ProGRAMME TO TACKLE ILLICIT PROLIFERATION OF SMALL ARMS AND LIGHT WEAPONS (SALW) IN ECOWAS States

**REGIONAL SMALL ARMS AND LIGHT WEAPONS TRAINING PROGRAMME**

**AT KOFI ANNAN INTERNATIONAL PEACEKEEPING TRAINING**

CENTER – KAIPTC

a programme of:

kofi annan international peacekeeping training centre (kaiptc)

United Nations development Programme

ECOWAS COMMISSION

and

GOVERNMENT OF japan

### January 2015

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# project summary

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| Project title: | Programme to Tackle the Illicit Proliferation of Small Arms and Light Weapons in ECOWAS States |
| Award ID and project number: | 00064338 and 00081178 |
| Project duration: | 01 April to 31 December 2014 |
| Extension(s) (if applicable): |  |
| Executive agency: | Kofi Annan International Peacekeeping Training Centre (KAIPTC) |
| Implementing partner(s): | KAIPTC |
| Total budget: | US$500,000.00 |
| Contribution from Japan: | US$500,000.00 |
| Related CPR outcome(s): | To contribute to the Effective Implementation of the ECOWAS Convention on Small Arms and Light Weapons, their Ammunition and Other Related Material in West Africa |
| Expected project outputs: | 1. Up to 100 West African SALW control practitioners trained in best practices in a wide spectrum of SALW control issues; 2. One report on SALW and Peacekeeping in West Africa produced; and 3. Effective management including monitoring and evaluation procedures and a communications strategy outlined and implemented. |
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| Report prepared by: | John Mark Pokoo |
| Date of report: | 30 January 2015 |

The Programme to Tackle the Illicit Proliferation of Small Arms and Light Weapons (SALW) in the Economic Community of West Africa States (ECOWAS) States, also referred to as the “SALW training Programme”, provides technical assistance through training to the 15 ECOWAS member states towards the implementation of the sub-regional Convention on Small Arms and Light Weapons, their Ammunition and Other Related Material which was adopted on 14 June 2006. The beneficiary ECOWAS member states are – Benin, Burkina Faso, Cape Verde, Cote d’Ivoire, The Gambia, Ghana, Guinea, Guinea-Bissau, Liberia, Mali, Niger, Nigeria, Senegal, Sierra Leone and Togo.

In 2014, the Programme focused on the organization of training courses in Ghana, Cote d’Ivoire and Senegal, focusing on SALW control issues including a specific course on stockpile management for 132 participants from 14 West African countries. Additionally, Programme staff continued to lead work on a national small arms baseline survey. Furthermore, the monitoring of trainees also continued in four countries – Liberia, Nigeria, Benin and Senegal -, and preparatory work on the production of a research paper on SALW and peacekeeping was begun. Field data gathering in Mali and Cote d’Ivoire relating to the above research activity was suspended in view of the Ebola outbreak in some parts of the sub-region in the second half of 2014.

# description of the project

The objective of the Programme ties-in with the pioneering role of the Government of Japan in supporting the international process to develop global norms towards the control of illicit trade in small arms and light weapons in all its aspects between 1997 and 2001. Out of that financial and technical support provided by the Government of Japan and other governments, the United Nations has a Firearms Protocol supplementary to its Convention against Transnational Organized Crime (2001); and a Programme of Action to Prevent, Combat and Eradicate the Illicit Trade in Small Arms and Light Weapons in all its Aspects (2001). The various regional arrangements of the various continents and/or their constituent sub-regional organizations have developed related protocols and conventions on Small Arms that contextualizes the nature of small arms and light weapons proliferation in particular inter-national zones.

In West Africa, ECOWAS developed a politically and legally binding Convention on Small Arms and Light Weapons, their Ammunition and Other Related Material in June 2006. The above Convention received the required minimum number of nine (9) state party ratifications and became operational in November 2009.

The SALW Programme at the KAIPTC seeks to enhance technical/practitioner capacity in the ECOWAS member-states towards the implementation of the above-mentioned Convention. Thus the KAIPTC together with the ECOWAS Commission, the United Nations Development Programme (UNDP) and the Government of Japan (GoJ), are the implementing partners of the Programme. The GoJ is the sole sponsor of the Programme and also supports implementation with technical experts. The implementing partners are represented at the Steering Committee and Technical Working Group levels of the Programme. The later supports the operational team led by the Resident Coordinator based at the KAIPTC. The SALW Training Programme continues to work with the various national commissions for small arms which are the official national coordinating agencies for small arms control in the beneficiary countries. These national commissions for small arms are the in-country partners, coordinating the recruitment of trainees and also, ensuring that these trainees are easily identified for impact monitoring and evaluation purposes.

So far, the Programme has developed four (4) SALW-related training courses in: Border Security Management; Marking Record-keeping and Tracing; Stockpile Management; and SALW Foundation Course. Based on a combination of factors including, but not limited to, previous course participants’ feedback, operational/environmental trends and the SALW agenda of the ECOWAS Commission, at least, two of the above courses are reviewed and organized in each year. The selected courses form the thematic issues around which annual programme proposals are developed for approval by the implementing partners. Following the above criteria, the Stockpile Management course and the SALW Foundation course were organized in 2014 in three ECOWAS countries (i.e. Ghana, Cote d’Ivoire and Senegal) for a total of 132 West African participants. The targeted number of trainees for 2014 was 100.

Additionally, the Programme staff are leading the conduct of a multi-sourced nationwide small arms baseline survey in Ghana – using data from questionnaire administration, focus group discussion, individual in-depth interviews and physical inspection of armories of private arms dealers and those of the security agencies across the country. In 2014, a nation-wide inspection of armories of the security agencies was conducted in the last quarter of the year, marking the end of the data-gathering phase for the survey. A draft report was issued and a validation meeting of national stakeholders is slated for March 2015 to pave the way for the publication and subsequent implementation of the findings of the report. This report covers the period April to December 2014.

# project results and achievements

1. *Project results*

***Output One****: -* **To enhance capacity of the ECOWAS member states to implement the Convention on SALW** -up to 100 West African SALW control practitioners trained in best practices in SALW control and also, Stockpile Management:

In 2014, three courses were projected to be organized in Ghana (two courses), and Cote d’Ivoire (1 course). However, a fourth course was organized in Senegal in December. The reasons is provided under the lessons learned segment of this report. The cumulative trainee list, individual post-course reports and the associated post-course evaluation reports of the mentioned courses have been attached to this report. The organization of all the courses provided opportunities for deepening the collaboration with the national commissions for small arms in the respective countries, particularly, the Commissions in Senegal and Cote d’Ivoire where in-country courses were organized.

The histogram and pie chart below show distribution of the trainees in 2013 by country and also gender disaggregation:

**KAIPTC-SALW Trainee distribution per country for 2014**

**KAIPTC-SALW Gender Distribution of Trainees for 2014**

The trainings exposed participants to appropriate norms and regimes that guide the specific tasks in small arms control and also border security mangement. For example, the commitments of member states to the ECOWAS Convention was highlighted during the discussions on the ECOWAS Convention. Similar concepts and tools such as the UN –supported Integrated Small Arms Standards (ISACS), integrated border management, the UN Programme of Action on Small Arms and a number of key documents were discussed

***Output Two*- To enhance understanding of SALW issues in the West Africa sub-region:** The concept note and initial desk research was done. Field data gathering and report writing remains outstanding in view of the suspension of activities arising from the Ebola outbreak and also, the scaling up of training activities in the last quarter of 2014.

***Output Three* -** Effective management including monitoring and evaluation procedures and a communications strategy outlined and implemented**:** In addition to regular reports to the Programme stakeholders, impact-related field trainee monitoring was conducted in Nigeria, Benin Liberia and Senegal.

1. *Project impact –*

Generally, participants’ feedback during the post-course evaluations were good. The individual evaluation reports together with a consolidated field monitoring report from the four countries visited (Liberia, Nigeria, Benin and Senegal) have been attached to this report. Together, they highlight the relevance and utility of the courses delivered at the KAIPTC. Among other developments, Liberia wanted the KAIPTC to assist with the setting up of its small arms database for the newly-created firearms bureau at the headquarters of the Liberia National Police.

# Lessons learned and implementation challenges

Three (3) significant emergencies affected the course of events in 2014. The first one related to the impromptu departure of the UN volunteer who left the programme for a new assignment in Uganda. The Government of Japan then requested that the operational team utilized the remaining funds for sustaining that position, to organize additional training courses, hence, the fourth course on Stockpile Management in Senegal from 1-5 December 2014. The mentioned course enabled the operational team to exceed the planned targeted trainees for the year from 100 to 132. Secondly, the outbreak of the Ebola disease resulted in the suspension of the entire KAIPTC programme of activities from August to October 2014. The stated suspension was, however, lifted with restrictions in November 2014. It meant that access to the last two courses in Cote d’Ivoire and Senegal, could not be expanded to participants other than those from the host countries. Additionally, the last two courses were held back-to-back which required that the entire programme team worked on both courses. In effect, some outstanding activities relating to the field data-gathering towards the research paper on “SALW and peacekeeping” could not be done and had to be re-phased into 2015. The third emergency related to the monitoring mission to Guinea-Bissau. Sub-regional flight arrangements are such that flying to Bissau requires transit through Dakar. As a result, the costing of the monitoring mission to Guinea-Bissau was integrated into that of the monitoring mission to Senegal. However, while in Senegal, the National Commission for Small Arms in Guinea-Bissau informed that the political situation in that country following the general and parliamentary elections in July 2014, was not conducive for the monitoring mission to continue to Bissau. Therefore, the KAIPTC delegation could not continue to Bissau for the field monitoring of trainees in that country. This meant that field monitoring of trainees was done in four (Liberia, Benin, Nigeria and Senegal) out of the proposed five countries.

# Next steps

The challenges in the Sahel region portends multiple ramifications that require enhanced strategic and operational attention. Increased criminality provides opportunities for illicit resource mobilization to finance sustained violence in the form of terrorism and the sustenance of other forms of organized crime. The Sahel region is gradually becoming the epi-center of violence and political instability in the West-Africa sub-region. Terrorist group, Boko Harem, is expanding its sphere of operations beyond Nigeria into neighboring Chad, Cameroun and Niger. This raises a number of knowledge, policy and operational deficits. For instance, there are questions about local political and social dynamics that encourage recruitment and financing of criminal activities in the Sahel. There are also questions about the governance models of criminal and illicit networks in the Sahel, their relations with other networks and groups around the world as well as the intentions of criminal networks towards the future. There are also questions about the governance machineries in the affected countries that encourage the successful criminal networks. Finally, there is the need to appreciate the regional and international involvement in the resolution of issues relating to the Sahel region. In the last six years that Japan and UNDP have been supporting this programme, the KAIPTC has utilized the opportunity to explore other security issues from the perspective of small arms control. For example, in addition to the above-mentioned courses of the KAIPTC SALW Programme, in 2013, the Government of Japan supported a targeted Project on the Sahel which enabled the KAIPTC to develop additional courses on Security Sector Governance, Collaborative Policing, and Piracy and Transnational Crime. These courses increased engagement of the Programme with both operational and policy-level actors. Going forward, there is the need to refocus the Programme onto the broader issues of transnational organized crime and terrorism – identifying risks and engaging relevant actors towards policy and operational-level programming both at the national and sub-regional levels. That way, small arms and light weapons control would be integrated into the wider sphere of organized crime and terrorism and emerging thematic scope of the Programme would reflect the security dilemma in the West Africa sub-region. As a reliable partner that delivers, the experience of implementing the KAIPTC-SALW Programme and the Sahel Project provides the required track-record for the KAIPTC to engage with the West Africa sub-region and Sahel region in subsequent years.

# financial summary

**Annex A**

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| --- | --- | --- | --- | --- | --- |
| **Expected Output** | **Planned** | | **Actual (Achievements)** | | **Variations outstanding**  **US$** |
| **Activities** | **Budget US$** | **Activities** | **Disbursed US$** |
| To enhance capacity of the ECOWAS member states to implement the Convention SALW | Train 100 West Africans on small arms control; and also on stockpile management | 323,000.00 | 1. SALW Foundation course (KAIPTC) for 28 2. Stockpile Management course (KAIPTC) for 35 3. Stockpile Management Course (Cote d’Ivoire) for – 40 4. Stockpile Management Course (Senegal) for - 29 |  | () |
| To enhance understanding of SALW issues in the West Africa sub-region | Conduct research into small arms control and peacekeeping | 11,000.00 | Only no-cost related activities were conducted  Field data gathering outstanding | 00.00 |  |
| Effective management including monitoring and evaluation procedures and a communications strategy outlined and implemented; and |  | 118,962.96 | Emoluments of programme staff paid to date including one UN Volunteer; monitoring missions to four countries – Liberia, Nigeria, Benin and Senegal |  |  |
| Cost recovery | GMS 8% | **37,037.04** | GMS 8% | **37,037.04** | 0 |
| Total |  | **500,000.00** |  | **500,000** | **0** |