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

**UNITED KINGDOM NON-PAPER**  
**PROPOSAL FOR THE ELEVENTH CONFERENCE OF STATES PARTIES (CSP11) TO AGREE A MANDATE  
TO ELABORATE A 5-YEAR STRATEGY FOR THE ARMS TRADE TREATY BY CSP12**

**BACKGROUND**

1. This paper has been submitted to inform discussion under Agenda item 3, “Organisation of Work”, and Agenda item 13, “Matters pertaining to the Twelfth Conference of States Parties” concerning a proposal for this Conference to endorse a mandate to elaborate a 5-year ATT strategy for a consideration by CSP12. This proposal will be introduced during Agenda item 3 and discussed under agenda item 13.

2. This paper sets out why agreeing a strategy would help to better deliver the ATT’s object and purpose, what a strategy might look like and include, and how a strategy might be developed in the intersessional period. It concludes with a proposed draft decision for the Conference.

**WHY THE ATT NEEDS A LONGER-TERM STRATEGY**

3. Since its entry into force in 2014, the ATT has operated without any long-term vision which considers all aspects of the operation and implementation of the Treaty, in the furtherance of its object and purpose. This has sometimes led to a lack of consistency and direction across years and across the ATT’s processes, with issues being taken in isolation and ad-hoc responses to Treaty challenges. A long-term strategy for the ATT could serve two functions:

- First, providing greater focus and prioritisation of the ATT’s structures and activities (particularly as far as resources are constrained), considering a cross-cutting Treaty perspective and a longer-term direction.
- Second, enabling States Parties to better measure progress on the implementation and impact of the ATT, against the objectives and priorities of the strategy.

4. Since CSP4, each Presidency has adopted an annual theme which has been helpful to focus attention and progress specific issues but has not necessarily helped progress issues *between* and *across* years. The CSP adopted the ATT Working Groups’ multi-year work-plans during its seventh cycle, including the current work-plan which runs to CSP13. This has been a positive development, but these are still narrowly focused within the remit of each Working Group.

5. The “Taking Stock of the ATT” project at CSP8 and the Stimson Center’s “ATT at 10 Project” at CSP10 both attempted to provide some assessment of the impact of the ATT, but the ATT has not effectively tracked or baselined progress and the focus of each Presidency changes year-to-year. The ATT at 10 Project noted that “the development of mechanisms designed to measure the impact and

efficacy of the treaty, and its attendant initiatives has been limited” with the result being “a knowledge gap that risks hindering the design of more effective approaches across all lines of effort.”

6. The Political Declaration endorsed by 73 States Parties at CSP10 and welcomed by the Conference also acknowledged “the benefit of setting a strategic direction for the Treaty’s next 10 years, including potentially defining sets of goals and actions to prioritise collective activity to achieve our shared vision of an effective Arms Trade Treaty.” The ATT at 10 Project also recommended that “the Secretariat, in consultation with ATT stakeholders, should develop a public five-year strategic plan outlining desired institutional arrangements, its scope of work, and the services it hopes to provide, which should serve as the basis for budget development and resource allocations”. This was echoed at the Wilton Park event sponsored by the UK and Romania held earlier in 2025 which discussed the potential value in encouraging sustained engagement from States Parties through a 5 – 10-year ATT strategy which could also be used to frame the ATT’s annual themes.

### WHAT MIGHT A LONG-TERM ATT STRATEGY LOOK LIKE

7. The primary purpose of a long-term ATT strategy would be to better orient the work of the ATT towards the Treaty’s object and purpose. In line with the above, it could focus both on detailing a set of goals and priorities across the ATT’s structures and activities and performance measures which can indicate progress against these priorities.

8. The strategy could consider the key opportunities and challenges facing the Treaty, the resources available (financial, structural and personnel) and which might be needed, as well as how we prioritise activities.

9. Other treaties focused on conventional arms, such as the Anti-Personnel Landmine Ban Convention and the Convention on Cluster Munitions have long operated with 5-year action plans setting out a wide range of detailed priorities and associated actions to drive activity. These action plans can be unwieldy and may not be best suited to the ATT, as the nature of implementation of the ATT is not directly analogous. Nonetheless, an ATT strategy would usefully set out performance measures which would help to measure delivery of the strategy’s objectives across a range of thematic and technical areas. This would mean that for the first time we track progress on delivery and implementation within the ATT process.

10. Areas that could be considered may include:

- **Implementation:** establishment of national control systems among ATT Member States, the impact of decisions within national control systems, and efforts to counter diversion.
- **Universalisation:** the rate and range of Treaty ratifications.
- **Confidence-building:** the frequency, regularity, quality and openness of reporting and related measures.
- **Infrastructure:** the Treaty’s architecture and resourcing, including how meetings of the ATT operate and support the ATT’s Object and Purpose (as well as how they engage relevant stakeholders, including within States Parties and other stakeholders), the role of the ATT Secretariat, and the ATT’s financial stability.
- **Cooperation and Assistance:** the level, quality, frequency, scale and availability of cooperation and assistance, including through the Voluntary Trust Fund.
- **Gender:** the differentiated gendered impact of decisions within the scope of the Treaty and how this is mainstreamed.

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**HOW A STRATEGY MIGHT BE ELABORATED AND AGREED**

11. Any final strategy must be agreed by the Conference of States Parties.
12. The draft mandate proposed below would allow the ATT Secretariat to issue a call for proposals early in 2026 for goals, priorities and performance measures. This should be open to States Parties and all ATT stakeholders. Proposals from individual or groups of States and other stakeholders could be considered within this call.
13. These proposals would then need to be brought together into a draft strategy. This could be delivered through the ATT Secretariat convening current ATT officeholders as a Bureau – the President and Vice Presidents, Working Group Chairs, DIEF Chair, VTF Chair and the Gender Focal Point(s) (if established). The ATT Bureau could facilitate virtual informal consultations on the draft strategy later in 2026.
14. Any strategy would ideally be agreed by CSP12, allowing for the Working Group chairs and other stakeholders to organise their workplans and activities for CSP13 onwards informed by the strategy. However, the CSP may wish to consider adopting a mandate which aims to agree a strategy by CSP12, but by no later than CSP13. Any strategy agreed before CSP13 would need to effectively mesh with the Working Groups' existing multi-year workplans, which run to CSP13.
15. While initially focused on the delivery of the strategy, CSP12 (or CSP 13) could also consider whether the ATT Bureau should continue to have a role in the ATT providing oversight over delivery of the strategy going forward. The ATT Bureau could report on progress against delivery of the strategy at the ATT's annual conference of State Parties and other meetings, as appropriate.

**DRAFT DECISION**

16. *“The Conference agreed to request that the ATT Secretariat issue a call for proposals by the end of 2025 to States Parties and other stakeholders to submit objectives, priorities and performance measures, with a view to elaborating elements of a draft 5-year strategy. This draft strategy should be developed as soon as possible, and preferably put to a decision by CSP12, but by no later than CSP13. An ATT Bureau, convened by the ATT Secretariat, and consisting of all ATT office holders (including the President and Vice Presidents, Working Group Chairs, DIEF Chair, VTF Chair, and Gender Focal Point(s) (if established) will draw together these elements and proposals into the form of a draft strategy. The ATT Bureau, with the facilitation of the ATT Secretariat, will hold at least two informal virtual consultations for ATT States Parties on the draft strategy ahead of CSP12.”*

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