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Collection of illicit and unwanted small arms and light weapons

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MOSAIC
Good practices for safer societies.

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Foreword

What is MOSAIC?

MOSAIC translates into practice the objectives of key global agreements aiming to prevent the illicit trade, destabilizing accumulation and misuse of small arms and light weapons, including:

- the Programme of Action on the illicit trade in small arms and light weapons
- the International Tracing Instrument
- the Firearms Protocol supplementing the UN Convention against Transnational Organized Crime
- the Arms Trade Treaty.

MOSAIC modules are based on good practices, codes of conduct and standard operating procedures that have been developed at (sub-)regional levels. They were developed by the UN, benefitting from the very best technical advice from experts around the world.

MOSAIC is a completely voluntary toolkit.

MOSAIC supports the achievement of the Sustainable Development Goals, including Goal 16 to promote peaceful, just and inclusive societies and its target 16.4 that includes a significant reduction in illicit arms flows.

Who developed MOSAIC?

Governments often call upon the UN system to provide advice and support on issues related to small arms and light weapons control — including on legislative, programmatic and operational matters.

UN agencies decided that the best way to ensure that the United Nations as a whole could consistently deliver high-quality advice and support in response to such requests, was to develop international guidance on small arms and light weapons control, similar to the standards the UN developed in the areas of mine action (International Mine Action Standards – IMAS); disarmament, demobilization and reintegration (Integrated DDR Standards – IDDRS); and ammunition (International Ammunition Technical Guidelines – IATG).

The compendium is the result of a decade of coordinated work within the UN system, involving 24 partner entities with expertise ranging from development and weapons management to gender and public health. An external expert reference group of over 300 specialists, from NGOs to industry, completed the sturdy process of establishing each module.

Who can use MOSAIC?

MOSAIC can be used by any government or organization. Properly basing small-arms control endeavours on MOSAIC modules, reduces the risk of weapons falling into the hands of criminals, armed groups, terrorists and others who would misuse them.

MOSAIC. Good practices for safer societies.

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Introduction

During civil unrest or armed conflict, large numbers of small arms, light weapons and their ammunition are concentrated in the hands of combatants and also often disseminate into the civilian population, where they can remain following the end of hostilities. In fragile, post-conflict environments facing numerous challenges – including the destruction of essential infrastructure, high unemployment, weakened State institutions of law and order and residual tensions between social groups – the presence of large numbers of small arms, light weapons and their ammunition can contribute to an upsurge in violent crime, as well as interpersonal and intergroup violence. This, in turn, can hamper efforts to promote rebuilding, reconciliation and recovery following conflict and can put obstacles in the path towards sustainable human development.

Countries not engaged in or emerging from armed conflict can also suffer from high rates of violent crime and interpersonal and intergroup violence, often concentrated in urban areas. This can be due to the fact that weapons and ammunition from a previous armed conflict were never removed from the civilian population; but can also be linked to other factors such as underdevelopment, weak law enforcement capacity or trafficking in drugs and other illegal commodities. In such settings, the voluntary collection of illicit and unwanted weapons and ammunition from affected communities can be an effective means of strengthening social cohesion, promoting community development and creating conditions conducive to reducing armed violence and crime. Even in countries not suffering from high rates of armed violence or violent crime, weapons collection is sometimes carried out after national laws relating to small arms possession are tightened, sometimes in response to mass shootings.

The aim of weapons collection programmes, whether they are conducted in post- or non-conflict settings, is to promote development, minimise the chances of armed conflict or violence occurring or recurring, and reduce incidents of violent crime by limiting the availability of, and reducing trafficking in, illegal small arms, light weapons and their ammunition.

Weapons collection programmes remove illegal and unwanted small arms, light weapons and their ammunition from communities by encouraging individuals – and communities as a whole – to relinquish them and by rendering legal (e.g. through licensing and/or registration) weapons that may be held legally under national law. By thus reducing the number of illegal weapons in circulation, collection programmes can reduce the availability of illegal weapons and ammunition that might otherwise be used in armed conflict; political, ethnic or other forms of inter-communal violence; crime, family-related violence, suicide, or unintentional shootings.

A weapons collection programme is not a stand-alone activity; nor is it a panacea. Removing tools of violence from communities without addressing the root causes of violence and conflict is unlikely to make a durable contribution to building peace and security. Weapons collection is but one possible component of a comprehensive small arms and light weapons control programme, which is itself but one tool among others in the toolbox of armed violence prevention.

Weapons collection programmes may be hazardous, both for those collecting weapons and ammunition and for those handing them in. The handing in of loaded weapons or inherently dangerous ammunition and explosives can create a physical threat to human life and can put at risk an entire disarmament process. Effective risk management and sound technical advice and support on ammunition and explosive safety measures is therefore crucial.

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Collection of small arms and light weapons

1 Scope

This document provides practical guidance on designing, implementing and evaluating programmes that encourage civilians to relinquish illegal or unwanted small arms, light weapons and ammunition in order to contribute to the broader objectives of preventing armed violence and crime, and promoting peacebuilding and reconciliation. It is applicable in settings that

a) are emerging from armed conflict;

b) show signs of lapsing (or relapsing) into armed conflict or communal/community-level violence;

c) display high rates of crime or inter-personal violence (e.g. in urban areas); or

d) have undergone legislative reform restricting the access of civilians to small arms.

This document does not cover

e) the collection of small arms and light weapons from ex-combatants in the context of Disarmament, Demobilization and Reintegration (DDR) programmes (such guidance is provided by the Integrated DDR Standards (IDDRS), in particular IDDRS 4.10, *Disarmament;* IDDRS 5.20*, Youth and DDR* and IDDRS 5.30, *Children and DDR*);

- the identification and disposal of surplus small arms and light weapons in government stockpiles (such guidance is provided by MOSAIC 05.20, *Stockpile management: Weapons*, and MOSAIC 05.50, *Destruction: Weapons*).

2 Normative references

The following referenced documents are indispensable for the application of this document. For dated references, only the edition cited applies. For undated references, the latest edition of the referenced document (including any amendments) applies.

MOSAIC 03.30, *National Controls over the access of civilians to small arms and light weapons*

MOSAIC 04.30, *Raising awareness of the need for small arms and light weapons control*

MOSAIC 04.40, *Monitoring, evaluation and reporting*

MOSAIC 05.10, *Conducting small arms and light weapons surveys*

MOSAIC 05.20, *Stockpile management: Weapons*

MOSAIC 05.30, *Marking and recordkeeping*

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MOSAIC 05.31, *Tracing illicit small arms and light weapons*

MOSAIC 05.50, *Destruction: Weapons*

IATG 04.10, *Field and temporary storage*

IATG 08.10, *Transport of ammunition*

IATG 10.10, *Demilitarization and destruction of conventional ammunition*

IDDRS 4.10, *Disarmament*

IDDRS 5.20, *Youth and DDR*

IDDRS 5.30, *Children and DDR*

IMAS 09.30, Explosive ordnance disposal

IMAS 12.10, Explosive ordnance risk education (EORE)

OHCHR*, Rule of Law Tools for Post Conflict States: Amnesties*

ISO Guide 51, *Safety aspects – Guidelines for their inclusion in standards*

3 Terms, definitions and abbreviated terms

For the purposes of this document, the terms and definitions given in MOSAIC 01.20, *Glossary of terms, definitions and abbreviations*, and the following apply.

In all MOSAIC modules, the words 'shall', 'should', 'may' and 'can' are used to express provisions in accordance with their usage in International Organization for Standardization (ISO) standards.

a) **“shall” indicates a requirement:** It is used to indicate requirements strictly to be followed in order to conform to the document and from which no deviation is permitted.

b) **“should” indicates a recommendation:** It is used to indicate that among several possibilities one is recommended as particularly suitable, without mentioning or excluding others, or that a certain course of action is preferred but not necessarily required, or that (in the negative form, 'should not') a certain possibility or course of action is deprecated but not prohibited.

c) **“may” indicates permission:** It is used to indicate a course of action permissible within the limits of the document.

d) **“can” indicates possibility and capability:** It is used for statements of possibility and capability, whether material, physical or casual.

4 United Nations framework

4.1 General

This document provides practical guidance on the implementation of commitments related to the collection of small arms and light weapons that are contained in United Nations multilateral instruments related to small arms and light weapons control.

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4.2 UN Programme of Action

In the United Nations *Programme of Action to Prevent, Combat and Eradicate the Illicit Trade in Small Arms and Light Weapons in All Its Aspects* (UN Programme of Action), all UN Member States commit themselves

a) "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 […] collection and destruction of small arms and light weapons" (Section II, paragraph 4);

b) "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" (Section II, paragraph 16);

c) "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" (Section II, paragraph 20);

d) "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" (Section II, paragraph 21); and

e) "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" (Section II, paragraph 34).

5 General principles

5.1 Purpose

The purpose of weapons collection programmes is to encourage individuals and communities to relinquish, in accordance with domestic law, illicit and unwanted small arms, light weapons and their ammunition, the diversion and misuse of which is hindering sustainable, human development, e.g. by

a) facilitating criminality and interpersonal violence;

b) exacerbating intra- or inter-communal tensions;

c) undermining public safety and security;

d) hampering the effectiveness of law enforcement agencies;

e) hampering a community's ability to resolve conflicts peacefully; or

f) undermining social cohesion.

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5.2 Focus

The scope of a weapons collection programme may encompass small arms, light weapons and ammunition

a) held illegally by civilians;

b) held legally but no longer wanted by civilians; and

c) acquired legally by civilians, but subsequently rendered illegal as a result of legislative reform.

5.3 Authority

Authority to carry out a weapons collection programme shall be granted by a competent authority of the State in whose jurisdiction the collection programme is to be implemented, e.g. the National Authority on small arms and light weapons (see MOSAIC 03.40, *National coordinating mechanisms on small arms and light weapons*.)

A weapons collection programme may be carried out by one or more competent authorities of the State, which may work in cooperation with or which may delegate implementation to

a) the United Nations;

b) international, regional or sub-regional organizations;

c) non-governmental organizations; and/or

d) the private sector.

The choice of partners in implementing a weapons collection programme should be guided by the goals of maximizing

e) the confidence in the collection programme among the communities in which it will be implemented;

f) the efficiency of the collection process; and

g) the safety of those handing in and collecting weapons and ammunition.

5.4 Preconditions

Individuals who possess weapons and ammunition because they feel insecure and seek protection through them are unlikely to be persuaded to relinquish their means of self-defence before their security has been enhanced by other means, e.g. by

a) increasing the effectiveness of and confidence in State law enforcement agencies;

b) implementing community safety strategies (see MOSAIC 04.20, designing and implementing community safety programming); and

c) promoting social and economic development.

Likewise, individuals who have political or private grievances that they attempt to advance through violent means are unlikely to be persuaded to relinquish their weapons before at least some of the root causes of such grievances are addressed.

For these reasons, initiatives to collect weapons and ammunition from civilian populations are unlikely to be successful unless civilians feel confident that their personal and familial security will be enhanced as a result.

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Similarly, individuals whose social status is enhanced by the possession of weapons are unlikely to be persuaded to relinquish them unless alternatives are available to at least maintain their social status without weapons. In such contexts, initiatives aimed at creating such alternatives should be undertaken in partnership with communities and relevant target groups (e.g. adolescent boys, young men, etc).

To the extent possible, the conditions under which civilians feel confident in relinquishing weapons and ammunition should be created in advance of a weapons collection initiative. Since the wide availability and misuse of small arms and light weapons can be an important factor in preventing the creation of such conditions, however, efforts to reduce the demand for weapons and ammunition should continue during and after a collection initiative.

5.5 Community involvement

The design, implementation and evaluation of a weapons collection programme should be based on close consultation with, and active participation by, the communities addressed by the programme.

In addition to being consulted as part of a small arms and light weapons survey (see Clause 9), communities addressed by a weapons collection programme should be involved in

a) identifying the factors that drive the demand for small arms and light weapons in the community (e.g. criminality, lack of trust in local police forces, lingering conflicts, social status, etc.);

b) strategies that could be used to mitigate such demand factors in order to create conditions conducive to the voluntary relinquishment of arms and ammunition;

c) identifying and prioritizing community development needs;

d) deriving from such needs collective incentives that could be offered to communities by a weapons collection programme (see Clause 10.11);

e) raising awareness of the dangers associated with the widespread availability of small arms and light weapons (see MOSAIC 04.30, *Raising awareness of the need for small arms and light weapons control*);

f) raising awareness of, and encouraging participation in, the weapons collection programme (see Clause 11.1); and

- evaluating the effectiveness of the weapons collection programme (see Clause 12).

5.6 Permanent weapons collection

This document deals primarily with the planning, implementation and evaluation of weapons collection programmes of limited duration (see Clause 10.10).

Aside from such time-limited collection programmes, laws, regulations and administrative procedures should be in place to permanently provide for and facilitate the relinquishment of

a) legal weapons and ammunition (e.g. to police or another competent body of the State) by individuals who, for whatever reason, no longer wish to retain them; and

b) illegal weapons and ammunition.

At the very least, a process should be in place that allows the legal surrender of illegal weapons and ammunition possessed by individuals through no fault of their own, e.g., due to an inheritance.

Where there are reasons to believe that civilians might not be confident to relinquish weapons to national authorities, steps may be taken to enable community-based organizations to receive weapons from individuals who wish to relinquish them (e.g. organizations involved in reintegrating gang

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members into society), which in turn shall surrender them to the police or another competent body of the State.

6 Collection in context

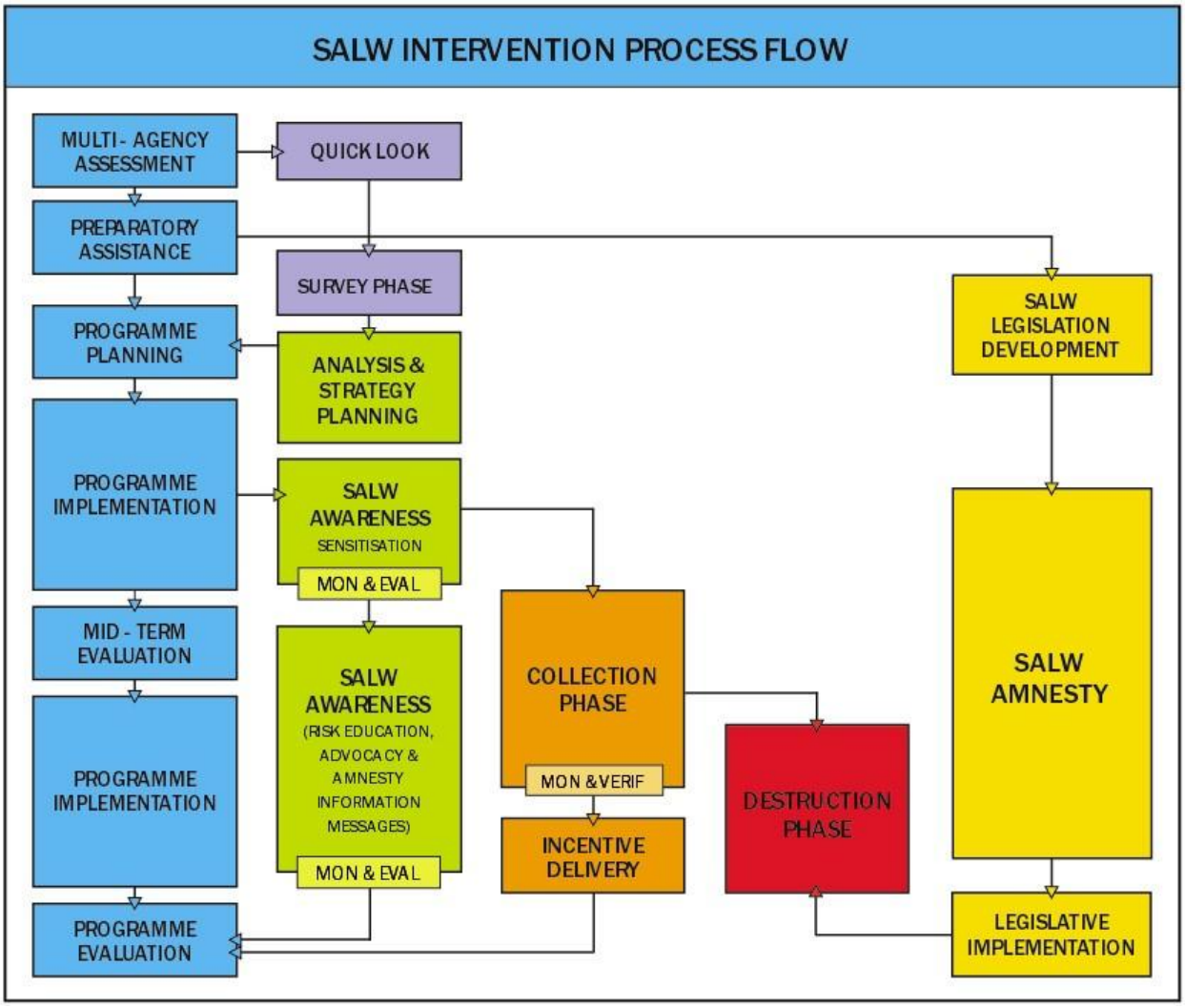
6.1 One tool in a larger toolbox

The collection of small arms, light weapons and their ammunition is not a stand-alone activity; nor is it a panacea. Removing tools of violence from communities without addressing the root causes of conflict is unlikely to make a durable contribution to building peace and security.

Collection is but one possible component of a comprehensive small arms and light weapons control programme, which is itself one of several tools in the toolbox of armed violence prevention (see MOSAIC 02.10, *Small arms and light weapons control in the context of preventing armed violence*).

The collection of illicit and unwanted small arms, light weapons and their ammunition should take place at an appropriate stage of the broader small arms and light weapons control programme to which it contributes. The better that other elements of the wider programme prepare the ground for collection, the more likely it is that a collection programme will meet its objectives. Figure 1 indicates the place of collection in the wider small arms and light weapons control process flow.

Figure 1 – Small arms and light weapons control process flow



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Small arms and light weapons injury surveillance should be used as a monitoring and evaluation tool from the survey phase, through to the end of the awareness phase, and beyond the completion of the collection initiative. Ongoing injury surveillance can act as a measure of the negative impact of small arms and light weapons and of whether a collection programme has succeeded in reducing this.

The collection of illicit and unwanted small arms, light weapons and their ammunition can be a means of

a) preventing armed violence in settings that show signs of lapsing (or relapsing) into conflict, communal/community-level violence or endemic criminality;

b) reducing levels of armed violence in settings where such levels are unacceptably high; and

c) removing leftover weapons and ammunition in post conflict settings.

Collection may not be a relevant component of every small arms and light weapons control programme but can make a positive contribution in appropriate settings.

6.2 Appropriate settings

The collection of illicit and unwanted small arms, light weapons and their ammunition can make a positive contribution to the goal of preventing armed violence in a variety of settings, including those in which

a) a residual number of ex-combatants have retained their small arms and light weapons following the completion of a Disarmament, Demobilization and Reintegration (DDR) process;

b) inter- or intra-State conflict or unrest have caused large numbers of small arms and light weapons to flow into a country or region;

c) government stockpiles of small arms and light weapons have been looted during civil unrest or civil war;

d) governments have released stockpiles of small arms and light weapons into civilian populations (e.g. as a means of strengthening civil defence against a perceived external threat);

e) non-State armed groups used civilian households to hide stockpiles of weapons and ammunition during a conflict that has since ended; or

f) armed violence (whether motivated by political, criminal or other objectives), petty criminality and/or organised crime have created a pervasive climate of insecurity.

6.3 Contributions of collection

In settings such as those set out in Clause 6.2, the widespread availability of small arms, light weapons and their ammunition can have many negative consequences, which collection can help to counteract, including by

a) reducing the availability of small arms, light weapons and ammunition to criminals, terrorists and former warring factions;

b) reinforcing fragile peace agreements;

c) supporting peacebuilding, reconciliation and reconstruction efforts;

d) improving public safety – especially by preventing weapons and ammunition from falling into the hands of children – and reducing the burden on public heath systems by preventing accidents involving weapons and ammunition;

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e) preventing the misuse of small arms to perpetrate domestic, intimate partner, family-related and sexual violence;

f) preventing and mitigating

   a. the exploitation of children by armed, criminal groups and

   b. children's participation in armed violence;

g) reducing the visibility of small arms and light weapons in everyday life; and

h) reducing the likelihood of a return to (or a new outbreak of) armed violence.

The potential contributions of collection programmes go beyond the physical collection of weapons and ammunition, however. Communities that are involved in the design, implementation and evaluation of weapons collection programmes can strengthen their social cohesion by building confidence, raising awareness and forging collaborative partnerships between different sectors of society. Collection programmes can also serve as an entry point to support community efforts to transform social norms that equate weapons ownership and violence with masculinity and enhanced social status.

The success of a weapons collection programme should be measured not only by the number of weapons and rounds of ammunition collected, but also by the extent to which it builds a community's resilience against conflict and enhances human security (see Clause 12).

Relinquishing weapons and ammunition as a sign of formally ending an armed conflict or turning over a new page in intra- or inter-community relations can have a significant psychological impact. It can send a signal to combatants that fighting is over, boost the confidence of local authorities and raise hopes of peace among the civilian population.

6.4 Licensing and registration

Collection is not the only method of reducing the number of illicit small arms in circulation. Some weapons may be illegal because their owners have not licensed or registered them in accordance with domestic law. Such weapons may be rendered legal by encouraging their owners to licence and (if required by law) register them, thus bringing formerly illegal weapons under State control.

A campaign in support of licensing and registration may be carried out in conjunction with a weapons collection programme, in order to encompass and render legal weapons that may be held legally under domestic law.

Licensing and registration campaigns shall not encompass

a) weapons that the law prohibits civilians from possessing (e.g. light weapons, automatic weapons, etc.); or

b) individuals that the law prohibits from possessing weapons (e.g. minors, convicted criminals, etc.).

The licensing and registration of small arms during a collection programme shall be carried out in accordance with MOSAIC 03.30, *National controls over the access of civilians to small arms and light weapons*.

6.5 Categories of collection programmes

6.5.1 General

Broadly speaking, programmes to collect illicit and unwanted small arms, light weapons and their ammunition fall into four categories, namely collection programmes carried out

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a) in the context of the disarmament, demobilization and reintegration (DDR) of ex-combatants;

b) in support of peacebuilding in pre- or post-conflict settings;

c) in support of armed violence prevention in non-conflict (often urban) settings; and

d) in the context of legal reform, i.e. following a tightening of domestic law regulating the possession by civilians of weapons and ammunition.

These categories of collection programmes are not mutually exclusive and can overlap with one another.

EXAMPLE 1 A collection programme carried out in a post-conflict setting can seek to collect weapons and ammunition from ex-combatants who chose not to take part in, or were excluded from, a DDR process.

EXAMPLE 2 A collection programme carried out in support of armed violence prevention in an urban setting may also include the element of legal reform.

6.5.2 Collection in the context of DDR

The collection of small arms, light weapons and their ammunition in the context of Disarmament, Demobilization and Reintegration (DDR) of ex-combatants shall be carried out in accordance with IDDRS 4.10, *Disarmament*[1] and the 'Disarmament' section of IDDRS 5.30*, Children and DDR.*

6.5.3 Collection in support of peacebuilding

Weapons collection programmes in support of peacebuilding may be employed

a) as tools of conflict prevention in settings that show signs of lapsing (or relapsing) into armed conflict or communal/community-level violence; or, more commonly,

b) as a means of removing from post-conflict settings weapons and ammunition that are left over following armed conflict.

Although collection in support of peacebuilding may be carried out at the same time as collection in the context of DDR (if the necessary mandate exists), it normally takes place after a DDR process has been completed. Collection in support of peacebuilding is not dependent, however, on the existence or recent completion of a DDR process.

6.5.4 Collection in support of armed violence prevention

Weapons collection programmes in support of armed violence prevention take place in settings, often urban, that are not emerging from a recent armed conflict but that

a) may still be suffering the consequences of failing to remove left-over weapons and ammunition following an armed conflict in the more distant past; or

- are experiencing chronic levels of armed criminality or inter-personal / inter-group armed violence due to other factors (e.g. the prevalence of drug trafficking, gang violence, politically or religiously motivated violence, lack of social and economic opportunity or lack of effectiveness of or confidence in law enforcement agencies).

6.5.5 Collection in the context of legal reform

Weapons collection in the context of legal reform takes place following a tightening of national laws regulating the civilian possession of small arms and ammunition that renders illegal the possession of

[1] http://www.unddr.org/iddrs/04/

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certain categories of weapons and ammunition that previously were legal. The collection programme focuses on removing from the civilian population newly illegal weapons and ammunition.

Since, under such a collection programme, individuals are required by law to relinquish personal property that they acquired legally, they should be compensated at market rates for weapons and ammunition they hand in, provided that these were held legally (i.e. licensed and/or registered) immediately prior to the law being changed.

Individuals who relinquish weapons or ammunition that were held legally immediately prior to the law being changed should be provided with an official receipt of relinquishment in order to be able to demonstrate their compliance with the new law.

7 Incentive options

7.1 General

This clause provides an overview of the main incentive options that can be used in association with collection programmes. More detailed guidance on choosing specific incentives is contained in Clause 10.11.

7.2 Incentives for ammunition and explosive devices

Collecting ammunition and explosive devices can pose a high level of risk. Care needs to be taken when considering whether to offer incentives for their relinquishment and, if so, for what kinds of ammunition and explosive devices.

In the planning phase, the types of ammunition that are eligible for an incentives programme should be defined (see Clauses 10.1 and 10.11), taking into account:

a) The risk posed by ammunition or explosive devices during collection;

b) The risk mitigation measures that can feasibly be implemented;

c) Whether the residual risk is tolerable; and

d) The risk posed by ammunition and explosive devices to the population if they are not collected.

If it is found that the residual risk would be intolerable, potential participants in a collection programme shall be instructed not to hand in such items at a collection point (see Clauses 9.4 and 10.1 for further guidance). Instead, such items shall be reported to the responsible officials of the collection programme and cleared through mine clearance or explosive ordnance disposal operations.

7.3 Buy-back

7.3.1 General

Buy-back programmes offer a positive incentive of cash payment to individuals in return for the relinquishment of small arms, light weapons and ammunition. Because of the individual and liquid nature of the incentive they provide, buy-back programmes have a number of potential disadvantages and advantages that should be carefully weighed.

7.3.2 Potential disadvantages

Disadvantages of buy-back programmes include the potential to

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a) cause more small arms and light weapons to flow into the area where the buy-back is taking place (e.g. if individuals use cash received from handing in weapons to purchase cheaper weapons, thus increasing demand);

b) allow individuals to upgrade their small arms and light weapons holdings (e.g. if individuals use cash received from handing in damaged or obsolete weapons to purchase better quality weapons);

c) can motivate individuals to identify, recover and surrender items found on former battlefields in exchange for financial incentives, thereby exposing themselves and surrounding communities to explosive risk;

d) reward individuals who may have used weapons illegally; and

e) destabilise post-conflict environments by injecting relatively large amounts of cash into fragile economies, thereby increasing inflationary pressures.

For these reasons, buy-back initiatives should be employed with caution and should not be used in fragile, post conflict settings where their disadvantages will usually outweigh their advantages.

7.3.3 Potential advantages

Buy-back programmes do have the potential, however, to be successful in encouraging large numbers of individuals to relinquish illegal and unwanted weapons and ammunition. If the potential disadvantages set out in Clause 7.2.2 can be mitigated, buy-back programmes can be used to good effect in settings where

f) State security services and the rule of law are relatively robust;

g) other infrastructure (e.g. banking and communication systems) are functional; and/or

h) there is a need to compensate individuals for relinquishing legally acquired arms and ammunition, e.g. in the case of weapons collection in the context of legal reform (see Clause 6.5.5).

7.3.4 Payment methods

When compensating individuals for relinquishing illegal and unwanted weapons and ammunition during a buy-back programme, alternatives should be found to paying cash at the collection point, since this can create security problems

a) during transport of cash to collection points;

b) at the collection point itself (due to the presence of significant amounts of cash); and

c) for individuals who have handed in weapons and may thereafter become targets for robbery.

Alternatives to cash payments at collection points include

d) transfer of funds into back accounts within a specified period of time following the relinquishment of weapons (requires widespread use of a functioning banking system, see Clause 7.3.3.f); or

- vouchers that can be exchanged for cash at banks, post offices, etc. during a specified period of time following the relinquishment of weapons.

NOTE Two of the most successful civilian buy-back programmes in the world, which collected approximately 500,000 and 100,000 weapons, respectively, used cash paid out with a 24-hour time delay through bank deposits.

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7.4 Weapons in exchange for incentives

Weapons in exchange for incentives (WEI) initiatives offer positive, non-monetary incentives (e.g. food, tools, building materials, etc.) to individuals in return for the voluntary relinquishment of small arms, light weapons and their ammunition. In immediate post-conflict settings, WEI initiatives can help individuals obtain the essential resources they need to

a) ensure their immediate, short-term survival;

b) rebuild their homes and businesses; and

c) re-establish agricultural food production.

As is the case with buy-back incentives, WEI initiatives can cause an influx of small arms and light weapons to the area where the collection programme is being implemented (e.g. if individuals seek to obtain weapons in order to exchange them for the incentives on offer). This risk shall be taken into account and mitigated to the extent possible.

7.5 Weapons in exchange for development

Weapons in exchange for development (WED) incentives encompass the voluntary relinquishment of small arms and light weapons by a community as a whole in exchange for community infrastructure development (e.g. water, sanitation, transport, etc.).

WED incentives are based on the understanding that the removal of tools of violence from a community should be accompanied by a reduction in the demand for weapons. In the case of WED incentives, collection aims to reduce the supply of weapons and ammunition while development aims to reduce demand for them.

WED programmes can work well in communities in which

a) there is at least a reasonable level of social cohesion (i.e. communities have the ability to exert pressure on individuals to relinquish weapons and ammunition for the greater benefit of the community);

b) it is common knowledge in the community that weapons and ammunition are widely dispersed throughout the community; and

c) access to unconditional development aid is limited.

7.6 Weapons in competition for development

Weapons in competition for development (WCD) incentives encompass the voluntary relinquishment of small arms, light weapons and their ammunition by competing communities in exchange for a share of a fixed amount community infrastructure development that is proportionate to each community's share of the total number of weapons and ammunition relinquished.

WCD – a variation of the WED approach – also requires a reasonable level of social cohesion and a perception of shared, community ownership of weapons. Unlike WED, however, WCD can be effective in settings where significant development work is already taking place.

When using the WCD approach, care shall be taken to prevent constructive competition between communities from negatively affecting inter-community relations. Where this is not possible, the WCD approach should not be used.

7.7 Weapons linked to development

Weapons linked to development (WLD) incentives encompass voluntary relinquishment of small arms and light weapons by a community in exchange for an increase in on-going development assistance.

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WLD involves the integration of small arms and light weapons control measures within new development projects. It makes a proportion of development aid conditional on the relinquishment of illicit and unwanted small arms and light weapons. This has the advantage of being cheaper than the other options, but negotiation with the local community (who would likely already be receiving development assistance) and cooperation between a wide-range of development actors make this option more difficult to implement.

NOTE The WLD approach requires more research and more lessons to be learned through its application; but it may be the most promising, long-term approach to weapons collection.

7.8 Expectation management and incentive delivery

When the incentives offered in return for the relinquishment of weapons and ammunition involve the provision of development-related products and services (see Clauses 7.5 – 7.7), the expectations of recipient communities regarding the benefits of the incentives on offer shall be managed so as not to become unrealistic.

Development-related incentives, once earned by the communities involved, shall be delivered in full and in a timely manner.

8 Special considerations concerning children, adolescents and youth

8.1 General

The possible relinquishment of small arms, light weapons and ammunition by children, adolescents and youth in the context of a collection programme shall be given special consideration, especially in settings where children, adolescents and/or youth are known to possess, or are suspected of possessing small arms or light weapons.

NOTE 1 For purposes of MOSAIC, the following definitions apply (see MOSAIC 01.20, Glossary of terms, definitions and abbreviations):

- Child: human being below the age of eighteen years unless, under the law applicable to the child, majority is attained earlier
- Adolescent: human being aged 10 to 19 years
- Youth: human being aged 15 to 24 years

From the above three basic definitions, the following related definitions are derived:

- Pre-adolescent child: Below the age of 10
- Adolescent minor: Aged 10-17
- Young person: Aged 10 to 24 (collective term encompassing ‘adolescent’ and ‘youth’).
- Young adult: Aged 18-24

NOTE 2 For further guidance, see MOSAIC 06.20, *Children, youth and small arms and light weapons*.

8.2 Patterns of weapons possession and ownership

The possession of weapons can carry high symbolic value among children and young people in many societies. Weapons possession can be associated with individual or group pride or group belonging, empowerment, masculinity, status, recognition or wealth.

There are considerable gender differences in both attitudes to and use of small arms and light weapons. Boys can be influenced by stereotypical images of masculinity that emphasize strength and brutality, and can be fascinated, as a result, by all things military.

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In accordance with Clause 9.1.b, baseline information on patterns of weapons possession and ownership among children and young people (male and female) should be collected and analyzed during the preliminary assessment phase.

National authorities should identify the reasons why children and young people have ownership of weapons. A clear understanding of why children and young people own weapons is necessary in order to identify protective measures that can be directed specifically at children and young people before, during, and after a collection process.

The symbolic value of small arms and light weapons for children and young people should be determined and efforts should be made to identify appropriate and acceptable substitute status symbols that could be put in their place.

8.3 Non-discrimination

Collection programmes should not discriminate against young people who have used, owned or possessed small arms and light weapons or ammunition.

In contexts where young people have used, owned or possessed small arms, light weapons or ammunition, they should be eligible for

a) participating in a collection programme or

b) benefitting from the amnesties and incentives offered by them.

Restrictions should be in place regarding cash incentives for young people relinquishing weapons (see Clause 8.5.2).

8.4 Protection measures

8.4.1 General

Special measures shall be taken to ensure the protection of children and young people in the context of weapons collection programmes.

8.4.2 Specific measures

A weapons collection programme during which children or young people are likely to relinquish weapons or ammunition should ensure that

a) children and young people – especially boys and young males – are repeatedly exposed to risk education, in accordance with MOSAIC 04.30, *Raising awareness of the need for small arms and light weapons control*;

b) access to weapons and ammunition collection points is prohibited to

    1) pre-adolescent children, and

    2) young people who are not relinquishing weapons or ammunition or playing an official role in the collection process.

A weapons collection programme during which children or young people are likely to relinquish weapons or ammunition should take measures to ensure the following aspects of protection of these children and young people:

a) children and young people should not become vulnerable to being targeted by actors seeking to discourage the collection of weapons and ammunition;

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b) the location of collection points is conducive to the relinquishment of weapons and ammunition by young people;

c) the collection process is implemented in the presence of trained social workers;

d) the principle of anonymity set out in Clause 10.8.5 is respected (in some cases, e.g. when public forgiveness ceremonies are involved, the principle of anonymity may be relaxed);

e) the collection process avoids any sensitive questioning that could compromise the security of children and young people (e.g. questions related to the location of weapons caches); and

- the collection process is supported by protection activities for children and young people (e.g. counselling, rehabilitation, psychosocial support, etc.).

8.4.3 Supporting programmes

A weapons collection process during which it is expected that children or young people could relinquish weapons or ammunition should be supported by programmes that

a) promote the active participation of children and young people in their communities, e.g. by providing them with a social space in which to participate in and influence local decision-making); and

b) address the responsibility of children and young people who may have perpetrated acts of violence with weapons (e.g. through the development and support of appropriate justice systems and the support, where they exist, of community forgiveness mechanisms).

8.5 Incentives

8.5.1 General

Incentives of any kind in connection with a weapons collection programme shall not be offered to pre-adolescent children (less than 10 years of age).

8.5.2 Cash incentives

Cash incentives in return for the relinquishment of weapons or ammunition should not be offered to adolescent minors (aged 10-17).

NOTE Children may not be mature enough to decide how to spend money responsibly. Children who are suffering from the psychosocial consequences of violence – including those who may have developed substance dependency as a coping mechanism – are particularly unsuited to receiving cash incentives.

In situations where cash incentives are offered to adults (aged 18 or over) but not to adolescent minors (aged 10-17), the reasons for this should be clearly explained to those who are ineligible for cash incentives, who should be given a say in indentifying acceptable non-cash incentives, which should be age-appropriate and in their best interests.

Collection programmes that offer cash incentives to young adults (aged 18-24) should take appropriate steps to minimise the likelihood that the cash could be used to purchase drugs or alcohol, especially in cases where the young adults concerned may not be fully detoxified or rehabilitated from substance addiction.

NOTE Witnessing or participating in armed violence can cause deep psychosocial distress in children and young people, who may try to cope through alcohol or drug abuse. Children and young people who possess weapons as a result of their involvement with armed groups may habitually take drugs as a means to reduce their resistance to committing acts of violence or crime.

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9 Preliminary assessment

9.1 Small arms and light weapons survey

Before planning for a weapons collection programme can begin, a preliminary assessment – in the form of a small arms and light weapons survey – should be carried out in accordance with MOSAIC 05.10, *Conducting small arms and light weapons surveys*. An up-to-date small arms and light weapons survey may be used if one is already available.

The survey should ascertain

a) the approximate numbers and types of small arms, light weapons and ammunition present in the area being addressed;

b) Any widespread contamination with landmines, ERW (unexploded ordnance and abandoned explosive ordnance), and IEDs that could potentially—despite explicit instructions to the contrary—be handed in during a collection programme;

c) the profile of those who hold weapons (disaggregated by gender, age, social group, etc.);

d) the impact that weapons are having on individuals and communities (e.g. in terms of pubic safety and security, public health, criminality, the rule of law, the administration of justice, etc.),

e) the types of weapons that are most often misused;

f) the applicable laws governing the access of civilians to small arms and light weapons (i.e. the categories of small arms that civilians are permitted by law to use and the conditions under which they are permitted to use them; e.g. licensing and registration systems);

g) the broader security context in which the community in question finds itself (in particular the existence of internal and external threats to its security);

h) the level of trust in and capacity of law enforcement agencies to provide for the security of citizens;

i) community perceptions of small arms and light weapons, including the level of public support for weapons reduction; and

j) the capacity of and the coping mechanisms used by the community to respond to the challenges posed by the wide availability of small arms and light weapons.

Annex A contains a list of information requirements for a focused operational weapons survey.

10 Planning

10.1 General

National authorities shall assess whether a collection programme is needed and feasible. This should be based on the small arms and light weapons survey results (see Clause 9.1).

In the planning phase, national authorities should determine the following key parameters of a collection programme based on the small arms and light weapons survey results (see Clause 9.1).

a) The demographic groups that constitute the main audiences of a collection programme.

b) The type of weapons collection programme and associated incentives that are most likely to be successful under the given circumstances.

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c) The contribution that a collection programme may make to longer term strategic objectives.

d) The approximate human and financial resources that will be required to conduct a successful weapons collection programme.

Once the need for and feasibility of a weapons collection programme have been established, the following steps in the planning process should be followed.

10.2 Setting objectives and goals

10.2.1 General

Clear objectives and goals shall be set for the collection programme at the beginning of the planning process. This will help to avoid confusion and false expectations among all involved parties, including the communities being encouraged to relinquish weapons, those carrying out the physical collection, and donors.

10.2.2 Shorter-term objectives

The shorter-term objectives of a collection programme may include

a) raising awareness of the risks associated with the widespread availability of weapons and ammunition;

b) collecting a significant quantity of weapons and ammunition;

c) reducing instances of celebratory fire;

d) reducing the proliferation and public visibility of weapons; and

e) reducing the number of weapons and ammunition accidents.

10.2.3 Longer-term goals

The longer-term goals of a collection programme may include

a) reducing levels of armed violence;

b) building social cohesion and conflict resolution capacity; and

c) boosting social and economic development.

10.3 Integrating the programme

The collection of illicit and unwanted small arms, light weapons and their ammunition should not be carried out in isolation but should be firmly integrated into a broader small arms and light weapons control programme, which in turn should contribute to an overarching strategy to reduce armed violence by strengthening human security and development and addressing the root causes of violence (see Clause 6.1).

10.4 Managing risk

10.4.1 Risk to communities

Weapons collection programmes can present significant risks to communities that participate in them. Locating, handling and transporting small arms, light weapons and their ammunition in order to hand them in at a collection point can be a hazardous activity.

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When community members are highly motivated to relinquish weapons and ammunition – whether by amnesties or incentives, or simply by the desire to promote peace, reconciliation and development – they can be tempted to engage in unnecessarily risky behaviour, such as locating and handling degraded ammunition, devices containing high explosive (including unexploded or abandoned explosive ordnance, landmines and IEDs), or loaded weapons; or allowing or encouraging children and adolescents to locate and handle weapons and their ammunition or devices containing high explosives (including unexploded or abandoned explosive ordnance, landmines and IEDs).

Existing and potential risks of weapons collection to communities shall be taken into account during the planning phase of the collection programme.

The risk to communities participating in weapons collection programmes shall be minimized, including through effective awareness-raising (including mine risk or explosive hazard awareness), sensitization and communication, risk education and risk reduction activities, and the use of safety cards and posters (see Clause 11.1 for further guidance).

10.4.2 Operational risk

The operational risks faced by a weapons collection programme shall be identified during the initial planning phase and shall be updated as appropriate throughout the programme. There can be a range of operational risks, but the most common are as follows:

a) Threats to the safety and security of personnel conducting a weapons collection programme: Any environment in which weapons and ammunition are readily available contains obvious risks to staff from individuals misusing or having accidents with loaded weapons. Unstable or degraded ammunition and explosive devices (including unexploded or abandoned explosive ordnance, landmines and IEDs) may also present a hazard.

b) Political will: A reduction in domestic political support can have a negative impact on a collection programme. The strength of political support should be assessed at regular intervals. If it falls and remains below the level necessary to successfully complete the programme, collection operations may be suspended.

c) Spoilers: Private actors or entities that do not support the objectives of a weapons collection programme – e.g. because it threatens their power base, social status or revenue streams – may present a risk both to individuals and communities participating in the programme and to staff implementing it.

d) Lack of sustainability: A weapons collection programme should not begin until the necessary funding has been secured (see Clause 10.5).

e) Balanced disarmament: This is unlikely to be a risk factor during civilian weapons collection programmes but can be a risk factor if armed groups are participating in a weapons collection process. Further guidance on this is available in IDDRS 04.10, *Disarmament*.

10.4.3 Primary hazards

The collection of small arms, light weapons and ammunition is a hazardous activity; i.e. it encompasses a number of potential sources of harm. Although the aim may be to collect only small arms, light weapons and their ammunition, other hazardous items, in varying degrees of degradation, can also be handed in during a collection programme. Primary hazards – or potential sources of harm – include

a) loaded small arms and light weapons;

b) unexploded or abandoned explosive ordnance (e.g. grenades, mortar and artillery shells)

c) landmines

d) IEDs and their explosive components

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e) flammable and/or toxic materials (e.g. fuel contained in rockets);

f) small arms and light weapons ammunition; and

g) individuals or groups that do not support a weapons collection programme and present a risk to those who participate in it and/or to collection staff that implement it.

The hazards posed by these items can be increased by

h) inadequately trained personnel; and

i) unsafe procedures during

1) physical collection

2) storage;

3) transportation; and

4) destruction.

Such hazards present significant risks (understood as the probability of harm multiplied by the severity of harm).

10.4.4 Risk assessment

A formal risk assessment shall be conducted during the planning phase, taking into consideration the guidance provided in Clauses 10.4.1, 10.4.2 and 10.4.3 above. A risk assessment shall comprise

a) a risk analysis (i.e. the systematic use of available information to identify and analyse hazards and to estimate the risks they pose); and

- a risk evaluation (i.e. the process of determining whether a tolerable level of risk has been achieved).

The risk assessment shall identify the operational risks; the primary hazards faced by a weapons collection programme; and factors that can increase the risk posed by primary hazards (see Clauses 10.4.2 and 10.4.3).

The operational risks faced by a weapons collection programme shall be updated and communicated to the relevant parties as appropriate throughout the programme.

If a risk assessment finds that the actual level of risk is above the level of tolerable risk, action shall be taken to reduce the level of risk (see Clause 10.4.5).

Even when risk reduction activities have diminished risk to a tolerable level, residual risk will remain since it is not possible to ensure 100 percent safety when collecting weapons and ammunition. All reasonable efforts shall be made to achieve the lowest possible level of residual risk.

10.4.5 Risk reduction

The risks associated with weapons and ammunition collection shall be reduced by

a) incorporating risk education in the awareness-raising component of a collection programme (see Clause 11.1);

b) the use of safe standard operating procedures – derived from this document as well as from MOSAIC 05.20, *Stockpile management: Weapons*, MOSAIC 05.50, *Destruction: Weapons*, and the *International Ammunition Technical Guidelines* (IATG) – governing

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1) collection,

2) storage,

3) transportation, and

4) destruction;

c) adequate training for collection staff on following standard operating procedures and safe work practices;

d) effective management and supervision of staff;

e) the use of equipment with inherently safe design; and

f) the use of appropriate personal protective equipment.

10.4.6 Further guidance

Annex B contains further guidance on risk management.

Annexes C, D, E, F and G contain further guidance on explosive hazards.

10.5 Mobilising resources

10.5.1 General

A collection programme should not be initiated until all of the resources necessary for its successful completion have been secured. This includes resources that will be necessary to

a) raise awareness in advance of collection;

b) physically collect weapons and ammunition;

c) store and transport weapons and ammunition;

d) dispose of weapons and ammunition;

e) deliver promised incentives; and

f) evaluate the programme.

10.5.2 Types of resources

The types of resources, broadly defined, that will be required include

a) financial resources;

b) human resources;

c) logistical capacity;

d) support of the communities being addressed; and

- support of relevant government agencies (in particular Ministries responsible for justice and the interior).

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10.5.3 Sources

Resources should include mix of cash and in-kind contributions from variety of supporters and stakeholders, including

a) the organisation(s) leading the initiative;

b) local and national government;

c) local stakeholders (including businesses, NGOs, community groups, churches, etc.); and

- external donors (including foreign governments, regional and international organisations, private foundations, etc.).

10.6 Staffing and management

10.6.1 General

A weapons collection programme shall be adequately staffed to carry out its administrative and technical functions.

The management of a weapons collection programme shall ensure that clear lines of authority are established and maintained and that a clear division of labour is established among collection personnel.

10.6.2 Programme and administrative staff

A weapons collection programme should have access to an adequate number of programme and administrative staff capable of carrying out the following functions:

a) project and personnel management;

b) communications and outreach;

c) translation and interpretation;

d) financial and weapons accounting;

e) community liaison; and

f) social support (especially if it is expected that children or adolescents will relinquish weapons or ammunition).

The necessary number of programme and administrative staff should be determined and hired prior to initiating the collection programme.

10.6.3 Technical staff

A weapons collection programme shall have access to a sufficient number of specialists trained in the identification, evaluation, safe handling, storage, transport and destruction of weapons, ammunition and explosives; in particular

a) an appropriately qualified Technical Advisor (TA) should be appointed during the planning phase (see Annex F for sample terms of reference); and

b) an immediate Explosive Ordnance Disposal (EOD) response capability shall be established, (see Annex D).

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The necessary number of technical staff should be determined and hired prior to initiating the collection programme.

Detailed terms of reference should be developed for all technical personnel to be involved in the collection, including for locally employed staff.

All personnel involved in the physical collection of weapons and ammunition should enjoy the trust of the community from which weapons are being collected. In cases where such trust is uneven or otherwise in question, independent monitors should be invited to observe the collection process.

10.6.4 Independent monitors

10.6.4.1 Sources

Independent collection monitors, if required, should be drawn from community-based, non-governmental organisations that are widely regarded as independent by the communities in which they operate, e.g.

c) women's organisations;

d) chambers of commerce;

e) service clubs (e.g. Rotary, Lion’s, etc.);

f) faith-based groups; and/or

g) sporting organisations.

10.6.4.2 Roles

The roles played by independent collection monitors should include

a) being present in a highly visible manner at collection points (e.g. wearing recognisable insignia identifying their organisation); and

b) ensuring that

1) physical collection is being conducted in accordance with the procedures advertised during the awareness-raising phase (see Clause 11.1),

2) safety procedures are being followed during the collection process,

3) collected weapons are being

- recorded (see Clause 11.3) and
- securely stored and transported (see Clause 11.4), and

4) those handing in weapons are receiving the incentives to which they are entitled.

10.7 National legislation

Domestic laws governing the access of civilians to small arms and light weapons shall be used as a reference point when planning collection programmes. The objective of collection programmes is to remove illicit and unwanted small arms and light weapons from circulation while respecting the right of civilians to retain legal small arms for legitimate purposes in accordance with domestic law.

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Collection programmes should take place against a clearly defined legal background that distinguishes between legal and illegal weapons. Depending on the applicable laws, weapons may be illegal if they are

a) unlicensed;

b) unregistered; or

c) ineligible for either licensing or registration, e.g.

    1) categories of weapons that civilians are prohibited by law from possessing (e.g. light weapons, automatic weapons, etc.), or

    2) weapons held by individuals who are prohibited by law from possessing them (e.g. convicted criminals, minors, etc.).

Often, however, the legal background to a weapons collection programme can be less than well defined, due to the fact that national legislation regulating civilian access to small arms and light weapons is ambiguous, contradictory or non-existent.

Generally speaking, however, under a weapons collection programme,

d) civilians who possess legal small arms (i.e. licensed and/or registered in accordance with the law) may choose to

    1) retain them, or

    2) relinquish them voluntarily if they are no longer wanted;

e) civilians who possess illicit small arms that are eligible for licensing/registration may choose to

    1) apply to licence and/or register them, or

    2) relinquish them; and

f) civilians who possess illicit small arms or light weapons that are ineligible for licensing or registration shall be required to relinquish them.

10.8 Amnesties

10.8.1 General

An amnesty should be used as part of a weapons and ammunition collection initiative.

An amnesty is a legal measure that prospectively bars the criminal prosecution, for illegal weapons possession, of individuals who voluntarily relinquish illegal small arms, light weapons or ammunition during the course of a weapons collection programme.

Amnesties can be enacted by executive decree or proclamation, or by parliamentary enactment into law.

Amnesties shall be applied in accordance with the provisions of OHCHR, *Rule of Law Tools for Post Conflict States: Amnesties* (Office of the United Nations High Commissioner for Human Rights).

10.8.2 Limits

An amnesty applied in the context of weapons collection should provide immunity from prosecution only for the illegal possession of weapons or ammunition. The immunity conferred by the amnesty should not extend to other crimes. Amnesties shall not

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a) prevent the prosecution of individuals who may be legally responsible for war crimes, genocide, crimes against humanity or other gross violations of human rights;

b) restrict the right of victims of violations of human rights or of war crimes to an effective remedy and reparations; or

c) impede either victims' or societies' right to know the truth about such violations.

10.8.3 Law enforcement

An amnesty will be most effective if the negative incentive it provides to individuals (i.e. prosecution for illegal weapons possession following the amnesty) is credible. In order to maximize this credibility,

a) the government's intention to strictly enforce the law on weapons possession following the expiration of an amnesty shall be clearly communicated to the civilian population in question; and

b) law enforcement agencies shall prioritise the strict enforcement of the law following the expiration of the amnesty.

10.8.4 Application

An amnesty should be used as part of a weapons collection initiative, since it provides both a positive incentive (temporary immunity from prosecution) and a negative incentive (likely prosecution due to stricter enforcement of the law following the amnesty) to individuals to relinquish illegal weapons and ammunition during a set time period.

10.8.5 Anonymity

Anonymity is essential to the effectiveness of a weapons collection programme since it increases the confidence of those considering relinquishment that they will not be personally linked to the possession of illegal weapons or ammunition.

The weapons collection programme shall ensure the anonymity of persons relinquishing weapons and ammunition. To ensure the anonymity of persons relinquishing weapons and ammunition, the following measures shall be taken.

a) Participants shall not be required to provide any personal information (e.g. name, address, occupation, contact details, etc.); or

b) Participants shall not be required to provide any details related to how or why they came to possess the weapon or ammunition.

For the weapons collection initiative to adhere to the principle of anonymity, a policy of "no questions-asked" shall be observed by programme staff. This policy shall be clearly communicated to the communities being addressed by the collection initiative during the awareness-raising phase that precedes and accompanies the physical collection of weapons and ammunition (see Clause 11.1).

In situations where those relinquishing arms or ammunition face possible reprisals from individuals or groups that do not support the collection process, special measures shall be taken to enhance the anonymity of the collection process, e.g. by locating weapons collection points away from public view.

10.8.6 Duration

An amnesty should be limited in duration to the physical collection phase of a weapons collection programme.

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10.9 Selecting appropriate weapons collection points

Weapons collection points (WCPs) should be

a) well known;

b) easy to reach; and

c) perceived as neutral by those expected to relinquish weapons;

d) spacious enough to allow for appropriate safety distances.

Weapons collection points should conform to the schematic layout contained in Annex E. Places of worship and community centres may be used. Police and military facilities may be used if there is a high level of public trust in these institutions.

10.10 Timing and duration

The timing and duration of a weapons collection programme may be influenced by a number of factors. Timing may be determined by such factors as

a) externally imposed deadlines (e.g. forthcoming elections);

b) significant milestones in a peace process (e.g. the signing of a peace agreement); or

c) a shocking incident involving the misuse of weapons.

When determining the duration of a weapons collection programme , the following should be taken into account:

a) the estimated number of weapons to be collected; and

b) the geographic area to be covered.

Taking such constraints into consideration, a weapons collection programme should be long enough to

c) run an effective awareness-raising campaign in advance of and during the physical collection of weapons;

d) meet the collection targets of the programme; and

e) build confidence among reluctant potential participants, including by holding public destruction ceremonies during the collection phase.

As a general rule, a weapons collection programme should not last for less than 4 months.

NOTE It should also be borne in mind that, generally speaking, about two thirds of the total amount of relinquished weapons and ammunition tend to be handed in during the final third of a weapons collection programme.

10.11 Choosing incentives

10.11.1 General

Incentives are inducements provided by weapons collection programmes that are designed to motivate individuals – or communities as a whole – to relinquish small arms, light weapons and their ammunition (see Clause 7.2 for important guidance regarding the use of incentives to encourage the relinquishment of small arms and light weapons ammunition).

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In the planning phase, benefits and drawbacks of an incentives programme should be evaluated, taking into account the longer-term objectives of the broader SALW control programme to which the collection initiative is contributing. An evaluation of benefits and drawbacks should take into account the context in which the weapons programme takes place. This can include community and conflict dynamics, the political and economic situation, ongoing or lack of development programmes, existence of relevant infrastructure to deliver incentives, etc.

An evaluation should also include:

a) benefits, drawbacks, risks and preconditions for different types of incentives programmes;

b) which incentive types would be effective in motivating the individuals or communities being addressed to relinquish weapons and ammunition;

c) whether the incentive programme is affordable in relation to available programme resources.

If an incentives programme for the relinquishment of SALW and their ammunition is implemented, the types of weapons and ammunition that are eligible for an incentives programme should be defined. Incentives shall not be offered for the relinquishment of highly hazardous ammunition or explosives (see Clause 7.2).

10.11.2 Positive and negative incentives

Positive incentives offer rewards in return for the relinquishment of small arms, light weapons and their ammunition. Negative incentives threaten deferred sanctions (i.e. sanctions that will be applied at a later date) if illegal weapons and ammunition are not relinquished during the course of the collection programme.

In order to maximize the effectiveness of a weapons collection programme, a combination of positive and negative incentives should be offered.

10.11.3 Individual and collective incentives

10.11.3.1 General

Incentives may be directed at individuals or at communities as a whole.

10.11.3.2 Individual incentives

Positive individual incentives should be used with caution, since they carry with them a number of potential disadvantages that can undermine the effectiveness of collection efforts (see Clause 7.3).

For example, positive individual incentives can

a) be perceived by communities as rewarding those who have held illegal weapons and who may have used them for illegal purposes, including to commit human rights abuses; and

b) create a demand for weapons and ammunition among communities if the incentive being offered to individuals to relinquish weapons and ammunition is worth more than the cost of acquiring them.

Positive, individual incentives can, however, be appropriate and effective in situations where individuals have to be compensated for relinquishing legally acquired personal property – for example, situations in which

c) a tightening of national legislation regulating the civilian possession of small arms necessitates the collection of newly-illegal weapons from individuals who, up until the law was changed, held them legally; or

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d) one of the aims of the collection programme is to collect legally held small arms from individuals who no longer wish to retain them.

10.11.3.3 Collective incentives

Collective incentives are directed at communities as a whole, rather than at individuals within them. Collective incentives have many advantages, including

a) benefitting a community as a whole, rather than only the individuals within a community that possess weapons and ammunition (and may have used them illegally);

b) encouraging cooperation between different segments of society; and

c) encouraging communities to work together to achieve objectives, thus strengthening social cohesion and the capacity for collective action.

Collective incentives should be preferred over individual incentives. However, since they are not mutually exclusive, individual and collective incentives may be used in combination.

10.11.4 Examples of incentives

Examples of positive incentives include

a) (targeted at individuals)

1) cash,

2) food,

3) tools,

4) construction material;

5) consumer goods,

6) micro-credit;

7) exemption from legal prosecution (see Clause 10.8); and

8) lotteries.

NOTE While lotteries can add a sense of excitement to a collection programme and thereby increase participation, they also carry the risk of creating jealousy and exposing the winner to attack or robbery.

b) (targeted at communities)

1) community infrastructure development (e.g. water, sanitation, transport, etc.);

2) education facilities (e.g. schools, school equipment, computers, etc.);

3) public health facilities (e.g. hospitals, medical equipment, medicines, medical training, etc.)

4) facilities for youth recreation and training (e.g. playgrounds, playing fields, facilities for sport, music, art, etc.).

Examples of negative incentives include

c) (targeted at individuals)

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1) strict enforcement of the law governing civilian possession of small arms following the end of the collection programme;

d) (targeted at communities)

1) not qualifying for community development assistance unless a minimum number of weapons and ammunition are relinquished; and

2) losing a share of community development assistance if a competing community relinquishes more weapons and ammunition.

11 Implementation

11.1 Awareness-raising

11.1.1 Sensitization and communication

As a first step in the implementation of a weapons collection programme, an awareness-raising campaign shall be conducted in the communities being addressed, in accordance with MOSAIC 04.30, *Raising awareness of the need for small arms and light weapons control*. The campaign should

a) sensitise the communities being addressed to the risks associated with the widespread availability and misuse of small arms and light weapons; and

b) clearly communicate to the communities being addressed

1) the goals and objectives of the collection programme,

2) the start- and end-dates of the physical collection,

3) the types of weapons and ammunition being collected,

4) the types of ammunition that should not be handled under any circumstances (see Clause 11.1.2),

5) the details of the amnesty (and the legal consequences of not taking advantage of it),

6) the incentives being offered in return for relinquishing small arms, light weapons and their ammunition;

7) the location and opening hours of weapons collection points,

8) safety information related to handling and handing in weapons and ammunition (see Clause 11.1.3), and

9) the means by which collected weapons and ammunition will be disposed of (see Clause 11.5).

11.1.2 Risk education and risk reduction

The awareness-raising component of a weapons collection programme shall educate the communities being addressed about the risks inherent in handling, transporting and handing in small arms, light weapons, ammunition and explosives. The awareness-raising component shall clearly communicate to the communities being addressed

a) that small arms and light weapons are to be handed in

1) unloaded (i.e. without a round of ammunition in the firing chamber),

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2) with their magazines detached, and

3) with the action open in order to facilitate inspection of the chamber by collection staff; and

b) the types of weapons, ammunition and explosives that are not to be interacted with or handed in under any circumstances, including

1) weapons with ammunition lodged in the firing chamber,

2) unexploded and abandoned ordnance (e.g. mortars, hand grenades, artillery shells, etc.),

3) landmines,

4) improvised explosive devices,

5) fuzes,

6) detonators, and

7) any other ammunition that

- contains high explosive (e.g. mortar bombs, artillery shells, grenades, rockets, etc),
- is damaged or degraded, or
- has a calibre greater than 20mm.

Communities shall be instructed not to interact with such items and to report their location to the collection team. When such items are reported, the Explosive Ordnance Disposal (EOD) specialist shall inspect them in situ in order to determine if they are safe to move.

If the EOD specialist determines that the items are not safe to move, they shall be destroyed in situ, or as close to it as is practically possible, by an EOD team acting under the advice and control of the EOD specialist who conducted the initial inspection.

The EOD team and the local authorities shall ensure that members of the community keep a safe physical distance from potentially dangerous items from their discovery through to their disposal.

11.1.3 Safety cards and posters

Safety cards and posters, in appropriate languages and, where appropriate, adapted to specific target audiences, shall be disseminated in the communities being addressed during the awareness-raising phase and during the physical collection phase of a weapons collection programme. These should provide easily understood, low-level technical guidance on safe interaction with weapons and ammunition that can be followed without specialist tools or equipment (see Annex G for samples of safety cards).

11.1.4 Duration

The awareness-raising component of a weapons collection programme should begin in advance of, and should continue throughout, the physical collection phase.

During the physical collection phase, the programme should provide regular updates to the communities being addressed on the quantities of weapons and ammunition that have been collected and destroyed to date.

An awareness-raising campaign that is sustained throughout the physical collection process can contribute to increasing the numbers of weapons collected.

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11.2 Physical collection

11.2.1 Collection points

Small arms, light weapons and their ammunition should be handed in at collection points that have been selected according to the criteria set out in Clause 10.9.

A collection point should be laid out in accordance with the template contained in Annex E.

Collection points may be mobile or fixed.

11.2.2 Separation of weapons and ammunition

Weapons and ammunition shall be handed in at two separate collection points, which should be

a) clearly indicated with signs (e.g. “weapons only” and “ammunition only”), and

b) separated from one another by at least 100m.

Clear indications shall be provided to individuals wishing to hand in both weapons and ammunition that they should hand in

c) ammunition first and

d) weapons second.

11.2.3 Staffing of collection points

A collection point shall be staffed with a sufficient number of appropriately qualified individuals to deal with

a) the quantities and types of weapons and ammunition that are expected to be handed in; and

b) particularly hazardous items that might be handed in despite warnings issued (e.g. explosives, degraded ammunition, weapons with ammunition lodged in the firing chamber, etc.).

The following staff shall be present at each collection point:

c) a local representative who enjoys the trust of the community (e.g. a community leader, health worker, member of a respected local NGO, etc.), who should be responsible for

    1) liaising with those handing in weapons and ammunition,

    2) liaising with any media that might be present, and

    3) providing interpretation and translations services between the local population and collection staff;

d) a small arms and light weapons Technical Advisor (see Annex F for terms of reference);

e) an Explosive Ordnance Disposal team;

f) a medical team qualified and equipped to treat penetrating trauma; and

g) facilitators capable of interacting appropriately with any groups requiring special attention that are expected to relinquish weapons or ammunition (e.g. social workers with experience and expertise in interacting with children and adolescents in an age-appropriate manner).

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Only authorized collection staff shall be allowed in the area behind the weapons and ammunition collection points, i.e. in the area containing the weapons and ammunition safety and storage areas (see Annex E).

11.2.4 Handing in of ammunition

Qualified technical staff shall be present whenever any ammunition is handed in.

Individuals handing in ammunition at the ammunition collection point who are also carrying weapons shall

a) have a safety check carried out on each ammunition by a qualified member of the collection staff, in accordance with Clause 11.2.7;

b) be given an explanation of the collection process,

c) if individual incentives are being used, be provided with the incentive (or a voucher to obtain it, along with instructions on how to redeem the voucher), and

d) after handing in the ammunition, be thanked and directed to the weapons collection point.

11.2.5 Handing in of weapons

Qualified technical staff shall be present whenever any weapons are handed in.

Individuals handing in weapons at the weapons collection point shall

a) have a safety check carried out on each weapon by a qualified member of the collection staff, in accordance with Clause 11.2.7;

b) be given an explanation of the collection process,

c) if individual incentives are being used, be provided with the incentive (or a voucher to obtain it, along with instructions on how to redeem the voucher), and

d) after handing in the weapon, be thanked and invited to leave the weapons collection area.

11.2.6 Ammunition safety checks

Ammunition shall be handed over at a safe distance from communities. A safety check of any ammunition shall be conducted immediately upon being handed over. If the ammunition handed over has been assessed safe to move, then the ammunition should be moved immediately to a safety area located at least 100m behind the ammunition collection point.

Ammunition that has been assessed not safe to move shall be dealt with by the Explosive Ordnance Team in accordance with IMAS and national mine action standards or national regulations.

11.2.7 Weapon safety checks

Weapons that are handed in shall be moved immediately to a safety area located at least 50m behind the weapons collection point, where a safety check shall be conducted by qualified collection staff.

A weapon safety check shall ensure that

a) the weapon is unloaded.

b) the magazine is detached; and

c) the safety mechanism is set to “safe.”

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A weapon that is found to be unsafe and that cannot immediately be rendered safe (e.g. a weapon with ammunition lodged in its firing chamber) shall be

d) rendered as safe as possible;

e) clearly labelled as dangerous; and

f) moved immediately to the ammunition safety check area for evaluation by the Technical Advisor.

11.3 Recordkeeping

11.3.1 Industrially produced weapons

For each weapon that is handed in, as much of the following information as possible shall be recorded after a safety check has been carried out and before the weapon is moved to the weapons storage area.

a) make,

b) model,

c) calibre,

d) serial number, and

e) country of manufacture or most recent import (if provided by the markings on the weapon).

11.3.2 Craft weapons

If a weapon is suspected of having been produced by a small-scale artisan gunsmith (i.e. is the result of craft production), the following information should be recorded:

a) make and model of the weapon used as the template for the craft weapon, if applicable;

b) if no template was used, a brief description of the weapon;

c) calibre;

d) any identifying marks that may be on the weapon; and

e) the designation “craft weapon.”

11.3.3 Database

This information should be recorded in an electronic database. Where this is not possible, it may be recorded on paper. If paper records are used, they should be transferred to an electronic database as soon as practicable.

11.3.4 Photographs

For each weapon, a high-resolution, electronic photograph of the entire weapon, as well as a close-up photograph of any markings on the frame of the weapon, should be taken and added to the weapon’s entry in the database.

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11.3.5 Tracing requests

International trace requests may be initiated for weapons that are suspected of having been illicitly trafficked into the country. Such requests should be carried out in accordance with MOSAIC 05.31, *Tracing illicit small arms and light weapons*.

11.4 Storage and transportation

Collected small arms, light weapons and ammunition shall be

a) securely stored and transported, in accordance with

   1) MOSAIC 05.20, *Stockpile management: Weapons*,

   2) IATG 04.10, *Field and temporary storage*, and

   3) IATG 08.10, *Transport of ammunition*; and

b) stored for the minimum time necessary to arrange for their disposal.

If hazardous ammunition and explosive devices have to be stored and transported without adequate storage or transport capacity, technical guidance may be found in

a) SEESAC Emergency Protocol (EP1): *Small unit storage of ammunition and explosives in emergency conditions*; and

- SEESAC Emergency Protocol (EP2): *Transport of small quantities of ammunition and explosives for final destruction.*

11.5 Disposal

11.5.1 General

Small arms, light weapons and their ammunition shall be disposed of in the manner advertised during the awareness-raising phase of the collection programme (see Clause 11.1).

11.5.2 Destruction

Collected small arms, light weapons and ammunition should be disposed of through destruction, in accordance with

a) MOSAIC 05.50, *Destruction: Weapons;* and

- IATG 10.10 *Demilitarization and destruction of conventional ammunition*.

Destruction is the only means of permanently removing illicit weapons and ammunition from circulation and thus ruling out their future diversion back into the illicit market. The destruction of collected weapons and ammunition also serves to boost public confidence in the collection process.

Collected weapons should be destroyed in public ceremonies in the areas in which they were collected. As many as possible should be destroyed during the course of the physical collection phase, in order to boost public confidence in the programme and to encourage other potential participants to hand in weapons and ammunition.

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11.5.3 Other methods of disposal

11.5.3.1 Reintegration into State stockpiles

Collected weapons and ammunition that were formerly the property of State armed forces (e.g. weapons and ammunition that were diverted from State stockpiles, looted during public unrest, etc.) may be disposed of by being reintegrated into State stockpiles. Where they are not already, such weapons shall be marked in accordance with MOSAIC 05.30, *Marking and recordkeeping* and managed according to MOSAIC 05.20, *Stockpile management: Weapons*.

11.5.3.2 Incorporation into State firearms reference collections

A well represented firearms reference collection is an essential tool for government firearms examiners and forensic science service providers.

The national authority responsible for maintaining the State's firearms reference collection should review collected weapons prior to their destruction in order to select any relevant and representative specimens that would enhance the State's firearms reference collection.

11.5.3.3 Acquisition by museums

Since historically significant small arms and light weapons can be relinquished during collection programmes, recognised national, state and local museums may be allowed to review collected weapons prior to their destruction and to acquire examples of collected weapons that are antique, rare or that otherwise possess historical significance.

Before being acquired by a museum, such weapons shall be deactivated (see MOSAIC 05.55, *Permanent deactivation of SALW*).

NOTE Museum collections of small arms and light weapons are often consulted by law enforcement and other government officials conducting research related to the identification and tracing of illicit weapons and are thus a valuable resource in the fight against their illicit trade.

12 Evaluation

Following completion, a weapons collection programme shall be evaluated in accordance with MOSAIC 04.40, *Monitoring, evaluation and reporting*.

A representative sample of members of the communities addressed by the collection programme shall participate in the evaluation (see Clause 5.5).

At a minimum, an evaluation of a weapons collection programme should

a) explain why the programme was conducted, based on the findings of the preliminary assessment (see Clause 9);

b) re-state the programme's original goals and objectives (see Clause 10.2);

c) provide an overall description of the programme;

d) account for funds received and expended;

e) verify the quantities of weapons and ammunition that were

   1) collected,

   2) destroyed, and

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3) disposed of by means other than destruction;

f) assess the degree to which the original goals and objectives of the programme were achieved;

g) document and analyse any unexpected impacts of the collection programme; and

h) identify lessons learned for the future.

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Annex A
(normative)

Small arms and light weapons survey – information requirements for collection programmes

SERIAL	CRITICAL INFORMATION REQUIREMENT (CIR)	OPEN SOURCES				HUMAN SOURCES				LIAISON SOURCES				TECHNICAL SOURCES [2]		
		Media	Internet	UN and IO Reports	Injury Surveillance	Civil Authorities	Civilians / Household Surveys	Journalists	Refugees	Community Liaison / Focus Groups	Embassies and Attachés	Deployed Military Forces	International Observers	IMINT [3]	SIGINT [4]	ELINT [5]
WEAPONS POSSESSION AND PROLIFERATION																
1.	What are the approximate numbers and types of weapons present in the area being addressed?			X		X	X		X	X		X	X		X	
2.	What is the profile of those who hold weapons (disaggregated by gender, age and social group)?			X	X	X	X		X	X		X	X			
3.	What group and social motivations underpin weapons possession, e.g. status, masculinity, self-protection, livelihoods, etc? (disaggregated by gender, age and social group).	X	X	X			X	X	X	X						
4.	Are there weapons caches and, if so, where?	X		X	X	X		X	X		X	X	X	X	X	X
5.	What are the weapons supply routes and mechanisms?			X		X	X	X	X		X	X	X		X	
6.	Is there a national inventory or register of small arms?		X	X		X					X		X			

[2] Dependent on capability of deployed military or UN force, and their willingness to share information.
[3] Imagery intelligence.
[4] Signal intelligence.
[5] Electronic intelligence.

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SERIAL	CRITICAL INFORMATION REQUIREMENT (CIR)	OPEN SOURCES				HUMAN SOURCES				LIAISON SOURCES				TECHNICAL SOURCES [2]		
		Media	Internet	UN and IO Reports	Injury Surveillance	Civil Authorities	Civilians / Household Surveys	Journalists	Refugees	Community Liaison / Focus Groups	Embassies and Attachés	Deployed Military Forces	International Observers	IMINT [3]	SIGINT [4]	ELINT [5]
7.	What are the applicable laws governing the access of civilians to small arms and light weapons?		X	X		X					X		X			
8.	Is there an indigenous capacity to produce weapons, ammunition and explosives?	X	X	X	X	X		X		X	X	X	X		X	
9.	What is the broader security context in the area being addressed?	X	X	X		X		X			X	X	X		X	
10.	What is the level of trust in and capacity of law enforcement agencies to provide for the security of communities?			X		X	X	X		X			X			
WEAPON IMPACTS																
11.	What impacts are weapons having on individuals and communities in the area being addressed (disaggregated by gender, age and social group)?	X	X	X	X	X	X	X	X	X						
12.	Are there records of casualties/deaths inflicted by small arms and light weapons (disaggregated by gender, age and social group)?	X	X	X	X	X				X		X				
13.	Are there records of small arms and light weapons being used in crime?	X	X	X		X						X				
14.	What types of weapons are most often misused?	X	X		X	X	X		X	X		X	X			
15.	What is the profile of those most likely to misuse weapons (disaggregated by gender, age, and social group)?	X		X	X	X				X		X				
16.	What is the prevailing cultural attitude towards weapons (i.e. is it, on average, positively or negatively disposed to weapons possession and use)?	X				X	X	X	X	X						
17.	Is there public support for the goal of weapons reduction?	X				X	X	X	X	X						

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Annex B
(normative)

Risk management

B.1 Scope

This Annex provides guidance on risk management and its application to weapons collection programmes.

A critical element of a weapons collection programme should be the implementation of a robust, effective and integrated risk management system in accordance with ISO Guide 51, *Safety aspects – Guidelines for their inclusion in standards*. This system should cover both organizational and collection processes.

B.2 Background

The target of weapons collection programmes is the safe, effective and efficient collection of weapons and ammunition. The primary hazards inherent in the collection process are outlined in Clause 10.4.3.

Weapons collection programmes shall aim to achieve zero casualties during the collection process. The objective of risk management is to promote a culture in which the collection organization seeks to achieve this target by

a) developing and applying appropriate management procedures;

b) training collection staff and managers and continually improving their skills; and

c) implementing safe, effective and efficient operational procedures.

When determining the level of resources to be committed to a weapons collection operation, due consideration shall be given to the risks to which collection personnel and participating civilians will be exposed during the collection process.

This annex aims to integrate risk management into the international standard to which it is attached, so that compliance with the standard will automatically mean that elements of the risk management process are being followed. This should be supported by the development of formal risk assessments.

B.3 The concept of safety

Safety is achieved by reducing risk to a tolerable level, which is defined by MOSAIC as tolerable risk. There can be no absolute safety; the risk that will always remain is the residual risk.

Therefore, in the context of small arms and light weapons control, the collection of weapons and ammunition can never be absolutely safe; it can only be relatively safe. This is an inevitable fact. It does not mean that all efforts to ensure safety should not be made. It just means that we cannot prove, with 100% confidence, that absolute safety is being achieved. The risk and quality management systems recommended in MOSAIC aim to be as close to that 100% ideal confidence

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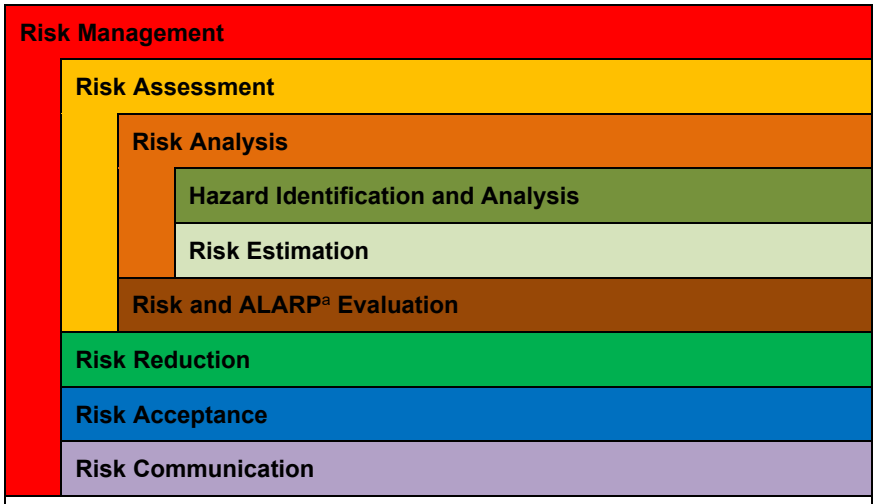
level as is realistically possible, whilst allowing collection organizations to determine what is the tolerable risk that they are prepared to accept in their particular environments.

B.4 Risk management

B.4.1 Components of risk management

The concept of risk management is sometimes misunderstood. Common misconceptions include, for example, the relationship between risk assessment and risk analysis. The following matrix identifies the relationship between the different components of risk management that shall be used in the MOSAIC series of standards:

Table B.1 – Risk Management Matrix



[a] As Low As Reasonably Practicable.

B.4.2 Determining tolerable risk

Tolerable risk is determined by the search for absolute safety contrasted with the primary hazards set out in Clause 10.4.3 and with such additional factors as

a) available resources;

b) the conventions of the society where weapons collection is taking place; and

c) cost effectiveness.

It follows that there is therefore a need to continually review the tolerable risk that underpins the concept behind weapons collection operations in a particular environment.

B.4.3 Risk assessment and reduction

Tolerable risk is achieved through the iterative process of risk assessment (risk analysis and risk evaluation) and risk reduction.

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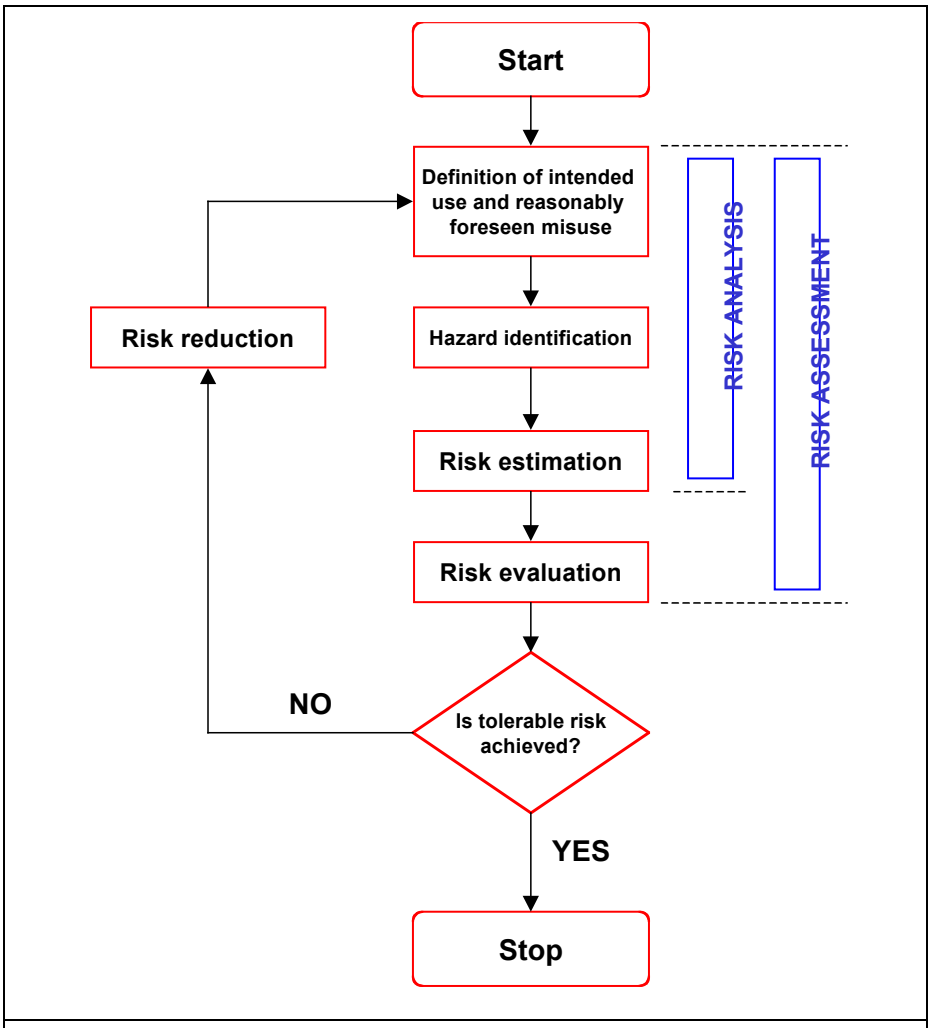
Table B.2 – Risk Management Process [a]



[a] Derived from ISO/IEC Guide 51:1999, Safety aspects – Guidelines for their inclusion in standards.

B.4.4 Achieving tolerable risk

Methods of reducing to a tolerable level the risks associated with collecting weapons and ammunition are set out in Clause 10.4.5. In addition, the following procedure should be used to reduce risk to a tolerable level:

a) identify the likely participants (i.e. collection staff, civilians relinquishing weapons and ammunition, official observers, media, invited guests, etc.) in the weapons collection process;

b) identify the intended use and assess the reasonably foreseeable misuse of the collection procedure;

c) identify each hazard (including any hazardous situation and harmful event) arising in all stages of the collection process;

d) estimate and evaluate the risk to each identified participant or group;

e) judge if that risk is tolerable (e.g. by comparison with other risks to the participant and with what is acceptable to society); and

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f) if the risk is not tolerable, reduce it until it is (e.g. by intensifying the awareness-raising component, changing the location of collection points, amending the collection procedure, etc.).

When conducting the risk reduction process, the order of priority should be as follows;

g) inherently safe design of weapons collection procedures;

h) utilization of appropriate protective equipment and systems; and

i) clear and unambiguous information for all participants in the collection process.

B.5 Conclusion

Quality is not a synonym for safety. The respective roles of quality management and risk management should not be confused. The success of weapons collection programmes depends on the integrated application of both quality management and risk management principles and procedures.

Those addressed by weapons collection programmes should be confident that the collection process is safe and that their personal safety and security needs have been adequately addressed. This requires management systems and collection procedures that are appropriate, effective, efficient and safe. Using best practice in risk and quality management will result in significant improvements to weapons collection operations.

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Annex C
(normative)

Explosive hazards

C.1 Scope

This Annex summarises explosive hazards that may be encountered during weapons collection operations and provides guidance on risk reduction measures.

C.2 Technical advice

Due to the inherent danger involved, the provision of sound advice and recommendations on interacting with unstable ammunition and explosives is necessarily a highly technical task. Military forces deployed in support of peace support operations — whether sponsored by the UN or a regional organisation — may not necessarily have the capability to provide such advice. Their skills may not be adequate to provide complete technical support to small arms and light weapons collection operations. For example, a soldier trained as an infantry engineer may have solid skills in weapons and explosives use and handling, but may have insufficient training in ammunition and explosive safety matters.

This Annex provided guidance on training and qualification requirements for those who provide critical advice on ammunition and explosives during weapons collection programmes. Recommended Terms of Reference (ToR) for a small arms and light weapons Technical Advisor are contained in Annex F.

C.3 Physical condition of ammunition and explosives

International best practices for the safe storage of ammunition and explosives are necessarily strict. They cover issues such as the type and construction of explosive storehouses, surveillance of ammunition in storage, the types of ammunition that can be stored together, fire prevention measures and operational standards to be followed (see the *International Ammunition Technical Guidelines*).

Local populations are unlikely to have the technical knowledge necessary to assess the conditions under which ammunition was stored before it was handed in as part of a weapons collection programme; e.g. whether it has deteriorated or the state its fusing systems are in. They may be unaware of the dangers that ammunition and explosives can pose if not properly stored. For example, if ammunition is improperly stored, it can be affected by ingress of moisture, exposure to temperature changes between day and night (diurnal cycling), etc. This can significantly affect the stability of ammunition and explosives to the degree that, under certain circumstances, they can become unsafe to handle.

C.4 Movement of ammunition and explosives

The International Ammunition Technical Guidelines (IATG) require that all ammunition and explosives in UN Hazard Divisions 1.1, 1.2 and 1.3 be certified as being ‘safe to move’ before being transported. Such certification can only be carried out by experts with specialised training in the science of explosives, the design of ammunition, and explosive safety principles, who are qualified to assess the physical condition, stability and safety of ammunition and explosives. This presents a challenge for weapons collection programmes. Ideally all explosives and all ammunition — apart from small arms ammunition in small quantities, which presents a low risk — should be certified as being safe to move

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before being transported to a collection point. This may not always be feasible, however. For this reason, simple safety cards and posters, providing practical safety information to communities, shall be disseminated in the communities being addressed as part of the awareness-raising component of a collection programme (see Clause 11.1.3 and Annex C.6).

C.5 Response to mine/UXO threat

There is always a risk, despite warnings not to do so, that civilians will move explosive ordnance (e.g. mines, grenades, shells, etc.) to collection points in order to remove such hazards from their homes or land. In order to address this risk, an Explosive Ordnance Disposal (EOD) response shall be planned in accordance with the International Mine Action Standards (IMAS, see also Annex D).

C.6 Safety guidelines

Guidelines on the safe movement of ammunition and explosives shall be provided to the communities addressed by collection programmes. Safety cards and posters containing such guidelines should contain the information set out in Annex G.

C.7 Explosion danger area

An explosion danger area shall be established around the explosives storage area of each collection point, in accordance with the Technical Note for Mine Action (TNMA) 10.20/01, *Estimation of explosion danger areas*.

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Annex D
(normative)

Explosive Ordnance Disposal (EOD) and Ammunition Technical support

D.1 General

In addition to the relinquishment of weapons and unproblematic small arms and light weapons ammunition, weapons collection programmes can lead to the return of unstable and inherently dangerous ammunition and explosives. Not only does this constitute a physical threat to human life, it can also constitute a threat to the entire collection process. Civilian casualties suffered during collection programmes have a negative effect on the credibility of the organizations conducting them, leading to a loss of confidence by local communities and possible withdrawal of consensual support for the collection process.

Appropriate weapons and explosive safety measures can significantly reduce the risk of incurring casualties during weapons collection programmes. Such safety measures require support from explosive ordnance disposal (EOD) and ammunition-qualified personnel. Integrating EOD and ammunition technical support into the collection programme from the beginning can save time, ensure a more efficient use of resources and significantly improve safety.

It is important to understand the differences between EOD and ammunition technical support. EOD personnel are qualified to dispose of explosive remnants of war (ERW) – i.e. unexploded ordnance (UXO) and abandoned explosive ordnance (AXO) – at the operational level. Ammunition technical personnel are qualified to provide additional support for the destruction of ammunition at the logistic level, as well as to advise on all aspects of ammunition storage and explosive safety. It is essential to consult the appropriate level of expertise for each component of a collection programme.

EXAMPLE An EOD technician will be highly unlikely to be able to provide the appropriate level of technical advice on the detailed risks of an undesired explosion in an ammunition storage area.

This Annex identifies technical areas where EOD and ammunition technical support can make a positive impact on the development and implementation of a weapons collection programme.

D.2 Achieving synergies in post-conflict settings

The technical complexity, vulnerability, inherent risks, wide distribution and large volume of ERW that can be found in post-conflict environments require that they be efficiently and expertly managed and that appropriate risk analysis be conducted. There are often specific concerns regarding the render safe, disposal, safe storage, handling and transport of ERW and these risks must be minimized, but must also be in accord with the operational environment. Sound technical advice and support at all levels are a prerequisite for the success of operations in such post-conflict environments. The balance and emphasis of this advice will depend on the quantity of ERW in the area, the perceived risk in theatre and the tempo of operations.

The explosive threat to communities in many post-conflict environments covers multiple main areas — mines, UXO, AXO, Improvised Explosive Devices (IEDs), small arms and light weapons, and stockpiles of conventional ammunition. The technical background and training of some of the EOD specialists deployed in mine action and ERW clearance operations can make them ideally suited to providing technical contributions to small arms and light weapons control programmes and, in particular, to weapons collection programmes.

Organisers of weapons collection programmes shall investigate potential synergies with programmes concerned with explosive safety in post-conflict environments, in order to make the most efficient use

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of scarce technical resources and to ensure that technical responsibilities are coordinated from the outset (see Clause 10.3).

D.3 Functional areas of EOD and ammunition technical support

The following are areas of technical advice and support that appropriately qualified EOD specialists and ammunition technical specialists can provide to weapons collection programmes (the degree of technical contribution shall be determined by the level of training and qualifications of the specialists).

a) Technical advice and support on planning and information gathering, including

   1) on the development of the collection plan;

   2) on risk management during all phases of programme development and implementation; and

   3) on assessing the technical capacity of locally available EOD and ammunition technical human resources.

b) Technical advice and support on conventional ammunition disposal, including

   1) on the development (and provision, if beyond local capacities) of an EOD response capability for the render safe of mines, UXO, AXO, Improvised Explosive Devices (IEDs), small arms and light weapons and degraded ammunition encountered during collection;

   2) on the development of a stockpile destruction system for large quantities of recovered ammunition and explosives; and

   3) on the development, through training, of locally available EOD capacities.

c) Technical advice and support on explosive safety, including on

   1) ammunition and explosive accounting;

   2) the calculation and establishment of danger areas at collection points;

   3) the conduct of ‘Safe to Move’ inspections of recovered ammunition and explosives;

   4) the safe movement and storage, surveillance and management of ammunition and explosives; and

   5) the development of safety messages to be used in the context of awareness-raising.

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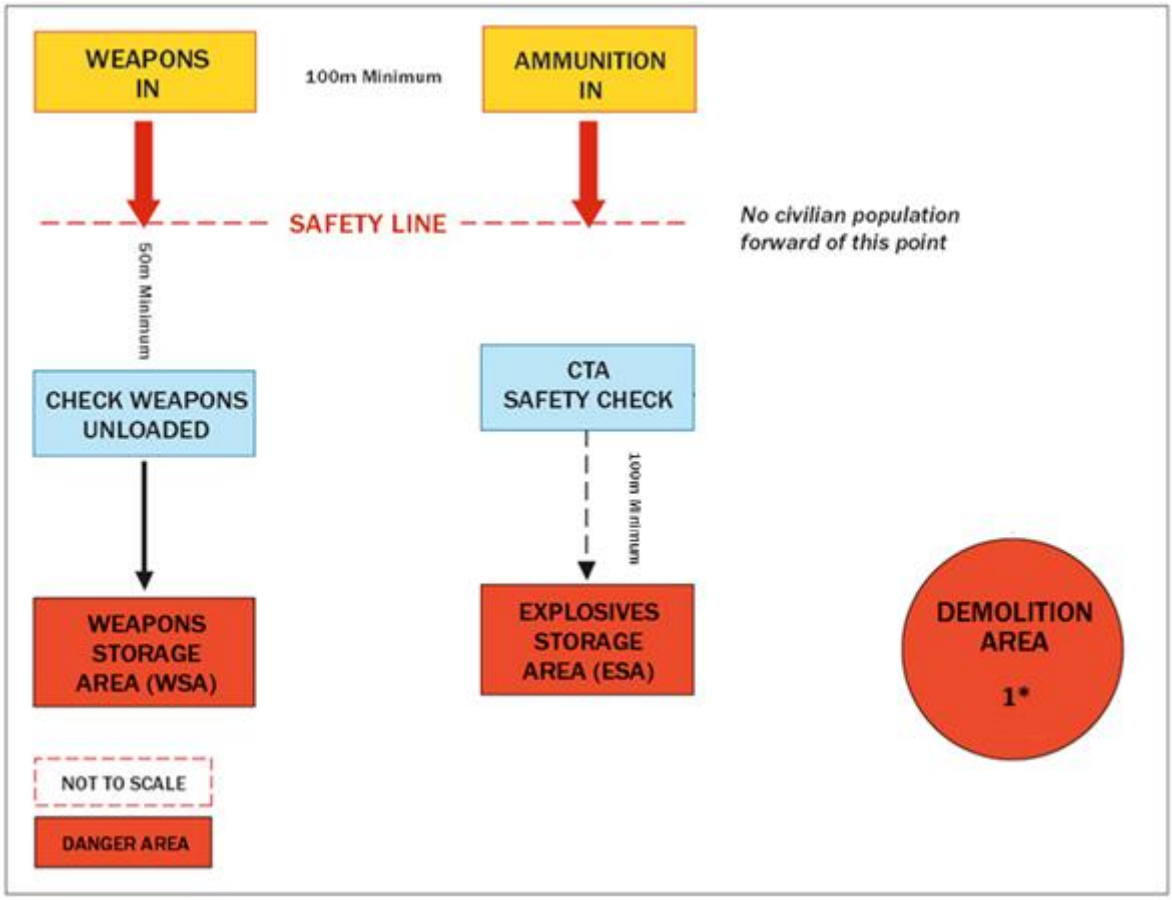
Annex E
(informative)

Schematic layout of a weapons collection point



1* The minimum safety distance shall be established based on the type and quantity of explosive ordnance likely to be encountered, as determined through the preliminary assessment (see 9.1)

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Annex F
(normative)

Sample terms of reference for a weapons collection Technical Advisor

I. Position Information	
Project:	Weapons Collection
Job Title:	Technical Advisor
Supervisor:	Head of Weapons Collection Programme
Duty Station:	
Duration:	
Contract:	

II. Organizational Context

[…]

III. Functions / Key Results Expected

Under the supervision of the Head of Weapons Collection, the Technical Advisor will be responsible for providing expert advice and building capacity in order to ensure safety during the collection of weapons, ammunition and explosives.

Tasks

The Technical Advisor will undertake a number of tasks, including:

- Provision of independent technical advice on weapons, ammunition and explosives.
- Provision of technical information to the collection team in order that informed management decisions may be taken.
- Assessment of the quality and condition of recovered weapons, ammunition and explosives.
- Establishment of 'render safe' procedures for unstable ammunition and explosives, where there is an immediate and direct risk to the civilian population or the weapons collection team.
- Development of written procedures and advice to ensure that government organizations and the civilian population (1) store and (2) transport recovered weapons, ammunition and explosives in as safe a manner as is technically possible.
- Act as the security liaison officer for the weapons collection programme.
- Implement, maintain and develop computer-based systems to record, analyze and report on collected weapons, ammunition and explosives.
- Develop plans to ensure
  - the safety and security of those relinquishing weapons;
  - the safety and security of collection staff;
  - the safety and security of collected weapons, ammunition and explosives; and
  - the security of information related to collected weapons ammunition and explosives.

IV. Impact of Results

Improved capacity to deliver a safe weapons collection programme with no casualties on the part of the collection team or the civilian population.

V. Competencies and Critical Success Factors

- Proven skills in communication, negotiation and management.
- Excellent administrative and project management skills.
- Communicates and works effectively and in close coordination with many individuals, groups and divisions to complete tasks.
- Demonstrates tact and diplomacy. Extensive experience in working with governments and the diplomatic community.

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VI. Qualifications	
Education:	Extensive formal training, to international best practices in: ▪ Ammunition storage (field and depot); ▪ Ammunition inspection and repair; ▪ Ammunition maintenance; ▪ Unit ammunition inspections; ▪ Explosive Ordnance Disposal (Conventional Munition Disposal) to IMAS Level 3.
Work experience:	**Essential** ▪ Over 5 years experience in working directly, at Team Leader level, in ammunition and explosive safety related environments. **Desirable** ▪ Operational experience within UN disarmament, DDR or small arms and light weapons control programmes. ▪ Formally qualified as an Ammunition Technical Officer (ATO).
Language requirements:	▪ Fluency in verbal and written […]. ▪ Knowledge of local language(s) would be an advantage.
Other:	Valid Passport with appropriate Visas.

VII. Candidate Proposals
Candidates should submit the following documentation for this post: ▪ Curriculum Vitae ▪ UN Form P 11 ▪ Cover Letter Candidates who do not supply all of the above documentation will not be considered for this post.

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Annex G
(normative)

Sample Safety cards

G.1 Addressed to the civilian population

SAFETY ADVICE

Weapons, ammunition and explosives are designed to kill and are very dangerous. Please follow these simple precautions in order to provide for your safety during the weapons collection process.

CHILDREN

At all times during the collection process, exercise appropriate supervision over your children in order to ensure that they are not harmed by weapons, ammunition or explosives.

AMMUNITION AND EXPLOSIVES

The following items are not to be brought to a collection point:

- Explosive ordnance, e.g. munitions that may include high explosive, including mines, mortar bombs, artillery shells, grenades, rockets, improvised explosive devices, etc.
- Ammunition of a calibre greater than 20mm; and
- Ammunition that has been stored in the open or that is visibly damaged or degraded.

The above-listed items are extremely dangerous. Do not touch them or bring them to a collection point. Instead, inform collection staff who will attend to their safe removal.

* * *

Small- and medium-calibre ammunition (e.g. intended for use in pistols, rifles and machine guns) up to a caliber of 20mm may be handed in at a collection point.

If you are handing in both weapons and ammunition, please proceed first to the ammunition collection point and then to the weapons collection point, both of which will be clearly marked.

WEAPONS

Never point a weapon at anyone, even when you are sure it is unloaded. Always assume that a weapon is loaded.

Put the weapon's safety mechanism in the "safe" position.

Remove the magazine from the weapon, if it has one.

Open the action and ensure that there is no ammunition in the breech of the weapon, i.e. that the weapon is unloaded.

If a round of ammunition is stuck in the breech of the weapon, do not bring it to a collection point. Instead, inform collection staff, who will arrange for it to be safely removed.

When handing in a weapon at a collection point, make it as easy as possible for the person accepting the weapon to verify that it is unloaded.

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G.2 Addressed to collection staff

SAFETY ADVICE

Weapons, ammunition and explosives are designed to kill and are inherently dangerous. The following simple safety procedures are designed to reduce the risk to collection staff and to the local population during the weapons collection process.

CHILDREN

Exercise particular care if a child or adolescent hands in a weapon or ammunition. Afford them priority at the weapons collection point and ensure that a member of staff with experience of interacting in an age-appropriate manner with children and adolescents is on hand to assist with the handover and to provide follow up support if necessary.

WEAPONS

Weapons handed in with ammunition stuck in the breech shall be clearly marked as dangerous, moved to the ammunition safety area, evaluated by the Technical Advisor and, if deemed necessary by the Technical Advisor, moved to the UXO demolition area.

Weapons shall be verified as unloaded before being placed in the weapons storage area.

The weapons and ammunition storage areas shall be secured at all times against access by unauthorised persons. The location of the storage areas shall not be advertised by signs or any other visible markings.

AMMUNITION AND EXPLOSIVES
Temporary Storage

During the collection programme, different types of ammunition and explosives may be handed in and may have to be stored temporarily. All ammunition and explosives shall be handled with the utmost care. They shall not be dropped, opened or tampered with.

Detonators shall be stored in separate containers from all other ammunition and explosives. The wires of loose detonators shall be twisted together. Where possible, there should be at least 10m separating detonators and all other ammunition and explosives.

Ammunition and explosives shall be stored in closed containers and shall not be stored in the same location as fuel or any other easily combustible material.

Safety pins on hand-grenades shall be securely taped into the “safe” position in order to prevent accidental removal.

Assessment of dangerous items

When informed of the location of dangerous items (e.g. UXO, high explosive ammunition or degraded ammunition), notify the Technical Advisor who will conduct an assessment of whether the items are safe to move.

Segregation of Ammunition

Ammunition should be segregated into four categories, each stored separately from the other (categories are based on the UN Hazard Classification system).

Category 1 Ammunition **High Explosive (HE) Risk** High capacity shells (HE) Grenades (HE) Demolition and bulk explosives Mortar bombs (HE) Rocket motors with warhead Detonators of all types	**Category 2 Ammunition** **Burning and Fragmentation Risk** Semi-armour piercing shell Cartridge cases with propellant 20mm – 37mm HE Shell and Rounds
Category 3 Ammunition **Burning Only Risk** Bagged propellant charges Loose propellant Rocket motor without warhead Pyrotechnics	**Category 4 Ammunition** **Little or No Risk** Small Arms Ammunition (<20mm)

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