



4 August 2026

Submitted by: the Extended Bureau

Original: English

Arms Trade Treaty

Twelfth Conference of States Parties

Geneva, 24 - 28 August 2026

PROPOSED DRAFT ELEMENTS FOR A FIVE-YEAR STRATEGY FOR THE ATT

BACKGROUND AND CALL FOR PROPOSALS

1. The Eleventh Conference of States Parties (CSP11) to the Arms Trade Treaty (ATT) endorsed a [proposal](#) submitted by the United Kingdom for the CSP11 to agree a mandate to elaborate elements of a draft 5-year Strategy for the ATT, to be put for consideration by the Conference no later than CSP13. As set out in the proposal, it was considered that such long-term Strategy for the ATT could serve two interrelated functions:

- i) *Providing greater focus and prioritization of the ATT's structures and activities, particularly in a context of constrained financial and human resources, by adopting a cross-cutting Treaty perspective and a longer-term strategic direction; and*
- ii) *Enabling States Parties to better measure progress and impact on the implementation and impact of the Treaty, against agreed objectives and priorities.*

2. In this context, CSP11 requested the ATT Secretariat to issue a call for proposals to States Parties and other stakeholders to submit objectives and priorities, as well as possible actions and performance measures which could be taken in pursuit of these objectives and priorities, considering all aspects of the Treaty, with a view to elaborating elements of a draft 5-year Strategy. An "Extended ATT Bureau" consisting of the ATT President and Vice-Presidents, Working Group Chairs, the Chair of the Diversion Information Exchange Forum (DIEF), the Chair of the Voluntary Trust Fund (VTF) Selection Committee, and Gender Focal Points, was mandated to subsequently draw together the obtained elements and proposals into the form of a draft Strategy.

3. The ATT Secretariat issued the Call for Proposals, inviting structured inputs on the envisioned structure of the Strategy, potential monitoring and evaluation processes, eight specific thematic areas, cross-cutting issues, challenges and constraints and the Strategy development process. The Secretariat synthesized the inputs received into a document entitled "[Summary Report on Submissions and Contributions by Stakeholders and Key Elements of the Draft Strategy](#)", which informed the online consultations held on 23 March 2026.

FIRST INFORMAL CONSULTATION OF 23 MARCH 2026

4. The online consultation held on 23 March 2026 was the first of at least two virtual consultations requested by CSP11. During this consultation, the ATT Secretariat presented the summary report and delegations discussed the key findings emerging from the Call for Proposals, while providing additional reflections and inputs to inform the ongoing Strategy development process. The Secretariat reflected these additional inputs into the document entitled "[Development of Elements of a Draft Five-Year Strategy for the ATT: Summary Report](#)"

[of Contributions and Key Elements](#)”, which consolidated the findings of the consultation process. This second summary report was circulated in preparation for the CSP12 Informal Preparatory Meeting held on 27-28 May 2026.

CSP12 INFORMAL PREPARATORY MEETING OF 27-28 MAY 2026 AND FOLLOW-UP

5. During the CSP12 Informal Preparatory Meeting, on 28 May 2026, the Extended ATT Bureau provided an update on the Strategy development process, and invited views on the Secretariat’s summary report and proposed next steps. Delegations broadly supported a concise, practical, and implementation-oriented Strategy that builds on existing ATT mechanisms rather than creating new structures. Delegations emphasized that the Strategy should strengthen coherence across ATT workstreams, improve coordination among existing bodies, and avoid duplication, while remaining focused on the effective implementation of the Treaty, particularly Articles 6 and 7. A recurring theme was the need to ensure that the Strategy remains realistic, achievable, and implementable within existing resources and budgetary constraints. Many stressed that the process should remain State Party-led and consensus-based, while continuing to benefit from the contributions of relevant stakeholders, including international organizations, civil society, industry, and research institutions.

6. Following the CSP12 Informal Preparatory Meeting, the ATT Secretariat prepared the document entitled “[Proposed Draft Elements for a Five-Year Strategy for the ATT](#)”, setting out possible draft elements of the Strategy to be submitted for consideration at CSP12. These elements built on the proposals and input provided by States Parties and stakeholders throughout the process, the reports previously circulated and the discussions among delegations regarding the need to enhance coherence, predictability, and impact across efforts to support Treaty implementation and is intended to facilitate further refinement of the Strategy. The document also included possible next steps and recommendations for CSP12, which have been revised and are reflected in the relevant paragraphs below. It was circulated on behalf of the Extended ATT Bureau ahead of the second informal consultation on the Strategy, held on 21 July 2026.

SECOND INFORMAL CONSULTATION OF 21 JULY 2026

7. During the second informal consultation held on 21 July 2026, the Extended ATT Bureau provided States Parties and other stakeholders with an opportunity to exchange views on the draft elements prepared to support the development of a five-year Strategy for the Arms Trade Treaty.

8. Delegations broadly welcomed the draft elements as a useful basis for further work and expressed appreciation for the inclusive process undertaken to date. It was noted that the document reflects the broad range of proposals received through the call for proposals and previous consultations and therefore provides a comprehensive basis from which to further develop the Strategy.

9. A number of delegations nevertheless observed that the next phase of the process should focus on further refining and streamlining the draft elements with a view to producing a practical, focused and implementable Strategy. In this regard, several delegations suggested that the Strategy should identify a manageable number of strategic priorities that could realistically be pursued during the implementation period, taking into account feasibility, expected impact and the added value of coordinated action under the Treaty.

10. Many interventions highlighted the importance of including appropriate monitoring and evaluation arrangements within the Strategy. It was suggested that the development of indicators, baselines and detailed monitoring methodologies could be undertaken during the drafting of the Strategy itself.

11. With regard to substantive priorities, several delegations emphasized that the implementation of Articles 6 and 7 should remain among the principal areas reflected in the Strategy. Other priorities identified during the consultation included diversion prevention, transparency and reporting, universalization, strengthening national implementation systems, institutional and financial sustainability, participation in ATT processes, and the development of practical implementation tools and check lists.

12. Delegations broadly supported maintaining cross-cutting considerations throughout the Strategy. In particular, reference was made to ensuring the meaningful participation of civil society, international and regional organizations, industry and other relevant stakeholders, consistent with established ATT practice, as well as integrating gender considerations throughout the Strategy where appropriate.

13. The consultation also included an exchange of views on possible arrangements for the next phase of the drafting process. A number of delegations expressed views on possible coordination mechanisms, including the establishment of a "Friends of the President" mechanism, the role of existing ATT office holders and subsidiary bodies, and ways to facilitate continued stakeholder engagement throughout the drafting process. The ATT Secretariat and some delegations noted that a "Friends of the President" mechanism has been employed in other multilateral forums.

14. Finally, several delegations encouraged continued opportunities for consultation during the development of the Strategy, including regional consultations where appropriate.

FOLLOW-UP AND NEXT STEPS

15. Following the informal consultation of 21 July 2026, the Extended ATT Bureau would like to emphasize that the *Proposed Draft Elements* document does not constitute a draft strategy or a negotiated text. Rather, it provides a strategic framework and set of possible building blocks, prepared by the ATT Secretariat on the basis of submissions and consultations, from which can be drawn to structure the Strategy and to identify and elaborate priority topics, strategic objectives, priority actions, indicators and milestones. Additional language and some revisions were provided in the Annex to further clarify this status.

16. With regard to the next phase of drafting and coordination, the draft recommendations are retained, with some minor revisions to address comments regarding inclusivity. Regarding the possibility for the President to be assisted, as appropriate, by a small and geographically representative informal group of interested delegations ("Friends of the President") in drafting, holding targeted consultations and identifying areas of convergence, it is emphasized that participation in such a group would be voluntary and under the guidance of the President, while ensuring transparency towards all States Parties and stakeholders. This would complement the support provided by office holders on matters falling within their respective mandates, whose role is to ensure both substantive expertise and broad ownership across the full range of Treaty-related issues.

RECOMMENDATIONS FOR CSP12

17. Based on the above and considering the input provided and consultations undertaken between CSP11 and CSP12, the Extended Bureau recommends that CSP12:

- a) Takes note with appreciation of the draft elements for consideration in the development of a five-year Strategy for the ATT, prepared by the ATT Secretariat and contained in the Annex, as a basis to inform further work;*
- b) Requests the President of the Thirteen Conference of States Parties (CSP13), in consultation with States Parties and with the support of the ATT Secretariat, to facilitate an inclusive and transparent intersessional process to draw on the draft elements as a basis for developing a draft ATT Strategy to be submitted to CSP13 for consideration and adoption;*
- c) Encourages the President of CSP13 to explore options to facilitate further consultations and support preparation of the draft ATT Strategy, including, as appropriate, through the establishment of a geographically representative Friends of the President process, open to all interested States Parties, and inviting input from other stakeholders through consultations;*
- d) Requests, in addition, all officer holders, including Vice-Presidents, Working Groups Chairs, the Chair of the Diversion Information Exchange Forum (DIEF), the Gender Focal Points, and the Chair of the Voluntary Trust Fund (VTF) Selection Committee, to support the intersessional process, as appropriate, with respect to matters relevant to their respective workstreams.*

ANNEX**Prepared by the ATT Secretariat**

PROPOSED DRAFT ELEMENTS FOR A FIVE-YEAR STRATEGY FOR THE ATT**BACKGROUND**

1. Pursuant to the mandate of the Eleventh Conference of States Parties (CSP11) to develop draft elements for a five-year Strategy for the Arms Trade Treaty (ATT), discussions have been undertaken among ATT stakeholders on how such a framework could support the effective implementation and universalization of the Treaty.
2. States Parties have an opportunity to reflect on lessons learned from their implementation and consider how future ATT work could be organized to promote greater strategic coherence, continuity, and impact.
3. The present document sets out possible draft elements of the Strategy to be submitted for consideration at CSP12. It builds on the proposals and input provided by States Parties and stakeholders throughout the process, the reports previously circulated and the discussions among delegations regarding the need to enhance coherence, predictability, and impact across efforts to support Treaty implementation and is intended to provide a framework to be drawn upon in the development of the Strategy. In this regard, any examples of priority topics, strategic objectives, priority actions and indicators are illustrative, non-binding and non-exhaustive. The determination of priorities rests with States Parties, acting by consensus.
4. The Strategy is intended to provide strategic orientation for coordinated action across relevant thematic areas over a multi-year period and to complement, rather than replace, national implementation efforts and existing Treaty obligations. It will not create new legal obligations nor seek to amend the Treaty.

STRATEGIC VISION, OBJECTIVE AND GUIDING PRINCIPLES

5. Discussions to date have suggested that a future ATT Strategy could be guided by a shared vision of a universal and effectively implemented Arms Trade Treaty that contributes to international peace and security, reduces human suffering, and promotes transparency and responsibility in the international trade in conventional arms.
6. In this context, the overall objective of an ATT Strategy could be to support States Parties in the effective implementation of the ATT through coordinated, practical, and progressively structured action across key thematic areas.

STRATEGIC STRUCTURE

7. The Strategy could be structured around seven thematic areas identified in the Call for Proposals: national implementation; application of Articles 6 & 7, transparency and reporting; universalization; international cooperation; international assistance, and infrastructure. These

areas reflect core pillars of effective ATT implementation and are intended to provide a coherent framework for collective action.

8. For each thematic area, States Parties may wish to identify a limited number of priority topics to be addressed over the 5-year duration of the Strategy. These could be complemented by strategic objectives to be pursued – and, where feasible, achieved – within that period, as well as priority actions to be undertaken during defined implementation periods (e.g. annually) in support of these objectives. Where appropriate, strategic objectives and actions could be accompanied with monitoring indicators and milestones. Each of these components could be informed by the inputs provided during the Call for Proposals, further consultations, lessons learned from previous ATT work programmes, and recommendations emerging from subsidiary bodies. They should also take into account ongoing discussions and work plans, as well as the existing body of ATT implementation tools and guidance documents (available [here](#)). Such an approach could help ensure that the Strategy remains focused, practical, and responsive while avoiding duplication of activities already undertaken within the ATT framework and minimizing disruption of ongoing work. At the same time, sufficient flexibility should be maintained, to allow adjustments in response to emerging needs and developments.

THEMATIC AREAS – SAMPLE OF POSSIBLE TOPICS AND OBJECTIVES

9. The sections below outline, for each thematic area, an illustrative and non-exhaustive sample of possible priority topics and strategic objectives drawn from the ATT Secretariat's operational matrix, which synthesizes the proposals received through submissions and consultations and translates these into possible actions, indicative timelines, potential lead actors, suggested indicators, and monitoring and evaluation (M&E) approaches. The examples below are paraphrased and are intended to capture the range of ideas and priorities that emerged during the consultation process. They are provided to facilitate further discussion on potential areas of focus, without prejudice to any future decisions regarding the content of the Strategy.

10. The matrix itself will be available on the ATT website as a Secretariat working document and does not constitute a definitive record, binding interpretation or endorsement of the proposals, positions, or priorities advanced by delegations.

National Implementation

11. Possible priority topics related to the thematic area on national implementation emerging from submissions and consultations include implementation of comprehensive national control systems; national legislation and regulatory frameworks; national control lists; and licensing and authorization procedures. Specific focus areas within these topics could include regulation of brokering, transit and trans-shipment; record-keeping; diversion prevention and response measures; designation and operation of National Points of Contact; inter-agency coordination among licensing, customs, border control, defence, law enforcement and foreign affairs authorities; and other key implementation topics identified by the Conference.

12. Possible strategic objectives identified include strengthening national legal and regulatory frameworks; establishing or enhancing effective licensing and transfer control systems; improving inter-agency coordination and information-sharing; supporting the designation and operational effectiveness of National Points of Contact; strengthening capacities for diversion prevention, detection and response; improving record-keeping systems; strengthening practical implementation guidance, toolkits and peer-learning mechanisms; and identifying and addressing persistent implementation challenges.

Application of Articles 6 and 7

13. Priority topics relating to the application of Articles 6 and 7 emerging from submissions and consultations include national risk-assessment methodologies; integration of international humanitarian law (IHL), international human rights law (IHRL), risk monitoring and reassessment procedures; information exchange; transparency and accountability; and capacity-building for licensing and assessment authorities.

14. Potential strategic objectives highlighted include establishing and strengthening national risk-assessment frameworks; enhancing post-delivery controls and risk-monitoring mechanisms; improving consistency and transparency through peer learning, case studies and reporting; strengthening technical expertise among licensing officers; and developing or optimizing assessment tools, guidance materials and risk-mitigation practices to support coherent implementation of Articles 6 and 7.

Transparency and Reporting

15. Possible priority topics related to transparency and reporting emerging from submissions and consultations include compliance with initial and annual reporting obligations; improving quality, completeness and timeliness of reports; synergies and interoperability with relevant international and regional reporting mechanisms; enhanced information-sharing; and capacity-building to support the effective implementation of Articles 13 and 15.

16. Possible strategic objectives identified include increasing reporting compliance rates; improving the quality, completeness and usefulness of submitted reports; promoting public and detailed reporting where appropriate; streamlining reporting; strengthening national institutional capacities and reporting procedures; enhancing information exchange and peer support; and improving the use of reporting data to identify implementation gaps and assistance needs.

Universalization

17. Possible priority topics related to universalization emerging from submissions and consultations include targeted engagement with non-States Parties; tailored pre-accession assistance; regional and sub-regional outreach strategies; engagement with relevant stakeholders; dissemination of outreach materials; promotion of ATT norms and standards among non-States Parties; and coordination of universalization resources and efforts.

18. Possible strategic objectives identified include conducting targeted outreach and diplomatic engagement in priority regions and States; promoting regional champions and peer-to-peer exchanges; strengthening normative adoption of ATT principles within national and regional frameworks; enhancing cooperation with regional organizations; mobilizing resources; and establishing effective coordination mechanisms to support universalization efforts.

International Cooperation

19. Possible priority topics related to international cooperation emerging from submissions and consultations include cooperation among exporting, importing and transit States; diversion information exchange through mechanisms such as the Diversion Information Exchange Forum (DIEF); operational cooperation in addressing diversion cases; regional and cross-border cooperation frameworks; and supporting technical exchanges among customs, law-enforcement, licensing and judicial authorities.

20. Possible strategic objectives identified include strengthening practical cooperation among States Parties across the transfer chain; enhancing the exchange of diversion-related information, trends and lessons learned through Dief and other mechanisms; promoting rapid responses to diversion and peer-to-peer partnerships; strengthening technical and operational capacities of relevant authorities; and reinforcing regional cooperation to prevent, detect and address diversion.

International Assistance

21. Possible priority topics related to international assistance emerging from submissions and consultations include demand-driven and coordinated assistance; matching assistance requests with available expertise and resources; sustainable institutional capacity-building; regional cooperation; prioritizing support for implementation of key Treaty obligations; and strengthening the effectiveness and accessibility of the Voluntary Trust Fund (VTF) and its coordination with other assistance mechanisms.

22. Possible strategic objectives identified include strengthening data-driven coordination mechanisms to better match assistance with identified needs; delivering sustainable and impact-oriented capacity-building; enhancing regional outreach and accessibility of assistance; and strengthening the effectiveness, flexibility and accessibility of the VTF, including through simplified procedures, enhanced synergies with other funding mechanisms.

Gender

23. Possible priority topics related to the thematic area on gender emerging from submissions and consultations include the mainstreaming of gender considerations across all ATT processes; gender-responsive implementation; coherence with the Women, Peace and Security agenda and other relevant international frameworks; participation of women and gender experts in national control systems, ATT meetings and implementation activities.

24. Possible strategic objectives identified include institutionalising the integration of gender analysis in ATT Working Group discussions; strengthening capacity for gender-responsive implementation through research, guidance, training and dedicated knowledge resources; and promoting inclusive participation by increasing the representation of women in delegations and leadership positions, while fostering a safe and enabling environment through measures such as gender-responsive sponsorship policies.

Infrastructure

25. Possible priority topics related to infrastructure emerging from submissions and consultations include governance, financial sustainability, Secretariat capacity, and institutional coordination.

26. Building on these, possible strategic objectives identified include strengthening governance and strategic planning across the ATT institutional framework; ensuring the long-term financial sustainability and effective management of the Treaty's institutions; enhancing the effectiveness, expertise and technical support provided by the ATT Secretariat; and improving coordination, coherence and effectiveness across ATT institutional processes and subsidiary bodies.

CROSS-CUTTING CONSIDERATIONS

27. In implementing a future ATT Strategy, States Parties may wish to consider a number of cross-cutting themes that are relevant across all strategic areas. These could include, inter alia, diversity, equity and inclusion, human rights and international humanitarian law considerations; transparency and accountability; stakeholder engagement, evidence-based decision-making, sustainability of capacity-building efforts; engagement with industry stakeholders and the promotion of cooperation and information-sharing among States Parties and stakeholders.

28. Consideration of cross-cutting themes could help ensure that implementation of the Strategy contributes to effective, inclusive, and sustainable Treaty implementation across all areas of work.

POSSIBLE IMPLEMENTATION MODALITIES

29. The implementation of a future ATT Strategy could rely on the respective roles of States Parties, the ATT Secretariat, and subsidiary bodies, as well as other stakeholders, as appropriate. States Parties would retain primary responsibility for implementation of the Treaty and for advancing the thematic areas, priority topics, strategic objectives and priority actions agreed under the Strategy. The ATT Secretariat could provide facilitation, coordination, and technical support functions within its mandate and capacity, including support for monitoring and reporting on progress.

30. To facilitate implementation and monitoring, the thematic areas, priority topics, strategic objectives and priority actions could be reflected, as appropriate, in the workplans and agendas of the ATT subsidiary bodies, including the Working Groups, the Diversion Information Exchange Forum (DIEF), the Gender Focal Points, and the Voluntary Trust Fund (VTF) Selection Committee. Such alignment would help ensure that the work undertaken within the Treaty's institutional framework contributes directly to the implementation of the Strategy, while also providing regular opportunities to review progress, identify gaps, and consider adjustments to implementation priorities. In this regard, due consideration should also be given to the ATT programme of work as agreed by CSP11, including the meeting schedule and possible support mechanisms.

31. To promote coherence across the ATT institutional framework, for each thematic area, strategic objectives and priority activities could be reflected, as appropriate, in the workplans and agendas of the subsidiary bodies, including the Working Groups, the Diversion Information Exchange Forum (DIEF), the Gender Focal Points, and the Voluntary Trust Fund (VTF). Such alignment could help ensure that priority activities undertaken within these bodies contribute to the achievement of agreed strategic objectives and facilitate the identification of implementation gaps and emerging needs.

32. Working Groups and other subsidiary bodies could also play a role in reviewing progress within their respective areas of responsibility and identifying recommendations for future action. Existing ATT reporting, review, and information-sharing mechanisms could be used, to the extent possible, to monitor implementation of the Strategy, thereby promoting transparency and accountability while avoiding unnecessary additional reporting burdens.

33. Cooperation with international and regional organizations, civil society, academia, and technical partners could further support implementation by supporting capacity-building,

knowledge-sharing, technical assistance, and resource mobilization efforts aligned with the Strategy's objectives.

34. The Strategy could remain flexible in nature, allowing for periodic assessment and adjustment of priority topics in response to emerging needs, developments, implementation trends, or decisions adopted by States Parties in the context of the ATT process.

POSSIBLE MONITORING, REVIEW AND EVALUATION ARRANGEMENTS

35. A future Strategy would need to determine whether and how progress under each strategic area should be monitored and reviewed. One possible approach could involve an annual reflection on activities undertaken, progress achieved, implementation challenges encountered, and areas requiring further attention. Such a process could support continuous learning and facilitate adjustments where necessary.

36. Monitoring arrangements could build, to the extent possible, on existing ATT institutional processes and reporting mechanisms. For example, subsidiary bodies, including the Working Groups, the Diversion Information Exchange Forum (DIEF), the Gender Focal Points, and the Voluntary Trust Fund (VTF), could periodically reflect on progress made within their respective areas of work in relation to the relevant strategic areas.

37. One possible modality could be for Chairs of subsidiary bodies, supported the ATT Secretariat, to include in their reports to the Conference a dedicated section on progress achieved, challenges identified, and recommendations for future action. The President, in turn, could provide an annual strategic overview of progress in implementing the Strategy, drawing on the information contained in the Conference reports of the relevant subsidiary bodies.

38. Where considered useful and feasible, qualitative and quantitative indicators could be developed to support monitoring efforts and facilitate the assessment of progress over time. Such indicators could be linked to the priority topics, strategic objectives, and priority activities identified under each strategic area.

39. States Parties may also wish to consider a mid-term review and/or an end-of-cycle evaluation to assess overall progress, identify lessons learned, and inform the development of future strategic planning processes.

CONCLUSION

40. The elements outlined in this document are intended as a basis for further discussion among States Parties on the possible development of an ATT Strategy. They do not represent agreed language, but rather an initial set of ideas that could inform the preparation of a more comprehensive strategic framework.

41. Subject to further consultations, such framework could include a vision, objectives and guiding principles, thematic areas, each comprising a top line-narrative, priority topics per thematic area, as well as the related strategic objectives, priority actions and possible indicators and / or milestones, and on implementation and monitoring modalities where appropriate

42. Further consultation and refinement would nevertheless be required to consolidate these elements into a formal Strategy, including agreement on the thematic areas to be covered,

the priority topics and related strategic objectives under each area, the sequencing of priority actions, and the modalities for implementation, monitoring and review.
