WORKING GROUP ON TREATY UNIVERSALIZATION
CO-CHAIRS REPORT TO CSP10

INTRODUCTION

1. This draft report to the Tenth Conference of States Parties (CSP10) to the Arms Trade Treaty (ATT) is presented by the Co-Chairs of the Working Group on Treaty Universalization (WGTU), Ambassador Razvan RUSU of Romania and Ambassador Seong-mee YOON of the Republic of Korea (ROK). It is intended to reflect the work undertaken by the WGTU and ATT stakeholders in promoting Treaty universalization since CSP9, as reported during the 22 February 2024 WGTU meeting. The report also includes an overview of the discussions and outcomes of the 22 February 2024 WGTU meeting regarding the Co-Chairs’ working paper on implementing CSP9 decisions relating to the work of the WGTU (ATT/CSP10.WGTU/2024/CHAIR/777/DrWP), and the briefing by the WGTU Co-Chairs during the during the 16-17 May 2024 CSP10 Informal Preparatory Meeting. The report concludes with the recommendations which the WGTU puts forward for consideration by CSP10 on this topic.

2. The draft report includes the following annexes:
   a. Annex A: Draft WGTU workplan for ATT universalization efforts; and
   b. Annex B: Draft list of practical ratification/accession and domestication questions.

BACKGROUND

3. The WGTU was established by the Third Conference of States Parties to the ATT (CSP3) with the objective of leading the process of harmonizing thoughts and ideas on the issue of Treaty universalization with a view to determining the best approaches for taking the issue forward. The work of the WGTU is guided by its Terms of Reference as well as the Working Group’s initial Work Plan endorsed by CSP3.¹

4. The Ninth Conference of States Parties to the ATT (CSP9) took a number of decisions that affect the work of the WGTU. One decision concerns the adoption of the proposal on “Enhancing the Work of the ATT Working Group on Treaty Universalization (WGTU)”, setting out recommendations to, inter alia, “[t]ask the WGTU to further elaborate details, as appropriate, regarding universalization efforts including a possible role of industry during the CSP10 cycle”.² The other decisions concern the adoption of the proposal on the Review of the ATT Programme of Work and the proposal on the WGETI configuration and

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substance, which entail that the WGTU aligns its work with the mainstream work of the WGETI and through structured discussions on the implementation phase/stage of “ATT ratification/accession and domestication”.\(^3\) In order to facilitate discussions on the implementation of these CSP9 decisions, the WGTU Co-Chairs prepared the working paper mentioned above.

**22 FEBRUARY 2024 WGTU MEETING**

**ATT Secretariat update on the status of ratifications and accessions**

5. To kick off the meeting, the WGTU reviewed the status of participation based on a presentation by the ATT Secretariat.\(^4\) The number of States Parties is unchanged since CSP9 and still stands at 113, with 28 signatory States that are not yet States Parties. The latest State to join the Treaty is still Andorra, which deposited its instrument of ratification on 02 December 2022. In the eleventh year since the adoption of the Treaty in June 2013 no State has yet joined the Treaty, with only one and two States joining in years nine and ten (Niue, the Philippines and Gabon).

6. In view of the scheduled discussion on the WGTU’s future universalization efforts, the ATT Secretariat also emphasized the current regional participation rate. In that respect, Asia has the lowest participation rate, as only 23% of Asian States are ATT States Parties (with an additional 21% having signed the Treaty). In Oceania, 40% of all States are ATT States Parties (with 20% signatory States). In Africa, 54% of all States are ATT States Parties (with 20% signatory States). In the Americas, 79% of all States are ATT States Parties (with 6% signatory States). In Europe, 93% of all States are ATT States Parties (with 2% signatory States).

**Update on activities to promote the universalization of the ATT**

7. The CSP10 President gave an overview of the universalization activities which Romania has undertaken so far. The CSP10 President facilitated the preparation and processing of the 2023 ATT Resolution during the First Committee of the United Nations General Assembly (UNGA), which was voted in favour by 159 states, with no votes against. The CSP10 President also referred to Romania’s participation in regional outreach efforts, recently hosting Mongolia for a study visit, and to his participation in several stakeholder events.

8. As Co-Chair, the Republic of Korea announced that it had finalized its project to translate the “ATT Universalization Toolkit” and the “Welcome Pack for New States Parties to the ATT” into all the ASEAN languages.\(^5\) The Republic of Korea has also promoted the ATT in relevant meetings and activities in the Indo-Pacific region.

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\(^4\) An up-to-date overview of the status of participation is available on the Treaty Status page of the ATT website: https://www.thearmstradetreaty.org/treaty-status.html?templateid=209883.

9. A number of States Parties and regional organizations subsequently informed the WGTU about their universalization activities since CSP9. Among these were hosting universalization roundtables, promoting the ATT in high-level meetings within existing regional frameworks, organizing outreach in the margins of the UNGA First Committee as well as providing assistance on topics such as domestic legislation. Several delegations also highlighted the importance of seeking synergies between universalization efforts and emphasized the important role of civil society in ATT universalization.

10. Civil society organisations also reported on past and future activities, mainly in the African and the Indo-Pacific region, which are aimed to bring together States to share domestication and implementation challenges. Organisations also mentioned informal sessions to conduct a dialogue about the factors that inhibit States from joining the Treaty and the implementation challenges they will face. In that context organizations also called on delegations to use their influence on all levels and referred to the CSP9 encouragement of continuing regular exchanges of views between the CSP President, WGTU Co-Chairs, Chairs and Facilitators of ATT subsidiary bodies, states and civil society on the promotion of ATT universalization.

11. All delegations agreed that more initiatives are necessary in view of the low participation rate in certain regions, as global adherence is key to the success of the Treaty. Delegations called on all States that have not yet done so to join the Treaty, with a specific mention of signatory States.

**Consideration of the working paper on implementing CSP9 decisions relating to the work of the WGTU**

*Introduction by Co-Chairs*

12. Under this agenda item, the WGTU Co-Chairs presented the two parts of their working paper, respectively dealing with the WGTU’s future universalization efforts in line with the adopted proposal on “Enhancing the Work of the WGTU” and the alignment of the WGTU’s work with the mainstream agenda of WGETI through structured discussions on national ratification/accession and domestication practices.

13. Concerning the WGTU’s future universalization efforts, the Co-Chairs focused on the mid- or long-term workplan which the WGTU is to develop to “enable [it] to provide ongoing support to national ATT ratification or accession processes over an extended period”. This would then entail the WGTU to “focus its efforts on (a) dedicated region/s for a period of time (initial recommendation three years), and assess progress made”. To provide relevant elements for this workplan, the Co-Chairs included guiding questions in their working paper for delegations to consider.

14. Concerning the anticipated structured discussions on national ratification/accession and domestication practices, the Co-Chairs explained that their working paper unpacks the topics for discussion (role of the executive and the parliament, legislative and national consultation processes) and addresses the working arrangements for these discussions. The WGTU will discuss these interconnected topics as a whole in consecutive WGTU meetings. For that purpose, “ratification/accession and national domestication practices” will be a recurring WGTU agenda item for at least three CSP cycles. The Co-Chairs also highlighted the draft list of practical ratification/accession and domestication questions that is provided to guide States Parties and other stakeholders in their contributions/presentations during the structured discussions. This draft list is a deliverable for CSP10.
Discussion about WGTU's future universalization efforts

15. Among delegations there is broad support for the new approach on the WGTU’s universalization efforts. Many delegations also committed to assist in promoting universalization, engaging with States in their region that have not yet joined the Treaty and helping those States in their ratification/accession and domestication efforts.

16. In terms of the regional focus of universalization efforts, delegations mostly mentioned the Asia Pacific region as a primary target (as the UN regional group of Asia-Pacific States only has a participation rate of 22% and includes 11 signatory States). Some delegations also mentioned parts of Africa as relevant focus areas, in view of the low participation rates in particularly the sub-regions of Northern and Eastern Africa. Delegations nevertheless cautioned not to lose sight of opportunities to bring States in other regions over the line and acknowledged that all signatory States remain a priority (as also mandated by the CSP9). Delegations further mentioned that the WGTU should also remain involved with the major exporters and importers that are not yet a State Party, as well as take strategic interests into consideration, such as the potential contribution to combating organized crime.

17. In terms of parameters and information to consider regarding States’ ratification status and inclination to join the Treaty, delegations made reference to data already available within the ATT process including the “ATT Universalization Toolkit” and the “Welcome Pack for New States Parties to the ATT”. Delegations mentioned use of support mechanisms such as the Voluntary Trust Fund (VTF) and the ATT Needs and Resources Matching Database, which should also be actively used to support Treaty universalization and implementation efforts. The information that is collected about the relevant States’ use of such mechanisms could be included in a document about their ratification status and inclination to join the Treaty (complemented with other relevant information from the ATT process). Such document could be useful to inform or target outreach efforts.

18. Delegations indicated, however, that to identify specific targets, a broad political assessment is necessary, in which the ATT vice-Presidents could effectively provide valuable insights. One delegation suggested in that regard, that vice-Presidents could conduct assessment surveys in their regions. Another delegation added that for such work, they could take into account the motivations, benefits and challenges laid out in the aforementioned ATT universalization toolkit. In any case, these assessments need to be specifically focused on States individually: individual assistance is an integral part of the new approach. In that respect, it is made clear that the internal political and constitutional situation in a

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6 For an overview of the membership of the UN regional groups, see https://www.un.org/dgacm/en/content/regional-groups. Note that in the ATT context, the status of participation is considered according to the geographic regions in the UN geoscheme (https://unstats.un.org/unsd/methodology/m49/). In that regard, as indicated above, the Asia region has a participation rate of 23% and the Oceania region has a participation rate of 40%.

7 The ATT Universalization Toolkit includes a section on the benefits of joining the Treaty that is based on the object and purpose of the Treaty. It explains that joining the Treaty means becoming part of a community of States operating a well-regulated international trade in conventional arms for the purpose of transparency, peace and security, human rights, sustainable development, regulating trade and enhancing trade standards and supporting synergies with other instruments. It also includes a section on the challenges States face in joining the Treaty and a FAQ section which deals with relevant questions such as “What difference is the Treaty making in the global arms trade?”, “How can we be sure that States Parties respect their commitments?” and “Does the Treaty prevent States from importing weapons?”.
country can play a major role in a State’s ability to join the Treaty, even if a State is committed to do so. It was emphasised that information from this process can be sensitive requiring proper handling and adoption of confidence building measures.

19. Delegations also emphasized the importance of synergies with other universalization efforts, on the bilateral, regional and the multilateral level. In that respect, as also mentioned in the Co-Chairs’ working paper, the WGTU is a platform for monitoring and supporting the overall implementation of the proposed new approach and all efforts made by ATT stakeholders.

Discussion about alignment of the WGTU’s work with the mainstream work of WGETI (structured discussions on national ratification/accession and domestication practices)

20. Delegations also offered broad support for the structured discussions on national ratification/accession and domestication practices. Delegations indicated that the proposed guiding questions in the Annex are very relevant and that the anticipated presentations on the basis of these questions will generate a wealth of information. Delegations also welcomed the inclusion of the cross-cutting functions of international cooperation and international assistance in the questions.

21. Delegations further emphasized that the main purpose of the anticipated presentations should be how these can be beneficial for signatory States and other States that are considering to join the Treaty. States Parties presenting their ratification/accession process should nevertheless also address the key motivations for their ratification/accession. One delegation suggested that invitations for the anticipated presentations should also be extended to signatory States and other States that have expressed an interest in ratification or accession. Their input could help the WGTU and international assistance providers to focus their efforts.

CONCLUSIONS AND WAY FORWARD AFTER 22 FEBRUARY 2024 WGTU MEETING

22. In concluding the discussion on the WGTU’s future universalization efforts, the Co-Chairs reminded delegations that their projected next step on this topic is to prepare a first draft of the anticipated mid- or long-term workplan for ATT universalization efforts. This draft workplan will be part of the Co-Chairs’ draft report to CSP10, which will also include draft recommendations. The draft report will be circulated with a view to have a discussion on this during the CSP10 Informal Preparatory Meeting on 16-17 May 2024.

23. Regarding the structured discussions on national ratification/accession and domestication practices, the Co-Chairs noted the broad support for the approach and for the list of practical ratification/accession and domestication questions. The Co-chairs did not hear or receive any proposals for concrete amendments or additional questions in the list. Delegations that still wanted to make such proposals were requested to do so in writing. In absence of such proposals following the 22 February 2024 meeting, the proposed list will be considered as a completed deliverable for CSP10.

24. Going forward, the Co-Chairs emphasized that the CSP9 decisions affecting universalization and the WGTU go beyond the two deliverables for CSP10 that were addressed in the Co-Chairs’ working paper and the 22 February 2024 WGTU meeting. As also mentioned in their working paper, for this particular meeting, the Co-Chairs focused on those elements in the adopted proposal on “Enhancing the Work of
the [WGTU]* that explicitly provide a role for the WGTU itself, while noting that other elements rather address States Parties and the ATT Secretariat. It should be clear nevertheless that for the draft workplan to achieve tangible results, all relevant stakeholders need to take up their projected role and the overall implementation of the proposed new approach needs to monitored and supported in the WGTU.

WGTU BRIEFING DURING 16-17 MAY 2024 CSP10 INFORMAL PREPARATORY MEETING

25. [To be included after the 16-17 May 2024 CSP10 Informal Preparatory meeting.]

RECOMMENDATIONS FOR CSP10

26. Based on the above and considering the work undertaken by the WGTU to fulfil its mandate for the period between CSP9 and CSP10, the Working Group recommend that CSP10:

1) welcomes the draft workplan for ATT universalization efforts, as included in Annex A of this report, to be reviewed and updated by the Working Group, as appropriate;

2) welcomes the list of practical ratification/accession and domestication questions for the structured discussions on national ratification/accession and domestication practices in the WGTU, as included in Annex B of this report, to be reviewed and updated by the Working Group, as appropriate; and

3) encourages States Parties to volunteer to give presentations about their national ratification/accession and domestication practices, taking into account the practical ratification/accession and domestication questions for each topic.
ANNEX A

WGTU DRAFT WORKPLAN FOR ATT UNIVERSALIZATION EFFORTS

Draft

Background

1. This workplan is an annex of the WGTU Co-Chairs’ Report to CSP10 (ATT/CSP10.WGTU/2024/CHAIR/785/Conf.Rep), welcomed by the CSP10. It is intended to guide the Treaty universalization discussions and outreach efforts of ATT stakeholders during the CSP11 to CSP13 cycles, in line with the relevant CSP9 decision and follow-up discussions in the WGTU during the CSP10 cycle.¹

Regional universalization champions and other ATT stakeholders

2. Within the context of this workplan, the WGTU Co-Chairs will assume primary responsibility to undertake universalization efforts, supported by the ATT vice-Presidents, in close cooperation with the ATT Secretariat.

3. The efforts of the WGTU Co-Chairs and the vice-Presidents will be supported by other States Parties willing to act as regional universalization champions. For that purpose, the ATT will reach out to the ATT National Points Contact of States Parties, to enquire about States Parties’ interest to support universalization as regional universalization champions.

4. Beyond the regional universalization champions, all other ATT stakeholders including civil society are encouraged to undertake or support universalization efforts within the context of this workplan.

Focus of ATT universalization efforts

5. On the recommendation of the WGTU, universalization efforts in the CSP11 to CSP13 cycles will primarily focus on the Asia-Pacific States that have not yet joined the Treaty. A list of the relevant States is attached to this workplan.

6. In addition, universalization efforts will be focused on signatory States in all regions that have not yet joined the Treaty, in particular the signatory States in the region of focus. A list of all signatory States is attached to this workplan.

7. To prioritize universalization efforts within these groups, the regional universalization champions of the relevant regions and the ATT Secretariat will discuss which States are most inclined towards joining the Treaty in the coming years. For that purpose, the regional universalization champions of the relevant regions, in cooperation with the ATT Secretariat, will conduct a prior assessment of the relevant States in their region and seek the input from interested ATT stakeholders, including relevant regional organisations.

Planning of ATT universalization efforts

8. In order to strategically plan, streamline and support universalization efforts, regional

universalization champions and other ATT stakeholders are requested inform the ATT Secretariat well in advance of anticipated bilateral, multilateral and regional universalization efforts, where feasible and appropriate.

9. Where feasible and appropriate, the ATT Secretariat will liaise with relevant regional organizations and other ATT stakeholders with a view to seek cooperation and avoid duplication of efforts.

**Substance of ATT universalization efforts**

10. ATT stakeholders will conduct their universalization efforts in the context of this workplan on the basis of the guidance provided in the ATT Universalization Toolkit that was developed by the WGTU for that purpose. This will help provide consistency of ATT universalization narrative in terms of addressing motivations, benefits and challenges concerning joining the ATT.

11. ATT stakeholders will also promote the Voluntary Trust Fund, as Signatory States and other States having shown clear and unambiguous political commitment to accede to the ATT requiring assistance to implement the Treaty may also submit project proposals. In the same regard, ATT stakeholders will also promote the ATT sponsorship programme and refer to other international assistance providers.

12. Where feasible and appropriate, ATT stakeholders will extend an invitation to the State(s) in question to participate in the WGTU meetings and, on a voluntary basis, brief the WGTU on their situation with regard to the ATT and possible challenges and issues concerning ratification or accession.

**ATT Secretariat support to targeted ATT universalization efforts**

13. To support universalization efforts of regional universalization champions that target one or more specific States, the ATT Secretariat will provide a brief document with the ATT profile of the State(s) in question. That ATT profile will include, as a minimum, information about the following elements regarding the State(s) in question:
   - Proposals under the ATT Voluntary Trust Fund (VTF)
   - Assistance requests in the ATT Needs and Resources Matching Database
   - Applications to the ATT Sponsorship Programme
   - Participation in the ATT Conference of States Parties (CSP)
   - Presentations and general statements in the ATT CSP and ATT Working Groups
   - Voting record on ATT resolutions in the UN General Assembly
   - Participation in the UN Register of Conventional Arms (UNROCA)
   - Participation in relevant regional arrangements

14. For targeted universalization efforts that are organized in the margins of ATT meetings, where relevant and appropriate, the ATT Secretariat will examine proactively whether sponsorship can be granted for relevant participants.

**Monitoring of ATT universalization efforts**

15. For the WGTU to administer this workplan and to monitor and steer its implementation, “implementation of the WGTU workplan for ATT universalization efforts” will be a recurring WGTU agenda item.

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ATTACHMENT TO WGTU WORKPLAN FOR ATT UNIVERSALIZATION EFFORTS CSP11-CSP13: STATES OF FOCUS

Asia-Pacific States that are not yet a State Party

Based on the UN regional groups of Member States [https://www.un.org/dgacm/en/content/regional-groups](https://www.un.org/dgacm/en/content/regional-groups), as of 16 April 2024, the Treaty status of Asia-Pacific States is as follows:

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<tr>
<th>States Parties (12)</th>
<th>Signatory States (11)</th>
<th>Other States (31)</th>
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<td>2. China</td>
<td>2. Bangladesh</td>
<td>2. Brunei Darussalam</td>
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<td>3. Cyprus</td>
<td>3. Cambodia</td>
<td>3. Democratic People’s Republic of Korea</td>
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<td>5. Kazakhstan</td>
<td>5. Mongolia</td>
<td>5. India</td>
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<td>7. Maldives</td>
<td>7. Singapore</td>
<td>7. Iran (Islamic Republic of)</td>
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<td>12. Lao People’s Democratic Republic</td>
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<td>30. Viet Nam</td>
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<td>31. Yemen</td>
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As of 16 April 2024, the following signatory States are not yet a State Party:

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<tr>
<th>Signatory States (28)</th>
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<tr>
<td>1. Angola</td>
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<td>7. Comoros</td>
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<td>13. Kiribati</td>
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³ This State has signed the Treaty, but no longer intends to become a State Party.
ANNEX B

WGTU STRUCTURED DISCUSSIONS ON NATIONAL RATIFICATION/ACCESSION AND DOMESTICATION PRACTICES

LIST OF PRACTICAL RATIFICATION/ACCESSION AND DOMESTICATION QUESTIONS

Draft

Initial remark

1. This list of practical ratification/accession and domestication questions concerns the structured discussions on national ratification/accession and domestication practices in the Working Group on Treaty Universalization (WGTU). It is an annex to the WGTU Co-Chairs’ Draft Report to CSP10, and gives effect to the instruction of the CSP9 to “explore possibilities of aligning [the] work [of the WGTU] with the mainstream work of WGETI”, which is set out in the proposal on the WGETI configuration and substance that was adopted at CSP9.¹ As indicated in paragraph 19 and 20 of the WGTU Co-Chairs’ Draft Report to CSP10 working paper for the WGTU meeting of 22 February 2024, the practical ratification/accession and domestication questions are provided to guide delegations’ contributions/presentations on national ratification/accession and domestication practices.

General scope of discussions

2. The WGTU will address the practical aspects of ratification/accession and domestication as a whole. Concretely, the WGTU will look at how States Parties approach the ratification or accession process, as well as the process to assess whether its national laws, regulations and policies are in accordance with the Treaty requirements and, if necessary, the process to ensure conformity with the Treaty. The role of the Executive and the Parliament, legislative processes national consultation processes will be the focal aspects.

Questions

Ratification / accession

1. Can you explain your State’s process of ratifying or acceding to the ATT and any challenges your State had to overcome? Which ministries, departments and/or agencies were involved in the process? Who initiated the process? Was there any involvement of civil society or industry in the process?

2. Did ratification or accession require formal involvement of the Parliament?

3. Was your State’s ratification or accession conditional on the conformity of your State’s national laws, regulations and policies with the Treaty?

Implementation

4. How were conformity of your State’s national laws, regulations and policies with the Treaty and your State’s implementation needs assessed? Was a formal assessment process set up? If so, which ministries, departments and/or agencies were involved in this process? Was there also involvement

of the Parliament, civil society and/or industry? What was the outcome of this process (e.g. a concept paper, roadmap or action plan)?

5. Did your State’s implementation of the Treaty involve the development of new laws and regulations and/or amending existing laws and regulations? Can you explain the steps taken in the legislative process, including the involvement of relevant ministries, departments and/or agencies and consultations of civil society and/or industry?

6. Did the development of new laws and regulations and/or amending existing laws and regulations include the formal establishment of new institutions to deal with Treaty implementation or formally mandating existing institutions with that task (including the possible provision of inter-agency arrangements)?

International cooperation and international assistance

7. Are there specific contributions that international cooperation between States (Parties) and/or further discussions within the ATT process could make to facilitate or support ratification/accession and domestication of the Treaty?

8. Is your State in a position to provide assistance to other States Parties on Treaty ratification/accession and domestication? Does your State need assistance on Treaty ratification/accession and domestication or has your State already received assistance on this in the past, via the VTF or another international assistance provider? In case of the latter, could you elaborate on this?

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