



TOGOLESE REPUBLIC



INTRODUCTION

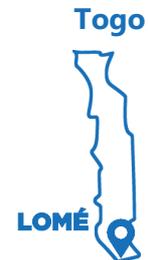
In December 2021, the Government of the Togolese Republic, via the designated national lead entity, the *Commission nationale de lutte contre la prolifération, la circulation et le trafic illicites des armes légères et de petit calibre* (CNLPAL), in cooperation with the Economic Community of West African States (ECOWAS) and the United Nations Institute for Disarmament Research (UNIDIR), conducted a weapons and ammunition management (WAM) baseline assessment at the national level. The objective was to assess as comprehensively and systematically as possible the institutional and operational capacities, policies, processes, and procedures of WAM, in line with the obligations and commitments of international and regional instruments, as well as relevant standards and guidelines, in order to identify approaches and options for strengthening the national framework governing WAM in Togo.

This country insight presents the key findings of the WAM baseline assessment in Togo, covering the period until December 2021. This publication draws from and is based on the comprehensive report transmitted by UNIDIR, in cooperation with ECOWAS, via the CNLPAL, to the Government of Togo.¹ **This country insight does not reflect and does not take into account more recent changes**

and developments including with regards to WAM in Togo since December 2021.

Nevertheless, most of the main findings as well as the identified options to further strengthening WAM in Togo remain relevant and valid. The insight is structured as follows: following an introduction to the national context and the situation of WAM in Togo, key findings and observations of the assessment are presented by key functional areas of WAM (see also Box 2). What follows are the implementation options identified and validated during the consultative process (see also Boxes 3 and 4). The final section provides perspectives for the use of the assessment results and the implementation of the identified options for strengthening the national framework governing WAM in Togo.

This country insight is part of a series on States that have undertaken a baseline assessment on WAM at the national level using UNIDIR's reference methodology, in cooperation with UNIDIR and its regional and international partners. The series is complemented by an annual update on the progress made by these States in strengthening WAM frameworks, policies, and practices at different levels.²



POPULATION : 8.4 million

RÉGION : West Africa

CAPITALE : Lomé

ANNUAL GDP: 7.5 billion USD

DATE OF THE ASSESSMENT: December 2021

BOX 1 : What is WAM ?

WAM is the oversight, accountability and governance of weapons and ammunition throughout their management cycle, including the establishment of relevant national frameworks, processes and practices for the safe and secure materiel acquisition, stockpiling, transfers, end-use control, tracing, and disposal. WAM covers conventional weapons, including small arms and light weapons, ammunition, components, and related material³.

BOX 2 : WAM key functional areas part of a national baseline assessment

UNIDIR's reference methodology⁴ used and applied for the weapons and ammunition baseline assessment at the national level includes an assessment by key WAM functional areas. This approach and methodology aim at assessing the entire life-cycle management of weapons and ammunition, to the extent possible, thereby promoting a holistic approach to understanding the institutions, capacities, practices, procedures, and actors including stakeholders involved in WAM.

The key functional areas are :

- National coordination mechanism ;
- Legal and regulatory framework ;
- Transfer Controls ;
- Stockpile management of weapons and ammunition ;
- Marking of weapons ;
- Recordkeeping ;
- Weapons tracing and ammunition profiling ;
- Processing of illicit weapons and ammunition ;
- Collection (and civilian possession) ;
- Disposal, including destruction of weapons and ammunition.

The integration of gender-responsive policies and practices in WAM is considered as a cross-cutting issue, and strengthens the national security sector, oversight, accountability and governance of weapons and ammunition. A gender-sensitive approach to arms control and disarmament, as well as women's participation in WAM, is integral to the planning, design, implementation and monitoring process and to a national baseline assessment of WAM and WAM initiatives and activities⁵.

BOX 3 : Options and a national 'roadmap' towards a national framework for WAM

One of the key results of a national WAM baseline assessment - which forms the basis for a follow-up assessment and activities to strengthen WAM - is the development of a national 'roadmap' on WAM. Such a roadmap sets out the current status of capacities and processes for WAM, WAM enhancement opportunities, as well as options for implementation by key functional areas, organised by prioritisation over a time-frame and actor-specific attribution of roles and responsibilities. Options may include international WAM support and assistance⁶.

Summary of options for strengthening the national WAM framework in Togo



Key Stakeholders

- National Assembly of Togo : ANT
- Commissariat of Customs and Indirect Rights of the Togolese Republic: CDDI
- National Commission for the Fight against the Illicit Proliferation, Circulation and Trafficking of Small Arms and Light Weapons of the Togolese Republic : CNLPAL
- General Staff of the Armies : EMG
- Ministry of Territorial Administration, Decentralization and Local Government of the Togolese Republic : MADC
- Ministry of Foreign Affairs, Regional Integration and Togolese Abroad : MAEIRTE
- Ministry of Agriculture, Livestock and Rural Development of the Togolese Republic : MAEDR
- Ministry of the Armed Forces of the Togolese Republic : MINAR
- Ministry of Economy and Finance of the Togolese Republic : MEF
- Ministry of Justice and Legislation of the Togolese Republic : MJL
- Ministry of Security and Civilian Protection of the Togolese Republic : MSPC
- Presidency of the Togolese Republic : PRT
- International Stakeholders
- Togolese Civil Society

National Context

Togo, a West African country bordering Ghana, Burkina Faso, and Benin, has generally enjoyed relative stability in its recent history, although it has experienced periods of political and social unrest, notably in 1990 and 2005, and the presidential elections of 2010, 2015, and 2020 were surrounded by tensions. The country has about 50 ethnic groups, of which the *Ewé* in the South and the *Kabiye* in the North are the most numerous, but there have been no major religious tensions. However, the regional security crisis could affect Togo, particularly because of the existing and growing instability in the Sahel, the Niger Basin (Mali, Niger, Nigeria), and the Volta Basin (Burkina Faso, northern Benin, Togo, and Ghana), characterized by attacks by non-state armed groups and groups designated as terrorist groups, coupled with the increased flow of arms, ammunition, and

components as well as movements of fighters in the region, including across state borders. Weapons-related terrorist threats in Togo appear to come primarily from the north and the border area with neighboring Burkina Faso, where the number of attacks has increased significantly in recent years.

Both preventively and in response to these developments and threats, Togo has put in place and strengthened security measures particularly to prevent the spread of armed violence including terrorist violence on its territory, although the country remains vulnerable to these threats. It is in this context that the Togolese authorities expressed in 2021 once again their willingness and commitment to rapidly strengthen the control and management of weapons and ammunition (WAM) in Togo.



WAM situation

In Togo, WAM is structured around different issues. These include the management of state weapons and ammunition by the Togolese national authorities and its Security and Defense Forces (SDF); the potential for and measures taken to prevent, detect, and eliminate the diversion of weapons, ammunition, and associated materials to unauthorized actors; the manner in which weapons and ammunition circulating illicitly in the region, including through porous borders (e.g., ant-trafficking), and ending up on Togolese national territory, are addressed; and the challenge related to civilian-held arms and ammunition in Togo, including craft-produced weapons (which “sometimes can look like AK-pattern assault rifles”), and in the sub-region; and the potential link between illicit arms flows and organized crime, including transnational organized crime. All of these issues therefore have a distinct impact on stability, peace and sustainable development in the country.

At the international and regional levels, Togo has demonstrated its commitment to arms control norms, for example as a signatory to all At the international and regional levels.

Togo has demonstrated its commitment to arms control norms, for example as a signatory to all relevant regional⁷ and international⁸ instruments (PoA, ITI, Firearms Protocol and ATT). However, reporting on the implementation of these instruments is a challenge due to capacity, resource requirements, and expertise that sometimes also limit the active participation in these multilateral processes. While the legal and regulatory framework at the national level is relatively developed and harmonized with the international and regional instruments to which Togo is a State Party, it should be strengthened and gaps filled so that it enables the Togolese authorities, the SDF, and other stakeholders at the national level to address the various current challenges mentioned above.



Key functional area 1 :

National Coordination Mechanism



The designation or establishment of a government entity to coordinate and guide national arms control efforts is an important step and component of a national framework for WAM. This entity ensures the cooperation and collaboration among governmental bodies and national, regional, and international partners to implement effective weapons and ammunition life cycle management and related measures. These efforts can be supported by the development, adoption, and implementation of a strategy for WAM and specific action plans related to WAM.

In Togo, the national coordination mechanism for WAM is composed of two key national authorities that participate and/or coordinate WAM: the Ministry of the Armed Forces and the CNLPAL. The Ministry in charge of Foreign Affairs (for coordination at the regional and international levels), and the Ministry of Security and Civil Protection (with some responsibility for civilian-held weapons and ammunition) also play roles in this area. As of December 2021, Togo does not have a single,

centralized coordination mechanism responsible for overall WAM coordination, planning, and implementation (nor does it have a specific WAM strategy and a specific action plan related to WAM).

The scope of the CNLPAL, which is attached to the Presidency of the Togolese Republic, is quite limited and one of the possibilities identified by national authorities and experts in December 2021 was to explore redefining its mandate, allocating adequate resources, and establishing stronger links between the CNLPAL and other national bodies with a role in the institutional architecture of WAM. In addition, it is also important to review and define the missions, roles and responsibilities of each institution in a legislative or regulatory document or through administrative procedures and to strengthen the exchange of information among the national institutions involved in all aspects of WAM to improve coordination, both at the strategic (interministerial) and operational levels.

Options for strengthening the coordination mechanism at the national level

Short-term	Identify the institutions responsible for coordinating the various aspects of WAM in order to define the roles and responsibilities and missions of each institution involved in this coordination.	CNLPAL All ministerial stakeholders and of the SDF
	Provide the CNLPAL with a broader mandate and adequate resources.	PRT ANT CNLPAL
Medium-term	Identify roles and responsibilities with respect to national obligations established in international and regional instruments (Arms Trade Treaty (ATT) reporting, ECOWAS exemption requests).	CNLPAL MINAR MAEIRTE
	Establish a sustainable funding model for CNLPAL activities, projects and programs.	CNLPAL MEF ANT
	Promote support for the CNLPAL from technical partners and donors.	CNLPAL ECOWAS Partners and donors
Long-term	Establish a mechanism for information exchange between national institutions involved in all key functional areas of WAM (e.g., WAM Inter-Ministerial Committee).	MINAR MSPC MJL CNLPAL

Key functional area 2 :

Legal and Regulatory Framework at the National Level



The legal and regulatory framework at the national level is governed by five main texts.⁹ However, the Togolese authorities and national experts have recognized and emphasized that this legal and regulatory framework at the national level is obsolete and outdated with regards to commitments and obligations arising from the international and regional instruments to which Togo is party to. Thus, there are currently gaps in some key areas of WAM (e.g., brokering, transit and trans-shipment, marking, and disposal including destruction, manufacture, and civilian possession) that are not, or not sufficiently, regulated in the legal and regulatory framework at the national level. Having recognized this challenge for some years, a legislative review process has been underway since 2006. In 2020, a preliminary

draft law was developed, which was under consideration within the government during the December 2021 evaluation. A comprehensive review of the national normative framework, and in particular the adoption of the draft law on the arms regime in Togo as soon as possible, is essential to address the current challenges of WAM in Togo. This would allow the Togolese authorities to ensure better control and management of weapons and ammunition held by the State and State actors, as well as by civilian entities and civilians. In general, raising awareness, including among the civilian population, on the relevant national regulations, particularly on civilian possession of firearms (hunting weapons) is also a necessity and a priority in Togo.

Options for strengthening the legal and regulatory framework at the national level

Establish regulations for the artisanal manufacture of weapons.

Establish a regulation to control the practice of arms brokers.

Strengthen the obligation to request an exemption from ECOWAS for all imports (for civilian use and SDF use).

Establish regulations for stockpile management of weapons and ammunition, as well as explosives for civilian use.

Establish marking standards for all weapons and ammunition present in the country.

Improve regulations for civilian possession of weapons (hunting weapons and craft-produced weapons).

Establish standards for the destruction of weapons and ammunition.

Accelerate the domestication of regional and international instruments.

Establish standards for recordkeeping of weapons and ammunition.

CNLPAL
ANT
All ministerial stakeholders and
of the SDF

Key functional area 3 :



Transfer Controls

Effective transfer controls provide for the regulation of the export, import, re-transfer, transit, or transshipment and brokering of weapons, ammunition, and related materiel to prevent excessive, destabilizing, or illicit transfers, as well as diversion of weapons and ammunition, which can pose a threat to stability, peace, and security. Togo interacts in the international arms trade primarily as an importing state and is also an important country for the transit of weapons and ammunition to neighboring states (and in the region). While the legal and regulatory framework at the national level regulates importation (both for state use and for civilian use), it is silent on other types of transfer controls (e.g., brokering, transit and transshipment). As of December 2021, Togo does not have a national control list defining the categories of weapons, ammunition, and related materials subject to transfer controls.¹⁰

The national system for the acquisition and import of equipment is centralized: the Ministry of the Armed Forces is the main authority responsible for authorizing imports, with the approval of the Presidency of the Togolese Republic. It is also the Ministry of the Armed Forces that authorizes imports of explosives for civilian use, with the Ministry of Security and Civil Protection, which, once an import is authorized, is responsible for issuing the authorization to the civilian entity. In practice, exemption requests for arms transfers under the ECOWAS Convention exemption process and procedure are made to ECOWAS only for imports for state use. At the time of import (both for state and civilian use), a control and monitoring process is put in place at various levels to avoid anomalies in the established procedure and/or to prevent diversion.

As of December 2021, the CNLPAL was not systematically informed and/or otherwise involved (neither in the ECOWAS exemption application process, nor at the time of import/receipt in Togo) in the process and transfers.

During the national baseline assessment, Togolese authorities and national experts identified a number of opportunities to further improve and strengthen the regulation and

control of different types of transfers. It was emphasized that effective implementation of the ATT and the ECOWAS Convention remains essential, including the process and procedure for exemption requests for both weapons, ammunition, and explosives for state use; and for explosives, ammunition and weapons for civilian use. The development of a national control list and its adoption by the competent inter-ministerial authority, planned in the context of the revision of the legal and regulatory framework at the national level, also remains an essential priority to enable the Togolese authorities to effectively control the various types of transfers. The definition of the role of the CNLPAL, which is currently not sufficiently specified, has also proved necessary as well as increasing, in an appropriate manner, the involvement of the CNLPAL in the process. This is to ensure that it is at least informed of the follow-up and requests for exemptions to ECOWAS, and in some aspects of transfer controls including imports of weapons, ammunition, and explosives (for state and civilian use). In this regard, it was emphasized that Togo and the CNLPAL would benefit from an exchange of information, experiences and lessons learned from neighboring ECOWAS member states.

The Togolese government has also emphasized (land and maritime) border controls. In December 2021, national authorities and experts raised the need to mobilize more resources (human, equipment) for the army, police and customs at the main entry points, in order to strengthen their capacities to prevent, detect, eradicate and counter the diversion of weapons, ammunition and explosives, while combating their illicit trafficking, including across borders. Awareness raising and participation of local actors and communities living near the borders on the one hand, as well as the intensification of cross-border cooperation with neighboring states on the other hand, were also highlighted as priorities for strengthening this functional area of WAM.

Options for strengthening transfer controls

Short-term

Regulate import, export, re-export, brokering, transit, and transshipment activities in the law: Definition of the procedures to be followed; Definition of the necessary documents; Definition of the respective roles of each national authority; Definition of criminal sanctions.

ANT
CNLPAL
All ministerial stakeholders and of the SDF
ECOWAS

Define the role of the CNLPAL in the weapons and ammunition transfer process.

CNLPAL
MINARM
CDDI

Ensure that the CNLPAL is informed of ECOWAS exemption requests.

MINARM
CNLPAL

Strengthen human resources (training) and technical capacities (GPS systems, scanners) of customs and the SDF (at ports, airports and land borders).

CDDI
CNLPAL

Create and train a nautical brigade to control imports of weapons and ammunition.

CDDI

Strengthen the capacity of the canine EOD squad to detect explosives (at ports and airports, land borders).

CDDI
CNLPAL

Strengthen cross-border cooperation related to transfer controls as well as counter-trafficking.

CDDI
CNLPAL

Medium-term



Key functional area 4 :



Stockpile management of weapons and ammuni-

In Togo, the national authority responsible for the stockpile management of weapons and ammunition is the Ministry of the Armed Forces and the EMG, with the Shooting, Weapons and Ammunition (TAM) service (under the EMG), and TAM officers deployed in the different units of the SDF ensuring day-to-day management at the operational level. The system and the military regulations used and followed by the TAM service and the SDF in this matter are of French inspiration. In 2021, the EMG (the TAM service) conducted an assessment and identified significant risks, challenges and needs, including in physical infrastructure. In addition, the evolving security situation and the increasing threat of attacks by armed groups also put small storage sites in remote and/or border areas at risk, while in other contexts, urbanization and population growth have resulted in risks to populations settling and living near storage sites. Through regional and international cooperation, Togo has benefited from support and assistance from various partners in this area, including since 2018 by the international NGO MAG (e.g., for technical assessments, installation of two temporary storage solutions, and capacity building of staff through training). In 2021, support and assistance, particularly in terms of ammunition stockpile management and assessment was also provided by AMAT, with which the Ministry of the Armed Forces was in the process of developing a partnership in December 2021. While supporting the need for technical support and resources for weapons and ammunition management, national experts, including those from CNLPAL, emphasized that coordination between national authorities and

international partners must be established to avoid duplication of activities and create synergies.

Several possibilities and options were identified to strengthen institutional and operational capacities, practices and procedures for stockpile management of weapons and ammunition in Togo. It was recognized that there is a need to complement and strengthen the legal and regulatory framework at the national level, including through the harmonization and codification of existing practices into formal (written) procedures, aligned with international (MOSAIC and IATGs) and ECOWAS regional standards and guidelines. The inclusion of this key functional area in a strategic approach (or strategy), as well as a specific action plan, and planning based on a needs assessment, accompanied by a monitoring and evaluation mechanism to measure progress, should go hand in hand with the strengthening of the coordination mechanism. There is also a need to strengthen the physical infrastructure (i.e., rehabilitation, renovation, and construction of weapons storage sites and ammunition depots) throughout Togo, considering the differences between the periphery (remote areas) and the center (the capital). In some cases, plans to relocate storage sites should be established, taking into account the risks to neighboring populations. The continuation and expansion of training for all SDF officers in stockpile management of both weapons and ammunition (and explosives), in accordance with international standards, also remains essential.

Options for strengthening stockpile management

Relocate ammunition depots located in urbanized areas.	MINAR International partners
Strengthen human resources qualified in ammunition including explosives management.	All ministerial stakeholders and of the SDF International partners

Short-term

Train officers in charge of ammunition depots on stockpile management, on current international guidelines and their implementation.

All ministerial stakeholders and of the SDF
International partners

Medium-term

Rehabilitate and construct weapon and ammunition storage sites, in accordance with international standards and guidelines.

All ministerial stakeholders and of the SDF
International partners

Long-term

Develop and implement monitoring to ensure the proper management and security of civilian-held weapons.

CNLPAL
MINAR
MSPC
Civil Society

Key functional area 5 :

Marking of weapons



In Togo, according to national authorities and experts, the marking of weapons started in 2014. The legal and regulatory framework at the national level does not yet include marking, however, Togo relies on and implements the provisions of the ECOWAS Convention in this area. For the marking of civilian weapons, the CNLPAL is responsible for coordinating and carrying out marking operations, in collaboration with the Ministry in charge of Security and Civil Protection. In particular, a national marking code has been adopted. Since 2014, more than 10,000 civilian-owned weapons have been identified and marked. In 2019, the marking of state-owned weapons was initiated, and by December 2021, the marking of weapons of the police, customs, water & forestry, and prison administration completed. While high level military authorities are supportive, the marking of weapons of the gendarmerie and the army has been significantly delayed and has been impacted by the pandemic (COVID-19). In December 2021, three mobile kits including marking machines (two provided by ECOWAS and one by MAG) were in Lomé, with several inter-operational teams already trained. Through international and regional

cooperation, Togo has received significant assistance in this area, with the support and backing of UNREC, ECOWAS, and MAG, as well as the governments of Japan, Germany, and France.

In December 2021, national experts discussed a number of opportunities and possibilities for strengthening marking in Togo, aiming for a comprehensive national marking program and a sustainable, continuous marking capacity, including for: (i) the continuation and completion of the marking of all weapons in Togo's SDF stockpile (particularly those of the army and gendarmerie); (ii) the regulation of the marking of hunting and artisanal weapons, as well as the revival of the marking of civilians' weapons; (iii) the strengthening of operational capacity (trainings, inter-operational teams, marking kits, etc.) and technical expertise (procurement/purchase of machines, service and repair of machines already in place); and the development of a common and formal (written) operational procedure for all the SDF.

Options for strengthening the marking of weapons

Short-term

Pursue the marking of weapons belonging to the SDF.

All ministerial stakeholders and of the SDF
International partners
ECOWAS

Strengthen Standard Operating Procedures for marking weapons.

MINAR
MSPC
CNLPAL

Regulate nationally the marking of hunting weapons and craft-produced weapons.

CNLPAL
All ministerial stakeholders and of the SDF
Civil Society

Carry out secondary marking of weapons destined for destruction.

MINAR

Strengthen technical capacity for marking (additional marking machines / repair and maintenance of existing marking machines).

MINAR
MSPC
CNLPAL
International partners

Key functional area 6 :



Recordkeeping

In Togo, the weapons and ammunition recordkeeping system is centralized at the Ministry of the Armed Forces, at the EMG, and managed and operated by its TAM service. The TAM service is responsible for the centralized management of weapons and ammunition of the army and other SDF in Togo (including but not limited to the recording of imports, stocks, use, recovered equipment including seized and destroyed equipment, as well as civilian-owned weapons). Each SDF or State agency authorized to acquire and use weapons and ammunition for State use then has its own specific registration system (under the authority of a TAM officer). A standardized procedure and documentation exist for recording and tracking transactions/movements of State-owned weapons from one entity/unit to another (local registry). The TAM service also conducts periodic inspections of the various SDF units, including an annual audit. The CNLPAL, for its part, has a copy of the register of weapons held by civilians. According to national experts, the information and data managed by the national registration system are kept indefinitely. While there have been initiatives to create an electronic system in the recent past, the registration and storage of data on weapons and ammunition is still largely done on paper, which contributes, according to the authorities and national experts, to the

current challenges, particularly with regard to the exchange of information between the different registers in a more efficient and timely manner.

During the national WAM baseline assessment in December 2021, several possibilities were identified by national authorities and experts for strengthening the national system of recording and preserving information on weapons and ammunition in Togo. It was emphasized that the government of Togo would benefit from efforts to progressively digitize all manually maintained records into new electronic databases maintained by all SDF units and the EMG (and TAM service). While currently, according to national experts, records and information on weapons and ammunition at various levels are kept indefinitely, the planned inclusion of a minimum period in the current national draft law, in line with international and regional instruments and standards, will further strengthen this key functional area of WAM in Togo.¹¹ In December 2021, the need for more systematic information sharing between the SDF and the CNLPAL was also highlighted, as well as to provide the CNLPAL access to records of all weapons and ammunition.

Options for strengthening recordkeeping

Short-term

Strengthen Standard Operating Procedures for weapons and ammunition record keeping	MINAR MSPC CNLPAL
Identify responsibilities for record keeping and conservation.	All ministerial stakeholders and of the SDF
Digitalize all national weapons and ammunition records.	MINAR MSPC International partners

Medium-term

Strengthen information sharing between the SDF and the CNLPAL regarding weapons and ammunition registers.	MINAR MSPC CNLPAL
Implement a digitalized system for a centralized accounting management of weapons and ammunition.	All ministerial stakeholders and of the SDF

Key functional area 7 :

Weapons Tracing and Ammunition Profiling



In December 2021, the institutional and operational capacities, practices and procedures for weapons tracing and ammunition profiling were considered by national experts to be underutilized or insufficient to meet current security challenges. For example, national and international tracing operations were considered rare. Due to security developments in the country, particularly following armed attacks in the border area with Burkina Faso and the threat of terrorism in the region, there was a political will in December 2021 to further strengthen weapons tracing and ammunition profiling capacities, procedures and practices in Togo.

The Ministry of the Armed Forces and the EMG (through its TAM service) play a key role in this area. Weapons and ammunition recovered (e.g., seized, collected, surrendered, or found) in the field by the SDF are transported to the EMG for storage. According to national authorities and experts, the EMG, through the TAM service, is in charge of tracing, even with limited capacity, if judged appropriate. Through international police and law enforcement cooperation including assistance, the police and gendarmerie have also benefited from training under the SIPAO (West African Police

Information System) project, implemented by INTERPOL with support from the European Union. As of December 2021, the implementation and operationalization of this system was still underway and should be accelerated according to national experts.

In December 2021, several options were identified by national authorities and experts to strengthen the capacities, practices and procedures for tracing recovered weapons and ammunition in Togo. Among these options, at the strategic level, is the formal designation of one or more national points of contact for tracing, as well as the creation and/or strengthening of national coordination, including a specific information exchange mechanism at an appropriate level (between the EMG and the TAM service, as well as, among others, military and civilian justice authorities, the SDF, and notably law enforcement services). This mechanism and the focal point(s) should be supported at the operational level by the development and adoption by the national authorities of a common standard operating procedure for all the SDF, as well as the strengthening of human (staff training, creation of units) and technical capacity.

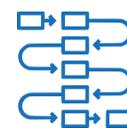
In December 2021, Togo was also encouraged international cooperation in this area, including to consider and use the tracing reference with ECOWAS, other states in the region, manual developed by ECOWAS under the INTERPOL (including for SIPAO), as well as with OCWAR-T project. Togo could also benefit specialized non-governmental organizations, from enhanced and increased regional and such as Conflict Armament Research.

Options for strengthening weapons tracing and profiling of ammunition

Develop Standard Operating Procedures at the unit level for the identification, profiling and tracing of illicit weapons and ammunition.	MINAR ECOWAS
Establish procedures for the monitoring of recovered material at the national level and the coordination mechanisms within the state as well as with other states of the sub-region to share information on cases of diversion.	MINAR ECOWAS All ministerial stakeholders and of the SDF
Develop regulations including for the establishment of weapons and ammunition identification and tracing units.	MINAR All ministerial stakeholders and of the SDF
Strengthen information sharing among national institutions on traced weapons and profiled ammunition.	MINAR CNLPAL All ministerial stakeholders and of the SDF
Strengthen collaboration on tracing between national authorities and international institutions.	MINAR All ministerial stakeholders and of the SDF CNLPAL ECOWAS INTERPOL
Strengthen technical (equipment/software) and human (training) capacities on tracing.	MINAR All ministerial stakeholders and of the SDF ECOWAS



Key functional area 8 :



Processing of illicit weapons and ammuni-

In Togo, the system for processing recovered weapons and ammunition (i.e., seized, captured, found or collected) from the point of initial registration to final disposal is centralized to a large extent at the EMG. In particular, the EMG (through its TAM service) communicates with the various SDF forces to receive weapons and ammunition recovered and/or related to criminal investigations, which must be sent and are transported to the EMG for processing including centralized storage. As of December 2021, the volume (quantity of weapons and ammunition) processed remains unclear. The EMG maintains a central registry containing information on all recovered (e.g. seized) weapons, ammunition, and related material. However, the capacities, practices, and procedures in place for the systematic and appropriate processing of recovered arms and ammunition remained limited and sometimes unknown to some Togolese authorities, including judicial actors (e.g., judges and prosecutors), who do not yet appear to be systematically involved in the processing of illicit materials. In December 2021, there seemed to be political will and the good conditions to further strengthen this functional area of WAM, and to involve all SDF and other actors (e.g., from the Ministry of Justice and Legislation) having an

important role in this area.

As of December 2021, several measures and opportunities have been identified by Togolese authorities and national experts to strengthen this key functional area of WAM. Similar to other WAM functional areas, national authorities benefit from the harmonization, codification and streamlining of good practices through the development and adoption of a (formal) standard operating procedure, defining each step and action to be taken by the SDF (at the unit level) and national actors involved from the time of initial registration of the material until its final disposal, including, if a decision by the competent national authority has been taken, its destruction. The marking of weapons destined for destruction is a measure that was discussed in December 2021 and would contribute to prevent diversion to the illicit environment once they are intended to be destroyed. A (formal) standard operating procedure should also consider and institute a coordination including a specific information exchange mechanism including all national authorities and bodies with a role to play in this functional area of the WAM.

Options for better processing of illicit weapons and ammunition

<p>Short-term</p> <p>Strengthen Standard Operating Procedures for the processing of illicit weapons and ammunition.</p>	<p>MINAR MSPC All ministerial stakeholders and of the SDF ECOWAS</p>
<p>Medium-term</p> <p>Strengthen information sharing between national institutions on seized weapons and ammunition.</p>	<p>MINAR MSPC All ministerial stakeholders and of the SDF ECOWAS</p>

Key functional area 9 :



Collection of weapons and Civilian Possession

Since 2015, Togo has undertaken efforts to regulate and control civilian-held weapons in the country through the census and marking of civilian firearms. As of December 2021, there were no programs or activities to collect weapons from civilians. Between 2015 and December 2021, approximately 9,155 civilian (hunting) weapons were identified and marked, through international cooperation and with the support and assistance from UNREC and CNLPAL. Before and during these operations, the CNLPAL, in cooperation and collaboration with local actors and Togolese civil society, also conducted awareness-raising campaigns throughout the country. Key challenges include access to certain areas and groups in civil society, the lack of official recognition of the existence of local manufacturers, and the absence of data and statistics on the number of weapons held by civilians. According to some estimates, there are approximately 58,000 firearms in civilian possession in Togo (i.e., a number that far exceeds the number of weapons already recorded and marked). In 2021, the Ministry of Security and Civil Protection ordered that the identification, registration, and marking of civilian-owned weapons should continue – a process that had not begun as of December 2021.

As of December 2021, several measures and opportunities to improve and strengthen this

key functional area of the WAM of particular relevance to Togo have been identified. In general, Togo should appropriately address the issue of artisanal arms manufacturing and civilian possession within the legal and regulatory framework at the national level, including in the revision of the national law. Due to the instability in the region and the threats posed by terrorism, the following options were discussed and identified: (i) the development of a database on armed violence and violent extremism in Togo within the inter-ministerial committee for the prevention and fight against violent extremism - CIPLEV (adequately taking into account specific data on weapons and ammunition) the establishment, under the CNLPAL, in cooperation and collaboration with local and civil society actors, of an awareness program on the risks and dangers of weapons in civilian hands; and (iii) a program of voluntary collection and surrender of weapons by civilians, as ordered by the Ministry of Security and Civil Protection. A need for cooperation, including international assistance, in this functional area of WAM was also expressed and recognized by national authorities. Finally, giving the CNLPAL more responsibility in this area, as well as strengthening its capacity, could help revive such programs.

Options for strengthening collection and the management of civilian-possessed weapons

Identify, mark and register all civilian-held weapons and ammunition.	CNLPAL / MSPC / MAEDR / MADC
Establish a voluntary civilian weapons collection programme.	CNLPAL / Civil Society All ministerial stakeholders and of the SDF
Raising awareness of the risks of civilian possession and use of weapons.	CNLPAL (Prefectural committees) Civil Society/Media
Increase the involvement of local actors in the regularisation of civilian-held weapons and ammunition.	City Halls Prefectures National Police/Gendarmerie Civil Society

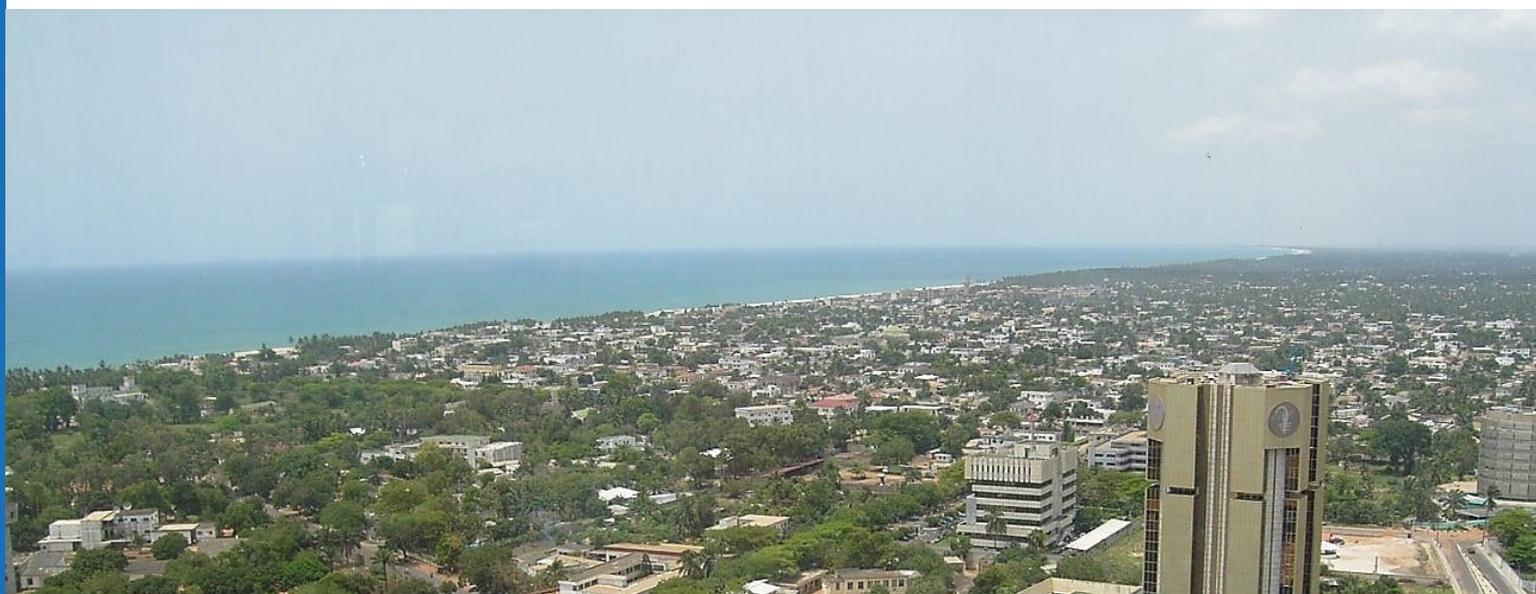
Key functional area 10 :



Disposal, including Destruction of Weapons and ammunition

The final disposal, including the destruction of weapons and ammunition, is an important component of WAM in Togo. The decision-making process on the method of disposal is done through the TAM service, and within the EMG of the Armed Forces. Only the TAM of the EMG is authorized to destroy weapons and ammunition. According to national technical experts, inspections by the TAM service, including to assess and identify surplus, obsolete or unserviceable weapons, respectively unsafe or unstable ammunition, for destruction, are carried out regularly. Weapons identified and destined for destruction are transported to the Armed Forces Military Staff. Their destruction is mainly carried out by two methods: hydraulic shears (for SALW); and oxy-cutting (for large-calibre weapons). For ammunition, there were two destruction sites in 2021 (one in the north and one in the south of the country), and the OB-OD (open burning & open detonation) method is generally used. While Togo does not have regulations or formal procedures in this key functional area, there is already a well-established practice for the destruction of weapons and ammunition. Through international cooperation, Togo has also already benefited from international assistance in this key functional area, such as through MAG or through bilateral assistance with France.

Several measures and opportunities to improve and strengthen this key functional area of WAM were identified by the authorities and national and international experts in December 2021. At the strategic level, Togolese authorities could benefit from revising and/or developing an approach or policy on identifying and deciding on methods of disposal of weapons and ammunition. At the operational level, while the stocks to be destroyed were relatively small, in December 2021, needs still existed, including stocks of weapons and ammunition for destruction within the Gendarmerie and the Police. In order to render the capacity for disposal including destruction of ammunition more sustainable and durable, as well as to perpetuate existing good practices in this area, the authorities could benefit from the development, adoption and implementation of a formal operational procedure throughout the Togolese SDF. Capacity building needs (technical, human, specialized equipment) have also been identified. Finally, better consideration of security and safety risks during planning and destruction operations, including for the civilian population living in the vicinity (and their livelihoods), as well as environmental risks and effects, were also identified as opportunities for improvement in this area.



Options for strengthening disposal including destruction of weapons

Medium-term

<p>Include methods with low ecological impact and limiting environmental nuisances (noise, dispersion of metallic shrapnel, air and soil pollution, etc.) in the practice of destroying munitions.</p>	<p>MINAR</p>
<p>Strengthen technical capacities in terms of destruction of SALW, as well as heavy weapons through equipment specialized accompanied by ad-hoc training.</p>	<p>Ministry of Environment International partners</p>
<p>Secure sensitive sites (shooting ranges and permanent destruction sites) with fencing and signaling.</p>	<p>MINAR</p>
<p>Carry out decontamination regularly and bring permanent destruction sites up to international standards.</p>	<p>MINAR International partners</p>
<p>Carry out the decontamination of the firing ranges reserved for heavy weapons and air force training (artillery, aviation bombs, air-to-ground rockets) on a regular basis.</p>	<p>MINAR</p>
<p>Raise awareness of the risks for civilian populations near sensitive military areas.</p>	<p>International partners Civil Society/Media</p>

Outlook

This publication is based on a holistic approach to the management of management of conventional weapons, including SALW, and ammunition in Togo. More broadly, such a holistic approach can contribute to the achievement of stability, peace and security, and development objectives, including (but not limited to) conflict prevention, armed violence reduction, countering violent extremism and terrorism, a responsible security sector, as well as the protection of civilians and an enabling environment for achieving the Sustainable Development Goals (SDGs).

The Government of Togo, through the CNLPAL, has demonstrated a willingness to consider and use the results of the baseline assessment at the national level, including approaches and options to strengthen its national framework governing the life cycle management of weapons and ammunition. In particular, it emphasized its interest in using the baseline as a tool for periodic assessment of progress over time, as well as for strengthening regional and international cooperation.

WAM is recognized as a fundamental component of the "disarmament that saves lives" of the UN Secretary-General's 2018 Disarmament Agenda, the African Union's Main Roadmap on Practical Measures to Silence Arms in Africa, and the five-year action plan for the implementation of the ECOWAS Convention on the Control of Arms, Their Ammunition and Other Related Materials.

UNIDIR encourages the community of states, regional and sub-regional organizations, and international partners to consult this overview of WAM in Togo, its series of country overviews, and the annual update series, as a basis for strengthening WAM policies and practices at various levels, as well as for planning, implementing, and evaluating future programs and projects in weapons and ammunition management and related areas in Togo.

TOGOLESE REPUBLIC



About UNIDIR

The United Nations Institute for Disarmament Research (UNIDIR) - an autonomous institute within the United Nations - conducts research on disarmament and security. UNIDIR is based in Geneva, Switzerland, the centre for bilateral and multilateral negotiations on disarmament and non-proliferation, and the seat of the Conference on Disarmament. The Institute explores current issues relating to a variety of existing and future armaments, as well as global diplomacy and local tensions and conflicts. Working with researchers, diplomats, government officials, NGOs and other institutions since 1980, UNIDIR serves as a bridge between the research community and governments. UNIDIR's activities are funded by contributions from governments and donor foundations.

Note

The designations employed and the presentation of material in this publication do not imply the expression of any opinion whatsoever on the part of the Secretariat of the United Nations regarding the legal status of any country, territory, city or area or of its authorities, or regarding the delimitation of its frontiers or boundaries. The views expressed are those of the author. They do not necessarily reflect the views of the United Nations, UNIDIR, their staff or the organizations providing assistance to the Institute.

Acknowledgements

UNIDIR expresses its appreciation to the Government of Togo, and the designated national entity, CNLPAL, for the cooperation all along the WAM baseline assessment, to ECOWAS for the partnership and support, as well as UNREC, including for its organizational and logistical assistance.

Authors of the WAM Baseline Assessment Report for Togo: Mélanie de Groof & Theò Bajon

Authors of the Country Insight: Theò Bajon & Mohamed Coulibaly

WAM Baseline Assessment in Togo Expert Team: Jonas Mazah Paka, Mohamed Coulibaly, Mélanie de Groof, Theò Bajon, Nils Holger Anders, Anselme Yabouri & Sani Adamu

Translation, design and layout: Theò Bajon and Clara Palmisano

Notes / References

- ¹. See "Towards a National Weapons and Ammunition Management Framework in Togo: Baseline Assessment Narrative Report", UNIDIR, 2022. The report is available that the national lead entity designated by the Government of Togo, and at UNIDIR. Togo, the CNLPAL. It can be consulted or shared with interested parties by the CNLPAL, upon consultation and upon request.
- ². See Anna Mensah, Hardy Giezendanner and Paul Holtom. Weapons and Ammunition Management in Africa Insight: 2022 Update, Geneva: United Nations Institute for Disarmament Research, June 2022.
- ³. See 'IDDRS Module 4.11 on transitional weapons and ammunition management, 2020', UN DPO and UNODA ; and 'The Role of Weapon and Ammunition Management in Preventing Conflict and Supporting Security Transition', UNIDIR. 2019.
- ⁴. See Giezendanner Hardy and Shiotani Himayu. U A Reference Methodology for National Baseline Assessments of Weapons and Ammunition Management, Geneva: United Nations Institute for Disarmament Research, July 2021.
- ⁵. See Hana Salama and Emma Bjertén-Günther. Women Managing Weapons: Perspectives for Increasing Women's Participation in Weapons and Ammunition Management, Geneva : United Nations Institute for Disarmament Research, 2021.
- ⁶. See Giezendanner Hardy and Shiotani Himayu. U A Reference Methodology for National Baseline Assessments of Weapons and Ammunition Management, Geneva: United Nations Institute for Disarmament Research, July 2021.
- ⁷. ECOWAS Convention on Small Arms and Light Weapons, Their Ammunition and Other Related Materials, as well as the Bamako Declaration on the African Common Position on the Proliferation, Circulation and Illicit Trade in Small Arms and Light Weapons.
- ⁸. United Nations Program of Action to Prevent, Combat and Eradicate the Illicit Trade in Small Arms and Light Weapons in All Its Aspects; the International Instrument to Enable States to Promptly and Reliably Identify and Trace Illicit Small Arms and Light Weapons; Protocol against the Illicit Manufacturing of and Trafficking in Firearms, Their Parts and Components and Ammunition, supplementing the United Nations Convention against Transnational Organized Crime; as well as the Arms Trade Treaty.
- ⁹. Law No. 59-08 of January 6, 1959 relating to the regime of arms, munitions and war materials in Togo; Decree No. 62-2 of January 8, 1962 regulates the import, possession and transfer of advanced weapons and their ammunition; Decree No. 95-011 of April 19, 1995 regulates the import, possession and transfer of hunting weapons and artisanal weapons as well as their ammunition; Decree No. 2001-098 of March 19, 2001 establishing a National Commission to combat the proliferation, circulation and illicit trafficking of SALW; Law relating to military programming of December 8, 2020.
- ¹⁰. Article 51 of the preliminary draft law on the arms regime in Togo provides that this list will be established by order of the "competent ministerial authority".
- ¹¹. The new national bill currently being drafted and examined provides for a minimum record-keeping period for these recordings, in accordance with regional and international instruments and standards.