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INAUGURAL 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
INAUGURAL 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

I. INTRODUCTION

1. The present Inaugural 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 28th ordinary session of the Assembly of the Union, held in Addis Ababa, Ethiopia, on 30 – 31 January 2017. In the decision, the Assembly 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. The Report, which covers the period from the 28th ordinary session of the Assembly held in Addis Ababa on 30-31 January 2017 to the 29th ordinary session of the Assembly of 3 to 4 July 2017, provides an overview of the steps taken and the progress made, as well as analysis of constraining factors and the challenges at hand, in the implementation of the AUMR.

2. Contextually, it should be recalled that the development and subsequent adoption of the AUMR by the Assembly in January 2017 was informed by the letter and spirit of the OAU/AU 50th Anniversary Solemn Declaration adopted in Addis Ababa on 25 May 2013, in which the AU Heads of State and Government pledged not to bequeath the burden of conflicts to the next generation of Africans and to end all wars in Africa by the year 2020. Despite being home to only 16 percent of the world’s total population, Africa continues to be the most afflicted by the severe consequences of armed conflicts and disruptive crises. Illicit arms transfers and use continue to thrive in all parts of Africa, causing countless deaths, untold suffering, population displacement, disruption of livelihoods and other economic activities in Agenda 2063, in which the maiden goal of creating a conflict-free Africa is clearly stated and all concerned stakeholders in the continent are called upon to join efforts to realize this goal. It was against this background and with a view to give practical effect to the OAU/AU 50th Anniversary Solemn Declaration that the PSC organized its 9th Retreat in Lusaka, Zambia, from 7 to 9 November 2017 with objective of developing a Roadmap of practical steps to silence the guns in Africa by 2020.

3. In looking ahead, from this year 2017, at the crucial journey towards Silencing the Guns in Africa by 2020, one is indeed, bound to be shocked by contradiction that exists between the dynamic human and vast natural resources of Africa, enough to render the required prosperity and decent life for all, and on the one hand, the devastation brought by conflict and crises on the continent’s population and economy in the past. In all conscience, this contradiction has to be mitigated.
II. STEPS TAKEN BY THE PSC TO BUILD AWARENESS IN AFRICA IMMEDIATELY FOLLOWING THE ADOPTION OF THE AU MASTER ROADMAP (AUMR)

4. Following the adoption by the Assembly of the AUMR, the PSC, with the support of AU Commission, took several measures with a view to ensuring the build-up of an Africa-wide awareness of the AUMR and the actions called for therein:

i) Dispatch of the AUMR to 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 of the AUMR to all concerned ministries/government services and other relevant national stakeholders, for necessary action;

ii) Distribution of the AUMR to all Regional Economic Communities and Regional Mechanisms for Conflict Prevention, Management and Resolution (RECs/RMs) for their action as called for in the Roadmap;

iii) Consultations held between the Commission and the RECs/RMs to map out how to develop inputs on implementation activities towards the PSC Report to the Assembly;

iv) Consultations held by the Peace and Security Department in its coordinating role on the implementation of the AU Master Roadmap, with the United Nations and other partners;

v) Consultations between various stakeholders in the AU Commission to promote common focus with respect to efforts to be mobilized towards Silencing the Guns by the year 2020;

vi) Organization of the PSC open session with the participation of all AU Member States, RECs/RMs, partners, civil society organizations and various organizations/institutions on 14 June 2017 to deliver the required impact during which participants shared their experiences and views on how best the AUMR could be implemented to silencing the guns in Africa by 2020; and,

vii) Elaboration of a Monitoring and Evaluation Mechanism that will facilitate actions of different stakeholders in implementing the AUMR. At the time of finalizing this report, work on developing a monitoring and implementation mechanism of the AUMR had reached an advanced stage to allow the PSC to consider it.

III. UNDERLYING PRINCIPLES FOR SUSTAINABLE IMPLEMENTATION OF THE AU MASTER ROADMAP

5. In a fundamental sense, it is political will at the highest level, as well as sustained commitment and concrete political action that can ultimately render implementation of the AUMR most effective. The AUMR recognizes that, while key decisions have been adopted to address the range of security and developmental
challenges confronting the continent, and that these decisions have often been supported through programs and initiatives led by RECs/RMs, the Commission and other specialized bodies of the AU, achieving sustainable progress has often been undercut by a persistent implementation deficit. Thus, for the AUMR to make the desired impact on Africa’s security and development landscape, with respect to creating necessary conditions for a conflict-free continent, a set of principles must form the foundation for its implementation. First and foremost, the implementation of the AUMR must be guided by a strong sense of national ownership in each AU Member State. While it is acknowledged that the various continental and regional organs will play a critical support role, progress cannot be achieved without the full commitment, engagement and investment by AU Member States. Therefore, Member States need to ensure that their relevant institutions and national stakeholders are sensitized and called to duty to fulfil their responsibilities in implementing their respective areas in the AUMR.

6. To further address the implementation deficit, the policy organs of the AU and RECs/RMs should devise accountability and transparency frameworks that enable Member States to regularly report on the progress made, as well as identify gaps, challenges and lapses in implementation. Critical to the overall success of the Roadmap is its effective implementation through evidence-based policies and programs that focus on tangible results, rather than processes. Additionally, common approaches to implementation and robust inter-state cooperation will ensure the elimination of gaps in state practice, which are often exploited by rogue actors to conduct all forms of illicit transactions and subversive acts that then erode socio-political and economic cohesion of countries and undermine collective stability and development.

IV. FACTORS ACCOUNTING FOR PERSISTENCE OF ILLICIT TRAFFICKING, CIRCULATION AND PROLIFERATION OF ARMS, THEIR USE AND IMPACT IN AFRICA

7. Among the various practical steps outlined in the AUMR, one deals particularly with the tools and enablers of violence. The AUMR recognizes that while the causes and factors driving inter and intra-state violent conflict and crime on the continent have varied, the wide and devastating use of conventional arms, particularly Small Arms and Light Weapons (SALW), has remained a common characteristic among all of them. Therefore, addressing the illicit proliferation, circulation and trafficking of SALW warrants particular attention in this inaugural report.

8. It should be noted that as early as 2001, Africa and the international community developed key international and regional instruments, both politically and legally binding, that establishes national commitments, international cooperation measures, and transparency frameworks to prevent and respond to illicit SALW proliferation. However, the level of participation in these regimes, as well as the extent and effectiveness of their implementation has varied considerably. The AU and RECs are implementing various projects and interventions in support of Member States’ efforts to fully and effectively implement these instruments. Some of these efforts are covered far below under the section on Political Aspects of the AUMR. These efforts include the launch of a comprehensive study to map the flows of illicit
SALW into and within the continent as requested by the PSC in the press statement adopted by the 430th meeting, held on 24 April 2014. Nonetheless, the following is an overview of the persistent and well-documented gaps and challenges that permit the continued illicit trafficking and circulation of SALW and also all sorts of other weapons.

9. It must be emphasized that the global trade in conventional arms remains largely a legal enterprise, but their diversion, constitutes a major source for illicit arms in circulation in Africa. Diversion occurs at different stages of legal transfers as a result of poor or inadequate end-user and brokering controls, or from legally-held stockpiles, as a result of inadequate management and physical security of such holdings. Incompetence and corruption is also a key feature in this regard. Arms and ammunition owned by national forces or peacekeepers also become vulnerable to theft and looting during conflict situations. The deliberate diversion of arms by states to unauthorized users and non-state actors is another serious problem that remains largely unaddressed due to the associated political sensitivities and considerations.

a) Absence of Universal Adherence to Regional and International Instruments

10. On a positive note, the 2010 Central African Convention for the Control of SALW, their Ammunition and all Parts and Components that can be used for their Manufacture, Repair and Assembly (Kinshasa Convention) entered into force on 8 March 2017. However, four (4) signatory States are yet to ratify the Convention. Other regional instruments are also yet to be fully embraced by the respective States: three (3) States have not ratified the 2001 Southern African Development Community (SADC) Protocol on Small Arms and Light Weapons; five (5) have not ratified the 2004 Nairobi Protocol for the Prevention, Control and Reduction of SALW in the great lakes Region and the Horn of Africa; and two (2) have not ratified the 2006 ECOWAS Convention on Small Arms and Light Weapons.

11. The Arms Trade Treaty (ATT) is yet another critical instrument that aims to ensure transparent and responsible arms trade globally, and its contribution to the goal of silencing the guns is recognized by the AUMR. However, to date, 33 AU Member States have not yet ratified or acceded to this critical instrument. Of the 22 States Parties, only nine (9) submitted an initial report and one submitted its annual transparency report for 2016. The poor rate and quality of reporting for transparency pursuant to the other regional and international instruments is also common among Member States and need to be addressed.

12. It should be stressed that the low level of participation of Member States in the different regimes not only undercuts their effective implementation at the regional level but also undermines the continent’s position as a credible global voice against the illicit and irresponsible arms trade.

b) Inadequate Controls to Prevent Diversion During Transfers

13. Diversion during transfers is often due to the lack of thorough checks and risk assessments, prior to the issuance of export and import licenses, of declared end-use and end-user(s), shipment and transit routes and authenticity of documents.
Such weaknesses in transfer controls are commonly exploited by corrupt brokers, shipping agents and other rogue elements to acquire and divert legally traded arms.

c) **Poor Physical Security and Management to Prevent Diversion of Legal Stockpiles**

14. Poor physical security and stockpile management of arms and ammunition on the continent have been identified as one of the main factors contributing to illicit proliferation. This is due to non-compliance with international standards and best practices for storing arms and ammunition, absence of effective accountability and control measures, inadequate training of storekeepers and managers, and poor surplus disposal practices. These factors combined allow theft, pilferage and diversion of arms through corrupt networks.

d) **Violations of Arms Embargoes**

15. Embargoes offer an important tool to prevent the flows of arms and ammunition from aggravating unstable situations and undercutting conflict management and resolution efforts. This is recognized by the international and regional instruments alike, as all establish commitments and obligations on States Parties to prevent their territories from being used to violate embargoes in effect. It should be noted that, of the 14 UN Security Council arms embargoes currently in effect globally, 6 relate to States and entities in Africa. However, violations are common place due to a range of factors, including lack of knowledge and capacities at the level of state institutions to enforce them.

e) **Inconsistent marking and record keeping practices to trace diverted arms**

16. The International Tracing Instrument (ITI) is a critical tool for tracing illicit weapons in order to better understand gaps in control measures, interrupt illicit arms and ammunition supplies to non-state actors, and fully investigate and prosecute crimes involving firearms. Yet its utilization is undermined by inconsistent arms marking practices, poor record-keeping and lack of international cooperation in arms/weapons tracing among States.

f) **Vulnerability of stockpiles during conflict situations**

17. At the onset of conflict and the breakdown of law and order, government-held stockpiles become highly vulnerable to looting and capture by non-state actors, releasing countless amounts of arms and ammunition into the illicit market and further exacerbating the security situation. Government-held stockpiles also become vulnerable during attacks by terrorists and non-state actors on police stations, border posts and military barracks. Furthermore, Peace Support Operations, and by virtue of the hostile environments in which they are deployed, face similar challenges as a result of attacks on their bases or during patrols.
g) **Inadequate border controls and capacities to detect and prevent illicit trafficking**

18. Inadequate border controls and enforcement thereof is a key factor accounting for the proliferation of illicit SALW and impact land, sea and air borders alike. Lack of training and equipment prevents borders and customs officials from properly detecting and identifying arms and related parts. These problems are often compounded by corruption where border and customs officials turn a blind eye in exchange for a bribe or are themselves involved in trafficking.

h) **Incomplete or Ineffective Disarmament, Demobilization and Reintegration**

19. Measures to control illicit SALW proliferation cannot be effective without addressing issues associated with their possessors and users. But the challenge often manifests in lack of political will on the part of the armed factions to engage in DDR or distrust on the part of the combatants in the process or the peace-settlement in general. In many cases, combatants surrender unserviceable weapons, opting to keep others either for use or sale on the illicit market. This further allows for the circulation of illicit SALW from one conflict zone to another.

i) **Deliberate Diversion to Unauthorized State and Non-State Actors**

20. The deliberate transfer of arms and ammunitions to unauthorized state and non-state actors, particularly those in active conflict zones, remains an issue of great concern that warrants more attention and action by the AU policy organs and Member States due to their adverse effect on conflict prevention, management and resolution efforts. Such acts take place through different means and exploit the aforementioned control gaps. These include diversion from legal holdings, diversion during shipment and transit, or the provision of financial and non-financial support to enable unauthorized non-state actors acquire weapons from the illicit market. An alarming trend in this regard is the tendency of illicit arms suppliers to remove the marking on SALW in order to obscure their source and prevent accurate tracing.

V. **IMPLEMENTATION OF THE PRACTICAL STEPS OUTLINED IN THE AU MASTER ROADMAP**

21. The AUMR identifies a set of practical steps and modalities of action that encompass the full range of political, social, economic, environmental and legal aspects, which aim to provide a holistic and multi-dimensional approach to sustainable peace and development in Africa. The following section thus provides an overview of the status of implementation of the steps encapsulated under these aspects by the various responsible stakeholders.

A. **POLITICAL ASPECTS**

22. Action under this aspect have been undertaken mainly within the framework of the African Peace and Security Architecture (APSA) and the African Governance Architecture (AGA) which include conflict prevention and management, post-conflict
reconstruction and development, democracy, governance and human rights, as well as strategic security issues.

   a) **Implementation of Outstanding Components of the African Peace and Security Architecture (APSA)**

   - **Addressing the problem of political denialism against early warning information on looming crisis or aggravation of existing crises**

23. There is general consensus that conflict prevention is more cost effective compared to all the other stages/ phases in any conflict cycle. However, in Africa, the success of conflict prevention efforts continue to be severely undermined by lack of cooperation, especially in cases where upon Member States affected by crisis/conflict and the involved internal political actors/stakeholders, deny realities on the ground. In discharging its conflict prevention function, the PSC continues to face this challenge of denialism, which significantly undermines its capacity to work out and facilitate early responses. On the ground, failure to acknowledge and take action upon receipt of early warning information on looming crises or on aggravation of an existing crisis, tends to multiply conditions that push some of the political actors to arm themselves and use violence to pursue political objectives. This kind of situation is often exploited by traffickers of weapons and ammunition, as well as money launderers, thereby augmenting the problem of circulation of illicit weapons.

   - **Addressing the persistent gap in linkages between early warning and early response**

24. It must be acknowledged that most of conflicts and crises that erupt in any African country has a regional spill over and effects. Thus, once a conflict erupts, it easily becomes a conflagration over the entire region. Therefore, it makes it imperative that once early warning is provided, early response should be triggered. Africa has made huge gains in terms of provision of early information on looming crises. Paradoxically, this early warning capacity often remains unmatched in terms of having commitment and capability on the ground to address and neutralize looming crisis. This is an issue of both political will and allocation of the necessary resources and logistics. When such crisis explodes, it is another opening for illegal arms and illicit funds and related vices to flow into the affected country and its neighbours.

   - **Raising ability of the African Standby Force to undertake peace support operations**

25. In line with the Assembly decision 589 (XXVI) of January 2016, the Commission and the RECs/RMs Secretariats will conduct verification of the African Standby Force (ASF) pledged capabilities during the July to October 2017 period, with a view to confirming available forces and assets in the regions. It should be noted that the 2008 AU-RECs/RMs Memorandum of Understanding (MoU) merely provides a generic agreement, and remains inadequate for the clarification of deployment modalities of the ASF Regional Standby Forces. Efforts are currently
underway to host a working session between the AU and RECs/RMs to commence the finalization of an appropriate legal framework for future ASF deployment.

26. Funding remains a central concern for the deployment and sustainment of ASF operations, particularly in the areas of force preparation and force employment. More broadly, it is expected that the revitalized AU Peace Fund and possible AU access to the utilization of UN assessed contributions could address the need for predictable and sustainable funding. The AU Commission has produced a document titled “AU Common Costs” which spells out the categories of items that need to be supported from the AU Peace Fund for the ASF deployments.

- **Revitalization of the AU Peace Fund**

27. The AU Peace Fund (PF) was established in June 1993 as one of the operational tools to finance the peace and security activities of the Organization for African Unity and has been in existence for over twenty years.

28. In the efforts towards the implementation of the Assembly Decision (Assembly/AU/Dec.605 (XXVII)) on the AU Peace Fund, the PSC at its 689th meeting held on 30 May 2017, endorsed the enhanced governance and accountability framework of the AU Peace Fund and the management structure, the proposed eligibility criteria and fund management principles, as recommended in the Report of the Chairperson of the AU Commission, taking into consideration representation of AU Member States in the governance structures of the AU Peace Fund, based on regional representation and the modalities to implement it, in addition to the operating costs of the fund.

29. During the same meeting, the PSC also adopted the Report submitted by the Chairperson of the Commission with respect to the three issues identified by the Security Council in paragraph 7 of UNSCR 2320, namely, (a) details of the proposed scope of PSOs to be considered; (b) the progress, benchmarks, and timelines for implementation of the AU Peace Fund, and (c) accountability, transparency, and compliance frameworks for AU PSOs, as a basis for operationalising the financing arrangements. The PSC urged the UN, in close consultation with the AU, to establish financing and mission support models that are fit for purpose and adapted to the requirements of each type of operation. Subsequently, on 15 June 2017, the UN Security Council was briefed by the UN Secretariat, the AU Commissioner for Peace and Security, Ambassador Smail Chergui and the AU High Representative for Financing the Union and the Peace Fund, Dr. Donald Kaberuka, on the two above mentioned reports.

30. In this context, Member States need to fully commit themselves, politically and financially, and provide their contributions on time for the AU to be able to respond to any emergency in the continent, which would largely contribute to the efforts to silence the guns in Africa. It is noteworthy that the Chairperson of the AU Commission has redoubled efforts, through the AU High Representative for the Peace Fund and Financing of the Union to this effect.
31. In line with the Declaration on the Report of the Peace And Security Council on its Activities and the State of Peace and Security in Africa, [Assembly/AU/Decl.1(XXI)], of the Twenty-First Ordinary Session, held in May 2013, to establish a Pan-African Network of the Wise (PanWise), the Panel of the Wise has deployed technical teams to selected RECs, and has engaged Member States in order to provide assistance with the development of national peace infrastructures, that are to be linked to the PanWise to enhance the AU’s conflict prevention and mediation interventions, as well as country structural vulnerability assessment strategies. It is planned that 30 countries to undergo this process by the end of 2018 for conflict/crisis prevention purposes.

32. Additionally, on 13 March 2017, the PSC welcomed the progress made in the development of the Modalities for the Establishment of the African Network of Women in Conflict Prevention and Peace Mediation (FemWise). In this context, the PSC requested the AU Commission to submit the Modalities to the relevant bodies for finalization and adoption, as well as to accelerate the operationalization of FemWise. FemWise was a direct outcome of a workshop of African Women in Mediation organized by the Pan-African Network of the Wise (PanWise) and the AU Special Envoy for Women, Peace and Security held in Constantine, Algeria in December 2016. The network is aimed at contributing to Africa’s efforts at tackling some of the most violent conflicts and crises on the continent, and supporting women in conflict and post-conflict settings at all levels. Steps are underway by FemWise to recruit personnel for its Secretariat, and simultaneously undertaking consultations to conduct two trainings of women in mediation in 2017.

33. With regard to AU mediation efforts, the Commission is in the process of establishing a Mediation Support Unit (MSU), in line with Assembly decision [Assembly/AU/Dec.558(XXIV)] adopted during the 24th Ordinary Session of the Union held on 30-31 January 2015, in the Peace and security Department of the Commission, in order to respond to the mediation/negotiation needs of the continent in a more systematic manner. The main objective of the MSU will be to ensure effective coordination of the mediation engagements of the AU through harnessing internal capacity, as well as collaboration and partnerships with all relevant stakeholders in order to support mediators in assisting parties in dispute. As a strategy to attain this objective, the MSU will provide coordination of efforts between the AU Headquarters and Liaison Offices, AU special envoys, mediators, facilitators and high-level panels involved in various stages and aspects of AU mediation engagements.

34. The implementation of the AU Post-Conflict Reconciliation and Development (PCRD) Policy has gathered momentum since its adoption in 2006. However, it should be further enhanced to raise its effectiveness and impact in the ‘Silencing the Guns by 2020’ within the Agenda 2063 process. As the AU reflects on ten years of implementation of its PCRD Policy, there is need to shift from the current top-down
approach to a more people-centered paradigm with a specific focus on peace dividends, especially for women and youth. Achieving an equilibrium between security, peace building and long-term development remains a major challenge. In this respect, the PSC has decided to operationalize its Sub-Committee on PCRD in Africa to provide sustained strategic support. The AU Commission has launched specific in-country peace-building activities to support countries such as the CAR, Comoros and Liberia within the context of the AU PCRD Policy Framework. A need exist for greater political engagement of Member States on the issues of PCRD in order to ensure that after the guns have been silenced anytime, anywhere or by 2020, efforts should be intensified to foster resilience and self-sustenance in countries emerging from conflicts.

- **Controlling the Illicit proliferation, circulation and trafficking of Small Arms and Light Weapons (SALW)**

35. In a step to promote universal adherence to the Arms Trade Treaty (ATT), the AU Commission convened a consultative meeting, from 8 to 9 May 2017 in Ndjamena, Chad, which brought together Member States of the Central Africa region to enhance the knowledge and capacity of policymakers and practitioners on the ATT, as well as promote its universality and effective implementation in the region. The meeting identified political and operational challenges to ratification, accession and implementation, and served as a platform to develop shared understanding and cooperation. The Commission intends to launch similar initiatives with other regions of Africa that have low ratification rates in the course of 2017 and 2018.

36. In addressing the range of issues concerning physical security and stockpile management (PSSM), particularly in the Sahel region, the AU Commission will launch, in the course of 2017, a Roster of African Experts to support Member States in the implementation of national and regional interventions according to international standards and best practices. The AU Commission will also produce operational guidance notes that are designed to inform effective PSSM interventions, while taking into account available resources and capacities.

37. The AU Commission has also launched the Ammunition Management Safety Initiative to assist Member States in developing ammunition stockpile management and good practices, in line with the relevant international guidelines. Through the project, the AU Commission will assist Member States in assessing the conditions of identified ammunition storage sites in order to identify immediate and long terms measures to enhance safety and security, as well as prevent looting. Training courses will also be delivered to storekeepers and managers to this effect. Assistance during the course of 2017 will be delivered to Guinea Bissau, Malawi and other states that express interest.

38. The AU Commission is also providing assistance to AU Peace Support Operations (PSOs), during the course of 2017, in developing integrated measures and capacities for effective and sustainable arms and ammunition management in mission areas, in line with the PSOs respective mandates and the applicable international best practices. The project will support the development of proper mechanisms and capacities, including guidelines and Standard Operating Procedures (SOPs), to collect, store, mark, register and handover to relevant
national authorities, weapons captured during military operations and disarmament activities.

39. Furthermore, and in order to enable Member States and AU policy organs implement evidence-based policies and better measure progress and impact, the AU Commission launched a continent-wide mapping exercise in early 2017, pursuant to the request of the 430th meeting of the PSC, held on 24 April 2014, to generate concrete data to reveal patterns and trends in illegal weapons and ammunition inflows and cross-border flows, diversion and circulation, as well as gaps in control measures in Member States. The outcome of the study will be presented to the PSC in early 2018.

- Promoting National Ownership of Disarmament, Demobilization and Reintegration Processes and Security Sector Reform

40. Disarmament, Demobilization and Reintegration (DDR) remains a crucial element of stabilization and recovery interventions and as such, a fundamental precondition for peace, stability and human security and development emerging post conflict societies. In 2017, the AU Commission launched Phase II of the DDR Program which focuses on providing operational support to Member States, strengthening regional and international partnerships for effective implementation of DDR interventions, and enhancing knowledge, skills and capacities in DDR. Current priority countries and regions in which timely interventions are required include Central African Republic, Mali, Somalia and the Lake Chad Basin.

41. In the area of Security Sector Reform (SSR), the AU Commission and RECs continue to promote and support processes in a number of Member States emerging from conflicts including the Central African Republic, Guinea Bissau, Madagascar and Mali. More recently, as shown by the Strategic Review of the AU-UN Hybrid Mission in Darfur (UNAMID), there is need for building capacities of the national defence and security institutions, both the policy and army. The case of Somalia illustrate the same point.

42. Generally however, DDR and SSR processes are often undercut by various factors including the lack of political, absence of national capacities to design and lead national processes and the lack of financial resources to implement related programs. The PSC and brokers of peace settlements should exercise strong oversight and political engagement to compel concerned parties and Member States to make tangible progress in this regard.

- Preventing and Countering Terrorism, Radicalization and Violent Extremism

43. The 28th Ordinary Session of the Assembly of the Union took note of the progress made by the AU Commission in developing the Draft Statute of the AU Special Fund on the Prevention and Combating of Terrorism and Violent Extremism in Africa and requested its submission to the Specialized Technical Committee on Justice and Legal for consideration and appropriate recommendations. On its part, the African Center for the Study and Research on Terrorism (ACSRT) is working on
revising modalities of national and regional Focal Points with a focus on identifying national institutions that can serve this purpose in a manner that contributes to timely follow-up, information sharing and decision making.

44. Significant progress has been made in the operationalization of the AU Mechanism for Police Cooperation (AFRIPOL). The Statute of AFRIPOL was adopted by the 28th Ordinary Session of the Assembly in January 2017. This mechanism is expected to play a critical role in Africa’s fight against illicit weapons, transnational organized crimes and all trafficking in all their forms. CISSA is currently engaged with its member states services to establish a database of Foreign Terrorist Fighters (FTFs) and terrorist groups. In this regard, alerts were sent to all CISSA member states services regarding some criminal suspects. Also, in coordination with some regional mechanisms, information is being exchanged regarding some suspected criminal elements. In addition, CISSA and ACSRT continue to brief the PSC every three (3) months on the threat of terrorism, violent extremism and radicalization in the continent.

- **Combating Piracy and Illegal Activities At Sea**

45. Africa’s maritime domain continues to witness resurgence of threats ranging from piracy and armed robbery at sea, illegal arms and drug and human trafficking, money laundering, smuggling of migrants, environmental crimes, crude oil theft, dumping of toxic waste, maritime terrorism, as well as illegal, unregulated and unreported fishing. In the context of implementing the AUMR, the AU Commission has taken measures to popularize the African Charter on Maritime Security and Safety and Development (Lomé Charter), adopted in Lomé, Togo on 15 October 2016. The Charter aims to promote and strengthen cooperation in the maritime domain, prevent and fight against maritime piracy, armed robbery, drug trafficking, smuggling of migrants, human trafficking and related illegal trafficking of all kinds at sea, marine pollution and cross-border crime, international terrorism, as well as to address the proliferation of small arms and light weapons. On its part, the PSC held its 682nd meeting at the ministerial level on maritime security and safety in Africa, as well as on peace, security and development of the blue economy in Africa, on 25 April 2017., The PSC requested the Commission to expedite the finalization of the draft annexes to the Lomé Charter, with a view to enabling the earliest convening of the meeting of the relevant STCs for their elaboration.. The AU Commission will convene a meeting of experts of AU Member States to validate the zero draft annexes to the Lomé Charter from 5 to 10 July 2017. The validation meeting will allow the AU Commission to prepare for the meeting of the Joint Specialised Technical Committee to be held in September/October 2017 to elaborate on the annexes. As part of enhancing efforts towards silencing the guns in Africa, there is need for Member States to take necessary steps to ratify the Lomé Charter, in accordance with their relevant national procedures, to enable its early entry into force.

- **AU efforts in strengthening partnerships for silencing the guns and sustaining peace**

46. The AU Commission and the UN Secretariat have been in close collaboration, particularly on peace and security issues. To further strengthen the partnership, on
19 April 2017, the Chairperson of the Commission and the Secretary General of the UN signed the United Nations – African Union Framework on Enhanced Partnership in Peace and Security. This Framework elevates the exiting partnership between the two organizations to a strategic, predictable and systematic one, based on a common understanding of their shared objectives and comparative strengths. The AU Commission and UN Secretariat are now focused on the implementation of all aspects of the Framework, in line with the AUMR, to silence the guns by year 2020. On a related note, The European Union and the AU have a strong cooperation on peace and security which has been building up over past ten years ago, especially, following the establishment of the APSA. Since then, challenges and threats to peace and security have changed on the ground in which the AUMR will guide the two organizations to adapt to the new developments and patterns of threat. The regular executives senior officials meetings between these institutions provides the opportunity to deepen exchange of ideas on how best the AU and EU can work together to implement the AURM. It is also critically important to look forward to see how the partners could further support the full implementation of the African Integrated Maritime Strategy (AIMS 2050) and of the Lomé Charter on Maritime Security and Safety and Development. It is important for the AU Member States to keep engaging the partners, specifically on effective implementation of the AU Peace Fund, regarding the EU’s proposal to contribute to the AU Peace Fund Window I for "mediation and diplomacy".

47. The AU Commission has also been engaging other bilateral and multilateral partners, in mobilization of support towards AU’s efforts to silence the guns in Africa by 2020. Consultations have been undertaken with various stakeholders steering the implementation of ATT, it being understood that ATT’s full implementation and compliance will contribute to Africa’s efforts to silence the guns.

b) **Implementation of Outstanding Components of the African Governance Architecture (AGA)**

- **Addressing bottlenecks in enhancing Democracy, management of Elections, Good Governance and Human Rights**

48. Using the opportunities presented by the AUMR, 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. These initiatives, as undertaken under the auspices of the African Governance Architecture (AGA), adopted a regional approach to encourage Member States to sign, ratify, domesticate and implement these instruments. Notably, State Parties to the ACDEG have risen to 30, of which 23 are due to submit their state reports on the implementation of the Charter, while those for the African Charter on the Values and Principles of Public Service and Administration are at 15, which enabled the Charter to enter into force in July 2016. The State Reporting Guidelines of the ACDEG, to guide State Parties towards the submission of their reports has been adopted. To-date, it is only Togo that has submitted its State Report on the implementation of the ACDEG and should be commended for this progress. The African Governance Platform is already in the process of reviewing the Report of the Togolese Republic.
Efforts are being put in place to encourage other State Parties due for reporting to do so as well.

49. To promote a culture of constitutionalism in Africa, the AU Commission is currently working with Ministries of Education across the continent to incorporate the ACDEG into High School Curricula. The AU Commission organised regional training programmes for judicial officers with the ultimate aim of promoting adherence to ACDEG Articles 23 and 24 on unconstitutional changes of government. In addition, the AU Commission is developing Guidelines for Constitutional Review, in line with Article 10 of the ACDEG. This is expected to be completed in the first quarter of 2018, as an addendum to ACDEG.

50. The AU Commission has undertaken preventive diplomacy efforts in selected Member States, particularly those heading for elections. These include several joint pre-election assessment missions with RECs, particularly ECOWAS and the United Nations, including to Ghana, Gambia and Lesotho among others. The AU Commission and in conjunction with the Office of the Special Envoy on Women, Peace and Security, hosted a training for Female Election Observation Women Leaders and on establishment of Situation Rooms to track women’s participation in electoral processes, in a bid to enhance the role of women in conflict prevention activities. The AU Commission is also developing a Women-In-Governance Programme aimed at enhancing the capacity of women in political processes.

51. The AU Commission continues to consolidate the AU Youth-In-Peacebuilding (AU-YPI) as launched in November 2016. The AU-YPI is designed as a coordinated platform for the engagement of youth in the AU conflict prevention and peacebuilding efforts. As a spinoff of the programme, capacity building for youth-led organisations is being organised to enhance their capacity to contribute to silencing the guns in Africa. In the area of human rights, the AU Commission has dispatched human rights observation missions to the Democratic Republic of Congo (DRC), Somalia, South Sudan, and Burundi, amongst others, to promote human rights, in addition to documenting suspected violations. Also, the AU Commissions has completed consultations towards the development of a Transitional Justice Policy Framework, due for submission to AU Policy Organs. As part of efforts towards the establishment of the PRC Sub-Committee on Democracy, Governance and Human Rights, the AU Commission through the Department of Political Affairs, has developed and submitted draft Terms of Reference for the Sub-committee for PRC’s consideration. Efforts are underway to ensure that this item is included in the PRC’s agenda for final resolution.

c) Steps implemented by the Regional Economic Communities/Regional Mechanisms towards silencing the guns in Africa By 2020

52. The Master Roadmap assigns significant responsibilities to the RECs/RMs in their role as building blocks for peace, security, continental integration and development in Africa. Below, is an overview of the efforts deployed by different RECs/RMs in the implementation of the AUMR. However, it should be noted that at the time of finalizing this report, only the RECs/RMs reflected below had provided
their inputs to the Commission for inclusion. Other RECs/RMs undertook to provide their inputs to this report and will therefore be attached as annexes.

- **Eastern Africa Standby Force Secretariat (EASF)**

53. The Eastern Africa Standby Force Secretariat (EASF) has concluded a Memorandum of Understanding (MoU) with the Regional Centre on Small Arms in the Great Lakes Region (RECSA). The MoU has enabled EASF to hold regular consultations and exchange information with RECSA on policy issues. The marking of firearms is ongoing in nine EASF Member States, namely: Burundi, Ethiopia, Rwanda, Kenya, Tanzania, Uganda, South Sudan, Sudan and Seychelles, while electronic record keeping (RSTS) Software in use in Rwanda and Seychelles. There is also consistent collection and destruction of Unexploded Ordnances (UXOs) and obsolete firearms, with over 400,000 firearms & over 9,854 tons of UXOs destroyed thus far. There is also greater public awareness campaigns on effects of illicit weapons and the prevention of armed violence and campaign.

54. However, the region continues to face the challenge of porous borders between Member States, thus compounding the fight against proliferation of illegal weapons. Also, in some cases, criminal elements in some Member States disguise as security officers and carry out serious crimes involving weapons without being noticed. This unfortunate trend, which has led to a lack of confidence in national security agencies, has largely undermined the capacity of these agencies to function effectively as regards crime control and internal security management. The unpredictable funding to address illicit proliferation of arms and weapons does not bring interventions to logical conclusions, while prevention measures are not given the due attention they deserve. There is also inadequate coordination among development partners and recipients on tackling SALW, while most Member States have not included control measures on SALW in their overall national development strategies.

- **Common Market for Eastern and Southern Africa (COMESA)**

55. In the area of early warning, COMESA has developed its niche which consists of addressing the early warning system from a structural perspective. COMESA has been preparing and updating structural data for purposes of producing structural vulnerability assessments (SVA) reports on Member States and it is planning to disseminate them to concerned Member States through national multi-stakeholder consultative for a, which will commence in late 2017. COMESA has also been actively participating in the annual joint AU-RECs technical meetings which avail an opportunity to discuss and enhance synergies on early warning and early response. During the annual technical meetings, COMESA has collaborated with the AU and other RECs, particularly ECCAS and EAC in producing early warning reports that inform response interventions in countries where there is shared membership with COMESA, such as Burundi and the Democratic Republic of Congo.

56. In the area of democracy, COMESA continues to play a major role in the organization and deployment of pre-elections assessment and observer missions in Member States undergoing electoral processes. The utilization of the COMESA
Committee of Elders in preventive diplomacy and elections observation in collaboration with the missions of the AU is planned for the case of Kenya and Rwanda, both of which will hold elections in the course of 2017.

57. The third area of concrete contribution of COMESA to the implementation of steps in the AUMR, is maritime security. COMESA aims at discouraging piracy through depriving the monetary incentive which criminals gain from maritime terrorism acts and other organized financial crimes through enhancing capacity of financial intelligence units in Member States of the Eastern, Southern Africa and Indian Ocean (ESA-IO) region, to be able to detect and track illicit flows from criminals, including pirates and their financiers. This capacity building programme goes along with reviewing anti-money laundering and combating financing of terrorism laws and drafting missing provisions, so that criminals can be brought to book and face sanctions.

B. ECONOMIC ASPECTS

a) Addressing Illicit Financial Flows

58. Implementing efforts continue to take place within the framework of the recommendations of the AU High-level Panel on Illicit Financial Flows (IFFs) from Africa and the Special Declaration of the 24th Ordinary Session of the Assembly of the Union on Illicit Financial Flows from Africa. These efforts are geared towards translating the Panel’s recommendations and the Assembly Special Declaration into time-bound projects and targeted interventions at the national, regional and global levels. In this regard, a Consortium to strengthen the African alliance against IFFs and coordinate action has been established, bringing together the AU and its organs, the United Nations Economic Commission for Africa (ECA), RECs/RMs, civil society, and a range of other regional and international bodies and specialized agencies. Members of the consortium have commenced implementing medium term projects focusing on enhancing tax laws and regulations, building capacities for contracts negotiations, and combating tax evasion and corruption in Africa.

59. The AU Commission is further convening regional consultative meetings to build the political will required for concrete and effective action. International bodies and key actors are also being consistently engaged towards establishing an international coalition against IFFs and developing transparency and accountability frameworks. Despite the various efforts being deployed, concrete progress is undercut by competing financial interests on the part of key decision makers at the continental and global levels. It will, therefore, take real African political commitment and inter-state coordinated action to weaken and neutralize the deep rooted networks fuelling IFF. There is need for Africa to implement existing AU and international instruments to track and recover funds that were illegally transferred abroad and safeguard those funds for support socio-economic development in the countries from which the funds were illegally transferred. In this context, and where areas of need exist, additional mechanisms should be put in place with a view to enhancing transparency and cooperation on the part of those entities, public or private involved in providing safe havens for funds illegally transferred from Africa.
b) **Addressing the issue of mismanagement of natural resources, poverty eradication and youth unemployment**

60. It should be underlined that extractive resources are not in themselves a source of a conflict. Conflict is often triggered by the interaction of a complex set of factors, such as poverty, inequality-related grievances, and marginalization of local communities, misappropriation of resources and economic mismanagement, and the exacerbation of tension between different communities.

61. The 12th Ordinary Session of the African Union Heads of State and Government held in February 2009, adopted the African Mining Vision (AMV). The AMV is a paradigm shift away from a model of extractive resource exploitation based on a high dependency on international export markets that has proven unable to bring socio-economic development to Africa. In doing so, it addresses the longstanding paradox of a continent endowed with abundant natural resources, yet poverty and misery remain expansive in the continent. In the efforts of implementing the AURM to silence the guns by 2020, Member States need to implement the decision on the African Mining Vision. As observed in some successful post-conflict situations, well-coordinated post-conflict reconstruction initiatives and institution-building can ensure that extractive industries in conflict-affected countries contribute to stability and socio-economic development. A well-managed utilization of natural resources will significantly contribute to eradication of poverty and resolve the issue of unemployment, not only for youth, but to the whole community at large. There is also a need for Africa to curb the illegal exploitation and illicit trading in natural resources that erode the economic benefits accruing to the larger African society. It is important for Member States to take initiatives to design and develop common policies and strategies which will facilitate in curbing illegal exploitation and illicit trading in natural resources as part of the efforts to combat the scourge illegal exploitation and illicit trading in natural resources and stem out the tide of financial loss.

C. **SOCIAL ASPECTS**

a) **Addressing drug abuse prevention and control**

62. Over the past few years, Africa has increasingly been used by international drug-trafficking networks to trans-ship and stockpile illicit drugs on a large scale. Increased local drug use also appears to have intensified in all the regions showing that Africa is no longer just a transit zone in the global trade in narcotics, but also a major consumer. Cannabis, cocaine and other dangerous drugs production and consumption remains prevalent throughout the continent with seizure data indicating increased cultivation in the Central and West African regions. Evidence also suggest growing use of cocaine, opioids (mainly heroin) and amphetamine-type stimulants (ATS). Such trends are having wide reaching consequences, including exacerbating corruption, undermining the rule of law and causing significant harm to health, particularly among the youth. Varying levels of progress has been made to date in the implementation of the different pillars of the AU Plan of Action on Drug Control, which is currently in its fourth iteration, covering the period 2013-2017. Most Member States have put legislation in place to prevent and prosecute drug trafficking, while others are in the process of updating theirs. Capacity building efforts are also
ongoing, and include 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.

63. With respect to other national measures to prevent and respond to drug abuse, 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. There has also been a general improvement in drug dependence treatment, although many countries still lack dedicated treatment and rehabilitation facilities, as well as the most basic drug-related health and treatment services. Prevention programs are also increasing Member States, in comparison to previous years, but remain sporadic and limited to urban centers. To further enhance mapping of treatment services and improving information base, the AU Commission, through its project, “Strengthening Research and Data Collection Capacity for Drug Use Prevention and Treatment in Africa”, is establishing and strengthening ten (10) Drug Observatories /Epidemiology Networks distributed across all five regions. Moreover, the Commission is working alongside various regional and international bodies to strengthen drug epidemiology data for policy and programs development.

64. Despite all these efforts however, 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.

b) **Tackling Irregular Migration and Human Trafficking**

65. The report of the AU Commission on the Needs Assessment of Law Enforcement Agencies of the AU-Horn of Africa Initiative (AU-HoAI) on Human Trafficking and Smuggling of Migrants was endorsed by Member States of the AU-HoAI, and a 5-year Plan of Action Technical Working Group on Law Enforcement of the AU-HoAI (2017 – 2021) is expected to be adopted in August 2017. The Commission has continued to facilitate meetings of the AU-HoAI.

66. The AU Commission has also supported the establishment of the Regional Operation Center (ROCK) in Sudan, through facilitating the signing of the Host Agreement. The AU-HoAI aims to support intelligence gathering and sharing of trafficking and smuggling information and trends within the Horn of Africa region by Member States of the AU-HoAI. The ROCK is expected to be operational in September 2017, though the lack of funding is a challenge. With the current increase in the movements of migrants on the southern route, there is need to start a similar initiative for the southern region.

67. Currently, CISSA is engaging its Member States intelligence services to identify human traffickers, smugglers and drug traffickers. The process includes exchange of information on the criminals involved, routes, finances and their global
networks. Through its Secure Communication System (CSCS), CISSA has been sharing information on watch listing and alerts, regarding the movements of notorious drug lords and other criminals in the continent. In exercise in this necessary alert details and photo of traffickers are provided for the purpose of watch listing and identification.

c) **Addressing Recurrence of Pandemics/Epidemics**

68. The AU has established the Africa Centres for Disease Control and Prevention (Africa-CDC) in 2015, as a Specialized Technical Institution of the Union, charged with the responsibility to promote the prevention and control of diseases in Africa, develop early warning and response surveillance system, respond to emergencies, build capacity, and provide technical expertise to address health emergencies in a timely and effective manner. In 2017, the Assembly commissioned the Emergency Operations Centre (EOC).

69. Since inception, the Africa CDC has responded to numerous pandemic outbreaks in various parts of the continent including Yellow Fever in Angola, Malaria in Mozambique, Namibia and Tanzania, Lassa Fever in Nigeria, Cholera in Ethiopia, Djibouti and South Sudan, and Ebola in DRC. Currently, the Africa CDC is mounting a cross-border surveillance and detection in the DRC to prevent the spread of Ebola to CAR and South Sudan.

D. **ENVIRONMENTAL ASPECTS**

70. The combination of climate change manifested in drought and floods, as well as desertification, loss of top rich soil, coastal erosion, siltation of rivers and dams constitute an unprecedented existential threat to Africa and its people, peace, security, human security and environmental protection are interwoven. On the one hand, the depletion of natural resources undermines livelihoods, increases vulnerability to disaster and puts human security at risk. Persistent drought conditions and humanitarian crises continue to worsen in many parts of Africa, compounded by the frequent failure of the harvests and the negative impact of violent conflicts.

71. The AU has been engaged in the issue of climate change on the continent and addressing its challenges. Back in 2009, the AU established a Committee of the African Heads of State and Government on Climate Change (CAHOSCC), to spearhead African Common Position on Climate Change and to ensure that Africa speaks with one voice in global climate change negotiations. The AU continue to play a key role in ensuring that Africa takes a united stand in global negotiations and evolving mechanisms on climate change. The African Group of Negotiators in the United Nations Framework Convention on Climate Change (UNFCCC) processes, the work of the CAHOSCC and African Ministerial Conference on the Environment (AMCEN) have all been brought into a coherent AU framework to enhance impact.

72. It should be recalled that in July 2009, the AU Summit, in decision Assembly/AU/Dec.236(XII) adopted a decision on the African Common Position on Climate Change, which was based on the Algiers Platform and its continued refinement by the African Group of Negotiators. The Assembly further took note of
the Commission’s efforts to develop a comprehensive African Strategy on Climate Change. At its 26th Ordinary Session of the Union, the Heads of State and Government at decision Assembly/AU/Dec.603(XXVI) being its continuation on its efforts on mitigating the impacts of climate change in Africa, called on all Member States to ratify the Paris Agreement and further called on partners to continue to support Member States and the AU Commission in addressing the adverse impacts of climate change on the socio-economic development on the continent.

73. Member States should include the existing international regional and national instruments, integrating the peace, security and human security dimensions of climate issues into existing early warning and conflict prevention functions/activities in various sectors.

E. LEGAL ASPECTS

a) Tackling reticence to sign, ratify and implement treaties/agreements

74. A study was conducted in 2008 by the AU Commission pursuant to the Executive Council Decision [(EX.CL/Dec.128(V), adopted at its Fifth Ordinary Session held from 30 June to 3 July 2004. The study pointed out several factors which restrain the ratification of the OAU/AU treaties, including lack of political will, complex ratification procedures and lack of time, inconsistencies between different linguistic texts of OAU/AU treaties, weak capacity for ratification available in different Member States, lack of knowledge and awareness within Member States of the existence and content of some instruments, lack of involvement of African citizens and civil society organizations, economic and financial implications of ratification and domestication, indifference, lack of continuity and follow-up mechanisms by both national parliaments and cabinets, and inefficient support structures available at national, regional and continental levels. Member States have highlighted that one of the stumbling blocks to signature and ratification of OAU/AU treaties/instruments, as well as implementation of their provisions, is that some of them were not inclusively, consultatively and rigorously drafted. In some cases, the treaties/instruments were adopted without due diligence vis-à-vis the concerns of all Member States. Thus, there is need for the AU Legal Counsel to identify those treaties/instruments that are meeting resistance and reticence from some Member States in order for the AU Assembly to provide guidance. Following this step, the AU Commission should convene a meeting of experts of AU Member States, to review the OAU/AU treaty making process and make recommendations that will be submitted for consideration by the relevant AU policy organs in the course of 2017. In this regard, a report of the outcome of this process should be submitted to the ordinary session of the Assembly of the Union in January 2018. To address the issue of inconsistency that arises in the translation process, it is necessary that translation of AU treaties/instruments be carried out by professional legal translators to ensure consistency of content between the different AU working languages.

VI. CONCLUSION: OBSERVATIONS AND RECOMMENDATIONS

75. The longer Africa takes to put an end to the illegal entry of weapons into the continent and the illicit proliferation of weapons and their use within Africa, the longer
the severe consequences of this scourge on the people of Africa will persist. The daunting security challenges in Africa, exacerbated by the illicit proliferation of illegal weapons and illicit financial flows constitutes a devastating plague affecting all layers of the African population, as well as the continent’s economy. While natural resources abound in the continent, which would assure more prosperity for citizens, persistent instability, insecurity and violence continue to undermine efforts to develop Africa into a great continent that it must be. Therefore, all concerned stakeholders at the national, regional, continental and global levels need to robustly engage in the ongoing efforts to arrest the illicit entry of weapons into Africa and illicit proliferation and use within the continent. Equally important is the need to fight resolutely against the scourges of illicit financial flows, trade in illicit goods, deficiencies in democratic practices, and impact of climate change. To this effect, the following recommendations should be implemented:

i) As part of the efforts to strengthen democratic institutions and practices throughout the continent, and bearing in mind that political will and commitment is a fundamental necessity for success in silencing the guns, there is need for the Assembly to urge Member States, for those that have not yet done so, to submit their state reports on their implementation of the provisions of the African Charter on Democracy, Elections and Governance (ACDEG). The Assembly may wish to commend the Togolese Republic for having submitted its state report on the implementation of the ACDEG;

ii) Member States should promote civil-military collaboration through community-based intelligence gathering to support security agencies’ efforts in curbing cross border movement of illegal weapons and also movement of such weapons from one conflict to another or to zones that are peaceful, in the continent as a whole. In this regard, youths could make a significant contribution in the monitoring of movement of illegal weapons and trafficking of other illicit goods;

iii) A continent-wide response to illicit weapons requires robust action by all Member States towards strengthening governance and judicial institutions to ensure that the responsible state officials are held accountable for their performance regarding the fight against illicit weapons, illicit funds and illegal goods. Such officials include those in the police, ombudsperson bodies, parliamentary committees, and ministerial organs, among others, that must be empowered to act against these vices;

iv) AU Member States and the RECs/RMs should promote and support the involvement of youth and women as participants and decision-makers in addressing the problem of proliferation and use of illegal weapons. In this respect, it is also necessary to establish regional research institutions where they do not exist, considering that sound analytical and empirical research on arms/weapons proliferation will better equip the leadership with adequate information to facilitate decision making;

v) Cooperation towards effective regulations and controls need to be enhanced to prevent the diversion or re-export of weapons/arms,
inclusive of efforts towards sharing of data pertaining to country registers of arms dealers;

vi) AU Member States and RECs/RMs should further strengthen their oversight and accountability mechanisms, including reinforcing legislative, operational and regulatory frameworks between countries and regions within the continent;

vii) Effective security sector reforms need to be undertaken in Member States emerging from conflict in order to avoid relapse and fresh exposure to inflow of illegal weapons and violence, as well as to trafficking of other illicit goods. In this context, there is need to improve training, resourcing and technology of national law enforcement and intelligence services;

viii) Member States and RECs/RMs should as much as possible, harmonize data and intelligence on how illicit arms find their ways into communities and conflict zones, develop programmes that will assist in mitigating the challenges;

ix) As requested by the PSC at its 430th meeting held on 24 April 2014, the AU Commission must present to the PSC, the outcomes of the continent-wide mapping exercise which was launched in early 2017, with a view to generating concrete data on patterns and trends in illegal weapons and ammunition inflows and cross-border flows, diversion and circulation, as well as gaps in control measures in Member States, in order to strengthen AU remedial efforts;

x) It is recommended that the Assembly declares the month of September, of each year till 2020, as “Africa Amnesty Month” for the surrender and collection of illegally owned weapons/arms, in line with the African and international best practices. In this context, there is need for the Assembly to pronounce as follows:

a) persons who surrender their illegally owned weapons/arms shall not be subjected to disclosure, humiliation, arrest or prosecution;

b) persons who fail to surrender their illegally owned weapons/arms beyond the Africa Amnesty month, shall automatically be considered to be in violation of national laws and the Amnesty and shall therefore be prosecuted according to the national laws of the Member States;

c) all Member States, RECs/RMs as well as civil society organizations shall give wide publicity, through all media networks, to the Africa Amnesty Month within their territories and regions; and

d) request Member States to adhere to and promote the Africa Amnesty Month, September each year, and mobilize their citizens to actively participate in the efforts to silence the guns.
xi) The Assembly may consider requesting AU Member States to communicate to the AU Commission, once a year, after the Africa Amnesty Month and before the AU January Summit, on their efforts of implementing the AU Master Roadmap, in order to facilitate continuous assessment/review of its implementation. Such assessment/review will serve the purpose of information and experience sharing; and

xii) The AU Member States should be encouraged to demonstrate more commitment and to continue mobilizing for the signing and ratification of the OAU/AU treaties/instruments, as well as their implementation, in particular the signing and ratification of instruments that are essential for the full and effective implementation of the AU Master Roadmap. In this context, and considering the outcomes of the study conducted in 2008 as well as the reasons provided by Member States on the non-signature, non-ratification and non-implementation of the treaties/agreements, the AU Commission should be requested to convene a meeting of experts of AU Member States to review the OAU/AU treaty making process and make recommendations that will be submitted for consideration by the relevant AU policy organs in the course of 2017. In this regard, a report of the outcome of this process should be submitted to the ordinary session of the Assembly of the Union in January 2018;

xiii) Furthermore, the Member States should be encouraged to speed up accession to and ratification of the Arms Trade Treaty adopted by the UN General Assembly on 2 April 2013, which has the potential to play an important role in silencing the guns in Africa.
DRAFT

ASSEMBLY DECISION ON THE INAUGURAL REPORT OF THE PEACE AND SECURITY COUNCIL OF THE AFRICAN UNION ON THE IMPLEMENTATION OF THE AFRICAN UNION MASTER ROADMAP OF PRACTICAL STEPS FOR SILENCING THE GUNS IN AFRICA BY THE YEAR 2020

The Assembly,

1. **RECALLS** its Organization of African Unity/ African Union (OAU/AU) 50th Anniversary Solemn Declaration adopted on 25 May 2013, in which the Assembly pledged not to bequeath the burden of wars to the next generation of Africans and undertook to end all wars in Africa by the year 2020, as well as Assembly decision Assembly/AU/Dec.630 (XXVIII) by which the 28th ordinary session of the Assembly of the Union, held in Addis Ababa, Ethiopia, on 30 – 31 January 2017 adopted the AU Master Roadmap of Practical Steps for Silencing the Guns in Africa by the Year 2020;

2. **EXPRESSES DEEP CONCERN** over the scourge of illegal weapons/arms, their illicit proliferation and use in various parts of Africa, where they cause countless deaths, untold suffering, population displacement, disruption of livelihoods, destruction of infrastructure and disruption of economic activities, which all combine to undermine efforts to realize the maiden goal of creating a conflict-free, integrated and prosperous Africa, as envisioned in Agenda 2063. The Assembly **FURTHER EXPRESSES DEEP CONCERN** over the scourge of illicit financial flows and trade in illicit goods;

3. **COMMENDS** the Peace and Security Council (PSC) for the work it has done as reflected in its Inaugural Report on the implementation of the AU Master Roadmap of Practical Steps for Silencing the Guns in Africa by the Year 2020, and **ENCOURAGES** it to continue mobilizing support from all concerned stakeholders within the continent and beyond for sustained implementation of the AU Master Roadmap;

4. **ALSO COMMENDS** all Member States, the Regional Economic Communities and Regional Mechanisms for Conflict Prevention, Management and Resolution (RECs/RMs), as well as civil society organizations, in collaboration with the AU Commission for their efforts in implementing the AU Master Roadmap;

5. **APPEALS** to all AU Member States and 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, as well as trade in illicit goods and illegal exploitation of natural resources;

6. **CALLS ON** all AU Member States and RECs/RMs to further strengthen their oversight and accountability mechanisms, including reinforcing legislative,
operational and regulatory frameworks between countries and regions within the continent. The Assembly FURTHER CALLS ON AU Member States and RECs/RMs to enhance cooperation towards effective regulations and controls to prevent the diversion or re-export of weapons/arms;

7. **STRESSES THE IMPORTANCE** of promoting and supporting the involvement of youths and women in addressing the problem of proliferation and use of illegal weapons, as well as movement of illegal weapons and other illicit goods. In this respect, the Assembly UNDERSCORES the need to establish regional research institutions where they do not exist, considering that sound analytical and empirical research on weapons/arms proliferation will better equip the leadership with adequate information to facilitate decision making;

8. **EMPHASIZES THE NEED** to address root causes of conflicts, as well as undertaking effective security sector reform and disarmament, demobilization and re-integration programmes in countries emerging from conflict, in order to avoid relapse and fresh exposure to inflow of illegal weapons and violence, as well as to trafficking of other illicit goods;

9. **REQUESTS** the AU Commission, as also requested by the PSC in its Press Statement [PSC/PR/BR.(CDXXX)] of its 430th meeting held on 24 April 2014, to submit and present to the PSC, the outcomes of the continent-wide mapping exercise which was launched in early 2017, with a view to generating concrete data on patterns and trends in illegal weapons and ammunition inflows and cross-border flows, diversion and circulation, as well as gaps in control measures in Member States, in order to strengthen AU remedial efforts;

10. **DECLAR**ES the month of September, of each year till 2020, as “Africa Amnesty Month” for the surrender and collection of illegally owned weapons/arms, in line with the African and international best practices. In this context, the Assembly PRONOUNCES as follows:

   i) persons who surrender their illegally owned weapons/arms shall not be subjected to disclosure humiliation, arrest or prosecution;

   ii) persons who fail to surrender their illegally owned weapons/arms beyond the Africa Amnesty month, shall automatically be considered to be in violation of national laws and the Amnesty and shall therefore be prosecuted according to the national laws of the Member States;

   iii) all Member States, RECs/RMs as well as civil society organizations shall give wide publicity, through all media networks, to the Africa Amnesty Month within their territories and regions; and
iv) request Member States to adhere to and promote the Africa Amnesty Month, September each year, and mobilize their citizens to actively participate in the efforts to silence the guns;

11. ACKNOWLEDGES that as part of the efforts to strengthen democratic institutions and practices throughout the continent, political will and commitment is a fundamental necessity for success in silencing the guns. In this regard, the Assembly URGES Member States, for those that have not yet done so, to submit their state reports on their implementation of the provisions of the African Charter on Democracy, Elections and Governance (ACDEG). Furthermore, the Assembly COMMENDS the Togolese Republic, as the only country to have submitted its state report on the implementation of the ACDEG;

12. URGES Member States to enhance civil-military collaboration through community-based intelligence gathering, notably through Nouakchott and Djibouti process, to support national security agencies’ efforts in curbing cross border movement of illegal weapons and also movement of such weapons from one conflict to another or to zones that are peaceful, in the continent as a whole;

13. REQUESTS the AU Member States to communicate to the AU Commission on their efforts in implementing the AU Master Roadmap, once a year, after the Africa Amnesty Month and before the AU January Summit, in order to facilitate continuous assessment of its implementation, as well as sharing information and experience;

14. URGES AU Member States to demonstrate more commitment and to continue mobilizing for the signing and ratification of the OAU/AU treaties/instruments, as well as their implementation, in particular the signing and ratification of instruments that are essential for the full and effective implementation of the AU Master Roadmap. In this context and considering the outcomes of the study conducted in 2008, as well as the reasons provided by Member States on the non-signature, non-ratification and non-implementation of the treaties/agreements, the Assembly REQUESTS the AU Commission to convene a meeting of experts of AU Member States to review the OAU/AU treaty making process and make recommendations that will be submitted for consideration by the relevant AU policy organs in the course of 2017. In this regard, a report of the outcome of this process should be submitted to the ordinary session of the Assembly of the Union in January 2018;

15. ENCOURAGES AU Member States to speed up signing and ratification of the Arms Trade Treaty adopted the UN General Assembly on 2 April 2013, which has the potential to play an important role in silencing the guns in Africa;

16. CALLS ON AU partners to adhere and fully support the implementation of the AU Master Roadmap.