Country Office SALW Project Managers are available to provide technical advice and assistance to governments during the developmental and implementation phases of their national SALW control strategy and action plan.

COUNTRY NAME
Ministry

Address
File Number
Date

NATIONAL SALW CONTROL STRATEGY AND ACTION PLAN

1. INTRODUCTION

The introduction should contain a brief summary of the problems of SALW proliferation within the country, together with an overview of the impact of this proliferation on social and economic development.

2. AIM

There should be a clearly defined aim to a National SALW Control intervention. One option is as follows, but it is emphasised that the aim must be based on the political and operational circumstances at the national level:

'To secure a safer environment and control small arms and light weapons within society in order to promote the conditions that will encourage the continued return of the country to normalisation.'

3. OBJECTIVES

From this aim, operational objectives to reflect the situation within the target community should then be developed as part of the programme planning. *(These should be developed and agreed by a National SALW Commission).* Such objectives could include:

- a) the reduction in the number of weapons available to criminals;
- b) the reduction in the number of weapon and ammunition accidents;

- c) the need to make a public connection between the availability of weapons and the amount of violence in the society (by both national authorities and the civilian population at large);
- d) the requirement to build community awareness of the problem and hence community solidarity;
- e) the reduction and disruption of the transfer and illicit trade of weapons on the black market;
- f) the control of legal weapons through national legislation and registration;
- g) the recovery of stolen weapons from the community;
- h) the reduction of the open visibility of weapons in the community, and addressing the culture of weapons;
- i) the development of norms against the illegal use of weapons; and/or
- j) the use of specific SALW control interventions as a launch framework for future capacity building and sustainable development.

4. NATIONAL ACTION PLAN (SALW)

SALW control is a complex process, in which there are many components, all of which must interact correctly with each other. *(The following matrix is the basis for operational SALW control interventions, which should be further developed into the National Action Plan as progress is made).* The action points in the following matrix are shown against functional areas, and are in neither date nor priority order. The National Action Plan will be continually updated to reflect the progress of the various component parts contained within it.

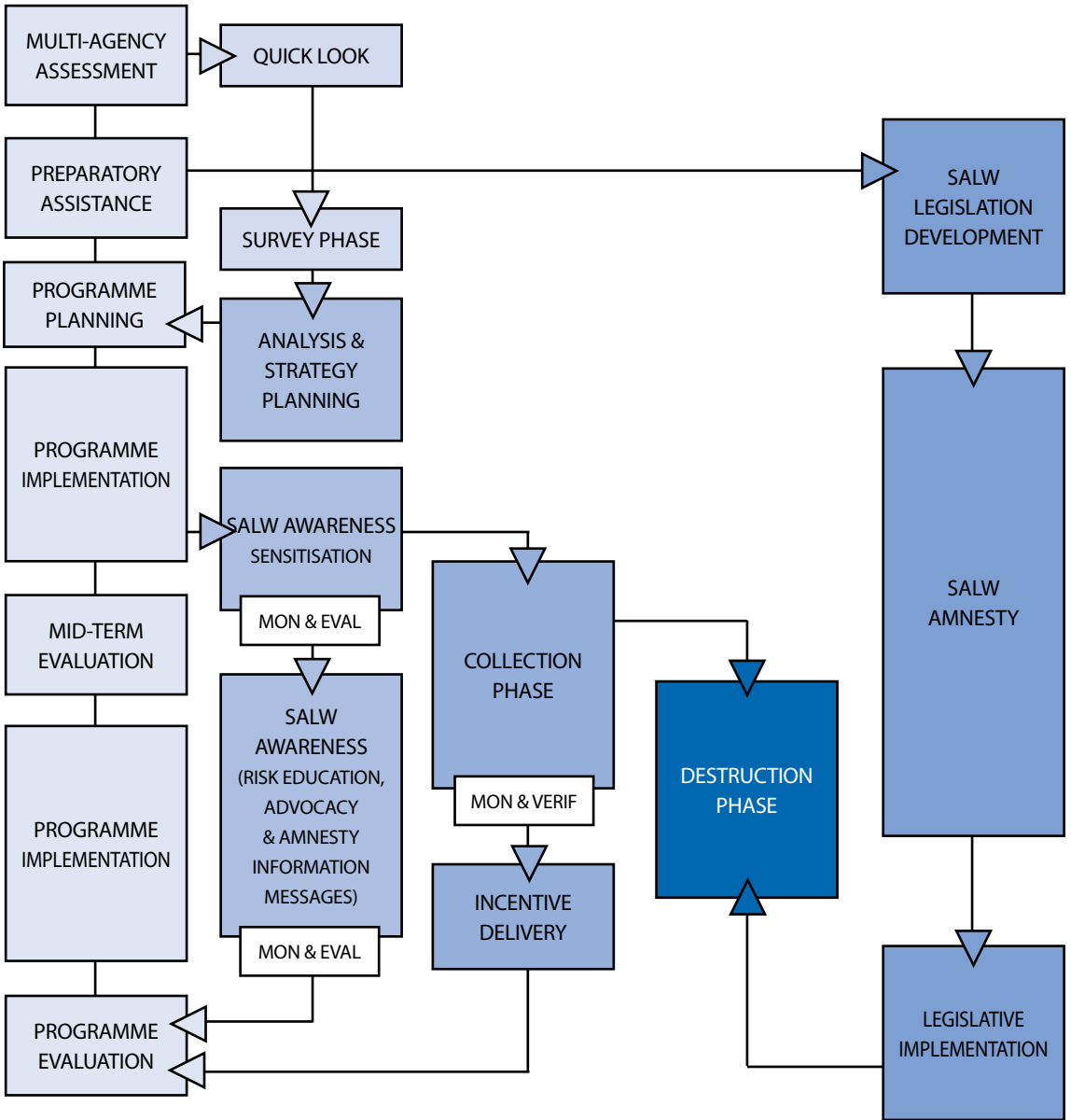
FUNCTIONAL AREAS	ACTION POINT	LEAD MINISTRY	TARGET DATE	REMARKS
Cross-border control	Development of a plan to control the illicit movement of SALW across national borders	<i>Ministry of Interior</i>	4	
Legislative and regulatory issues	Formation of a National SALW Commission	<i>Cabinet Office Ministry of Interior</i>	1	
	Operational planning of national SALW control intervention	<i>National SALW Commission</i>	2	
	Development of appropriate legislation to support SALW control interventions	<i>Ministry of Interior Ministry of Justice</i>	1	<i>Including any amnesty requirements to support a SALW collection strategy.</i>
Management of information and SALW Survey	Assessment of the risks from SALW, and their impact on the community (conduct of a national SALW Survey)	<i>Ministry of Interior</i>	3	
	Reporting on SALW to appropriate international organizations in compliance with the relevant international agreements or codes	<i>Ministry of Foreign Affairs</i>	1	
	Development of progress monitoring and evaluation methodology	<i>All Ministries</i>	3	
SALW awareness and communications strategy	Development and implementation of the 'sensitization' phase of a SALW Awareness campaign	<i>Ministry of Interior Ministry of Education</i>	4	
	Development and implementation of the full SALW awareness campaign, which is designed to support the national strategy	<i>Ministry of Interior</i>	4	
	Development of a media operations plan to support the SALW awareness campaign and other SALW control interventions	<i>Ministry of Interior</i>	4	
SALW collection (weapons)	Development of a weapons collection plan	<i>Ministry of Interior</i>	4	
	Implement weapons collection plan	<i>Ministry of Interior</i>	5	
SALW collection (ammunition)	Development of an EOD response to support ammunition finds and returns	<i>Ministry of Defence Ministry of Interior</i>	4	
	Development of a policy to deal with returned ammunition	<i>Ministry of Defence Ministry of Interior</i>	4	

FUNCTIONAL AREAS	ACTION POINT	LEAD MINISTRY	TARGET DATE	REMARKS
SALW destruction (weapons)	Identify appropriate facility and technology for destruction of weapons	<i>Ministry of Interior Ministry of Defence</i>	4	
	Commence resource mobilization activities to fund destruction	<i>Ministry of Finance Ministry of Foreign Affairs</i>	4	This should be expanded to reflect the different approaches for the destruction of collected ammunition and national surplus ammunition.
	Undertake capacity development of infrastructure and staff at destruction facility	<i>Ministry of Interior Ministry of Defence</i>	5	
	Implement weapons destruction plan	<i>Ministry of Interior Ministry of Defence</i>	5	
SALW destruction (ammunition)	Identify appropriate facility and technology for destruction of ammunition	<i>Ministry of Interior Ministry of Defence</i>	4	
	Commence resource mobilization activities to fund destruction	<i>Ministry of Finance Ministry of Foreign Affairs</i>	4	
	Undertake capacity development of infrastructure and staff at destruction facility	<i>Ministry of Interior Ministry of Defence</i>	5	
	Implement ammunition destruction plan	<i>Ministry of Interior Ministry of Defence</i>	5	
SALW stockpile management issues	Ensure security of national stockpiles of weapons and ammunition	<i>Ministry of Interior Ministry of Defence</i>	1	
Security sector reform (SSR) issues	Identify surplus stocks arising from armed forces and police restructuring, and ensure that they are reflected in the destruction plan	<i>Ministry of Interior Ministry of Defence</i>	4	

The components above require continuous monitoring to assess the progress being achieved, inform the government, population and donors to the programme, and to eliminate as far as possible any difficulties of implementation.

A schematic diagram of the flow of the national SALW intervention process is below:

SAWL Intervention Process Flow



5. RESOURCE ASSESSMENT

This part of the national SALW strategy and action plan should contain information on available resources and required resources. The following table is for indicative purposes only.

FUNCTIONAL AREA	AVAILABLE RESOURCES	REQUIRED RESOURCES
Cross-border control		
Legislative and regulatory issues	<i>Ministry of interior legal team Ministry of justice legal team</i>	<i>Weapons registration software and supportive hardware</i>
Management of information and SALW Survey		
SALW awareness and communications strategy	<i>Ministry of education (schools)</i>	
SALW collection (weapons)		
SALW collection (ammunition)		
SALW destruction (weapons)	<i>Named weapons destruction facility</i>	<i>Financial resources for preparation of weapons for smelting</i>
	<i>Named industrial smelter</i>	<i>Financial resources for smelting operations</i>
SALW destruction (ammunition)	<i>Named ammunition destruction facility</i>	<i>Requires significant capacity development and international technical assessment of capability</i>
	<i>Ministry of defence EOD teams (open detonation only)</i>	<i>Requires improved equipment and training in alternative techniques</i>
		<i>Financial support from international community for capacity building</i>
SALW stockpile management issues		
Security sector reform (SSR) issues		

Name

Appointment

Office:

Mobile:

Fax:

E Mail:

Web Site: