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REPORT

**ON PROGRESS MADE IN THE IMPLEMENTATION OF THE AFRICAN UNION MASTER ROADMAP
(AUMR) OF PRACTICAL STEPS TO SILENCING THE GUNS IN AFRICA**

REPORT ON PROGRESS MADE IN THE IMPLEMENTATION OF THE AFRICAN UNION MASTER ROADMAP (AUMR) OF PRACTICAL STEPS TO SILENCING THE GUNS IN AFRICA

I. EXECUTIVE SUMMARY

1. This Report is submitted pursuant to Assembly Decision **Assembly/AU/Dec.967(XXXIX)** and Communiqué **PSC/PR/COMM.1252 (2024)**, adopted by the Peace and Security Council (PSC) at its 1252nd meeting held on 18 December 2024, which requested the Commission to provide regular updates on the implementation of the African Union Master Roadmap (AUMR) of Practical Steps to Silencing the Guns (STG) in Africa and on the status of implementation of the decisions contained therein. The Report provides an overview of the progress achieved, key engagements undertaken by the African Union Commission, outstanding challenges, and recommendations for the consideration of the Council.

2. During the reporting period, notable progress was recorded in strengthening political engagement, preventive diplomacy, regional cooperation, community-based peacebuilding, and partnerships with Member States, Regional Economic Communities and Regional Mechanisms (RECs/RMs), civil society organisations, women, youth, traditional and religious leaders. These efforts have contributed to advancing the operationalisation of the AUMR and reinforcing the preventive dimension of the African Peace and Security Architecture (APSA).

3. In particular, the African Union Commission intensified strategic engagement with Member States and RECs/RMs through high-level political missions, interdepartmental consultations, regional coordination initiatives, and community-centred peacebuilding platforms. Key achievements included strengthening cooperation with the Southern African Development Community (SADC) on the operationalisation of the SADC Silencing the Guns Chapter and expanding engagement with women, youth, and traditional and interfaith leaders in conflict prevention initiatives

4. The reporting period also witnessed the continued implementation of Africa Amnesty Month, the commemoration of Post-Conflict Reconstruction and Development (PCRD) Week, the Mid-Term Strategic Evaluation of the AUMR, and engagements with Member States, regional and sub-regional institutions, and relevant AU departments responsible for the implementation of the AUMR. The period further saw the establishment of innovative platforms, including the Youth Creative Consortium (YCC) and the inaugural Traditional, Interfaith and Judicial Leaders' Dialogue, both of which broadened stakeholder participation in advancing the implementation of the Silencing the Guns agenda.

5. Notwithstanding these achievements, the implementation of the AUMR continues to face significant structural, political, and operational constraints. These include the persistence of violent conflicts and terrorism in several regions, the illicit proliferation and trafficking of small arms and light weapons, unconstitutional changes of government, inadequate institutional capacity, insufficient and unpredictable financing, uneven implementation of the AUMR across Member States, and limited national reporting on implementation.

6. The Commission therefore underscores the importance of renewed political commitment by Member States, strengthened partnerships with RECs/RMs and international partners, increased investment in preventive diplomacy, sustainable financing for peace initiatives, and enhanced monitoring and reporting mechanisms to accelerate the implementation of the AUMR.

II. INTRODUCTION

7. The aspiration of "Silencing the Guns in Africa" by 2030 represents one of the flagship commitments under Agenda 2063 and constitutes a central pillar of the African Union's vision for a peaceful, secure and prosperous continent. Recognising that sustainable peace is a prerequisite for socio-economic transformation, the Assembly adopted the AUMR as the principal strategic framework to address the structural drivers of conflict while strengthening conflict prevention, mediation, peace support operations, post-conflict reconstruction and development, and governance.

8. In **Assembly Decision Assembly/AU/Dec.967(XXXIX)**, the Assembly reaffirmed the importance of accelerating the implementation of the African Union Master Roadmap (AUMR) of Practical Steps to Silencing the Guns in Africa and emphasised the need to review and update the roadmap to ensure that it remains responsive, adaptive and fit for purpose in addressing the evolving dynamics of conflict and insecurity across the continent.

9. At its 1252nd meeting, held on 18 December 2024, the Peace and Security Council (PSC) adopted Communiqué **PSC/PR/COMM.1252 (2024)**, which reaffirmed the need to revitalise the implementation of the AUMR and requested the Commission to provide regular reports on the progress achieved, challenges encountered, and measures undertaken in implementing the Council's decisions. The accompanying Implementation Matrix identifies priority actions assigned to the Commission, Member States, RECs/RMs, AU Organs and international partners.

10. This Report provides an assessment of the implementation of the decisions contained in the Assembly Decision and the PSC Communiqué during the reporting period. It highlights the key activities undertaken by the STG Unit under the leadership of the Chairperson of the African Union Commission, with the support of the AU High Representative for Silencing the Guns and the Commissioner for Political Affairs, Peace and Security (PAPS). The Report also identifies persistent implementation gaps and proposes recommendations for the consideration of the Peace and Security Council.

III. CONTINENTAL OVERVIEW

11. During the reporting period, Africa continued to experience a complex and evolving peace and security environment characterised by the persistence of armed conflicts, terrorism and violent extremism, unconstitutional changes of government, electoral tensions, transnational organised crime, maritime insecurity, illicit financial flows, climate-related security risks and the proliferation of small arms and light weapons.

12. While encouraging progress was recorded in several peace processes and mediation initiatives across the continent, the overall peace and security situation remained fragile in a number of regions. The convergence of terrorism, organised criminal networks, weak governance institutions, youth unemployment, climate-induced resource competition, and humanitarian crises continued to undermine efforts to achieve sustainable peace and security

13. Against this backdrop, the implementation of the AUMR remains an essential instrument for advancing conflict prevention, strengthening governance, promoting inclusive dialogue and addressing the root causes of conflict through an integrated peace-security-development nexus.

14. The Commission continues to prioritise preventive diplomacy, political engagement, institutional coordination and community-based peacebuilding as key pillars for implementing the roadmap.

IV. PROGRESS MADE

A. Strengthening the Institutional Capacity of the Office of the AU High Representative

15. In line with the Council's decision to strengthen the institutional capacity of the Office of the AU High Representative, efforts continued to address the critical human resource constraints affecting the effective implementation of the Office's mandate. Through strategic collaboration with development partners, including the African Development Bank (AfDB), the Office enhanced its operational capacity through the recruitment of two consultants to support programme implementation. While these measures strengthened operational delivery, the continued reliance on short-term contractual arrangements remains a challenge to institutional continuity and the retention of institutional memory.

B. Promoting Good Governance and Inclusive Peacebuilding

16. In May 2026, the AU High Representative convened a High-Level Political Engagement with the Mano River Union (MRU) Secretariat in Abidjan, Côte d'Ivoire, on strengthening community participation and women's leadership in the implementation of the Silencing the Guns agenda within the Mano River Union.

17. The meeting reaffirmed the central role of women's leadership and community participation in conflict prevention and further strengthened cooperation on border governance, community-based early warning systems, information-sharing, and coordinated responses to transnational security threats, including the illicit flow of small arms and light weapons.

C. Supporting National Implementation of the AUMR

18. The Commission continued to support Member States in domesticating the objectives of the AUMR. In March 2026, the AU High Representative undertook a mission to Botswana to engage the National Police Commission on the national implementation of the AUMR. The mission noted, with appreciation, Botswana's continued commitment to combating the illicit trafficking of arms through public awareness campaigns, confidence-building initiatives, and the annual observance of Africa Amnesty Month, which encourages the voluntary surrender of illicitly held firearms in accordance with national legislation.

19. In May 2026, the AU High Representative convened consultations with Member States on the implementation of the AUMR. The consultations agreed that the nomination of national Focal Points by Member States would be communicated to the Commission through Note Verbale.

D. Advancing Regional Cooperation

20. In March 2026, the AU High Representative undertook a high-level mission to the Southern African Development Community (SADC) to strengthen collaboration on the implementation of the AUMR and support the operationalisation of the SADC Silencing the Guns Chapter.

21. The engagement established a shared framework for developing the AU–SADC Joint Silencing the Guns Action Plan (2026–2030), strengthened cooperation on conflict prevention, governance and peacebuilding, and promoted closer linkages between continental and regional early warning and response mechanisms. The parties also agreed to institutionalise regular coordination mechanisms

and strengthen stakeholder participation, including that of civil society and youth, in the implementation process.

E. Strengthening Preventive Diplomacy

22. The Commission continued to strengthen the operational linkage between the Continental Early Warning System (CEWS) and preventive diplomacy. The STG Unit systematically followed up on early warning assessments generated by CEWS to facilitate timely preventive political engagement and support early action in accordance with the objectives of the AUMR.

F. Promoting Post-Conflict Reconstruction and Development

23. The STG Unit actively participated in the annual Post-Conflict Reconstruction and Development (PCRD) Week commemorations, contributing to integrated approaches that link peacebuilding, reconstruction, reconciliation and conflict prevention. These engagements further strengthened synergies between the AU PCRD Policy and the implementation of the Silencing the Guns agenda

G. Community-Based Peacebuilding

24. In June 2026, the Commission convened the inaugural African Union Traditional, Interfaith and Judicial Leaders' Dialogue in Accra, Ghana. The Dialogue brought together traditional leaders, interfaith institutions, judicial representatives, civil society organisations, women and youth representatives to strengthen community-based preventive diplomacy, social cohesion and the rule of law. Participants reaffirmed the importance of inclusive governance and community-centred peacebuilding and endorsed the establishment of a Continental Stakeholder Engagement Platform aimed at strengthening coordination, knowledge sharing, monitoring and accountability in the implementation of the Silencing the Guns agenda.

25. In collaboration with ECOWAS, the AU High Representative for STG further strengthened partnerships with religious institutions such as the Jam'iyyatu Ansariddeen Attijaniyya through participation in the West African Conference on Security and Governance in Abuja in November 2025, highlighting the indispensable role of faith leaders in preventing violent extremism, promoting reconciliation and fostering peaceful coexistence across communities.

H. Women and Youth Participation

26. The Commission continued to mainstream women and youth participation in the implementation of the AU Roadmap. The Youth Creative Consortium, implemented in partnership with the Federal Ministry of Youth Development of Nigeria, promoted innovative youth-led approaches to peacebuilding, entrepreneurship, technology and social innovation under the theme "Silencing the Guns, Shaping Tomorrow." The inaugural forum brought together more than 450 young participants from across Africa, demonstrating the growing contribution of youth to conflict prevention and peacebuilding. Building on its success, the second edition of the Youth Creative Consortium is scheduled to take place on 11 August 2026 on the margins of the Fifth Continental Dialogue on Youth, Peace and Security in Africa in Burundi.

I. Monitoring, Evaluation and Reporting

27. The Commission continued efforts to strengthen monitoring, evaluation and reporting on the implementation of the African Union Master Roadmap. The Mid-Term Strategic Evaluation of the AUMR conducted in Djibouti provided an opportunity to assess implementation progress, identify

emerging threats and recommend priority actions towards 2030. Furthermore, the AU-Member States-RECs/RMs Engagement on the Silencing the Guns Initiative convened in Addis Ababa in May 2026 strengthened institutional coordination among Member States, RECs/RMs, AU Organs and strategic partners. The engagement agreed on measures to improve monitoring and reporting, including harmonised reporting frameworks, enhanced accountability mechanisms and the operationalisation of focal points across the five pillars of the roadmap. These efforts contribute to strengthening implementation coherence and continental oversight of the AUMR.

V. KEY GAPS AND CHALLENGES

28. While encouraging progress has been made in advancing the implementation of the African Union Master Roadmap (AUMR) on Practical Steps to Silencing the Guns in Africa, the Commission notes that the pace of implementation remains uneven across the continent. Persistent political, institutional, financial and operational constraints continue to affect the realisation of the objectives of the roadmap and the aspirations of Agenda 2063 for a peaceful and secure Africa.

J. Institutional and Operational Capacity

29. Despite efforts to strengthen the operational capacity of the Office of the AU High Representative for Silencing the Guns, institutional limitations continue to constrain the effective discharge of its mandate. The Office remains dependent on short-term project-based personnel financed through external partnerships. While such support has enhanced operational delivery, it does not provide the institutional stability required for long-term planning, continuity and institutional memory. Sustainable staffing and predictable financing remain critical prerequisites for the effective implementation of the roadmap.

K. Uneven National Implementation of the AUMR

30. Although several Member States continue to demonstrate strong political commitment towards implementing the AUMR, progress remains uneven across the continent. A number of Member States are yet to fully domesticate the roadmap through dedicated national implementation frameworks, resulting in varying levels of implementation and limited systematic reporting on progress achieved.

L. Persistence and Recurrence of Violent Conflicts

31. The Commission remains concerned by the persistence of armed conflicts, terrorism and violent extremism, unconstitutional changes of government, transnational organised crime, climate-related security challenges and humanitarian crises, all of which continue to undermine efforts towards silencing the guns. Equally concerning is the recurrence of violent conflict in some situations despite the conclusion of peace agreements. In many instances, relapse into conflict has been driven by delays in implementing peace agreements, weak state institutions, unresolved political grievances, limited socio-economic dividends of peace, inadequate reconciliation processes, and insufficient investment in post-conflict reconstruction and development (PCRD), disarmament, demobilisation and reintegration (DDR), security sector reform (SSR), and transitional justice. These recurring cycles of violence underscore the need for sustained political engagement and long-term peacebuilding interventions to consolidate peace.

M. Illicit Proliferation of Small Arms and Light Weapons

32. The illicit manufacture, trafficking and circulation of small arms and light weapons (SALW) continue to constitute one of the principal enablers of violent conflict across the continent. While several Member States have strengthened legislative and operational measures to address this challenge, porous borders, organised criminal networks and limited cross-border coordination continue to facilitate illicit arms trafficking, thereby sustaining conflict and insecurity.

N. Emerging Threats Associated with Cybersecurity and Artificial Intelligence

33. The Commission notes with growing concern the evolving nature of conflict and insecurity, particularly the increasing exploitation of cyberspace and emerging technologies by terrorist and criminal networks. The use of digital platforms for recruitment, radicalisation, terrorist financing, propaganda, misinformation and the coordination of illicit activities has become an increasingly complex challenge for peace and security. Furthermore, while Artificial Intelligence (AI) presents significant opportunities for strengthening governance, early warning and public service delivery, its misuse, including cyber-attacks, malicious disinformation campaigns, deepfake technologies and the manipulation of public opinion, poses emerging risks to political stability, democratic processes and social cohesion. These developments call for strengthened cyber resilience, responsible digital governance and enhanced continental cooperation to ensure that technological innovation contributes positively to peace, security and sustainable development.

O. Bridging the Gap Between Early Warning and Early Action

34. Although the Continental Early Warning System (CEWS) continues to generate timely conflict analysis and strategic assessments, translating early warning into timely preventive political action remains an enduring challenge. Delays in mobilising preventive diplomacy, mediation and other early response mechanisms continue to reduce opportunities for preventing the escalation of tensions into violent conflict.

P. Limited and Unpredictable Financing

35. Limited and unpredictable financing continues to pose a significant challenge to the effective implementation of the AUMR. Persistent budgetary constraints have affected the timely execution of planned activities and limited the scale and geographical reach of strategic engagements, particularly at the regional and community levels. While the Commission remains appreciative of the continued support provided by development partners, the implementation of several initiatives remains highly dependent on externally funded resources. Such support is often subject to differing programming cycles, administrative procedures and funding approval processes, which may affect the timely implementation of planned interventions and the flexibility required to respond rapidly to emerging peace and security priorities. This underscores the importance of strengthening predictable, sustainable and African-owned financing mechanisms to support the implementation of the Silencing the Guns agenda.

Q. Coordination and Reporting

36. While coordination among the Commission, RECs/RMs and Member States has improved, greater institutional coherence is required to ensure the effective implementation of the roadmap across all levels. In particular, the operationalisation of a standardised continental reporting mechanism remains a priority to facilitate evidence-based monitoring, strengthen accountability and promote the exchange of good practices among Member States.

R. Strengthening Whole-of-Society Approaches

37. The Commission notes encouraging progress in engaging women, youth, traditional and religious leaders, and civil society organisations in advancing the Silencing the Guns agenda. Nevertheless, these stakeholders are not yet systematically integrated into national conflict prevention and peacebuilding frameworks across all Member States. Sustained efforts are therefore required to institutionalise inclusive governance and strengthen community ownership as essential pillars of durable peace.

VI. STRATEGIC OBSERVATIONS

38. The reporting period demonstrates that the implementation of the African Union Master Roadmap (AUMR) is increasingly evolving from a predominantly policy-oriented framework into a more operational and partnership-driven agenda. High-level political engagements undertaken by the Office of the AU High Representative have strengthened collaboration among the Commission, Member States, RECs/RMs and community stakeholders, thereby reinforcing continental ownership of the Silencing the Guns agenda.

39. The regional ownership remains an indispensable pillar for accelerating the implementation of the roadmap. In this regard, the operationalisation of the SADC Silencing the Guns Chapter represents an important milestone and provides a useful model that could inform similar initiatives by other RECs/RMs in aligning regional peace and security frameworks with the objectives of the AUMR.

40. Sustainable peace cannot be achieved solely through security interventions. The increasing inclusion of traditional leaders, interfaith leaders, women, youth, judicial institutions and civil society organisations in peacebuilding initiatives reflects a growing recognition that conflict prevention requires both whole-of-government and whole-of-society approaches, consistent with Agenda 2063.

41. Equally, preventive diplomacy remains the most cost-effective instrument for sustaining peace. Continued investments in early warning, mediation, dialogue and community resilience are essential to preventing conflict before it escalates into violent crises requiring costly peace support operations and humanitarian responses.

42. While considerable progress has been made in strengthening institutional coordination within the Commission and with RECs/RMs, greater emphasis should now be placed on strengthening implementation at the national level through the development of national AUMR action plans, measurable implementation indicators and regular reporting by Member States.

43. The Commission notes that the ongoing review of the African Union Master Roadmap presents an important opportunity to strengthen accountability, improve implementation arrangements and ensure that the roadmap remains responsive and adaptive to evolving peace and security challenges, including terrorism, unconstitutional changes of government, cyber threats, climate-related security risks and transnational organised crime.

44. The Commission also underscores that the successful implementation of the AUMR will require predictable, sustainable and African-owned financing mechanisms. Strengthened domestic resource mobilisation, complemented by strategic partnerships with continental financial institutions, the private sector and international partners, will be essential to ensuring the long-term sustainability of the Silencing the Guns agenda.

VII. RECOMMENDATIONS

45. In light of the foregoing, the Commission recommends that the Peace and Security Council:
- i. Urge Member States to accelerate the full implementation of the domestication of the African Union Master Roadmap through the development and implementation of national action plans aligned with national peace and security priorities.
 - ii. Encourage Member States to institutionalise regular national reporting on the implementation of the AUMR using the standardised Monitoring and Evaluation Framework developed by the Commission.
 - iii. Request the Chairperson of the Commission to continue strengthening the institutional and human resource capacity of the Office of the AU High Representative for Silencing the Guns to enable it to effectively discharge its continental mandate.
 - iv. Encourage RECs/RMs to develop and operationalise regional implementation frameworks for the AUMR, drawing on good practices such as the SADC Silencing the Guns Chapter.
 - v. Call upon Member States to strengthen national and regional cooperation to combat the illicit manufacture, trafficking and proliferation of small arms and light weapons, including through enhanced border management, intelligence-sharing and coordinated law enforcement operations.
 - vi. Request the Commission to strengthen the operational linkage between the Continental Early Warning System (CEWS) and preventive diplomacy mechanisms to ensure timely and coordinated responses to emerging conflict risks.
 - vii. Encourage Member States to strengthen inclusive governance, constitutionalism, the rule of law and democratic institutions as indispensable foundations for sustainable peace and conflict prevention.
 - viii. Call upon Member States to mainstream women, youth, traditional leaders, religious leaders and civil society organisations into national conflict prevention, mediation and peacebuilding initiatives, consistent with the AU Women, Peace and Security and Youth, Peace and Security agendas.
 - ix. Encourage Member States to continue observing Africa Amnesty Month and strengthen voluntary disarmament, public awareness and community confidence-building initiatives aimed at reducing the illicit circulation of small arms and light weapons and mines 's impacts.
 - x. Request the Commission to continue strengthening partnerships with continental financial institutions, the African private sector and international partners to mobilise predictable and sustainable resources for the implementation of the AUMR, consistent with the Council's call for enhanced financing of African peace initiatives.
 - xi. Request the Commission to continue convening regular high-level political dialogues, interdepartmental consultations and regional coordination mechanisms to sustain momentum in implementing the AUMR and promote greater coherence across the African Peace and Security Architecture (APSA).