



Co-operating to Disarm

**REGIONAL CENTRE ON SMALL
ARMS IN THE GREAT LAKES
REGION, THE HORN OF AFRICA
AND BORDERING STATES**

(RECSA)

**REGIONAL
IMPLEMENTATION
STRATEGY**

JULY 2009 - JUNE 2014



TABLE OF CONTENTS

| | |
|---|----|
| Acknowledgements | 2 |
| Executive Summary | 3 |
| Acronyms..... | 4 |
| 1.0 General Background..... | 5 |
| 1.1 The Problem of Small Arms and Light Weapons..... | 5 |
| 1.2 Emergence of Control of SALW in Global Policy Agenda | 6 |
| 1.3 About RECSA and the Planning Context..... | 7 |
| 2.0 Status of the Implementation of the Nairobi Protocol in the Member States | 9 |
| 2.1 <i>Burundi</i> | 9 |
| 2.2 <i>Djibouti</i> | 10 |
| 2.3 <i>Democratic Republic of Congo</i> | 10 |
| 2.4 <i>Eritrea</i> | 10 |
| 2.5 <i>Ethiopia</i> | 10 |
| 2.6 <i>Kenya</i> | 11 |
| 2.7 <i>Rwanda</i> | 11 |
| 2.8 <i>Somalia</i> | 12 |
| 2.9 <i>Sudan</i> | 12 |
| 2.10 <i>Seychelles</i> | 12 |
| 2.11 <i>Tanzania</i> | 13 |
| 2.12 <i>Uganda</i> | 13 |
| 3.0 Opportunities and Challenges | 15 |
| 4.0 Strategic Intervention Areas | 19 |
| 5.0 Implementation Arrangements | 21 |
| 5.1 Oversight and Stewardship..... | 21 |
| 5.2 Management and partnership arrangements | 21 |
| 5.3 Performance Management | 21 |
| ANNEX 1: Specific activity plans | 22 |

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EXECUTIVE SUMMARY

A notable achievement since the formation of RECSA is the establishment of the requisite institutional framework for implementation of the Nairobi Protocol namely the Secretariat and the National Focal Points in all the 12 Member States. In addition, Development of Best Practice Guidelines on stockpile management; import, export, transfer and transit of small arms and light weapons; tracing and brokering of small arms and light weapons; harmonization of legislation on SALW and approaches to public awareness creation and education. National Action Plans have also been developed for Tanzania, Kenya, Uganda, Rwanda and Burundi while Djibouti and Eritrea are about to complete theirs.

A five year Strategic Plan was developed in 2008 with a long term objective of achieving a secure sub region free from the proliferation of illicit small arms and firearms misuse. Building on the aforementioned achievements, the plan identifies three strategic objectives namely; development of effective institutions, effective promotion and facilitation of SALW management and effective information provision. In addition, the strategic plan identifies specific intervention areas under each strategic objective.

In 2008, RECSA commissioned researchers at national level to develop country specific background papers on the status of implementation of the Nairobi Protocol in eight member states. The goal was to establish national as well as regional achievements and obstacles to the implementation of the Nairobi Declaration and the Nairobi Protocol in Member States and offer recommendations for a refined approach to regional implementation for maximum impact.

A regional validation workshop was convened where the findings and a draft implementation plan were discussed by Member States representatives, RECSA staff and partners. This implementation plan has therefore been developed through a consultative process among the stakeholders to ensure its implementation is embraced by all.

This Implementation strategy outlines an implementation framework for the RECSA Secretariat, National Focal Points and Member States. The specific interventions are based on a review of each country status and identification of gaps and progress in the implementation of Nairobi protocol. Factors that have enhanced or impeded progress are identified and strategies that can enhance success have been isolated for each Member State. An implementation outline indicating focus Member States has been developed thus grouping and isolating Member States according to implementation levels and intervention needs.

ACRONYMS

| | |
|---------|---|
| COMESA | Common Market for East and Southern Africa |
| DDR | Disarmament Demobilisation and Reintegration |
| DRC | Democratic Republic of Congo |
| EAC | East African Community |
| EAPCCO | Eastern Africa Police Chiefs' Corporation Organisation |
| ECCAS | Economic Community of Central African States |
| GK | Government of Kenya |
| GoS | Government of Sudan |
| ICGLR | International Conference on the Great Lakes Region |
| IGAD | Intergovernmental Authority on Development |
| M&E | Monitoring and Evaluation |
| NAPs | National Action Plans |
| ND | Nairobi Déclaration |
| NFPs | National Focal Points |
| NP | Nairobi Protocol |
| PoA | Plan of Action |
| PRDP | Peace Recovery Development Plan |
| RECSA | Regional Centre on Small Arms and Light Weapons |
| SA | Small Arms |
| SADC | Southern Africa Development Cooperation |
| SALWs | Small Arms and Light Weapon |
| SARPCCO | Southern Africa Police Chiefs' Corporation Organization |
| TAC | Technical Advisory Committee |

1.0 GENERAL BACKGROUND

1.1 The Problem of Small Arms and Light Weapons

Since the end of the Cold War, the problem of the proliferation of small arms and light weapons (SALW) has been given increased recognition on the global policy agenda. The 1997 United Nations Report of the Panel of Governmental Experts on Small Arms¹ provided the definition and framework for addressing the proliferation of small arms and light weapons. The report defined SALW according to their use; and restricted the category to weapons 'manufactured to military specifications for use as lethal instruments of war'². Small arms are designed for individual use. They include revolvers and self loading pistols, rifles and carbines, sub-machine guns, assault rifles, and light machine guns. Light Weapons are designed to be used by a crew of two or more persons. Light weapons comprise hand-held under-barrel and mounted grenade launchers, portable anti-aircraft guns, portable anti-tank guns, recoilless rifles, portable launchers of anti-tank missile and rocket systems; portable launchers of anti-aircraft missile systems, and mortars of calibers of less than 100mm. Ammunitions and accessories are part of the SALW problem. These include: cartridges for small arms, shells and missiles for light weapons, anti-personnel grenades, anti-tank hand grenades, landmines and explosives.

The proliferation of SALW poses a threat to human security, intensifies conflicts and breeds a 'culture of violence'. It undermines alternative conflict resolution strategies, peace-building and development. It also leads to regional instability due to spill-over effects. Violent robberies and crimes in major cities; cattle rustling by pastoral communities in the Karamoja and Somali clusters³; and armed rebellions in Somalia, northern Uganda, the Democratic Republic of Congo (DRC), among others illustrate the scope of the problem.

The characteristics of small arms and light weapons and factors that create demand for these weapons create policy challenges for control and management of these weapons.

- SALW have legitimate military and civilian use and are widely accepted. The ownership of guns is considered a fundamental right by some people. Restriction on ownership of guns are therefore, strongly contested.
- There are differing national and local cultural norms for firearms possession and use.
- The nature of these weapons makes them easy to use, even by children. They are light, easy to carry, difficult to track, relatively simple to maintain and durable.
- They are widespread, relatively cheap, and easy to acquire.

Generally, the demand for small arms and light weapons emanates from the failure of governance:

- State failure to control the flow of SALW across their borders due to political and institutional weaknesses.
- In addition to the porous borders, there is also the problem of the lack of effective

1 The Panel of Government Experts on Small Arms A/52/298, 27th August 1997 (25)

2 Ibid (26-27)

3 The Karamoja cluster refers to the border region in Ethiopia, Kenya, Sudan and Uganda. The Somali cluster refers to the border areas of Ethiopia, Kenya and Somalia.

enforcement capacity, and corruption among security operatives who sell or hire out guns.

- Globalization has impacted on the sovereignty of the state in the areas of public policy and provision of public good, including security. Liberalization has increased the role of non-state actors; private security companies, militias, and insurgents among others.
- Failure of the state to provide security for some or all of the people, leaves them vulnerable, and creates the desire among people to fend for themselves, especially in the face of competition for scarce resources.
- Lack of development and opportunities in the areas of social services and employment leaves the gun as the alternative source of livelihoods. Where there is no opportunity for the youth, enlisting in militia or gangs becomes an alternative source of employment.

1.2 Emergence of Control of SALW in Global Policy Agenda

Attention to the problem of the proliferation of small arms and light weapons was brought about by the interplay of a number of factors.

- (i) Foremost has been the changes in the nature of conflicts since the 1990s. Although, intra-state conflict is not a new phenomenon, it has become more dominant than inter-state conflicts in the post-Cold War era. Intra-state conflicts are chaotic and messy. They are fought by irregularly armed groups and militias and they blur the distinction between soldiers and civilians; combatants and non-combatants. In these conflicts, civilians are the worst affected, both in terms of deaths and humanitarian disasters. The formal military set for inter-states deference are among the least exposed in the current forms of conflicts.

This led to shift in focus from state security to human security; the security of individuals and communities. A number of security concerns are affected by small arms and light weapons; criminal violence, repression, terrorism and lack of development.

- (ii) Secondly, the problems posed by the proliferation of small arms and light weapons was further brought to world attention during peacekeeping, peace support and peace-building operations, which had witnessed sharp increase after the end of the post-Cold War.
- (iii) Thirdly, the end of the Cold War also witnessed an apparent increase in global traffic in small arms and light weapons. The end of Cold War related conflicts and weak control mechanisms in countries of the former Soviet Union, released a flood of weapons, at relatively low cost.

The African continent as one of the regions most affected by the proliferation of SALW has taken steps to control the spread of SALW. The Bamako Declaration on an African Common Position on Illicit Proliferation, Circulation and Trafficking of Small Arms and Light Weapons (2000) and the establishment of the AU-Regions SALW Steering Committee (2008) are some of the bold steps. Regionally, the Nairobi Declaration (2000) and Nairobi Protocol (2004) provide the mechanism for the prevention, control, and reduction of SALW in the Great Lakes Region, the Horn of Africa and Bordering States. The Nairobi Declaration

and the Nairobi Protocol are illustrative of the recognition of the inter-linkages or cross-border dynamics of the problem of the proliferation of small arms and light weapons and conflicts in the Horn of Africa and Great Lakes region.

1.3 About RECSA and the Planning Context

The problem of SALW in the region has been intensified by frequent internal strife and illicit transfer of SALW across borders. A comprehensive strategy to arrest and deal with this problem required putting in place agreed cross border structures and processes.

The Nairobi Declaration on the Problem of Illicit Proliferation of Small Arms and Light Weapons in the Great Lakes Region was signed on 15 March, 2000 by 10 Countries: Republic of Burundi, Republic of Djibouti, Democratic Republic of Congo, State of Eritrea, Federal Democratic Republic of Ethiopia, Republic of Kenya, Republic of Rwanda, Republic of the Sudan, United Republic of Tanzania and Republic of Uganda.

The implementation of the Nairobi Declaration entailed the development of a *Coordinated Agenda for Action* for the sub-region to promote human security and ensure that all Member States have in place adequate laws, regulations and administrative procedures to exercise effective control on the possession and transfer of SALW.

To facilitate and institutionalise the intent of member states a legally binding instrument to address the problem of illicit SALW in the region was initiated. The initial Member States and the Republic of Seychelles, signed the *Nairobi Protocol on the Prevention, Control and Reduction of Small Arms and Light Weapons in the Great Lakes Region, the Horn of Africa and Bordering States* on 21 April 2004. Somalia joined RECSA in 2005, while the Republic of Congo was admitted as the 13th Member in April 2009.

The *Nairobi Secretariat* was established in 2002 and mandated initially to implement the Nairobi Declaration and later in 2004, the Nairobi Protocol. In June 2005, the Member States established RECSA under Article 2 of the *Agreement Establishing the Regional Centre on Small Arms in the Great Lakes Region, the Horn of Africa and Bordering States*. It is an inter-governmental body with juridical personality which enjoys diplomatic status by virtue of the Host Agreement entered into with the Republic of Kenya. The organs of RECSA comprise of the Council of Ministers, Technical Advisory Committee and the Secretariat.

RECSA is the only internationally recognized inter-governmental organisation within the region whose sole mandate is to address the proliferation of illicit SALW. RECSA partners with the African Union, regional inter-governmental bodies and organised civil society in the conduct of its mandate.

RECSA's specialisation and achievements continue to attract attention from the international community, partners and other players in the area of SALW. RECSA has signed a memorandum of understanding with the International Conference on the Great Lakes Region (IC/GLR) to implement the latter's SALW project developed under the Pact for Security, Stability and Development which was adopted in December 2006. This has in effect expanded RECSA's geographical area of operation to include Republic of

Angola, Central African Republic, and Republic of Zambia.

The Strategic Pillars of RECSA are a result of the merging of the seven intervention areas identified through the Nairobi Protocol. The Nairobi Protocol makes provision for an agenda for Action and Implementation Plan outlining seven key intervention areas namely; *Institutional Framework; Regional Cooperation and Coordination; Legislative Measures; Operational Capacity Building; Control, seizures, forfeiture, distribution, collection and destruction; Information exchange and record keeping; Public awareness.*

Through these intervention areas, the Nairobi Protocol locates national initiatives within a regional context, and puts emphasis on the need for regional cooperation in combating and eradicating illicit manufacture, possession, trafficking and use of small arms and light weapons.

It is in attempt to strengthen the regional context that RECSA developed a five year strategy (Strategic Plan 2009-2014) that clusters the seven intervention areas identified in the Nairobi protocol into three strategic pillars as below;

1. Development of effective institutions
2. Effective promotion and facilitation of SALW management
3. Effective information provision.

The signatories of the Nairobi Declaration are tasked with taking appropriate national measures to address the problem of the proliferation of small arms and light weapons. It locates national initiatives within a regional context, and puts emphasis on the need for regional cooperation in combating and eradicating illicit manufacture, possession, trafficking and use of small arms and light weapons. Article 2 states the objectives of the Nairobi Protocol as to –

- (a) Prevent, combat and eradicate the illicit manufacturing of, trafficking in, possession and use of small arms and light weapons in the sub-region.
- (b) Prevent the excessive and destabilizing accumulation of small arms and light weapons in the sub-region.
- (c) Promote and facilitate information sharing and cooperation between the governments in the sub-region, as well as between governments, inter-governmental organisations and civil society, in all matters relating to the illicit trafficking and proliferation of small arms and light weapons.
- (d) Promote cooperation at the sub-regional level as well as in international fora to effectively combat the small arms and light weapons problem, in collaboration with relevant partners.
- (e) Encourage accountability, law enforcement and efficient control and management of small arms and light weapons held by States Parties and civilians.

2.0 STATUS OF THE IMPLEMENTATION OF THE NAIROBI PROTOCOL IN THE MEMBER STATES

In 2008, RECSA commissioned researchers at national level to develop country specific background papers on the status of implementation of the Nairobi Protocol in the Member States namely: Burundi, Djibouti, Ethiopia, Rwanda, Kenya, Seychelles, Sudan, Uganda and Tanzania. Owing to logistical problems, DR Congo, Eritrea, and Somalia were not covered. The goal was to establish national as well as regional obstacles to the implementation of the Nairobi Declaration and the Nairobi Protocol in Member States and offer recommendations for a refined approach to regional implementation for maximum impact.

Key informant interviews were held with the relevant individuals from the respective government security agencies and civil society organizations. In addition, national workshops consultations drawing participants from the law enforcement organizations; legislators; ministries of education, internal affairs, foreign affairs; customs department; civil society organizations; the media and the NFP were held in each Member State. The workshops provided a platform for discussions on proliferation of SALW and remedial measures with specific reference to implementation of the ND and NP.

2.1 Burundi

Burundi established a NFP on SALW in 2003. The NFP was integrated into a Technical Commission for the Disarmament of Civilians and the Fight Against Small Arms Proliferation (CTDC) in 2006, which was later replaced by the Commission for Civilian Disarmament and the Fight Against the Proliferation of Small Arms and Light Weapons (CDCPA) in 2008. The CDCPA, responsible of developing and implementing the national disarmament strategy, is fully staffed and funded by the Government.

A National Action Plan (NAP) for Arms Control, Management and Civilian Disarmament was adopted in July 2009. SALW in Burundi are currently regulated by the 1971 Decree Law n°1/91. However, a draft law on SALW, which integrates the provisions of international and regional instruments on SALW, was submitted to the National Legislation Service and is now awaiting to go through the remaining legislative process.

Burundi has undertaken disarmament of armed civilians and groups through DDR, voluntary disarmament and forceful disarmament. The Government has established a destruction storage facility at the Logistic Brigade of the FDN and a destruction site for ammunition and explosives in Mudubugu in the Bubanza Province. A programme of destruction of obsolete and redundant weapons and ammunition of the FDN is being implemented. In addition, to improve the management of stockpiles, Burundi received 2 marking machines from RECSA Secretariat, with funding of EAC and US Government. However, they are yet to commence marking. Burundi has received funding from the Government of Switzerland to develop a computerized arms inventory system.

CDCPA is actively engaged in public awareness raising on the dangers of arms and related risks through media and closely working with CSOs. The CDCPA developed and adopted

a Communication Strategy in 2007. CDCPA designed and implemented, in partnership with UNDP, a civilian disarmament campaign in April-May 2009.

2.2 Djibouti

Djibouti signed the ND in 2000 and the NP in 2004. Djibouti established a NFP in 2004. A process for the development of a NAP for SALW to guide the implementation of the NP in Djibouti is underway. The management of SALW is regulated by the Law n°62-621 of 1962 and its Decree-Law n°64-406 of 1964. The law in its current form does not address the current State obligations entered into by the government by ratifying international, regional and sub-regional instruments related to the control and management of SALW and thus needs review. The NFP has undertaken public awareness raising on the dangers of SALW and has also undertaken public destruction of obsolete and surplus SALW.

2.3 Democratic Republic of Congo

DRC signed the Nairobi Declaration in 2000 and the Nairobi Protocol in 2004. A NFP was established in 2004, which became a National Commission for the Control of SALW (CNC-ALPC) in 2008. SALW are regulated by the 1985 Law 85/035. The Parliament Defense Commission has developed a draft law on SALW, awaiting submission to the Parliament. To support the identification and traceability of SALW, DRC received 2 marking machines from RECSA Secretariat with funding from the EAC and US Government through the Office of Weapons Removal and Abatement (WRA). Training is yet to be conducted.

DRC has over the years undertaken disarmament of armed civilians and groups through DDR, amnesty programmes and forceful disarmament. Since 2006, over 300,000 firearms and 1,500 tons of ammunition have been destroyed by burning or cutting methods. DRC has undertaken public awareness on the dangers of illicit possession and misuse of SALW through media, community mobilization and close work with CSOs.

2.4 Eritrea

Eritrea signed the Nairobi Declaration in 2000 and the Nairobi Protocol in 2004. A NFP was established in 2005, located in the Police Department. However, the NFP has no staff, save for the Coordinator, who is part-time. A process to develop a NAP was initiated in 2007 and is in progress. SALW are regulated by the Transitional Penal Code of 1991. To support the identification and traceability of SALW, Eritrea received 2 marking machines from RECSA Secretariat with funding from the EAC and US Government through the Office of Weapons Removal and Abatement (WRA). To date, Eritrea has destroyed over 7,000 tons of UXO. Eritrea has undertaken public awareness campaigns on UXOs.

2.5 Ethiopia

Ethiopia signed the ND in 2000 and the Nairobi Protocol in 2004. An NFP was established in 2004 to coordinate implementation of the NP. However the NFP lacks a full time coordinator. A functional analysis carried out by RECSA on the NFP resulted in a project officer being hired to support the Coordinator.

The NFP has no budgetary support from the Government and a boost in the staff

complement to enhance its effectiveness in implementing the NP is long overdue.

Review of national legislation that controls SALW is in progress. The NFP with other stakeholders have produced a draft revised law that has been submitted to the Council of Ministers for review. Efforts have been made in Ethiopia to build the capacity of law enforcement officers in stockpile physical security and management through a number of trainings. The NFP has so far undertaken two public destructions of surplus, obsolete, recovered and collected arms in which a total of 23,000 weapons were destroyed.

The Ethiopia Federal Government has received two marking machines from RECSA to mark arms for easier identification and tracing. Officers from law enforcement agencies are yet to be trained on the operation of the machines.

Cross border commissions have been set up to coordinate cross-border cooperation with neighbouring countries on SALW although actual cooperation remains weak. Ethiopia has made efforts to control civilian possession through registration and issuing of certificates to individuals. The Federal Police regularly undertakes public awareness on SALW through electronic media.

2.6 Kenya

Kenya NFP was established in 2002 to implement the Nairobi Declaration. Kenya developed a NAP for Arms Control and Management in 2003 to guide the process of implementation of the ND/NP. The NAP has expired and most of the interventions have not been implemented. Thus, there is a need for its review. The NFP has a draft policy on SALW management.

Kenya NFP has undertaken destruction of surplus, obsolete, redundant and collected arms. To date, 23,000 SALW have been destroyed. Marking machines have been provided and training offered, and marking is going on.

The NFP has conducted public awareness raising on the dangers of SALW. It has worked closely with the media and periodically produces information materials. It is working closely with the CSOs and other partners on SALW issues.

2.7 Rwanda

Rwanda signed the ND in 2000, NP in 2004 and established a NFP in the Ministry of Internal Security in 2003 to coordinate activities related to monitoring of movement and usage of SALW. The NFP office is manned by a coordinator and receives government budget support. However there is still need for more staff in the NFP.

The national legislation on SALW has been reviewed in the line with the NP and a draft law is currently being examined by the Upper Chamber of Parliament before it can be promulgated by authorized institutions.

The Central Firearms Registry was created to register and monitor the stockpile of arms. It will enable monitoring of all arms licensed to civilians and the security force agencies. To support the identification and traceability of SALW, Rwanda received 2 marking machines

from RECSA Secretariat with funding from the EAC and US Government through the Office of Weapons Removal and Abatement (WRA). Marking of State-owned firearms is in progress.

The NFP has in collaboration with other stakeholders co-ordinated the destruction of SALW since 2005. In the recent past, Rwanda acquired a cutting machine which works in an environmentally friendly manner to destroy SALW, replacing the public burning method. Public awareness campaigns and training have been conducted by the Central Firearms Registry Department and civil society organizations.

2.8 Somalia

Somalia joined RECSA in 2005 and appointed a NFP coordinator in 2006. Due to the current instability in the country, no major activities have been undertaken. However, in the recent past, the NFP organized public awareness raising activities to mark the Nairobi Declaration Day.

2.9 Sudan

Sudan signed the ND in 2000 and the NP in 2004. The NFP was established in 2004. The NFP has full-time staff dedicated to SALW work. The Government supports the staff salaries. The harmonization of SALW laws is in process and a draft has been presented to the relevant Ministry for consideration. A draft SALW policy is still under review by the NFP.

Capacity building of LEA on SALW has been limited and no NAP on SALW management has been developed. To support the identification and traceability of SALW, Sudan received 4 marking machines from RECSA Secretariat with funding from the US Government through the Office of Weapons Removal and Abatement (WRA). Management and control of SALW has been hampered by instability in Sudan caused by the longest war in Africa.

DDR Commission was established in 2007 by a presidential decree. The Commission has conducted a baseline survey in 2009 to assist in understanding the complex issues on the problem of the on-going war. It is the policy of the Government to issue to the LEA the arms collected through DDR programme. Demining exercise is being carried out by MAG since 2006. Public awareness raising has been hampered by the on-going civil war.

2.10 Seychelles

Seychelles signed the NP in 2004 and established a NFP in the same year coordinated by the Police and drawing membership from Ministry of Foreign Affairs, Seychelles People's Defense Forces (SPDF), Attorney Generals' Office and civil society. The NFP has 5 working committees namely, Executive, Public Awareness and Education, Stockpile Management, and General Committee. However, the NFP lacks full-time staff and an independent budgetary allocation from the Government. Seychelles is yet to ratify the NP but efforts are underway to harmonise the existing laws on SALW to the NP.

To support the identification and traceability of SALW, Seychelles received 2 marking machines from RECSA Secretariat with funding from the US Government through the

Office of Weapons Removal and Abatement (WRA). The country is in the process of marking all state-owned arms. Capacity building and awareness raising have been undertaken through workshops on various issues relating to SALW. The NFP has engaged with media to create nation-wide awareness through documentaries and airing of the events through print and electronic media.

2.11 Tanzania

The Government of Tanzania signed the ND in 2000, NP in 2004 and established the NFP in 2001. A NAP was developed in 2001 for a period of 5 years and the NFP and the Arms Management and Disarmament Committee (AMAD Committee) were mandated to oversee its implementation. The period for the implementation of the NAP has since lapsed and thus needs urgent review. In addition, Tanzania has a draft National Policy on SALW expected when approved to guide the drafting of legislation that will incorporate the provisions of the Nairobi Protocol. Tanzania has also established and trained regional and district task forces to foresee the implementation of various SALW projects at regional and district level.

In pursuit of effective stockpile management, Tanzania has undertaken destruction of collected, surrendered and seized firearms. To date Tanzania has destroyed over 8,000 firearms; nonetheless Tanzania still has a significant stockpile awaiting destruction. Tanzania is also one of the first Member States in the Region to have an electronic/computerized database for licensed civilians firearms. Tanzania has received 2 marking machines from RECSA Secretariat with support from EAC and US Government through the Office of Weapon Removals and Abatement to facilitate the marking of firearms owned by the State. Tanzania has also conducted joint operations with various law enforcement agencies. In information generation and exchange, the NFP works closely with civil society organizations and research organizations. A national NGO network on SALW has been established and training conducted for the national committee.

2.12 Uganda

Uganda established a NFP in 2001 to spearhead the implementation of the ND, and later on the NP. The NFP Office has full-time staff and government budgetary support. However, there is still need for capacity building for NFP to execute its mandate. A NAP on SALW control and management was developed in 2003 to be implemented for 5 years and needs to be reviewed in light of the lapsed time. The management of SALW is regulated by the 1970 Firearms Act and related legislation, which require to be reviewed in line with the NP and international instruments on SALW. A draft policy on SALW was submitted to the Ministry of Internal Affairs for consideration and onward transmission to Cabinet.

Uganda has over the years undertaken disarmament of armed civilians and groups through DDR, amnesty programmes and forceful disarmament. Destruction of obsolete government stocks and collected SALW has been going on since year 2002. In addition, to improve identification and traceability of SALW, Uganda received 2 marking machines from RECSA Secretariat, with funding from EAC and US Government. Marking of state owned firearms is in progress. Demobilisation and reintegration of ex-combatants in Uganda has been facilitated by the Government's political will. A number of organizations

have been established for these purposes:

- The Uganda Veterans Assistance Board (UVAB) established in 1992 to: (i) Formulate and coordinate all activities for the implementation of Government's programme for assistance to ex-combatants and (ii) promote the smooth transition of ex-combatants to productive civilian life.
- The Amnesty Commission that was established by the Amnesty Act in 2000. The commission was empowered to negotiate amnesties with rebel factions willing to cease military activities, hand in their weapons, and pursue their political agenda through democratic means. Over 10,000 ex-combatants have renounced rebellion and sought amnesty since 2000. Other key organizations that were formed to facilitate reintegration of ex-combatants include Karamoja Integrated Disarmament and Development Programme (KIDDP), and Northern Uganda Social Action Fund (NUSAF).

Uganda NFP is actively engaged in public awareness raising through media, primary school essay competition in 2006, and close work with CSOs.

3.0 OPPORTUNITIES AND CHALLENGES

The RECSA Secretariat five year Strategy (2009-2014) was approved in 2009 by the RECSA Council of Minister. The long term objective of the Strategy is to achieve a secure sub-region free from the proliferation of illicit small arms and firearms misuse. The Strategy recognizes the achievements to date and the need for consolidation of these gains. Worthy to note are the specific gains in establishing the institutional structures for a coordinated action in the control of SALW.

Based on a SWOT analysis during a stakeholder consultation workshop held in May 2009 in Kampala, Uganda, the participants identified the key drivers and the challenges to the successful implementation of the Nairobi Protocol. The main success factors were identified as;

- Political will and its translation into instruments and structures for implementation e.g. ND, NP, RECSA Secretariat, NFP
- Global recognition of the need to address SALW and support from the Development Partners in the areas of capacity building and funding of SALW management interventions
- Championship and support from selected Member States
- Involvement of civil society organizations in the provision of technical and financial support in the implementation of SALW interventions. For example, in the development of the national action plans
- Cooperation with other regional bodies, e.g. IGAD, ICGLR, EAC, EAPCCO among others
- Collaboration with the Media

The identified challenges were as follows:

- Reliance on external funding will not adequately sustain intervention priorities.
- Inadequate reporting on interventions undertaken by Member States and unsatisfactory information sharing.
- Location of some NFPs at lower level of the government decision making undermines their capacity to spearhead the needed SALW management programmes.
- Inadequate capacity in LEA to implement SALW interventions. In view of the rapid changing environment capacity building should be taken as a priority.
- Continued conflicts and fragility of peace in the Region undermines momentum in the control of SALW.
- Weak networks and partnerships with relevant stakeholders hinder synergy building leading to duplication of effort.
- Inadequate linkages with local communities in the design and implementation of SALW interventions and thus are yet to be felt at grass-root level in most MS.
- Inadequate gender analysis in the planning, implementation, monitoring and evaluation of SALW programmes and interventions.
- Quick-fix DDR programmes result in unsustainable reintegration of ex-combatants who remained a challenge for SALW interventions.
- Inadequate regional standards and limited cross-border cooperation on disarmament undermine the interventions in this area.
- Inadequate data on SALW issues to inform policy, due to insufficient funding for research.

TABLE 1

| External Threats and Opportunities | | |
|---|---|--|
| | Opportunities | Threats |
| 1. Political | <ul style="list-style-type: none"> - Regional integration - Championing of some States on SALW issues | <ul style="list-style-type: none"> - Internal conflict & external conflict - Election fever |
| 2. Economic | <ul style="list-style-type: none"> - Majority of MS have necessary resources to support implementation of SALW interventions - International assistance available to support SALW interventions | <ul style="list-style-type: none"> - Limited allocation of funds to SALW interventions - Global financial crisis - Priorities of donors |
| 3. Social | <ul style="list-style-type: none"> - Social forums & traditional conflict resolution mechanisms | <ul style="list-style-type: none"> - Multiplicity of initiatives by different players - Differing cultural values and practices |
| 4. Technological | <ul style="list-style-type: none"> - Availability of marking & tracing equipment - Availability of advanced ICT facilities | <ul style="list-style-type: none"> - Prohibitive cost of ICT - Inadequate ICT skills - Slow adaptability to technology |
| 5. Environment | <ul style="list-style-type: none"> - Availability of different destruction methods - Unexploited environmental resources | <ul style="list-style-type: none"> - Degradation of environment - Inappropriate policies on natural resources |
| 6. Legal | <ul style="list-style-type: none"> - Existence of international and regional instruments on SALW | <ul style="list-style-type: none"> - Failure to domesticate and implement |

| Internal Environment of the NFP | | |
|--|--|---|
| | Strengths | Weaknesses |
| 1. Shared Values | <ul style="list-style-type: none"> - Shared Goals and commitment by Member States - Existence of dynamism in the Disarmament Sector in some MS | <ul style="list-style-type: none"> - Diversity of contexts among member states - Distrust/mistrust between member states |
| 2. Skills | <ul style="list-style-type: none"> - Existing pool of expertise in the area of SALW - Existing partnerships among different players | <ul style="list-style-type: none"> - Inadequate deployment and mobilization of available skills |
| 3. Staff | <ul style="list-style-type: none"> - Trained and dedicated staff available in some NFPs | <ul style="list-style-type: none"> - Lean staff (trained & experienced) - Lack of sufficient resources to attract appropriate skilled staff |
| 4. Style | <ul style="list-style-type: none"> - Consensus in decision-making - Lobbying for implementation of SALW programmes by RECSA Sec. and NFPs | <ul style="list-style-type: none"> - Inadequate information exchange and reporting on SALW interventions |
| 5. Systems | <ul style="list-style-type: none"> - Financial procedures in place - Strategies and work-plans in RECSA & some MS | <ul style="list-style-type: none"> - Financial management systems rudimentary in some NFPs - No M&E system |

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| 6. Structure | <ul style="list-style-type: none"> - RECSA (Council of Ministers, Technical Advisory Committee, Secretariat) operational - NFPs established - Regional and District Task Forces established in some MS | <ul style="list-style-type: none"> - No regional and district structures in some MS - Some structures are non-operational - Conflicting roles in some of the structures |
| 7. Strategy | <ul style="list-style-type: none"> - RECSA Secretariat 5-year Strategy in existence - Development and implementation of NAPs in 40% of MS | <ul style="list-style-type: none"> - Inadequate resources to implement existing Strategy and NAPs - Not all Member States have NAP |

4.0 STRATEGIC INTERVENTION AREAS

The RECSA Secretariat 5-year Strategy clusters the intervention areas into 3 strategic intervention areas.

TABLE 2: FROM ACTIVITY AREAS TO RESULT PILLARS

| Activity Areas | Results Pillars |
|---|---|
| <ul style="list-style-type: none"> - Institutional Framework - Regional Cooperation and Coordination - Legislative Measures - Operational and Capacity Building | Development of effective Institutions |
| <ul style="list-style-type: none"> - Control, seizures, forfeiture, distribution, collection and destruction | Effective promotion and facilitation of SALW management |
| <ul style="list-style-type: none"> - Information exchange and record keeping - Public Awareness | Effective Information provision |

For details on the interventions under each result pillars in the above table, refer to the RECSA Secretariat 5-year Strategy.

During the development of this implementation strategy, stakeholders identified the following intervention areas:-

- Developing and strengthening the capacity of the institutions and human resource
- Rationalization and Harmonization of policies
- Networking, partnerships and cross-border co-operation
- Generation, Management and Dissemination of Information
- Developing common regional standards, guidelines and best practices
- Resource Mobilization
- Developing approaches to demobilization and reintegration of ex-combatants

These interventions were rationalized and harmonized with the activities suggested in the strategic plan, and organized into the three strategic objectives/result areas.

RECSA Secretariat

This regional implementation strategy will be used as a corporate Operational Plan that partners will buy into.

- As a networking and coordination unit, the secretariat will develop a clear partnership strategy. The strategy will enable RECSA to derive the necessary synergies from the

- current ongoing initiatives that are being implemented by stakeholders.
- Hiring additional staff as recommended in the functional analysis and engagement of Programme Staff.
 - Conducting short term skills enhancement courses in programme management, networking and alliance building, small arms stockpile management, policy formulation and advocacy, communication and information management and any other relevant areas
 - Developing effective management systems and procedures
 - Developing and implementing a resource mobilization strategy

National Focal Point

The Nairobi Protocol and this implementation strategy identify the National Focal Points (NFPs) as the implementation agencies for SALW initiatives. From the country background papers, it is evident that the NFPs need to be strengthened further to better discharge their mandate. Staffing at the NFPs should be commensurate with the mandate of coordinating national SALW interventions. There will be flexibility in programme planning to allow for hiring of consultants or fixed term staff to undertake special assignments at the NFPs to fill the gaps.

The specific activities at the NFPs will include;-

- Ensuring the NFP Office is operational and capacitated with necessary equipment and skills
- Spearhead the review and development of national policy and legislation on SALW
- Facilitate the development, implementation and review of the NAPs
- Effectively promote stockpile management in MS
- Coordinate the generation and dissemination of information on SALW-related issues

5.0 IMPLEMENTATION ARRANGEMENTS

5.1 Oversight and Stewardship

RECSA is governed by a Council of Ministers. In addition, there is a Technical Advisory Committee (TAC) comprising of the National Focal Point Coordinators from the Member States and two representatives of CSOs. The dual role of NFP Coordinators as members of a governance body that provides oversight and stewardship as well as being the main implementers of activities at the national level will be reviewed. The main challenge posed by this arrangement is the potential conflict of interest when monitoring and evaluating the performance of RECSA. As TAC Members, the NFP Coordinators might not provide an objective evaluation of their performance, especially in cases where targets have not been met.

5.2 Management and partnership arrangements

This Regional Implementation Strategy will be implemented within the institutional framework of RECSA. The primary responsibility will fall within the normal duties and functions of the RECSA Secretariat staff and NFPs in accordance with their mandate. RECSA recognises the vital involvement of CSO's and other partners in the realisation of this strategy's objectives; as such they will be actively engaged in the process.

5.3 Performance Management

Building on the current logframe based performance management framework, a comprehensive performance management plan for tracking the implementation of activities and monitoring the outcomes and impacts of proposed investments is being developed. Corporate logframe has been developed with standard indicators for each result area. The corporate logframe aligns all activities and associated expenditures to specific result areas. In addition, each activity or sets of activities deliver on specific result indicators. It is envisaged that the performance monitoring plan will be linked to the human resources performance improvement plan in order to enhance organizational efficiency.

All funded projects will develop specific logframes that are nested to the RECSA logframe with specific indicators that mirror the standard indicators in the RECSA corporate logframe. The beginning of each planning period, specific targets will be set for each indicator upon which the performance/progress report will be based. Performance reporting will focus on the degree to which the set targets have been met.

To the extent possible, stakeholder participation will be embedded in the performance monitoring plan. In the case of community based projects such as disarmament, awareness creation and community mobilization, participatory monitoring and evaluation approaches with special performance criteria will be developed and implemented.

ANNEX 1: SPECIFIC ACTIVITY PLANS

| EFFECTIVE INSTITUTION | | |
|-----------------------|---|---|
| 1 | Strengthening of RECSA Secretariat | <p>Staffing</p> <ul style="list-style-type: none"> Filling the staff establishment at RECSA at 100% <p>Funding</p> <ul style="list-style-type: none"> Development and implementation of a resource mobilization strategy <p>Training</p> <ul style="list-style-type: none"> Short term skills enhancement courses for professional and general staff <p>Cooperation/Coordination</p> <ul style="list-style-type: none"> Develop a partnership strategy |
| 2 | Operationalisation of NFPs | <p>Office</p> <ul style="list-style-type: none"> Respective MSs to allocate appropriate office space to the following NFPs: Republic of Congo, Eritrea, Ethiopia, Seychelles, Somalia and Tanzania. <p>Staffing</p> <ul style="list-style-type: none"> Respective MSs to fully support staffing of NFPs in Republic of Congo, Djibouti, Eritrea, Ethiopia, Kenya, Rwanda, Seychelles, Somalia and Tanzania. <p>Funding</p> <ul style="list-style-type: none"> Allocate funds to NFPs in the budget of the respective ministries where they are placed in Republic of Congo, Djibouti, Eritrea, Ethiopia, Kenya, Seychelles, Somalia, Sudan and Tanzania. All MSs to mobilize funds from development partners for the implementation of SALW interventions. <p>Training</p> <ul style="list-style-type: none"> Training on Project and Financial Management <p>Cooperation/Coordination</p> <ul style="list-style-type: none"> Increase linkages within government ministries and with regional and international bodies Support engagement of CSOs and grassroots organizations in SALW interventions |
| 3 | Provincial/Regional & District Task Forces | <ul style="list-style-type: none"> Support to the establishment of Provincial/Regional and District Task Forces in Burundi, DRC, Kenya, Rwanda and Uganda |

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| 4 | Development/Review of NAPs | <ul style="list-style-type: none"> • Review of NAPs in Kenya, Tanzania and Uganda • Implementation of NAPs in Burundi, Kenya, Rwanda, Tanzania and Uganda • Finalization and implementation of NAPs in Djibouti and Eritrea • Development of NAPs in Republic of Congo, DRC, Ethiopia, Seychelles and Sudan |
| 5 | Development of SALW policy | <ul style="list-style-type: none"> • Establishment of policy/legal drafting committees in Djibouti, Seychelles and Somalia • Finalize the development of national SALW policies in Kenya, Rwanda, Tanzania and Uganda. |
| 6 | Harmonization of national legislation on SALW | <ul style="list-style-type: none"> • Finalize the approval of draft legislation in DRC, Rwanda, Sudan and Tanzania. • Support the implementation of new or revised SALW legislation in Burundi and Rwanda • Support to legal drafting committees in Djibouti, DRC, Eritrea, Ethiopia, Kenya, Seychelles, Somalia, Sudan, Tanzania and Uganda |
| 7 | Cross-border cooperation | <ul style="list-style-type: none"> • Support Joint Simultaneous Operations in Ethiopia, Kenya, Sudan, Tanzania and Uganda • Support DTF cross-border meetings in Kenya, Sudan, Tanzania and Uganda |
| 8 | Development of BPG | <ul style="list-style-type: none"> • Develop BPG on practical disarmament • Finalize BPG on arms marking |

EFFECTIVE PROMOTION AND FACILITATION OF SALW MANAGEMENT

| | | |
|---|--|---|
| 1 | Arms marking | <ul style="list-style-type: none"> • Continue marking of SALW in Kenya, Rwanda, Tanzania and Uganda. • Carry out in-country training and fast-track the marking of SALW in Burundi, Djibouti, DRC, Eritrea, Ethiopia, Seychelles, Sudan and Zambia. • Procurement of more marking machines for DRC, Ethiopia, Kenya, Tanzania, Sudan and Uganda. |
| 2 | Development of SALW record databases based on a customized software | <ul style="list-style-type: none"> • Develop a customized software • Regional and national trainings and installation in RECSA MS |
| 3 | Strengthen physical stockpile security and management | <ul style="list-style-type: none"> • Build armouries in Burundi and DRC |

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| 4 | Training on stockpile management | <ul style="list-style-type: none"> National trainings on stockpile management in Burundi, Republic of Congo, Djibouti, DRC, Eritrea, Ethiopia, Kenya, Rwanda, Seychelles, Somalia, Sudan, Tanzania and Uganda |
| 5 | Support destruction of SALW and UXO | <ul style="list-style-type: none"> Ensure destruction of surplus, obsolete, surrendered and collected SALW and UXO in line with the Best Practice Guidelines in Burundi, Ethiopia, Eritrea, DRC, Kenya, Rwanda, Somalia, Sudan, Tanzania and Uganda |
| 6 | Support disarmament | <ul style="list-style-type: none"> Support disarmament initiatives in RoC, Ethiopia, Rwanda, Somalia and Tanzania Undertake practical disarmament and mainstream disarmament into development programs in Burundi, DRC, Kenya, Rwanda, Sudan and Uganda. |
| EFFECTIVE INFORMATION PROVISION | | |
| 1 | Research | <p>Capacity Building</p> <ul style="list-style-type: none"> National researchers' forums in Burundi, DRC, Ethiopia, Rwanda, Seychelles and Sudan <p>Research on topical issues</p> <ul style="list-style-type: none"> Small arms and light weapons flow in the region Stockpile security and management by various states signatory to the ND and NP Legal response to the Nairobi Declaration and the Nairobi Protocol by the signatory States Achievements and challenges in the implementation of small arms and light weapons control and management Implementation of NAPS including impacts and lessons learned Arms transfers control mechanisms Gender dimension in the proliferation and control of SALW, especially the role of women in acquisition, trafficking, storage and victimization Impact of SALW on communities, States, and social and economic development Significance of SAW in conflicts and violence Relationship between small arms proliferation and escalation of cross-border crime Social and economic impact of small arms, especially in healthcare and achievement of the Millennium Development Goals (MGDs) |
| 2 | Public awareness raising | <ul style="list-style-type: none"> Production and dissemination of awareness materials to categorized stakeholders Routine media engagement Regular RECSA Secretariat Website up-date Workshops/Forums with key stakeholders Engagement of grass-roots organizations/communities through traditional media |

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