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**GUIDELINES**  
**FOR THE GENDER**  
**ANALYSIS OF**  
**LEGISLATION AND**  
**POLICIES**  
**RELEVANT FOR**  
**SMALL ARMS**  
**CONTROL**

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The South Eastern and Eastern Europe Clearinghouse for the Control of Small Arms and Light Weapons (SEESAC) is a joint initiative of the United Nations Development Programme (UNDP) and the Regional Cooperation Council (RCC) aimed at strengthening national and regional capacities to control and reduce the proliferation and misuse of small arms and light weapons, thus contributing to enhanced stability, security, and development in South Eastern and Eastern Europe.

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# ABBREVIATIONS

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<b>BiH</b>	Bosnia and Herzegovina
<b>EU</b>	European Union
<b>MOSAIC</b>	Modular Small-arms-control Implementation Compendium
<b>SALW</b>	Small arms and light weapons
<b>SEE</b>	South East Europe
<b>SEESAC</b>	South Eastern and Eastern Europe Clearinghouse for the Control of Small Arms and Light Weapons
<b>SOPs</b>	Standard operating procedures
<b>UNDP</b>	United Nations Development Programme
<b>WB</b>	Western Balkans

# INTRODUCTION



*The Guidelines for the Gender Analysis of Legislation and Policies Relevant for Small Arms Control* aim to facilitate the implementation of gender analysis in the small arms context by providing step-by-step guidance for a thorough review of pertinent legislative and policy frameworks. Grounded in a large-scale exercise conducted in the Western Balkans, the Guidelines intend to consolidate the main methodological lessons learned in carrying out such analysis and share good practices beyond the Western Balkans.

In doing so, the Guidelines contribute to increased gender responsiveness of relevant legislation and policies through the comprehensive and systematic use of gender analysis and improved knowledge of the impact of legislative and policy frameworks on women, men, girls, and boys. In addition, it is hoped that they will raise awareness of the necessity of gender analysis for any effective small arms control.

The methodology presented here was developed to be used by researchers, policymakers, and practitioners in the fields of small arms control and disarmament, as well as by those primarily engaged in gender equality, the Women, Peace and Security Agenda, and the elimination of violence against women. By demonstrating how gender analysis could be applied in the small arms context, the Guidelines should enable and encourage SALW control practitioners to use gender analysis in their day-to-day work. In broadening the circle of those who may be engaged in gender analysis, this publication lays the foundation for the increased application of gender analysis, allowing for more informed and evidence-based policymaking.

This publication is structured around four key sections. The first section includes background information on the extensive gender analysis exercises conducted across the

## INTRODUCTION

Western Balkans. The second chapter provides step-by-step guidance for conducting the gender analysis, including setting the goal and defining the scope of such analysis - both in terms of identifying key gendered concerns for the analysis and legal and policy acts to be analysed. The third section contains a comprehensive list of questions for carrying out the gender analysis and provides guidance for formulating conclusions and recommendations. Additionally, it presents real-life examples from the analysis conducted across the region. The fourth section illustrates how gender analysis may be used to inform legislation and policy development.

# BACKGROUND



Highly gendered patterns of the demand for firearms, their use, misuse and impact on women and men's safety and security have been extensively documented.<sup>1</sup> In South East Europe, men own 97.2% of all firearms and make up 98.4% of perpetrators of firearm-related criminal offences. They also account for the majority of victims of firearm-related homicides and injuries (83.8%). Women, on the other hand, own only 2.8% of firearms and hardly ever misuse them, yet are disproportionately represented among victims of firearm misuse, at 16.2%. The patterns of women's victimization are primarily related to domestic violence, which is widespread in the region.

In order to address the multiple linkages between gender and firearms, small arms control legislative and policy frameworks must be based on a proper understanding of the gendered nature of the risks and experiences of women and men related to firearms. In this regard, an in-depth and intersectional gender analysis is a prerequisite for gender-responsive arms small control.

*The Roadmap for a sustainable solution to the illicit possession, misuse and trafficking of SALW and their ammunition in the Western Balkans (the Roadmap)*, adopted in 2018, places specific importance on the advancement of gender equality and calls for the full integration of gender and age perspectives into small arm control policies. The Roadmap prioritizes the strengthening of arms control legislation and aims to ensure that arms control policies and practices in the Western Balkans are evidence-based and intelligence-led.

To facilitate the implementation of these commitments and support the authorities to further mainstream the gender perspective, UNDP SEESAC, in close cooperation with the Small Arms and Light Weapons (SALW) commissions in the Western Balkans, conducted



an all-encompassing **gender analysis of existing legislation and policies relevant to arms control**. The analysis aimed to assess the gender responsiveness of legislative and policy frameworks pertaining to small arms control, map both achievements and remaining gaps, and provide recommendations for authorities on how to strengthen legislative and policy responses to gendered factors fuelling the demand for and misuse of firearms. The analysis is an integral part of SEESAC's ongoing support to the region through EU Council Decision 2018/1788, on the harmonization of arms-control legislation with the EU regulatory framework and other related international obligations. In cooperation with SALW commissions, UNDP SEESAC carried out relevant analyses in Albania, Bosnia and Herzegovina, Kosovo\*, Montenegro, and North Macedonia. In Serbia, a similar analysis was conducted by UNDP Serbia.

The analysis documented significant progress achieved by the relevant institutions in the Western Balkans in integrating the gender perspective into small arms control policies. This has particularly been the case regarding recently adopted strategies and action plans for the implementation of the Roadmap, which foresee multiple measures to:

- address linkages between firearms and domestic violence;
- respond to gendered aspects of firearm demand, use, and misuse – including linkages between masculine norms and firearms;
- increase the participation and representation of women in arms control; and
- further build institutional capacities for gender mainstreaming and improve gender-sensitive data collection and record-keeping practices.

In addition, there have been noticeable efforts to put in place legislative provisions to enable efficient firearms control alongside legislative and policy developments aimed at eliminating domestic violence. However, it should be noted that these frameworks are not necessarily always coherent and gaps in legislative responses have been identified. The analysis resulted in a wide range of forward-looking recommendations on how to strengthen the response to gendered aspects of firearms through legislative and policy actions, particularly related to the prevention of the use of firearms in domestic violence. The findings and accompanying recommendations were thoroughly discussed with SALW commissions in the region and have been extensively referenced and employed in ongoing revisions of SALW control strategies and action plans in the Western Balkans.

\* For the United Nations Development Programme, references to Kosovo shall be understood to be in the context of Security Council Resolution 1244 (1999).

For the European Union, this designation is without prejudice to positions on status, and is in line with UNSCR 1244/1999 and the ICJ Opinion on the Kosovo declaration of independence.

In parallel, UNDP Serbia, with the support of the Federal Foreign Office of Germany, has been implementing the project Reduce Risk - Increase Safety – Towards Ending SALW Misuse in Domestic Violence Context. The project, implemented in the framework of the Western Balkans Roadmap, is aimed at reducing the risk of firearms misuse and ensuring the safety of victims and survivors of domestic and intimate partner violence. Building on its decade-long efforts in combating domestic violence, UNDP Serbia conducted a comprehensive legal analysis of regulatory frameworks relevant for the prevention of the use of firearms in domestic violence and analysis of criminal justice responses to domestic violence committed with firearms.<sup>2</sup> The methodology used for the analysis of regulatory frameworks relevant for preventing the use of firearms in domestic violence contexts in Serbia was integrated, expanded, and adjusted for a regional approach in the methodology used by UNDP SEESAC for the implementation of the above-mentioned regional analyses.

# GUIDELINES FOR THE GENDER ANALYSIS OF LEGISLATION AND POLICIES RELEVANT FOR SMALL ARMS CONTROL

The body of knowledge generated in the Western Balkans has provided not only a better understanding of specific challenges related to the integration of the gender perspective into small arms control, but has also generated valuable hands-on experience in conducting gender analysis of legislative and policy frameworks in the small arms context.

Building on this experience, these Guidelines are aimed at consolidating key methodological lessons learned in carrying out such gender analysis and facilitating the future implementation of gender analysis of legislation and policies relevant for small arms control. Correspondingly, the guidelines are intended to contribute to enhancing the gender responsiveness of relevant legislation and policies through the comprehensive and systematic use of gender analysis and improving the knowledge of their impacts on the safety, security, and well-being of women, men, girls, and boys.

Box 1

**What is gender-responsive small arms control?**

**Gender-responsive small arms control refers to** arms control legislation, policies, and programmes which take into account and actively respond to the different experiences and roles of women, men, girls, and boys related to small arms (control) and the gender-specific risks they face with respect to small arms proliferation and misuse.<sup>3</sup>

# 1. HOW TO USE THE GUIDELINES

The purpose of the Guidelines is to serve as a **methodological tool for researchers and practitioners when conducting gender analysis of relevant legislation and policies.**

The methodology presented in this publication is aimed at facilitating assessments on both:

- The extent to which small arms control legislative and policy frameworks take into account the gendered impacts and other aspects of firearms; and
- The extent to which gender equality frameworks, in particular those related to eliminating violence against women, address the gender conditioning of firearm demand, access, use, and misuse, and specifically their role in domestic, intimate partner, and other forms of gender-based violence.

Apart from this primary goal, the Guidelines can be also be applied towards the following purposes:

- As a self-assessment tool for representatives of relevant authorities when assessing legislative and policy frameworks;
- As a checklist providing overall guidance when the development of new legislation and policies is initiated;
- In developing baselines for gender mainstreaming in small arms control legislative and policy frameworks;
- As a monitoring and evaluation tool to track progress in enhancing the gender responsiveness of relevant legislation and policies.

The Guidelines are designed to serve as a tool for desk review of legislation and policies. Relatedly, it should be emphasized that the Guidelines are not primarily intended to be utilized to analyse the actual implementation of legislative and policy control frameworks or evaluate impacts or effects that can be attributed to these legislative and policy interventions. Such analysis would require a different methodological approach.<sup>4</sup>

These Guidelines are equally intended for researchers, policy makers, and practitioners in the fields of small arms control and disarmament, as well as for those engaged primarily in gender equality, the Women, Peace and Security Agenda, and eliminating violence against women.

# 2. STEPS IN GENDER ANALYSIS

A primary aim of the Guidelines is to provide step by step guidance for carrying out gender analysis, including:

1. Setting the goal of the analysis;
2. Defining the scope of the analysis, both in terms of:
  - 2.1 Identifying key gendered concerns against which the gender responsiveness of legislation and policies is to be assessed; and
  - 2.2 Identifying key laws, bylaws, strategies, action plans, and other documents to be analysed;
3. Compiling a comprehensive list of questions to guide the gender analysis of legislation and policies against priority areas identified;
4. Formulating recommendations.

## 2.1 SETTING THE GOAL OF GENDER ANALYSIS

Depending on the specific context in which gender analysis is to be carried out and the developments it is intended to correspond to, it can serve different goals, including to:

- Provide a thorough assessment of the gender responsiveness of small arms control legislation and policies and enable a greater understanding of how and to what extent they take into account specific experiences of women, men, girls, and boys;
- Provide a thorough assessment as to what extent gender equality legislative and policy frameworks, including those focusing on eliminating violence against women and implementing the Women, Peace and Security Agenda, take into account specific concerns related to small arms and their gender conditioning;
- Provide a quick review of a specific piece of legislation or policy;
- Map good practices, gaps, and challenges in legislative and policy responses;
- Provide forward-looking recommendations for authorities on how to advance gender responsiveness in relevant legislation and policies;

- Initiate and steer discussion among key stakeholders on how to address gendered aspects of firearms through legislative and policy actions.

**Box 2****The Outcome Document of the Seventh Biennial Meeting of States reiterates the necessity of gender analysis**

Commitments for mainstreaming gender in small arms control were reiterated during the Seventh Biennial Meeting of States to Consider the Implementation of the Programme of Action to Prevent, Combat and Eradicate the Illicit Trade in Small Arms and Light Weapons in All Its Aspects, held in New York from July 26-30, 2021. The Member States agreed explicitly to make use of gender analysis:

“To take account of the differing impacts of the illicit trade in small arms and light weapons on women, men, girls and boys by collecting, where feasible, disaggregated data by sex, age and disability and *utilizing analysis mechanisms* to inform evidence-based gender-sensitive policymaking and programming with a view to strengthening the full and effective implementation of the Programme of Action at all levels.” (para. 74, outcome document, A/CONF.192/BMS/2021/1).

## 2.2 DEFINING THE SCOPE OF GENDER ANALYSIS

### 2.2.1 IDENTIFYING KEY GENDERED CONCERNS FOR GENDER ANALYSIS

Gender analysis should assess relevant legislation and policies against the key gendered concerns related to small arms control, which present the most pressing issues in a specific context. The analysis should determine and document to what extent the relevant legislation has taken into account those concerns and whether it foresees legislative and policy actions to address them.



By addressing other pertinent factors, such as age, the Guidelines highlight the necessity of an intersectional approach, which is needed in order for the characteristics and dynamics of multiple challenges related to small arms to be fully ascertained.

## HOW TO IDENTIFY KEY GENDERED CONCERNS FOR GENDER ANALYSIS?

In SEE, a growing body of research<sup>5</sup> has provided an extensive evidence base for identifying the key gendered concerns which have served as points of departure for gender analysis in the small arms control context.

**Firstly**, the research has provided ample evidence of the highly gendered nature of small arms and the important role that the gender perspective plays in shaping and understanding various aspects of firearms ownership, their use and misuse, and gender-specific risks women and men face with respect to firearms. **Secondly**, it has provided a better understanding of the gendered aspects of small arms control policy-making processes and of factors that hinder gender mainstreaming.

Based on this research, starting points for the gender analysis of legislation and policies in the Western Balkans are as follows:

- **Firearms ownership is highly gendered.** In the region, men own 97.2% of all legally owned firearms, while women own only 2.8%. The dominance of men among firearm owners has remained unchanged over time and it is maintained by the high share of men obtaining new licenses every year.
- **Masculine norms can fuel both demand for firearms and their misuse.** Men are two times more likely than women to say they would own gun, at 35.3% and 18.7%, respectively. In addition, 52.9% of men perceive that having a firearm at home would make them feel safer, with men from the youngest and oldest age groups more likely to state that they would own a firearm. 19.3% of surveyed men indicated tradition as a key reason for owning a firearm, based apparently on the belief that a man should carry a gun or that it inspires fear in others. Conversely, only 6% of women invoked tradition as a reason for gun ownership.
- **Men in SEE are significantly more likely than women to have had experience with firearms, at 37.7% and 16.8%, respectively.** These differences are particularly significant in terms of firearms usage and to a lesser degree in terms of exposure to gun violence. 21.9% of surveyed men and 8% of women indicated having used a firearm,

while 11.2% of men and 7% of women indicated having had a firearm directed at them. In addition, 4.6% of men and 2% of women indicated having both used a firearm and had one directed at themselves.

- **Men dominate professions and activities which involve firearms.** Men make up the vast majority of security sector institution personnel who are given access to firearms. In 2016, men accounted for 91.2% of all security sector personnel authorized to carry firearms, compared to 8.8% for women. Men also dominate hunting and sporting activities which involve firearms.
- **Armed violence is predominantly committed by men.** From 2012 to 2016, men committed 98.4% of firearm-related criminal offences in SEE, 98.5% of all firearm related incidents, and 98% of all firearm-related homicides. Violence committed by men is also age-related. Young men (19-35 years) are more likely to misuse firearms than men from any other age group. Men who misused firearms most often misused them in a criminal context or in a public dispute or argument, at 42.7% and 26.6%, respectively.
- **Differentiated effects of firearms on women and men.** In SEE, men account for 83.8% of victims of firearm-homicide, compared to 16.2% for women. There is a striking discrepancy in the patterns of women's and men's victimization within the context of firearm-related violence.
- **Men are the primary victims of firearm-related violence in criminal contexts, public disputes, and undetermined shootings.** A recent analysis<sup>6</sup> has indicated that out of all men killed with firearms in SEE: 31% were killed in undetermined shootings in which the cause was unidentified, pending further investigation; 27.2% were killed in criminal contexts related to organized crime activities, robberies, etc.; 25.2% were killed in public disputes; and 16.5% were killed by a male family member.
- **While men are more likely to misuse firearms than to fall victim to them, women are 10 times more likely to be victims than perpetrators of firearm incidents.** Both women and men are predominantly at risk of armed violence committed by men. The patterns of women's victimization are primarily related to the use of firearms in domestic and intimate partner violence.
- **Women account for the majority of victims of firearm-related violence in the domestic violence context.** Family-related homicide is the most common form of femicide in the region. In the period from 2012 to 2016, 61% of all women killed in

SEE were killed by a family member, compared to 12.4% of all men killed. Women are at particular risk of intimate partner violence - 38.6% of all women killed in SEE were killed by an intimate partner, against 1.2% of all men killed. The misuse of firearms in domestic violence is common. 37.7% of homicides committed by a family member in the observed period in the region were committed with firearms. 36.5% of women killed by a family member were killed with firearms, as were 43.5% of women killed by an intimate partner. 37.4% of reported domestic violence incidents which involved firearms had a lethal outcome, making the misuse of firearms in domestic violence more lethal than in any other type of incident involving firearms. In 2020, 92% of all women killed with firearms in SEE were killed in the context of domestic violence, with 65% killed by intimate partners. In the same period, no men were killed with firearms by their intimate partners. According to SEESAC's Armed Violence Monitoring Platform, 23 women were killed by their family members in 2020 - four more than in 2019, indicating how the specific conditions of the pandemic likely increased the risk to women from firearm misuse in the domestic violence context, and, ultimately, its lethality.

- Despite this data indicating the widespread misuse of firearms in SEE, only 8.5% of rejected applications for new licenses were rejected on the grounds of domestic violence. In addition, only 2.3% of all revoked firearms were revoked due to domestic violence, while the misuse of firearms was reported in only 0.3% of registered criminal offenses of domestic violence indicating the likely vast number of cases in which firearms go unreported. Limited available data indicates that femicide is frequently committed with both legal and illicit firearms.
- The misuse of firearms is not only restricted to fatal events, since it is frequently used as a tool to inflict psychological violence, emotional harm, intimidation, rape, sexual abuse, coercion, and other forms of violence. The very presence of firearms in homes, even if they are not used directly, further reduces chances for women to report violence and diminishes their capacity for resistance. According to some estimates, the presence of firearms in the context of domestic violence increases the likelihood of a lethal outcome for women by five to twelve times in comparison to cases where firearms are not involved. Regarding access to service firearms by security sector personnel, such as law enforcement or military officers, there are several concerns that potentially increase the vulnerability of women and the risk of a fatal outcome, while at the same time negatively affecting the likelihood that women will report violence. The police and other officers have direct access to firearms, are trained to use them, work in a highly masculine institutionalized culture and have access to information and familiarity with procedures.

- **Firearm suicides are highly gendered.** In the period 2012-2016 in SEE, men made up 84.7% of people who died by firearm suicide, compared to 15.3% for women. Fifteen murder-suicides occurred in 2020, resulting in an additional 19 dead and two injured victims, apart from the 15 suicide victims. The perpetrators of murder-suicides were predominantly men, mainly aged 35-60. In the majority of cases, murder-suicides occurred in the domestic violence context, involving family members and intimate partners as victims.

SEESAC's research from 2016<sup>7</sup> provided additional insight into **factors which hinder effective integration of the gender perspective in small arms control**. The research documented exceedingly weak responses to the highly gendered nature of firearms, indicating that gendered concerns were largely left unaddressed and not recognized as an important policy issue that needs to be adequately tackled. Small arms control policies tended to overlook the differentiated effects of small arms on women and generally failed to question or address how dominant gender norms and understandings of masculinity can fuel demand and shape risk-taking behaviours. The low recognition of gender differences in small arms ownership, use, and misuse was in stark contrast to the highly gendered impacts of small arms. Relevant policies were found to be based on the assumption that security concerns are common for all citizens, and that these can be addressed in the same manner, irrespective of gender, age, etc. This hindered the effectiveness of small arms control efforts, as evidenced by the persistent patterns of firearm misuse.

This research also identified several factors which have led to the marginalization of the gender perspective in small arms control policy making, such as:

- **Insufficient knowledge and low awareness** among decision and policy makers about the gendered aspects of small arms.
- **The under-representation of women**, women's NGOs, and gender practitioners/experts in policy development, which hinders the development of more gender responsive small arms control measures.
- **A lack of sex disaggregated data** and the **absence of gender analysis**, resulting in the highly gendered nature of small arms being rendered nearly invisible.

This body of research has been instrumental in identifying key gender concerns which could serve as starting points for the gender analysis of legislation and policies relevant for small arms control.

Based on the findings outlined above, key gendered concerns that the gender analysis of legislation and policies should focus on are:

- **Legislative and policy preconditions for gender mainstreaming in small arms control legislation and policies;**
- **The participation and representation of women in small arms control;**
- **The prevention of the use of firearms in domestic violence and violence against women, including the prevention of exported/imported arms being used in violence against women and gender-based violence;**
- **Institutional and policy responses to the gendered aspects of firearm demand, use, and misuse, including to linkages between firearms and prevailing masculine norms;**
- **Gender-sensitive data collection and record keeping practices.**

This list is by no means exhaustive. It has been primarily developed in the Western Balkans' context and it is based on extensive research and data collection exercises carried out across the region. While the priority areas listed above will probably be common and applicable to most regions, additional ones could also be added to adjust gender analysis to specific contexts. In that regard, MOSAIC 06.10 Women, Men and the Gendered Nature of Small Arms and Light Weapons<sup>8</sup> provides additional valuable guidance in identifying prominent gendered concerns while also highlighting key gender considerations in programming.

Box 3

**Grounding research methodology in the existing body of research on gender and small arms**

The SEESAC research approach to gender and small arms control is anchored in a body of research undertaken by feminist scholars and researchers, gender equality and women's right advocates and practitioners, women's organizations, and relevant international organizations. This body of research has brought urgency to the issue and significantly contributed to the increased recognition of the linkages between gender and small arms, both in research efforts and in setting policy agendas.

In that regard, SEESAC methodological approach builds on the following starting points:

- Gender and small arms proliferation, use, and misuse interplay in a complex and multifaceted way (Farr and Gebre-Wold, 2002; Cukier, Kooistra and Anto, 2002; Cukier and Cairns, 2009);
- It is necessary to explore the gendered aspects of small arms in order to develop adequate small arms control strategies to counter their misuse and proliferation (Cukier and Cairns, 2009);
- Within the wider social context of existing gender inequalities, the presence of small arms 'increases power imbalances and reinforces social hierarchies which give men dominance over women' (Farr, 2006);
- Small arms proliferation facilitates violence against women both in conflict and non-conflict settings (AI, IANSA, OI, 2005; Alvazzi del Frate, 2011; Ignjatovic 2011; Shaw, 2013; Dziejewski, LeBrun, and Racovita, 2014; Mreža žene protiv nasilja-Women Against Violence Network);
- Specific notions of masculinity and masculine gendered norms and roles can fuel demand and shape risk taking behavior. Gender intersects with other factors contributing to societal, cultural, and ideological conditioning of the demand for firearms and their misuse (Bevan and Florquin, 2006; Page, 2009; Mankowski 2013, Hearn 1999, O Connel 2005);
- The policy-making process is inherently gendered, and gender can shape both policy outcomes and policy debate (Farr, 2002; Cukier, 2009, Bastick and Valasek, 2014; Acheson, 2015).

## 2.2.2 IDENTIFYING LAWS AND POLICIES TO BE ANALYSED

Within the context of these guidelines, 'legislation' refers to laws, bylaws, rules of procedures, rulebooks, and all other legal acts relevant for this analysis.

Any gender analysis carried out in this context should encompass legislation and policies which most directly regulate small arms control, such as:

- Laws on weapons and relevant bylaws;

- Laws on arms export/import and relevant bylaws;
- Laws regulating weapons manufacturing;
- Small arms and light weapons control strategies and action plans;
- Criminal codes/criminal procedure codes;
- Legislation on security sector personnel and professional activities which involve firearms. This includes: laws on police, laws on security and intelligence agencies, laws on armed forces, laws on military intelligence agencies, laws on customs, laws on hunting, laws on forest management, laws on detectives and private investigators laws on private security companies, etc.

Gender equality legislation and strategies, as well as legislative and strategic frameworks for combatting domestic violence, represent an integral part of gender analysis. In this regard, gender analysis in the small arms context should also examine:

- Legislation on protection from domestic violence and other related laws and bylaws;
- Strategies and action plans on combatting domestic violence;
- Gender equality legislation (such as laws on gender equality), including strategies and action plans on gender equality;
- National action plans on UNSCR 1325;
- The mapping of budget allocation to implement gender-related commitments;
- If relevant, other laws or bylaws pertinent to arms control could also be examined and references to them could be made.

In addition, gender analysis should also encompass an analysis of any international, regional, and sub-regional treaties or instruments applicable to the immediate context in which gender analysis is taking place.

Depending on specific priorities, the gender analysis may not necessarily encompass all the acts listed above. Instead, it might focus on a specific law, strategy/action plan, or specific policy area(s).



Box 4

**Example: The scope of the gender analysis in the Republic of North Macedonia****LAWS**

Law on Weapons (consolidated version 97/2018)

Law on Equal Opportunities of Women and Men (consolidated version 150/2015)

Law on State Statistics (consolidated version 31/2020)

Law on the Production and Trade of Arms and Military Equipment (consolidated version 64/2018)

Law on the National Security Agency (Official Gazette 108/2019)

Law on Misdemeanours against Public Order (consolidated version 152/2015)

Law on Hunting (consolidated version 83/2018)

The Criminal Code (consolidated version 248/2018)

Law on Police (consolidated version 64/2018)

Law on the Intelligence Agency (consolidated 162/2015)

Law on Military Service (consolidated version 14/2020)

Law on Defence (consolidated version 42/2020)

Law on the Execution of Sanctions (consolidated version 220/2019)

Law on the Customs Administration (consolidated version 248/2018)

Law on the Judicial Service (consolidated version 248/2018)

Law on Financial Police (consolidated version 198/2018)

Law on Private Security (consolidated 55/2016)

Law on Detective Activity (consolidated 212/2016)

Law on Internal Affairs (consolidated version 275/2019)

Law on Social Protection (consolidated version 275/2019)

Law on the Prevention and Suppression of and Protection from Domestic Violence (consolidated version 150/2015)

**BYLAWS**

Rulebook on Weapons and Ammunition Forms and the Manner of Keeping of Weapons and Ammunition Records (consolidated 35/2014)

The Court Rules of Procedure (Official Gazette 66/2013)

Rules of Procedure for Amending and Supplementing the Court Rules of Procedure (Official Gazette 114/2014)

Ministry of the Interior, Rulebook on the Manner of Keeping, Editing, and Maintaining Criminal Records (Official Gazette 111/2004)



Ministry of the Interior, Rulebook on the Form and Content of the Security Questionnaire for Conducting a Security Check on a Person Establishing Employment in the Ministry of the Interior (Official Gazette 3/2015)

Ministry of Health, Decision for the Determination of Health Institutions for the Physical Examination of an Individual's Fitness for Possessing and Carrying Firearms (Official Gazette 83/2007)

Ministry of the Interior, Rulebook on the Type and Manner of Performing the Medical Examination to Determine the Health Condition for Possessing and Carrying Firearms, the List of Diseases and Health Conditions that Make a Person Incapable of Possessing and Carrying Firearms, and the Manner and Procedure of Issuing Medical Certificates (Official Gazette 98/2005)

Government of the Republic of North Macedonia, Regulation on the Use and Means of Force as well as Carrying and Using Firearms by Financial Police Officers (Official Gazette 137/2014)

Government of Republic of North Macedonia, Regulation on the Use of Force as well as Carrying and Using Firearms by Customs Officers (Official Gazette 21/2005)

Government of Republic of North Macedonia, Regulation on the use of Firearms, Rubber Bullets, and other Means of Force by Members of the Judicial Police (Official Gazette 5/2013)

Republic Secretariat of the Judiciary, Guidelines for the Use of Firearms and other Means of Force by Personnel of the Penitentiaries and Correctional Facilities (Official Gazette 3/1981)

Ministry of Justice, Rulebook on the Arming and the Manner of Performance of the Duties of the Security Sector in Penitentiaries and Correctional Facilities (Official Gazette 118/2008)

Ministry of Agriculture, Forestry, and Water Management, Rulebook on the Official Uniform, Identity, and Type of Official Weapons Carried by Members of the Forestry Service, and the Manner of Using Official Weapons (Official Gazette 112/2015)

Ministry of Agriculture, Forestry, and Water Management, Rulebook on the Uniform and Type of Weapons Carried by members of the Forest Police (Official Gazette 57/2019)

Ministry of the Interior, Instructions on the Method of the Application of the Means of Force (Official Gazette 86/2013)

Ministry of Labour and Social Policy, Rulebook on the Manner of Implementing Protective Measures Undertaken by the Centre for Social Work and on the Manner of Following up on Issued Temporary Protection Orders (Official Gazette 17/2015)

Ministry of the Interior, Rulebook on the Method of Risk Assessment upon the Life and Physical Integrity of the Victim of Domestic Violence and the Risk of the Repetition of

Violence, Proper Risk Management, the Form of the Police Report, and the Proposal for Imposing a Temporary Protective Measure – the Removal of the Perpetrator from the Home and the Prohibition of Approaching the Home (Official Gazette 28/2015)

Ministry of Interior, Rulebook on the Manner of Execution of the Issued Temporary Protection Orders for Victims of Domestic Violence and Members of their Family (Official Gazette 28/2015)

Ministry of Labour and Social Policy, Protocol for the Cooperation of the Competent Institutions and Associations for the Protection and Prevention of Domestic Violence (Official Gazette 143/2015)

Ministry of the Interior, Rulebook on the Content and Manner of Keeping Police Records and the Form and Content of Police Records (Official Gazette 160/2013; 56/2014; and 130/2019)

Decision on Establishing a National Commission for Light and Small Weapons (Official Gazette 177/2019)

### **STRATEGIES AND ACTION PLANS**

Control of Small Arms and Light Weapons Strategy and the 2017 – 2021 Action Plan

National Youth Strategy 2016-2025

Action Plan for the Implementation of the Convention on Preventing and Combating Violence against Women and Domestic Violence 2018-2023

Second National Action Plan of the Republic of North Macedonia for the Implementation of UN Security Council Resolution 1325 – Women, Peace and Security 2020-2025

National Action Plan for Gender Equality 2018-2020

National Strategy for Improving Mental Health in the Republic of North Macedonia with an Action Plan 2018-2025

# 3. GUIDING QUESTIONS FOR GENDER ANALYSIS

This section provides a detailed list of questions for gender analysis which should facilitate the assessment of the gender responsiveness of relevant legislation and policies. In addition, it provides guidance for the formulation of recommendations to enhance the gender responsiveness of analysed legislative and policy frameworks.

The research questions are organized around key identified research concerns:

- Legislative and policy preconditions for mainstreaming gender in small arms control legislation and policies;
- The participation and representation of women in small arms control;
- The prevention of the use of firearms in domestic violence and violence against women, including the arms trade and the prevention of violence against women and gender-based violence;
- Responses to the gendered aspects of firearm demand, use, and misuse, including linkages between firearms and masculinity;
- Gender-sensitive data collection and record-keeping practices.

This section also provides concrete examples from the gender analyses conducted across the Western Balkans in order to demonstrate how guiding questions can be used to develop full-fledged analysis and practical recommendations to boost the gender responsiveness of relevant legislation and policies.

## 3.1 LEGISLATIVE AND POLICY PRECONDITIONS FOR GENDER MAINSTREAMING IN SMALL ARMS CONTROL

- Is there any legislation on gender equality in place (such as a law on gender equality, or a law on equal rights for women and men)?
- If yes, does the relevant legislation establish the obligation(s) of institutions to advance gender equality and integrate the gender perspective into their programmes, projects, and activities? How does this apply to institutions in charge of small arms control?
- Does the relevant legislation (on gender equality) mandate gender mainstreaming in legislative and policy processes? Does it provide sufficient guidance for gender mainstreaming? Does it regulate that gender mainstreaming should cover the whole policy cycle, including development, implementation, monitoring, and evaluation? How does this apply to small arms control legislation and policies and institutions in charge of SALW control?
- Does the gender equality legislation envision any legislative or other measures to be undertaken in areas relevant for enhancing the gender responsiveness of small arms control (such as for combatting gender-based violence, gender-sensitive record keeping, obligatory gender analysis, etc.)?
- Are there any overarching gender equality strategies and/or action plans in place? If yes, how are they relevant for enhancing the gender responsiveness of SALW control and to what extent do they enable and facilitate gender mainstreaming in SALW control?

- Do the gender equality strategy(-ies) and action plan(s) envisage any activities which explicitly address small arms control or the use of firearms in the context of gender-based violence?
- Does SALW control legislation consider any gender-related aspects of SALW? If yes, how and to what extent?
- Is there a SALW control strategy in place? If yes, does it contain any explicit commitment to advancing gender equality? Does it envisage gender mainstreaming in SALW control? Does the SALW control strategy make any reference to gender equality strategy(-ies)? If no SALW control strategy is in place, these questions should be applied to any policy documents which encompass measures relevant for SALW control.
- Does the SALW control strategy, or other such relevant policy document(s), take into account specific risks that women and men face with respect to firearms? If there is a corresponding situation analysis, does it incorporate gender statistics and gender analysis?
- Do the SALW control strategy and action plan, or other such relevant policy document(s), establish or envision any specific gender-related objectives, measures, and/or activities?
- Do the SALW control strategy and action plan, or other such relevant policy document(s), lay out a functional monitoring and evaluation system? If yes, do they enable and regulate gender-sensitive monitoring and evaluation (for instance, indicators are based on sex-disaggregated data and/or the relevant monitoring enables the tracking of the implementation of gender-related commitments)? Is gender sensitive monitoring of SALW control legislation in place?
- Is there any act on the establishment of a SALW commission (or rules of procedure)? If yes, does it refer to gender equality? Does mandate for the SALW commission entail any reference to gender equality? If so, how and to what extent?
- Are there any policies or laws requiring gender budgeting? If so, are these obligations also valid for SALW control legislation and policies? Have

sufficient funds been allocated for the implementation of SALW control strategies and legislation, or of other such relevant legislation or policy document(s)?

- Are there any other laws or policies relevant for mainstreaming gender in small arms control?

## CONCLUSIONS AND RECOMMENDATIONS

Using the guiding questions above, provide an overview of the legislative and policy preconditions and procedures which enable and/or mandate gender mainstreaming in small arms control. To what extent do existing legislative and policy frameworks facilitate the integration of the gender perspective into small arms control? What are the main gaps in this regard?

Propose legislative and policy measures to address identified gaps and to boost the integration of the gender perspective into the SALW control frameworks. At the policy level, such proposals could include: a distinct gender equality goal (or a specific target) in the SALW control strategy and an explicit commitment to mainstreaming gender in SALW control; reference to any existing gender equality strategy, NAP on the Women, Peace and Security, and/or any other existing policy documents related to gender equality; the establishment of gender-sensitive indicators for the monitoring and evaluation of the implementation of any SALW control strategies; the application of gender budgeting in small arms control, etc.

In the case that the current legislative and policy frameworks do not provide an enabling environment for the mainstreaming of gender in small arms control, this should be explicitly noted.

## Box 5

**Albania: Legislative and policy preconditions for mainstreaming gender in small arms control**

The analysis<sup>9</sup> conducted in Albania extensively documented legal and policy preconditions for mainstreaming gender in small arms control. The Law on Gender Equality in Society provides an extensive base for the integration of the gender perspective into small arms control since it stipulates the integration of the gender perspective into each phase of the process of designing, adopting, implementing, monitoring, and evaluating policies, and especially the integration of the gender perspective into legislation. In this regard, there is a legal responsibility for all social actors to adopt and implement measures to advance gender equality, including those responsible for small arms control.

With respect to gender mainstreaming in small arms control, the **Small Arms and Light Weapons, their Ammunition and Explosives Control Strategy (2019-2024)** and the accompanying **Action Plan 2019-2021** highlight that the possession and misuse of firearms are clearly gendered. In addition, the Strategy contains an explicit commitment towards the advancement of gender equality within small arms control and is aimed at mainstreaming the gender perspective across different areas of SALW control. This is particularly evident in Overall Target Five (5) of Goal 2 of the Strategy - **to fully integrate gender and age concerns in SALW control policies and ensure the meaningful participation of women in SALW control**. This overall target contains several specific objectives: increased participation of women in SALW control, increased capacities of institutions in charge of SALW control to mainstream the gender perspective and develop gender responsive SALW control policies, improved institutional and policy responses to the misuse of firearms in domestic and intimate partner violence, and enhanced prevention of firearms misuse.

In terms of activities, the following measures are proposed: include and consult representatives of women's organizations, gender equality bodies, and gender experts in the development and implementation of SALW control policies; ensure the balanced representation of women in the SALW commission and other relevant bodies; conduct training on gendered aspects of small arms for members of SALW commissions and all other institutions in charge of SALW control policies implementation; review the current legal framework to address the misuse of firearms in domestic and intimate partner violence; and develop and implement preventive measures to address the impact of gender roles and dominant forms of masculinity in fuelling the demand and misuse of firearms, particularly among young men.



## 3.2 THE PARTICIPATION AND REPRESENTATION OF WOMEN IN SMALL ARMS CONTROL

- Are there legislative provisions in place (such as a law on gender equality) which mandate and regulate the balanced representation of women and men in governmental and other institutional bodies? Does the relevant legislation clearly define balanced representation? Does it call for gender parity? Does it prescribe any measures (such as quotas) to increase women's participation in specific fields?
- If such legislative provisions are in place, how are they relevant and applicable to the participation and representation of women in small arms control at legislative, policy, and operational levels?
- Do existing SALW control strategy and/or action plan address women's participation and representation? Are there any specific objectives and activities prescribed or envisaged in this regard?
- Does any existing act on the establishment or the rules of procedure of a relevant SALW commission mandate and regulate the balanced representation of women and men in such a commission? Is there any mechanism to ensure women's representation and participation? (If no SALW commission has been established, how are the implementation of any SALW control policies and SALW legislation coordinated? Is the balanced participation and representation of women and men ensured?).
- Do the SALW commission's rules of procedure establish or envision the participation of gender equality agencies in its work? If so, how?
- Are there any specific mechanisms in place to ensure the participation of women's organizations, gender equality agencies, and/or gender experts? If yes, how do they function?

- Is there any NAP for the implementation of the United Nations Security Council Resolution 1325 in place? If so, does it contain measures to ensure the balanced representation of women across the security sector, such as in the military and police forces? If yes, at what levels and for which roles? Does it establish or envisage any other measures relevant for enhancing the participation and representation of women in small arms control? If yes, please elaborate.
- Do any gender equality strategies and/or action plans prescribe or envision any measures or activities relevant for the representation and participation of women in the security sector in general, and in SALW control specifically? Is there any monitoring and evaluation system, based on gender statistics, in place to facilitate the tracking of the implementation and achievement of such measures and activities?
- Have sufficient funds been allocated for the implementation of legislative and policy commitments relevant for the balanced participation of women and men in SALW control? Are there any gender budgeting measures in place to facilitate the balanced representation of women and men in SALW control?

## CONCLUSIONS AND RECOMMENDATIONS

Using the guiding questions above, provide an overview of the legislative and policy preconditions and procedures relevant for the balanced representation and participation of women and men in SALW control institutions and activities. To what extent do the existing legislative and policy frameworks ensure and facilitate women's representation and participation in SALW control? Are there areas of convergence between the SALW control frameworks and the Women, Peace and Security Agenda? What are the main gaps with respect to women's participation and representation in SALW control? Propose legislative and policy measures to address identified gaps and ensure women's participation and representation.

Box 6

**Bosnia and Herzegovina - the participation of women in small arms control**

The recent gender analysis<sup>10</sup> carried out in Bosnia and Herzegovina has extensively mapped legal and policy preconditions for the balanced representation and participation of women and men in small arms control. The Law on Gender Equality regulates that state bodies in all three branches of government (legislative, executive, and judicial authorities) shall ensure and promote equal gender representation in governance and decision-making. This obligation extends across all relevant entities when electing representatives and delegations to international organizations and bodies.

The Law on Gender Equality defines the equal representation of women and men as each of them represented with at least 40% in the bodies mentioned above.

The Strategy for the Control of Small Arms and Light Weapons in BiH 2021–2024 and its accompanying action plan recognize the necessity of increasing the participation of women in SALW control and enumerate specific activities aimed at the establishment of cooperation with women's organizations and other organizations working on the promotion of gender equality.

The Coordination Board for the Control of Small Arms and Light Weapons in BiH, as an expert inter-institutional body, is tasked with planning, coordinating, directing, and supervising activities for the implementation of the Strategy for the Control of Small Arms and Light Weapons. The composition of the Coordination Board is determined by the decision of the Council of Ministers of BiH. The decision envisages cooperation with other stakeholders, including international organizations and experts in specific areas. The document does not explicitly refer to civil society organizations, though the SALW Control Strategy establishes a specific goal related to cooperation with international and civil society organizations.

In addition, the **Gender Action Plan of BiH 2018-2022** (GAP) defines two priority areas relevant for women's participation in small arms control: Public life and decision making, and Gender and security. Within the priority area Public life and decision making, the primary goal is to achieve equal gender representation in creating policies and decision making at all levels of organisation of authorities in BiH. With regard to the priority area Gender and security, the GAP defines as the main objective improving the security of women and men in BiH through the equal participation of women in preventing and solving conflicts and in building and preserving sustainable peace.

**The Action Plan for the Implementation of UN Security Council Resolution 1325 in Bosnia and Herzegovina for the Period 2018-2022** sets as its Strategic Goal 1 the **increased participation of women in the security sector** (in the military, in the police, and in peace missions, including participation in decision-making positions).

Under this goal there are three mid-term goals:

**1.1** Key policies, laws, and other regulations should be created or amended to enable the increased participation of women in the military, in the police, and in peace missions, including in decision-making positions;

**1.2** The necessary prerequisites should be created for the improvement of the position and promotion of women in the military, in the police, and in peace missions, including in decision-making positions;

**1.3** Raising awareness on the importance of women's participation in decision-making and in peacekeeping and security.

In order to achieve this, a comprehensive set of activities is envisioned.

In the section related to increasing human security from the perspective of gender equality, the Action Plan refers to the **use of small arms, especially in the context of the impact of the illegal possession of small arms on violence against women and domestic violence**.

The analysis also resulted in the issuing of a set of recommendations on how to ensure the balanced representation of women in small arms control, including:

- Procedures should be established to ensure the legally prescribed number of women in the SALW Board in BiH (at least 40%);
- The legally prescribed number of women should be ensured in the commission for assessing and deciding on submitted requests for the procurement, keeping, and carrying of firearms and ammunition (at least 40%);
- A mechanism should be established to ensure the participation of gender mechanisms and CSO's working on gender equality and gender-based violence in SALW control policy development, implementation, and evaluation.

## 3.3 FIREARMS AND DOMESTIC VIOLENCE AND VIOLENCE AGAINST WOMEN

### REGULATION OF CIVILIAN POSSESSION – LICENSE APPROVAL

- How is firearm license approval for civilians legally regulated? What are the legally prescribed requirements for acquiring firearms?
- Does a firearms license register: a) exist?; and b) is the information publicly accessible?
- How is domestic violence legally defined (if at all)? Is it criminalized? If so, what are the relevant sanctions? Does the relevant legislation: a) define femicide?; b) define gender-based violence? If so, how, respectively? Which forms of violence are recognized and/or criminalized (such as physical, psychological, sexual, economic, stalking, etc)?
- Does the legislation regulating firearm licence approval recognize domestic violence as grounds for the rejection of an application for a firearms license? Does it explicitly refer to domestic violence? If so, how is this issue legally regulated? Does it consider only final domestic violence court convictions or also cases which have been brought to the attention of the police or social services, but which have not been pursued in court? Please elaborate.
- Is there any guidance in place (such as instructions, rulebooks, etc.) to support the implementation of legislative measures aimed at preventing the use of firearms in the domestic violence context? Is there sufficient guidance provided on how the history of domestic violence is to be checked during a candidate's application process for firearm license? Does any

such guidance define the procedures for the verification and obtaining of relevant information?

- If the relevant legislation includes references to “severely disturbed family relations” (or similar circumstances) as grounds for the rejection of a firearm license application, does it provide a clear definition of “severely disturbed family relations” (or similar circumstances) and how their existence is verified in practice?
- Do requirements for license approval take into account any factors which could indicate that the firearms could be misused to commit domestic violence? If yes, is it specified how this is addressed in practice? Please elaborate.
- Do the license approval procedures take into account whether restraining or protection orders for domestic violence have been issued against an applicant?
- Do license approval regulations clearly recognize all forms of domestic violence, such as physical, psychological, sexual, economic, cyberviolence, among others? Is stalking recognized in this regard?
- Does the relevant legislation prescribe background checks as a part of the firearm license approval process? How are background checks for license approval legally regulated? What do background checks specifically entail?
- Do background checks mandatorily examine if a candidate has a history of domestic violence? If so, how?
- Does the relevant legislation establish the obligatory notification of an applicant’s current or former partner (for instance, in the last two years) about his/her submitted application for license approval?
- Does the license approval process, and especially any corresponding background checks, mandatorily include or envisage the collecting of information from current and former partners/family members/neighbours of the applicant regarding any history of domestic violence? Are interviews with an applicant’s current and former partners, other family members, and

neighbours envisaged or mandated? If so, is sufficient guidance provided for the carrying out of such interviews (through, for instance, a specific bylaw or any other relevant act) and do such interviews include questions related to domestic violence? Do background checks consider whether the acquisition of firearms could place an intimate partner or a child in reasonable fear of the firearms being used to commit any form of domestic violence, including psychological violence and threatening?

- Does the relevant legislation regulate how information obtained through such interviews is to be further considered in the firearm license approval process? Does it define procedures regarding a candidate's application in the case that any suspicion is raised by current or former partners or other family members? Does the legislation establish a specific system for vetoing a license application?
- Do background checks mandatorily include or envision consultation with a social welfare centre?
- Do background checks consider domestic violence cases in which criminal charges were rejected by prosecutors? Does such vetting include records on domestic violence cases in which the court made a decision on suspended sentences or deferred prosecution?
- Does the licence approval process mandate or envision the gathering or seeking of information on an applicant's aggressive or anti-social behaviour, which may include records of hostility likely to lead to violent acts against particular groups categorized by race, gender, disability, sexual orientation, age, religion, class, or the like?
- How is approval for the acquiring, holding, and carrying of hunting and sporting weapons regulated? Does the approval process for such weapons consider the history of domestic violence of the applicant or the risk that such weapons could be misused in domestic violence? How is the keeping, storing, and carrying of such weapons regulated? Can they take those weapons home if they have a license?

- How is approval for the acquiring and holding of collection weapons regulated? Does the approval process consider the history of domestic violence of the applicant or the risk that the firearms could be misused in domestic violence?
- How is the acquisition of ammunition regulated? Do relevant regulations consider the risk of ammunition being used for domestic violence?
- How is the assessment of a candidate's medical fitness for acquiring, holding, or carrying firearms regulated? What is the duration of the validity of any operative medical fitness certificate?
- Does checking the medical fitness of a candidate mandatorily include or envision an assessment of any behaviours or past experiences which could trigger domestic violence? If yes, please explain how.
- Do background checks mandatorily include or envision consultation with health care professionals (such as the family doctor of the applicant)?
- Does the relevant legislation ensure that any changes in the health condition of a license holder pertinent to the prevention of firearm misuse are reported in a timely manner to relevant authorities? Please describe how is this regulated.
- Do the existing regulations for any medical fitness assessment, including the duration of any medical fitness certificate, require further scrutinization with respect to the prevention of the use of firearms in domestic violence?

## **FIREARMS STORAGE AND CARRYING**

- How is weapon and ammunition storage regulated? Do legal requirements sufficiently ensure that firearms and ammunition are to be kept in such a manner that they are inaccessible to persons not authorized to own arms, especially minors?



- How is the carrying of firearms by civilians regulated? Does approval of a licence for the carrying of firearms address the risk of firearms being misused in domestic violence and in violence against women/gender-based violence outside the home? Please elaborate.
- What is the validity period of a firearms license? How is the license renewal process regulated? Does it pay due attention to the prevention of domestic violence? Is the occurrence of domestic violence involving a candidate seeking license renewal explicitly mentioned as grounds for the rejection of license renewal?
- Is there an obligatory technical exam on keeping, carrying, and handling of firearms? Does it also include information on legal provisions relevant for combatting domestic violence?
- Are there any other issues relevant for preventing the use of firearms in domestic violence during the firearm license approval process? If yes, please describe them.

## **PROCEDURES WHEN DOMESTIC VIOLENCE OCCURS, INCLUDING THE REMOVAL OF FIREARMS AND FIREARMS LICENSES**

- Briefly describe the legislative and strategic framework for the prevention of and protection from domestic violence. Provide a brief overview of the mandates and roles of all relevant institutions (such as the police, social welfare centres, prosecutors' offices, health care centres, etc.) in responding to domestic violence.
- Do the relevant legislative policies and corresponding strategies prescribe or envision training on domestic violence for relevant professionals, in particular for police officers?
- Does legislation on the prevention of and protection from domestic violence consider risks associated with the presence of firearms in the domestic violence context? Please elaborate.
- Are there relevant protocols and risk assessment procedures in place? How are risks related to the use of firearms in the domestic violence context

assessed? Do the relevant risk assessments duly take into account, at all stages of the investigation and in all phases of the application of protective measures, whether the accused perpetrators of the acts of violence possess or have access to firearms (such as firearms owned by other family members or firearms to which the accused abuser has access professionally)?

- Are police officers required to conduct a search for weapons and ammunition when domestic violence is reported? If so, does this include checking for both legally owned and illicit firearms?
- When a case of domestic violence is reported, what are the proceedings of police officers with respect to firearms, ammunition, and firearms licenses? Are firearms seized and any such licenses removed? What is the timeframe for removal? And who enacts such measures? Briefly describe.
- Do social and medical services for domestic violence victims and survivors make inquiries as to whether a firearm is in the home, or if there is access to a firearm?
- How does the relevant legislation regulate the permanent revocation of firearms/licenses with respect to domestic violence? If a license has been revoked on grounds of domestic violence, how long is a citizen excluded from applying for/receiving approval for a new license?
- How does the relevant legislation regulate firearm and license return in cases in which domestic violence was cited as the grounds for removal, but in which charges were ultimately rejected? Do decisions on the return of firearms/licenses take into account the risk of repeated violence?
- Does the relevant legislation envisage any kind of support program or compensation for victims of domestic violence committed with firearms?
- Does the relevant legislation ensure that any changes in health conditions which are relevant for the prevention of firearms misuse are reported in a timely manner by authorized health care professionals to relevant authorities? Please describe how is this regulated.

- Does the relevant legislation, including the criminal code, consider the use of firearms in the domestic violence context as an aggravating circumstance?
- What are the proceedings (actions, measures, sanctions) in cases of illicit firearms in the context of domestic violence cases? What are the proceedings regarding firearms possessed by other family members in the context of cases of domestic violence?
- Are there any strategies for combatting domestic violence and any accompanying action plans in place, being developed, or envisioned? If so, do they entail any measures to address the use of firearms in domestic violence?
- Are there any other legal provisions relevant for preventing the use of firearms in domestic violence?

## **SECURITY SECTOR PERSONNEL**

- How is license approval for security sector professionals (law enforcement officers, military personnel, private security personnel, detectives, etc.) legally regulated?
- Does security vetting during the recruitment process for security sector professionals include vetting for domestic violence? If yes, please describe how.
- How does the relevant legislation regulate the carrying and holding of firearms by persons authorized to carry firearms? How does it regulate the carrying and holding of firearms outside of their working hours and their professional service?
- What are the procedures regarding access to firearms, the use of firearms, and the carrying of firearms in cases when a person authorized to carry firearms is reported to have committed domestic violence?

## ARMS EXPORT/IMPORT – THE ARMS TRADE TREATY

- Is the legislation regulating arms export/import aligned with Articles 6.3 and 7.1 of the Arms Trade Treaty?
- Does the legislation regulating arms export/import consider the risk of conventional arms or other relevant items as defined by Arms Trade Treaty being used to commit or facilitate serious acts of GBV or serious acts of violence against women and children when conducting export assessment (Article 7.4)?
- Does the relevant legislation provide sufficient guidance for the above-mentioned risk assessment?
- Is relevant legislation on arms export aligned with any other regional or other applicable framework(s)?

## DATA COLLECTION AND RECORD KEEPING

- How is data collection on domestic violence cases regulated? How long are the relevant records kept? Is data on the relationship between the victim(s) and perpetrator in domestic violence cases available?
- Is data on the use/suspension/removal of firearms in domestic violence cases collected and maintained?
- Is data on the type of ownership (legal/illegal) of firearms used in domestic violence incidents collected and maintained?
- Is data on any relevant risk assessments: a) documented and maintained?; b) If so, does such data include information on possession of firearms, access to firearms, or the use or threat of use of firearms?
- How is the exchange of data between police, prosecutors, judges, healthcare professionals, social services, and any other relevant parties regulated?

- Does the relevant legislation mandate and regulate record keeping on the grounds for firearm and license removal? (Do any such records provide information on how many firearms have been removed on the grounds of domestic violence? Or on how many firearms have been returned in cases of domestic violence?)

## CONCLUSIONS AND RECOMMENDATIONS

Using the guiding questions above, summarize to what extent the existing legislative and policy frameworks enable effective prevention of the misuse of firearms in domestic violence, particularly regarding the regulation of civilian possession of firearms and proceedings related to firearms when domestic violence occurs. What are the main gaps in the licence approval process with respect to preventing the misuse of firearms in domestic violence? What are the key challenges regarding the proceedings and responses of the relevant institutions in preventing the misuse of firearms in domestic violence? Do the respective laws on security sector professionals provide a solid basis for effective prevention of service weapons being misused in domestic violence? What are the main challenges related to record keeping?

**What would be the key recommendations to improve the relevant existing legislative and strategic frameworks?**

### Box 7

#### North Macedonia – Gender analysis of the firearms license approval regulations

Taking into account the specific risks related to the use of firearms in the context of domestic violence the analysis<sup>11</sup> conducted in North Macedonia was focused primarily on the regulation of the civilian possession of firearms, particularly license approval and security vetting; procedures regulating the access, use, and carrying of weapons by security sector personnel as well as procedures of relevant institutions in responding to incidents of domestic violence were thoroughly analysed.

Civilian possession of firearms is regulated by the Law on Weapons (consolidated version 97/2018). Notably, **both “domestic violence” and the “severe disruption of family relationships” are considered as grounds for the rejection of an application**

for the acquisition of firearms if either of the two following conditions are found to be present:

1. the person has been legally convicted of domestic violence;
2. circumstances indicate that the firearm could be misused, especially if domestic violence perpetrated by the applicant has been documented.

This is consequently reflected in the procedure for the renewal of a license to possess a firearm. The same conditions applying to firearm acquisition also apply to ammunition acquisition.

While these important legal provisions aim to restrict access to firearms or remove them in the case of domestic violence, **several issues have been documented that remain yet to be addressed** so that the effectiveness of the legislative framework might be further enhanced:

1. Most **domestic violence goes unreported to institutions, which places particular importance on background checks** as a potentially effective tool towards preventing firearm misuse in the context of domestic violence.

2. Currently, security vetting per the requirements prescribed in Article 12 of the Law on Weapons, including “domestic violence” and “severely disrupted family relationships,” is conducted primarily on the basis of the official records kept by relevant institutions. The security vetting procedures do not provide firm and comprehensive guidance on the assessment as to whether firearms could be misused in a domestic violence context, unless it has been reported. For instance, the legislation does not mandate that interviews be conducted with current and former partners and other family members, including neighbours, which could provide insight into whether the acquisition of firearms would place an intimate partner or child in reasonable fear or danger of the misuse of firearms in any form of domestic violence. In addition, there are no provisions for mandatory consultation with the Centre for Social Work or for checking the applicant’s history of domestic violence. Also, the Law on Weapons and associated bylaws do not contain specific provisions that legally prescribe the obligation of a competent institution to notify the spouse or close family member(s) during the process of an applicant’s seeking to obtain a license.

3. Decisions on an issued **temporary restraining order** for the prevention of acts of domestic violence are not explicitly prescribed in the Law on Weapons as part of the requirements for security vetting. Given that this procedure can be initiated in parallel to the criminal procedure, more specific regulation is required in this context.

4. While **all forms of domestic violence** are criminalized by the Criminal Code (consolidated version, 248/2018), there is no specific provision stating whether all forms of domestic violence such as physical, psychological, sexual, and economic, among

others, are considered when determining that “domestic violence” has not occurred as a requirement for obtaining a firearm if such forms/instances have not been legally sanctioned.

Based on these findings, a set of recommendations has been developed to improve the license approval process and therefore enhance the prevention of firearm misuse in domestic violence. For instance, the following amendments to the Law on Weapons have been proposed:

- inclusion of the definition of domestic violence as prescribed in the Criminal Code and in the Law on Prevention and Suppression of and Protection from Domestic Violence;
- introduction of the obligation to notify the spouse (current and former from the last two years) or close family member(s) of a firearm applicant by the responsible state institution during the process of license approval;
- mandating obligatory consultation with the Centre for Social Work with a view to obtaining data on any history of domestic violence, including stalking once it is legally introduced;
- improving security vetting through the adoption of a rulebook for the security vetting of domestic violence to be developed and adopted by the Ministry of the Interior.

#### Box 8

#### Kosovo – Domestic violence risk assessment and firearms

**The Standard Operating Procedures for Protection from Domestic Violence (SOPs)**, adopted in 2013, outline the responsibilities of the main institutional mechanisms in Kosovo to assist and protect victims of domestic violence<sup>12</sup>. The SOPs are an important tool in enhancing a coordinated approach among the primary agencies mandated to assist victims of domestic violence. They also provide detailed guidance for conducting risk assessment after an incident of domestic violence, including an analysis of the potential presence of firearms. The risk assessment is to be conducted by the police to protect victims, children, and other witnesses or involved parties. According to the SOPs, the police shall check if firearms are involved. It does not, however, specifically state under the checklist that any firearms found to be present should be seized. The SOPs identify low, medium, and high indicators of risk to be used by the police in qualifying the risks for each situation, as per the table shown below:



**Table 1**  
**Low, Medium, and High Indicators to be identified by the Police**  
**when assessing the risks for victims of DV:**

Low risk indicators	Medium risk indicators	High risk indicators
<ul style="list-style-type: none"> <li>- the perpetrator does not possess a weapon</li> <li>- the perpetrator has never used weapons against the victim</li> <li>- the perpetrator has no history of arrests and has a reasonable fear of the police</li> <li>- the perpetrator had never before threatened the victim</li> <li>- the perpetrator has not committed sexual violence against the victim</li> <li>- the perpetrator is not a consumer of alcohol or drugs</li> <li>- the perpetrator has no history of mental disorder</li> <li>- the perpetrator has no knowledge of routine activities conducted by the victim during the day, e.g., working hours, place of work, children's school schedule, etc.</li> <li>- the perpetrator had not previously exercised control over the victim</li> <li>- the perpetrator finds it difficult to find the victim if he/she leaves the home</li> <li>- the perpetrator has never attempted to commit suicide or threatened the victim to do so</li> <li>- the perpetrator has exercised pressure on the victim to have intercourse with him/her but the victim was not forced to do so</li> <li>- the perpetrator and victim are not in a long-term relationship, therefore the perpetrator does not have all the victim's information</li> <li>- the victim thinks that the perpetrator would not harm him / her even if he/she were to leave.</li> </ul>	<ul style="list-style-type: none"> <li>- the perpetrator possesses a weapon</li> <li>- the perpetrator has had occasional problems with the police but has never been arrested</li> <li>- the perpetrator has threatened to harm the children if the victim were to abandon him/her</li> <li>- the perpetrator has harmed pets</li> <li>- the perpetrator has threatened the victim to injure him/her if he/she were to leave the home</li> <li>- the perpetrator has damaged house furniture</li> <li>- the perpetrator knows the victim's friends well and may easily find the location of the victim if he/she were to run away</li> <li>- the perpetrator has friends in the police and shows no fear of the police</li> <li>- the perpetrator often forces the victim to have intercourse and is aggressive during intercourse</li> <li>- the perpetrator consumes alcohol or drugs</li> <li>- the perpetrator has threatened to commit suicide if the victim were to leave</li> <li>- the perpetrator has mental problems, his/her behaviour does not appear to be normal, and/or he/she is aggressive and violent with others.</li> <li>- Other</li> </ul>	<ul style="list-style-type: none"> <li>- the perpetrator has threatened the victim with a weapon</li> <li>- the perpetrator has been arrested multiple times</li> <li>- the perpetrator shows no fear of the police and attacks the victim in their presence too</li> <li>- the perpetrator checks every daily activity of the victim and knows every detail on the victim</li> <li>- the perpetrator does not allow the victim to see anyone, including her/his family</li> <li>- the perpetrator beats the victim and children</li> <li>- the perpetrator threatens the victim that he/she will hurt the children if the victim were to leave the home</li> <li>- the perpetrator abuses children sexually</li> <li>- the perpetrator is aggressive and harms the victim during intercourse and/or forces him/her to have intercourse in the presence of others (e.g., children)</li> <li>- the perpetrator has harmed the victim when he/she has left the home and attacked persons with whom the victim has stayed</li> <li>- the perpetrator is able to find the victim easily if he/she leaves the home</li> <li>- the perpetrator is a member of the police</li> <li>- the perpetrator is alcohol and/or drug dependent</li> <li>- the perpetrator speaks about his/her plans for suicide</li> <li>- the perpetrator has made suicide attempts</li> <li>- the perpetrator has a mental disorder and does not use medication</li> <li>- Other</li> </ul>



The SOPs clearly take into account the risk of firearms and define different levels of risk depending on whether a perpetrator possesses firearms or not and on whether the perpetrator has threatened the victim with a weapon or not. The police should also fill in the Basic Data Form based on this assessment. Based on the SOPs and the Basic Data Form, which consists of five pages of itemized cues/questions requiring information, the police should conduct the risk assessment. The Basic Data Form contains a query as to whether a weapon has been involved in the incident and whether it has been seized, as well as a query about whether the perpetrator has threatened the victim with a weapon and if he/she has been arrested in the past.

## 3.4 GENDERED ASPECTS OF FIREARM DEMAND AND MISUSE, INCLUDING LINKAGES BETWEEN FIREARMS AND MASCULINITY

- Do SALW control strategy and/or accompanying action plan address the gender conditioning of firearm demand, use, and misuse, and in particular links between firearms and masculine norms? Do they envisage any specific activities to address these links? Are there any relevant activities specifically engaging men?
- Do SALW control strategy and/or accompanying action plan recognize the exposure of young men to armed violence? Are there any relevant activities prescribed or envisaged aimed at engaging young men, such as educational programming or awareness raising?
- Do any SALW control strategies and/or accompanying action plans envision engagement with CSOs which work on promotion of positive masculine norms? If so, is sufficient funding available for such work?
- Do any existent gender equality strategies and/or action plans contain any objectives, measures, or activities addressing the links between masculine norms and risk-taking behaviours, including violence?
- Do any existent youth strategies and/or action plans envisage activities aimed at reducing violence and/or preventing armed violence? If yes, do they address links between masculine norms and violence, including the demand for firearms and their misuse? Are there any measures specifically aimed at boys and young men?

- Are there any prevention-related legislative and policy measures relevant to preventing the misuse of and reducing the demand for firearms?
- Are there any other legislative provisions and/or policy measures relevant to addressing the gendered aspects of firearm demand and misuse?
- With respect to firearm licence approval, do any operative background checks or security assessments address specific risk factors which might determine whether an applicant, a young man in particular, could resort to violence (such as gang affiliation, socializing with delinquent peers, etc.)? If so, briefly describe how.
- Does the relevant legislation address links between the availability of firearms and suicide risks? For instance, does the license approval process pay due attention to the risks of firearms being used for suicide? Are suicide risks assessed as part of any existent required medical fitness assessment?
- Is there a suicide prevention strategy in place? If yes, does it consider links between firearm availability and suicides? Is this addressed by any other strategies, such as mental health or public health strategies?
- Does any applicable legislation or policy address the links between firearms and murder-suicide acts committed in the context of domestic abuse and violence against women? Murder-suicide is a violent event in which a person commits murder, and then dies by suicide shortly thereafter.

## CONCLUSIONS AND RECOMMENDATIONS:

Using the guiding questions above, summarize to what extent existing legislative and policy frameworks address gendered factors which could condition firearm demand, use, and misuse, in particular links between masculine norms and the demand for and misuse of firearms. Do current legislative and policy frameworks provide effective preventive actions and to what extent are they gender-responsive? Are there any legislative and policy efforts in place to address the disproportionate exposure of young men to armed violence? Do any relevant policies address the intersection between gender and age? Do the legislative

and policy frameworks relevant for small arms control apply an intersectional approach? What is the legislative and policy response to the use of firearms in suicides? What are the main gaps in the relevant legislative and policy responses to the gendered aspects of firearm demand, use, and misuse? To what extent is synergy between different strategies achieved? What would be the key recommendations for improving the existing legislative and strategic frameworks?

## Box 9

**Albania – Addressing links between masculine norms and firearms**

**The Strategy on Small Arms, Light Weapon, their Ammunition and Explosives Control (2019-2024) and its Action Plan (2019-2021)** emphasize that the possession of firearms and their misuse is clearly gendered. Under Goal 2, Overall Target 5, the Strategy establishes a specific objective to **enhance the prevention of SALW/firearms misuse**. The Strategy recognizes linkages between masculine norms and firearms and recognizes young men as a specific target group. Furthermore, the Strategy envisions the development and implementation of preventive measures to address the impact of gender roles and dominant forms of masculinity in fuelling the demand for and misuse of firearms, particularly among young men. The intersection of gender and age is also recognized in awareness raising measures. Correspondingly, the Strategy envisages the implementation of awareness campaigns focused on specific groups and/or targeting specific behaviours (young men, hunters, celebratory shooting, domestic and gender-based violence, private security, training centres, etc.), as well as calls for the integration of efforts for reducing violent behaviour in the education system.

In addition to the SALW Control Strategy, the government has adopted several other strategies that could provide entry points for addressing the gendered aspects of firearm demand, use, and misuse. These include The National Youth Action Plan (2015-2020); The National Action Plan for the Implementation of UN Security Council Resolution 1325 – Women, Peace and Security 2018 – 2020 (NAP 1325); The National Strategy for Gender Equality 2016-2020 and its Action Plan 2016-2020; The National Strategy of Integration with the EU and its Action Plan 2020–2022; The Action Plan for the Development of Mental Health Services 2013 - 2022, etc. However, these strategies either only sporadically tackle the aspects of firearm demand, use, or misuse or fail to address them entirely. For example, The National Youth Action Plan aims to decrease risk behaviour and violence among young people, where firearms control would be particularly relevant, especially in regard to specific groups of young men.

## 3.5 GENDER-SENSITIVE DATA COLLECTION AND RECORD KEEPING

- How is firearm data collection legally regulated?
- Does the relevant legislation (such as bylaws, instructions, rulebooks, etc.) mandate and regulate the collection of sex-disaggregated data on firearms? If so, how? Does the legislation prescribe templates for such data collection? If yes, is sex and age disaggregation of data clearly reflected and requested in the template?
- Does the relevant legislation mandate and enable the collection of sex disaggregated data on applicants for a license to acquire, hold, and/or carry firearms (both approved and rejected applicants), firearm owners, and individuals whose licenses/firearms have been removed?
- Does the relevant legislation ensure that data on the grounds for the revocation of firearms is collected and maintained?
- Does the relevant legislation mandate and enable the collection of sex disaggregated data on firearm-related criminal offences and misdemeanours? Is any collected sex disaggregated data on perpetrators and victims of firearm-related incidents available?
- Is data on firearms available to the public? If so, to what extent and how is it made available? Is data centralized and accessible across institutions?
- Are there any legislative provisions regulating the use of data related to firearms indicated above?
- Does the relevant legislation mandate, enable the collection of, and provide sex-disaggregated data on security sector personnel authorized to carry

firearms, private security companies, shooting ranges and associations, hunting associations, and/or on any other entities relevant to firearms?

- Does any existent legislation on gender equality establish the obligation that official records collected and processed by institutions must be sex disaggregated?
- Do any operative SALW control strategies and/or action plans envisage any measures or activities relevant to gender-sensitive record keeping?
- Are data collection efforts aligned with the reporting requirements of the specific state's relevant international obligations and commitments (e.g., SDGs)?

## CONCLUSIONS AND RECOMMENDATIONS:

Using the guiding questions above, summarize to what extent the relevant legislative and policy frameworks enable gender-sensitive record keeping. What are the main challenges? Propose recommendations on how to overcome them.

### Box 10

#### Montenegro – Gender-sensitive record keeping<sup>13</sup>

The Law on Weapons regulates that the Ministry of the Interior is responsible for keeping the records of: issued weapons acquisition permits, weapons registration cards for holding weapons, weapons registration cards for carrying weapons and of surrendered weapons and ammunition, seized weapons and ammunition, etc. The Law does not contain any specific provision which would mandate gender-sensitive record keeping. The Rulebook on the form, content, and manner of record keeping on collected, processed, and used data and international data exchange includes the rules on the form, content, and manner of record keeping of, inter alia, criminal and misdemeanour offenders, as well as of seized, lost, and found objects. The data includes personal data of offenders and owners of seized objects, including their sex. The Strategy for Combatting Illegal Possession, Misuse and Trafficking in Small Arms and Light Weapons

and their Ammunition for 2019-2025 recognizes the need to collect data disaggregated by sex and age to inform gender-mainstreamed policy design. In this respect, the report on the implementation of the Action Plan for the Implementation of the Strategy for Combatting Illegal Possession, Misuse and Trafficking in Small Arms and Light Weapons and their Ammunition for 2019-2025 states that records have been updated and disaggregated by sex and age and that firearms data are collected and submitted for analysis annually.

In addition, the Law on Gender Equality (Article 14) mandates that state administration bodies, commercial entities, and other legal persons, as well as entrepreneurs, present sex disaggregated statistics and information that they collect, record, and process.

# 4. USING ANALYSIS TO INFORM LEGISLATION AND POLICY DEVELOPMENT



Once the gender analysis is completed, it is necessary to plan further steps to ensure that its findings inform relevant legislative and policy developments. To achieve this the following actions are recommended:

- **Engage the most important stakeholders from the onset of the analysis.** This will likely boost the sense of the involved parties' ownership of and responsibility to the analysis and could positively impact the commitment for its implementation. In addition, having key stakeholders on board could facilitate the implementation of the analysis through, for instance, the provision of additional clarification and assistance in the verifying of the findings of the analysis.
- **The gender analysis should be linked to key developments in small arms control, particularly legislative and policy reforms, to achieve maximum effect.** In this regard, the gender analysis should inform and reinforce the wider process and provide guidance for the practical integration of the gender perspective. In the Western Balkans, for instance, the gender analysis of legislation was linked to the process of harmonizing arms-control legislation with the European Union regulatory framework and other related international obligations and standards.
- **Communicate the findings of the analysis with decision makers and policy makers.** This will likely prove instrumental in ensuring consensus on the importance of gender analysis for effective SALW control and contribute to establishing a basis for effectively and sustainably mainstreaming gender in SALW control. In the Western Balkans, the findings of gender analyses have been communicated through specific presentations organized for this purpose and through workshops for the development of SALW control strategies.
- **Link gender analysis to other types of support provided to institutions to mainstream gender in SALW control.** For instance, UNDP SEESAC has been providing long-term support to relevant institutions in South East Europe to boost their capacities to mainstream gender across different aspects of firearms control. Apart from assisting baseline research, this support has also included the development of practical gender mainstreaming tools, and the implementation of SALW Surveys that have enabled the collection and analysis of sex and age disaggregated data and the development of a wide range of gender-specific knowledge products. In addition, the implementation of the gender coach programme, carried out in cooperation with the heads of state SALW Commissions, and of Gender and SALW training for the members of state SALW Commissions has significantly contributed to their increased

competencies and commitment to integrating the gender perspective into small arms control.

- **Ensure continuous exchange between gender and SALW experts during all phases of the analysis and the formulation of follow-up actions.** This should practically facilitate the integration of the gender perspective into small arms control and help break silos in which SALW control and gender equality policies are often developed.
- **Finally, gender analysis could be used for horizon scanning exercises in order to determine vulnerabilities in certain situations.** Horizon scanning can be defined as a systematic examination of information to identify potential threats, risks, emerging issues, and opportunities allowing for better preparedness and the incorporation of mitigation and exploitation into the policy-making process.<sup>14</sup> For instance, under the specific conditions of the Covid19 pandemic, horizon scanning could have been instrumental in anticipating increased risks of domestic violence and providing adequate responses.

#### Box 11

#### **Discussing the findings of gender analysis with SALW Commissions in the Western Balkans**

The findings and accompanying forward-looking recommendations of the multiple gender analyses recently conducted in the states of South East Europe have been thoroughly discussed with the SALW commissions in the region and have been extensively utilized in ongoing revisions of SALW control strategies and action plans in the Western Balkans.

During the presentation of key findings of these analyses in Skopje, Sarajevo, Podgorica, Tirana and Pristina, it was noted that institutions in the region had made considerable efforts at the legislative and policy levels to address the gendered dimension of small arms. This is primarily reflected in legislative provisions aimed at preventing and combatting the misuse of firearms in the context of domestic violence. Furthermore, the strategic frameworks for SALW control have increasingly recognized gender concerns related to small arms. The analyses also highlighted specific challenges and measures needed to improve the gender responsiveness of small arms control. In this regard, it was discussed how, within the context of the development of new SALW control strategies, to enhance further institutional responses to the use of firearms in

domestic violence, address gendered factors fuelling demand for firearms and shaping risk-taking behaviour, increase the participation of women in small arms control, and establish preconditions for the sustainable integration of the gender perspective into small arms control.

## Box 12

### Lessons learned in conducting gender analysis

- **A regional approach effectively enables mapping and exchange of good practices.** Applying a regional approach can document different responses to similar challenges, paving the way for the upscaling of good practices.
- **Conducting regionwide gender analysis requires significant coordination efforts,** particularly if a high degree of comparability between reports is to be ensured. In this regard, coordination would require constant communication with experts conducting the analysis and the institutions in charge of SALW control.
- **Gender analysis exercises have to be adequately resourced, both in human and financial resources.** Depending on the scope and goals, gender analysis in the small arms context could demand significant resources for its implementation. Therefore, it is necessary to allow sufficient time for impactful gender analysis to be achieved, allocate funds for consultative support, and ensure that quality assurance is in place.
- **Expertise can be scarce.** Despite the growing convergence between the SALW control and gender equality agendas, finding experts with knowledge in both fields can be challenging. In this regard, conducting gender analysis is also the way forward to build such capacities. In the Western Balkans, the vast expertise and experience of experts from women's organizations involved in eliminating domestic violence have facilitated the implementation of such analysis.
- **Documents to be analysed are not necessarily publicly available.** To overcome this, it is necessary to cooperate closely with authorities who can provide valuable assistance.

# ANNEX I: A MODEL STRUCTURE FOR A GENDER ANALYSIS

- I CONTEXT:  
OVERVIEW OF KEY DATA  
ON THE GENDERED ASPECTS OF FIREARMS
  
- II INTERNATIONAL AND REGIONAL  
FRAMEWORKS
  
- III GENDER ANALYSIS OF LEGISLATION AND  
POLICIES RELEVANT TO SMALL ARMS CONTROL
  - 1. LEGISLATIVE AND POLICY PRECONDITIONS  
FOR GENDER MAINSTREAMING IN SMALL ARMS CONTROL
  - 2. PARTICIPATION OF WOMEN  
IN SMALL ARMS CONTROL
  - 2. LINKAGES BETWEEN FIREARMS AND  
DOMESTIC VIOLENCE
  - 3. RESPONSES TO GENDERED ASPECTS  
OF FIREARM DEMAND, USE, AND MISUSE
  - 4. GENDER-SENSITIVE  
RECORD KEEPING PRACTICES
  
- IV. CONCLUSIONS AND RECOMMENDATIONS

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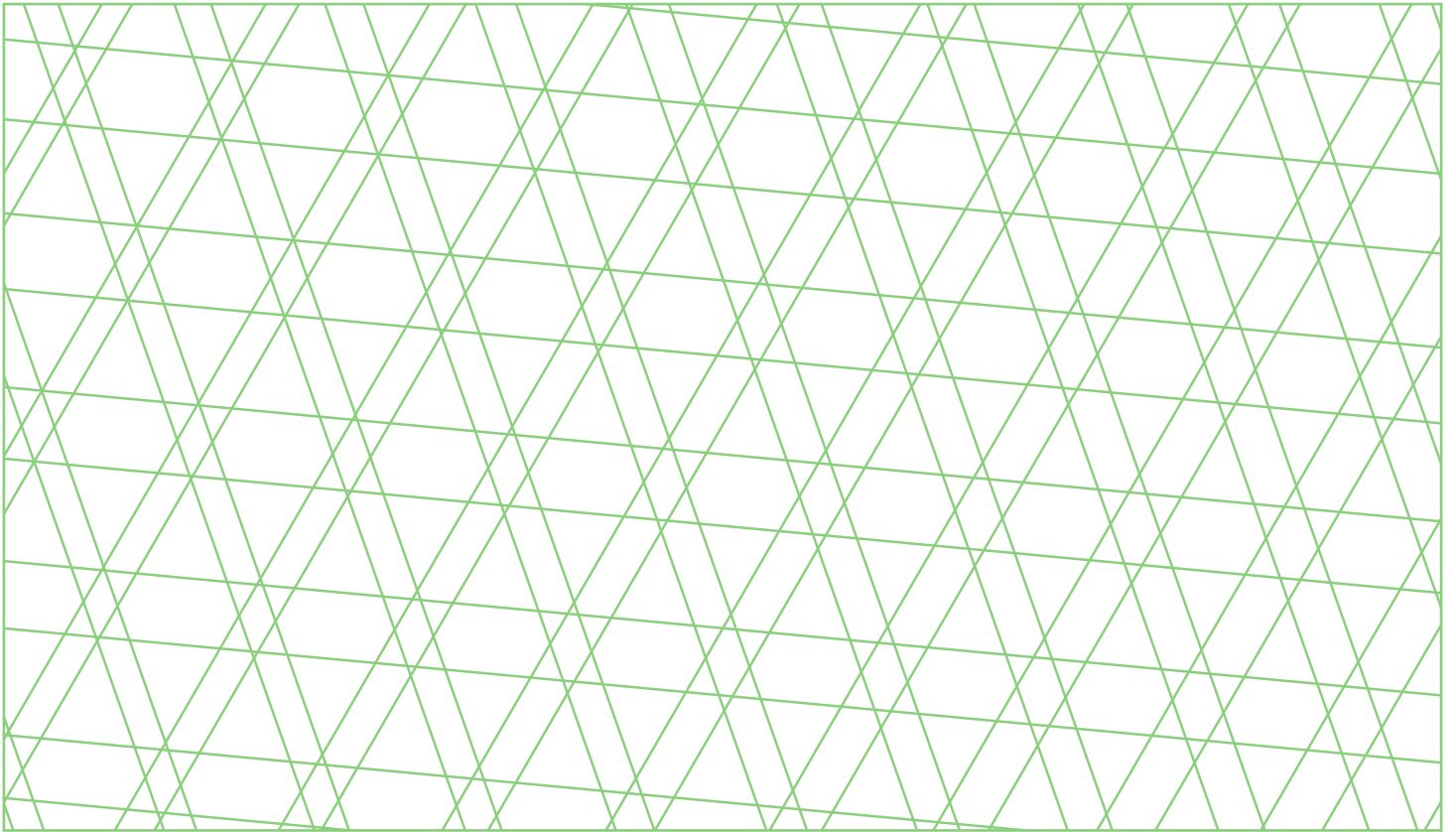
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## ENDNOTES

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- 1 For more details, please see UNDP SEESAC, Gender and SALW in South East Europe, 2016; UNDP SEESAC, The Misuse of Firearms in Domestic Violence in South East Europe, 2019; UNDP SEESAC, Men and Firearms in South East Europe, 2019; UNDP SEESAC, Gender and Small Arms: Fast Facts, 2019; UNDP SEESAC, Firearms Possession and Domestic Violence in the Western Balkans: A Comparative Study of Legislation and Implementation Mechanisms, 2007, UNDP Serbia, Analysis of Cases of Femicide Committed with Firearms 2021.
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