

Problems arising on the accumulation of conventional ammunition stockpiles in surplus

**Presentation to the UN GGE on ammunition,
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1. Ammunition Marking

Giving the fact that most of ammunition diversion occurs from existing stocks, ammunition marking, with adequate registration and a tracing mechanism, would be a solution to better manage the stockpiles. It should include a unique lot number, the manufacturer's identity, as well as the country and year of manufacture and if possible, other information, i.e. end-user and calibre (as required in the new Brazilian legislation – N° 10,826/03).

Packaging for ammunition should include all this information, i.e. as required for the transport of dangerous goods guided by the regulations recommended by the UN Committee of Experts that is presented in the following paragraph:¹

Ammunition, would also serve as a tracer for illicit SALW as they are in permanent need of ammunition that is mainly manufactured legally. Having good traceability of ammunition would also ameliorate tracing of illicit firearms.

2. Transport of Dangerous goods

According to its report to the Secretary General on States views on ammunition stockpiles,² Serbia has adopted the globally harmonized system of the UN Committee on the transport of dangerous goods to increase the management of its conventional ammunition stockpiles.

The transport of dangerous goods is subject to international regulation. Ammunition is included in the list of dangerous goods together with explosive materials. These international model regulations seek first and foremost to guarantee public security as well as the security of personnel involved in the **transport and stockpiling** of these materials in the four transport categories (road, air, marine and rail). Moreover, they seek to heighten the degree of harmonisation between national and international practices.

The worldwide acceptance of this system for classifying, designating, packing, marking, labelling, and documenting dangerous goods has led to the simplification of transport and handling operations, including stockpiling, and accelerated the implementation of more

¹ See : <http://www.unece.org/trans/danger/danger.htm>

² UN Document, A/62/166, 27 July 2007, pp.18-19.

rigorous control measures. Elaborated by a United Nations Committee of experts in December 1996³, these conventions are revised and amended every two years, with amendments entering into force on 1 January every other year.⁴

All packages containing ammunition or explosives must be legibly and durably marked, in accordance with the provisions of the regulations; these markings must comprise, notably, a unique serial number, the year of transport, the weight of the package and information permitting the identification of the country that authorised the transport as well as the company that requested the authorisation. The regulations require that packages containing ammunition be marked with a United Nations acronym comprised of four numbers indicating the category and type of ammunition contained.

The United Nations Committee of experts also recommends that all companies operating in this area of activity must submit to at least one external control per year, the purpose of which is mainly to verify the legibility and durability of the inscriptions contained on their packaging.⁵

Moreover, manufacturers must ensure that internal controls are carried out on their packaging⁶ and must select from an external control organisation registered with the proper authorities.⁷ In this way, the conventions attribute direct responsibility to companies involved in this domain.

For road transport, for example, each company must produce an annual activity report which includes, *inter alia*, the classification of dangerous goods transported, loaded or unloaded, the terms of transport and expedition, and, in case of incident, a description of the anomalies observed.⁸

Manufacturers are therefore responsible for packing ammunition, explosives and other dangerous goods in such a way that they conform with the applicable model regulations, to apply appropriate markings and to maintain a registry of these for a minimum of five years. Moreover, notably as far as road transport is concerned, they must provide their clients, through their transport companies, with all documentation concerning the goods transferred (authorisations, certificates and other notices).

As for **transport companies**, they must ensure that the merchandise transported is accompanied by all necessary documentation and, if this is not the case, signal any infractions or anomalies observed concerning the load.

The **consignees** of a transaction are also obliged to refuse reception of any merchandise unaccompanied by the necessary technical documentation.

³ Committee of Experts on the Transport of Dangerous Goods of the United Nations Economic and Social Council. See « Recommendations on the Transport of Dangerous Goods », UN Model Regulation ref. ST/SG/AC10/1/rev.12, 15th revised edition, October 2007.

⁴ The existing normative framework includes amendments from 2005.

⁵ In certain countries, such as Belgium, when an offence has been committed, all packages produced since the last control are verified. Packages that do not conform to the regulations are destroyed.

⁶ The primary products used in the production of packages should, for instance, be traceable.

⁷ Several organisms exist in Europe. Examples include the *Institut Belge de l'Emballage* (IBE) in Belgium, the *Bureau des Vérifications techniques* (BVT) in France or the German *Bundesanstalt für Materialprüfung*.

⁸ These reports are generally written in cooperation with the personnel of the control agencies.

a. International regulations covering the transport of dangerous goods

There already exists a series of regional agreements concerning road transport.⁹ In Europe, an agreement involving approximately forty countries has been in place since 1968. Since the integration of relevant provisions set out in various different national legislations, the recommendations of the ADR¹⁰ are legally binding in numerous countries. In 1994, European Union member states adopted this document in the form of a European Directive, thereby bringing about the standardisation of national legislation in accordance with the international norms.¹¹ Up to that point in most EU member states there existed two sets of norms for road transport: one setting out provisions in force covering national transport, and the other for international transfers, with direct reference to the ADR.

For air, marine and rail transport, the recommendations of the UN Committee of experts are accepted worldwide and are considered to have the value of a convention.

b. The role of control organisms

Generally speaking, control organisms ensure that personnel involved in the transport of dangerous goods featured on the UN list are provided with training and have access to documentation regarding to the norms regulating this domain of activity. They also carry out tests for each new model packaging developed by producers with a view to delivering a certificate of approval.¹² Furthermore, control agencies play a key role in the conservation of data and information concerning the transport of dangerous goods.

c. Data conservation

The international regulations on the transport of dangerous goods require producers to keep all documents related to controls, especially those concerning the marking of packages, for a minimum of five years. As for control organisms, they are required to keep this information for the entire duration of use of a given type of packaging used in transport, at which point they are to be archived.

State authorities (for instance in Belgium) do not keep copies of this information but are entitled to access it through a request sent to the control organism. Control organisms ensure the conservation of information related to transport and only provide this information to the authorities in the event of a specific request, i.e. for an official investigation, thereby guaranteeing an important degree of confidentiality.

States can take advantage of existing structures, thereby reducing costs. It should be noted that these organisms function independently and their costs are covered by the clients on a contract by contract basis. For military items, States can establish their own structure with trained staff.

⁹ The regulation of road transport is particularly important since all transfers foresee at least one transfer by road before reaching its final destination.

¹⁰ European agreement on the international carriage of dangerous goods on road (ADR), signed in Geneva on 30 September 1957 under the auspices of the United Nations ECOSOC, and entered into force on 29 January 1968.

¹¹ European Directive n°94/55/CEE of 21 November 1994.

¹² These tests are mainly intended to verify the sturdiness of the packaging and its conformity with the security provisions foreseen in the international Conventions. This involves drop tests, stacking tests, testing for water and air tightness, internal (hydraulic) pressure, chemical compatibility and permeability.

The agreements on the transport of dangerous goods demonstrate that when such measures are justified on grounds of public security, governments are willing to accept a reduction in the level of confidentiality by actively engaging in an effective system that is globally accepted.

3. Developing best practices guidelines

Several works at the regional level exist on guidelines for ammunition stockpile management. More and more international instruments are accompanied with best practices guidelines on specific topics. It would also be desirable to consider best practices guidelines on ammunition stockpiles at the global level.

These guidelines could include ammunition marking practices, such as the Brazilian law and/or the regulations on the transport of dangerous goods. They should include that stockpiles be managed by specialized teams that would be responsible on movements from the stocks and would make regularly inventories and strict controls on the use. Stockpiles management should be preventive and proactive measures should be foreseen in case of suspicion of diversion.

ANNEXE :

CERTIFICATE OF APPROVAL WITH UN MARKINGS FOR THE TRANSPORT OF DANGEROUS GOODS (IBE/BVI - BELGIUM)

**MINISTRY OF TRANSPORT AND INFRASTRUCTURE
CO-ORDINATION COMMISSION FOR THE TRANSPORT
OF DANGEROUS GOODS**

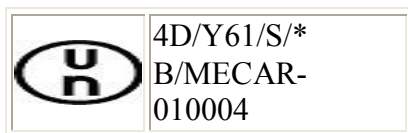
CERTIFICATE OF APPROVAL

The packaging of type 4D plywood box manufactured by Mekar s.a. – Petit-Roeulx-lez-Nivelles (B) and described in report n° G-01.003 issued by IBE-BVI is accepted for the transport by land (road and rail), by sea and by air of dangerous goods mentioned in following annex, within the limits prescribed in that annex.

Type-series packagings shall in every way be in conformity with the approved design type described in the above mentioned report and successfully pass all the tests specified in :

- the IMDG-Code, Annex I
- the European ADR-Agreement, appendix A5
- the International RID-Regulation, appendix V
- the ICAO Technical Instructions, part 7.

These packagings shall bear the following identification marking :



(*) The two first digits show the year of manufacture: 2001.

Packagings of types 1H and 3H shall also be appropriately marked with the month of manufacture; this may be marked on the packaging in a different place from the remainder of the marking.

The identification marking shall be indelible and preferably inscribed on one of the lateral sides of the packaging. The affixing of the marking shall not weaken the strength of the packaging.

The closing devices of the approved packagings shall be in accordance with those described in the report and bear the following identification mark :

If the closing devices are manufactured by subcontractors, the manufacturer to whom the certificate of approval was assigned remains directly responsible for the conformity of the whole packaging.

Any alteration of the above mentioned packaging (including the closing devices) or of its operating conditions implies the automatic cancellation of this certificate.

The Commission reserves at any time the right to invalidate this certificate.

Special requirements :

Inner packaging and cushioning material must be at least as efficient as those described in the report.

Annex : 3 pages

Brussels, 31.01.01

For the Administration for the Maritime for the Civil Aviation of Transport, Administration,

Ir. **Cl. RENARD**, Ing. **J. BOUCKENAERE**, Ing. **P. LECOMTE**

Adresses : Mecar s.a. Ministry of Economic Affairs
Rue Grinfaux, 50 Administration of the Quality&Security

B – 7181 PETIT_ROEULX_LEZ_NIVELLES

Ir.J.P.RICHOUX

ANNEX TO THE UN CERTIFICATE OF APPROVAL

Road and rail transport

Substances accepted for carriage and conditions for packing

Substances of the classes 1,3, 4.1, 4.2, 4.3, 5.1, 5.2, 6.1, 8 and 9

if allowed by the following marginals of the ADR/RID and under the conditions specified in these marginals :

2100 to 2105, 2300 to 2312, 2400 to 2412, 2430 to 2442, 2470 to 2482, 2500 to 2512, 2550 to 2559, 2600 to 2612, 2800 to 2812, 2900 to 2912 (ADR)

100 to 105, 300 to 312, 400 to 412, 430 to 442, 470 to 482, 500 to 512, 550 to 559, 600 to 612, 800 to 812, 900 to 912 (RID)

The following conditions must also be fulfilled :

Classification under the letters	max. relative density	max. vapour pressure at 50° C (kPa)	max. gross mass (kg)
a			
b			61
c			61

For products of class 1, the packaging shall also be approved by the Belgian Service of Explosives (Ministry of Economic Affairs)

For Sea transport

General conditions

- This packaging may only be used for the products for which this packaging is allowed in the IMDG-code and under the conditions specified in that code.
- The product may not attack the packaging (nor the closing devices).
- For products of class 1, the packaging shall also be approved by the "Ministry of Economic Affairs, Administration of the Quality and Security, Belgian service of Explosives, Bd.Emile Jacqmain 154, 1000 Brussels".
- The manufacturer must inform the user of the packaging and all persons, responsible for the loading and the stowing of the ship, of the conditions specified in this certificate.
- All accidents or events that may influence the security adversely during loading, during the voyage or during the unloading of the ship, shall reported to the Belgian Maritime Inspectorate.

Authorized Goods and Prescriptions for the Transport by Air

1. Combination packagings (outer packagings with inner packagings) and single packagings to be used for the transport of solids :

Classes 1*, 2, 3, 4, 5, 8 and 9 : Division 6.1

All the products authorized for transport by air according to table 2-14 of the ICAO Technical Instructions and for the maximum net quantities indicated in that table. The type of packaging covered by the certificate of approval (1A2, 4C1 and so on ...) must conform to the appropriate packaging instructions detailed in Part 3 of the ICAO Technical Instructions.

See part 3, Chapter 1 and Part 4, Chapters 2 and 3 of the ICAO Technical Instructions about the general packaging instructions, the marking and label specifications.

- products classified in the packing group(s) II and III

- gross mass authorized per package \leq 61 kg

* For this class, the package must also be approved by the :

Ministry of Economic Affairs

Bestuur van de Kwaliteit en Veiligheid/Administration de la Qualité et de la Sécurité

Service des Explosifs/Dienst der Springstoffen

Bd Emile Jacqmainlaan 154

1000 - BRUSSELS

2. Single packagings to be used for the transport of liquids

Classes 3, 8 and 9, divisions 4.3, 5.1 and 6.1

All the products authorized for transport by air according to table 2-14 of the ICAO Technical Instructions and for the maximum net quantities indicated in that table. The type of packaging covered by the certificate of approval (1A1, 3A1, 1H1 and so on ...) must conform to the appropriate packaging instructions detailed in Part 3 of the ICAO Technical Instructions.

See part 3, Chapter 1 and Part 4, Chapters 2 and 3 of the ICAO Technical Instructions about the general packaging instructions, the marking and label specifications.

- products are classified in the packing group(s) with a corresponding relative density \leq

- vapour pressure at 50° C \leq