



Arms Trade Treaty
Eleventh Conference of States Parties
Geneva, 25 – 29 August 2025

**WORKING GROUP ON TRANSPARENCY AND REPORTING
CHAIR'S REPORT TO CSP11**

DRAFT

INTRODUCTION

1. This draft report to the Eleventh Conference of States Parties (CSP11) is presented by the Chair of the Working Group on Transparency and Reporting (WGTR) to reflect the work conducted by the WGTR since CSP10 and to put forward recommendations for consideration by CSP11.
2. The draft report includes the following Annex:
 - [Proposed mandate for the WGTR for the period September 2025 - August 2026.](#)

BACKGROUND

3. The WGTR was established by the CSP3 to undertake tasks defined by the CSP in the general area indicated by its title. The work of the WGTR is guided by its Terms of Reference ([ATT/CSP3.WGTU/2017/CHAIR/160/Conf.Rep](#); Annex A) as well as an annual mandate that is endorsed by the CSP ([ATT/CSP10.WGTR/2024/CHAIR/800/Conf.Rep](#); Attachment B). Following a review of the ATT programme of work and a shift in focus of the Working Groups from theoretical discussions to practical Treaty implementation issues, the CSP10 also welcomed a multi-year work plan for the WGTR exchange of national implementation practices regarding transparency, including topics to be discussed, as well as general guidance and lists of specific questions to be addressed during the discussions ([ATT/CSP10.WGTR/2024/CHAIR/800/Conf.Rep](#); Attachment A).
4. On 29 January 2025, the CSP11 President appointed Ms. Andrea QUEZADA of Chile as Chair of the WGTR for the period between CSP10 and CSP11.

28 FEBRUARY 2025 WGTR MEETING

5. The WGTR held its only meeting of the CSP11 preparatory process on 28 February 2025. A letter of the WGTR Chair and a draft annotated agenda for the meeting were circulated on 29 January 2025 ([ATT/CSP11.WGTR/2025/CHAIR/809/AnnAgenda](#)). To facilitate preparation for the meeting, the letter of the Chair provided several concrete questions for delegations to consider and the draft annotated agenda contained an annex with the relevant list of guiding questions for the structured discussions on national implementation practices regarding transparency.

Agenda item 1: State of play of compliance with ATT reporting obligations

Status of reporting

6. Under this item, the ATT Secretariat delivered a presentation on the [status of reporting](#). The presentation showed that the annual reporting rate for the 2023 reporting cycle (at 63% on 28 February) progresses similar to last year's rate for the 2022 reporting cycle, which remains low. On 28 February, 60% of States Parties had complied fully with their annual reporting obligation, with an additional 18% of States Parties that had submitted some but not all of the annual reports which were due. Other notable facts regarding annual reporting were the slight rise in public reporting, the further decline in use of the online reporting tool (only 11% of all submissions) and the steady rise of States Parties instructing the ATT Secretariat to transmit their ATT annual report to UNODA for use as their UNROCA submission (52%). The initial reporting rate remains at 81%, while still only 6 States Parties have submitted updates to their initial reports to the ATT Secretariat.

7. Following the presentation, delegations reiterated their concern about the low annual reporting rate. Delegations referred nevertheless to the recent submission by Guatemala of all its outstanding annual reports as a good practice, stressing that it is better to submit reports late than never. Delegations also addressed the availability of reports, recalled the importance of reporting disaggregated data and leveraging synergies between similar reporting instruments, and referred to international assistance opportunities such as the Voluntary Trust Fund and the ATT Needs and Resources Matching Database.

Agenda item 2: Supporting compliance with ATT reporting obligations

"Outreach strategy on reporting"¹

8. Concerning the outreach strategy on reporting, the Chair invited delegations to brief the WGTR about their initiatives to promote reporting and support States Parties in addressing their reporting challenges and to propose new initiatives in that regard. In response, delegations highlighted existing assistance programs and suggested better coordination, possibly via the ATT Secretariat. Several delegations also expressed their willingness to share practical experiences with other States. One delegation cautioned that outreach and assistance efforts do not always result in the immediate submission of outstanding reports, but often help to identifying obstacles and challenges, such as a lack of data collection systems or inter-agency cooperation as well as misperceptions about what reporting entails. In such cases, assistance can be the starting point to address deficiencies.

Initiatives of the ATT Secretariat

Under this element, the Chair invited the ATT Secretariat to report on the status of the project of voluntary practical bilateral and regional assistance with reporting (peer-to-peer) and other initiatives aimed at strengthening States Parties' understanding of ATT reporting obligations and their capacity to meet these obligations. About the peer-to-peer project, the ATT Secretariat focused on its "regional reporting champions" initiative and reported, *inter alia*, how all States in question (Benin, France, Jamaica, Japan, Mexico, Romania and Sierra Leone) had agreed for the Secretariat to share their reporting focal points' contact details with the

¹ The "Outreach strategy on reporting" is included in the WGTR co-chairs' report to CSP4, and available on <https://www.thearmstradetreaty.org/tools-and-guidelines.html>.

States Parties in their region facing reporting challenges. Next, the ATT Secretariat briefed the WGTR on the status of its project regarding capacity-building for ATT reporting, supported by the European Union (EU).² The Secretariat reported on the regional practical reporting workshops it had held for Southern African States in Namibia and for Caribbean States in the Bahamas. The Secretariat also introduced its “Voluntary Guidance on the Practice of Annual Reporting”, a comprehensive manual with possible measures for States Parties to organize their ATT and similar instruments’ annual reporting, which also includes a substantive description of all ATT reporting obligations, an overview of relevant international assistance opportunities and detailed instructions on the use of the ATT Annual Reporting Template.

9. Following the briefing of the ATT Secretariat, one of the “regional reporting champions” described its assistance to States in its region. Delegations agreed that neighbourhood partnerships and experienced reporters using their relationships with other States to promote reporting are important tools, because these can help to alleviate shared concerns about reporting. In that regard, one delegation also commended the Secretariat’s regional workshops, as they bolster regional cooperation and interpersonal relations.

Practical instruments to support reporting compliance

10. Under this element, the Chair invited delegations to share their views on the use of practical instruments to support reporting compliance, such as the online reporting tool. About this tool, the Chair pointed out its very limited use as means to submit reports and indicated that it might be time for a thorough review. The Chair also paid specific attention to the obligation for States Parties in Article 13 (1) reporting on new implementation measures and invited delegations to share ideas about what it can be done to encourage States Parties to effectively report on the new measures they undertake. Regarding the latter, one delegation proposed that the ATT Secretariat could incentivize States Parties to do so by notifying all stakeholders of such updates. This proposal was part of several suggestions to update the ATT Secretariat’s information management system and make it more user-friendly, which also included a call for a searchable database for initial reports.

11. Following this discussion, the Chair reminded delegations of the discussion in previous WGTR meetings about the possible development of a searchable database in which the information from publicly available annual reports would be made available. As this project was taken off the agenda due to a lack of consensus, the Chair invited the ATT Monitor to deliver its [presentation on the Arms Transfers Dashboard \(https://attmonitor.org/en/att-arms-dashboard/\)](https://attmonitor.org/en/att-arms-dashboard/), which serves a similar purpose as the proposed searchable database. In addition to presenting the information from publicly available ATT Annual Reports in a user-friendly manner, the dashboard also provides country profiles, good reporting practices and suggestions for improvement.³ Following the presentation, delegations noted the usefulness of the dashboard and encouraged the ATT Monitor to maintain it and consider expanding it to include information submitted to the UN Register of Conventional Arms.

² See Council Decision (CFSP) 2023/2296 of 23 October 2023 on Union support for activities of the Arms Trade Treaty Secretariat in support of the implementation of the Arms Trade Treaty, available at: https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=OJ%3AL_202302296.

³ Note that the dashboard only includes reported quantities (number of items) of conventional arms and not reported financial values.

Substantive ATT reporting issues⁴

12. Under this element, the Chair encouraged delegations to exchange practices, challenges and limitations concerning substantive ATT reporting issues that could benefit from consideration in the WGTR. In reference to the concrete question on this in the documentation for the meeting, the Chair paid specific attention to reporting on the implementation of Article 7 (4) of the Treaty and invited delegations to share practices about how States Parties report on their obligation to take into account in their export assessments the risk of the conventional arms or related items being used for gender-based violence or violence against women and children. No delegation intervened under this element.

Agenda item 3: Supporting information exchange between States Parties

13. Under this agenda item, the Chair emphasized the particular attention in several Treaty Articles to the exchange of information between States Parties- In addition to inviting delegations to share practices about exchanging information on matters of mutual interest, the Chair also brought up the Information Exchange Platform in the Restricted Area of the ATT website that was developed for such exchanges and to support to the work of the Working Groups and cooperation between States Parties and signatory States. As this Platform has hardly been used at all, the Chair sought comments on its merit and continuation. For that purpose, the Chair provided the following concrete questions: a) Do delegations see a need or value in a digital platform on the ATT website to exchange information, between States or broader than that; b) If so, are we then talking about implementation-related matters that could be of interest to everyone or more specific topics; c) Do delegations already share information with other States that could be shared via such platform; d) Is there merit in having such platform for intersessional discussions on issues under discussion in the Working Groups?

14. Only one delegation addressed the Information Exchange Platform, indicating that its non-use might follow from an unclear understanding of its purposes, and that the Platform could have potential value for sharing information in the context of the Diversion Information Exchange Platform.

Agenda item 4: National implementation practices regarding transparency

15. Under this agenda item, the WGTR started its structured discussions on national implementation practices regarding transparency, in accordance with the multi-year workplan that was welcomed by CSP10 for that purpose. The first topic in the multi-year workplan concerned “Transfer reports to ATT Secretariat”. Regarding this, the WGTR addressed the practical implementation of the annual reporting obligation in Article 13 (3) of the Treaty in a comprehensive manner.

16. The discussion was initiated with an introductory presentation by Ms. Maria Jimena SCHIAFFINO of Argentina, who currently serves as the Chair of the Group of Governmental Experts (GGE) on the continuing operation of the UN Register of Conventional Arms (UNROCA) and its further development. Ms. SCHIAFFINO explained the scope and the purpose of the UNROCA and its export and import reporting as a confidence-building early-warning mechanism, as well as its triennial review by a GGE appointed by the UN Secretary-General. She referred to the ATT as being inspired by UNROCA in terms of scope and reporting (in addition to the Wassenaar Arrangement and the Inter-American Convention on Transparency in

⁴ Note that since no proposals for alterations and additional questions and answers to the voluntary ‘FAQ’-document on annual reporting were submitted, this topic was not considered during the meeting.

Conventional Weapons Acquisition. About the current review, Ms. SCHIAFFINO mentioned proposals to amend the scope of the seven UNROCA categories, to elevate small arms and light weapons to an eight category, as well as to increase participation, focusing on regional dynamics. Ms. SCHIAFFINO acknowledged how giving ATT States Parties the opportunity in the ATT Annual Reporting Template to allow the ATT Secretariat to share their ATT annual reports with UNROCA has substantially increased the number of submissions to UNROCA (in 2024 more than 50% of UNROCA submissions concerned ATT annual reports). Finally, she outlined some common challenges, such as low reporting rates, a lack of geographical representation in reports that are submitted, and a need for guidance, capacity-building and up-to-date point of contact information.

17. After Ms. SCHIAFFINO's presentation, representatives of Latvia, Lesotho and South Africa, delivered presentations about the reporting practices of their respective States on the basis of the guiding questions in the multi-year workplan. Presenters explained their national situation and focused on their national reporting process and inter-agency arrangements. They also raised challenges such as the need to rely on the provision of information by several stakeholders, competing priorities and lack of internal guidance. Questions to presenters addressed, *inter alia*, the seniority level of decision-making entities and the interplay between transparency and mutual trust. In the exchange that followed, other States Parties shared their reporting practices and arrangements, addressing their means to process data, their integrated processes to report to similar instruments, and the significance of internal guidelines. Delegations also recalled the assistance that is available to States facing reporting challenges in reference to what was discussed earlier in the meeting, in particular regarding regional cooperation. Delegations also mentioned the important role of the ATT Secretariat in communicating with reporting focal points, *inter alia* to answer questions and help rectify errors.

Agenda item 5: WGTR mandate in the period between CSP11 and CSP12

18. Under this agenda item, the Chair presented the draft WGTR mandate for the period between CSP11 and CSP12 (Annex B of the draft annotated agenda for the meeting). As no delegation intervened under this item, the Chair indicated that the draft would be included in the draft report to the CSP11 in its current version.

CONCLUSIONS AND WAY FORWARD AFTER 28 FEBRUARY 2025 WGTR MEETING

19. Following the conclusion of the 27 February meeting, the Chair considers it appropriate to acknowledge the success of the first structured discussion, on transfer reports to the ATT Secretariat, which was testament to the purpose of discussing practical implementation. The discussion also showed that varied challenges and issues regarding annual reporting remain, which could be discussed more in-depth in the WGTR. The draft recommendations below include a suggestion in that regard.

20. Regarding other agenda items, the Chair noted the rather few interventions on concrete questions raised in the Chair's letter, but considers it nevertheless important for the WGTR to continue considering all relevant aspects of transparency. At the same time, the Chair concludes that regarding issues such as the use of the reporting tool, an effective discussion might require a concrete directive or a proposal to discuss. This is something for the Chair to consider, but proposals should nevertheless also come from States Parties and other ATT stakeholders, in particular when it concerns issues or topics related to the practice or substance of reporting. These considerations are reflected in the draft recommendations below.

WGTR BRIEFING DURING 20-21 MAY 2025 CSP11 INFORMAL PREPARATORY MEETING

21. [To be included after the 20-21 May 2025 CSP11 Informal Preparatory meeting.]

RECOMMENDATIONS FOR CSP11

22. Based on the above and considering the work undertaken by the WGTR to fulfil its mandate for the period between CSP10 and CSP11, the Working Group recommend that CSP11:

- 1) *urges States Parties that are not fully compliant with their reporting obligations to submit all their outstanding reports to the ATT Secretariat or seek assistance through mechanisms such as the Voluntary Trust Fund and the ATT Needs and Resources Matching Database;*
- 2) *calls on all States Parties that have undertaken new measures to implement the Treaty since the submission of their Initial Report to consider updating their report, for example by re-submitting the report and highlighting, tracking or marking up changes made in each section, or by providing a summary description of the updates made (cf. Annex A of the Initial Reporting Template);*
- 3) *requests the ATT Secretariat to mark Initial Reports that have been updated on the Initial Reports page of the ATT website;*
- 4) *encourages “regional reporting champions” and other States Parties that are in a position to provide assistance on reporting, to submit specific assistance offers to the ATT Needs and Resources Matching Database;*
- 5) *encourages all assistance providers on reporting to inform the ATT Secretariat well in advance of their anticipated assistance activities to allow the Secretariat to liaise with the relevant actors with a view to seek cooperation and avoid duplication of efforts;*
- 6) *encourages the ATT Secretariat to further facilitate the use of the ATT Reporting Templates, the Voluntary Guidance on the Practice of Annual Reporting and other existing ATT reporting guidance tools by optimizing their format and their provision on the ATT website within the Secretariat’s allocated budget, as well as to ensure wide dissemination of the Voluntary Guidance, including to other reporting assistance providers;*
- 7) *commends the first session of structured discussions on national implementation practices regarding transparency, and encourages States Parties and other ATT stakeholders to volunteer to give presentations in the CSP12 WGTR meeting on the topic of “Reports to Cabinet and/or Parliament” on the basis of the practical implementation questions for this topic in the multi-year workplan for the WGTR exchange of national implementation practices regarding transparency that was welcomed by the CSP10;*
- 8) *requests the WGTR to hold an in-depth discussion about sources and means to collect data for reporting purposes as well as about decision-making on substantive reporting issues;*
- 9) *requests the WGTR to conduct an assessment of the Information Exchange Platform and the online reporting tool and prepare recommendations on the continuation of these functionalities and possible alternative tools to facilitate the exchange of information on matters of mutual interest regarding the implementation and application of the ATT for a decision at the CSP12;*
- 10) *requests the ATT Secretariat to support this assessment by conducting a survey among States Parties concerning the use of the Information Exchange Platform and the online reporting tool and providing a report to the WGTR on the outcomes of this survey, on the operation and maintenance costs of these functionalities and on possible options concerning the continuation of these functionalities, including possible alternative tools to facilitate the exchange of information;*
- 11) *endorses the mandate for the WGTR in the period between CSP11 and CSP12, as included in the Annex*

of this report and invites all ATT stakeholders to raise issues and topics for discussion within the remit of this mandate, where appropriate.

ANNEX

PROPOSED MANDATE FOR THE WGTR FOR THE PERIOD SEPTEMBER 2025 - AUGUST 2026

In accordance with its Terms of Reference and Rule 42(2) of the ATT Rules of Procedure, the Working Group would like to propose for consideration by CSP11 the following tasks for further work in the period between CSP11 and CSP12:

1. The WGTR shall continue to conduct exchanges concerning the fulfilment of the reporting obligations in Article 13 of the ATT and the broader issue of transparency in the international trade in conventional arms. In its meetings, the WGTR shall, as a minimum, deal with the following standing agenda items:
 - a. State of play of compliance with ATT reporting obligations;
 - b. Supporting compliance with ATT reporting obligations;
 - c. Supporting information exchange between States Parties;
 - d. National implementation practices regarding transparency (“accounting and reporting”); and
 - e. WGTR mandate in the period between CSP12 and CSP13.
2. With regard to the **state of play of compliance with ATT reporting obligations**, the WGTR will:
 - a. review the status of reporting at every meeting, thereby focusing on the progress that has been made in comparison to the previous status updates.
3. With regard to the **supporting compliance with ATT reporting obligations**, the WGTR will:
 - a. invite delegations to brief the WGTR about their initiatives to promote reporting and support States Parties in addressing their reporting challenges and to propose new initiatives in that regard (implementation of the “Outreach strategy on reporting”¹);
 - b. monitor the implementation of other ATT initiatives to support reporting compliance, including the project of voluntary practical bilateral and regional assistance with reporting (peer-to-peer) and the online reporting functionality;
 - c. give delegations the opportunity to raise and discuss substantive issues about the ATT reporting obligations that could benefit from consideration by the WGTR; and
 - d. consider submitted proposals for alterations or additional questions and answers for the ‘FAQ’-document on annual reporting, adopted at CSP3 and updated at CSP5 and CSP8.¹
4. With regard to supporting **information exchange between States Parties**, the WGTR will:
 - a. invite delegations to exchange practices regarding the Treaty’s information exchange requirements and encouragements, in particular those in Articles 11 (5), 13 (2) and 15 (2-4) and 15 (7) of the Treaty; and

- b. monitor the use of the information exchange platform on the ATT website and further examine ways for the platform and other means to support the work of the WGTR and the WGETI as well as cooperation between States Parties.
5. With regard to **national implementation practices regarding transparency**, the WGTR will:
- a. hold discussions in accordance with the multi-year workplan that was welcomed by CSP10 and the working arrangements that are included in the proposal on the WGETI configuration and substance which was adopted at CSP9.¹
6. With regard to the **WGTR mandate in the period between CSP12 and CSP13**, the WGTR will review the relevance of the aforementioned agenda items in the light of the state of play of ATT transparency and reporting, with a view to preparing a proposal for consideration by CSP12.
