



# THE REPUBLIC OF CÔTE D'IVOIRE

## WEAPONS & AMMUNITION MANAGEMENT



### INTRODUCTION

In September 2016, the Government of the Republic of Côte d'Ivoire in cooperation with the United Nations Institute for Disarmament Research (UNIDIR), the United Nations Mine Action Service (UNMAS) and the United Nations Operation in Côte d'Ivoire (UNOCI), implemented a national Weapons and Ammunition (WAM) baseline assessment in Côte d'Ivoire.

Led by national authorities, the objectives of this round of consultations were to establish a baseline of existing WAM activities and procedures in place, to identify areas to be strengthened, and to present recommendations for policy and programmatic responses to build a national framework governing the management of arms and ammunition. The series of consultations offered the opportunity for representatives, experts and practitioners from various institutions and security agencies within Côte d'Ivoire to engage in dialogue, build trust, and improve needed cooperation between them to design and implement a strong national WAM framework.

The exchanges and information provided in the course of the national consultation, bilateral meetings with senior representatives of relevant national institutions with WAM oversight, were consolidated into a report and shared with the Government of Côte d'Ivoire to support its efforts in improving its national weapons

and ammunition framework.

This publication is an extract of the baseline assessment report delivered to the national authorities of the Côte d'Ivoire. It is a snapshot of the summary of the main findings and options identified for the enhancement of Weapons and Ammunition Management in Côte d'Ivoire.

**It presents the status of strategic and operational WAM efforts in Côte d'Ivoire as identified during the baseline assessment in September 2016 and highlights the practical recommendations provided to the authorities of Côte d'Ivoire.**

#### THE REPUBLIC OF CÔTE D'IVOIRE



POPULATION:	26.378 MILLION
REGION:	WEST AFRICA
CAPITAL:	YAMO USSOUKRO
ANNUAL GDP:	61.50 MILLION
DATE OF ASSESSMENT:	SEPTEMBER 2016

## KEY STAKEHOLDERS

National Commission to Fight against the Illicit Proliferation and Circulation of Small Arms and Light Weapons	<b>COMNAT-ALPC</b>	Directorate-General of Maritime and Port Affairs	<b>DGAMP</b>
National Security Council	<b>CNS</b>	Wildlife Protection Services	
Defence and Security Committee	<b>CDS</b>	National Gendarmerie of Côte d'Ivoire	
Ministry of State, Ministry of the Interior and of Security	<b>MEMIS</b>	Customs Services	
Republican Forces of Côte d'Ivoire	<b>FRCI</b>	National Assembly	
		National Police of Côte d'Ivoire	

## METHODOLOGY

UNIDIR defines WAM in a comprehensive manner covering the oversight, accountability and governance of arms and ammunition throughout their management cycle, including the establishment of relevant national frameworks, processes and practices for the safe and secure production and acquisition of materiel, stockpiling, transfers, end use control, tracing and disposal.

This holistic approach is essential in ensuring that efforts to better regulate arms and ammunition are undertaken in alignment with broader security sector, rule of law, armed violence reduction, counter-terrorism, and peacebuilding processes, and not in isolation. **Research emphasis is placed on national and regional approaches to WAM in pursuit of a national and regionally owned process, and to support a 'bottom-up' and evidence-based approach.**

This Country Insight on Côte d'Ivoire is part of a series of Country Insights that seek to promote knowledge, and raise visibility and awareness on the WAM context, progress made, and areas for enhancement in the African States that have conducted WAM baseline assessments

with support from UNIDIR. The series is aimed to serve as a reference for international partners for providing assistance and technical support for improving weapons and ammunition frameworks in the relevant country.

**Information contained in this Country Insight presents key findings and recommendations of the baseline assessment conducted in September 2016. It does not reflect the progress made or any changes implemented after the assessment and should be taken to be indicative only of the situation at the time of the assessment.**

Building on the multi-year WAM baseline assessments in Africa, UNIDIR, in partnership with the African Union (AU) Commission and the Economic Community of West African States (ECOWAS) Commission, aims **to enhance knowledge and dialogue among States, regional organizations, the United Nations and expert Non-Governmental Organizations (NGOs) on good practices and lessons learned, as well as on the means and methods to further strengthen national and regional approaches to WAM in Africa.**

## NATIONAL CONTEXT

Since the post-electoral crisis (2010–2011), the Government of Côte d'Ivoire has made significant progress in stabilizing the country and its national territory, providing security to its people and an environment conducive to development. This has included efforts and activities to reform its security sector and institutions, demobilize, disarm and reintegrate former combatants, and enhance national weapons and ammunition management and monitoring. The United Nations Security Council's complete lifting of the arms embargo on Côte d'Ivoire in April 2016, the termination of UNOCI in June 2017 and the transition of UNOCI's tasks and responsibilities to Côte d'Ivoire, reflect the regained trust from the Security Council and the international community as well as the significant progress achieved by the Government in stabilizing the country.

Côte d'Ivoire's National Commission to Fight against the Illicit Proliferation and Circulation of Small Arms and Light Weapons (COMNAT-ALPC) or, Commission Nationale de

lutte contre la prolifération et la circulation illicite des armes légères et de petit calibre, was established by Decree 2009-154 in April 2009, representing a significant first step towards building a coordinated national framework to prevent the illicit circulation of small arms and light weapons (SALW). Most of the subsequent initiatives to increase national coordination on SALW have taken place after the 2011 post-electoral crisis and at the end of Côte d'Ivoire's internal conflict. Since that time, both normative and operational efforts to strengthen WAM institutions and processes in the country have been undertaken. Despite the encouraging progress achieved in several WAM areas, various challenges remain at the strategic, operational, and implementation levels. Further, many of the recent initiatives have focused on aspects of arms control where international support was readily available due to the presence of the United Nations mission, its technical partners, and a range of experienced international organizations and expert NGOs.

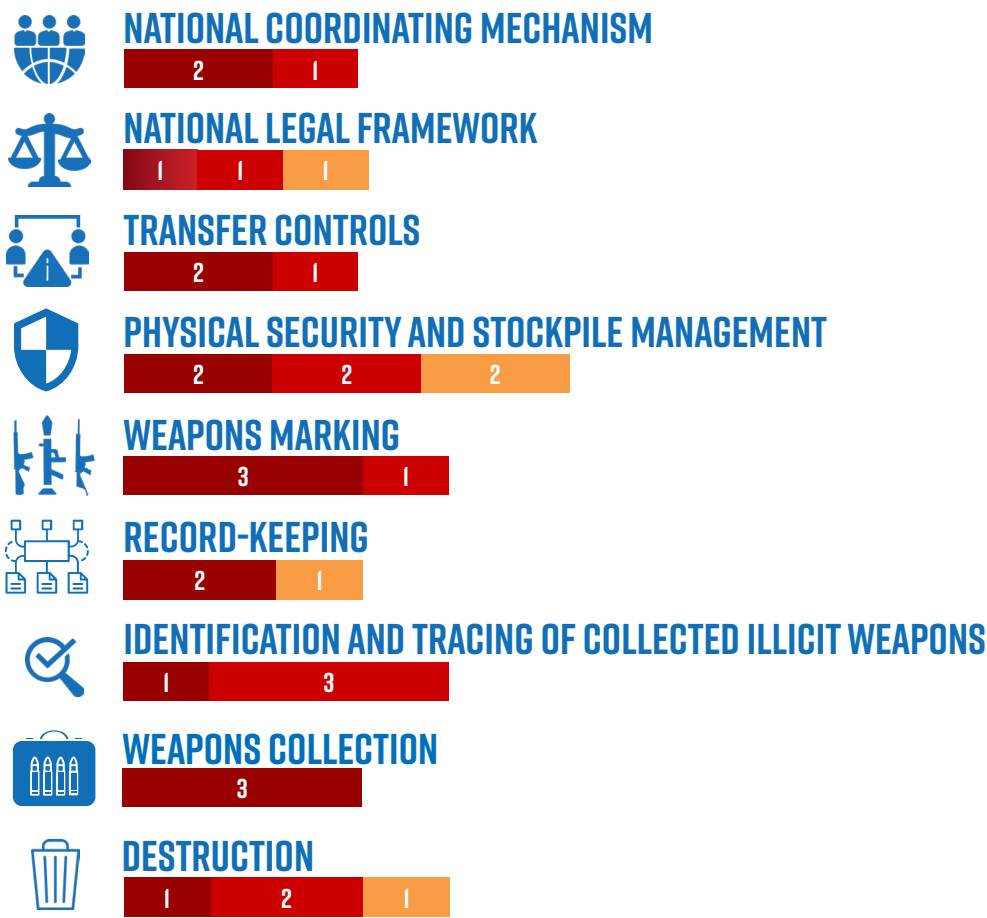


# OVERVIEW OF OPTIONS FOR WAM ENHANCEMENT

URGENT  
WITHIN 6 MONTHS

IMMEDIATE  
6 – 24 MONTHS

MEDIUM TERM  
24-60 MONTHS



TOTAL NUMBER OF OPTIONS: 33



YAMOUSSOUKRO, CÔTE D'IVOIRE

## TECHNICAL PILLAR 1: NATIONAL COORDINATING MECHANISM



### KEY FINDINGS

- As of September 2016, Côte d'Ivoire lacked a clear and coordinated national strategy to enhance the effectiveness of the existing WAM mechanisms.
- While there was no coordination body in September 2016 with a mandate to provide coordination and direction specifically for national WAM policy and processes, there were several coordination mechanisms with varying yet relevant mandates. Further incorporating WAM within the national institutional landscape by agreeing upon a national WAM strategy and defining appropriate implementation, evaluation, and follow-up mechanisms would significantly enhance national WAM coordination.
- This is also important for the direction and effective planning of future WAM activities with less reliance on international support and assistance.

### OPTIONS FOR WAM ENHANCEMENT

1.

Incorporate WAM within the national institutional landscape by agreeing upon a national WAM strategy and define appropriate implementation, evaluation and follow-up mechanisms.

Forces; COMNAT-ALPC, civil society; international partners

2.

Reactivate the physical security and stockpile management (PSSM) Working Group in accordance with the prerogatives determined by the governing body.

CNS Secretariat; technical Ministries; Forces; COMNAT-ALPC

3.

Sensitize political and military leaders (particularly the National Security Council (CNS)) on the importance of a coordinated national WAM strategy.

CNS; National Assembly (Defence and Security Committee (CSD)); Forces; COMNAT-ALPC; international partners

## TECHNICAL PILLAR 2: NATIONAL LEGAL FRAMEWORK



### KEY FINDINGS

- As of September 2016, legislation based on Law n°98-748 (adopted in December 1998) and Operational Decree 99-183 (adopted in February 1999) was out of date and did not adequately address current challenges related to WAM in the Ivorian security context.
- Expediting the ongoing review process and the adoption of the draft law under consideration by the Government in September 2016 would substantially enhance regulation necessary to address the current security context.
- There is also an urgent need to update national legislation to comply with other relevant international obligations and commitments made under the Arms Trade Treaty (ATT) and the Economic Community of West African States (ECOWAS) Convention.

## OPTIONS FOR WAM ENHANCEMENT

4.	Encourage relevant bodies (CNS, the National Assembly, etc.) to expedite the legislative review process and adopt the operational and technical provisions needed to complete the legal architecture.	CNS; MEMIS; MoD; National Assembly; Forces; COMNAT-ALPC
5.	Sensitize and inform the civilian population and national authorities about the legislative changes and enhanced legal framework.	COMNAT-ALPC; civil society
6.	Complete the legislative architecture with the reviewed law on weapons and ammunition, as well as all required Decrees and Ministerial Orders.	CNS; MEMIS; MoD; National Assembly; COMNAT-ALPC

## TECHNICAL PILLAR 3: TRANSFER CONTROLS



### KEY FINDINGS

- Effective national controls over the import, export, transit, trans-shipment and brokering of arms and ammunition are necessary to prevent excessive, destabilizing and illicit transfers, which can pose a serious threat to peace and security.
- As the arms embargo was lifted in September 2016, the establishment of a relevant national control mechanism regulating transfers, in all their relevant aspects, appeared to be a fundamental prerequisite for the full lifecycle of WAM.
- Codifying existing procedures and drafting relevant new provisions are important to implement good practices and integrate the ATT and its provisions in the national legal framework.
- In order to improve accuracy for State security forces' supplies requests through future procurements, it may be advantageous to explore the inclusion of a technical verification mechanism enabling the concerned security forces to inspect equipment prior to purchase, and validate their acquisition.

## OPTIONS FOR WAM ENHANCEMENT

7.	Meet ATT and ECOWAS Convention requirements upon the adoption of the reviewed legislation, particularly with respect to brokering and re-export activities, as well as risk assessment mechanisms for weapon transfers.	MEMIS; MoD; CNS; COMNAT-ALPC; National Assembly; civil society
8.	Improve accuracy for State security forces' supplies requests, including a technical verification mechanism enabling the concerned security forces to inspect equipment prior to purchase, and validate their acquisition.	CNS; technical Ministries; Forces
9.	Strengthen border control capacity through training, equipment supplies, and an increase in patrols and inspections, and encourage more constructive dialogue with local communities.	Relevant Ministries; Forces; civil society

# TECHNICAL PILLAR 4: PHYSICAL SECURITY AND STOCKPILE MANAGEMENT



## KEY FINDINGS

- As of September 2016, technical PSSM capacities in Côte d'Ivoire were adequate and the level of training of personnel in charge of stockpiles among the security forces was satisfactory.
- Opportunities for enhancement exist in regard to sensitizing and increasing the level of awareness of high-level political authorities and leadership on the importance of PSSM for public safety and security. Further opportunities exist in the introduction of WAM/PSSM modules/components in the national security forces' training programmes, including efforts to further streamline and disseminate existing national practices, guidelines and procedures.
- Participants also expressed a need for budget allocations for the identification of new land for storage facilities that could be used to preserve physical security perimeters (while avoiding risks to civilian areas); the maintenance of existing storage facilities and infrastructure; and the creation of professional development opportunities and promotion schemes for personnel in charge of PSSM, in order to prevent the loss of skills, knowledge, and qualified and motivated personnel in the future.

## OPTIONS FOR WAM ENHANCEMENT

URGENT	10.	Sensitize high-level political authorities (including the CNS and the National Assembly) on the importance of safe and secure stockpile management.	MoD; National Assembly; Forces; COM-NAT-ALPC; CNS; MEMIS
	11.	Allocate adequate funds to maintain storage facilities built or refurbished since 2011.	Ministries; National Assembly; Forces
IMMEDIATE	12.	Allocate adequate funds to guarantee regular training and professional qualifications for personnel in charge of PSSM, with the view to offer the personnel in charge of stockpile management more opportunities for their professional development.	Ministries; National Assembly; Forces
	13.	Establish a stockpile management certification to encourage new recruits and retain existing staff.	Ministries; National Assembly; Forces
MEDIUM TERM	14.	Encourage governmental authorities in charge of urbanization and planning to identify land that could be used for military sites, and to preserve the security perimeters of storage facilities and avoid building near civilian areas .	CNS; relevant technical Ministries; Forces; COM-NAT-ALPC; civil society
	15.	Introduce WAM/PSSM modules within the national security forces training curricula, with a specific focus on the importance of stockpile management.	Ministries; Forces; COM-NAT-ALPC

## TECHNICAL PILLAR 5: WEAPONS MARKING



### KEY FINDINGS

- Weapons marking is an area where significant progress has been achieved since the cessation of conflict in 2011. The positive impact of the programme launched in late 2011 has made Côte d'Ivoire a regional example of good practice in weapons marking.
- According to the ECOWAS Convention, weapons and ammunition manufactured after 2009 should be marked with specific details at the time of production. However, in practice, not all arms manufactured after 2009 adhere to ECOWAS requirements as shown by some of the most recent acquisitions made by Côte d'Ivoire. Working towards an effective national post-delivery marking mechanism remains necessary in the short- and medium-term. As well, ensuring the harmonization of the revised legal landscape with requirements contained in the relevant regional and international frameworks, and sensitizing the CNS regarding obligations contained in the ECOWAS Convention, were seen as possible options for making further progress.
- Additionally, challenges remain to complete the marking of State-owned weapons. Authorities have had difficulties marking weapons located in remote areas, as well as enhancing the technical expertise of marking teams and extending the marking programme to civilian-owned firearms otherwise excluded from the national programme. Another obstacle to marking all State-owned weapons is that some stockpiles have long remained outside of the national control system. Concluding the marking process of all the State-owned weapons that remain inadequately marked or are imported with incomplete markings is seen as important. As well, designing and enlarging the current weapons-marking programme to encompass civilian-owned firearms in parallel with a sensitization programme could help in the future.

### OPTIONS FOR WAM ENHANCEMENT

URGENT	16.	Sensitize the CNS regarding the obligations contained in the ECOWAS Convention with respect to materiel manufactured after 2009, and the requirements applying to their marking at the time of manufacture.	CNS Secretariat; Forces; COMNAT-ALPC; civil society
	17.	Ensure the harmonization of the revised legal landscape with requirements contained in the relevant regional and international frameworks with respect to marking, in particular those reflected in the ECOWAS Convention and establishing the obligation to authorize imports of weapons and ammunition, if manufactured after 2009, only when already bearing markings compliant with ECOWAS standards.	National Assembly
	18.	Conclude the marking process concerning all the State-owned weapons that remain inadequately marked, or that are imported with incomplete markings.	Forces; COMNAT-ALPC
IMMEDIATE	19.	Design and enlarge the weapons marking programme, upon the adoption of the reviewed national legal framework, a new licensing mechanism, to encompass civilian-owned firearms in parallel with a sensitization programme.	CNS Secretariat; MEMIS; COMNAT-ALPC; civil society

# TECHNICAL PILLAR 6: RECORD-KEEPING



## KEY FINDINGS

- Proper record-keeping procedures are not only indispensable for secure stockpile management but are also essential for long-term planning and responsible administration of stockpiles. As of September 2016, data-collection and record-keeping practices guaranteed a significant level of intra- and inter-force harmonization and appeared to be largely in line with widely accepted international good practices. In the future, it may be beneficial to include within core budgets the funds needed to ensure the sustained use of the existing data-keeping and data-management procedures and tools.
- Although article 10 of the ECOWAS Convention established the obligation for States Parties to create a national electronic database capturing all SALW circulating within the national territory (including both State-owned stockpiles and civilian-owned firearms), Côte d'Ivoire was yet to take the necessary measures to implement this provision in September 2016.
- Delays in this area are reportedly due to reluctance among security forces to share data with their national counterparts and the difficulty in identifying an oversight authority which would be acceptable by all security forces. According to participants at the consultative process in September 2016, the CNS had not yet identified the authority that would be mandated for managing such a centralized register.
- Records of captured weapons and ammunition appear to be less comprehensive, despite the COMNAT-ALPC's attempts to centralize the information and the formal requests it has submitted to the relevant security forces requesting data and information on seizures. Practices in this area suffer from a lack of harmonization and, in some cases, from security personnel integrating captured weapons into their operational stockpiles in order to re-equip insufficiently armed units. To address this, mobilizing the financial resources necessary to implement the joint COMNAT-ALPC and Ministry of Justice project on registering weapons seized by the judiciary, including funds for information-sharing with relevant ministries and improving weapon storage facilities, could be beneficial.
- Other opportunities for enhancement exist in terms of the operationalization of record-keeping at local levels, where facilities may be inadequate and/or insufficiently equipped to ensure sustained use of existing data-collecting and management procedures and tools, as well as systematic record-keeping and registration of seized weapons, where practices, procedures and guidelines vary.

## OPTIONS FOR WAM ENHANCEMENT

20.	Include within core budgets the funds needed to ensure the sustained use of the existing data-keeping and data-management procedures and tools (such as Internet connection fees, networking local and central registries, and printing costs for a new batch of secured hard-copy registers, etc.).	Responsible Ministries; Forces
21.	Mobilize the financial resources necessary to implement the joint COMNAT-ALPC and Ministry of Justice project on registering weapons seized by the judiciary, including funds for information-sharing with relevant ministries and improving weapon storage facilities.	CNS-Secretariat; Ministry of Justice; Forces; COMNAT-ALPC; international partners
22.	Establish a centralized national database with information related to all weapons in circulation (including State-, private company-, and civilian-held weapons) in compliance with ECOWAS Convention requirements.	CNS; Responsible Ministries; Forces; COMNAT-ALPC

URGENT

MEDIUM TERM



# TECHNICAL PILLAR 7: IDENTIFICATION AND TRACING OF COLLECTED ILLICIT WEAPONS



## KEY FINDINGS

- Efforts to identify and trace illicit weapons are essential to ensuring the establishment of a coherent and efficient WAM national framework. In Côte d'Ivoire, the need for a framework to identify and trace illicit weapons emerged at the outset of the 2012 marking programme. The use of existing tracing tools (particularly those developed by INTERPOL) remained limited as of September 2016. Similarly limited are the contributions to the various tracing initiatives administered by the INTERPOL National Coordination Bureau in terms of data-collection and data-circulation, provided by the State security forces. Reinforcing the CNS Secretariat, the COMNAT-ALPC and security forces' capacity to identify, profile, and trace illicit weapons may enhance the efficacy of tracing activities.
- During the consultative process in September 2016, many participants acknowledged and recognized the importance of reinforcing national technical capacities in the area of weapons tracing, as well as including such capacity-building components in future arms control initiatives. Needs for sensitization and harmonized Standard Operating Procedures (SOPs) for data-collection and data-exploitation were also expressed. Establishing harmonized SOPs for data-collection, registration, and weapon profiling to be applied to all collected illicit weapons, including identification and profiling components for captured weapons under judiciary review, and increasing security forces' involvement to reinforce existing INTERPOL tracing tools were all identified as possible ways forward.

## OPTIONS FOR WAM ENHANCEMENT

URGENT

23.

Establish harmonized SOPs for data collection, registration, and weapon profiling to be applied to all collected illicit weapons.

Forces; INTERPOL; COMNAT-ALPC; PSSM Working Group

IMMEDIATE

24.

Reinforce the CNS Secretariat, the COMNAT-ALPC and security forces' capacities to identify, profile and trace illicit weapons.

CNS-Secretariat; Forces; COMNAT-ALPC; INTERPOL; International Partners

25.

Introduce an identification and profiling component in future collection programmes as a precursor to the State's integration or destruction of collected weapons.

COMNAT-ALPC; international partners

26.

Include identification and profiling components for captured weapons under judiciary review and increase security forces' involvement to reinforce existing INTERPOL tracing tools.

CNS; Forces; COMNAT-ALPC

# TECHNICAL PILLAR 8: WEAPONS COLLECTION



## KEY FINDINGS

- The collection of illicit and unwanted weapons and ammunition from former combatants and affected communities is regarded as an effective means of strengthening social cohesion, promoting community development and creating conditions conducive to reducing armed violence and crime. Conducting appropriately designed weapons and ammunition collection programmes is not only a priority under the framework of post-crisis initiatives—to demobilize and disarm former combatants and reduce armed violence—it is also a relevant component of the national WAM framework.

- Since the end of the internal conflict in 2011, two voluntary weapons collection mechanisms were put in place. In September 2016, the outcomes of these collection programmes appeared to be successful. However, it is important to note that any proposed collection programme in the future needs to be better tied to national security strategy, including consideration for community safety and security. Continuing the collection and community sensitization activities, while paying special attention to women, children and other relevant groups (including, for in-

stance, the community of the Dozo), is seen as highly important. Moreover, participants pointed to the lack of trust between State institutions and the local communities as a significant barrier to the implementation of collection programmes. In this regard, it is crucial that Côte d'Ivoire take into account how disarming is likely to affect a community's security and how the State may provide adequate protection to civilians from possible threats, including crime-related activities.

## OPTIONS FOR WAM ENHANCEMENT

27.	Continue collection and community sensitization activities, while paying special attention to women, children and other relevant groups (including, for instance, the community of the Dozo).	CNS; MEMIS; National Assembly (target and sensitizing); Forces; COMNAT-ALPC; civil society
28.	Reinforce operational capacities necessary to accompany and support collection operations (i.e. transportation and logistical means).	CNS Forces; COMNAT-ALPC; international partners
29.	Identify and sensitize artisanal firearm manufacturers about the existing national and regional regulations.	MEMIS; COMNAT-ALPC; civil society

## TECHNICAL PILLAR 9: DESTRUCTION



### KEY FINDINGS

- As part of the post-conflict disarmament and restructuring of the Ivorian security sector, the destruction of surplus and unserviceable equipment and illicit weapons has been a priority since 2011. At the time the assessment was undertaken in September of 2016, national regulations on weapon destruction practices were obsolete. The new draft legislation was expected to confirm the COMNAT-ALPC as the bureau in charge of destruction. However, with no regulation of State-owned stockpiles, store managers have found it difficult to communicate to their commanders the importance of destroying unserviceable or incompatible equipment (because of calibre incompatibility with national stocks), as well as the need to comply with international standards. As of September 2016, the national regulatory framework provided guidance on how State-owned equipment was declassified; however, it did not provide information on practices for destruction. Defining a normative framework on destroying unserviceable, surplus, obsolete, or unnecessary State-owned weapons would be a valuable step in the future.
- During the consultative process in September 2016, the inadequacy of infrastructure available for effective destruction activities was addressed. Reinforcing operational capacity for destruction activities may be a useful action in the near future. Moreover, it may be useful to enhance coordination among security sector actors and those in charge of urban planning, not only to identify destruction facility sites but to ensure safe distances and other safety-related practices in regard to destruction/storage sites and the civilian population. The establishment of a technical coordination entity in charge of neutralization and destruction of explosive devices (mandated to act as the national explosive ordnance disposal unit) may help in destruction activities overall.

## OPTIONS FOR WAM ENHANCEMENT

30.	Establish a technical coordinating entity in charge of neutralization and destruction of explosive devices (mandated to act as the national EOD Unit).	CNS; Forces; international partners
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31.

Define a normative framework for destroying unserviceable, surplus, obsolete, or unnecessary State-owned weapons.

CNS; Forces; COM-NAT-ALPC

32.

Reinforce the operational capacity for destruction.

Forces; COMNAT-ALPC; international partners

33.

Increase the number of adequate ammunition destruction sites.

CNS; technical and relevant Ministries; National Bureau of Technical and Development Studies (BNETD); Forces





## THE REPUBLIC OF CÔTE D'IVOIRE



## LOOKING AHEAD

The exchange of good practices and lessons learned in strengthening WAM policy and practice in Africa seeks to enhance the knowledge of States, regional organisations and international partners on ways to establish and implement comprehensive national and regional frameworks governing the full lifecycle of arms and ammunition.

This publication presents a holistic approach to weapons and ammunition management with a special focus on Côte d'Ivoire. This holistic approach to WAM contributes to achieving broader peace, security, and de-

velopment goals including but not limited to conflict prevention, armed violence reduction, an accountable security sector, the protection of civilians and advancing the Agenda 2030.

**UNIDIR encourages the Community of States, regional organisations and relevant international partners to examine the options suggested for enhancing WAM in each Country Insight and use them as a basis to inform the planning, implementation, and assessment of future WAM projects in the relevant country.**

## ABOUT UNIDIR

The United Nations Institute for Disarmament Research (UNIDIR) is a voluntarily funded, autonomous institute within the United Nations. One of the few policy institutes worldwide focusing on disarmament, UNIDIR generates knowledge and promotes dialogue and action on disarmament and security. Based in Geneva, UNIDIR assists the international community to develop the practical, innovative ideas needed to find solutions to critical security problems.

**Acknowledgements:** UNIDIR would like to express its gratitude to the Government of the Republic of Côte d'Ivoire for their facilitation and cooperation for the baseline assessment project.

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