RMDS/G 06.10

5th Edition

Development and implementation of SALW Awareness programmes

Team Leader,
SEESAC,
UNDP Belgrade,
Hadži Milentijeva 30,
11000 Belgrade,
Serbia

E-mail: rmds@undp.org.yu
Telephone: (+381) (11) 344 6353; 383 6972; 383 6974
Fax: (+381) (11) 344 63 56

Warning

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Team Leader,
SEESAC,
UNDP Belgrade,
Hadži Milentijeva 30,
11000 Belgrade,
Serbia

E-mail: rmds@undp.org.yu
Telephone: (+381) (11) 344 6353; 383 6972; 383 6974
Fax: (+381) (11) 344 6356

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Foreword

On 08 May 2003 the development of regional micro-disarmament[1] standards and guidelines was discussed during the RACVIAC sponsored seminar on '***SALW - A year after Implementation of the Stability Pact Plan***'. The consensus was that such standards and guidelines were desirable; SEESAC agreed to develop a framework and take subsequent responsibility for the future development of regional standards. It was agreed that RMDS/Gs would be designed to support work at the operational level, and would go further than the more generic 'best practice' documents currently available. After a wide-ranging discussion between stakeholders as to the status of RMDS/G it has been agreed that the term 'standards' will refer to the technical issues, whilst 'guidelines' will apply to 'programme' issues.

This RMDS/G [2] reflects the development of operational procedures, practices and norms, which have occurred over the past four years in the area of Small Arms and Light Weapons (SALW)[3] Control. Best operational practices have been identified and reviewed from within the region and beyond, and included as appropriate within this RMDS/G.

SEESAC has a mandate under the Stability Pact Regional Implementation Plan to fulfil, among others, operational objectives of 1) sharing information on and enhancing co-operation in the establishment and implementation of SALW Control and reduction programmes and approaches among regional actors; and 2) providing linkage and co-ordination with other relevant regional initiatives. The development of RMDS/G is one means of fulfilling that mandate.

The work of preparing, reviewing and revising these standards and guidelines is conducted by SEESAC, with the support of international, governmental and non-governmental organisations and consultants. The latest version of each standard, together with background information on the development work, can be found at www.seesac.org. RMDS/G will be reviewed at least every three years to reflect developing SALW Control norms and practices, and to incorporate changes to international regulations and requirements. The latest review was conducted on 01 March 2006, which reflected the development of the UN Integrated Disarmament, Demobilization and Reintegration Standards (IDDRS) www.unddr.org, which include RMDS/G as a normative reference in the Disarmament and the SALW Control modules. Other, content-specific updates are made to individual RMDS/Gs periodically as new information becomes available.

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[1] Defined as: 'The monitoring, collection, control and final disposal of small arms, related ammunition and explosives and light weapons of combatants and often also of the civilian population. It includes the development of responsible weapons and ammunition management programmes'. Often used interchangeably with SALW Control in the past, but SALW Control is now the recognised terminology. The term Micro-Disarmament has been used here to ensure consistency of the RMDS/G concept, rather than renaming the standards.

[2] The layout and format of RMDS/G are based on the highly successful International Mine Action Standards (IMAS). The cooperation of the UN Mine Action Service (UNMAS) is acknowledged by SEESAC during the development of RMDS/G.

[3] There is no agreed international definition of SALW. For the purposes of RMDS/G the following definition will apply: '***All lethal conventional munitions that can be carried by an individual combatant or a light vehicle, that also do not require a substantial logistic and maintenance capability***'.

Introduction

In the young and developing field of SALW Awareness comparatively little information and few previous examples exist for practitioners to draw upon. There has, as yet, been no systematic attempt to capture emerging best (and worst) practices at the operational level. For those implementing programmes the shortage of experience and resources has serious implications. Inappropriate SALW Awareness programmes could conceivably - whether because of inappropriate messages and materials, or lack of sensitivity - increase societal tensions, worsen communities' perception of their security, or result in undesirable casualties. At the very least they may fail in their stated purpose and simply waste project funds.

For these reasons SEESAC initiated a process during mid-2003 which culminated in the publication of the 'SALW Awareness Support Pack' (SASP), which sets out the principles and procedures for safe and effective SALW Awareness programming, and provides a collection of supporting materials. This was updated in 2005 as SASP 2 and again in 2007 as SASP 3.. SASP3 is accessible via the SEESAC website at www.seesac.org/resources. The original RMDS/G on the Development and implementation of SALW Awareness programmes was developed on the basis of the research work associated with the SASP 2 project. This updated edition includes revisions and additional information based on SEESAC's research work on SALW, Education and Youth that was carried out in 2006 and is also reflected in SASP 3.

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Development and implementation of SALW Awareness campaigns

1   Scope

This RMDS/G establishes the guiding principles for the development and implementation of SALW Awareness campaigns either independently, or as a component part of SALW Control intervention activities. It makes available the principles and philosophy of emerging best practices in SALW Awareness throughout SEE, thereby maximising the chances that future programmes are safe and effective, and outlines mechanisms that enable SALW Awareness programmes to co-ordinate with, or be integrated into, SALW Control interventions.

2   References

A list of normative references is given in Annex A. Normative references are important documents to which reference is made in this standard, and which form part of the provisions of this standard.

3   Terms and definitions

A list of terms and definitions used in this standard is given in Annex B. A complete glossary of all the terms and definitions used in the RMDS/G series of standards is given in RMDS/G 02.10.

In the RMDS/G series of standards, the words 'shall', 'should' and 'may' are used to indicate the intended degree of compliance. This use is consistent with the language used in ISO standards and guidelines.

a)   'shall' is used to indicate requirements, methods or specifications that are to be adopted in order to satisfy the standard in full.

b)   'should' is used to indicate the preferred requirements, methods or specifications.

c)   'may' is used to indicate a possible method or course of action.

The term **'national authority'** refers to the government department(s), organisation(s) or institution(s) in each SALW country charged with the regulation, management and co-ordination of SALW activities.

The term **'SALW Awareness'** refers to a programme of activities undertaken with the overall goal of minimising, and where possible eliminating, the negative consequences of inadequate SALW Control by undertaking an appropriate combination of SALW Advocacy, SALW Risk Education and SALW Public Information campaigns which together work to change behaviours and facilitate appropriate alternative solutions over the long term.

Note: Wherever it exists, the operational objectives of a national SALW Control initiative will dictate the appropriate type of SALW Awareness activities.

Note: SALW Awareness is a mass mobilisation approach that delivers information on the SALW threat. It may take the form of formal or non-formal education and may use mass media techniques.

The term **'SALW Risk Education'** refers to a process that promotes the adoption of safer behaviours by at risk groups and by SALW holders by informing people of the dangers and threats of SALW and educating them about alternative, safer behaviours.

The term '**SALW Advocacy** [4] refers to a process that aims to raise SALW problems and issues with the general public, the authorities, the media, governments and their institutions to achieve changes at both institutional and/or individual levels.

The term '**SALW Public Information'** refers to information which is released or published for the primary purpose of keeping the public fully informed about the exact terms of a SALW intervention, thereby gaining their understanding and support.

4   Background

SALW Awareness is a developing concept of a programmatic intervention designed to raise societal awareness about SALW issues and induce positive social change. It is now generally accepted that there are three communication components of SALW Awareness; 1) SALW Risk Education; 2) SALW Advocacy; and 2) SALW Public Information. In fact, there will be cases where some components are not included in the programme (for example, stand-alone SALW Advocacy and stand-alone SALW Risk Education), but in other cases, and particularly in the important case of national SALW Control interventions, SALW Awareness programmes should incorporate all three components.
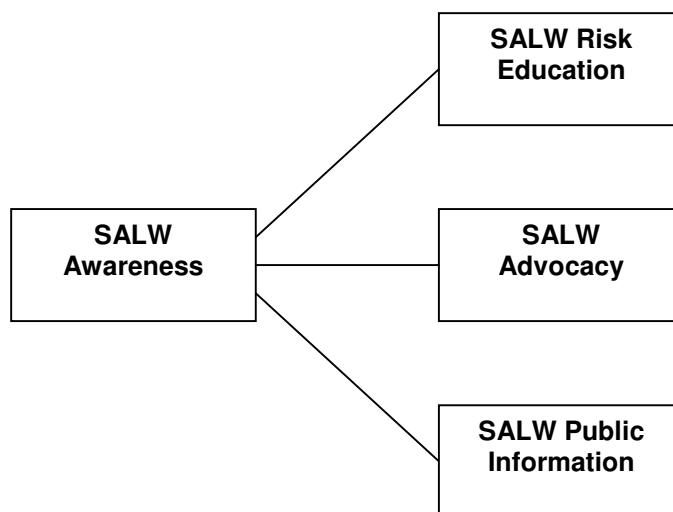
4.1   SALW Risk Education

SALW Risk Education can be implemented as a stand-alone activity in contexts where no national SALW programme is taking place. If a national programme takes place at a later date, the networks, systems and methods used by the risk education programme should be adapted to support the national programme. In certain situations (for example, weapon registration or collection interventions) SALW Risk Education shall be used as a safety complement to other forms of SALW Awareness communication.

4.2   SALW Advocacy

Specific examples of SALW Advocacy would include campaigns to highlight SALW problems and issues in communities where they are not given due prominence so as to mobilise public support, or those designed to encourage people to surrender or register weapons. In the latter cases the advocacy activities shall be undertaken in support of a planned or ongoing SALW Control intervention initiated and administered by national co-ordinating bodies. However, as previously

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[4] The term 'advocacy' can be defined in different ways. As defined here it includes both the highly targeted methods and messages required to engage decision-makers (also known as lobbying) and 'campaigning' in which communication programmes target the general public with simpler messages and more varied methods.

noted SALW Advocacy may seek to promote SALW Control measures where they are absent or perceived as lacking. [5]

4.3   SALW Public information

In contrast to advocacy actions, SALW Public Information actions are not undertaken to persuade but to inform. Since SALW Control programmes may have several different components, and be implemented in different phases, the content of the Public Information component of a SALW Awareness campaign should vary over time, ranging over legislative matters, the terms of SALW amnesties, the modalities of SALW registration, collection and destruction and the delivery of related incentive schemes. In each case the goal shall be to keep the public fully informed.

4.4   Components of SALW Awareness communication

	SALW RISK EDUCATION	SALW ADVOCACY	SALW PUBLIC INFORMATION
SALW communication objectives	To raise awareness of, make people think about, and inform people of the **dangers & threats** posed by SALW • To change attitudes, behaviours of individuals and/or affected communities towards SALW use • To inform people about safety measures in case of weapons collection/amnesty activities	To gain public support, recommendation or positive publicity about SALW **problems and issues**, and to induce changes: • At institutional level (e.g. political, legal) and; • At individual levels (e.g. to encourage people to surrender weapons as part of SALW collection programmes)	To provide timely, safe and accurate information on the nature of the SALW intervention
Target groups	Affected communities (e.g. youth, weapon carriers, women, religious leaders)	General public, authorities, media, governments, donors etc. Weapons holders, collection agents, concerned target groups according to context (e.g. youth, women), influential people in the community	Community-wide
Time frame	Long-term	Depending on context and on weapon collection programmes: • Long-term (institutional changes) • Short-term or long-term individual changes (e.g. surrender of weapons as part of amnesty programmes)	Just prior to the intervention and during it

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[5] See for example the campaign for an international Arms Trade Treaty, launched jointly by IANSA, International Alert and Oxfam in October 2003: http://www.controlarms.org.

	SALW RISK EDUCATION	SALW ADVOCACY	SALW PUBLIC INFORMATION
Methods	Special emphasis on community-based activities to enable communities to solve the problems they face (e.g. Safer Community Plans), but Public-Information-style methods can be used	Any depending on strategy	Any, though size of target audience favours use of media, particularly those with potential for mass coverage and consistency of delivery
Example activities	Safer Community Plan which will permit to devise what activities for what groups (e.g. group discussions, community theatre, role-plays) Distribution of 'safety cards' to weapons collection agents and general public	• Establishment of National Commission • Regional initiatives (e.g. conferences, seminars) • Discussion groups, radio and TV programmes, interviews • Newspaper articles • Public marches • Public lectures • Victim testimonies • Messages disseminated by influential leaders	• Distribution of public information leaflets via postal system • Public Service Announcements (PSAs) on radio and television • Distribution of 'Standard Operating Procedure' documents for collection and storage agents informing them about the terms of any amnesty and the conduct required of them

5 Determining SALW Awareness programme objectives [6]

While the overall goal of a SALW Awareness *strategy* might accurately be described as *'to improve security in the community',* more precise operational objectives should be developed in order to formulate a workable programme. RMDS/G 01.10 states that the national SALW authority shall develop such operational objectives. The SALW Awareness programme, whether stand-alone Risk Education or SALW Awareness in support of other SALW Control interventions, should develop objectives as part of an overall programme strategy. These objectives shall be derived from an analysis of information gathered during SALW Survey, or other information collection method (e.g. a dedicated SALW Awareness needs assessment), and may be similar to the following examples.

5.1 Knowledge-related objectives

a) Increased awareness of the problem of SALW.

b) Increased awareness of the need for safe behaviours.

c) Increased awareness of best practice in safe behaviours.

5.2 Attitude-related objectives[7]

a) An enhanced belief in the link between availability of SALW and the use of violence as a means for resolving conflicts.

b) An enhanced belief that something can be done by the community about the problem of SALW.

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[6] The SALW Awareness programme should support the operational objectives of the overall SALW intervention. Further details, and example national operational objectives, can be found in RMDS/G 01.10.

[7] Objectives relating to attitudes, and in particular to personal security, are common within SALW Awareness activities.

c) An enhanced willingness to question the hegemony of the culture of weapons.

d) An enhanced sense of community ownership of SALW problems and the weapons themselves (for example, as a pre-requisite for a successful WED programme).

5.3 Behaviour-related objectives

a) Increased adoption of safe behaviours.

b) A reduction in the transfer and illicit trade of SALW on the black market.

c) Increased incidence of safe recovery of stolen SALW from the community.

d) Increased participation in SALW registration schemes.

e) Increased participation in SALW collection schemes.

5.4 Institutional policy and practice-related objectives

a) Adoption by relevant local and national authorities of policies and practices that promote alternatives to the culture of violence.

b) Introduction and implementation of SALW registration schemes.

c) Introduction and implementation of weapons collection schemes.

d) The development of norms against the illegal use or acquisition of SALW by relevant local and national authorities.

e) Improved arms export control legislation and stockpile management.

6 Integrating SALW Awareness with SALW Control interventions

Wherever a national SALW Control intervention exists or is planned, SALW Awareness programme strategies should be prepared with a view to supporting them and taking advantage of the opportunities offered by cooperation between all stakeholders. In some cases the SALW Awareness component of the national SALW Control initiative will be the only one of its kind nationally. On other occasions other agencies (for example NGOs, government ministries, UNICEF) may already be involved in SALW Awareness activities of either a Risk Education or Advocacy type.

SALW Awareness programme staff shall seek to identify any ongoing or newly-planned initiatives in their area of operation. This responsibility extends to all actors, whether they are working independently or in conjunction with others (for example national SALW Authorities). Where SALW Awareness programmes have not in the past supported wider disarmament efforts, an integrated work-plan by the agencies concerned should be sought so that programme impact can be maximised through co-ordination. Existing programmes should redesign their strategy to take account of national interventions, while national SALW Awareness programme planners shall endeavour to learn the lessons of existing programmes and avoid duplication. A change of strategy implies changes to objectives, methods and messages. So for example, a SALW Awareness programme that was already underway would in such cases add to its list of objectives *'to encourage community participation in weapon collection activities'.*

The following diagram (extracted from RMDS/G 01.10) illustrates the logical flow process for a SALW Control intervention and clearly shows how SALW Awareness is a critical, integrated component of such a process:
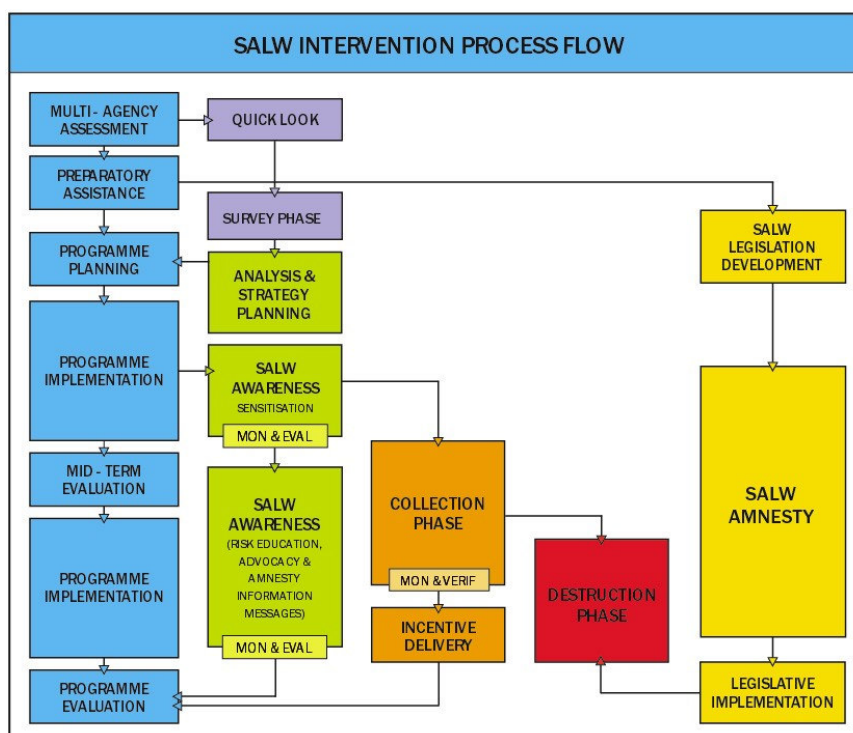
6.1 Stand-alone SALW Risk Education versus SALW Awareness in support of SALW Control

The range of SALW Awareness objectives available indicates that many different types of SALW Awareness programmes might be undertaken.

a) In societies where the SALW issue has an undeservedly low profile, stand-alone SALW Advocacy programmes may be required to raise the issue with the public and the authorities.

b) In different circumstances it may be more appropriate to conduct stand-alone SALW Risk Education programmes designed to promote safer behaviour among at-risk groups.

c) Where SALW Awareness is to be undertaken in the context of a SALW Control programme, the variety of SALW Control objectives set out creates numerous possibilities for any supporting SALW Awareness programme.

The Table below compares SALW Awareness in support of a national SALW Control intervention against SALW Risk Education in isolation:

	SALW AWARENESS ACTIVITIES IN SUPPORT OF SALW CONTROL	SALW AWARENESS ACTIVITIES AS A STAND-ALONE ACTIVITY
Time frame	• Varies with SALW Control programme timeline – often short-term • In case of SALW Awareness as a support to SALW Collection interventions, a 2-3 month sensitisation[8] period required before collection. 4-6 month minimum recommended period for accompanying amnesty	• Established on a long-term basis

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[8] The component of a SALW Awareness programme that takes place just prior to the commencement of a weapons amnesty or registration campaign is commonly referred to as the 'sensitisation phase'.

	SALW AWARENESS ACTIVITIES IN SUPPORT OF SALW CONTROL	SALW AWARENESS ACTIVITIES AS A STAND-ALONE ACTIVITY
Messages	• Risk Education (e.g. regarding safety measures to take while handing in weapons) • Advocacy (on problems and issues, e.g. encouraging people to surrender weapons) • Public Information (regarding the SALW Control intervention itself)	• Risk Education (on dangers and threats of weapons and safer behaviours) and/or • Advocacy (on issues and problems)
Methods	• Mixture of community-based activities supported by Public Information • Risk Education to be provided via a combination of community-based and Public Information-style methods • Stand-alone Public Information only in an emergency	• Community-based activities supported by Public Information
Target groups	• To be determined by analysis of information gathered (see the Chapter on Information Collection and Management), but typically includes: weapons holders, their relatives, authorities, local NGOs, police	• Varies with programme strategy and objectives • In cases of Advocacy designed to raise the profile of SALW issues target groups might include the media, the authorities, etc. • Where stand-alone Risk Education is undertaken, at-risk groups will be targeted on the basis of information gathered (see the Chapter on Information Collection and Management), e.g. weapons holders, youth
Issues	• Questions of integration and national planning	SALW Risk Education can be used in isolation to reduce high-risk behaviours, but also as: • An advocacy tool towards the authorities for future disarmament projects • A preparatory phase for potential disarmament campaigns SALW Advocacy can be conducted as a stand-alone activity to raise SALW issues in contexts where no SALW Control intervention is planned and no SALW Risk Education work is taking place

Where SALW Awareness programmes are designed to support SALW collection interventions, the communication objectives for each component of SALW Awareness should vary accordingly.

a) Risk Education communication is no longer designed purely to raise awareness of the dangers and threats posed by SALW but also to ensure that the collection process itself is a reduced-risk operation.

b) Advocacy communication is tailored to encourage SALW surrender.

c) Public Information communication is tailored to provide the public with accurate and timely information regarding the precise terms of a weapons amnesty, specifically:

❑ Dates of SALW amnesty;

❑ Modes and timing of collection (e.g. pro-active visits by collection agents at pre-determined locations, or reliance on public to visit designated collection points);

❑ Organisations involved (e.g. police, international organisations, NGOs);

❑ Legal aspects (what may and may not be surrendered; registration options; penalties); and

❑ Details regarding any incentive component associated with the collection.

In the case of stand-alone SALW Risk Education the communication objective remains that stated above.

6.2   Linkage with SALW legislation, collection and destruction activities

Many component parts of a SALW Control intervention are in effect noteworthy events or activities that provide SALW Awareness programme staff with freely available source material. They are of particular use to mass media formats such as TV news but can also provide images and statistics that can be used in media fact sheets, press releases, leaflets, etc:

a)   As a pure 'Public Information' opportunity (i.e. an occasion on which the public can be updated regarding the progress of collection efforts, time remaining, terms of surrender, etc);

b)   To underline for target audiences the necessity to surrender/collect and destroy weapons, thereby furthering Risk Education and Advocacy objectives;

c)   To prove (especially by involving civil society in a monitoring role)[9] that the legislation, collection and destruction processes are transparent and safe, thereby boosting confidence and interest;

d)   To demonstrate that participating communities and individuals have no need to fear participation in SALW Control schemes (e.g. prosecution or intimidation after handing in weapons) and may even have experienced benefits; and

e)   To provide an occasion for other SALW Awareness activities such as public discussions.

Mass media coverage of each programme component has proved useful in previous programmes. Because of the novelty and visual impact of actual SALW collection and destruction, coverage of such events tends to have the most immediate impact with the general public. This is particularly important mid-way through collection programmes when the public can be reassured that promised actions are taking place and those who participate are benefiting. TV footage of weapons being destroyed and interviews with individuals who have surrendered weapons and are prepared to act as advocates for the collection are strongly advised. In the case of SALW interventions that link particular actions to incentives (i.e. WED, WCD, WEI), media coverage of the competition and/or award process will also prove an essential tool for reassuring the public that the process has been fair, timely and according to plan.

6.3   Community-based activities

SALW Control organisations conducting SALW Awareness activities shall, within resources and where appropriate, use community-based activities during SALW Awareness work.

a)   Long experience in an extensive range of cultures and locations in related humanitarian sectors has shown that behavioural change is seldom achieved by Public Information techniques alone (e.g. printing posters and handing out leaflets), or even by direct presentations or lectures. Instead, community involvement is the key to positively changing the knowledge, attitudes and behaviours of individuals and communities.

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[9] According to RMDS/G 05.10 and 05.20, transparency shall be a key-principle of SALW collection and destruction programmes.

b) In insecure, post-conflict or crime-affected environments, significant community participation is usually required to change behaviours created and sustained by these conditions. This may be because the public lacks trust in state institutions and the media, or because deep-seated fears of renewed conflict are persistent, but whatever the reason, SALW Awareness programmes that face these conditions should make great efforts to supplement any media/government-led communication with community-based activities.

c) The common presence of military-style weapons and explosives (often unstable) in communities requires a strong element of SALW Risk Education in any SALW Awareness programme. As a form of behavioural-change communication designed to promote the adoption of safer behaviours, SALW Risk Education requires a significant degree of community-based and interactive communication if it is to achieve its goal.

6.3.1. The Safer Community Plan (SCP) [10]

SALW Control organisations may wish to consider adopting the SCP concept, which is a methodology designed to place the needs and priorities of affected communities at the centre of the planning, implementation and monitoring of SALW Control interventions. The Safer Community Plan is a participatory tool designed to:

a) Aid programme staff in the difficult task of gathering information about SALW at community level;

b) Source local expertise that can be used to improve the analysis of gathered information; and

c) Involve communities themselves in decisions about SALW Control measures.

The Safer Community Plan model is based on an exchange of information between programme staff and the community, and among the community itself. In this way it is an information gathering aid that helps programme staff in the crucial matter of understanding the patterns of behaviour in affected communities and the effects of SALW proliferation/misuse at the local level. Community involvement then helps to reveal how and why people behave as they do (e.g. particular functions of weapons within the community, economic factors, security concerns, social pressure, traditions, etc.). Communities can subsequently be involved in the decision-making process surrounding possible SALW Control measures in their communities (e.g. participation in WED or 'gun-free' zones). In this way SALW Control measures become inclusive, community-focused and ensure the maximum involvement of all sections of the community. (See RMDS/G 05.90 for more information on SCP.)

6.4 Safety issues and duty of care

In undertaking SALW Awareness work, Programme Managers and their field-staff shall take upon themselves a 'duty of care' towards target groups, programme staff and intended beneficiaries. Programmes shall be conducted in such a way that safe behaviours are promoted and the risks of casualties occurring minimised. Duties of care can be summarised as follows:

6.4.1. Stand-alone Risk Education

Duty of care consists of designing SALW Risk Education curricula[11] that correctly inform people of the known dangers associated with SALW, and the behaviours most likely to reduce these risks (SALW-safe behaviours), and also in implementing the SALW Awareness programme effectively. The information on which a curriculum is based should be derived in part from universally valid SALW handling and storage practices[12] (e.g. never storing loaded weapons in the house), and

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[10] Refer to the Part 1 of Section 6 on Implementing Activities in the SASP 3 Handbook for recommendations on how to conduct a Safer Community Plan.

[11] Refer to SASP 3 Handbook, Part 1 of Section 4 on Designing Messages, Activities and Materials, and Choosing Media, for example SALW Risk Education curricula.

[12] Although there are a core set of SALW handling and storage behaviours that should be adopted regardless of location or culture (as in the example given), target groups, local context and culture will determine the exact form of the messages

partly from information gathered in the country and community in question concerning SALW casualties.

6.4.2. SALW Awareness in support of SALW Control

Duty of care consists of effectively promoting safe behaviours before and during the implementation of programmes in order to minimise the risks of casualties among groups likely to handle weapons, ammunition or explosives, or to suffer the effects of any mishandling.

The collection of SALW from civilian populations is an inherently hazardous undertaking. To date, SALW Collection programmes have taken place in many countries, and a significant and unnecessarily high number of casualties has occurred among both civilians and collection agents. In fact, very few SALW collections in the world have happened *without* casualties occurring. In each case accidents have been caused either by mishandling of weapons, ammunition and explosives that were 'safe-to-move', or by the moving of un-safe items. The chances of such accidents occurring shall be minimised by the dissemination of appropriate messages on handling procedures and by not using images that portray, or may encourage, unsafe behaviours in awareness materials.[13]

At the time of writing, previous SALW Awareness programmes have, albeit inadvertently, used awareness materials that may have encouraged unsafe behaviour. Items that should not be used in support of a SALW campaign include photographs, movies and images that depict or encourage:

a)   The handling of weapons by children;

b)   SALW dumping by adults, rather than safe surrender at authorised collection points;

c)   Unsafe handling skills among collection agents (e.g. pointing the barrel at people or leaving items on the ground unattended);

d)   Loose and/or mixed rounds of ammunition and explosives clustered together;

e)   Scenes in which the viewer looks down the barrel of a gun, as if it is pointed at them;

f)   Collection points that are unsecured, close to public buildings or where the public is clustered round collected items; and

g)   Smoking near explosives.

6.4.3. De-conflicting SALW Risk Education and SALW Advocacy

It is conceivable that a SALW Risk Education programme might, if poorly designed, result in target groups being less inclined to surrender their weapons during a weapons amnesty. This could occur if the Risk Education they have received is successful to the extent that they are reluctant to handle weapons, but unsuccessful because they are now too afraid to take them to collection points.

This would naturally undermine an attempt at SALW Control where targets were required for programme objectives to be met (for example SALW registration or collection). In countries with a high level of SALW proliferation a balance must be struck so that daily casualties can be reduced but SALW Control remains possible. To resolve this dichotomy, all SALW Risk Education programmes should emphasise the following points when educating target groups about SALW handling and storage:

a)   Explosives, illegal and/or military style weapons and ammunition are never really safe;

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used to convey these core behaviours. However, SALW Risk Education consists of much more than conveying messages about SALW-handling and storage.

[13] Refer to SEESAC Safety Cards on SASP CD-ROM for reduced-risk handling procedures.

b)   Ammunition and explosives are inherently unstable and easily misused/stolen. Instability grows over time and with poor storage conditions. Spontaneous ignition and explosion is common. Illegal weapons are a common cause of injury to children and because they are uncontrolled and easily stolen and untraceable, they are the main tool for armed crime and terrorism; and

c)   Both handling and storing SALW and ammunition is dangerous.   Until an amnesty opportunity is offered to finally eliminate the danger it is only possible to reduce the risk these weapons pose by storing them in certain ways and ensuring that others, especially children, never come into contact with them.[14] Until then SALW must never be dumped in public places because of the risk this poses to others, especially children.

Taught in this way, a SALW Risk Education curriculum does not contradict the SALW Advocacy messages that should be delivered in support of a weapons collection or registration initiative.

6.4.4.   De-conflicting SALW Awareness and Mine Risk Education [15]

Since all SALW definitions in use include mines and some Explosive Remnants of War (ERW), there is a natural overlap between the two types of initiative, even though Mine Risk Education (MRE) deals with a 'hidden' danger while SALW can be both hidden and visible. In some cases, MRE programmes have chosen to include messages about the dangers of SALW as part of their curriculum because, while collecting information about landmines, it became apparent that SALW posed a similar threat. This demonstrates the natural overlap between the two fields and the need for co-ordinated solutions.

This provides benefits for SALW programmes but also dangers, because conflicts might arise between established or future MRE programmes and SALW Awareness programmes. The danger exists that successful SALW Advocacy actions that encourage (albeit) reduced-risk handling of weapons, ammunition and explosives may thereby generate a conflict with the teachings of MRE programmes and undo positive changes in the knowledge/perceptions/behaviours of target groups with regard to ERW. The most obvious case is the possibility that a SALW collection may trigger the attempted surrender of mines, UXO or other ERW by citizens.

Although there are some synergies between MRE and SALW Risk Education, it is important to differentiate between core MRE messages (generally involving a 'don't touch' topic) and SALW Control activities, which can variously:

a)   Encourage the surrender of weapons;

b)   Deliver safety measures to weapons handlers or/and collection agents;

c)   Inform people about safe behaviours to practice around SALW; and/or

d)   Involve affected communities in dealing with SALW problems and looking at alternative solutions to improve safety within communities.

Whilst some of those SALW Control activities imply handling weapons (for weapons users and collectors for example), some messages about safe behaviours will also be about 'not touching' arms.

There are three possible solutions to the conflicts identified above that should be followed in all SALW Control interventions:

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[14] Refer to 'reduced-risk' storage and handling guidelines in Annex P of the SASP 3 Handbook for the appropriate messages.

[15] For a comprehensive analysis of the ways in which SALW Awareness and MRE overlap and potentially conflict with each other, refer to *Assessing the Compatibility of SALW Awareness and Mine Risk Education*, SEESAC 2005.

a)   Issue 'safety cards' to the civilian population in all areas where weapons amnesties take place, to give citizens basic safety advice on what types of weapons, ammunition and explosives it is legitimate and wise to hand-in and what types it is unsafe to handle;[16]

b)   Use the terms 'weapons', 'ammunition' and 'explosives' to distinguish between the various types of SALW and allow clarification of the different behaviours that are appropriate for weapons and most types of ammunition on the one hand, and explosives, ERW and mines on the other;[17]

c)   Establish contact with any organisation conducting MRE work during the initial stages of a SALW Awareness programme, so that plans and systems can be put in place to prevent a conflict of messages or activities arising.

6.5   Integrating SALW Awareness with other activities

Having learnt from the experience of other fields, SASP 3 takes into consideration the technical specificities as well as the political, social and economical implications of SALW. In situations of SALW proliferation there is a need to discover the factors driving the demand for SALW and their misuse, to discover the mentality and social processes behind ownership of the weapons, and to consider solutions and alternatives to SALW. SALW Awareness programmes are just one example of communication programmes designed to produce positive social change. Other examples can be found in fields such as public health (for example, sex education, HIV/AIDS awareness) and Mine Risk Education.

The first result of any successful communication intervention is raised awareness of the issue in question among target groups. This in turn creates a demand for social change. Numerous behavioural change models exist, but their common purpose is to show how awareness raising provides a route for individuals and/or communities to move away from practicing negative behaviours and towards the adoption of more positive ones. Therefore all SALW Awareness programmes should investigate the integration of SALW Awareness components with other related programmes, including Security Sector Reform, conflict prevention, reconciliation and peace-building work, and a range of other social programmes such as anti-violence and youth work. Such integration is likely to produce several benefits:

a)   Those establishing SALW Awareness programmes will be able to build on existing networks and programme structures;

b)   SALW programme messages are likely to take hold more readily if embedded in and reinforced by other themes and activities; and

c)   The demand for social change that successful SALW Awareness programmes create among target groups may be effectively channelled into social programmes that provide a vehicle for immediate change.

7   Following the programme cycle

Any programmatic social intervention can be separated into a sequence of steps, each following logically one after another and building on what is learned in the process. SALW Awareness programmes should be no exception. Some of the key advantages to following the programme cycle can be summarised as follows:

a)   Carrying out feasibility and needs assessments before attempting interventions establishes the feasibility and desirability of any proposed SALW Awareness intervention and allows its appropriate form to be determined;

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[16] See SEESAC 'Safety Cards' on SASP CD-ROM.

[17] As a man-portable weapon containing high explosives, landmines are in fact a type of SALW under all current definitions. Once laid and armed they fall under the category 'ERW'.

b) Designing SALW Awareness strategies with clear objectives that are established on the basis of thorough information gathering maximises the chances that communication will be relevant to local circumstances, and effective enough to produce lasting changes to people's knowledge, attitudes and behaviours; and

c) Setting up monitoring and evaluation systems allows programmes to stay on track, adapt to changing circumstances and identify valuable lessons.

The programme cycle for a SALW Awareness programme should be conducted in accordance with the following model:
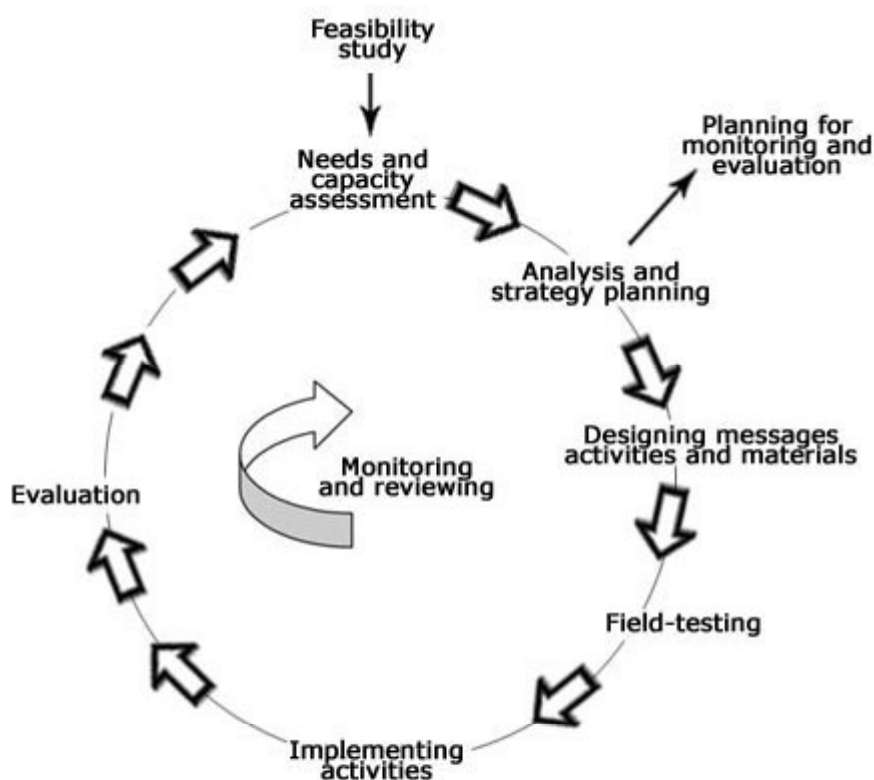
7.1 Information and data collection (needs and capacity assessment)

The collection, analysis and use of information are vital to the efficient implementation of all SALW Control activities, including SALW Awareness interventions. No SALW intervention should ever take place until programme staff have studied the context they intend to work in. A large and varied amount of information must be sourced or collected by programme staff before an adequate understanding of the situation can be reached, but the common purpose of all such information is to allow staff to:

a) Understand the nature of the SALW problem in specific communities, including the functions of SALW for particular groups and the threats posed, and the important relationships and dynamics that must be taken into account when devising appropriate responses;

b) Prepare for monitoring and evaluation of the programme to guarantee transparency and effectiveness; and

c) Get a better picture of all concerned actors in order to plan for and enhance co-ordination and co-operation.

Information collection takes place at all levels: regional; national; sub-national and community. The types of information needs for SALW Awareness programmes are wide ranging and situation dependent, but a SALW Survey[18] should always be conducted to identify the initial information requirements for the design of a SALW Awareness programme. Clearly, a SALW Survey is not exhaustive, as different contexts may require additional categories, but it will provide the following for SALW Awareness programme managers:

a) Clear national SALW Control programme objectives with which SALW Awareness programmes can be aligned;

b) Identification of the linkages between SALW Control (and its related communication/Risk Education strategy) and wider development and security sector issues; and

c) Information on which to base an outline plan of the SALW Awareness strategy and a guide for any subsequent Safer Community Plans.

SALW Awareness programmes should therefore follow the guidelines for information collection contained within SASP 3, namely the need for:

a) Staff training;

b) Clarity and transparency regarding the goal of information collection;

c) Flexibility;

d) Balance between information quality and quantity;

e) Accuracy;

f) Establishing a network to gather casualty data;

g) Managing and sharing data; and

h) Safety.

7.2   Information analysis

Analysis of the information collected at the beginning of a SALW Awareness programme allows a strategy to be planned. The information collected will be both general (for example, country information, education level, threat and problems) and specific with regard to a community's perception and behaviours, casualty data and so on. Analysis should be conducted by SALW Awareness programme designers in order to:

a) Identify the approach to be implemented; and

b) Plan an appropriate strategy, establishing the goal, objectives, indicators and means of verification for the programme to:

❑ Define target groups;

❑ Identify communities;

❑ Determine messages and information;

❑ Determine activities and materials to implement message delivery; and

❑ Plan monitoring and evaluation.

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[18] Refer also to RMDS/G 05.80 on SALW Survey and to Part 2 of Section 2 on Information Collection and Management in the SASP 3 Handbook for the types of information a national SALW Survey will make available to SALW Awareness programme staff.

7.3   Strategy planning

Analysis of collected information allows the SALW Awareness strategy to be designed, and the programme's objectives to be clearly defined. The programme's objectives must be defined during the planning stage so that activities and materials to achieve them can be established, appropriate indicators for measuring progress and impact can be selected and monitoring and evaluation systems can be identified.

Strategy planning should be conducted in accordance with the guidelines contained within SASP 3.

7.4   Designing messages, activities and materials, and choosing media

Once information collected has been analysed and programme objectives clearly defined, messages should be prepared for each target group, and appropriate methods selected to convey the messages. The identified target groups shall be involved in this process to ensure that the information and the means of delivery are suited to local conditions.

Risk Education, Advocacy and Public Information messages should be considered separately, but should also complement each other in terms of supporting the SALW Control programme objectives.

The design of messages shall be coordinated with other organisations working in the same field of activity in order to deliver coherent information to communities.

Detailed guidelines on the design of messages, activities and materials are contained within SASP 3.

7.5   Field-testing

Field-testing messages, activities, materials[19] and work with the media is an essential step, which allows programme staff to check whether the messages, activities and materials are appropriate to the context and relevant to the target audience. All materials and activities shall therefore be field-tested and then amended accordingly, based on the results of the field-testing.

Detailed guidelines on the field-testing of messages, activities and materials are contained within SASP 3.

7.6   Implementing activities

Once relevant staff has been trained, and the activities and materials have been defined, the programme should then be implemented. During the implementation phase the programme should be monitored in accordance with the activities contained within the goal and objectives. Further information on suggested activities during SALW Awareness programmes is contained within SASP 3.[20]

7.7   Monitoring and evaluating activities and materials

The aim of monitoring and evaluation within a SALW Awareness programme is to determine whether those groups engaged within a SALW Awareness programme have, as a result of the intervention, changed their awareness of, and attitudes and behaviour towards SALW, in line with the stated programme objectives.

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[19] See *Review and pre-testing of communication materials*, 'Communication in Mine Awareness Programmes', Geneva International Centre for Humanitarian Demining (GICHD), 2002.

[20] Previous SALW Awareness programmes have often focussed on children as a target group, in the understanding that this could result in a reduction of potentially dangerous accidents involving children. Research conducted by SEESAC on SALW, Education and Youth in 2006 however questioned the validity of this approach and advised against conducting SALW Risk Education with children. See *Consultancy Report: Small Arms, Children and Education*, SEESAC, 2007.

Monitoring and evaluation are both forms of information gathering and are an integral part of the programme cycle. Further detailed guidelines on monitoring and evaluation can be obtained from RMDS/G 05.30, RMDS/G 05.40 and SASP 3.

The monitoring and evaluation framework for the SALW Awareness programme should be developed in relation to the objectives set within the programme. Against each objective, key measures of progress towards achieving that objective (the indicators) should be identified, as well as the sources of information (the means of verification) that may be used to make the assessment. The benefits of such an integrated approach are that:

a)   If M and E systems are embedded from the start, baseline data can be gathered, making it much easier to track progress over time and measure what has changed as a result of a particular intervention. If a national SALW Survey is carried out and kept up to date, some data will already be available to the programme staff for monitoring and evaluation purposes;

b)   Gathering information throughout the lifetime of the programme provides an opportunity for continuous learning and for testing the logic and the effectiveness of a particular approach on an ongoing basis;

c)   Any problems and weaknesses within the programme can be identified and addressed. The programme should then be adapted according to the findings, and different approaches may be adopted where appropriate;

d)   Evaluation can help to facilitate learning from mistakes as well as identifying examples of good practice and drawing attention to successful initiatives that could be replicated elsewhere; and

e)   Through the gathering, analysis and interpretation of information, a better understanding of the operational environment can be attained; therefore when advocacy activities are planned, evaluation reports can be a means of drawing attention to particular issues or situations.

8   Areas of responsibility

8.1   Regional organizations

In certain areas of the world, regional organizations have been given a mandate by their member states to co-ordinate and support SALW Control programmes within a state national boundaries (for example EUFOR within Bosnia and Herzegovina).

In these circumstances the regional organization should assume many of the responsibilities and roles of the national SALW authority, and could also act as a conduit for donor resources. The responsibilities and roles of regional organizations for SALW Control will vary from state to state and may be subject to specific Memoranda of Understanding or similar agreements.

8.2   National SALW authority [21]

The national SALW authority should be responsible for ensuring the national conditions that enable the effective management of national SALW intervention projects. The national SALW authority is ultimately responsible for developing and managing the SALW intervention programme within its national boundaries.

The national SALW authority shall be responsible for ensuring the development and implementation of an appropriate SALW Awareness programme in support of the national SALW plan.

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[21] In this case the national SALW authority, if the same as the national SALW Commission, may be responsible to itself.

8.3   SALW Control organizations

NGOs, commercial companies and other organizations involved in SALW Control interventions shall make every effort to liaise and cooperate with the national SALW authority in order to improve the effectiveness, efficiency and safety of SALW Control interventions.

Annex A
(Normative)
References

The following normative documents contain provisions, which, through reference in this text, constitute provisions of this part of the standard. For dated references, subsequent amendments to, or revisions of, any of these publications do not apply. However, parties to agreements based on this part of the standard are encouraged to investigate the possibility of applying the most recent editions of the normative documents indicated below. For undated references, the latest edition of the normative document referred to applies. Members of ISO and IEC maintain registers of currently valid ISO or EN:

a) *Assessing the Compatibility of SALW Awareness and Mine Risk Education*, SEESAC 2005 (ISBN: 86-7728-008-1);

b) RMDS/G 01.10 - Guide to RMDS/G and SALW Control measures;

c) RMDS/G 04.10 - Management of SALW programmes;

d) RMDS/G 05.30 - Monitoring of SALW programmes;

e) RMDS/G 05.40 - Verification of SALW programmes;

f) RMDS/G 05.80 - SALW Survey;

g) *Consultancy Report: Small Arms, Children and Education*, SEESAC, 2007 (ISBN: 86-7728-050-2); and

h) SALW Awareness Support Pack (SASP 3) (ISBN: 978-86-7728-070-3).

The latest version/edition of these references should be used. SEESAC holds copies of all references used in this standard. A register of the latest version/edition of the RMDS/G standards, guides and references is maintained by SEESAC, and can be accessed on the RMDS/G website: http://www.seesac.org/. National SALW authorities, employers and other interested bodies and organisations should obtain copies before commencing SALW programmes.

Annex B
(Informative)
Terms and definitions

B.1.1
arms control
the imposition of restrictions on the production, exchange and spread of weapons by an authority vested with legitimate powers to enforce the restriction

B.1.2
awareness
see SALW Awareness

B.1.3
capacity
the strength and ability, which could be in terms of knowledge, skill, personnel and resources, to achieve desired objectives.

B.1.4
capacity building
programmes that empower and enable the recipients' independent development

B.1.5
community involvement
in the context of SALW the term refers to ... a process designed to place the needs and priorities of affected communities at the centre of the planning, implementation and monitoring of SALW Control and other sectors

Note: Community involvement is based on an exchange of information and involves communities in the decision making process in order to establish priorities for SALW Control. In this way SALW Control aims to be inclusive, community focused and ensure the maximum involvement of all sections of the community. This involvement includes joint planning, implementation, monitoring and evaluation of projects.

Note: Community involvement also works with communities to develop specific interim safety strategies promoting individual and community behavioural change. This is designed to reduce the impact of SALW on individuals and communities until such time as the threat is removed.

Note: This shall be one of the major strategic principles of **SALW Control.**

B.1.6
CSO
(civil society organisation)
non-state associations composed of voluntary participants

B.1.7
evaluation
a process that attempts to determine as systematically and objectively as possible the merit or value of an intervention

Note: The word 'objectively' indicates the need to achieve a balanced analysis, recognising bias and reconciling perspectives of different stakeholders (all those interested in, and affected by programmes, including beneficiaries as primary stakeholders) through use of different sources and methods.

Note: Evaluation is considered to be a strategic exercise.

Note: Definition when used in relation to programmes (*UNICEF Policy and Programming Manual*).

B.1.8
International Organization for Standardization (ISO)
Note: A worldwide federation of national bodies from over 130 countries. Its work results in international agreements that are published as ISO **standards** and **guides**. ISO is an NGO and the standards it develops are voluntary, although some (mainly those concerned with health, **safety** and environmental aspects) have been adopted by many countries as part of their regulatory framework. ISO deals with the full spectrum of human activities and many of the tasks and processes that contribute to **mine action** have a relevant standard. A list of ISO standards and guides is given in the ISO Catalogue (www.iso.ch/infoe/catinfo/html).

Note: The revised Mine Action Standards have been developed to be compatible with ISO standards and guides. Adopting the ISO format and language provides some significant advantages including consistency of layout, use of internationally recognised terminology, and a greater acceptance by international, national and regional organizations who are accustomed to the ISO series of standards and guides.

B.1.9
micro-disarmament
the collection, control and disposal of small arms, ammunition, explosives, light and heavy weapons of combatants and often also of the civilian population. It includes the development of responsible arms management programmes

B.1.10
micro-disarmament organisation
refers to any organisation (government, military or commercial entity) responsible for implementing SALW Control projects or tasks. The organisation may be a prime contractor, subcontractor, consultant or agent

B.1.11
monitoring
*in the context of **SALW Control**, the term refers to …* the authorised observation by qualified personnel of sites, activities or processes without taking responsibility for that being observed. This is usually carried out to check conformity with undertakings, procedures or standard practice and often includes recording and reporting elements

B.1.12
monitoring body
an organisation, normally an element of the national authority, responsible for management and implementation of the national monitoring system

B.1.13
national authority
the government department(s), organization(s) or institution(s) in a country charged with the regulation, management and coordination of **SALW** activities.

B.1.14
NGO
(non-governmental organisation)
an autonomous, voluntary, non-profit association

B.1.15
policy
defines the purpose and goals of an organization, and it articulates the rules, standards and principles of action which govern the way in which the organization aims to achieve these goals

Note: Policy evolves in response to strategic direction and field experience. In turn, it influences the way in which plans are developed, and how resources are mobilised and applied. Policy is prescriptive and compliance is assumed, or at least is encouraged.

B.1.16
policy development
the assistance many academic, international and non-governmental organisations provide to governments in developing their strategies and management approaches to particular issues, problems or events

B.1.17
public information
information that is released or published for the primary purpose of keeping the public fully informed, thereby gaining their understanding and support

Note: The objective of public information (PInfo) within **SALW** is to raise general awareness.

Note: PInfo is a mass mobilisation approach that delivers information on the **SALW** problem.

Note: In an emergency situation, due to time constraints and lack of accurate data it is the most practical means of communicating safety information.

B.1.18
SALW Awareness
a programme of activities undertaken with the overall goal of minimising, and where possible eliminating, the negative consequences of inadequate SALW Control by undertaking an appropriate combination of SALW Advocacy, SALW Risk Education and SALW Public Information campaigns which together work to change behaviours and facilitate appropriate alternative solutions over the long term

Note: Wherever it exists, the operational objectives of a national SALW Control initiative will dictate the appropriate type of SALW Awareness activities.

Note: SALW Awareness is a mass mobilisation approach that delivers information on the SALW threat. It may take the form of formal or non-formal education and may use mass media techniques.

Note: In an emergency situation, due to time constraints and the lack of available data, it is the most practical means of communicating safety information. In other situations it can support community liaison.

B.1.19
SALW Advocacy
a programme of activities that aim to raise SALW problems and issues with the general public, the authorities, the media, Governments and their institutions to achieve changes at both institutional and/or individual levels

Note: These types of activities also include campaigns highlighting the SALW problems and issues with the aim of encouraging people to surrender weapons. This is generally conducted as a support to weapons collection programmes.

B.1.20
SALW Risk Education
a process that promotes the adoption of safer behaviours by at-risk groups and by SALW holders, and which provides the links between affected communities, other SALW components and other sectors

Note: SALW Risk Education can be implemented as a stand-alone activity, in contexts where no weapons collection is taking place. If an amnesty is to be set up at a later stage, risk education activities will permit an information campaign to take place efficiently, using the networks, systems and methods in place as part of the risk education programme and adapting the content accordingly.

Note: SALW Risk Education is an essential component of SALW Control. There are two related and mutually reinforcing components: a) Community Involvement; and b) Public Education.

Note: Generally, SALW Risk Education programmes can use both approaches, as they are mutually reinforcing. They are not however alternative to each other, nor are they alternative to eradicating the SALW threat by weapons collection and destruction. The use of those approaches will also depend on whether a weapon collection programme is taking place or not.

B.1.21
Small Arms and Light Weapons (SALW)
all lethal conventional munitions that can be carried by an individual combatant or a light vehicle, that also do not require a substantial logistic and maintenance capability

Note: There are a variety of definitions for SALW circulating and international consensus on a 'correct' definition has yet to be agreed. For the purposes of RMDS/G the above definition will be used.

B.1.22
standard
a standard is a documented agreement containing technical specifications or other precise criteria to be used consistently as rules, guidelines, or definitions of characteristics to ensure that materials, products, processes and services are fit for their purpose

Note: RMDS/G aim to improve safety and efficiency in SALW Control by promoting the preferred procedures and practices at both headquarters and field level. To be effective, the standards should be definable, measurable, achievable and verifiable.

B.1.23
survey (SALW Survey)
a systematic and logical process to determine the nature and extent of SALW proliferation and impact within a region, nation or community in order to provide accurate data and information for a safe, effective and efficient intervention by an appropriate organisation

B.1.24
verification
confirmation, through the provision of objective evidence that specified requirements have been fulfilled [ISO 9000:2000]