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**Report to Congress Required by The Conference Report (H.Rpt. 109-265)
Accompanying the Foreign Operations, Export Financing, and Related
Programs Appropriations Act, 2006 (P.L. 109-102), Reference Direction to the
Senate Committee Report (S.Rpt. 109-96, Section 6126)**

Report on Small Arms Programs

UNITED STATES DEPARTMENT OF STATE
REVIEW AUTHORITY: THEODORE SELLIN
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EXECUTIVE SUMMARY

The Conference Report (H.Rpt. 109-265) accompanying the Foreign Operations, Export Financing, and Related Programs Appropriations Act, 2006 (P.L. 109-102), referencing Section 6126 of the Senate Committee Report (S.Rpt. 109-96) requires the Secretary of State to report to Congress, no later than 180 days after the date of enactment of the Act, on the following on Small Arms Programs:

1. A description of activities undertaken, and the progress made, by the Department of State or other agencies and entities of the United States Government to encourage other states to cooperate in programs on the stockpile management, security, and destruction of small arms and light weapons;
2. A list of all states that refuse to cooperate in programs on the stockpile management, security, and destruction of small arms and light weapons;
3. Recommended incentives and penalties that may be used by the United States Government to encourage states to comply with programs on the stockpile management, security, and destruction of small arms and light weapons.

Reporting functions of the Secretary of State were assigned to the Under Secretary of State for Political Affairs in a May 2, 2005 Delegation of Authority Letter (No. 280). The following report fulfills the requirements for the report to the appropriate congressional committees. In accordance with the requirements, the report describes the status of programs being pursued in small arms physical security and stockpile management and destruction programs. Major points in the attached report are as follows:

- There are two primary entities in the United States Government that manage assistance with stockpile management, security, and destruction of small arms and light weapons to foreign governments:
 - The Department of State (DOS), Bureau of Political-Military Affairs, Office of Weapons Removal and Abatement (PM/WRA), Small Arms and Light Weapons (SA/LW) Destruction Program and

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- The Department of Defense (DoD), Defense Threat Reduction Agency (DTRA), Conventional Arms Control Branch, SA/LW Assistance Program.
- Since 2001, DOS has had programs in 25 countries providing primarily destruction assistance, but also assessment and stockpile security upgrades. In that time, approximately 900,000 pieces of SA/LW and over 80 million pieces of ammunition have been destroyed. Moreover, since 2003, over 18,500 MANPADS have been destroyed or disabled.
- Since 2001, DTRA has been to 26 countries providing assessments, physical security and stockpile management seminars, and/or destruction verification at the request of combatant commands, the Under Secretary of Defense for Policy, or the Department of State.

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Introduction

There are two primary entities in the United States Government that manage assistance with stockpile management, security, and destruction of small arms and light weapons to foreign governments:

- The Department of State (DOS), Bureau of Political-Military Affairs, Office of Weapons Removal and Abatement (PM/WRA), Small Arms and Light Weapons (SA/LW) Destruction Program and
- The Department of Defense (DoD), Defense Threat Reduction Agency (DTRA), Conventional Arms Control Branch, SA/LW Assistance Program.

PM/WRA funds and manages stockpile assessments, destruction programs and physical security upgrades. DTRA funds and manages experts teams who provide foreign governments with SA/LW stockpile assessments, technical advice and orientations to U.S. best practices for the Physical Security and Stockpile Management (PSSM) of man-portable air defense systems (MANPADS) and other SA/LW. While each program is independently managed and funded, DOS and DoD execute their respective programs together whenever appropriate to provide comprehensive SA/LW assistance. For example, PM/WRA can destroy weapons that have been identified as excess to a country's needs as a result of a DTRA stockpile security assessment. DTRA can provide technical expertise for PM/WRA funded physical security upgrades.

Both of these programs encourage other states to take advantage of U.S. assistance in weapons destruction and PSSM using both bilateral and multilateral means. Although another state may not immediately agree to destroy all their excess or at-risk weapons and munitions, most see value in engaging in discussions. Through these discussions, the Department, alone or in conjunction with DTRA, often is able to systemically build an assistance program.

Department of State

The Department of State's SA/LW destruction program was created in 2001 and is currently managed by the Bureau of Political-Military Affairs' Office of Weapons Removal and Abatement. The SA/LW destruction program seeks to destroy surplus, unstable, loosely secured, or otherwise at-risk stocks of military SA/LW and associated munitions as well as to assist states to properly secure remaining stocks required for legitimate defense needs so that they will not leak

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into the illicit arms market. Since 2003, the program has focused more specifically on encouraging nations to reduce MANPADS inventories and offering assistance to secure remaining stockpiles.

DOS's SA/LW destruction assistance is offered to countries through regular political-military and other bilateral discussions, in presentations delivered in various international fora, and through programs managed by multilateral organizations. For example, the destruction program, along with DTRA's PSSM program, has been presented various times at SA/LW-related UN meetings, such as the Biennial Meetings of States on the UN Program of Action on SA/LW and the 2004-05 SA/LW Marking and Tracing Negotiations. DOS also is regularly invited to make presentations on our programs at other international meetings. Between February 2006 and April 2006, PM/WRA staff has presented DOS's SA/LW program in Brussels, at a NATO-Euro-Atlantic Partnership Council (EAPC) Seminar on PSSM, in Jerusalem, at a meeting of states concerned with reducing the proliferation of MANPADS, and in Kampala, at a Regional Secretariat on Small Arms consultative seminar on the UN Program of Action on SA/LW. The presenter often makes bilateral connections at these meetings that are important in developing an assistance program.

We have had programs in 25 countries providing primarily destruction assistance, but also stockpile security upgrades in a few cases. Countries we have partnered with include: Afghanistan, Albania, Angola, Azerbaijan, Bosnia, Bulgaria, Cambodia, El Salvador, Guinea, Hungary, Kazakhstan, Liberia, Mozambique, Nicaragua, the Philippines, Romania, Sao Tome and Principe, Senegal, Serbia and Montenegro, Sudan, Tajikistan and Ukraine. Of these, ten are ongoing projects in Fiscal Year 2006, and we expect several more to begin before year's end. Since 2001, approximately 900,000 pieces of SA/LW and over 80 million pieces of ammunition have been destroyed. Moreover, since 2003, over 18,500 MANPADS have been destroyed in eighteen countries.

Department of Defense—Defense Threat Reduction Agency

DTRA became involved in SA/LW elimination in 2001, providing technical expertise to DOS at the request of the Office of the Under Secretary of Defense for Policy. DTRA works with the geographic combatant commands and DOS, providing SA/LW technical expertise on Physical Security and Stockpile Management (PSSM) processes that enhance long-term management and accountability and complement PM/WRA funding of infrastructure upgrades.

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DTRA provides valuable expertise for militaries and governments to examine national threats, determine and account for stockpiles required for legitimate defense needs, and reduce excess stocks. The goal of the DTRA program is to reduce illicit weapons trafficking by securing legitimate defense items over the long term. This improves regional security and stability, which supports the Combatant Commands' Theater Security Cooperation plans and U.S. engagement objectives.

DTRA's SA/LW program is offered to countries through regular military-military, political-military and other bilateral discussions, in open appeals delivered in various international fora and through programs managed by multilateral organizations often in tandem with DOS's SA/LW destruction program. In addition to the multilateral meetings and conventional arms control coordinating bodies mentioned in the previous section, DTRA's PSSM program has been presented at the Organization for Security and Cooperation in Europe, and the Regional Centre on Small Arms in Nairobi, Kenya. DTRA has also provided an outreach on this program to the regional combatant commands on an annual basis.

Since 2001, DTRA has been to 26 countries providing assessments, physical security and stockpile management seminars, and/or destruction verification at the request of combatant commands, Under Secretary of Defense for Policy, or DOS.

Establishing Programs

No country has ever flatly refused to consider a formal offer of U.S. assistance. However, reaching agreement on a destruction program is often a slow process, involving months or even years of negotiation and confidence building because most countries view their weapons as integral to national security and identity, and at times, due to the weapons' perceived value, as a trading commodity. States typically do not readily grant other states access to their weapons stockpiles and therefore can be hesitant to accept our assistance. The education that PM/WRA and DTRA provide to states about the economic and security benefits that derive from the destruction programs is a central component to the establishment of the programs. Once a country understands that the technical and financial assistance that we offer enhances their national security by securing the weapons as well as eliminating excess and obsolete systems that may be dangerous, the host country becomes more open to discussing participation in a PSSM assessment or seminar and/or establishing a destruction project. Also, in

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several instances our previous work with a country on SA/LW destruction has opened the door for a MANPADS-specific destruction program.

The challenges in establishing a destruction program include coming to agreement with the other state on what items will be destroyed, who will destroy them and how will verification of destruction be carried out. Due to different sensitivities concerning individual national security situations, some states will only work with us on a bilateral (sometimes confidential) basis, while others prefer working through the auspices of an international or regional organization.

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