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**SECOND REPORT OF THE PEACE AND SECURITY COUNCIL OF  
THE AFRICAN UNION ON THE IMPLEMENTATION OF THE AFRICAN  
UNION MASTER ROADMAP OF PRACTICAL STEPS TO  
SILENCE THE GUNS IN AFRICA BY THE YEAR 2020**

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**I. INTRODUCTION**

1. The present Draft Report of the Peace and Security Council (PSC) of the African Union (AU) is submitted pursuant to the decision Assembly/AU/Dec.630 (XXVIII), adopted during the 28<sup>th</sup> ordinary session of the Assembly of the Union, held in Addis Ababa, Ethiopia, on 30 – 31 January 2017, which endorsed the AU Master Roadmap of Practical Steps to Silence the Guns in Africa by the year 2020 (AUMR), and requested the PSC to submit a report on the status of its implementation to each ordinary session of the Assembly till 2020. Furthermore, in its decision Assembly/AU/Dec.645(XXIX) on the Inaugural Report of the PSC on the Implementation of the AUMR, adopted during its 29<sup>th</sup> Ordinary Session held in Addis Ababa, on 3 – 4 July 2017, the Assembly called on all Member States and the Regional Economic Communities and Regional Mechanisms for Conflict Prevention, Management and Resolution (RECs/RMs), to redouble efforts in further strengthening their governance institutions as part of the continental mobilization to ensure strong response to illicit weapons, their proliferation and use in the continent, as well as to illicit financial flows, production of dangerous drugs and trade in illicit goods and illegal exploitation of natural resources.

2. The present Report covers the period from the last Ordinary Session of the Assembly held in Addis Ababa, Ethiopia, on 3 – 4 July 2017 to the 30<sup>th</sup> Ordinary Session of the Assembly to take place in Addis Ababa, on 28 – 29 January 2018. It provides an overview of the steps taken by the concerned stakeholders to implement the AUMR, progress made, constraints/challenges encountered, and recommendations for enhanced implementation of the Master Roadmap towards silencing the guns in the continent by 2020, within the overall African vision of building a conflict-free Africa in line with AU Agenda 2063.

3. It should be recalled in its Inaugural Report to the Assembly in July 2017, the PSC detailed the steps then taken by itself and the AU Commission to build awareness of the AUMR throughout Africa. It also highlighted the efforts deployed by the concerned stakeholders, including the AU Commission, AU Organs, RECs/RMs, Civil Society Organizations (CSOs), African think-tanks, as well as the United Nations (UN) to implement the AUMR. The Inaugural Report particularly underlined the principles that should guide onward implementation of the AUMR, which include: national ownership by AU Member States; development of accountability and transparency frameworks to enable Member States to regularly report on the progress made, as well as identify gaps, challenges and lapses in implementation, as well as drive for tangible results and enhanced inter-state cooperation to maximize chances for effective implementation of the AUMR in the run-up to the 2020 crucial deadline.

4. It should be noted that the elaboration of a Monitoring and Evaluation Mechanism has reached an advanced stage, with the participation of stakeholders within the AU Commission, the RECs/RMs and CSOs. The Mechanism, which is aimed at facilitating onward implementation and reporting on results obtained, the challenges encountered, and the way forward in the implementation of the AUMR, is to be considered by the PSC during the first half of 2018.

## **II. EFFORTS DEPLOYED BY STAKEHOLDERS IN CONTINUED IMPLEMENTATION OF THE AU MASTER ROADMAP (AUMR)**

5. Below are the efforts deployed by various stakeholders to implement the AUMR during the period under review:

### **A. Efforts of the PSC**

6. During the period under review, the PSC, in its locomotive role in the implementation of the African Peace and Security Architecture (APSA), in synergy with the African Governance Architecture (AGA), has taken several measures with respect to the AUMR, with a view to ensuring that the conditions necessary to achieve the goal of silencing the guns by 2020 are created throughout the continent. In this context, the PSC has taken the following actions:

- a) Organization of a PSC open session with the participation of all AU Member States, RECs/RMs, CSOs, partners and various organizations/institutions, as well as the media, on 4 September 2017 in Addis Ababa, to launch the Africa Amnesty Month. During the open session, the PSC called upon all Member States to similarly launch the African Amnesty Month, including designation of national focal points to follow up on all activities related to the AUMR. Participants also shared their experiences and views on how best the Africa Amnesty Month should be implemented and widely promoted within the continent as a crucial step in the campaign to silence the guns;
- b) Dispatch of the Press Statement [PSC/PR/BR.(DCCXVI)] of the PSC open session mentioned above, on the launch of the Africa Amnesty Month to all Embassies of AU Member States in Addis Ababa, Brussels and New York, and urging the Member States' ministries of Foreign Affairs and External Relations to ensure wider distribution and publicity of the Press Statement to all concerned ministries/government services and other relevant national stakeholders, for necessary action to promote implementation of the AUMR;
- c) Dissemination of the Press Statement [PSC/PR/BR.(DCCXVI)] of the PSC meeting of 4 September 2017 to all RECs/RMs for action within their respective geographical areas of coverage; and

- d) Championing and promoting implementation of the AUMR in all of its activities, particularly in its decisions, as a cross cutting activity in the promotion of peace, security and stability in the continent.

## **B. Efforts deployed by the AU Commission**

7. During the period under review, the AU Commission has remained seized, in its coordinating role on the implementation of the AUMR, and carrying out several activities. In this context, the Chairperson of the Commission, Mr. Moussa Faki Mahamat, appointed, on 5 October 2017, Ambassador Ramtane Lamamra of Algeria, as his High Representative for Silencing the Guns in Africa. The appointment is aimed at accelerating the drive for the implementation of the AU Master Roadmap of Practical Steps to Silence the Guns in Africa by Year 2020, and to ensure that all within Africa's means is done in order to meet the 2020 deadline to end wars/silence the guns in Africa. In this capacity, Amb. Lamamra, in close collaboration with all concerned stakeholders, has been assisting the Chairperson of the Commission to galvanize support towards ending violence and sustaining peace on the continent. It is planned for the High Representative to undertake consultations with various AUMR stakeholders, particularly the RECs/RMs and the UN, especially its Security Council.

8. In pursuance of the Assembly decision Assembly/AU/Dec.645 (XXIX) of July 2017, and the subsequent launch of the Africa Amnesty Month for the surrender and collection of illegally owned weapons, the Commission contributed to publicizing this initiative by dispatching Notes Verbale to stakeholders and making presentations at numerous meetings. In this vein, the Commission wishes to remind all Member States to commemorate the month of September of each year until 2020 as the "Africa Amnesty Month," and undertake collection of illegally owned arms/weapons.

9. During the period under review, the Commission has taken various measures to accelerate the development of the African Standby Force (ASF). It should be noted that the 10<sup>th</sup> ordinary meeting of the Specialised Technical Committee on Defence, Safety and Security (STCDSS), was held in Addis Ababa, Ethiopia on 9 January 2018. The STCDSS adopted a Declaration in which it urged the PSC, among other aspects, to continue mandating and deploying the ASF for AU Peace Support Operations (PSOs) and requested all stakeholders to support the realisation of the full operationalization of the ASF, including finalization of the legal framework on the employment of the ASF by June 2018. This thrust was taken in light of the successful verification, confirmation and validation of ASF pledged capabilities by the Independent Panel of Experts led by Professor Ibrahim Gambari of Nigeria.

10. The Commission has continued to mobilize efforts towards revitalization of the AU Peace Fund. In this respect, while political commitment has been demonstrated by Member States, it should be noted that the level of contributions made to the Peace Fund remains low, which does not augur well to advance Africa's ownership and leadership of its peace and security agenda.

11. In an effort to address issues of transnational crime, illicit or disputed natural resource extraction, arms trafficking, religious extremism, the AU Commission has continued to facilitate dialogue between the security officials of Member States through the Nouakchott and Djibouti processes. The Commission has also been facilitating border delimitation and demarcation, including assisting in resolving disputes where they occur.

12. As part of the efforts to address the scourge of illicit proliferation of Small Arms and Light Weapons (SALW), the Commission, in collaboration with the RECs/RMs, has developed a comprehensive continental Plan of Action. Furthermore, the Commission has undertaken the following activities:

- a) Assisted Guinea Bissau, in August 2017, in assessing safety and security measures in several ammunition storage sites outside the capital;
- b) Deployment in Madagascar of two Security Sector Reform (SSR) advisors to support the national SSR initiatives;
- c) Assisted RECs and AU Field Missions by arranging the training of nine SSR practitioners in The Hague, Netherlands, from 27 November to 1 December 2017;
- d) Organization of an SSR training and sensitization workshop for IGAD Member States in Khartoum, Sudan on 29 – 30 August 2017 and an SSR planning workshop for all RECs/RMs in Entebbe, Uganda from 28 – 3 November 2017.
- e) Convening in Ndjamena, Chad, from 2 – 4 November 2017, jointly with the Lake Chad Basin Commission, a regional stabilization conference to mobilize support for areas affected by the Boko Haram terrorist group;
- f) Training of personnel from the armed forces of Guinea Bissau on handling and managing ammunition to prevent diversion, loss and accidents in December 2017;
- g) Convening of a consultative meeting with RECs/RMs, AU PSOs and ad-hoc security arrangements such as the Multi-National Joint Task Force (MNJTF) combating the Boko Haram terrorist group, in October 2017 in Addis Ababa, to assess current practices, policies, guidelines and tools, and identify gaps, to ensure the proper management of arms and ammunition in line with best practices and operational realities;
- h) Mapping of illicit arms flows in the continent, which is ongoing. In this respect, a survey was developed and circulated to Member States, AU and UN peacekeeping and peace support operations, and maritime

operations in October 2017. To date, only eight Member States have responded to the request for information in the survey;

- i) Organization of a Leadership Training, jointly with the UN Counter-Terrorism Implementation Task Force (UNCTITF), in Algiers, Algeria, from 4 to 8 September 2017;
- j) Convening by the ACSRT of the 11<sup>th</sup> Annual Meeting of the Focal Points of Member States on Terrorism and RECs/RMs in Algiers, Algeria, from 17 to 19 December 2017; and
- k) Facilitation of capacity building workshops of the AU Mechanism for Police Cooperation (AFRIPOL) on Transnational Organized Crime, Cybercrime and Terrorism, held on 24 – 25 October 2017, and on Enhanced cooperation in Combating Cybercrime, on 13 – 14 December 2017, in Algiers, Algeria.

**13.** Furthermore, and with a view to promote a culture of enhancing democracy, good governance and respect for human rights in Africa, the AU Commission has continued to engage AU Member States in an effort to popularize the African Charter on Democracy, Elections and Governance (ACDEG) and the African Charter on the Values and Principles of Public Service and Administration. More broadly, the Commission has undertaken preventive political diplomacy efforts in selected Member States, particularly those heading for elections. These include several joint high political and pre-election assessment missions with RECs, particularly ECOWAS, SADC and the United Nations, including to Ghana, Gambia, Lesotho, DRC and Sierra Leone among others. It also provided technical assistance to the Electoral Commissions in The Gambia and the Kingdom of Lesotho in carrying out post-election evaluation exercise. The Commission deployed an election expert to the Independent National Electoral Commission of the DRC to provide technical assistance towards the preparations for the 23 December 2018 general elections in the country.

**14.** From 9 to 10 November 2017, the AU Commission, through its Democracy and Electoral Assistance Unit, convened the Fourth Annual EMB Forum in Kigali, Rwanda, under the theme *“Harnessing the Democratic Dividend through Enhanced Youth Participation in Electoral Processes in Africa”*. The theme was chosen in recognition of the important roles youth can play in deepening democratic governance and shaping socio-economic development on the continent.

**15.** Pursuant to the AUMR, the Commission is in process of finalizing the development of the AU Action Plan of the Human and Peoples’ Rights Decade in Africa, in line with the AU Assembly Decision (Assembly/AU/Decl.1 (XXVII) in Kigali (July 2016) to implement the human and peoples’ rights aspects of the Africa Agenda 2063 and its 10-Year Implementation Plan. Its adoption by the AU Policy making organs is expected to take place in 2018.

**16.** It should be noted that the issue of drug abuse has been a problem in the continent. Africa has been used, not only as a transit zone, but also as a consumer. The abuse of drugs has caused serious consequences, undermining the rule of law and causing significant harm to health, particularly among the youth, which decreases the human power in the continent. During the reporting period, in implementation of the AUMR, the AU Commission has made progress in the implementation of the different pillars of the AU Plan of Action on Drug Control. Notably, most Member States have put in place legislation to prevent and prosecute drug trafficking cases, while others are in the process of updating theirs. Several Member States have put in place National Drug Coordinating Committees, developed national drug control strategies or plans, and undertook varying forms of research on drug use to enhance responses. As reported in the Inaugural Report to the Assembly in July 2017, capacity building efforts by the AU Commission for Member States are also ongoing, including training of law enforcement personnel on criminal intelligence, criminal investigation and anti-money laundering; information analysis and specialized investigation techniques; land and maritime border security and risk management; and training of judges and prosecutors.

**17.** Despite the efforts mentioned above, a host of challenges continue to undermine drug-related crime prevention and response, and drug abuse prevention and treatment. These include the persistent lack of reliable data on drug seizures, drug arrests and drug use prevalence rates, limited national funding for drug abuse prevention and treatment; insufficient collaboration between customs, immigration, and law enforcement agencies at the national and regional levels; and outdated legislation and poorly implemented national strategies. These challenges need to be addressed by Member States in realizing the goal to silence the guns in Africa by year 2020.

**18.** At present, Africa is faced with an unprecedented number of voluntary and forced migration, as well as internally displaced persons (IDPs) resulting from labour migration, conflicts, climate change and natural disasters. Undoubtedly, this has posed certain social, economic and political challenges in the management of migration, protection of refugees, asylum seekers and IDPs. Most migration in Africa is within the continent and represents 4 out of 5 migrants i.e. more than 80% of African migrants remain within the continent. This implies the need to refocus the policies and measures to address migration inside Africa, in addition to migration to destinations overseas. As African economies are largely dominated by urban informal economy and agriculture, by and large, the migrant workers inside the continent are found in these vulnerable economic settings characterized by low incomes and wages, lack of social protection, unstable workplace, and low skills portfolios.

**19.** In addressing the issue of migrants during the reporting period, the AU evaluated and revised the framework and implementation plan of the Migration Policy Framework for Africa (MPFA) adopted in 2006, during the 2<sup>nd</sup> session of the STC on Migration, Refugees and IDPs held in October 2017, in Kigali, Rwanda. Drawing inspiration from international and continental legal instruments, the revised AU Migration Policy Framework (2018-2030) is unambiguous that protection is a central aspect of international, regional, and national efforts to protect persons on the move regardless of

their status, whether regular or irregular, including those fleeing persecution who are caught in mixed migratory movements. With regard to the migrants' situation in Libya, the Commission and the PSC expressed dismay at the reported inhuman treatments that African migrants undergo and stressed that an investigation should be carried out by the African Commission on Human and Peoples Rights on the matter.

**20.** As efforts to implement the AUMR continue, it is critical to link migration and trade in fostering economic development in the continent. The movement of people facilitates trade in goods and services, both within the continent and in the rest of the world. As trade can bring economic and social benefits amongst countries, cooperation is needed between governments and businesses in order to facilitate it. Cross-border trade cannot really thrive with the current stringent visa regimes within Africa.

**21.** The Protocol on Free Movement of Persons, the Continental Free Trade Area Negotiations (CFTA) and the revised Migration Policy Framework for Africa (2018-2030) and its Implementation Plan adopted during the Ministerial Meeting of the STC on Migration, Refugees and IDPs held on 20 and 21 October 2017 in Kigali, Rwanda, along with other AU initiatives such as Joint Labour Migration Programme (JLMP), will provide the requisite foundation for effective management of migration and mobility on the continent, and maximizing the benefits of migration for social and economic development.

**22.** Since the establishment of the Africa Centers for Disease Control and Prevention (Africa-CDC) in 2015, and its launch in 2017, as a Specialized Technical Institution of the Union, charged with the responsibility to promote the **prevention and control of diseases in Africa**, numerous pandemic outbreaks in various parts of the continent have been timely and effectively responded to. Out of 46 public health events reported in 2017 in Africa, 38 of them were disease outbreaks, which were well responded to by the Africa-CDC. It is important for AU Member States to provide support to the Africa-CDC and also continue to request for technical support from the Centre, whenever needed, to prevent and control the spread or outbreak of diseases.

### **C. Activities carried out by the RECs/RMs to implement the AUMR**

**23.** Below are the activities carried out by each of the RECs/RMs in the implementation of the AUMR<sup>1</sup>, noting that these entities comprising of smaller numbers of Member States, and if well supported, are in a vantage position from which they can provide more impetus to the implementation of the AUMR:

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<sup>1</sup> The inputs are received from the Regional Economic Communities/ Regional Mechanisms for Conflict Prevention, Management and Resolution have been incorporated into this report, with the Commission fine-tuning, where necessary, to make the report flow and highlight well the implementation of the AU Master Roadmap of Practical Steps to Silence the Guns in Africa by 2020.



**i) Southern African Development Community (SADC)**

**24.** The presence and use of Small Arms and Light Weapons (SALW) in SADC Member States reflects the varied regional history, ranging from arms remaining after conflicts, arms passing across borders and arms purchased and used illegally for perpetration of violent crimes. In cognizance of this challenge, SADC continues to implement the Declaration concerning Firearms and Ammunition adopted on 9 March 2001, and the SADC Protocol on Control of Firearms, Ammunition and Other Related Materials of 14 August 2001. The main objectives of the Protocol, among others, are to prevent, combat and eradicate the illicit manufacturing of firearms, ammunition, stockpiling, regulation of import and export of small arms, harmonisation of national legislation, facilitation of co-operation, and promotion of exchange of information and sharing of experiences in the Region. The Protocol also encourages voluntary surrender of SALW by civilians, disposal of illicit firearms, as well as marking, recording and safe keeping of firearms.

**25.** In implementing the AUMR, SADC efforts are pursued within its membership of the AU Regions-Standing Committee whose mandate is to co-ordinate AU Strategy on the Control of Illicit Proliferation, Circulation and Trafficking of SALW and also participation in various fora involved in countering illicit proliferation of small arms and light weapons. The continuation of illicit arms proliferation in the SADC region continues to be challenge with these arms being used to commit serious crimes such as murder, poaching and armed robberies. More firearms are in the hands of criminals but there has never been a research to establish the sources of these firearms, except that some are stolen and smuggled from country to country by criminals, where they are sometimes traded in exchange for illicit goods, drugs, or in other circumstances, for stolen stock. Considering that the Southern Region is relatively politically stable and economically viable, it makes violent crime lucrative. In general terms, there are no threats of mercenaries or any active terrorist groupings in the region, which may emanate demands for large quantities of illicit firearms.

**26.** The Southern African Region Police Chiefs Cooperation Organization (SARPCCO) plays a crucial role in the implementation of the SADC Firearms Protocol through its Regional Coordinating Committee (RCC) on SALW, which meets at least twice a year to monitor, evaluate and review the progress made. In this context, it last met on 18 - 19 September 2017, in Windhoek, Namibia. The meeting encouraged Member States to support AU's efforts on the AUMR by participating in the study on illicit arms flow mapping within Africa. In December 2017, a questionnaire, originated by the AU Commission, was dispatched to SADC Member States requesting them to complete it and send it back to AU. Namibia has already submitted the completed questionnaire. On 12 December 2017, a reminder for action was sent to Member States regarding response to the questionnaire.

**27.** Furthermore, in pursuance of the implementation of the Firearms Protocol, SADC has taken the following measures, which helps the region better implement the AUMR:

- a) National Focal Points in all Member States were established for coordination of efforts;
- b) Standard Operating Procedures (SOPs) for SALW were developed and approved by Chiefs of Police Sub-Committee;
- c) Training Manual on small arms and light weapons course for police officers has been adopted;
- d) Cross-border and simultaneous operations in the region are conducted at regular intervals;
- e) Regional Strategy on SALW (2016-2020) has been drafted for consideration by policy organs; and
- f) Participation by SARPCCO at the the 9<sup>th</sup> meeting of the AU-Regional Committee on SALW and Disarmament, Demobilization, and Reintegration (AU-RCSALW and DDR), held at the AU Headquarters on 6-7 December 2017 and contributed to the discussion on the silencing the guns Continental Action Plan.

**28.** The SADC region is still facing numerous challenges to combat, prevent and eradicate the illicit proliferation of SALW in accordance with the SADC Protocol and AU instruments, which impacts on efforts to implement the AUMR more effectively. These challenges include:

- a) Marking, Recordkeeping and Tracing of illicit SALW. In this case there is lack of proper communication and transparency from Member States to mark, record and trace illicit light weapons;
- b) Physical Security and Stockpile Management on SALW, which presents risk, especially where law enforcement officials can be easily corrupted to take firearms and sell them in the streets;
- c) Training and lack of skills in investigations by law enforcement on SALW, which affects the level of investigations, particularly cross-border investigations due to unavailability of funds to conduct training for law enforcers;
- d) There are no provisions in the legislation and Standard Operating Procedures (SOPs) in the SADC region for regional End-user/control of Small Arms;
- e) Hesitation by individuals within their communities to voluntarily surrender illicit weapons due to lack of trust in local protection offered by the national

law enforcement. Therefore, in these conditions, those with firearms believe that they can use them for their protection in case of threats;

- f) Lack of funding to undertake programmes aimed at public education and awareness and security reforms; and
- g) Limited evidence and data collection on illicit SALW due to unavailability of expertise and infrastructures across the SADC region to this effect.

**ii) International Conference on the Great Lakes Region (ICGLR)**

**29.** During the period under review, the ICGLR continued with its efforts towards neutralization of negative forces in the DRC, which continue to vehicles for illicit proliferation of SALW. These include FDLR, ADF, FNL, remnants of LRA and the local Mai Mai militias. The ICGLR has joined efforts to strengthen and streamline the mandate of the FIB to enable it robustly carry out military operations against these negative forces in the region. The ICGLR has also established a Joint Follow up Mechanism (JFM) on the ADF comprising of four Member States, namely; DRC, Uganda, Tanzania and Kenya, to among others, curtail cross-border recruitment and replenishment of the ADF ranks, and to stop illegal exploitation of natural resources and movement of illicit arms to sustain the ADF.

**30.** The ICGLR is developing a Counter terrorism Strategy for the Great Lakes region, which will serve to coordinate efforts and harmonize Member States' approaches to jointly combat terrorism, address violent extremism and mercenary phenomenon in the Great Lakes region. The draft strategy was concluded on 27 November 2017, and is expected to be adopted during the course of 2018.

**31.** In the process of delinking illegal exploitation of natural resources from armed conflict, the ICGLR adopted a regional initiative on natural resources which includes mineral certification, harmonization of national legislations, formalization of artisanal mining sector, promotion of extractive industry transparency initiative, establishment of a regional database on mineral flow, and whistle blowing mechanism.

**32.** In conjunction with the Regional Centre on Small Arms in the Great Lakes Region, the Horn of Africa and Bordering States (RECSA), the ICGLR sensitizes Member States and encourages them to embrace arms marking and safe storage of arms and equipment. Through its Expanded Joint Verification Mechanism (EJVM), the ICGLR carries out border verifications and encourages cross-border security cooperation and exchange of information between law enforcement agencies to stop illegal entry of illicit weapons into the Great Lakes region.

**33.** The ICGLR has carried out regular elections monitoring and observation in Member States and submits reports to help strengthen the democratic institutions and election processes through its Protocol on Democracy and Good Governance and relevant AU instruments. The ICGLR worked closely with UNHCR in addressing the

issue of statelessness in the Great Lakes Region. In this context, the first Regional Conference of ICGLR Member States experts on statelessness was held in Kinshasa, DRC, from 27 to 28 June 2017. The meeting adopted a Regional Action Plan detailing Member States' contributions for the ratification and implementation of the UN Convention on Statelessness, as well as a draft Declaration, which was adopted by the 7<sup>th</sup> Ordinary Summit of Heads of State on 19 October 2017, in Brazzaville, Republic of Congo.

**34.** The ICGLR faces the challenge of funding, particularly considering that it does not benefit from the APSA funding, which if availed, would enable it implement the AUMR in a more sustainable manner. As an active AUMR stakeholder, the ICGLR looks forward to the inclusion of the ICGLR in the MoU on cooperation in the area of peace and security signed in 2008, between the AU and the RECs/RMs, upon which the EU supports activities of the RECs/RMs through the APSA Support Programme.

### **iii) Eastern Africa Standby Force (EASF)**

**35.** During the period under review, the EASF has taken the following key steps to implement the AUMR:

- a) Engagement with key players in conflicts within the Eastern Africa Region;
- b) Undertaking visits and celebrating EASF days to create awareness and promote EASF mandate;
- c) Mission contingency planning and exercises;
- d) Pledging of forces to be employed if need arises, verification of pledged forces and their training in order to enhance operational readiness;
- e) Development of MoUs with RECSA;
- f) Bilateral efforts to expedite marking of firearms is ongoing in several Member States such as Burundi, Ethiopia, Rwanda, Kenya, Tanzania, Uganda, South Sudan, Sudan and Seychelles; and
- g) Public awareness campaigns on effects of SALW and armed violence in communities.

**36.** Furthermore, the EASF conducted Field Training and Command Post Exercises, and has procured Mission and Force Headquarters start-up kit (logistical and CIS). It also held regular consultations with RECSA on policy issues and exchanged information on developments with a view to promoting effective cooperation to optimize resources in pursuit of efforts towards silencing the guns. The EASF is committed to fight against SALW and has entered into agreements to enhance cooperation in DDR during peace support operations.

**37.** Despite the significant efforts deployed, the region continues to grapple with armed conflicts, violent crime, terrorism and violent extremism, communal violence, displacement, human rights abuses and ungoverned spaces in portions of Eastern Africa. The number of small arms in Eastern Africa is unknown, but out of the total circulation in Africa, a large number is believed to be in the Eastern Africa. The implosion of Somalia in the early 1990s and the enduring instability has aggravated the problem of illicit proliferation of SALW.

**38.** The following challenges have been encountered by the EASF in its efforts to implement the AUMR:

- a) The pattern of security issues in the region has continued to change over the years, thus giving rise to new and more dynamic challenges for policy formulation and implementation;
- b) Porous boundaries within Member States, as well as between Member States complicate control of illicit proliferation of arms;
- c) Inability to determine the number of illicit small arms and light weapons and their private holders in the region;
- d) Insufficient funding, which does not allow to bring interventions to logical conclusions;
- e) Ineffective prevention measures, which leaves room for pilferage of SALW; and
- f) Limited mainstreaming of SALW by Member States in their overall national development strategies.

**39.** To enhance control of illicit proliferation of SALW, EASF proposes the establishment of a regional research institution to provide research on arms proliferation to better equip the political leadership with adequate information for effective intervention. Above all, it is important to address demand factors in the fight against SALW through preventive interventions, including improvements in governance and employment creation.

**iv) Economic Community of Central African States (ECCAS)**

**40.** The Central African region has been going through political and armed crises for several decades. These armed conflicts are fueled and sustained by an uncontrolled proliferation of small arms and light weapons in the region, threatening international peace and security with consequences throughout the region and beyond. Indeed, armed conflicts in the Central African Republic (CAR), the Democratic Republic of the Congo (DRC), Burundi, and Republic of Congo have caused massive internal

displacement of people and refugees. Due to this proliferation, armed conflicts have given rise to the development of a war economy accompanied by the illegal exploitation of natural resources in some States, the loss of the exercise of State authority on whole provinces in others. Within this framework, terrorist movements easily find fertile ground for their supplies and activities.

**41.** Furthermore, Central Africa faces many challenges in its efforts to control small arms in its space, including:

- a) Control of illegal weapons held by armed groups and unauthorized civilians;
- b) Safe management of stockpiles of weapons held by the Defence and Security Forces;
- c) Physical security of stockpiles of weapons and ammunition;
- d) Absence of institutional coordination mechanisms to implement the Kinshasa Convention in some States;
- e) Lack of a mechanism to control the flow of weapons in the region as required in the Kinshasa Convention;
- f) Non-compliance of arms control regulations with regional and international legal instruments.

**42.** In addition, pursuant to one of the recommendations of the 17th Ordinary Session of the Defense and Security Commission (CDS) of the Peace and Security Council of Central Africa (COPAX) held in Yaoundé on 4 and 05 May 2017, the Secretariat of ECCAS organized, in September 2017, in Sao Tome and Principe, a "Technical Meeting of the Experts of the Member States of ECCAS." In this context, the Secretariat of ECCAS took this important opportunity to appeal to Member States for the need to publicize, disseminate and implement the AU Assembly decision of July 2017 declaring September of each year till 2020, as "Africa's Amnesty Month." In addition, the Peace and Security Department of the Secretariat of ECCAS participated at the level of its Directorate in charge of Political and Diplomatic Affairs, on the day devoted to amnesty in Central Africa, which took place in Libreville with the presence of the United Nations Office for Central Africa (UNOCA).

**43.** The Kinshasa Convention, which was adopted in April 2010, is the main instrument for the control of Small Arms and Light Weapons in Central Africa. It is for this reason that the Secretariat of ECCAS has set up an Arms Control Unit responsible for providing the Member States with a wide range of technical assistance. It also takes into account the implementation of the Arms Trade Treaty and the United Nations Program to Prevent, Combat and Eradicate the Illicit Trade in Small Arms and Light Weapons in All Its Aspects, as well as other instruments on the international arms trade in conventional and other weapons.

44. It should be noted that most Member States have started to establish national institutional mechanisms called "National Commissions" or "National Focal Points" to combat the uncontrolled circulation of SALW within their respective borders. The ECCAS "Frontier Program" also deals with the problem of the illegal entry of illegal products and materials and the resolution of shortcomings in the delimitation and demarcation of borders, as well as in cross-border co-operation, also based on the participation local communities. In addition, the PF / ECCAS provides the measures to be taken collectively against the emergence of new security problems such as terrorism, violent extremism, trafficking in human beings, illegal exploitation of natural resources, poaching, environmental degradation, drug trafficking, the illegal entry of illicit small arms into the Central African region.

45. In addition, the Secretariat of ECCAS follows the electoral processes that take place in the Member States, in particular the Republic of Congo, the Republic of Chad, the Republic of Equatorial Guinea, the Gabonese Republic, the Democratic Republic of Sao Tome and Principe and the Republic of Rwanda. During these electoral processes, the Secretariat of ECCAS deployed, in accordance with the texts conferring upon it this mission, teams of observers who often worked jointly with those of the African Union Commission. This was the case, for example, for the Gabonese Republic.

46. Using the process of rationalization and especially the mechanisms of collaboration between ECCAS and CEMAC, particularly in the area of police cooperation in the sub-region, the Secretariat of ECCAS consolidated the legal, normative and administrative framework in view of other, to curb illicit financial flows related in particular to the proliferation of SALW and terrorism. To this end, technical meetings and seminars of Central African police chiefs are organized regularly to strengthen cooperation, the exchange of information and best practices in search, braking and recovery of funds and illicit financial flows.

47. During the month of September 2017, the Secretariat of ECCAS took part in the Third Conference of States Parties to the Arms Trade Treaty (ATT) held from 11 to 16 September 2017 in Geneva (Switzerland). On that occasion, the General Secretariat of ECCAS, accompanied by Chad, one of the two States that ratified the Arms Trade Treaty (ATT), organized a parallel event on 14 September 2017, on the sidelines of the conference. This side event focused on the implementation of the Arms Trade Treaty and the Kinshasa Convention.

#### **v) Common Market for Eastern and Southern Africa (COMESA)**

48. Violent conflicts and proliferation of illicit weapons, goods and illicit financial flows remain an issue of concern within the COMESA region. During the period under review, the conflicts in DRC, Libya and some parts of Sudan remained a priority for COMESA. Election related crises were also reported in the region, specifically in Kenya and DRC. Terrorism remains a big threat to peace and security in the region, with terrorist activities recorded in Libya, Egypt, Somalia and Kenya. Climate change related

epidemics were also recorded in the region that brought about human security challenges. A case in point is the plague that broke out in Madagascar in November/December 2017.

**49.** Through the COMESA Early Warning System (COMWARN), COMESA has continued to produce periodic reports that include weekly briefs, situational alerts and annual status report on peace and security. In the period under review, peace and security reports were jointly prepared with AU and EAC on Kenya and Burundi, and with ECCAS on DRC. In a bid to address the structural drivers of conflict, COMESA held a national multi-stakeholder consultation from 11 to 16 December 2017 in Uganda, during which a Structural Vulnerability Assessment (SVA) report was presented. The meeting recommended the establishment of a national coordination secretariat and a steering committee of key stakeholders to offer policy guidance and the necessary impetus to the implementation of SVA recommendations and creation of awareness on SVA output. The meeting also recommended that COMESA, in collaboration with the AU Commission, conducts Structural Vulnerability and Resilience Assessment (CSVRA) and Structural Vulnerability Mitigation Strategy (CSVMS) in Uganda, as part of consolidating SVA output.

**50.** Through the Regional Maritime Security and Safety (MASE) Programme that is being implemented in ten COMESA Member States, anti-money laundering sensitization workshops for Designated Non-Financial Businesses and Professions (DNFBPs) were conducted in Comoros, Ethiopia, Madagascar, and Djibouti. To enhance information sharing, coordination and cooperation, a workshop for Anti-Money Laundering and Combating Financing of Terrorism (AML/CFT) was also held in Comoros, with AML/CFT laws reviewed for Eritrea and Madagascar. National workshops for Law Enforcement Agencies (LEAs) on AML/CFT were conducted in Comoros, Ethiopia, Madagascar and Somalia.

**51.** With respect to Post-Conflict Reconstruction and Development (PCRD), COMESA has been implementing a project in the Great Lakes region in collaboration with AU Commission, with the financial support of KfW (Germany), aimed at promoting peace building through cross-border trade. For the period under review, the following key milestones were achieved under this project:

- a) Two training workshops conducted for border officials, leaders of Cross-border Trader's Associations (CBTAs), Trade Information Desk managers, representatives of CSOs for Mokambo in Mufuira District on Zambian side and Mokambo in Katanga province in the DRC;
- b) Two training workshops conducted for leaders of CBTAs from both Burundi and Rwanda sides of the Ruhwa border post;
- c) Purchased and installed solar systems for 10 Trade Information Desks at selected borders of the Great Lakes region, including at Kasumbalesa,



Mokambo, Kasindi, Mpondwe, Goma, Rubavu, Ruhwa and Kavimvira to upgrade the functionality of the Trade Information Desks; and

- d) Assisted small scale cross-border traders from Mokambo in the DRC and Zambia, Ishasha in the DRC and Uganda, Gatumba and Kavimvira, as well as from Ruhwa in Rwanda and Burundi by providing them trade related information, receiving and contributing to solving traders complaints.

**52.** The major challenge COMESA encountered in pursuance of the AUMR activities relates to funding. The peace and security programmes in COMESA are wholly dependent on partner funding. In the recent past, partner funding has dwindled significantly, thus impacting on the implementation of the various activities and on staffing. In some cases, the funding has been remitted late by partners. There is therefore need for predictable funding of peace and security issues. The AU should take lead in ensuring that funding mechanisms that will include the RECs/RMs are established and strengthened to enhance ownership. On the overall, governance conditions and processes continue to improve in COMESA Member States, which augurs well for creating a conducive environment for further implementation of the AUMR.

#### **vi) Economic Community of West African States (ECOWAS)**

**53.** ECOWAS has carried out considerable work in relation to the political aspects of the AUMR. On mediation and preventive diplomacy, guided by ECOWAS and AU instruments. ECOWAS recently adopted annual celebration of ECOWAS Human Rights Day on within the context of the ECOWAS Vision 2020 and Sustainable Development Goals (SDGs). The celebration took place on 16 January 2017, in Liberia led by the then Chairperson of the Authority, Her Excellency Ellen Johnson Sirleaf. As part of its stabilization efforts, ECOWAS has maintained its Mission in The Gambia (ECOMIG), as deployed on 18 January 2017, and now operates with a downsized strength of 500 personnel, including military and police, to continue to assist The Gambia to consolidate and sustain peace and stability.

**54.** On 27 to 28 March 2017, ECOWAS organized a Regional Workshop in Cotonou, Benin, that brought together critical stakeholders in electoral processes in the West African region to review the evolution of elections and electoral processes in the region over the period 2006 – 2016 in order to clearly identify the successes, challenges, and opportunities for improvement. Furthermore, in collaboration with the umbrella body of Electoral Management Bodies (EMBs) in West Africa, and the ECOWAS Network of Electoral Commissions (ECONEC), a Joint Pre-election Fact-finding Mission/Needs Assessment Mission was deployed to Liberia from 16 – 19 July 2017. On 16 September 2017, an ECOWAS Long Term Election Observation Mission (LTEOM) was deployed to assess different activities in the run-up to the conduct of the 10 October 2017 Presidential and Representatives elections in Liberia. On the eve of the polls, a short-

term Election Observation Mission (EOM), headed by the former President of Ghana, H.E. John Dramani Mahama, was also deployed to Liberia.

**55.** ECOWAS has continued to deploy timely preventive diplomacy initiatives to Member States conducting elections or undergoing crises, which in Liberia's case, led to the signing of the Farmington Declaration by political parties on 4 June 2017, to respect their commitment to peaceful elections in the country. ECOWAS also participated in the Joint ECOWAS –AU –UNOWAS High Level Mission to Monrovia in August 2017, and provided financial assistance to the Government of Liberia towards conduct of the elections amounting to US \$500,000. Overall, 21 Long-Term Election Observation teams were deployed into all the administrative zones in Liberia from 16 September to 15 October 2017 to observe the critical stages of the electoral process in order to identify and recommend corrective measures.

**56.** Furthermore, ECOWAS undertook preventive diplomacy missions in Sierra Leone and a fact-finding mission to Niger in November 2017. As part of the efforts to find a solution to the political situation in Togo after the protests by the coalition of opposition parties and CSOs, the President of ECOWAS Commission led a mission to Togo on 12-13 September 2017 and held consultations with representatives of all the major stakeholders, including the President, H. E. Faure Gnassingbe.

**57.** With respect to early warning, ECOWAS is implementing the National Early Warning and Response Mechanism (NEWRM), which was launched in five (5) countries, namely Burkina Faso, Cote d'Ivoire, Guinea-Bissau, Liberia, and Mali. Under the framework of 'Reacting to Early Warning and Response Data' (REWARD) project, a training on gender responsiveness in early warning systems was conducted for relevant staff of ECOWAS, focusing on gender concepts and terms, and integration of gender aspects into early warning systems. Also, the ECOWAS Early Warning supported the technical implementation of the Monitoring of the Environment for Security in Africa (MESA) program, which is implemented with the RECs and Intergovernmental Organizations under the general coordination of the AU Commission. The overall objective of the MESA program is to increase access to satellite-based information for decision-making and planning.

**58.** ECOWAS organized a joint retreat in Senegal with ECCAS, AU, UNOWAS/UNOCA, CSOs and Partners from 16 to 20 October 2017 to discuss collaborative initiatives aimed at boosting early warning and conflict prevention in Africa. The retreat, which was a pioneering one in terms of REC-to-REC (ECOWAS and ECCAS) and AU Commission collaboration, resulted in the development of a joint work program, including a research on human security in the Lake Chad Basin area.

**59.** ECOWAS has continued to enhance its Standby Force within the overall development of the African Standby Force and has continued to manage the ECOWAS Mission in Guinea Bissau (ECOMIB), which was deployed since 2012. The Mission has successfully implemented its mandate and was about to exit, but the 51<sup>st</sup> Ordinary Session of the ECOWAS Authority of Heads of State and Government decided to

extend the mandate up to 30 September 2017. In 2017, the ECOWAS Standby Force (ESF) revised its doctrine and adopted a new structure taking into account the current security environment and the After Actions Review of its deployment in Mali. The ESF commenced the preparation of the Command Post Exercise (CPX) named JIGUI IV, which is planned to take place in 2018. The construction of the Logistic Depot in Lungi town in Sierra Leone is also ongoing, while efforts towards the acquisition of a portion of the UN Logistic Base in Monrovia, Liberia, are also continuing.

**60.** The ECOWAS Commission organized a Conference on the security situation in the Sahel and West Africa, in Bamako, Mali from 12 to 14 October 2017, which adopted recommendations to address the security challenges in the Sahel, in collaboration with national, regional and international stakeholders (G5-Sahel, the Lake Chad Basin Commission, ECCAS, EU, UN, and AU among others).

**61.** In addition, and with the support of funding from Germany, ECOWAS deployed efforts to address challenges in the Gulf of Guinea and the West African maritime domain, in partnership ECCAS. For better coordination of security services in the fight against transnational organized crime, the West Africa Police Information System (WAPIS) project has been initiated by ECOWAS with support from the EU, for the West African region, including Mauritania, in partnership with INTERPOL. The overall objective of the project is to increase the capacity of the West African law enforcement authorities to combat terrorism and transnational organized crime, through enhanced information management and sharing.

**62.** With respect to the fight against illicit proliferation of SALW, ECOWAS succeeded in ensuring the identification of a permanent training facility for Physical Security and Stockpile Management in Jaji, Nigeria. The ECOWAS-EU Project is an arms-for-development project that encourages voluntary surrender of weapons in line with the letter and spirit of the Africa Amnesty Month. It is running on a pilot basis in Cote d'Ivoire, Guinea, Liberia, Niger, Sierra-Leone and Nigeria.

**63.** With regard to stabilization and assistance, ECOWAS undertook the evaluation of the implementation of its humanitarian policy to assess the achievements so far, and draw lessons for the future. ECOWAS also provided support to Member States affected by disasters, including the recent support to the victims of the landslide in Freetown, Sierra Leone. The support was provided through resources from the Chairman of ECOWAS (President of the Togolese Republic), West African Health Organization (WAHO), ECOWAS Bank for Investment and Development (EBID), Humanitarian Provision and the ECOWAS Peace Fund.

**64.** Similarly, within the framework of the 2003 ECOWAS Declaration on Sub-regional approach to Peace and Security, and in conjunction with the Executive Secretariat of the Mano River Union (MRU) and UNOWAS, a workshop on the collaborative promotion of peaceful elections was held in Liberia from 28 to 29 August 2017. Consistent with their Cooperation Framework, an "Interregional Exchange and Good Practices Workshop" was organized on 11 to 13 September 2017 with the

UNOCA, ECCAS, and UNOWAS, which facilitated exchange of information, experiences, good practices and lessons learned between the ECCAS Secretariat and ECOWAS Commission.

**65.** In addition, an experience sharing Workshop on Peace Support Operations and Humanitarian Response between ECOWAS, Humanitarian and Natural Disaster Situations (HANDS) and AMISOM on Civil Military Coordination was organized. The purpose was to create a common understanding among relevant stakeholders on the AU HANDS guidelines, establish communications links between AMISOM and ECOWAS, and lessons learned on civil-military cooperation. The ECOWAS Liaison Office to the AU, together with the Institute for Democracy and Electoral Assistance (IDEA) and the African Capacity Building Foundation (ACBF) organized a Strategic Planning and Capacity Development Retreat for the RECs, on their role in the implementation of the First Ten Years Action Plan of the AU Agenda 2063 in June 2017. In effect and ensuing from the objectives of the Retreat, an Implementation/Action Plan of the Inter-REC Cooperation Framework for the implementation of the First 10 Years Action Plan of the AU Agenda 2063 has since been adopted.

**66.** ECOWAS also undertook cross-cutting actions including the mapping of CSOs active in peace and security in the West African region, the production of Action Plan 2018-2020 for each of the 15 components of the ECOWAS Conflict Prevention Framework and the development of a Web-Based Monitoring and Evaluation System.

#### **vii) East African Community (EAC)**

**67.** In pursuance of the AUMR, the EAC continues to monitor implementation of the Nairobi Protocol on SALW with the ultimate objective of ensuring reduction in circulation of illicit SALW through collection and destruction and enhancing oversight in the management and use of state-owned and legally licensed arms issued to individuals and private security sector actors. EAC provides regular updates to the AU/Regions SALW Committee.

**68.** During the reporting period, the EAC has continued to implement the Eastern and Southern Africa and Indian Ocean Region (ESA-IO) Maritime Security Project among whose objectives is to combat trafficking in arms, either destined for conflict areas or to criminal groupings by sea. Through capacity building in investigations and commissioning of a state of the art Ballistics Identification System (IBIS), procured through EU support, it is expected that the equipment will enhance the capacity of the law enforcement agencies in the region to identify sources and trails of SALW smuggling and subsequently put in place prevention and interdiction measures.

**69.** The EAC is working with the UN Nations High Commissioner for Refugees (UNHCR) to encourage voluntary return of refugees through positive engagement with regional States of origin. Furthermore, the EAC is in the process of finalizing a good governance framework that addresses itself to governance deficits in the region, which deficits have been part of the causes of the conflicts in the region and in neighboring

States. These include corruption, political and economic exclusion, human rights abuses, electoral fraud, and access to justice among others.

**D. Efforts by the AU Organs to implement the AUMR**

70. The efforts of by AU organs in implementation of the AUMR are reflected below:

**i) African Commission on Human and People's Rights (ACHPR)**

71. During the period under review, the African Commission on Human and People's Rights (ACHPR) has mobilized the AU Member States, especially those still to do so, to ratify the Protocol to the African Charter on the Rights of Women in Africa (the Maputo Protocol). The two most recent ratifications of the Protocol were those of Mauritius in June 2017, and South Sudan in October 2017. To date, 40 out of the 55 AU Member States have ratified the Maputo Protocol. However, only nine States have thus far reported on its implementation to the Commission.

72. The ACHPR has since taken steps in line Press Statement of the 739<sup>th</sup> meeting of the AU PSC held on 8 December 2017, to investigate the situation of African migrants in Libya, following reports in international media on the suffering and inhuman treatment of those migrants.

73. Furthermore, the ACHPR issued press releases on 10 August 2017 and 22 November 2017 respectively, urging for the maintenance of peace during the elections in Kenya and Liberia. A further press release was issued on 21 November 2017 in relation to the transition of power in Zimbabwe, in which it called on all stakeholders to resolve the crisis peacefully, in strict adherence to the Constitution of Zimbabwe, and relevant AU instruments, including the African Charter on Democracy, Elections and Governance. Most recently, the Commission issued a Press Release on the human rights situation in the DRC on 8 January 2018, calling for respect of AU and international instruments.

**E. Efforts by the United Nations (UN)**

74. The UN has deployed significant efforts towards implementation of the AUMR. The UN Security Council Committee established pursuant to resolution 1970 (2011) concerning Libya, has continued to oversee sanctions/measures imposed by the UN Security Council (arms embargo, assets freeze, travel ban) and monitors implementation of the measures by concerned Member States. In addition, as per Security Council Resolution 2376 (2017), the UN Support Mission in Libya (UNSMIL) has continued to provide support for securing uncontrolled arms and related material and countering their proliferation in cooperation with the Libyan authorities. Throughout the reporting period, the UN has provided support to the Libyan security authorities in their work on technical operating procedures for the disposal of improvised explosive devices and search efforts for such devices. Sensitization and training programmes

were conducted in 2017 for Libyan women aimed at addressing changes in attitude in Libyan society regarding the need to surrender illegally owned SALW.

**75.** In support of peacebuilding and post-conflict reconstruction efforts, UNSMIL continues to support women's organizations to develop a common platform for action on peacebuilding and reconciliation efforts as an advocacy tool with Libya's Government of National Accord. The UN-facilitated Libyan Political Agreement (LPA) of 2015 provides a supportive political framework for national reconciliation, including through the creation of a fact-finding commission and a commission on missing persons, as well as various accountability and transitional justice mechanisms, local governance, DDR programs and institutional reforms. Furthermore, UNSMIL, in close coordination with UNDP continues to assist Libyan national and local authorities, civil society and other partners in their effort to promote an inclusive vision for national reconciliation.

**76.** The UN Special Representative of the Secretary-General for Children and Armed Conflict continued advocacy and engagement with parties to conflict to raise awareness about the plight of children affected by armed conflict, and to enhance their protection in the eight African countries included in the UN children and armed conflict agenda (CAR, DRC, Libya, Mali, Nigeria, Somalia, South Sudan and Sudan). The Special Representative attended the AU high-level retreat on peace and security in October 2017 in N'Djamena, Chad, and advocated for the inclusion of strong child protection guidelines for the G5 Sahel Force operations. The UN engagements with parties to conflict resulted in concrete commitments, including the signature of action plans and the release of children associated with parties to conflict or detained on national security charges, particularly in CAR, Mali, Nigeria, Somalia and Sudan.

**77.** With a view to strengthening joint mediation efforts within the spirit of ending conflicts and creating a conducive environment for collection of illegally owned arms/weapons, the UN participated in the Steering Committee of the Network of African Women in Conflict Prevention and Mediation (FemWise-Africa), held in Addis Ababa, on 5 and 6 October 2017 and launched the UN Guidance on Gender and Inclusive Mediation Strategies.

**78.** The UN Regional Office for Central Africa (UNOCA) and ECOWAS organized a workshop in Abuja from 11 to 13 September 2017, to enable the ECCAS and ECOWAS to exchange lessons learned and good practices in mediation support and early warning, among others. Throughout the reporting period, UNOCA continued to mobilize regional support for the operationalization of the AU-led African Initiative for Peace and Reconciliation in CAR, in close cooperation with ECCAS and MINUSCA. The UNOCA has continued with advocacy efforts to encourage countries in the Central African region that have not yet done so, to ratify the Convention for the Control of Small Arms and Light Weapons, their Ammunition and all Parts and Components that can be used for their Manufacture, Repair and Assembly (the Kinshasa Convention), which entered into force on 8 March 2017. From 25 October to 1 November 2017, UNOCA co-led an inter-agency mission to Chad to assist the UN Country Team to develop a peacebuilding strategy for the country. This follows the UN Secretary General's decision

to declare Chad eligible for support from the Peacebuilding Fund. The UN Mission in Liberia (UNMIL) continues to support the Liberia's inter-ministerial arms and ammunition management committee's work in accordance with the national arms and ammunition management framework.

**79.** In Lesotho, the UN continues to work with the Government, SADC, and other partners on the implementation of SADC recommendations aimed at resolving political and security challenges in the country. Similarly, the UN continues to support SADC in undertaking regional mediation trainings and the roll-out of the SADC Mediation Training Curriculum to enhance the capacity of SADC for conflict prevention, management and resolution.

**F. Efforts by Civil Society Organizations (CSOs)/African Think Tanks (CCCPA will submit input)**

**i) Institute for Security Studies (ISS)**

**80.** The ISS, headquartered in South Africa, has contributed to the implementation of the AUMR in the areas of research, sensitization and the promotion of effective and empirically informed policies on SALW, mainly through its project on Enhancing Africa's Response to Transnational Organized Crime (ENACT), that now leads the work of the Institute on silencing the guns. ENACT is a Project aimed at improving evidence-based knowledge and analysis of transnational organized crime, including illegal movement and use of arms/weapons into and within Africa, and boosting awareness, and technical and strategic capacity of relevant African stakeholders for intervention. It participated in the launch of the African Amnesty Month by the PSC on 4 September 2017, in Addis Ababa, Ethiopia.

**81.** Through its monthly publication on the PSC's work, the ISS has broadened publicity and awareness within Africa of the AUMR. The ISS has published several articles on various aspects of the AUMR, including the Africa Amnesty Month. During the period under review, the ISS also published research papers on terrorism and violent extremism in Africa and conflict mapping, among other key topics. It also participated in the Dakar International Forum for Peace and Security, held on 14 November 2017, and held a seminar on the side-lines of the Forum, on the AU's strides in controlling illicit arms flows and organized crime. Also, the ISS is in the process of convening of a joint seminar with the AU Commission in early 2018 on ISS-led research on efforts for improved arms control in Africa. In addition, ISS also plans to undertake, in support of AU efforts, an annual continental assessment on the status of implementation of the AUMR, and the collation and publication of an annual report.

**ii) Institute for Peace and Security Studies (IPSS)**

**82.** The IPSS, based in Addis Ababa, Ethiopia, continues to contribute to the overall vision of the AUMR, particularly through the Africa Peace and Security Programme (APSP), a joint initiative with the AU, mandated by the AU Executive Council Decision

[EX.CL/567(XVI)], and the follow-up Memorandum of Understanding signed between the two institutions. To address illicit flow of arms, the IPSS has taken steps to introduce a course on security governance in 2018 and is in the process of publishing a policy brief on the “Arms Trade Treaty and the Horn of Africa States.” The IPSS’s 5<sup>th</sup> APISA Impact Report documented all elections that took place in Africa in 2016 and provided analysis on the quality and effectiveness of interventions made by the AU and RECs/RMs, largely through their Electoral Observer Missions.

**83.** Currently, IPSS has been tasked with undertaking research on countering violent extremism in Africa, which will investigate doctrines that appeal to youth in Kenya, Somalia, Tanzania, and Uganda as a response to their grievances. The research will be conducted in partnership with four Universities, namely; University of Dar es Salaam in Tanzania, University of Nairobi in Kenya, University of Hargeisa in Somalia, and Makerere University in Uganda.

**84.** During the reporting period, IPSS organized various lecture series on topical issues related to the implementation of the AUMR, such as building partnerships for peace, enhancing financing of Africa’s PSOs, preventing and countering violent extremism in the IGAD region, gender mainstreaming in peace building processes and linkages between health issues and peace and security.

iii) **African Centre for Constructive Resolution of Disputes (ACCORD)**

**85.** In pursuance of the implementation of the AUMR, ACCORD, based in Durban, South Africa, contributes through undertaking research and knowledge production, policy support and development, advocacy and publicity. In this context, ACCORD contributes to efforts to silence the guns in Africa by 2020, through data collection and analysis of national and regional initiatives; policy development support; and capacity building for national and regional stakeholders involved in implementing the AUMR. Furthermore, ACCORD plans to facilitate workshops/seminars of national focal points (where they exist) of AU Member States and the RECs/RMs to share and compare experiences and best practices in the implementation of the AUMR.

iv) **Regional Centre for Small Arms (RECSA)**

**86.** As part of its efforts to implement the AUMR, RECSA has developed regional guidelines on establishment of national institutions responsible for SALW management and control. It has also supported the establishment of the National Institution for small arms management and control in the Central African Republic and developed a National Action Plan (NAP) in the Republic of Congo. During the period under review, RECSA conducted training for practitioners (military and police) in physical security and stockpile management practices and standards in Uganda, Sudan, Nigeria, Djibouti, Rwanda and Kenya. It also conducted instructors’ regional trainings in Kenya. RECSA also implemented arms marking initiatives through provision of marking machines and training, which was implemented mainly in EAC countries and in DR Congo, Malawi and Zambia.



**87.** Additionally, RECSA conducted firearms destruction initiatives in Kenya, Uganda and Tanzania, where a total of 30,250 firearms were destroyed, and 130 tons of Unexploded Ordnance destroyed in Rwanda. Firearms safe storage initiatives were implemented in Uganda and Tanzania through support to construct safe storage facilities for government stocks and provision of steel arms boxes. RECSA also implemented electronic record keeping initiatives in Kenya, Somalia and South Sudan.

**88.** On research and knowledge management, RECSA conducted three regional and national research studies on the nexus between SALW proliferation and fragility, cattle rustling and poaching, which contributed to knowledge sharing in these specific areas. RECSA also developed a Regional SALW reporting tool to support reporting and lessons learnt from implementation of SALW interventions. RECSA recommends the following:

- a) For effective SALW control and management, there should be funding to finalize and implement the national action plans. SALW related issues should also be incorporated among priorities of Member States;
- b) Member States should provide logistical support for firearms marking, including more marking machines , training, and conduct high level advocacy meetings, involving the military;
- c) Provision of financial support for destruction of illicit arms initiatives;
- d) Enhanced support for implementation of safe storage initiatives in Member States; and
- e) Provision of financial support for cross-border collaboration and joint operation initiatives, which should more frequent at regional and continental levels.

### **III. SYNTHESIS OF KEY ISSUES**

**89.** As one can extract from the above accounts on the efforts deployed, the pattern of thinking and focus of actions by the various stakeholders involved in the implementation of the AUMR, clearly indicates that silencing the guns in Africa is a milestone that is within possible reach. It is equally clear that significant ground has been covered in the efforts so far deployed, since 25 May 2013, when the Assembly of the Union adopted the OAU/AU 50<sup>th</sup> Anniversary Solemn Declaration committing to end wars and silence the guns by year 2020. Indeed, optimism is increasingly growing on the path towards the 2020 deadline. This optimism also builds on the recent steps taken by the PSC, with the support of the Commission, including the launch of the Africa Amnesty Month on 4 September 2017, and the increasing publicity being given to it within the continent, wide dissemination of the AUMR in Africa and in the UN system, as well as the increased knowledge and awareness on the format of reporting on the implementation of the AUMR by stakeholders.

90. Nonetheless, the continent needs to embrace some truths regarding negative developments on the ground and effectively arrest them. These include the following:

- a) The weapons, vehicles, funds, fuel, ammunitions etc, being used by terrorists, criminals and traffickers emanate from within the continent, and also from outside, passing through our AU Member States' territories, crossing their borders, including their air spaces and maritime domains. This is why Member States military and security services need to carry our surgical operations to stop this menace that negatively impacts on the population, the economy, and efforts to silence the guns in Africa by 2020. Local communities as a source of information, also need to be mobilized in this process in order to build a wider coalition against terrorism. In this context, the conflicts and crises in Somalia, Libya, South Sudan, the Central African Republic and the DRC, as well as terrorism in the Sahel and the Horn of Africa, just to give a few examples, are evidence of this situation. Tribute should be paid to the gallant forces of AMISOM combating the Al Shabaab terrorist group among other tasks, the Multi-National Joint Task Force combating the Boko Haram terrorist group and the G5 Sahel Joint Force combating terrorism and transnational organized crime in the Sahel;
- b) Ungoverned spaces that continue to exist in different parts of Africa, are some of the terrains providing safe heavens, training sites and transit zones to anti-peace and anti- silencing the guns elements. Here, governments have a duty to act to address this problem by effectively extending state authority on their entire territories;
- c) While the AU has put in place some of the world's best anti- corruption norms and mechanisms, corruption inside our Member States and even across their borders, continues to thrive, helping to prolong the lifelines of those elements that favour continuation of conflicts, violence, killing, destruction of infrastructure and instability in parts of our continent. Here, public institutions, businesses and local communities need to robustly combine efforts and destroy the roots of corruption;
- d) For the period under review, the continent has witnessed a number of election related disputes. As provided for in the AU instruments on democracy, elections and governance, there is an urgent need for Member States to put more effort, to expand the range of options available to citizens to improve their lives, instead of making voting a mere routine exercise. Similarly, governance practices should promote a forward looking balance of responsibilities between central and local institutions, so as to enable communities to build localized economic drive, environmental protection and security consciousness. This can only be achieved with the facilitation of the State. In the same vein, constitutionalism should be embraced in a way that reinforces public institutions as opposed to

individuals, and contributes to achievement of both socio-political cohesion and economic development;

- e) Impunity is known to continue in different situations in the continent. More needs to be done by Member States, especially to arrest human rights violations and abuses, particularly against women and children, wherever and whenever they occur. Considering that the AU and the RECs/RMs have the necessary instruments to be applied, sanctions should be imposed against those involved in these violations, regardless of their status;
- f) Conflict zones in different regions of the continent continue to proliferate weapons, drugs, illicit funds and all sorts of contraband into each other and even beyond, thereby undermining efforts to silence the guns. In this case, AU Peace Support Operations and UN Peacekeeping Operations need to redouble their efforts to stem out this problem;
- g) Natural resources abound throughout Africa. It is absolutely necessary for public institutions, with support of private sectors, to deliver basic needs to citizens, such as good schools, well-endowed health centres, reliable infrastructure, electricity (hydro power, solar, wind, bio-gas, etc), and above all, promote an environment conducive for investment and employment creation. This done, citizens will have the conditions required for engaging in building prosperity within the AU vision of an integrated, prosperous and peaceful Africa;
- h) Desertification continues to invade arable lands and pasture, while coastal erosion also causes loss of valuable land. But both trends can be mitigated through a combination of efforts by central governments, with the support of local authorities/administrations and communities. For instance, decision Assembly/AU/Dec.137 (VIII), adopted during the 8<sup>th</sup> Ordinary Session of the Assembly of the Union held in Addis Ababa, Ethiopia in January 2007, regarding the Green Wall of the Sahara Initiative, is a model of an African response to desertification, land degradation, drought, climate change and loss of biodiversity. Member States need, therefore, to allocate adequate resources towards environmental projects, including afforestation and provision of water harvesting facilities, to curb environmental degradation and increase land utility for economic use; and
- i) Quite a number of OAU/AU legal instruments remain unratified and therefore cannot enter into force. In effect, the good provisions in these instruments continue to lie in waste, whereas they could be implemented to the benefit of the population in the continent. In this regard, Member States, with the support of the AU Commission, need to take steps to address this challenge.

#### IV. CHALLENGES AND RECOMMENDATIONS

**91.** While progress has been made in the implementation of the AUMR, there are still various challenges to be addressed in order to accelerate the process, including:

- a) Inadequate funding to sustain implementation of the AUMR by the stakeholders;
- b) Scanty reporting by the stakeholders, including Member States, on concrete actions taken during the Africa Amnesty Month (September 2017) and slow provision of inputs by stakeholders for inclusion on time to the PSC report to the AU Ordinary Sessions of the Assembly of the Union;
- c) Lack of consistency by the AU in the application of its norms and instruments in the prevention and resolution of conflicts in continent thus affecting the credibility of the Organisation;
- d) Continuing gaps between early warning and early response;
- e) Lack of dedicated research, which explains the existence of huge gaps in the data, particularly on illicit weapons, illicit financial flows, arms and drug trafficking, and migration among others;
- f) Ungoverned spaces in some parts of Africa, which creates conditions for free play by terrorists, arms traffickers, human and drug traffickers, money launderers and other organized criminal networks; and
- g) Weak infrastructures for monitoring and regulation of Africa's maritime domain, which leaves loopholes exploited for entry of illicit weapons into the continent and also movement of such weapons from one point of the coast to another, where they may be used in conflict zones or to commit criminal activities.

**92.** In view of the above, the following recommendations are made:

- a) Member States should demonstrate sustained political commitment and engagement to ensure the creation of requisite conditions for silencing the guns in Africa, which will facilitate realization of a conflict-free continent in line with AU Agenda 2063;
- b) Member States should, as much as possible, provide resources to their own research institutions with a mandate to gather and avail data on movement of terrorists, arms trafficking, human and drug trafficking, illicit financial flows, and other contraband goods that contributes to fuelling conflicts in Africa. This would complement the efforts of the AU Organs and institutions such as ACSRT, AFRIPOL and others;

- c) There is urgent need for the AU to mobilize funding in support of the activities of the High Representative of the Chairperson of the Commission on Silencing the Guns to enable him carry out his mandate, particularly galvanizing efforts of Member States, RECs/RMs, the UN and other stakeholders to scale up activities in the implementation of the AUMR;
- d) There is need for all stakeholders reporting on their implementation of the AUMR to do so by paying due attention to all the five key aspects raised in the AUMR, namely political, social, economic, environmental and legal aspects. This approach would enable Africa and its people to see the actual trends in the AUMR implementation process and address gaps where they appear;
- e) All key stakeholders should prioritize conflict prevention activities, in line with the mandate stipulated in the PSC Protocol;
- f) It is important for stakeholders to submit their inputs on time on the steps taken in the implementation of the AUMR to feed in the Report of the PSC to the Ordinary Sessions, and for the Commission to make sure in this regard to reach out to all the relevant stakeholders;
- g) All key stakeholders should provide enough preparation for the observation of the Africa Amnesty Month (September), with a view to give it wider visibility with the involvement of all citizens for better results;
- h) While the PSC naturally plays its locomotive role in propelling the onward implementation of the AUMR, the centrality of the role of the RECs/RMs in this process needs to be underlined. Given that each REC/RM has a smaller set of Member States, these entities are in a better position to gather relevant information and data on implementation of the AUMR from their Member States and convey to the PSC, through the AU Commission; and
- i) Member States are urged to deploy more effort towards responding to the Small Arms Survey in Africa, which was circulated to Member States, AU and UN peacekeeping and peace support operations, and maritime operations in October 2017. In this context, the eight Member States that have so far responded are commended for their commitment.

**93.** The PSC commends Member States, as well as the AU Organs, RECs/RMs, UN, CSOs and think tanks for the efforts thus far deployed in implementing the AUMR and urges them to redouble their efforts. In this context, more focus should be given to further strengthening control regimes on illicit proliferation of arms, illicit financial flows,

arms and drug trafficking, drug production, illegal exploitation of natural resources, sharing of intelligence in a timely manner, as well as reinforcing preventive measures against outbreaks of conflicts and pandemics. In the same vein Member States are encouraged to continue with their efforts to further improve their governance institutions, robustly combat corruption, take measures to mitigate climate change negative effects and environmental degradation, and enhance employment creation especially in favour of the youth and women.

**94.** Finally, the PSC urges the Chairperson of the Commission's High Representative on Silencing the Guns in Africa, Ambassador Ramtane Lamamra to engage the African members of the UN Security Council with a view to adoption by the Security Council, of a resolution to assist Africa and its people to better address the challenges related to continued entry of illegal weapons into Africa, arms and drug trafficking and illicit financial flows, which are undermining peace, stability and socio-economic development on the continent.

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# Second Report of the Peace and Security Council of the African Union on the Implementation of the African Union Master Roadmap of Practical Steps to Silence the Guns in Africa by the Year 2020

African Union

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