

### Matching needs and resources: small arms control initiatives in the Greater Sahel, 2015-2016

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# **Matching Needs and Resources: Small Arms Control Initiatives in the Greater Sahel, 2015–2016**

Joanne Richards \ BICC

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## SUMMARY

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The Greater Sahel region has never experienced such a high-level of arms availability. Given the large array of efforts now in place across the region to stem the proliferation of small arms and light weapons (SALW), it is pertinent to take stock, assess who is doing what, and reflect on opportunities to reduce programmatic duplication through enhanced co-ordination. This *Working Paper* is a first step in this regard and provides an overview of small arms control efforts in the Greater Sahel region for 2015 to 2016. The information presented is drawn from a practitioner survey and accompanying literature review, and outlines not only current small arms control projects in 12 countries but also current capacity shortfalls. Produced as part of a joint African Union–Germany project on enhanced SALW control, this *Working Paper* aims to serve as a continually updated reference document, which will eventually become a comprehensive repository of SALW projects in the Greater Sahel.

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## Main findings

### Co-ordination in SALW control: Activities and capacity shortfalls

Tallying the results of the practitioner survey, just over half of the survey respondents (66%) indicated that their organisation already “regularly engages” in some kind of “formal inter-agency co-ordination.” When asked to specify the form of this regular co-ordination, respondents most commonly pointed to the existence of an institutionalised mechanism, such as participation in an inter-agency PSSM working group, or highlighted their involvement in projects which are implemented jointly by different agencies. Rather notably, the respondents indicated that this kind of formal inter-agency co-ordination rarely involved joint funding lines. In contrast, the extent of informal co-ordination noted by the survey respondents was relatively low, with only 45 per cent stating that they informally co-ordinate with other agencies. When asked how formal and informal co-ordination arose, the respondents overwhelmingly answered that the impetus came from leadership, rather than from mid- or lower-level staff.

Turning to priority areas for co-ordination, 94 per cent of the survey respondents stated that they considered “inter-agency co-ordination of current and future activities” to be a priority area. A further 91 per cent said “co-ordinated sharing of information and best practices,” and another 85 per cent responded that the co-ordination of “training, education, and capacity-building activities” should be prioritised. When asked about obstacles to co-ordination, the top answers among the survey respondents were a “lack of joint planning activities and joint needs assessments,” “project specific funding,” and a “lack of financial resources.” Some respondents also added further precision to the latter response, stressing that insufficient funding not only hampers attempts to coordinate at the national-level but also at the inter-regional level.

Relatively few small arms control activities are underway in the Central African Republic, Nigeria, and Sudan, particularly in comparison to the current large-scale efforts in Mali. The countries that remain part of this mapping exercise are: Burkina Faso, the

Central African Republic, Chad, Guinea, Ivory Coast, Libya, Mali, Mauritania, Niger, Nigeria, Senegal, and Sudan. Côte d’Ivoire

### Cross-border SALW management: Activities and capacity shortfalls

Cross-border SALW projects are currently undertaken in eight (out of the 12<sup>1</sup>) countries, with no cross-border activities reported in the Central African Republic, Chad, Guinea, and Nigeria. The actors currently involved in these efforts are Danish Demining Group (DDG), UNODC, UNDP, and the Ivoirian National Commission on SALW. When survey respondents were asked about the current capacity shortfalls concerning cross-border projects, the top three deficits highlighted were lack of funding, a lack of border control equipment (i.e., scanners), and difficulties identifying patterns in the cross-border trafficking of arms.

### Arms marking, record-keeping and tracing: Activities and capacity shortfalls

Among the 12 countries investigated, some have already marked and registered state stocks of arms (Côte d’Ivoire) whereas others have not (Nigeria). Other countries have partially marked state stocks (Sudan), while others are in the planning stages (Niger and Senegal). Actors currently involved in marking, record-keeping, and tracing include UNODC, UNODA, UNREC, UNMAS, MAG, and RECSA. UNDP (as an implementing partner of ECOWAS) also has limited activity in this domain and is currently involved in the collection and registration of civilian weapons in Guinea, Côte d’Ivoire, Mali and Niger. When asked about current capacity shortfalls in terms of marking and record-keeping, the impediment most cited by survey respondents was the lack of a legislative/regulatory basis for these activities. Other cited hindrances included the lack of inter-state cooperation between tracing agencies, and the absence of a nationally available IT/communication infrastructure.

1 \ Burkina Faso, the Central African Republic, Chad, Guinea, Côte d’Ivoire, Libya, Mali, Mauritania, Niger, Nigeria, Senegal, and Sudan.

## **Destruction of weapons and/or ammunition: Activities and capacity shortfalls**

The destruction of weapons and/or ammunition is ongoing (or planned) in 11 of the 12 countries. The exception is Sudan, which has no ongoing or pending destruction activities. Agencies involved in weapons and ammunition destruction include MAG, UNREC, Halo Trust, DDG, the Free Fields Foundation (3F), NATO, and Handicap International. While these agencies are primarily engaged in the destruction of surplus and obsolete weapons and ammunition from state stocks, UNDP (through ECOWAS) and UNODC are also involved in the destruction of civilian arms collected through voluntary disarmament campaigns. UNODC also assists in the destruction of weapons which have been seized or confiscated. The current capacity shortfalls most reported by survey respondents in terms of weapons/ammunition destruction are insufficient funding and a lack of capacity to destroy weapons (i.e., an absence of shearing machines, smelters, etc.).

## **Physical security and stockpile management (PSSM): Activities and capacity shortfalls**

PSSM activities are planned in all of the 12 countries. The implementing agencies involved are BICC, MAG, UNREC, UNMAS, Halo Trust, 3F, Sterling International Group, the Libyan Mine Action Centre (LMAC), GIZ, and Handicap International. While these agencies deal with PSSM in regard to the safe storage of state stocks, UNDP (through ECOWAS) is also providing support in terms of the storage of civilian weapons and UNODC is supporting the refurbishment of storage rooms within law enforcement and judiciary bodies. According to survey respondents from all 12 countries, the main current capacity deficits in terms of PSSM are the absence of standard operating procedures (SOPs) for stockpile management, the limited capacity to undertake stockpile assessments, the inadequate infrastructure, and the limited financial resources.

## **Legislative/Regulatory Control and standard operating procedures (SOPs): Activities and capacity shortfalls**

Activities to develop/harmonise legislation and SOPs with international standards are underway in ten of the 12 countries. No activities are ongoing (or planned) in Guinea or Sudan, although the Guinean National Commission on SALW has stated its intention to engage in legislation harmonisation. Actors currently involved in this line of work include UNODC, UNREC, MAG, UNMAS, LMAC, GIZ, and UNDP. When asked about current capacity shortfalls in terms of SOPs and legislative/regulatory control, the survey respondents most often pointed to the problems of inadequate funding and insufficient political commitment.

## **Training and capacity development: Activities and capacity shortfalls**

Training and capacity building activities are ongoing in all 12 countries in at least one or more of the topical areas discussed above. Training and capacity building activities are sometimes integrated into ongoing interventions, sometimes provided separately, and sometimes provided by regional training centres such as the Kofi Annan Training Centre in Accra, the International Peace Support Training Centre in Nairobi, and the Centre for Humanitarian Demining Training in Ouidah (Southern Benin). When questioned about the difficulties of implementing training programmes, the two obstacles most cited by the survey respondents were the difficulties of following up with newly trained individuals, and the fact that newly trained individuals often retire or are transferred to different departments.

## Introduction

The Greater Sahel region has never experienced such a high-level of arms availability. Following the fall of Colonel Muammar Gaddafi, non-state armed actors overran sizeable weapons depots in Misrata and Zintan, quickly turning Libya into an open market for arms.

These small arms and light weapons (SALW) have since headed east (to Egypt, Sinai, and Palestine), west (to armed groups in northern Mali via Algeria and the Tunisian border), and south (to Boko Haram in Nigeria via Niger and Chad).

In reaction to these developments a large array of counter-proliferation interventions were launched, and are currently implemented, by a wide variety of actors across the Greater Sahel. Recognising the often unco-ordinated nature of many of these interventions, in May 2015, the African Union (AU) and the German Federal Foreign Office initiated a joint project on enhanced SALW control and physical security and stockpile management (PSSM). This project is designed to address the proliferation of SALW in the Greater Sahel region<sup>2</sup>, but is also an attempt to maximise the effectiveness of donor resources by reducing the duplication and overlap inherent in poorly co-ordinated counter-proliferation efforts. More specifically, the joint AU-Germany project aims to:

- \ Improve the co-ordination of SALW / PSSM initiatives across the Sahel, the Maghreb and West Africa,
- \ Identify capacity shortfalls,
- \ Better link the needs of Sahelian states with the resources of donors.

This *Working Paper* is a tentative first step in this process and aims to contribute to improved coordination by mapping the range of actors currently active in small arms control and PSSM for 2015 to 2016. While this mapping initiative was originally intended to cover the sixteen countries included within the joint AU-Germany project, the difficulty of obtaining information on arms control efforts in certain countries means that, currently, only 12 are included.

Information on these 12 countries<sup>4</sup> was gathered from various sources, including an online survey completed by 40 representatives of national SALW commissions, UN agencies, and other relevant implementing entities. This survey asked respondents to outline their current SALW/ PSSM projects but also to pinpoint particular capacity shortfalls. This information was supplemented and corroborated by way of a literature review which drew on policy and academic reports, national plans and strategies, project proposals listed on the United Nations Mine Action Service (UNMAS)' Portfolio database, and country reports made available within the reporting framework of the United Nations Programme of Action (UNPoA).

The information presented in 12 chapters, one on each country, covers six main areas:

- 1\ cross-border SALW management,
- 2\ arms marking, record-keeping and tracing,
- 3\ the destruction of weapons and/or ammunition,
- 4\ physical security and stockpile management,
- 5\ legislative/ regulatory control and the development of standard operating procedures,
- 6\ training and capacity development.

Other areas are added as and when appropriate, including civilian arms collection programmes and the implementation of SALW baseline surveys. The information presented is not yet exhaustive, but is a starting point to which further information can be added and validated. In this respect, this document is intended (and can be regarded) as a work-in-progress, from which a comprehensive repository of SALW projects can be compiled and updated at regular intervals.

2 \ Greater Sahel Region countries: Algeria, Burkina Faso, Cameroon, Central African Republic, Chad, Côte d'Ivoire, Egypt, Guinea, Libya, Mali, Mauritania, Niger, Nigeria, Senegal, Sudan and Tunisia

3 \ Algeria, Cameroon, Egypt, Tunisia are currently not included in the report.

4 \ Burkina Faso, the Central African Republic, Chad, Guinea, Côte d'Ivoire, Libya, Mali, Mauritania, Niger, Nigeria, Senegal and Sudan

# Country studies

## Burkina Faso

### Box 1

#### Contacts

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### Background

Burkina Faso's National Commission against the Proliferation of SALW (CNLPAL) was created following a government decree issued in April 2001. The National Commission has since drawn up an Action Plan (2013–2015) for the better management, administration, and control of small arms and light weapons (SALW) in the city of Ouagadougou. Owing to insufficient funding, however, this plan has not yet been implemented. The National Commission also previously drew up a five-year National Action Plan in the fight against SALW (2011–15). As the data that provided the basis of this plan is now out of date, the National Commission is seeking support to revise the National Action Plan and improve its applicability to the current context.

### Current Activities

#### SALW BASELINE SURVEY

The United Nations Regional Centre for Peace and Disarmament in Africa (UNREC) was scheduled to conduct a SALW baseline study in Burkina Faso in 2015 in collaboration with the United Nations Development Programme (UNDP).

#### CROSS-BORDER SALW MANAGEMENT

The United Nations Office on Drugs and Crime (UNODC) is currently involved in the prevention of cross-border firearms trafficking. To this end, UNODC in Burkina Faso currently engages and trains civil society organisations (on both sides of a shared border) on the Firearms Protocol in order to strengthen the oversight capacity of these organisations. UNODC also trains law enforcement agents in border regions in order to foster joint investigations, international cooperation, and information exchange.

The Danish Demining Group (DDG) also currently implements activities which sensitise border communities to become more involved in the management of border security. One component of these activities involves SALW risk education, including the provision of support to communities in mitigating the threat posed by small arms misuse and proliferation in border regions. This latter, ongoing project was developed after DDG conducted a Border Security Needs Assessment (BSNA) in May and June 2014 in the Liptako–Gourma region between Burkina Faso, Mali, and Niger. The results of this assessment were validated by national border commissions and representatives from the national SALW commissions of the three concerned countries at a meeting in Niamey in July 2014. Since that time, DDG has begun implementing projects to build the capacity of local and national border authorities in Liptako–Gourma, to encourage communication between civilians and security providers, and to raise awareness about the dangers and risks associated with the use and trafficking of small arms. DDG is also developing training modules for border security and management. The BSNA project is funded by the Danish Ministry of Foreign Affairs through its Sahel Programme and the UK Conflict Pool.

Mines Advisory Group (MAG) is also currently implementing PSSM and weapons and ammunition destruction activities in Bobo-Dioulasso, the second largest city on the border between Burkina Faso and Mali (see below).

*Capacity Shortfalls:* Difficult to identify patterns in cross-border SALW trafficking

- \ Lack of border control equipment (scanners, etc.)
- \ No training on cross-border issues
- \ Lack of funding
- \ Lack of personnel

#### ARMS MARKING, RECORD-KEEPING AND TRACING

In August 2014, UNODC and the United Nations Office for Disarmament Affairs (UNODA) (through UNREC) donated three marking machines to Burkina Faso. UNODA and UNODC also jointly organised training sessions on the marking and registration of arms in Burkina Faso for the national army and members of law enforcement agencies. During these October 2014 training sessions, members of Cote d'Ivoire's National Commission on SALW also shared their own experiences of marking and registration. Software for the record-keeping of firearms was also made available during this period and adapted for use in Burkina Faso. UNODC has also provided Burkina Faso with record-keeping software (and associated training) specifically for seized or confiscated firearms. While marking and registration activities were halted in Burkina Faso during the *coup d'état* of 2015, UNODC hopes to restart these activities in early 2016. As part of this process, in January 2016, UNODC in collaboration with the government of Japan held a sub-regional workshop on marking, registration, and the maintenance of marking machines in Cotonou, Bénin. This five-day workshop was attended by representatives from Burkina Faso, Niger, and Senegal.

UNODC is also currently engaged in the investigation and prosecution of offenses related to weapons identification and weapons tracing. This involves international cooperation and cross-border information exchange.

Finally, as part of an EU-funded project (2015-2017), UNREC, in collaboration with MAG, aims to ensure that weapons in three priority storage sites in Burkina Faso are registered and marked in accordance with the International Small Arms Control Standards (ISACS) (see section on PSSM below). UNREC will also assist in the development of a database in which marked weapons are registered, and which is compatible with databases in neighbouring countries and with Interpol's illicit Arms Records and tracing System.

*Capacity shortfalls: Arms registration and marking:*

- \ Difficulties transporting marking machines
- \ Lack of funding

\

*Capacity shortfalls: Record-keeping and tracing:*

- \ Lack of funding

#### DESTRUCTION OF WEAPONS AND/ OR AMMUNITION

In March 2015, MAG conducted a technical risk assessment mission in Ouagadougou and Bobo-Dioulasso, in collaboration with the national security and defence forces. This mission was coordinated by Burkina Faso's National Commission on SALW. During the technical assessment mission, MAG and the security and defence forces identified weapons and ammunition that require destruction. An intervention plan was subsequently developed and includes the following planned activities: the rehabilitation of a facility for weapons cutting, the provision of destruction equipment and, finally, the associated training (in weapons and ammunition destruction) of relevant personnel. All planned MAG activities were scheduled to begin in the autumn of 2015 and destruction activities were to be supervised by a MAG technical expert. Furthermore, as part of an EU-funded project with UNREC (2015-2017), MAG will also assist in the destruction of surplus and obsolete weapons at three priority storage sites.

UNODC also began civilian weapons collection and destruction campaigns in Burkina Faso in 2015 under the auspices of its Global Firearms Programme (GFP).

*Capacity shortfalls: Destruction of weapons and/or ammunition:*

- \ Lack of training/ technical know-how to identify which weapons should be destroyed (i.e., which are surplus, unusable, etc.);
- \ Lack of training/ technical know-how to identify a suitable destruction method for SALW and ammunition (i.e., blocking, open burning, open detonation);
- \ Lack of capacity to safely transport weapons to destruction sites;
- \ Lack of capacity to destroy weapons (i.e., absence of shearing machines, smelters, etc.);
- \ Lack of capacity to maintain destruction records;
- \ Lack of funding;
- \ Suspicion regarding access to stockpiles and weapons/ammunition related data.

#### **PHYSICAL SECURITY AND STOCKPILE MANAGEMENT (PSSM)**

As outlined in the previous section, MAG conducted a technical risk assessment mission in Ouagadougou and Bobo-Dioulasso in March 2015. This assessment was used to outline destruction activities (see above) but also Burkina Faso's PSSM needs. An intervention plan was subsequently developed and includes the following planned activities: the rehabilitation/construction of weapons and ammunition storage facilities, and the training of storekeepers and managers in weapons and ammunition management. As with MAG's destruction activities, these PSSM projects were scheduled to begin in autumn 2015.

MAG will also continue its work on PSSM in Burkina Faso, together with UNREC, from 2015 to 2017 as part of an EU-funded project.<sup>5</sup> The activities planned as part of this project include the identification of three priority storage sites, which are known to be critical to the (regional) proliferation of weapons. UNREC and MAG will conduct detailed practical and technical assessments at each of these three priority sites which will then be rehabilitated and brought in line with the ISACS and International Ammunition Technical Guidelines (IATG). Immediate

high-impact, low-cost interventions to secure the pilot sites (i.e., fitting doors and locks) will take place during the assessments and, if requested by local authorities, ad hoc PSSM training will also be immediately implemented.

In addition, UNODC is also engaged in PSSM, and is currently supporting the refurbishment of storage rooms within law enforcement and judiciary bodies.

UNREC is also scheduled to debut smart technologies for PSSM (such as electronic locks) in Burkina Faso in 2017.

*Capacity shortfalls: Physical security and stockpile management*

- \ Lack of adequate infrastructure, (equipment, buildings, etc.);
- \ Lack of sufficient training/technical knowledge to assess stockpiles (i.e., absence of capacity for inventory management);
- \ Absence of standard operating procedures (SOPs) for stockpile management;
- \ Lack of financial resources.

#### **LEGISLATIVE/REGULATORY CONTROL AND STANDARD OPERATING PROCEDURES**

UNODC is currently involved in the development of standard operating procedures (SOPs) and the harmonisation of legislation in line with the ECOWAS Convention, the International Tracing Instrument, and the UN Convention on Transnational Organised Crime.

Furthermore, as part of the aforementioned EU-project (2015-17), UNREC and MAG will develop national manuals, guidelines and SOPs for PSSM. These guidelines will be based on a review of existing PSSM legislation, administrative procedures and SOPs in Burkina Faso. The guidelines will also draw on the results of PSSM assessments undertaken at three priority storage sites, and will be compliant with ISACS, IATG, regional and sub-regional legislation and relevant international instruments. Prior to the national roll out of these standards, UNREC will organise validation workshops, one at the senior technical level and one at the senior policy level. As part of the roll out procedure, training of trainers (ToT)

<sup>5</sup> \ European Council Decision 2014/912/CFSP of 15 December 2014 in support of physical security and stockpile management (PSSM) activities to reduce the risk of illicit trade in small arms and light weapons (SALW) and their ammunition in the Sahel region

workshops introducing the new SOPs will be implemented by UNREC and MAG. UNREC will also organise a regional consultative workshop bringing together representatives from Mali, Burkina Faso, Chad, Mauritania, Niger, and Nigeria to share best practices and lessons learned in PSSM. The outcomes of the EU-funded project will be discussed at an evaluation workshop also bringing together representatives from Mali, Burkina Faso, Chad, Mauritania, Niger, and Nigeria.

*Capacity shortfalls: Legislative/regulatory control and standard operating procedures*

- \ Lack of capacity/ technical knowledge to draft legislation and/or SOPs;
- \ Lack of funding.

#### TRAINING AND CAPACITY DEVELOPMENT

MAG is currently providing training in the destruction and safe storage of weapons and ammunition. In addition, UNODC provides training on the Firearms Protocol and offers specialised courses on criminal investigations and the prosecution of firearms trafficking and related crimes. DDG is also engaged in the provision of SALW risk education.

*Capacity shortfalls: Training and capacity development*

- \ Inadequate training materials;
- \ Inadequate training facilities;
- \ Newly trained individuals often retire or are transferred to different departments;
- \ No funding provision for refresher training courses;
- \ Lack of funding.

## Central African Republic

### Box 2

#### Contacts

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#### Background

The Central African Republic currently has no national commission dealing with the proliferation and circulation of small arms and light weapons (SALW) and no national action plan. However, a contact point for SALW-related matters, Colonel Noel Selesson, is embedded within the prime minister's office in charge of disarmament, demobilisation and reintegration (DDR)/ security sector reform (SSR) (see contact information above). In May 2015, the United Nations Regional Centre on Small Arms (RECSA) undertook an assessment mission to the Central African Republic in order to establish relevant institutional contacts for SALW related work, and to support the establishment of a National SALW Focal Point.

## Current Activities

### SALW BASELINE SURVEY:

The United Nations Regional Centre for Peace and Disarmament (UNREC) was scheduled to conduct a SALW baseline study in the Central African Republic in 2015 in collaboration with the United Nations Development Programme (UNDP)

### ARMS REGISTRATION AND MARKING

The United Nations Mine Action Service (UNMAS) is currently training members of the interior security forces in arms marking and registration. Record-keeping and tracing activities are in the planning stage.

*Capacity shortfalls: Arms registration and marking*

- \ Lack of legislative/ regulatory basis for registration and/or marking activities.

### DESTRUCTION OF WEAPONS AND/OR AMMUNITION

UNMAS is currently undertaking the destruction of obsolete ammunition, decommissioned weapons, and artisanal arms.

### PHYSICAL SECURITY AND STOCKPILE MANAGEMENT (PSSM)

Working group meetings on weapons and ammunition management are held regularly and bring together national, international, civil and military organisations. This working group is jointly coordinated by UNMAS and a weapons and ammunition representative from the Central African Republic's national military.

UNMAS is also currently constructing and rehabilitating munitions depots and armouries for the internal security forces. In September 2015, it was also reported that the United Nations Multidimensional Integrated Stabilization Mission in the Central African Republic (MINUSCA) had sent 18 members of the police, the gendarmerie, and the army of the Central African Republic to a training course on PSSM. This course took place at the Centre for Humanitarian Demining Training in Benin.

*Capacity shortfalls: Physical security and stockpile management*

- \ Lack of adequate infrastructure (equipment, buildings, etc.);
- \ Lack of sufficient training/technical knowledge to assess stockpiles (i.e., absence of capacity for inventory management);
- \ Stockpiles are outside state control (i.e., rebel/militia group stockpiles);
- \ Absence of standard operating procedures (SOPs) for stockpile management;
- \ Lack of legislative/regulatory basis concerning minimum security standards for stockpiles.

### LEGISLATIVE/REGULATORY CONTROL AND STANDARD OPERATING PROCEDURES (SOPS)

UNMAS is involved in the development of a national strategy for the management of arms and ammunition and is developing national standards for arms/ ammunition management.

*Capacity shortfalls: Legislative/ regulatory control and SOPs*

- \ Lack of capacity/technical knowledge to draft legislation and/or SOPs;
- \ Lack of political commitment;
- \ Unclear division of responsibility between stakeholders.

### TRAINING AND CAPACITY DEVELOPMENT

UNMAS provides general training related to the management of arms and ammunition. UNMAS is also involved in activities which aim to reduce armed violence.

## Chad

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### Box 3

#### Contacts

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### Background

Chad was the first signatory party of the Kinshasa Convention on small arms and light weapons (SALW) and ammunition to conclude the ratification process. However, while Chad has a national focal point on SALW (General Mahamat Bourma Djamé), the country currently has no national commission against the proliferation of SALW and no national action plan. Previous SALW control activities have been carried out by an *ad hoc* commission. The current legislative and normative provisions on SALW and ammunition in Chad are based on decrees established in the 1960s. These decrees provide a rather limited regulatory framework pertaining to the import, ownership, use, transportation and disposal of some types of small arms possessed by civilians. Other activities, such as small arms manufacture, marking, brokerage, and export are excluded and therefore currently unregulated.

### Current Activities

#### SALW BASELINE SURVEY

The United Nations Regional Centre for Peace and Disarmament in Africa (UNREC) was scheduled to conduct a SALW baseline study in Chad in 2015 in collaboration with the United Nations Development Programme (UNDP).

#### ARMS MARKING, RECORD-KEEPING AND TRACING

As part of an EU-funded project (2015–2017), UNREC, in collaboration with the Mines Advisory Group (MAG), aims to ensure that weapons in three priority storage sites in Chad are registered and marked in accordance with the International Small Arms Control Standards (ISACS) (see section on PSSM below). UNREC will also assist in the development of a database in which marked weapons are registered, and which is compatible with databases in neighbouring countries and with Interpol's illicit Arms Records and tracing System.

#### DESTRUCTION OF WEAPONS AND/OR AMMUNITION

In 2015, MAG implemented weapons cutting activities with the Direction Générale de la Réserve Stratégique, the national department in charge of all

weapons and ammunition in Chad. These activities included the establishment of a weapons cutting facility, the provision of equipment, and the training of military personnel in weapons destruction. Furthermore, as part of an EU-funded project with UNREC (2015-2017), MAG will also assist in the destruction of surplus and obsolete weapons at three priority storage sites.

*Capacity shortfalls: Destruction of weapons and/or ammunition*

- \ Lack of training/technical know-how to identify which weapons should be destroyed (i.e., which are surplus, unusable, etc.);
- \ Lack of capacity to destroy weapons (i.e., absence of shearing machines, smelters, etc.);
- \ Suspicion regarding access to stockpiles and weapons/ammunition related data.

**PHYSICAL SECURITY AND STOCKPILE MANAGEMENT (PSSM)**

In 2014, MAG conducted initial technical assessments of weapons and ammunition storage facilities in N'Djamena in collaboration with the police and the gendarmerie. Based on this assessment, an intervention plan was formulated and subsequent activities began in March 2015. These activities included the construction of one fully equipped armoury at gendarmerie headquarters, and the installation of three fully equipped containerised armouries at the gendarmerie school, gendarmerie headquarters, and at a gendarmerie unit in N'Djamena. These activities were completed in July 2015.

During this first implementation phase, the gendarmerie asked MAG to conduct further technical risk assessments of armouries in N'Djamena and 11 other regions throughout Chad. Concurrently, the National Guard and Nomadic Forces (GNNT) also asked MAG to conduct assessments of their own armouries, also in N'Djamena and across Chad. MAG subsequently conducted a joint mission, which began in April 2015 and ended on 3 June, assessing gendarmerie and GNNT sites in N'Djamena, and southern, eastern and northern Chad. A total of 52 armouries were assessed. MAG compiled a technical report documenting the results of these findings, which was

then submitted to key stakeholders and donors. MAG is currently continuing to work with the authorities on the design of a new intervention plan.

Throughout 2015, MAG also assisted in the design of an armoury for a new police school. The construction of this armoury was completed in 2015 and MAG provided equipment such as gun racks and metal cabinets for the safe and secure storage of weapons and associated ammunition.

MAG will also continue its work on the physical security and stockpile management (PSSM) in Chad, together with UNREC, from 2015 to 2017 as part of an EU-funded project.<sup>6</sup> The activities planned as part of this project include the identification of three priority storage sites, which are known to be critical to the (regional) proliferation of weapons. UNREC and MAG will conduct detailed practical and technical assessments at each of these three priority sites that will then be rehabilitated and brought in line with the International Small Arms Control Standards (ISACS) and International Ammunition Technical Guidelines (IATG). Immediate high-impact, low-cost interventions to secure the pilot sites (i.e., fitting doors and locks) will take place during the assessments and, if requested by local authorities, *ad hoc* PSSM training will also be immediately implemented.

The Bonn International Center for Conversion (BICC) also plans to provide PSSM training to the Chad-Sudan Joint Border Forces, in collaboration with MAG, in 2016.

*Capacity shortfalls: Physical security and stockpile management*

- \ Current security situation;
- \ Delay in service delivery by sub-contractors (e.g. masonry, forging companies).

**LEGISLATIVE/ REGULATORY CONTROL AND STANDARD OPERATING PROCEDURES**

Furthermore, as part of the aforementioned EU-project (2015-17), UNREC and MAG will develop national manuals, guidelines and standard operating

<sup>6</sup> \ Council Decision 2014/912/CFSP of 15 December 2014 in support of physical security and stockpile management (PSSM) activities to reduce the risk of illicit trade in small arms and light weapons (SALW) and their ammunition in the Sahel region.

procedures (SOPs) for PSSM. These guidelines will be based on a review of existing PSSM legislation, administrative procedures and SOPs in Chad. The guidelines will also draw on the results of PSSM assessments undertaken at three priority storage sites, and will be compliant with ISACS, IATG, regional and sub-regional legislation, and relevant international instruments. Prior to the national roll out of these standards, UNREC will organise validation workshops, one at the senior technical level and one at the senior policy level. As part of the roll out procedure, training of trainers (ToT) workshops introducing the new SOPs will be implemented by UNREC and MAG. UNREC will also organise a regional consultative workshop bringing together representatives from Mali, Burkina Faso, Chad, Mauritania, Niger, and Nigeria to share best practices and lessons learned in PSSM. The outcomes of the EU-funded project will be discussed at an evaluation workshop also bringing together representatives from Mali, Burkina Faso, Chad, Mauritania, Niger, and Nigeria.

#### TRAINING AND CAPACITY DEVELOPMENT

In February 2015, MAG, in collaboration with the national police school in N'Djamena, delivered a five-day training course on weapons stockpile management to 16 police school instructors. MAG and the Director of the police school agreed to conduct both refresher and continuation training during the course of 2015. MAG has also provided training to storekeepers and store managers as part of its (aforementioned) work rehabilitating and constructing weapons and ammunition storage facilities.

The International Committee of the Red Cross has also been working closely with the Chadian government on a campaign designed to raise awareness of the dangers posed to civilians by the illicit proliferation of SALW.

#### *Capacity shortfalls: Training and capacity development*

- \ Increasing need to sensitise parliamentarians and other governmental representatives on International Humanitarian Law and issues related to small arms control issues.

## Guinea

### Box 4

#### Contacts

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## Background

The National Commission against the Proliferation and Illicit Circulation of SALW in Guinea (COMNAT-ALPC) was created by Decree in August 2000. COMNAT-ALPC has a National Action Plan, and a law dealing with the management of arms, ammunition, powders and explosives (Law No. L/96 008 of 22 July 1996) is currently in force. This law does not conform to the standards set out in the Convention of the Economic Community of West African States (ECOWAS), notably in terms of the definition of small arms, ammunition, and related materials, or in terms of brokerage, marking, tracing, import and export.

In Guinea, all arms in the units of the National Defence Forces and the Forces of Public Security are managed by the Ministry of National Defence. A national register listing all arms and ammunition purchased and imported by the Guinean state has already been established. Three additional registers are also in place: one documenting the allocation of arms and ammunition, the other documenting the possession of arms and ammunition by the institutions responsible for national defence and public security (namely the police, gendarmerie, and customs), and finally, a register of the possession of arms and ammunition by unit. There are few surplus state stocks of SALW in Guinea. However, defective weapons and obsolete ammunition are stored in a central depot and periodically destroyed when resources become available.

## Current Activities

### CROSS-BORDER SALW MANAGEMENT

In September 2015, representatives from the Guinean National Commission expressed their desire to work on the cross-border management of SALW in the near future.

*Capacity shortfalls: Cross-border SALW management*

- \ Lack of border control equipment (scanners, etc.);
- \ No training on cross-border issues;
- \ Lack of funding.

### ARMS MARKING, RECORD-KEEPING AND TRACING

With support from a continental EU-AU project, Guinea acquired two marking machines from the United Nations Regional Centre on Small Arms (RECSA) in May 2014. RECSA also provided accompanying training on how to use the machines. In mid-2015, the Guinean National Commission stated that there are currently no plans for activities on record-keeping and tracing. However, as part of a three-year ECOWAS-EU Small Arms Project, implemented by the United Nations Development Programme (UNDP) (2014-2017), civilian arms will be collected and recorded in Guinea Forestière, including seven prefectures of the region (N'Zérékoré, Macenta, Lola Guéckédou, Beyla, Yomou and Kissidougou), and a single prefecture in Upper Guinea (Faranah).

*Capacity shortfalls: Arms marking, record-keeping, and tracing*

- \ Lack of training/technical knowledge (i.e., how to operate machines);
- \ Replacement parts for marking machines unavailable in-country;
- \ Lack of funding.

### DESTRUCTION OF WEAPONS AND/OR AMMUNITION:

As part of the aforementioned ECOWAS-EU Small Arms Project (2014-2017), civilian weapons and ammunition handed in as part of voluntary arms collection programmes in Guinea Forestière will be destroyed. The ECOWAS-EU Project will support the destruction

process through the provision of operational support to the Guinean National Commission.

*Capacity shortfalls: Destruction of weapons and/or ammunition*

- \ Lack of training/technical know-how to identify which weapons should be destroyed;
- \ Lack of training/technical know-how to identify a suitable destruction method for SALW and ammunition (i.e., blocking, open burning, open detonation);
- \ Lack of capacity to transport weapons to destruction sites;
- \ Lack of capacity to destroy weapons;
- \ Lack of funding.

### PHYSICAL SECURITY AND STOCKPILE MANAGEMENT (PSSM)

The Guinean National Commission intends to construct secure depots for storing arms and ammunition. Limited PSSM will also take place as part of the ECOWAS-EU Small Arms Project (2014 - 2017) in which containers will be provided to safely store weapons collected from civilian disarmament programmes.

*Capacity shortfalls: Physical security and stockpile management*

- \ Lack of adequate infrastructure, (equipment, buildings, etc.);
- \ Lack of sufficient training/technical knowledge to assess stockpiles (i.e., absence of capacity for inventory management);
- \ Absence of SOPs for stockpile management;
- \ Lack of financial resources.

### LEGISLATIVE/ REGULATORY CONTROL AND STANDARD OPERATING PROCEDURES (SOPS)

The Guinean National Commission plans to harmonise Guinea's national legislation on arms, ammunition, and explosives with the ECOWAS Convention and the Arms Trade Treaty.

*Capacity shortfalls: Legislative/regulatory control and standard operating procedures*

- \ Lack of capacity/technical knowledge to draft legislation and/or SOPs;
- \ Lack of funding.

#### TRAINING AND CAPACITY DEVELOPMENT

The Guinean National Commission has implemented a large programme involving the sensitisation of civilian populations to the dangers of SALW. In addition, the National Commission also aims to provide further training to its staff, civil society, and to media representatives in order to build capacity. Workshops that train media representatives to better sensitise local communities have already taken place.

*Capacity shortfalls: Training and capacity development*

- \ Difficult to locate suitable trainers;
- \ Inadequate training materials;
- \ Inadequate training facilities;
- \ No funding provision for refresher training courses;
- \ Lack of funding.

#### ARMS COLLECTION

ECOWAS, UNDP and the European Union are jointly implementing a “Small Arms Project” between 2014 and 2017 in Guinea Forestière. This project involves the implementation of pilot weapons collection programmes (“weapons for development”) in which voluntary weapons surrender/collection is encouraged by the promise of community based development projects. This project is part of the European Union’s support to ECOWAS’ regional peace, security and stability mandate.

## Côte d’Ivoire

### Box 5

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#### Background

Current SALW legislation in Côte d’Ivoire is composed of four main texts: the 1998 law related to infringements of the rules on firearms, ammunition, and explosives; the Decree of 1999 governing the possession and carriage of firearms, ammunition and explosives; the Decree of 3 February 2005 concerning the activities of private security companies; and the Decree of 30 April 2009, which created the National Commission against the Proliferation and Illicit Circulation of SALW. (COMNAT-ALPC)<sup>7</sup> The Ivorian National Commission undertakes interventions within seven broad domains: sensitisation; the collection and destruction of SALW; the management of stocks and the physical security of storage sites; reinforcement of the legislative framework surrounding SALW; control of artisanal production; trans-border control; and cooperation and assistance. In November 2011, the National Commission adopted a National Action Plan for the period 2012 to 2014.

#### Current Activities

#### CROSS-BORDER SALW MANAGEMENT

COMNAT-ALPC plans to sensitise border communities and train relevant agencies in topics pertinent to the trans-border control and trafficking of arms. In addition to these activities, COMNAT-ALPC intends to reinforce coordination and cooperation both at the

<sup>7</sup> \ National Commission Website: <http://comnat-alpc.org/index.php>

national level (between relevant agencies) and at the transnational level, by organising meetings which gather together the national SALW commissions of countries that share borders with Côte d'Ivoire.

*Capacity shortfalls: Cross-border SALW management*

- \ Difficult to identify patterns in cross-border trafficking;
- \ No mechanism for information-sharing with neighbouring states;
- \ Lack of border control equipment (scanners, etc.);
- \ Lack of funding;
- \ Legislation in the process of being harmonised.

#### ARMS MARKING, RECORD-KEEPING AND TRACING

The Ivorian COMNAT-ALPC previously obtained five marking machines, adopted codes and trained marking teams for each of the security and defence forces. Marking and registration of the weapons possessed by these security and defence forces (including the army, police, gendarmerie, customs, and the water and forests authority) has now been completed, and an electronic database has already been put in place for the police and gendarmerie. An electronic database has yet to be put in place for the remaining security forces and does not yet exist for civilian arms. Two of the five marking machines were financed by GIZ's support to the Ivorian National Commission. GIZ also financed two of the training sessions on marking. Interpol has also trained select individuals in regard to weapons tracing.

In addition, to these activities, as part of a three-year ECOWAS-EU Small Arms Project, implemented by UNDP (2014-2017), civilian arms will be collected and recorded throughout the course of a voluntary disarmament programme (see additional activities below).

*Capacity shortfalls: Arms registration and marking*

- \ Difficulties transporting marking machines;
- \ Weapons cannot be moved due to insecurity, risk of diversion;
- \ Lack of training/technical knowledge (i.e., how to operate machines);

- \ Replacement parts for marking machines unavailable in-country;
- \ Little information concerning holders of illicit weapons;
- \ Lack of legislative/regulatory basis for registration and/or marking activities;
- \ Marking machine maintenance.

*Capacity shortfalls: Record-keeping and tracing*

- \ Required IT/ communications infrastructure not nationally available (particularly in rural areas);
- \ Lack of legislative/regulatory basis for record-keeping and tracing;
- \ Lack of funding.

#### DESTRUCTION OF WEAPONS AND/OR AMMUNITION

The Ivorian National Commission has two weapons cutting machines. In conjunction with the United Nations Mine Action Service (UNMAS) and Halo Trust, COMNAT-ALPC cuts weapons and provides accompanying training on weapons cutting procedures. UNMAS and HALO Trust also destroy weapons through cutting, but also through incineration or open detonation at a military range specifically designed for weapons destruction. UNMAS and HALO Trust have destroyed ammunition from government stocks in addition to obsolete/unserviceable weapons handed over to the UN peacekeeping mission in Côte d'Ivoire.

As part of the aforementioned ECOWAS-EU Small Arms Project (2014-2017), civilian weapons and ammunition handed in as part of voluntary arms collection programmes in Côte d'Ivoire will also be destroyed. The ECOWAS-EU Project will support the destruction process through the provision of operational support to COMNAT-ALPC.

*Capacity shortfalls: Destruction of weapons and/or ammunition*

- \ Lack of training/technical know-how to identify which weapons should be destroyed (i.e., which are surplus, unusable, etc.);
- \ Lack of legislative/regulatory basis for destruction;
- \ Lack of financing for the establishment of regional centres for weapons destruction.

**PHYSICAL SECURITY AND STOCKPILE MANAGEMENT (PSSM)**

The Ivorian National Commission has adopted standards for the construction and rehabilitation of weapons depots, and has compiled and adopted a guide detailing procedures for the management of SALW and their ammunition. By September 2015, 30 individuals from the different security and defence forces in Côte d'Ivoire had been trained in these procedures, as had 120 armourers. Inspections are also conducted to ensure compliance with international standards. In support of these activities, Deutsche Gesellschaft für internationale Zusammenarbeit (GIZ) has financed the production of weapons registers and SALW guides in French. Additionally, UNMAS and HALO Trust have also been engaged in PSSM work in Côte d'Ivoire since 2011. Since this time, HALO Trust and UNMAS have successfully built and renovated 123 armouries and 58 ammunition storage areas across the country. This includes the rehabilitation of small scale armouries in addition to the construction of new large scale ammunition storage areas. COMNAT-ALPC has also recently reconvened a Working Group on PSSM composed of the Chief of Staff of the Ivorian Army, the National Commission, and representatives of the different security forces.

Limited physical security and stockpile management will also take place as part of the ECOWAS-EU Small Arms Project (2014-2017) in which containers will be provided to safely store weapons collected from civilian disarmament programmes.

*Capacity shortfalls: Physical security and stockpile management*

- \ Lack of sufficient training/technical knowledge to assess stockpiles (i.e., absence of capacity for inventory management);
- \ Absence of standard operating procedures (SOPs) for stockpile management;
- \ Lack of legislative/regulatory basis concerning minimum standards for stockpiles;
- \ Lack of financial resources.

**LEGISLATIVE/ REGULATORY CONTROL AND STANDARD OPERATING PROCEDURES (SOPS)**

The legislative framework for SALW in Côte d'Ivoire is currently being revised and a draft bill is under development. UNMAS has also developed guidelines on the storage of ammunition, but the question of whether these guidelines can be made into law has not yet been discussed with the relevant national authorities.

*Capacity shortfalls: Legislative/regulatory control and standard operating procedures*

- \ Lack of capacity/technical knowledge to draft legislation and/or SOPs;
- \ Lack of political commitment;
- \ Little parliamentary attention.

**TRAINING AND CAPACITY DEVELOPMENT**

In addition to the aforementioned training programmes on cross-border issues, weapons marking, registration, and tracing, PSSM, and weapons destruction, the Ivorian National Commission has also conducted broader sensitisation. Training on the dangers of SALW, on mechanisms of control, and on the relevant national, regional and international instruments in place has been provided to members of different commissions of the National Assembly and to personnel from the Ministry of Foreign Affairs. Journalists, civil society members, and local authorities have also been similarly sensitised.

*Capacity shortfalls: Training and capacity development*

- \ Difficult to follow-up with newly trained individuals;
- \ Newly trained individuals are unable to conduct training sessions on return to their own institutions;
- \ Newly trained individuals often retire or are transferred to different departments;
- \ No funding provision for refresher training courses;
- \ Lack of funding.

**ADDITIONAL ACTIVITIES**

The National Commission of Côte d'Ivoire has been implementing a programme of weapons collection (and accompanying sensitisation), targeting civilian holders of SALW. ECOWAS, UNDP and the European Union are also planning to jointly implement a "Small Arms Project" in Côte d'Ivoire between 2014 and 2017. This project involves the implementation of pilot weapons collection programmes ("weapons for development") in which voluntary weapons surrender/ collection is encouraged by the promise of community based development projects. This project is part of the European Union's support to ECOWAS' regional peace, security and stability mandate.

The National Security Council produced a strategy on the reform of the security sector, adopted in September 2012. This strategy is currently being implemented.

**Libya****Box 6****Contacts**

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**Background**

Libya has no national commission for SALW, although the Libyan Mine Action Centre (LMAC) has been appointed by the Libyan Ministry of Foreign Affairs as the body responsible for oversight and coordination in the area of conventional arms control and mine action. LMAC was established in 2011 under the Ministry of Defence and its authority is recognised by most international mine-action agencies. However, a rival Mine Action Centre has also existed under the Army Chief of Staff. Libya currently has no national action plan for dealing with the clearance, destruction, and safe storage of the currently large amounts of weaponry spread across its territory. In 2012, several government agencies claimed jurisdiction over the abandoned ordnance problem creating a state of government confusion.

Libya is a signatory to the Bamako Declaration (2000) on an African common position on the illicit proliferation, circulation, and trafficking of SALW. In addition, on 18 June 2004, Libya ratified the Protocol against the Illicit Manufacturing of and Trafficking in Firearms, Their Parts and Components and Ammunition (Firearms Protocol), supplementing the United Nations Convention against Transnational Organised Crime. Later, on 23 May 2012, Libya also signed the Khartoum Declaration on the Control of Small Arms and Light Weapons across the Neighbouring Countries of Western Sudan. As a result of signing this latter document, Libya is committed to strengthen its national capacities and institutions in order to develop and implement comprehensive SALW control strategies, national action plans and other interventions, including the physical security and stockpile management (PSSM) of state-held SALW and ammunition, in accordance with international standards.

### Current Activities

#### CROSS-BORDER SALW MANAGEMENT

The Danish Demining Group (DDG) is currently planning a research initiative that maps actors on the Libya-Niger border.

*Capacity shortfalls: Cross-border SALW management*  
 \ Lack of funding.

#### ARMS MARKING, RECORD-KEEPING AND TRACING

The United Nations Support Mission in Libya (UNSMIL) is supporting the development of a national weapons database.

#### DESTRUCTION OF WEAPONS AND/OR AMMUNITION

DDG is planning to undertake stockpile destruction in Libya however, because of the security situation, this activity has been postponed. In a similar manner, the Free Fields Foundation also intended to implement a project (funded by GIZ) to destroy 23 war heads. This was also postponed due to security reasons.

*Capacity shortfalls: Destruction of weapons and/or ammunition*

- \ Security situation;
- \ Resistance among local communities near to destruction sites;
- \ Lack of funding;
- \ Lack of training/technical know-how to identify a suitable destruction method for SALW and ammunition (i.e., blocking, open burning, open detonation);
- \ Lack of legislative/regulatory basis for destruction.

#### PHYSICAL SECURITY AND STOCKPILE MANAGEMENT (PSSM)

The Free Fields Foundation plans to assist LMAC in the implementation of a survey of formal Ammunition Storage Areas (ASAs).

The Sterling International Group is not currently operational in Libya, but views PSSM as its key area on return. During its previous work in Libya, Sterling developed a standard operational procedure (SOP) for PSSM and also conducted ASA surveys, held ammunition management courses (in regard to storage), and constructed temporary explosive storage facilities in Zlitan, Ghuryan, Jadu, Zuwara, and Zintan.

In 2012, GIZ and LMAC reached agreement on a support programme in the area of conventional arms control, including PSSM. This five-year programme, which was supposed to be implemented between 1 November 2012 and 31 October 2017, was commissioned by the German Federal Foreign Office (GFFO) and is co-financed by the GFFO and the European Union. In terms of PSSM, the aims of the project are to support Libyan state institutions to develop, coordinate, and implement PSSM measures; to directly support the implementation of stockpile management activities; and to foster regional cooperation and knowledge sharing on PSSM and the spread and illicit accumulation of conventional weapons. The outcomes of this project are intended to include, amongst others, the development of a national strategy and SOPs for PSSM, the establishment of a training framework on PSSM, the rehabilitation and security management of ASAs, and the provision of temporary storage units.

*Capacity shortfalls: Physical security and stockpile management*

- \ Security situation;
- \ Lack of financial resources.

#### **LEGISLATIVE/REGULATORY CONTROL AND STANDARD OPERATING PROCEDURES (SOPS)**

As discussed in the previous section on PSSM, LMAC intends to develop a PSSM SOP in conjunction with GIZ, as part of a joint GFFO-EU funded project.

UNSMIL is also supporting efforts to establish a national arms and ammunition management committee. The aim of this effort is to improve coordination and decision-making between different government ministries and agencies, to ensure consistent application of standards across government agencies, and to support the development of an overarching national arms and ammunitions control framework and strategy.

*Capacity shortfalls: Legislative/regulatory control and standard operating procedures*

- \ Lack of funding.

#### **TRAINING AND CAPACITY DEVELOPMENT**

Funded by UNMAS and the Swiss Agency for Development and Cooperation, Handicap International (HI) is currently implementing a project on Conventional Weapons Risk Awareness. In this regard, HI's teams have trained two Libyan partners, the Boy Scouts Association and a local demining NGO to increase the awareness of at-risk populations. Partners, supported by HI staff, deliver direct risk awareness sessions and distribute information on mines, explosive remnants of war, and SALW with the aim of spreading knowledge on ways to stay safe. Between March 2011 and June 2014, HI trained over 1,000 Libyans including teachers, health professionals, imams, civil society organisations and journalists. The organisation launched its operations in the east of Libya and, in 2015, was working in western cities most affected by the renewed violence, including Gharyan, Zawiah and Zuwara.

In addition, Danish Church Aid (DCA) began implementing explosive remnants of war risk education sessions in eastern Libya in September 2015. Funded by the United Nations Mine Action Service (UNMAS), this four-month project provides a risk education training package to select Libyan partners, including local Benghazi-based civil society organisations, the Libyan Scouts, and the Libyan National Safety Authorities.

SALW risk education is also provided by DDG in Tripoli and Sabha. In addition, DDG is also providing technical and organisational training to the Free Fields Foundation.

*Capacity shortfalls: Training and capacity development*

- \ Difficult to locate suitable trainees;
- \ Inadequate training facilities;
- \ Difficult to follow up with newly trained individuals;
- \ Newly trained individuals are unable to conduct training sessions on return to their own insitutions;
- \ No funding provision for refresher training courses;
- \ Lack of funding.

## Mali

### Box 7

#### Contacts

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### Background

Mali established its National Commission against the Proliferation of Small Arms and Light Weapons (CNLPAL) on 14 November 1996. This organisation assists the President of the Republic in the design and implementation of policies to curb the proliferation of SALW. CNLPAL's work falls within the framework of its National Action Plan for 2014-2018, which was developed in partnership with the United Nations Regional Centre for Peace and Disarmament in Africa (UNREC), and which was validated during a workshop which took place on the 12 to 14 February 2015 in Bamako.

In partnership with the ECOWAS Small Arms Control Programme (ECOSAP), CNLPAL first undertook national studies on the proliferation of SALW in Mali in 2008. Since that time, further information gathering missions have been conducted in June 2013 (in partnership with the United Nations Mine Action Service (UNMAS), and in January 2014 (by UNREC). These studies indicate that successive rebellions within the Republic of Mali (in 1963/64, 1990-1992, and 2012) have been a principal cause of the proliferation of arms. Non-surrendered arms have remained in circulation, as have arms stolen from army depots, customs posts, and police stations. Pervasive insecurity has also led to civilian demand for arms, and the artisanal production of weapons has increased. In addition, due to the porousness of borders, northern Mali has become an important transit point for weapons originating from the wider region.

Small arms legislation in Mali originally excluded firearms and munitions that were used by the armed forces (Law No.60-4/AL-RS of 7 June 1960). However, in 2004, national legislation was harmonised in line with the United Nations Programme of Action (UN PoA) and the Bamako Declaration. Mali also ratified the ECOWAS Convention on SALW in 2007 and the Arms Trade Treaty (ATT) on 5 January 2014. The harmonisation of Mali's 2004 legislation in line with the ECOWAS Treaty, the ATT, and other international instruments is currently underway (see below).

## Current Activities

### SALW BASELINE SURVEY

UNREC was scheduled to conduct a SALW baseline study in Mali in 2015 in collaboration with the United Nations Development Programme (UNDP).

Danish Church Aid (DCA) also planned to conduct a SALW household survey in central and northern Mali in 2015.

### CROSS-BORDER SALW MANAGEMENT

Throughout 2015, the Danish Demining Group (DDG) expanded its border security and management activities to target four communities on the Menaka-Tahoua axis (on the Mali-Niger border) and four communities on the Mondoro-Djibo axis (on the Mali-Burkina Faso border). Given the threat posed by the misuse and widespread availability of SALW in northern Mali and the threat from explosive remnants of war, DDG also plans to sensitise thirty communities in the Douentza, Menaka, and Gao-Labazzanga axis on the risks associated with SALW and explosive remnants of war. DDG will also facilitate dialogue between conflict affected communities and their security providers in order to build trust, promote collaboration, and facilitate information sharing. In addition, DDG will also conduct a study on the misuse, proliferation, and trafficking of small arms in the Labazzanga and Menaka regions. These activities are to be implemented in close collaboration with the national border authorities in Mali, Burkina Faso, and Niger. In this regard, DDG plans to enhance cross-border communication and coordination among local communities and border authorities.

#### *Capacity shortfalls: Cross-border SALW management*

- \ Difficult to identify patterns in cross-border SALW trafficking;
- \ No mechanism for information sharing with neighbouring states;
- \ Lack of border control equipment (scanners, etc.);
- \ No training on cross-border issues;
- \ Lack of funding;
- \ Lack of personnel;
- \ Difficult relationship with neighbouring state(s).

### ARMS MARKING, RECORD-KEEPING AND TRACING

UNREC is currently implementing a technical support project in which it assists CNLPAL in the implementation of its 2014-2018 National Action Plan. Phase three of UNREC's support to CNLPAL (April-December 2015) included plans to mark and register civilian- and state-held weapons with five marking machines. UNREC's marking activities were to be accompanied by efforts to develop standard operating procedures (SOPs) on the marking and registration of newly imported weapons, and, in addition, UNREC also planned to put in place SALW record-keeping software adapted to the Malian context. Marking activities were to be organised in Kayes, Sikasso, Mopti and Ségou and accompanied by sensitisation and awareness raising campaigns. The aforementioned activities are in keeping with UNREC's additional EU-funded project in Mali (2015-2017) which, in collaboration with UNMAS, aims to ensure that weapons in three priority storage sites in Mali are registered and marked in accordance with the International Small Arms Control Standards (ISACS) (see section on PSSM below). In 2015, the Mines Advisory Group in Mali was also discussing the possibility of working on a marking project together with UNREC and CNLPAL

As part of UNREC's activities in Mali, training on arms marking and registration for the Malian Security and Defence Forces (SDF) and CNLPAL was planned for 2015. Furthermore, in May 2015, UNREC participated in a joint United Nations Police/ CNLPAL project which assessed the record-keeping and stockpile management capacities of the SDF in Gao and Mopti. The United Nations Police/ CNLPAL project includes the provision of training to CNLPAL and the national police on the identification, record-keeping and tracing of weapons, in addition to the creation of a weapons database compatible with the INTERPOL system. UNREC and CNLPAL's current arms marking and registration initiatives follow previous activities implemented as part of the second phase of UNREC's support to CNLPAL (2014-March 2015). These activities included a two-day training session on the

identification and tracing of small arms for CNLPAL and for members of the Malian SDF. This activity took place in cooperation with trainers from the United Nations Multidimensional Integrated Stabilization Mission in Mali (MINUSMA)'s Joint Mission Analysis Centre (JMAC) and Conflict Armament Research.

In addition to the aforementioned activities, civilian arms will be collected and recorded in Mali as part of a three-year ECOWAS-EU Small Arms Project (2014-2017), implemented by the United Nations Development Programme (UNDP) (see section on arms collection below).

*Capacity shortfalls: Arms registration and marking*

- \ Weapons cannot be moved due to insecurity and risk of diversion;
- \ Replacement parts for marking machines unavailable in-country;
- \ Difficult to access illicit weapons;
- \ Little information concerning holders of illicit weapons;
- \ Lack of legislative/regulatory basis for registration and/or marking activities;
- \ More funding needed in the long-term, for marking equipment and to continue a national marking programme.

*Capacity shortfalls: Record-keeping and tracing*

- \ Required IT/communication infrastructure not nationally available (particularly in rural areas);
- \ Lack of training/technical know-how;
- \ Lack of inter-state cooperation between tracing agencies;
- \ Inadequate marking and registration procedures;
- \ Lack of legislative/regulatory basis for record-keeping and/or tracing.

**DESTRUCTION OF WEAPONS AND/OR AMMUNITION, PHYSICAL SECURITY AND STOCKPILE MANAGEMENT**

In terms of weapons destruction, in September 2013, MINUSMA implemented a pilot project in the field of physical security and stockpile management (PSSM). During this four-month project, UNMAS

assessed five ammunition depots in Mali, and the Malian DSF asked UNMAS for assistance in upgrading existing storage facilities (armouries and ammunition depots), and in the disposal of obsolete or unsafe ammunition and weapons stockpiles. In response, a MINUSMA/ UNMAS Plan of Action for PSSM for 2014 to 2015 was drafted and subsequently approved by the Ministry of Defence. This plan includes the following activities: the destruction of expired stockpiles of weapons and ammunition, the rehabilitation of armouries, the construction of ammunition depots, and the development of standards. The 2014-2015 action plan also highlights the need to provide further specialised training to the DSF, noting that this should be done in close collaboration with the European Union Training Mission in Mali.

In line with the 2014-2015 action plan, UNMAS rehabilitated four armouries in Bamako and three armouries in Gao. The Gao armouries were completed on 21 March 2015 and included one police armoury and two armouries run by the gendarmerie. In June/ July 2015, UNMAS was also in the process of destroying 200 tons of obsolete ammunition from the Bapho and Sakoiba ammunition depots in Sakoiba in Segou district. UNMAS planned to rehabilitate five further armouries in Timbuktu throughout the course of 2015, and to construct an ammunition depot in Sévaré, in the Mopti region, in collaboration with the Ministry of Defence. DCA is also working on the design, construction, and rehabilitation of armouries in collaboration with UNMAS.

UNMAS has also established a "standing working group" with a focus on PSSM-related issues. This working group, which includes all seven Malian DSF branches and UNMAS, meets on a monthly basis to coordinate PSSM activities and share information. UNMAS will also continue to work on PSSM in Mali, together with UNREC, from 2015 to 2017 as part of an EU-funded project.<sup>8</sup> The activities planned as part of this project include the identification of three priority storage sites, which are known to be critical to the (regional) proliferation of weapons. UNMAS will

8 \ European Council Decision 2014/912/CFSP of 15 December 2014 in support of physical security and stockpile management (PSSM) activities to reduce the risk of illicit trade in small arms and light weapons (SALW) and their ammunition in the Sahel region.

conduct detailed practical and technical assessments at each of these three priority sites which will then be rehabilitated and brought in line with the International Small Arms Control Standards (ISACS) and International Ammunition Technical Guidelines (IATG). Immediate high-impact, low-cost interventions to secure the pilot sites (i.e., fitting doors and locks) will take place during the assessments and, if requested by local authorities, *ad hoc* PSSM training will also be immediately implemented. UNREC will also work with the Malian authorities to ensure that SALW stored in the three selected depots are marked and registered in accordance with ISACS, and UNMAS will assist in the destruction of surplus and obsolete weapons at these sites.

Armoury rehabilitation and weapons destruction is also undertaken in Mali by the Mines Advisory Group (MAG). In 2014, MAG and UNMAS developed a weapons cutting facility at the Kati Army Garrison, north-east of Bamako, equipping and training DSF personnel. As part of this project, MAG provided circular saws to cut weapons and trained eight DSF personnel over five days. The weapons cutting facility was officially handed over to the MDSF on 16 October 2014, and, by May 2015, 11,522 weapons had been cut. Also in 2014, MAG conducted technical risk assessments of weapons storage facilities in four locations in southern Mali: Ségou, Koulikoro, Kayes, and Sikasso, in partnership with the Bonn International Center for Conversion (BICC), DSF, and CNLPAL. As a result of these assessments, in September/ October 2014, MAG and BICC presented a proposed intervention plan to the Malian authorities. This plan was approved, and, in February 2015, MAG signed a general Memorandum of Understanding with the Malian Armed Forces which allows MAG to provide PSSM technical support and expertise. In Ségou, MAG rehabilitated two armouries, constructed four more and installed two containerised armouries. These armouries, which are managed by the police, gendarmerie, and armed forces, were handed over to the authorities in May 2015. In Sikasso, the construction and rehabilitation work of eight armouries belonging to the police, gendarmerie, armed forces, and national guard commenced in

April 2015 and was finalised in July 2015. Rehabilitation activities in Kayes and Koulikoro were also scheduled to start in August 2015. In addition to these activities, MAG also conducted further technical assessments at ammunition depots in Kati and Koulikoro in February 2015. The results from these assessments were used to develop proposed intervention plans in collaboration with the national authorities. MAG also currently engages with the PSSM working group and liaison officer to identify other geographical locations in which to conduct risk assessments of armouries.

UNDP in Mali will also support the Malian National Commission to safely store and destroy weapons collected as part of the EU-ECOWAS programme (2014-2017) on civilian weapons collection (see below).

*Capacity shortfalls: Destruction of weapons and/or ammunition*

- \ Lack of training/technical know-how to identify which weapons should be destroyed (i.e., which are surplus, unusable, etc.);
- \ Lack of training/technical know-how to identify a suitable destruction method for SALW and ammunition (i.e., blocking, open burning, open detonation);
- \ Lack of capacity to safely transport weapons to destruction sites;
- \ Lack of capacity to destroy weapons (i.e., absence of shearing machines, smelters, etc.);
- \ Lack of capacity to monitor and verify destruction;
- \ Lack of capacity to maintain destruction weapons;
- \ Resistance among local communities near to (proposed) destruction sites;
- \ Lack of legislative/regulatory basis for destruction;
- \ Lack of funding.

*Capacity shortfalls: Physical security and stockpile management*

- \ Lack of adequate infrastructure (equipment, buildings, etc.);

- \ Lack of sufficient training/ technical knowledge to assess stockpiles (i.e., absence of capacity for inventory management);
- \ Denied access to stockpiles;
- \ Stockpiles are outside state control (i.e., rebel/ militia group stockpiles);
- \ Absence of standard operating procedures (SOPs) for stockpile management;
- \ Lack of legislative/ regulatory basis concerning minimum security standards for stockpiles;
- \ Lack of financial resources;
- \ Delay in delivery of services by subcontractors (e.g. metal forging, carpentry companies).

#### LEGISLATIVE/ REGULATORY CONTROL AND STANDARD OPERATING PROCEDURES (SOPS)

In October 2014, UNREC experts participated in a national workshop in Bamako to review Mali's SALW legislation and to work on integrating the principles and requirements of the ECOWAS Convention, the UN PoA, the International Tracing Instrument, and the ATT. The recommendations drafted as a result of this workshop were presented to CNLPAL and the Deputy Secretary-General of the Presidency on 26 February 2015. The Presidency is now in charge of submitting these recommendations to the National Assembly.

Furthermore throughout 2015–2017, as part of an EU-funded project,<sup>9</sup> UNREC and UNMAS will develop national manuals, guidelines and SOPs for PSSM. These guidelines will be based on a review of existing PSSM legislation, administrative procedures and SOPs in Mali. The guidelines will also draw on the results of PSSM assessments undertaken at three priority storage sites (see above), and will be compliant with ISACS, IATG, regional and sub-regional legislation, and relevant international instruments. Prior to the national roll out of these standards, UNREC will organise validation workshops, one at the senior technical level and one at the senior policy level. As part of the roll out procedure, training of trainers (ToT) workshops introducing the new SOPs will be implemented by UNREC and UNMAS. UNMAS will also provide mentoring support to the

<sup>9</sup> \ European Council Decision 2014/912/CFSP of 15 December 2014 in support of physical security and stockpile management (PSSM) activities to reduce the risk of illicit trade in small arms and light weapons (SALW) and their ammunition in the Sahel region.

Etat-Major Général des Armées (EMGA) and the Direction du Matériel, des Hydrocarbures et du Transport des Armées (DMHTA).

Finally, UNREC will also organise a regional consultative workshop bringing together representatives from Mali, Burkina Faso, Chad, Mauritania, Niger, and Nigeria to share best practices and lessons learned in PSSM. The outcomes of UNREC's EU-funded project will also be discussed at an evaluation workshop, which will again bring together representatives from Mali, Burkina Faso, Chad, Mauritania, Niger, and Nigeria.

#### *Capacity shortfalls: legislation and standards*

- \ Lack of capacity/technical knowledge to draft legislation and/or standard operating procedures
- \ Lack of political commitment
- \ Little parliamentary attention
- \ Unclear division of responsibility between stakeholders
- \ Lack of funding

#### TRAINING AND CAPACITY DEVELOPMENT

As mentioned above, UNREC is providing training in arms registration and marking, while UNMAS and MAG provide training in PSSM and weapons destruction.

During the course of 2015, Danish Church Aid (DCA) planned to conduct SALW community risk education and, in addition, to provide support to the MDSF through a Training of Trainers (ToT) programme involving ammunition technical officers. The expected outcome of this ToT project was that ammunition officers would be able to identify weapons and ammunition needs. DCA planned to work in collaboration with UNMAS in this endeavour.

UNICEF will also engage in SALW risk education in northern Mali, with a particular focus on the education of children. In this regard, UNICEF will produce SALW awareness material and engage in the training of trainers, training of teachers, and training of community focal points. UNICEF's awareness material and other activities will be developed in coordination with

members of the Bamako-based Mine Action Working Group. This group, which meets monthly and is co-chaired by UNMAS and UNICEF, brings together humanitarian mine operators, CNLPAL, and other stakeholders.

In December 2014, UNREC began the provision of disarmament education to civil society organisations and the support of civil society-led sensitisation campaigns. These latter initiatives began with a ToT session in Bamako in December 2014 when select civil society organisations were trained using UNREC's manual on SALW sensitisation. Sensitisation sessions of two days were also organised by CNLPAL and UNREC in Bamako, Sikasso, Kayes, Mopti and Segou. Local community-based organisations, who participated in this training subsequently conducted eight pilot projects with local communities in the regions of Bamako, Mopti, Sikasso, Gao, Tombouctou and Segou. These pilot projects received technical support from CNLPAL, UNREC, and the West African Action Network on Small Arms (WAANSA).

*Capacity shortfalls: Training and capacity development*

- \ Difficult to locate suitable trainers;
- \ Difficult to follow-up with newly trained individuals;
- \ Newly trained individuals are unable to conduct training sessions on return to their own institutions;
- \ Newly trained individuals often retire or are transferred to different departments;
- \ No funding provision for refresher training courses.

#### ARMS COLLECTION

ECOWAS, UNDP, and the European Union are jointly implementing a "Small Arms Project" between 2014 and 2017 with pilot projects in Mali. This project involves the implementation of pilot weapons collection programmes ("weapons for development") in which voluntary weapons surrender/collection is encouraged by the promise of community based development projects. This project is part of the European Union's support to ECOWAS' regional peace, security and stability mandate.

## Mauritania

### Box 8

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#### BACKGROUND

Mauritania has experienced more than 30 years of political instability, including 13 successful or attempted coups and other internal armed conflicts. A research study conducted in 2014, and financed by the government of Japan, estimates that somewhere

in the region of 75,000 SALW are in circulation in Mauritania. Two years prior to this study, in 2012, Mauritania compiled a National Strategy on the Fight against Terrorism and Transnational Crime. This Strategy has three pillars: politics, law, and security (including the fight against the proliferation of SALW). Mauritania has also committed to the Bamako Declaration (2000) on the proliferation, circulation, and trafficking of SALW, and, as a member of the United Nations is party to the Protocol against the Illicit Manufacturing and Trafficking in Firearms, their Parts and Components and Ammunition. This document supplements the UN Convention against Transnational Organised Crime which came into force in July 2005. Mauritania is also bound to implement the UN's Programme of Action to Prevent, Combat and Eradicate the Illicit Trade in SALW (PoA) (2001), but does not yet have a national commission or a national action plan. Furthermore, Mauritanian law on firearms, which dates back to 1960, does not require that firearms are marked.

### Current activities

#### SALW BASELINE SURVEY

The United Nations Regional Centre for Peace and Disarmament in Africa (UNREC) was scheduled to conduct a SALW baseline study in Mauritania in 2015 in collaboration with the United Nations Development Programme.

#### CROSS-BORDER SALW MANAGEMENT

UNDP Mauritania currently works at border crossings to monitor the flow of SALW and to sensitise border populations and security services to the laws and dangers relevant to small arms. The UNDP project that runs until February 2016 targets populations in the border regions of Hodh El Chargui, Hodh el Gharbi, Assaba, Guidimagha, Gorgol, Trarza, and Brakna, in addition to other regions in the north of the country.

#### *Capacity shortfalls: Cross-border SALW management*

- \ Difficult to identify patterns in cross-border trafficking;

- \ No mechanism for information sharing with neighbouring states;
- \ Lack of border control equipment (scanners, etc.);
- \ No legislative/regulatory basis for SALW control;
- \ Lack of funding.

#### ARMS MARKING, RECORD-KEEPING AND TRACING

As part of an EU-funded project (2015-2017), UNREC, in collaboration with the Mines Advisory Group (MAG), aims to ensure that weapons in three priority storage sites in Mauritania are registered and marked in accordance with International Small Arms Control Standards (ISACS) (see section on PSSM below). UNREC will also assist in the development of a database in which marked weapons are registered, and which is compatible with databases in neighbouring countries and with Interpol's illicit Arms Records and Tracing System.

#### *Capacity shortfalls: Arms registration and marking*

- \ Difficulties transporting marking machines;
- \ Lack of training/technical knowledge (i.e., how to operate machines);
- \ Replacement parts for marking machines unavailable in-country;
- \ Difficult to access illicit weapons;
- \ Little information concerning holders of illicit weapons;
- \ Lack of legislative/regulatory basis for registration and/or marking activities;
- \ Lack of funding.

#### *Capacity shortfalls: Record-keeping and tracing*

- \ No access to record-keeping software; Required IT/communication infrastructure not nationally available (particularly in rural areas)
- \ Lack of training/technical know-how
- \ Lack of inter-state cooperation between tracing agencies;
- \ Inadequate marking and registration procedures;
- \ Lack of legislative/regulatory basis for record-keeping and tracing;
- \ Lack of funding.

**DESTRUCTION OF WEAPONS AND/OR AMMUNITION**

Since joining the Mediterranean Dialogue in February 1995, Mauritania has secured international assistance for ammunition and conventional weapons destruction through the NATO Partnership for Peace Trust Fund. The NATO Maintenance and Supply Agency (NAMSA)—now the NATO Support Agency (NSPA)—launched the NATO Trust Fund for Mauritania in 2012. Handicap International (HI) helped to set up the NAMSA office in Mauritania and has worked with NATO in the destruction of unserviceable/ obsolete ammunition, engineer vehicles, and decommissioned military ordnance. As no national regulations were in place, NATO and HI drafted standard operating procedures (SOPs), including specific procedures for destroying man-portable air defence systems (MANPADS) and for cutting weapons. These documents were based on the International Ammunition Technical Guidelines (IATGs) and the International Small Arms Control Standards (ISACS), and were approved by the government of Mauritania on 1 June 2011. HI and NATO eliminated 1,963 tons of ammunition between June 2011 and March 2012. As part of this process, SALW destruction facilities were rehabilitated to meet international standards. Approximately 2,300 SALW were then destroyed by members of the Mauritanian Army who had been newly trained in weapons cutting by NATO and HI. The Mauritanian Armed Forces, in conjunction with NATO, continued to implement weapons and ammunition destruction throughout 2015, and will continue to do so throughout 2016.

In addition, as part of an EU-funded project with UNREC (2015–2017), MAG will also assist in the destruction of surplus and obsolete weapons at three priority storage sites.

*Capacity shortfalls: Destruction of weapons and/or ammunition*

- \ Lack of capacity to safely transport weapons to destruction sites;
- \ Lack of capacity to monitor and verify destruction;
- \ Lack of capacity to maintain destruction records

- \ Resistance among local communities near to destruction sites;
- \ Lack of legislative/regulatory basis for destruction;
- \ Lack of funding.

**PHYSICAL SECURITY AND STOCKPILE MANAGEMENT (PSSM)**

In January 2015, MAG conducted a technical risk assessment in partnership with the national police in Nouakchott. A total of seven weapons storage facilities located at the Central Department of Security, the national police school, and four rapid intervention police units were assessed. The assessment report was shared with the national police authorities who responded positively. MAG then put forward a proposed intervention plan and was invited to proceed with its implementation. The intervention plan includes proposals for the construction of a model type armoury at the national police school, and for the rehabilitation of other assessed storage facilities. In terms of capacity building, the intervention plan also provides for the training of armoury storekeepers and managers in weapons and ammunition management. Furthermore, MAG will also continue its work on PSSM in Mauritania, together with UNREC, from 2015 to 2017 as part of an EU-funded project.<sup>10</sup> The activities planned as part of this project include the identification of three priority storage sites, which are known to be critical to the (regional) proliferation of weapons. UNREC and MAG will conduct detailed practical and technical assessments at each of these three priority sites which will then be rehabilitated and brought in line with the International Small Arms Control Standards (ISACS) and International Ammunition Technical Guidelines (IATG). Immediate high-impact, low-cost interventions to secure the pilot sites (i.e., fitting doors and locks) will take place during the assessments and, if requested by local authorities, *ad hoc* PSSM training will also be immediately implemented.

<sup>10</sup> \ European Council Decision 2014/912/CFSP of 15 December 2014 in support of physical security and stockpile management (PSSM) activities to reduce the risk of illicit trade in small arms and light weapons (SALW) and their ammunition in the Sahel region

NATO and HI are also active in PSSM in Mauritania. As part of the first NATO Trust Fund in Mauritania, and in conjunction with HI, two NATO-standard ammunition depots were constructed in Aleg and Akjoujt in western Mauritania. These sites are able to store approximately 750 tons of ammunition, and have replaced 20 storage sites previously spread around the country. NATO and HI also trained 20 storekeepers and six managers of ammunition depots in how to manage ammunition safely and effectively. These PSSM activities are set to continue as part of NATO's second Trust Fund for Mauritania which will proceed in three phases, each of nine months, beginning in February 2016.

*Capacity shortfalls: Physical security and stockpile management*

- \ Lack of adequate infrastructure, (equipment, buildings, etc.);
- \ Absence of standard operating procedures (SOPs) for stockpile management.

#### LEGISLATIVE/ REGULATORY CONTROL AND STANDARD OPERATING PROCEDURES (SOPS)

UNDP Mauritania is currently supporting the Mauritanian government in the revision of its legislation on SALW.

Furthermore, as part of the aforementioned EU-project (2015-17), UNREC and MAG will develop national manuals, guidelines and SOPs for PSSM. These guidelines will be based on a review of existing PSSM legislation, administrative procedures and SOPs in Mauritania. The guidelines will also draw on the results of PSSM assessments undertaken at three priority storage sites, and will be compliant with ISACS, IATG, regional and sub-regional legislation, and relevant international instruments. Prior to the national roll out of these standards, UNREC will organise validation workshops, one at the senior technical level and one at the senior policy level. As part of the roll out procedure, training of trainers (ToT) workshops introducing the new SOPs will be implemented by UNREC and MAG. UNREC will also organise a regional consultative workshop bringing

together representatives from Mali, Burkina Faso, Chad, Mauritania, Niger, and Nigeria to share best practices and lessons learned in PSSM. The outcomes of the EU-funded project will be discussed at an evaluation workshop also bringing together representatives from Mali, Burkina Faso, Chad, Mauritania, Niger and Nigeria.

*Capacity shortfalls: Legislative/ regulatory control and standard operating procedures*

- \ Lack of political commitment;
- \ Unclear division of responsibility between stakeholders.

#### TRAINING AND CAPACITY DEVELOPMENT

Training in weapons and ammunition destruction and PSSM is currently provided by MAG, HI and NATO.

*Capacity shortfalls: Training and capacity development*

- \ Difficult to locate suitable trainers;
- \ Difficult to locate suitable trainees;
- \ Inadequate training facilities;
- \ Difficult to follow-up with newly trained individuals;
- \ Newly trained individuals often retire or are transferred to different departments;
- \ No funding provision for refresher training courses;
- \ Lack of funding.

## Niger

### Box 9

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### Background

The National Commission for the Collection and Control of Illicit Arms (CNCCAI) was created by Decree on 28 November 1994. CNCCAI is attached to the Cabinet of the President of the Republic and has a five year “plan quinquennal” for 2013 to 17. CNCCAI also recently established a Technical Committee on PSSM and Marking, which will be drafting a National Action Plan specifically on PSSM sometime in the near future. A number of texts govern SALW in Niger, including Law No. 61-27 (15 July 1961) on the establishment of the Criminal Code. This law was revised in 2001 in order to strengthen penalties related to weapons offenses. An amnesty law is also in place (Law No. 2003-18, 19 April 2003) for persons or groups of persons who voluntarily hand over illegal weapons.

### Current Activities

#### SALW BASELINE SURVEY

The United Nations Regional Centre for Peace and Disarmament in Africa (UNREC) was scheduled to conduct a SALW baseline study in Niger in 2015 in collaboration with the United Nations Development Programme (UNDP).

#### CROSS-BORDER SALW MANAGEMENT

The United Nations Office on Drugs and Crime (UNODC) is currently involved in the prevention of cross-border firearms trafficking. To this end, UNODC in Niger currently engages and trains civil society organisations on the Firearms Protocol in order to strengthen the oversight capacity of these organisations. UNODC also trains law enforcement agents in border regions in order to foster joint investigations, international cooperation, and information exchange. The Danish Demining Group (DDG) also currently implements activities which sensitise border communities to become more involved in the management of border security. One component of these activities involves SALW risk education, including the provision of support to communities in mitigating the threat posed by small arms misuse and proliferation in border regions. This latter, ongoing project was developed after DDG conducted a Border Security Needs Assessment (BSNA) in May and June 2014 in the Liptako-Gourma region between Burkina Faso, Mali, and Niger. The results of this assessment were validated by national border commissions and representatives from the national SALW commissions of the three concerned countries at a meeting in Niamey in July 2014. Since that time, DDG has begun implementing projects to build the capacity of local and national border authorities in Liptako-Gourma, to encourage communication between civilians and security providers, and to raise awareness about the dangers and risks associated with the use and trafficking of small arms. DDG is also developing training modules for border security and management. The BSNA project is funded by the Danish Ministry of Foreign Affairs through its Sahel Programme and the UK Conflict Pool.

DDG is also currently planning a research initiative which maps actors on the Libya-Niger border.

*Capacity shortfalls: Cross-border SALW management*

- \ Difficult to identify patterns in cross-border trafficking;
- \ No mechanism for information-sharing with neighbouring states;
- \ Lack of border control equipment (i.e. scanners);
- \ No legislative/regulatory basis for SALW control;
- \ Lack of funding;
- \ Difficult relationship with neighbouring states.

#### ARMS MARKING, RECORD-KEEPING AND TRACING

CNCCAI is currently in possession of four marking machines and has recently established a technical committee on PSSM and marking. The first meeting of this committee was held on 19 January 2016, and its role will be to put together a strategy for the marking of state stockpiles. Handicap International (HI) is also currently in search of funding to support the Nigerien CNCCAI in future arms marking activities. If funding is received, HI would also like to work on the associated activities of arms registration, record-keeping, and tracing. Prior to these recent very developments, CNCCAI was provided with training in the marking and registration of SALW during a joint UNODC-UNREC workshop on 25 to 26 September 2014 in Niamey, Niger. Nigerien representatives also received further training in marking, registration, and the maintenance of marking machines during a five-day sub-regional workshop held in January 2016 in Cotonou, Bénin. This workshop was held by UNODC, in collaboration with the government of Japan and was also attended by representatives from Burkina Faso and Senegal.

In addition, as part of an EU-funded project (2015-2017), UNREC, in collaboration with the Mines Advisory Group (MAG), aims to ensure that weapons in three priority storage sites in Niger are registered and marked in accordance with International Small Arms Control Standards (ISACS) (see section on PSSM below). UNREC will also assist in the development of a database in which marked weapons are registered,

and which is compatible with databases in neighbouring countries and with Interpol's illicit Arms Records and Tracing System.

Finally, as part of a three-year ECOWAS/EU Small Arms Project, implemented by UNDP (2014-2017), civilian arms will be collected and recorded in Niger (see section on arms collection below).

*Capacity shortfalls: Arms registration and marking*

- \ Difficulties transporting marking machines;
- \ Weapons cannot be moved due to insecurity (i.e., risk of diversion);
- \ Lack of training/technical knowledge (i.e., how to operate machines);
- \ Replacement parts for marking machines unavailable in-country;
- \ Difficult to access illicit weapons;
- \ Little information concerning holders of illicit weapons;
- \ Lack of legislative/regulatory basis for registration and/or marking activities;
- \ Lack of funding.

*Capacity shortfalls: Record-keeping and tracing*

- \ No access to record-keeping software;
- \ Required IT/communication infrastructure not nationally available (particularly in rural areas);
- \ Lack of training/technical know-how;
- \ Lack of inter-state cooperation between tracing agencies;
- \ Inadequate marking and registration procedures;
- \ Lack of legislative/regulatory basis for record-keeping and tracing;
- \ Lack of funding.

#### DESTRUCTION OF WEAPONS AND/OR AMMUNITION

As part of an EU-funded project with UNREC (2015-2017), MAG will also assist in the destruction of surplus and obsolete weapons at three priority storage sites. MAG and HI currently conduct weapons and ammunition destruction in Niger in collaboration with the Niger Armed Forces. MAG initially received an authorisation letter for weapons destruction from the Nigerien Ministry of Defence in January 2015.

Activities commenced that same month with the rehabilitation of a weapons cutting facility which was equipped with hydraulic shears and IT equipment for recording cut weapons. Actual weapons cutting at this site, which has since been handed over to the Niger Armed Forces, began at the end of January 2015, while ammunition destruction began in May 2015. Both activities included provisions for training in weapons and ammunition destruction. While a technical expert from HI was able to supervise the destruction of ammunition and record all types of ammunition destroyed, the FAN did not allow HI to verify and supervise weapons cutting activities. The FAN did however designate a focal point responsible for reporting the number of destroyed weapons to HI. HI is also providing support in the elaboration of national standards concerning the disposal of SALW and their ammunition.

Weapons and ammunition destruction is also scheduled to take place as part of the ECOWAS-EU project (2014-2017) on SALW implemented by UNDP. As explained below, this project will support the Nigerien CNCCAI to destroy weapons collected as part of civilian disarmament campaigns in northern Niger. UNODC is also starting civilian weapons collection and destruction campaigns in Niger in 2015 under the auspices of its Global Firearms Programme.

*Capacity shortfalls: Destruction of weapons and/or ammunition*

- \ Lack of training/technical know-how to identify which weapons should be destroyed (i.e., which are surplus, unusable, etc.);
- \ Lack of training/technical know-how to identify a suitable destruction method for SALW and ammunition (i.e., blocking, open burning, open detonation);
- \ Lack of capacity to safely transport weapons to destruction sites;
- \ Lack of capacity to destroy weapons (i.e., absence of shearing machines, smelters, etc.);
- \ Lack of capacity to monitor and verify destruction;
- \ Lack of capacity to maintain destruction records;
- \ Resistance among local communities near to destruction sites;
- \ Lack of legislative/regulatory basis for destruction;
- \ Lack of funding,

**PHYSICAL SECURITY AND STOCKPILE MANAGEMENT (PSSM)**

CNCCAI recently established a technical committee on PSSM and marking. This committee met for the first time on 19 January 2016 and is responsible for drafting a National Action Plan on PSSM in the near future.

PSSM activities are currently implemented by MAG and HI. In 2015, MAG and HI conducted a technical risk assessment to evaluate the PSSM needs of the Niger Armed Forces in the regions of Niamey, Tillabery, Tondibiah, Dosso, and Bagagi. Based on the priorities identified during these assessments and in agreement with the authorities, an intervention plan was elaborated. This includes the construction/ rehabilitation of weapons/ ammunition storage facilities, the provision of equipment to the facilities, and the training of storekeepers and store managers. MAG and HI have also contributed to the review and elaboration of standard operating procedures (SOPs) concerning stockpile management in Niger. In 2015, a workshop was organised in which the FAN and a technical expert from Handicap International reviewed current procedures and provided feedback to the relevant authorities. In mid-2015 MAG and HI were also undertaking the rehabilitation of one armoury and 11 ammunition depots and were in the process of constructing six armouries (another seven armouries and two ammunition depots had already been completed). These activities were scheduled for completion in July 2015. A second phase of technical assessment is planned for the four military areas outside of Niamey, namely Agadez, Diffa, Tahoua and Zinder. Based on the findings of the Niamey assessment, it is expected that significant additional needs will be identified. MAG will work with the national authorities to design an additional operational plan to be shared with the relevant stakeholders.

MAG will also continue its work on PSSM in Niger, together with UNREC, from 2015 to 2017 as part of an EU-funded project.<sup>11</sup> The activities planned as part of this project include the identification of three priority storage sites, which are known to be critical to the (regional) proliferation of weapons. UNREC and MAG will conduct detailed practical and technical assessments at each of these three priority sites which will then be rehabilitated and brought in line with ISACS and IATG. Immediate high-impact, low-cost interventions to secure the pilot sites (i.e., fitting doors and locks) will take place during the assessments and, if requested by local authorities, *ad hoc* PSSM training will also be immediately implemented.

UNODC will also engage in PSSM, including the renovation of weapons storage rooms and the training of individuals in charge of the physical management and security of these weapons stocks. This will involve the security and management of seized firearms within police stations, courts and other institutions which investigate firearms offenses.

UNDP in Niger will also support CNCCAI to safely store weapons collected as part of its civilian weapons collection programme.

*Capacity shortfalls: Physical security and stockpile management*

- \ Lack of adequate infrastructure, (equipment, buildings, etc.);
- \ Lack of sufficient training to assess stockpiles;
- \ Denied access to stockpiles;
- \ Absence of standard operating procedures (SOPs) for stockpile management;
- \ Lack of legislative/regulatory basis concerning minimum standards for stockpiles;
- \ Lack of financial resources.

**LEGISLATIVE/ REGULATORY CONTROL AND STANDARD OPERATING PROCEDURES (SOPS)**

As part of the aforementioned EU-project (2015-17), MAG and UNREC will develop national manuals, guidelines and SOPs for PSSM. These guidelines will

<sup>11</sup> \ European Council Decision 2014/912/CFSP of 15 December 2014 in support of physical security and stockpile management (PSSM) activities to reduce the risk of illicit trade in small arms and light weapons (SALW) and their ammunition in the Sahel region

be based on a review of existing PSSM legislation, administrative procedures and SOPs in Niger. The guidelines will also draw on the results of PSSM assessments undertaken at three priority storage sites, and will be compliant with ISACS, IATG, regional and sub-regional legislation, and relevant international instruments. Prior to the national roll out of these standards, UNREC will organise validation workshops, one at the senior technical level and one at the senior policy level. As part of the roll out procedure, training of trainers (ToT) workshops introducing the new SOPs will be implemented by UNREC and MAG. UNREC will also organise a regional consultative workshop bringing together representatives from Mali, Burkina Faso, Chad, Mauritania, Niger, and Nigeria to share best practices and lessons learned in PSSM. The outcomes of the EU-funded project will be discussed at an evaluation workshop also bringing together representatives from Mali, Burkina Faso, Chad, Mauritania, Niger, and Nigeria.

**TRAINING AND CAPACITY DEVELOPMENT**

MAG and Handicap International currently organise training sessions (including ToT sessions) on the destruction of weapons and ammunition, in addition to the management of weapons and ammunition depots. Also, as part of a joint ECOWAS-EU Small Arms Project (2014-2017), UNDP will be providing training to CNCCAI in order to facilitate implementation of its civilian arms collection programme (see below). As part of this latter project, on 29 May 2015, a workshop was held to finalise and validate a strategy of communication and sensitisation on the dangers on SALW in Niger.

*Capacity shortfalls: Training and capacity development*

- \ Difficult to locate suitable trainers;
- \ Difficult to locate suitable trainees;
- \ Inadequate training facilities;
- \ Difficult to follow-up with newly trained individuals;
- \ Newly trained individuals often retire or are transferred to different departments;
- \ No funding provision for refresher training courses;
- \ Lack of funding.

**ARMS COLLECTION**

ECOWAS, UNDP and the European Union are jointly implementing a “Small Arms Project” between 2014 and 2017 with pilot projects in the north of Niger. This project involves the implementation of pilot weapons collection programmes (“weapons for development”) in which voluntary weapons surrender/ collection is encouraged by the promise of community based development projects. This project is part of the European Union’s support to ECOWAS’ regional peace, security and stability mandate.

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**Background**

Nigeria set up its first National Commission on SALW in 2001. This body was mandated to coordinate the government of Nigeria’s efforts to combat SALW proliferation in Nigeria and within the ECOWAS sub-region. Initially part of the Nigerian Ministry of Cooperation and Integration in Africa, the National Commission moved to the Ministry of Foreign Affairs in 2007 and to the Ministry of Defence in 2008. The organisation was later replaced by the Presidential Committee on SALW (PresCom), an entity which was inaugurated by former President, His Excellency Dr. Goodluck Ebele Jonathon, on 23 April 2013. PresCom is mandated to serve as the focal point of Nigeria’s efforts to stem the proliferation of SALW.

As a committee, PresCom lacks some of the authority and scope of a National Commission. In order to address this situation, PresCom liaised with the Honourable Chairperson of the House Committee on

Foreign Affairs who crafted and submitted a Draft Private Members Bill to the National Assembly aiming to change PresCom from a committee to a commission. At present, this bill has been passed by the Nigerian parliament's Lower House. If and when it passes the Upper House, PresCom will become a standing commission with a national budget allocation.

In June 2014, PresCom organised a three-day national stakeholders' consultative forum on SALW at the ECOWAS Commission in Abuja. During this meeting, PresCom presented its Mid-Term Intervention Strategy which was reviewed and adopted. This document formed the basis of PresCom's workplan in 2014 and 2015, and covers seven points which PresCom identifies as its key priority areas:<sup>12</sup>

- 1\ Comprehensive national survey on Small Arms and Light Weapons;
- 2\ Comprehensive national weapons marking programme;
- 3\ Establishment of a national database on SALW;
- 4\ Information and advocacy, including election-related advocacy ("Ballot without Bullets")
- 5\ Training and capacity building programmes for PRESCOM members and for security services and civil society organisations, in the various aspects pertinent to the control of illicit SALW;
- 6\ Mopping up illicit, obsolete, and surplus weapons for destruction; and
- 7\ Designing effective legislation for tackling SALW proliferation.

### Current Activities<sup>13</sup>

#### SALW BASELINE SURVEY

In 2013/2014, PresCom conducted a baseline assessment of the problem of SALW proliferation in Nigeria using existing research and input collected from relevant security agencies. Following this work, from 2014 onwards PresCom has been involved in the implementation of its own small arms survey, including in the process of data collection in relevant Nigerian states and from local government authorities. To implement this endeavour, PresCom has partnered with

the Geneva-based organisation, the Small Arms Survey. The pilot phase of this survey has now been completed.

The objectives of the national survey are to determine:

- 1\ The extent of small arms prevalence and proliferation in Nigerian states;
- 2\ The flows and routes of illicit trafficking affecting Nigeria;
- 3\ The current capacity of government and international actors to control and prevent small arms proliferation and illicit trafficking;
- 4\ The provision of security in Nigeria among civilians, government officials and state-security providers, and the factors influencing security.

The expected outputs of the survey will allow the Committee to:

- 1\ Establish baseline data on private holdings of firearms;
- 2\ Establish a platform with shared information on the proliferation of small arms;
- 3\ Formulate recommendations for programming on small arms control, disarmament, safe storage and stockpiling;
- 4\ Develop an informed National Action Plan and revise small arms control legislation;
- 5\ Monitor and evaluate the success of SALW programming.

In addition to the above activities, UNREC was also scheduled to conduct a SALW baseline study in Nigeria in 2015 in collaboration with UNDP.

#### ARMS MARKING, RECORD-KEEPING AND TRACING:

State stockpiles of weapons and ammunition are not currently marked. However, as part of an EU-funded project (2015-2017), UNREC, in collaboration with MAG, aims to ensure that weapons in three priority storage sites in Nigeria are registered and marked in accordance with the International Small Arms Control Standards (ISACS) (see section on PSSM below). UNREC will also assist in the development of a database in which marked weapons are registered, and which is compatible with databases in neighbouring countries and with Interpol's illicit Arms Records and Tracing System.

<sup>12</sup> \ Prescom's 7 Point Priority Agenda

<sup>13</sup> \ Capacity shortfalls are not listed for Nigeria as no survey responses were received.

**DESTRUCTION OF WEAPONS AND/OR AMMUNITION:**

The Mines Advisory Group (MAG) is currently planning to conduct weapons and ammunition destruction activities in Nigeria in 2016. As part of the aforementioned EU-funded project with UNREC (2015-2017), MAG will also assist in the destruction of surplus and obsolete weapons at three priority storage sites.

**PHYSICAL SECURITY AND STOCKPILE MANAGEMENT (PSSM)**

In August 2015, MAG and the Bonn International Center for Conversion (BICC) held a two-day workshop on PSSM at PresCom headquarters in Abuja. MAG and BICC intend to undertake a joint PSSM assessment in Nigeria in conjunction with PresCom in early 2016.

MAG will also continue its work on PSSM in Nigeria, together with UNREC, from 2015 to 2017 as part of an EU-funded project.<sup>14</sup> The activities planned as part of this project include the identification of three priority storage sites, which are known to be critical to the (regional) proliferation of weapons. UNREC and MAG will conduct detailed practical and technical assessments at each of these three priority sites which will then be rehabilitated and brought in line with the International Small Arms Control Standards (ISACS) and International Ammunition Technical Guidelines (IATG). Immediate high-impact, low-cost interventions to secure the pilot sites (i.e., fitting doors and locks) will take place during the assessments and, if requested by local authorities, *ad hoc* PSSM training will also be immediately implemented.

**LEGISLATIVE/REGULATORY REFORM**

The existing legal framework covering weapons and ammunition in Nigeria is the Firearms Act of 1959. As this law was established prior to the problems of SALW proliferation which now affect Nigeria, PresCom put together a team of legal experts to review and propose revisions to the Act. The final document emerging as a result of this process has been forwarded to the National Assembly for consideration, through the National Executive Council.

As part of the aforementioned EU-project (2015-17), MAG and UNREC will develop national manuals, guidelines and standard operating procedures (SOPs) for PSSM. These guidelines will be based on a review of existing PSSM legislation, administrative procedures and SOPs in Nigeria. The guidelines will also draw on the results of PSSM assessments undertaken at three priority storage sites, and will be compliant with ISACS, IATG, regional and sub-regional legislation, and relevant international instruments. Prior to the national roll out of these standards, UNREC will organise validation workshops, one at the senior technical level and one at the senior policy level. As part of the roll out procedure, training of trainers workshops introducing the new SOPs will be implemented by UNREC and MAG. UNREC will also organise a regional consultative workshop bringing together representatives from Mali, Burkina Faso, Chad, Mauritania, Niger, and Nigeria to share best practices and lessons learned in PSSM. The outcomes of the EU-funded project will be discussed at an evaluation workshop also bringing together representatives from Mali, Burkina Faso, Chad, Mauritania, Niger, and Nigeria.

**TRAINING AND CAPACITY DEVELOPMENT**

PresCom coordinates training and capacity building for members of PresCom and the various Nigerian security agencies. Relevant personnel have also participated in training programmes offered by international agencies and by the UN-affiliated Kofi Annan International Peacekeeping Training Centre in Accra. Approximately 120 individuals drawn from relevant Nigerian security agencies have benefited from training in border security management thus far.

14 \ European Council Decision 2014/912/CFSP of 15 December 2014 in support of physical security and stockpile management (PSSM) activities to reduce the risk of illicit trade in small arms and light weapons (SALW) and their ammunition in the Sahel region

## Senegal

### Box 11

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### Background

Senegal's National Commission against the proliferation and illicit circulation of SALW (ComNat ALPC-CI) was created by Decree on 20 October 2000. A National Action Plan is in place which includes 65 activities.

### Current Activities

#### SALW BASELINE SURVEY

UNREC was scheduled to conduct a SALW baseline study in Senegal in 2015 in collaboration with UNDP.

#### CROSS-BORDER SALW MANAGEMENT

Cross-Border SALW management is included within the 65 points outlined within the ComNat ALPC-CI's National Action Plan for Senegal.

The United Nations Office on Drugs and Crime (UNODC) is currently involved in the prevention of cross-border firearms trafficking. To this end, UNODC in Senegal currently engages and trains civil society organisations on the Firearms Protocol in order to

strengthen the oversight capacity of these organisations. UNODC also trains law enforcement agents in border regions in order to foster joint investigations, international cooperation, and information exchange.

#### *Capacity shortfalls: Cross-border SALW management*

- \ Difficult to identify patterns in cross-border SALW trafficking;
- \ No technical knowledge on how to control border in cooperation with neighbouring states;
- \ Lack of border control equipment (i.e. scanners);
- \ No training on cross-border issues;
- \ Lack of funding;
- \ Lack of personnel.

#### ARMS MARKING, RECORD-KEEPING AND TRACING

On 5 December 2015, Senegal's ComNat ALPC-CI held a workshop with national authorities. The aim was to discuss ways of implementing the arms marking and destruction activities laid out in the ComNat ALPC-CI's National Action Plan. With regards to marking, the National Commission aims to mark weapons legally held by the Security and Defence Forces (FDS), before moving onto arms held by civilians. ComNat ALPC-CI is being supported in its arms marking and tracing endeavours by UNODC who has provided support for the implementation of marking requirements under the Firearms Protocol and support to national record-keeping systems. UNODC has also provided technical support for registries of seized firearms, including the customisation of software for law enforcement agencies on seized firearms and ammunition. In January 2016, representatives from Senegal received training in marking, registration, and the maintenance of marking machines during a five-day sub-regional workshop held in January 2016 in Cotonou, Bénin. This workshop was held by UNODC, in collaboration with the government of Japan, and was also attended by representatives from Burkina Faso and Niger.

#### *Capacity shortfalls: Arms marking and registration*

- \ Difficulties transporting marking machines;
- \ Insufficient training/technical knowledge (i.e. how to operate machines);

- \ Replacement parts for marking machines unavailable in-country;
- \ Difficult to access illicit weapons;
- \ Little information concerning holders of illicit weapons;

*Capacity shortfalls: Record-keeping and tracing*

- \ No access to record-keeping software;
- \ Required IT/communication infrastructure not nationally available (particularly in rural areas);
- \ Lack of training/technical know-how;
- \ Lack of inter-state cooperation between tracing agencies;
- \ Inadequate marking and registration procedures;
- \ Lack of legislative/regulatory basis for record-keeping and tracing;
- \ Lack of funding.

#### DESTRUCTION OF WEAPONS AND/OR AMMUNITION

ComNat ALPC-CI is currently implementing weapons destruction activities as outlined in its National Action Plan. These activities have included an awareness-raising campaign (begun in 2014), followed by the collection and destruction of weapons and obsolete munitions held by the defence and security forces (FDS). Seized weapons and weapons held as part of criminal investigations are also included in these collection and destruction activities, which are supported by UNODC.

The Mines Advisory Group (MAG) is also engaged in Senegal, and is continuing to liaise with the army commander in charge of equipment and materials. MAG is also in talks with UNODC, who are planning to rehabilitate a weapons destruction facility and an armoury for the storage of seized weapons. MAG has offered to provide technical expertise for the designs of these facilities, as well as to provide training, equipment and a technical expert to oversee weapons cutting activities. When ready, the weapons destruction facility will be used to destroy weapons and ammunition collected as a result of the aforementioned sensitisation and collection activities.

*Capacity shortfalls: Destruction of weapons and/or ammunition*

- \ Lack of training/technical know-how to identify a suitable destruction method for SALW and ammunition (i.e., blocking, open burning, open detonation);
- \ Lack of capacity to destroy weapons (i.e. absence of shearing machines, smelters, etc.);
- \ Lack of capacity to monitor and verify destruction;
- \ Lack of capacity to maintain destruction records;
- \ Lack of funding.

#### PHYSICAL SECURITY AND STOCKPILE MANAGEMENT (PSSM)

In Senegal, UNODC has conducted assessments of rooms used to store seized weapons, and provides support in the refurbishment of storage rooms within law enforcement and judiciary bodies.

MAG continues to liaise with the ComNat ALPC-CI to identify PSSM support needs.

*Capacity shortfalls: Physical security and stockpile management*

- \ Lack of adequate infrastructure, (equipment, buildings, etc.);
- \ Absence of standard operating procedures (SOPs) for stockpile management;
- \ Lack of financial resources.

#### LEGISLATIVE/REGULATORY CONTROL AND STANDARD OPERATING PROCEDURES (SOPS)

The legal texts governing firearms in Senegal include the 66-03 law of 18 January 1966 on the general rules governing weapons and ammunition in Senegal and its implementing decree No. 66-889 of November 17, 1966. Both texts have been revised under the auspices of the National Commission, and with technical and financial support from UNODC, to include the mandatory provisions of regional and international legal instruments signed and ratified by Senegal. These include the international UN Convention against Transnational Organised Crime, the Protocol against the Illicit Manufacturing of and trafficking in firearms, their parts and components and ammunition, the ECOWAS Convention on small arms and light

weapons, their ammunition and other related materials of June 14, 2006, and the UN Programme of Action to prevent, combat and eradicate the illicit trade in small arms and light weapons in all its aspects.

As a result of the aforementioned revision process, in September 2014 a new draft law on the general rules governing weapons and ammunition in Senegal and its implementing decree were validated at a workshop in Saly. One month later, on 30 October 2014, these documents were officially presented to the Minister of the Armed Forces and to a representative from the Minister of the Interior and Public Security. The draft law includes, among others, new provisions on brokerage, mandatory weapons marking, and strengthened border control and cooperation.

*Capacity shortfalls: Legislative/regulatory control and standard operating procedures*

- \ Unclear division of responsibility between stakeholders;
- \ Lack of funding.

#### TRAINING AND CAPACITY DEVELOPMENT

In Senegal, UNODC provides training in marking and record-keeping, criminal investigations, and prosecution of firearms trafficking and related crimes. These training courses are designed for policy makers and legislators, civil society, and firearms transfer control authorities. ComNat ALPC-CI has also been active in sensitising the civilian population and members of the FDS to the dangers of the proliferation of SALW.

*Capacity shortfalls: Training and capacity development*

- \ Inadequate training materials;
- \ Difficult to follow-up with newly trained individuals;
- \ Newly trained individuals often retire or are transferred to different departments;
- \ No funding provision for refresher training courses;
- \ Lack of funding.

## Sudan

### Box 12

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### Background

While Sudan does not have a dedicated commission for small arms control, it does possess two national focal points. One of these focal points, Brigadier Said, is embedded within the Ministry of Interior, while the other, Mr. Salah, is located within

Sudan's Disarmament, Demobilisation, and Reintegration Commission (SDDRC). A National Action Plan for SALW has not yet been validated, although the Bonn International Center for Conversion (BICC) provided support to a pre-validation workshop in 2014. UNDP is currently providing technical support to Sudan in its National Action Plan process, and Sudan's national focal points are also seeking assistance from the United Nations Regional Centre on Small Arms (RECSA) in this regard.

### Current activities

#### CROSS-BORDER SALW MANAGEMENT

In 2016, BICC will provide training to the Chad-Sudan Joint Border Forces on physical security and stockpile management (PSSM) in collaboration with the Mines Advisory Group (MAG). UNDP also works with the Sudan DDR Commission in Juba, White Nile State, on the border with South Sudan. This latter "Community Security and Arms Control" project provides training in conflict resolution and peace-building activities, and includes small arms awareness activities.

##### *Capacity shortfalls: Cross-border SALW management*

- \ Difficult to identify patterns in cross-border SALW trafficking;
- \ No technical knowledge on how to control the border in cooperation with neighbouring states;
- \ No mechanism for information sharing with neighbouring states;
- \ Lack of border control equipment (i.e. scanners);
- \ No training on cross-border issues;
- \ Lack of funding;
- \ Lack of personnel.

#### ARMS MARKING, RECORD-KEEPING AND TRACING

Sudan has begun the process of marking police weapons. The process of computerising weapons data for the whole country has also begun, and it is hoped that this data will eventually be linked to a centralised weapons register.

The marking and registration of civilian arms has been underway in West Darfur since December 2012. This project (which is ongoing) is supported by BICC, UNDP, and UNAMID.

From 11 to 14 October 2015, BICC supported a four-day training course on arms registration and marking in Khartoum. The 25 individuals who participated in this course were officers from Sudan's Criminal Investigation Directorate, members of the Sudan DDR Commission's Darfur office, and representatives from the Chad-Sudan Joint Border Forces. Training was provided by RECSA, and topics included the use of marking machines and the RECSA arms registration software.

##### *Capacity shortfalls: Arms marking and registration*

- \ Lack of clarity on the goals of the process;
- \ Weapons cannot be moved due to insecurity, risk of diversion;
- \ Lack of training/technical knowledge (i.e., how to operate machines);
- \ Difficult to access illicit weapons;
- \ Little information concerning holders of illicit weapons;
- \ Lack of communication between different stakeholders;
- \ Lack of funding.

#### DESTRUCTION OF WEAPONS AND AMMUNITION

No destruction activities are currently planned in Sudan, although UNMAS ODO, as an Ordnance Disposal Unit, has offered its skills to the Sudanese government.

##### *Capacity shortfalls: Destruction of weapons and ammunition*

- \ Lack of capacity to destroy weapons (i.e., absence of shearing machines, smelters, etc.);
- \ Lack of capacity to monitor and verify destruction;
- \ Resistance among local communities near to destruction sites;
- \ Lack of funding.

**PHYSICAL SECURITY AND STOCKPILE MANAGEMENT (PSSM)**

BICC plans to provide physical security and stockpile management (PSSM) training to the Chad-Sudan Joint Border Forces in 2016. Prior to this, in November 2014, BICC organised a regional PSSM course in Khartoum under the framework of the Sub-Regional Arms Control Mechanism (SARCOM). This course was attended by 30 participants from the Central African Republic, Chad, the Democratic Republic of Congo, Mali, South Sudan, and Sudan.

- \ Inadequate training facilities;
- \ Difficult to follow-up with newly trained individuals;
- \ Newly trained individuals often retire or are transferred to different departments;
- \ No funding provision for refresher training courses;
- \ Lack of funding.

**LEGISLATIVE/REGULATORY CONTROL AND STANDARD OPERATING PROCEDURES (SOPS)**

SALW control in Sudan is covered by the Weapons, Ammunition, and Explosives Act (1986) and its associated regulations (1993, amended in 1997). In 2011, these regulations were amended once more to bring them further into line with existing regional and international weapons control instruments, and to make marking of state stocks mandatory.

*Capacity shortfalls: Legislative/regulatory control and standard operating procedures*

- \ Lack of capacity/technical knowledge to draft legislation and/or SOPs;
- \ Lack of political commitment;
- \ Little parliamentary attention;
- \ Lack of funding.

**TRAINING AND CAPACITY DEVELOPMENT**

UNMAS ODO is planning to fund risk education teams to educate the people of Darfur on the dangers of SALW and the benefits of arms marking and registration. A local Sudanese NGO, named MAMEN, also provides SALW risk education and has previously acted as an implementing partner for UNDP and the SDDRC. The Bonn International Center for Conversion (BICC) also plans to provide PSSM training to the Chad-Sudan Joint Border Forces in 2016, in collaboration with MAG.

*Capacity shortfalls: Training and capacity development*

- \ Difficult to locate suitable trainers;
- \ Difficult to locate suitable trainees;
- \ Inadequate training materials;

## LIST OF ACRONYMS AND ABBREVIATIONS

ASA	Ammunition Storage Area	ASA
AU	African Union	AU
BICC	Bonn International Center for Conversion	BICC
BSNA	Border Security Needs Assessment	BSNA
CNCCAI	National Commission for the Control and Collection of Illicit Arms	CNCCAI
COMNAT-ALPC	National Commission against the Proliferation of SALW	COMNAT-ALPC
DCA	DanChurchAid	DCA
DDG	Danish Demining Group	DDG
ECOSAP	ECOWAS Small Arms Control Programme	ECOSAP
ECOWAS	Economic Community of West African States	ECOWAS
EU	European Union	EU
GFFO	German Federal Foreign Office	GFFO
GIZ	Deutsche Gesellschaft für internationale Zusammenarbeit	GIZ
HI	Handicap International	HI
IATG	International Ammunition Technology Guidelines	IATG
ISACS	International Small Arms Control Standards	ISACS
LMAC	Libyan Mine Action Centre	LMAC
MAG	Mines Advisory Group	MAG
MDSF	Malian Security and Defence Forces	MDSF
NCLPAL	National Committee against the Proliferation of Small Arms and Light Weapons	NCLPAL
NGO	Non-governmental organisation	NGO
PresCom	Presidential Committee on Small Arms and Light Weapons	PresCom
PSSM	Physical security and stockpile management	PSSM
RECSA	United Nations Regional Centre on Small Arms	RECSA
SALW	Small arms and light weapons	SALW
SAS	Small Arms Survey	SAS
SOP	Standing operating procedure	SOP
SSR	Security sector reform	SSR
ToT	Training of Trainers	ToT

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SSR	Security sector reform	SSR
ToT	Training of Trainers	ToT
UN	United Nations	UN
UNDP	United Nations Development Programme	UNDP
UNMAS	United Nations Mine Action Service	UNMAS
UNODA	United Nations Office for Disarmament Affairs	UNODA
UNODC	United Nations Office on Drugs and Crime	UNODC
UNPoA	United Nations Programme of Action on Small Arms and Light Weapons	UNPoA
UNREC	United Nations Regional Centre for Peace and Disarmament in Africa	UNREC
UNSMIL	United Nations Support Mission in Libya	UNSMIL

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The responsibility for contents and views expressed in this *Working Paper* lies entirely with the author.

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