



REGIONAL PROGRAMME OF ACTION FOR PEACE AND SECURITY

SUB-PROGRAMME OF ACTION FOR PROMOTION OF INTER-STATE COOPERATION ON PEACE AND SECURITY

PROJECT NUMBER 1.2.1

COORDINATION OF ACTIVITIES AND REINFORCEMENT OF CAPACITIES IN THE SUB-REGION TO FIGHT THE ILLICIT PROLIFERATION OF SMALL ARMS AND LIGHT WEAPONS

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ORIGINAL: ENGLISH

I. Situational analysis

1. Context

Small Arms Proliferation in the Great Lakes Region

Although the majority of countries in the region have shown encouraging signs of moving towards post conflict recovery, the availability and continued proliferation of small arms (SALW's)¹ threatens these newfound gains. Far from being restricted to simply combatants, small arms and light weapons find their way into civilian hands with equal efficacy and often relative ease. In addition, countries without internal conflict such as Kenya and Tanzania have suffered from the proliferation of small arms through illicit trafficking and increased armed violence. In both countries, their most isolated, far stretched and least monitored borders are those with countries in conflict or immediate post-conflict situations. Disarmament, Demobilization and Reintegration (DDR) processes have been initiated in several countries in the Great Lakes and Horn Region, and offer an opportunity to ensure the peaceful transition to recovery. DDR programmes support the reintegration into civilian life of recognized combatants from both the former national army and former rebel groups, and lay the foundation for complementary civilian focused voluntary weapons collection programmes.

Arms are a key factor in prolonging and intensifying violence, and are also strong impediments to post conflict recovery and development. While conflicts resulting from acute and prolonged bad governance periods characterized by greed over the control of resources have strived for sustained demand of small arms during the last 15 years in the region, small arms users, especially uneducated youth, have little income alternatives to embark on at the time of conflicts settlements. In general, quantitative data on the proliferation of SALW within the countries participating in the International Conference on the Great Lakes Region is lacking due to difficulties of implementing such research on an item that most illegal owners conceal. Nevertheless, reputed international institutions estimate the number of illicit small arms in the region as being as high as 1 million.

Small Arms collection programmes supported by UNDP in DRC and Burundi all foresee in their activities small arms assessments which will soon be implemented thanks to the recent improvements of the security situation. Most of the existing research on the issue concentrated on qualitative information more in relation to the citizen's perception of his security environment and attitude towards weapons possession. Detailed reports underline the impact of small arms proliferation on societies, like the decline in access to education and health care; the collapse of economic productivity; reduced humanitarian and development access; the

¹ Small Arms are firearms carried by one person, while Light Weapons are carried by a group of up to three person. Ammunition and explosives, inclusive mines, since also easily transportable, are part of the SALW definition (United Nations General Assembly A/52/298, 27 August 1997, Report of the Governmental Expert on Small Arms). In this project document, references to SALW or sometimes simply to "small arms" are being used as short for the internationally agreed mention of Small Arms and Light Weapons.

disintegration of traditional social bonds and communities and the militarization of society as individuals turn to weapons to regulate social and economic interaction².

Small arms hurt men and women in different ways. While men are the primary direct victims of firearms in conflict situations, small arms are a strong tool often used for sexual violence towards women. Moreover, in such situations, women are affected more than once by the same weapon, first for the perpetuation of the sexual assault, then as a threat to avoid reporting to a health center or to the police, leaving such crimes unpunished and the perpetrator free to repeat it³. Armed robberies often include sexual violence towards women when present at the scene, therefore, small arms in such situations could, in addition to violate basic human rights, facilitate the spread of HIV/Aids.

In the light of the aspects of forceful, as well as voluntary disarmament of the foreign armed groups based in Eastern DRC as per the African Union decision, civilian disarmament through small arms collection programmes could address additional weaponry sold to civilians by combatants before opting for voluntary surrender and participation to the DDRRR programme, or civilian held weapons which lost their self-defense purposes.

Anti-personnel mines situation in the Great Lakes Region

The anti-personnel mines (APM) have been used by different belligerents during more than 20 years of conflict in the GLR and considerable quantities of those remain in former strategic locations in or at the border zones of Angola, Burundi, RoC, DRC, Rwanda, Tanzania, Uganda and Sudan. Generally, APMs were the most favored amongst landmines, due to their cheapness⁴, easy availability and portability, as well as their trustworthiness in the role of “silent partners”. APMs have also been laid in Burundi by parties to the long conflict, where residents of communities in regions bordering Tanzania and DRC are among the most at-risk from mines and unexploded ordnance, particularly women and children⁵. IC/GLR countries are left now with the burden and the cost of clearing mine-fields, as well as facing the plights of the victims.

Existing mechanisms in the GLR to tackle small arms proliferation and anti-personnel mines

The successful adoption, by 11 Heads of States and Governments of the region in November 2004 of the Dar-Es-Salaam Declaration of Principles on Peace, Security, Democracy and Development for the Great Lakes region marked the end of the first phase of the process of the IC/GLR. In paragraph 22 of the Declaration, the signatories pledge to promote common policies to put an end to the proliferation of illicit small arms and light weapons, as well as anti-personnel mines, and in that regard, harmonize and ensure the implementation of existing agreements and

² UNDP “Development held hostage”, by Peter Batchelor and Robert Muggah, 2001

³ UNDP, “Burundi, the Impact of Small Arms on Women”, Edward B. Rackley with Ligue Iteka

⁴ Anti-personnel mines were even at times given as a free supplement to military equipment orders by arms suppliers.

⁵ In its reply to the AU/UN Joint Secretariat’s questionnaire, Burundi mentions an ongoing demining program which requires the support from the international community and remaining mine fields at the Tanzania and DRC borders, and around Bujumbura.

mechanisms. International agreements on these issues signed by all IC/GLR countries are:

1. *The Convention on the Prohibition of the Use, Stockpiling, Production and transfer of Anti-Personnel Mines and on their Destruction (Ottawa Convention, December 1997)*
2. *The Bamako Declaration on an African Common Position on the illicit Proliferation, Circulation and Trafficking of Small Arms and Light Weapons, dated 1st December 2000*
3. *The UN Programme of Action (UNPoA) to Combat and Eradicate the illicit Trade of Small Arms and Light Weapons in all its Aspects, dated 20th of July 2001*

IC/GLR countries, who are all State Parties to the Ottawa Convention⁶, agreed to never: a) use anti-personnel mines, b) develop, produce, acquire, stockpile, retain or transfer to anyone anti-personnel mines, c) assist, encourage or induce anyone to engage in any activity prohibited to a State-Party under this convention. Furthermore, each State Party undertakes to destroy or endure the destruction of all anti-personnel mines⁷.

Signatory states to the Bamako Declaration and the UN Programme of Action agreed to put in place adequate laws, regulations administrative procedures to control the production, the transfer, the brokering and the possession of small arms. At the same time, state-parties engaged themselves in establishing a national coordination agency for policy guidance, research and monitoring of efforts. A designated national point of contact will act as liaison between States on matters relating to the implementation process.

Sub-regional mechanisms to address the illicit proliferation of small arms

State Parties to the IC/GLR have also demonstrated deeper commitments and higher ownership towards the goal of peacefully resolving and preventing conflicts, and reducing the devastating impacts of widespread illicit proliferation of small arms in the region by deciding on the establishment of more adapted sub-regional mechanisms. IC/GLR countries are part of three different mechanisms addressing directly or indirectly the illicit proliferation of small arms.

Economic Community of Central African States (ECCAS), the Protocol pertaining to the Peace and Security Council of Central Africa (COPAX) and the Permanent Consultative Committee on Security Matters in Central Africa.

Six State Parties to the IC/GLR are members of the Economic Community of Central African States (ECCAS), Angola, Burundi, Central African Republic, Republic of Congo, Democratic Republic of Congo and Rwanda have on 24th of February 2000 signed **the Protocol pertaining to the Peace and Security Council of Central Africa (COPAX)**. The COPAX Protocol aims primarily at preventing, managing and

⁶ Angola (July 2002), Burundi (April 2004), Central African Republic (Nov. 2002), Democratic Republic of Congo (November 2002), Kenya (2000), Republic of Congo (May 2001) Rwanda (June 2000), Tanzania (Nov. 2000), Uganda (1997), Sudan (2003), Zambia (Feb. 2001).

⁷ In its reply to the AU/UN Secretariat's questionnaire, Kenya mentioned having destroyed 35'774 landmines.

solving conflicts⁸, and foresees, among other areas cooperation, in its article 6, the fight against the anarchic proliferation and illicit trafficking of arms. Subsequently, ECCAS members, through the Permanent Consultative Committee on Security Matters in Central Africa, have defined in 2003 a programme underlying the priority activities in Central Africa for the implementation of the UN Programme of Action on small arms, starting with the establishment of a national coordination structure, weapons collection and destruction programmes, update and harmonization of SALW legislations, as well as capacity building measures.

The Nairobi Declaration on the illicit Proliferation of Small Arms and Light Weapons in the Great Lakes Region and Horn of Africa, 15th of March 2000 and the Nairobi Protocol for the Prevention, Control and Reduction of Small Arms and Light Weapons in the Great Lakes Region and the Horn of Africa, 21st of April 2004.

Seven countries from the IC/GLR, Burundi, Democratic Republic of Congo, Kenya, Rwanda, Sudan, Uganda and Tanzania, are part of the 11 signatories to the “Nairobi Declaration on the illicit proliferation of small arms and light weapons in the Great Lakes and Horn of Africa regions.” During the second Ministerial Review Conference of 20th-21st April 2004, the Ministers agreed on the terms of a politically binding document, the Nairobi Protocol, which has come into force on 5 May 2006 after the Protocol had been ratified by eight countries.

The Nairobi Declaration contained the commitments of the State-parties to address in a comprehensive manner the illicit proliferation of small arms, starting with the establishment of a sub-regional coordinating structure, the Nairobi Secretariat, manned with a team of expert managed by a Coordinator, and at the country level with the establishment of National Focal Points gathering representatives of key ministries and civil society under a designated coordinator entrusted with the design and implementation of a national action plan. The 2004 Nairobi Protocol, mainly inspired by the SADC Protocol, details the minimal standards required for the adoption of updated and harmonized legislative measures, inter-state cooperation of law enforcement agencies, confirm the role of the Nairobi Secretariat, and welcome the accession of additional member states. In June 2005, the Secretariat of the Nairobi Declaration became a Regional Centre on Small Arms in the Great Lakes Region and the Horn of Africa (RECSA), therefore gaining its own independent legal identity as a sub-regional body.

The Protocol on the Control of Firearms, Ammunition and other related Materials in the Southern African Development Community (SADC) Region, August 2001.

Four IC/GLR countries, Angola, Democratic Republic of Congo, Tanzania and Zambia are part of the 14 signatories to the Protocol on the Control of Firearms, Ammunition and other related Materials in the Southern African Development Community (SADC) Region. The SADC Protocol was the first legally binding treaty to regulate small arms in Africa, and served as a model for the subsequent Nairobi

⁸ Burundi, Central African Republic and DRC mention the COPAX as a sub-regional mechanism for conflict prevention, management and resolution, and to matters of Defense and Security in their reply to the questionnaire sent by the AU/UN Secretariat. Rwanda does not mention the COPAX at all.

Protocol mentioned under point 4. The Southern Africa Regional Police Chief Cooperation Organization (SARPCCO) is the mandated implementation and coordinating agency for the SADC protocol. On the 8th of November 2004, the Protocol entered into force after the ninth country had ratified it. Angola and DRC are among those who haven't ratified it yet. At the national level, three countries have developed national action plans.

The priorities identified by the coordinating agency of the SADC Protocol, the Southern African Regional Police Chiefs Cooperation Operation (SARPCCO) are primarily oriented towards joint police operations, being the primary area of expertise of the coordinating organization, coupled with a public information aspect.

Sub-regional instruments adhered to by the IC/GLR Countries

| | | | |
|--|--|---|---|
| Global/Regional instruments on SALW Signatories : | Ottawa Convention (Mine Ban Treaty) - all IC/GLR countries | UN Programme of Action on the illicit trade of SALW - all IC/GLR countries | AU- Bamako Declaration on illicit small arms - all IC/GLR countries |
| Sub-regional instruments on SALW Signatories: | Nairobi Protocol for the Prevention, control and reduction of SALW in GLR and HoA - 7 IC/GLR countries: BU, DRC, KE, RW, SU, TZ, UG | SADC Protocol on the control of firearms, ammunition and other related materials. - 4 IC/GLR countries : AN, DRC, TZ, ZA | ECCAS Permanent Consultative Committee on Security Matters in Central Africa - 6 IC/GLR countries: AN, BU, RoC, DRC, CAR, RW |

Remark: legally binding instruments are marked in grey

Review of the implementation of the protocols

The Secretariat of the Nairobi Declaration organized three Ministerial Review Conferences in 2002, 2004 and 2006. All State Parties have established a National Focal Point and nominated its members as well as the coordinator. Several training workshops have been organized for the NFP Coordinators, law enforcement agencies, and civil society organizations. Kenya, Uganda and Tanzania have elaborated their National Action Plans⁹ and are at different stages of implementation, Tanzania being the most advanced. The implementation by the state parties shows however great discrepancies in the implementation capacities and level of such plans, where post-conflict stability can be seen as one of the major reasons behind delays in the implementation of the Nairobi Declaration.

⁹ As an example, the Kenyan National Action Plan on Small Arms and Light Weapons comprises of the following activity aspects: 1. Institutional Framework, 2. Policy and Legislation, 3. Stockpile Management, 4. Public Education and Awareness raising, 5. International and Regional co-Operation and Information Exchange, 6. Border Control and Refugees, 7. Human Development Planning, 8. Training and Capacity Building, 9. Research, 10. Critical Areas Support.

As for the implementation of the SADC Protocol, a number of priorities at the regional level were identified in 2003 such as joint operations for law enforcement agencies, standard operational procedures for cross-border operations and weapons destructions and mutual legal assistance. At the national level, beside the establishment of national focal points, the development of national training programmes on joint operations and public awareness/education programmes were identified as priorities. In 2004, six SADC countries set up a task group to promote the provisions on marking and tracing of firearms from the SADC protocol, and in 2005, organized a sub-regional meeting to report on progress towards the implementation of UNPoA.

Despite being all signatories to the Ottawa Mine Ban Treaty, none of the IC/GLR countries has fulfilled all the requirements of the Article 9 of the treaty pertaining to the domestication of its legal, administrative and penal aspects. However, efforts have been made in this direction by Angola, which established a National De-mining Institute, coordinating the administrative and legislative actions of the Government and the National Parliament¹⁰.

Unequal capacities to implement national action plans on SALW in the region

State parties to the IC/GLR do not have the same urge and capacity to implement comprehensive National Action Plans to address adequately the illicit proliferation of small arms, as expected from their adherence to the SADC and Nairobi Protocols.

CAR and RoC, not part to any of the sub-regional protocols, have however been very active on disarmament issues, in the framework of DDR or Weapons for Development programmes¹¹. Other countries, while signatories to sub-regional protocols, have not drafted or started implemented national action plans on illicit small arms, and, in the case of countries affected by small arms proliferation, clear cases of lack of capacity and support can be brought forward.

The country currently at the most advanced stage of implementation of its National Action Plan is Tanzania, which can report to both SADC and Nairobi Protocol, being a signatory to both. From the 11 IC/GLR countries, only three East African countries (TZ, KE, UG) have drafted a National Action Plan. In a general sense, the Nairobi Protocol, while being the latest adhered to, seems now to have taken the lead with regard to the implementation level demonstrated by its signatories, although a significant number of post-conflict countries are still facing real implementing difficulties.

The Nairobi based Regional Centre on Small Arms and regional cooperation

Established by Ministerial Declaration dated June 20th and 21st 2005, the Regional Centre on Small Arms for the Great Lakes and the Horn of Africa (RECSEA) has been mandated for the following activities¹²:

¹⁰ Angolan reply to the AU/UN Joint Secretariat's questionnaire.

¹¹ Central African Republic runs a national Disarmament, Demobilization and Reintegration Program, which incorporates an innovative approach of integrated vision, improving security in the communities of reintegration to allow for development (CAR reply to the AU/UN Joint Secretariat's questionnaire).

¹² Agreement on the Establishment of the Regional Centre of Regional Centre on Small Arms in the GLR and Horn of Africa, article 8

- Facilitate, promote and strengthen the cooperation at the regional and international levels to effectively prevent, combat and eradicate the illicit manufacturing and use of SALW.
- Promote peace and stability in the region by encouraging accountability, law enforcement and creating mechanisms for efficient control and management of SALW held by State parties and civilians.
- Promote and facilitate information sharing and cooperation between the governments, intergovernmental organizations and civil society in all matters related to the illicit trafficking and proliferation of SALW.

The membership to the Centre, as well as adherence to the Nairobi Protocol, is open to States in the Great Lakes Region and the Horn of Africa and bordering States, which subscribe to the same principles, aims and objectives. RECSA organized on 5th and 6th of September 2005 in Kampala a regional roundtable convening all relevant sub-regional organizations involved in small arms issues in the aim to “Enhancing Regional Cooperation and Coordination in the Management of illicit SALW”, with the participation of ECCAS, SADC/SARPCCO, IGAD, ECOWAS, EAC, Interpol Sub-Regional Bureau, the League of Arab States, COMESA. RECSA will propose to the African Union to host follow up annual sub-regional coordination meetings.

2. Challenges to overcome

Contrary to some other IC/GLR thematic areas, and as outlined in chapter 1, interventions against small arms proliferation benefit from a number of existing instruments and sub-regional protocols. This is at the same time an advantage as it is possible to build on the work and experience of existing structures, but poses at the same time a real challenge due to regional discrepancies when it comes to implementing the protocols nationally. Some IC/GLR countries are not part to any sub-regional small arms instrument, while others are lacking the means to implement the protocols. At the sub-regional level, the Nairobi Protocol and its coordination body, although quite young, can already demonstrate more progress in its implementation than the SADC Protocol.

The situation in some parts of the DRC still poses some real security challenges to the transitional government, and sporadic outbursts of violence from armed groups still illustrate that some actors are willing to resort to small arms use, hence making the implementation of a national small arms control programme difficult, while at the same time offering a potential market to small arms, and especially ammunition, suppliers. The same comments relate to the situation in Sudan, where the modalities of the implementation of the peace process and related disarmament are still at the planning phase, therefore the implementation of a full scope National Action Plan on small arms can be seen as premature.

II. Objectives and Strategy

1. Objectives

The project has the following overall objective:

Contribute to the control of illicit small arms in the Great Lakes Region through better coordination and the strengthening of capacities, hence improving security, stability and development

In order to achieve this general objective, the project has the following specific objectives:

1. Promote the establishment of an agreed cooperation framework between the Regional Centre on Small Arms and IC/GLR countries not part to the Nairobi protocol and improve the cooperation between IC/GLR countries and RECSA.
2. Improve the coordination of the implementation of the protocols and related national programmes in the GLR and the coordination with other regions and initiatives.
3. Strengthen the capacities of IC/GLR countries to design and implement comprehensive national small arms control and reduction programmes.

The activities to achieve the results of the specific objectives are described in the project's result framework.

2. Strategy

Synergies with the IC/GLR process

The project presented is part of a comprehensive regional approach to restore and consolidate peace, security and development in the Great Lakes Region through the International Conference Process. Such projects form the multi-thematic value of the Conference, and present obvious links amongst them. The integration of the project to the IC/GLR has to be understood as an integration into a process, not just into an event, as the project will benefit from the Conference forums and consultation networks which will outlive the December 2006 Summit. Furthermore, the project fits right into the agreed harmonisation dimensions of the Conference, while benefiting from the support of a large Conference membership, inclusive of co-opted countries, which have the opportunity to participate to, or accede to, the project implementation or the protocol.

Rationale for the combination of the project components

National experts have identified the elements to consider when addressing small arms proliferation in the short and medium term in the region. Initially, all activity proposals were categorized under harmonization of approaches and capacity building, and formed the essence of two separate projects. However, for rationalization and coordination purpose, the current project combines all activities identified for the two initial projects on SALW. National experts decided to insert the issue of anti-personnel mines as an element of the small arms programme, as APMs are part of the international recognized definition given to small arms and light weapons.

Project strategy

The project strategy is focused towards providing strengthened capacities to all IC/GLR countries to tackle the illicit proliferation of small arms and anti-personnel mines through the Nairobi based Regional Centre on Small Arms (RECSA). In addition to promoting specific actions aimed at improving the coordination of actions in the GLR based on the sub-regional protocols' provisions, the project will support the participation of IC/GLR countries to numerous priority activities commonly identified by the IC/GLR national experts and RECSA.

a) Coordination with other sub-regional mechanisms and countries

The precise modalities of integrating into the project countries not part of the Nairobi Protocol were explored during the Region to Region Roundtable organized by RECSA in September 2005. The most likely modality to be adopted is to sign a agreements (MoU) with other sub-regional small arms mechanism¹³ (SADC and ECCAS) to collaborate with specific member countries (Angola, Republic of Congo, Central African Republic and Zambia) as RECSA is empowered to do by article 15 of the Agreement on the Establishment of the Regional Centre on Small Arms in the GLR and Horn of Africa signed by the Ministers of the member states of the Nairobi Protocol¹⁴. The same agreement allows also for additional countries adjacent to the Great Lakes and Horn of Africa regions to adhere at any time to the Nairobi Protocol.

b) Synergies with the implementation of the Ottawa Convention on Anti-Personnel Mines

As all IC/GLR countries have already ratified the Ottawa Convention, mine-related activities supported by this project will include the domestication of the provisions of the Ottawa Convention into national laws, and awareness activities. Although antipersonnel mines fall under the category of light weapons, the implementation Mine Ban Treaty by the GLR countries received little attention by the coordination bodies of the SALW protocols. This project will therefore promote the involvement of RECSA in this anti-personnel mine thematic aspect. As for implementing de-mining programmes in sensitive zones, the IC/GLR countries have decided to include this activity into the sub-programme on Joint Security Management of Common Borders, as they did with the issue of armed pastoralists (see IC/GLR projects no. 1.1., 1.1.2 and 1.1.4).

c) Capacity building aspect

Capacity building components of the project will extensively use the already existing experience of some IC/GLR countries, which will provide the training to other countries with inadequate implementing capacities. By doing so, the project will build on the newly declared spirit of solidarity between IC/GLR member states, therefore increasing regional belonging amongst less supported GLR States, which were almost isolated in their endeavor towards security and development.

¹³ ECCAS has already entered into MoU with other organizations in the case of the Protection of Human Rights. COMESA, with Zambia as a prominent member hosting its Secretariat, has already formally endorsed the Nairobi Declaration and the Nairobi Protocol.

¹⁴ Article 15: Relations with other Organizations and other non-member States, "in pursuit of its aims and objectives under this Agreement, the Centre may enter into agreements with other regional, inter-governmental and civil society organizations, and other non-member states".

d) Integration of gender and human rights aspects in the project

In addition to its specific activity of engendering the implementation of the protocols, the project will incorporate a gender and human rights perspective throughout all its objectives, strategies and activities, including through some specific activities to advocate the relationship between armed violence, human rights violations and gender. The gender expert of RECSA will provide the required expertise on the matter and ensure the compliance of national programmes with agreed gender policies. Some specific project activities were enriched by the additional mainstreaming of human rights¹⁵ for which the RECSA gender expert will serve as focal point too.

e) Supply side aspects of illicit small arms

In addition to addressing the demand of illicit small arms in the GLR, the project will also seek to curb the supply of arms from both inside and outside the region. Supplies of arms from within the region will be addressed through the implementation of specific activities as per the best practice guidelines issued by RECSA and adopted by the Nairobi Protocol member countries, in particular the provisions on stockpile management, record keeping, marking, collection, disposal, import, export, transfer, transit, brokering and legislative measures¹⁶.

Interventions towards supplies of illicit arms from outside the region will start by advocacy activities ensuring that the GLR concerns are duly expressed and captured in related international instruments (UN led process on marking, tracing and record keeping, Transparency in Armament Initiative, Initiatives to strengthen arms embargo compliance and others). In addition to such involvement, a number of researches will be commissioned in order to identify logistic hubs for illicit arms supplies to the region.

f) Synergies with IC/GLR Disarmament of Armed Groups and Joint Security Management of Common Borders projects

In addition to providing capacities at the governments' structures level in the GLR, the project will also select specific zones of intervention, being national or cross-border, where activities could impact regionally. Interventions in the zones would be directed towards the communities and its inhabitants (grass-root level). It will provide increased implementation capacities to local civilian disarmament initiatives, through the provision of financial and technical means aimed primarily at translating into action, through adequate incentives, the messages of sensitization campaigns against the illicit possession of small arms in sensitive border zones. Priority zones or hot spots for activities will be identified within the zones 1 and 10 (Burundi, DRC, Rwanda, Uganda) and 3 (Kenya, Sudan, Uganda) as defined in the Joint Security Management of Common Borders Project.

Beneficiaries

¹⁵ In accordance with the recommendation of the IC/GLR Human Rights workshop with IC/GLR National Experts and RECSA, 2nd September 2005.

¹⁶ Best Practice Guidelines for the implementation of the Nairobi Declaration and Nairobi Protocol on Small Arms and Light Weapons, adopted during the June 2005 Ministerial Review Conference.

Direct : The direct beneficiaries are the countries of the GLR through increased capacities to implement small arms control and collection programmes.

Indirect : The indirect beneficiaries are the peoples of the Great Lakes region through improved security and stability that is a pre-requisite for sustainable development.

Partners

The project will build strong relationship between the Regional Centre on Small Arms and the IC/GLR countries and their Small Arms National Focal Point Coordinators. The project will also strengthen the partnership amongst the IC/GLR countries during the entire implementation phase. Partnerships will be sought with International Organizations, civil society organizations, and research institutes for specific aspects or elements of it. In addition to the existing partners of RECSA, the project will initiate a new partnership with development partners sensitive to the GLR process and to small arms issues.

Risks

- The overall success of the project on the well-being of the IC/GLR populations can be jeopardized if the supply aspects of weapons and ammunition are not addressed, inclusive of recording of official supplies in a transparent manner. The supply aspects, in addition to the role of countries outside the IC/GLR region, also encompass stages involving sub-regional countries and actors.
- The overall IC/GLR strategy places a high emphasis on ownership of the process and of the projects, which implies financial contributions from the Member States. Non-compliance from member states to financial commitments can be identified as an important risk for the implementation of the project activities.
- Furthermore, potential reluctance from some governments to contribute to the project will have a deterring effect on the will of development partners to disburse for complimentary implementation phases.
- As the project will also require funding from international development partners and institutions, partners already supporting implementation activities of the protocols could question the need for funding of additional activities limited to a specific region.

III. Management Arrangements

The project activities will be implemented over an initial period of five years as of 1st of January 2007. The Regional Centre for Small Arms in Nairobi will be responsible for the project and play the role of implementing institution and as such, will implement the annual work-plans. RECSA will also decide on eventual additional human resource needed in order to reach the project objectives, bearing in mind that the project will provide increased expertise on small arms programming and support

in resource mobilization mainly for IC/GLR countries with limited means and high level of needs. While RECSA will be implementing the regional initiatives, the implementation of national activities will be the responsibility of the IC/GLR member states. RECSA will report to the IC/GLR follow up mechanism on progress made. This project could also attract the participation of UN Agencies experienced in the implementation of regional programmes on Small Arms, and, depending on the level of their involvement in it, such partners could play a determining factor in providing additional technical support to its implementation.

IV. Monitoring and Evaluation

While designated staff within RECSA will be responsible for the day to day management of this project, the RECSA Director will monitor progress closely and report to the follow up mechanism of the IC/GLR.

List of Abbreviations:

| | |
|-------------|--|
| APM | Anti-Personnel Mines |
| AU | African Union |
| CAR | Central African Republic |
| ECCAS | Economic Community of Central African States |
| CBO: | Church-based organizations |
| CEWARN | Conflict Early Warning System |
| COMESA | Common Market for Eastern and Southern Africa |
| COPAX | Peace and Security Council for Central Africa |
| DDR | Disarmament, Demobilization and Reintegration |
| DDRRR | Disarmament, Demobilization, Repatriation, Reintegration, Resettlement |
| DRC | Democratic Republic of Congo |
| EAC | East African Community |
| ECCAS | Economic Community of Central African States |
| ECOWAS | Economic Community of West African States |
| EU | European Union |
| GLR | Great Lakes Region |
| H.I.V/ AIDS | Human Immuno-Deficiency Virus/Acquired Immune Deficiency Syndrome |
| IC/GLR | International Conference on the Great Lakes Region |
| IGAD | Inter-Governmental Authority on Development |
| INTERPOL | International Criminal Police Organization |
| LRMN | Landmine Research Network |
| MoU | Memorandum of Understanding |
| MRE: | Mine Risk Education |
| NFP | National Focal Point |
| OSCE | Organization for Security and Co-operation in Europe |
| ORSO | Other relevant sub regional organizations (e.g. RECs) |
| RECAMP | Reinforcement of African Peace keeping capacities |
| RECSA | Regional Centre on Small Arms in the Great Lakes Region and the Horn of Africa |
| RoC | Republic of Congo |
| SADC | Southern African Development Community |
| SALW | Small Arms and Light Weapons |
| SARPCCO | Southern Africa Regional Police Chief Co-operation Organization |
| UN | United Nations |
| UNDP | United Nations Development Programme |
| UNIFEM | United Nations Development Fund for Women |
| UNPoA | United Nations Programme of Action |

V. Result Framework, Work plan and Budget (Version of 19 September 2006)

| | |
|------------------------------|---|
| Project Title: | Coordination of activities and reinforcement of capacities in the sub region to fight the proliferation of Small Arms and Light Weapons |
| Overall Objective: | Contribute to the control of illicit small arms in the Great Lakes Region through better coordination and the strengthening of capacities, hence improving security, stability and development |
| Intended Outcome: | Sub-regional protocols and other similar instruments on small arms control implemented in a harmonized and efficient manner in the GLR |
| Outcome indicator: | Number of national and cross-border programmes on small arms reduction successfully implemented in the GLR |
| Partnership Strategy: | The project will build strong relationship between the Regional Centre on Small Arms and the IC/GLR countries, and their National Focal Point Coordinators on Small Arms. It will complement/build on other partners initiatives towards the implementation of national action plans and the global efforts to control arms supplies. |

Objective 1: Promote the establishment of an agreed cooperation framework between the Regional Centre on Small Arms and IC/GLR countries not part to the Nairobi protocol and improve the cooperation between IC/GLR countries and RECSA

| Expected results | Indicative Activities | Calendar | | | | | | | | Resp. Partner | Foreseen Budget (Total 2'422'657) | | |
|------------------|-----------------------|----------|-----|-----|-----|---------|-----|-----|-----|---------------|-----------------------------------|-----------------------|--------|
| | | 2007 | | | | 2008-11 | | | | | Financial Source | Description of Budget | Amount |
| | | Q 1 | Q 2 | Q 3 | Q 4 | Q 1 | Q 2 | Q 3 | Q 4 | | | | |
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| 1.1 RECSA coordinates the support to all IC/GLR countries in the implementation of small arms and APM instruments they adhered to <u>Benchmark indicators :</u> 2 MOU signed with ECCAS and SADC-SARPCCO # of IC/GLR countries participating in sub-regional activities | 1.1.1 Promote the signing in Brazzaville and Lusaka of MOU between RECSA, ECCAS and SADC and the Governments of Angola, CAR, RoC and Zambia | | | | | | | | RECSA + Other relevant sub-regional organizations (ORSO) ¹⁷ | IP | 5 days in Brazzaville for 8 participants : (2) ROC : 500 (2) CAR : 3000 (1) ECCAS : 1500 (3) RECSA/JS : 4500 4 days in Lusaka for 8 participants : (2) Angola : 2800 (2) Zambia : 500 (1) SADC : 1100 (3) RECSA/JS : 4700 Overheads : 2400 | 21'100 |
| | 1.1.2 Maintain regular communication with National Coordinators and experts from IC/GLR countries non signatory to sub-regional protocols | | | | | | | | RECSA ORSO | IP | Communication 48 months @ 300 | 14'400 |
| | 1.1.3 Support the participation of additional IC-GLR countries to RECSA inter-regional activities (2006, 2007 Region to Region roundtables) | | | | | | | | RECSA ORSO | IP (= International Partners) | 2 x 5 participants during 4 days (1 delegate each from RCA, RoC, Zambia and Angola, 1 JS) Subsistence : 6'000 Flights : 8'500 | 14'500 |
| | 1.1.4 Provision of legal advise to IC/GLR member states if needed to ratify nationally the protocols | | | | | | | | RECSA and Member-States | Member-States | Country input | n/a |
| Objective 2: Improve the coordination of the implementation of the protocols and related national programmes in the GLR and the coordination with other regions and initiatives | | | | | | | | | | | | |

¹⁷ The term Other Relevant Sub-regional Organizations includes but is not limited to ECCAS, SADC, SARPCCO, INTERPOL as well as other international partners and UN agencies.

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| 2.1 Domestication of sub-regional protocols, Ottawa Convention and other international instruments <u>Benchmark indicators:</u> -National firearms laws updated - Penal Codes on Land mines published | 2.1.1 Survey on domestication status in four IC/GLR countries (ANG, CAR, DRC, ZAM) | | | | | | | | | RECSA | IP | Desk review 15 days Consultancy fee : 3'500 Communication: 1'2500 Translation : 1'650 | 6'400 |
| | 2.1.2 Facilitate a sub-regional workshop for the parliamentary sub-committees on Defense and Security and Gvt's drafting officers for the drafting of a bill including the provisions of the SALW Protocols and the Ottawa Convention | | | | | | | | | | RECSA ORSO | IP | 16 total participants for 5 days Subsistence : 9'000 Conference : 3'500 Air tickets (??) : 8'500 Interpretation : 5'000 Flight legal advisor : 3000 Consultancy fee 7d x 500 : 3500 |
| 2.2 Provisions and minimal standards included in revised national legislations <u>Benchmark indicators:</u> # of IC/GLR countries with updated national legislations | 2.2.1 Support to national legal drafting committees (in the four countries mentioned above) | | | | | | | | | RECSA ORSO | IP | 4 Missions of 4 days Subsistence 1'200 Travel : 3400 Consultancy ?? days : 2'800 (legal experts) Communication: 800 | 8'200 |
| | 2.2.2 Monitoring of the revision and ratification of legislation | | | | | | | | | RECSA ORSO | IP | Communication costs 60 months @ 150 | 9'000 |
| 2.3 Revised legislations successfully implemented <u>Benchmark indicators:</u> | 2.3.1 Four additional IC/GLR countries report on the national enforcement of revised legislation during the 2007 Ministerial Review Conferences. | Start: Q4 06 | | | | | | | | RECSA ORSO | IP | Questionnaires, communication 12 participants for 4 days Subsistence 7'200 Flights: 10'200 | 17'400 |

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| Level of communication and information exchange National registers on SALW # of illicit SALW seizures and prosecutions | 2.3.2 Printing and dispatch of existing regional best practices to IC/GLR countries | | | | | | | | | RECSA | IP | Printing costs : 5000 Dispatch : 2500 | 7'500 |
| | 2.3.3 Training and capacity building measures provided as per objective 3. | | | | | | | | | | | | |
| | 2.3.4 Sensitization and confidence-building measures for population as per objective 3. | | | | | | | | | | | | |
| 2.4 Convergence of sub-regional programmes in the GLR <u>Benchmark indicators:</u> Collaboration mechanisms # of meetings and level of communication | 2.4.1 Support exchange of information between four National Focal Points and RECSA through material support to NFPs. | | | | | | | | | RECSA ORSO | IP | IT equipment 30'000 Communication 70'000 | 100'000 |
| | 2.4.2 Organize two sub-regional workshops on Anti-Personal mines for RECSA, NFP and representatives of the Landmines Research Network. | | | | | | | | | RECSA ORSO LRMN | IP | 2 x 30 participants (NFP, CS, UN, JS-IC/GLR, RECSA) for 4 days for 5 days Subsistence : 36'000 Conference : 6'000 Air tickets (52) : 41'600 Interpreters : 20'000 Admin costs : 13'500 | 117'100 |
| | 2.4.3 Study visit for RECSA personnel to one Mine Action programme in GLR (Burundi) | | | | | | | | | RECSA | IP | 5 days/2 staff Airfare : 1500 Subsistence : 1500 | 3'000 |
| 2.5 Other regional and international mechanisms and bodies and foreign | 2.5.1 Commission research to identify logistic hubs outside the region for illicit arms supplies to the GLR | | | | | | | | | RECSA | IP | Draft ToRs, Bidding process Contract with research institute/consultants (details as per replies to bidding process) Budget ceiling: 36'400 | 36,400 |

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| <p>governments implement measures to curb the supply of illicit small arms to the GLR</p> <p><u>Benchmark indicators:</u> Research published # of presentations - GLR conference and signed resolution - Producing countries strengthen export controls # of export/transit law violations prosecuted outside the region</p> | <p>2.5.2 Convene a Conference in the Great Lakes Region on arms control with Government officials, Law enforcement officers and parliamentarians from sensitive producing countries and GLR governments' representatives.</p> | | | | | | | | | RECSA ORSO | | 15 external participants/5 days 8 IC/GLR participants/5 days 2 experts/ 4 days:3'500 Subsistence: 8'250 Flights : 16'800 4 Interpreters : 7'200 Report/booklet : 8'000 | 43'750 |
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| <p>3.1 Small Arms supply routes identified, Key proliferators of small arms identified and prosecuted</p> | <p>3.1.1 Commission a study to identify key players in illicit small arms proliferation in the GLR</p> | | | | | | | | | RECSA | | ToRs, bid Expert/Institute 60 days Travel costs to 5 IC-GLR countries Subsistence Local sub-contracts Selection Offers/ceiling amount of 120'000 | 120'000 |

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| <u>Benchmark indicators:</u> Study report shared; Enforcement operations more successful; Proliferators prosecuted | 3.1.2 Initiate national investigation on the respective roles, identify the potential breaches of national legislation and prosecute accordingly | | | | | | | | RECSA Member-States | + | Member-States | | n/a |
| | 3.1.3 Share information on external links of arms flows with UN Sanctions committees and Interpol | | | | | | | | RECSA Member-States ORSO | + | Member-States | Communication | n/a |
| | 3.1.4 Commission a study on the impacts (crime, human rights violations, on women, on children) of self-defense units in Uganda, Burundi and Tanzania | | | | | | | | RECSA | | | ToRs, bid 3 local contracts w/institutes : 60'000 1 Expert for 2 methodological meetings : 10'000 | 70'000 |
| | 3.1.5 Commission a study on the implementation of the Ottawa Convention | | | | | | | | RECSA | | | ToRs, bid, Contract with Institute Communication costs | 10'000 |
| | 3.1.6 Study dynamics of small arms proliferation in Border zones DRC/RW/UG/BU and UG/KE/SU | | | | | | | | RECSA IC/GLR Member-states | | | Questionnaires Communication costs 2000 Expert 3000 | 5'000 |
| 3.2 Population sensitized on the dangers of the proliferation of illicit small arms | 3.2.1 Draft sub-regional public information campaign strategy on SALW, inclusive of MRE aspects, taking into account the specific role of women | | | | | | | | RECSA ORSO | | | ToRs, bid Sensitization Expert Contract for 30 days : 15'000 Field consultations : 10'000 | 25'000 |

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| <u>Benchmark indicators:</u> # of radio shows, articles and especially investigative articles # of focus groups sensitized # of participants in events # of public rallies in hot spots # decrease of violations of human rights | 3.2.2 Support the implementation of sensitization campaigns in 10 GLR hot spots through local NGOs | | | | | | | | RECSA IC/GLR member- States | | 5 Contracts with NGOs/Local radios at 10'000 each Air time 5'000 | 55'000 | |
| | 3.2.3 Implement risk education and sensitization programmes for schools, children out of school and parents | | | | | | | | RECSA ORSO | | Consultant 45 days : 22'500 4 flights : 4'000 Teaching material : 3'500 | 30'000 | |
| | 3.2.4 Create and maintain a sub-regional media/journalist network on small arms and create synergies between the media network the Landmines Monitor Network and RECSA (additional participation to RECSA media roundtable) | | | | | | | | | RECSA ORSO | | 16 AN ZAM, RoC and RCA journalists + 8 Landmine monitors media during 4 days Subsistence : 21'600 Travel : 30'600 Communications : 7,500 | 59'700 |
| | 3.2.5 Production of information kit and purchase of airtime on TV/Radio, primarily local/community radios | | | | | | | | | RECSA | | Communication firm 25'000 Airtime 25'000 | 50'000 |
| | 3.2.6 Support the National Focal Points on SALW in organizing cultural/sport events with small arms reduction slogans | | | | | | | | | RECSA IC-GLR NC IC-GLR NFP ORSO | | 5 events in GLR Musicians 12'500 Rental of sport field 7'500 Press supplements 5'000 | 25'000 |

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| 3.3 Improved knowledge amongst programme partners and improved strategic planning capacities <u>Benchmark indicators:</u> # of successful projects implemented # of communities participating in projects | 3.3.1 Disseminate the reports of the studies on arms proliferation through national launches | | | | | | | | RECSA ORSO | | 500 copies : 6'000 Dispatch : 2'500 4 launches 22'000 (venue) Subsistence one person/3d : 8'250 4 Flights : 3'400 | 42'150 |
| | 3.3.2 Exchange information during sub-regional meetings and electronically through monthly bulletin | | | | | | | | RECSA ORSO | | Assistant Editor | 68'400 |
| | 3.3.3 Gather and share good practices on participatory approaches and community policing | | | | | | | | RECSA ORSO | | Seminar in Uganda 10 national and 30 IC-GLR participants/ 4 days 5 experts-4 days Subsistence : 21'600 Flights (35): 21'000 Interpretation : 7'000 Admin. 6'450 | 56'050 |
| | 3.3.4 Regional exchange of lessons learnt of the human right impacts on the population of disarmed ex-combatants | | | | | | | | RECSA ORSO | | Seminar in Kinshasa 10 national and 30 IC-GLR participants/ 4 days 3 RCSA-FIM experts-4 days Subsistence : 21'600 Travel : 38'250 Interpretation : 7'000 Admin. 8'690 | 75'540 |
| | 3.3.5 Presentations on SALW in sub-regional strategic planning meetings for Customs Authorities | | | | | | | | RECSA/ | | 2 personnes to two regional Customs conferences of 4 days each Subsistence : 2400 Airfare : 2800 | 5'200 |
| 3.4 Improved capacities of all stakeholders to address small arms problems <u>Benchmark indicators:</u> | 3.4.1 Commission a study on current stockpile management practices in the IC/GLR countries and issue technical guidelines | | | | | | | | RECSA | | ToRs, bid, Expert/instit. 15 days 6'750 Communication : 500 Flights (6) 6'000 Missions to 5 countries, 30 days Subsistence 2'220 Presentation of report : 2'000 Print of 1000 copies : 2'500 | 16'520 |

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| # of successful projects launched, # of collected weapons decrease in crime # of newly established NFP trained | 3.4.2 Information seminar in Brazzaville on the provisions of the best practice guidelines related to stockpile management and arms transfer control and presentation of the study report | | | | | | | | RECSA ORSO | | 4 days for 5 RCA, 5 RoC, 3 RECSA/JS, 3 experts :3'600 Subsistence : 7'700 Travel : 8'800 Report/printing : 2'400 | 22'500 |
| | 3.4.3 Commission a study on the capacity needs of IC/GLR countries and of existing support programmes | | | | | | | | RECSA | | Consultant 30 days 13'500 Airfares : 7000 Subsistence : 4500 | 25'000 |
| | 3.4.4 Draft a mutual and intra-regional training programme, inclusive of study visits for NFP amongst IC/GLR countries, | | | | | | | | RECSA ORSO | | Consultant 6 days 2'100 Subsistence 1'200 Airfare : 1'700 | 5'000 |
| | 3.4.5 Implement training/study visits for 5 IC/GLR Cord. & SALW NFP in Tanzania | | | | | | | | RECSA ORSO TZ Govt. | | 5 participants/3days 1'500 5 nat. Experts : 3'250 Airfare : 1'700 | 6'450 |
| | 3.4.6 Train a sub-regional CBO and faith-based organizations network (train the trainer) on civilian disarmament, small arms and transnational crime (link with relevant IC/GLR project) | | | | | | | | RECSA Fusion Centre Impl. Partner | | 33 participants/ 6days Resource persons (5) 4 Interpreters Subsistence : 25'200 Travel : 25'200 Interpretation 5'000 Admin 6'500 | 61'900 |

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| | 3.4.7 Support a second field based training in Border Zones 1 and 3 (DRC 3 trainings, UG 2, RW 1, BU 2, SU 2) | | | | | | | | | RECSA Impl. Partner | | 10 field based trainings for 30 local participants each 10 contracts with implementers incl. Inland travel of trainers | 100'000 |
| | 3.4.8 Integrate small arms awareness in sub-regional Customs trainings in airports and harbors | | | | | | | | | RECSA | | 2 missions of 2 persons (3 days each) in training centres 2 mission in airports 2 missions in harbors | 12'000 |
| | 3.4.9 Provide adequate material and human resources to RECSA in order to implement/coordinate the project activities | | | | | | | | | RECSA ORSO | | Financial budget support 180'000 | 180'000 |
| 3.5 Sub-regional programmes implemented in a gender and human rights sensitive manner <u>Benchmark indicators:</u> - Gender strategy - # of women part of the planning process for programmes - # of women reached by programmes | 3.5.1 Support RECSA in hiring a gender expert | | | | | | | | | RECSA ORSO | | Gender expert 2 years | 408'000 |
| | 3.5.2 Sensitization and assessment through a questionnaire to NFPs on gender mainstreaming in the implementation of the protocols | | | | | | | | | RECSA | | Gender expert communication | 1050 |
| | 3.5.3 Plan and initiate process to engender protocols and their implementation through gender working group meetings | | | | | | | | | RECSA | | Mission to 5 IC/GLR countries, 4 days, 3 participants Subsistence : 9'000 Airfares : 10'500 5 x 2 days National working group meetings at 6'000 each : 30'000 | 49'500 |

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| | 3.5.4 Commission one specific study and disseminate available documentation and reports on the role of women in small arms collection programmes | | | | | | | | | RECSA | | Consultant 30 days 13'500 Airfares : 7000 Subsistence : 4500 Printing 1000 copies : 10'000 Communication : 1000 Dispatch : 3000 | 39'000 |
| | 3.5.5 Monitor gender and human right specific aspects in programmes implementations | | | | | | | | | RECSA | | 5 of 5 days monitoring missions Subsistence : 7'500 Airfares : 8'000 | 15'500 |
| | 3.5.6 Sub-regional conference on the role of women in disarmament programmes | | | | | | | | | RECSA ORSO UNIFEM | | 55 participants/5 days 41'250 8 resource persons 6'000 Interpretation 9'000 Travel 44'000 1200 Reports Printing : 12'000 Dispatch : 4'000 Admin : 15'632 | 131'705 |
| Subtotal : 2'202'415 | | | | | | | | | | | | | |
| 10 % of unforeseen : 220,242 | | | | | | | | | | | | | |
| OVERALL TOTAL : 2'422'657 | | | | | | | | | | | | | |