

# Putting a Human Face to the Problem of Small Arms Proliferation

Gender Implications for the Effective Implementation of the UN Programme of Action to Prevent, Combat and Eradicate the Illicit Trade in Small Arms and Light Weapons in All its Aspects

February 2005

Nicola Johnston and William Godnick with Charlotte Watson and Michael von Tangen Page



## About International Alert

International Alert works to help build lasting peace in countries and communities affected or threatened by violent conflict. We are a London based international NGO working in 20 countries and territories around the world on capacity building, mediation and dialogue with those most affected by conflict. We also undertake policy and advocacy work at the highest government, EU and UN levels. We operate regional programmes in West Africa, the Great Lakes region of Africa, the Caucasus, Colombia, Sri Lanka, Nepal and the Philippines and also focus on cross-cutting issues such as the role of Business, Humanitarian Aid and Development, Gender, Security and Religion in relation to peacebuilding.

## Small Arms and Light Weapons (SALW) work

International Alert has been working on SALW related issues since 1994 when we identified unregulated small arms proliferation and misuse as one of the world's most pressing security issues. Over the last eleven years we have worked to strengthen the knowledge and expertise of policymakers in understanding and responding to small arms matters.

International Alert has consistently worked on projects aimed at monitoring the implementation of the 2001 UN PoA and promoting its effective implementation. In addition we focus our expertise on the impact of light weapons proliferation, the activities of mercenaries, private military and security companies in zones of violent conflict around the world and security sector reform. We believe that these issues are interlinked and have adopted a holistic and human security approach to security and conflict transformation.

## Gender work

International Alert's gender work has evolved from our global campaign in 1999, Women Building Peace: From the Village Council to The Negotiating Table, which successfully advocated for the adoption of UN Security Council Resolution 1325 on Women, Peace and Security, unanimously adopted in October 2000. While we continue to monitor and advocate for the implementation of this groundbreaking resolution, our gender work has shifted its focus from women to a more inclusive approach working to understand how conflict dynamics impact men, women, boys and girls in different ways.

This work is comprised of two interlinked and interdependent projects - the Gender Peace Audit which works at the local, national and regional level documenting the often invisible work of women peacebuilders and the Global Policy Project which focuses on advocacy at the international, regional and national policy level. These two projects work in synergy to promote gender-sensitive and gender aware policies rooted in local realities.

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## Contents

Acronyms	3	
Acknowledgements	4	
Preface	5	
Executive Summary	6	
Introduction	8	
<b>Section 1</b>	<b>The Interplay between Gender and SALW Proliferation</b>	<b>10</b>
1.1	What is Gender?	10
1.2	Gender and SALW Proliferation and Misuse	10
1.2.1	Gender Analysis	11
1.2.2	Gender Roles in SALW Proliferation and Misuse	12
1.2.3	Gender Inclusive Responses to the Illicit Trade in SALW in All Its Aspects and to SALW Proliferation and Misuse	15
<b>Section 2</b>	<b>Gender Effective Implementation of the PoA</b>	<b>18</b>
<b>Section 3</b>	<b>Revising the PoA Text in 2006</b>	<b>20</b>
<b>Annex 1</b>	<b>July 2001 United Nations Programme of Action to Prevent, Combat and Eradicate the Illicit Trade in Small Arms and Light Weapons in All Its Aspects (UN Document A/CONF.192/15)</b>	<b>22</b>
<b>Annex 2</b>	<b>31 October 2000 United Nations Security Council Resolution 1325 on Women, Peace and Security. (S/RES/1325)</b>	<b>25</b>
<b>Annex 3</b>	<b>Selected Bibliography</b>	<b>25</b>
<b>Annex 4</b>	<b>Examples of Gender-disaggregated Statistics</b>	<b>27</b>
<b>Endnotes</b>		<b>28</b>

## Acronyms

BtB	Biting the Bullet
DDR	disarmament, demobilisation and reintegration
DRC	Democratic Republic of Congo
ECOSOC	Economic and Social Council
IA	International Alert
IANSA	International Action Network on Small Arms
ICRC	International Committee of the Red Cross
NGO	non-governmental organisation
OSAGI	Office of the UN Special Advisor on Gender Issues
OSCE	Organisation for Security and Co-operation in Europe
PAHO	Pan-American Health Organisation
PoA	United Nations Programme of Action to Prevent, Combat and Eradicate the Illicit Trade in Small Arms and Light Weapons in All Its Aspects
SALW	small arms and light weapons
UNDDA	United Nations Department for Disarmament Affairs
UNDP	United Nations Development Programme
UNIDIR	United Nations Institute for Disarmament Research
WHO	World Health Organisation

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## Preface

This project aims to examine the potential impact that gender issues have on small arms and light weapons (SALW) proliferation generally and specifically in relation to the 2001 UN Programme of Action to Prevent, Combat and Eradicate the Illicit Trade in Small Arms and Light Weapons in All Its Aspects (PoA). This paper is the first output of the project and is intended to give the reader a general background to the interrelationship between the PoA and gender before going on to provide recommendations on how the PoA can be better implemented by taking into account gender considerations. It provides textual recommendations for consideration during the 2006 review process. The second phase of the project will also involve follow-through work in partnership with the UN Department of Disarmament Affairs, producing a document summarising gender considerations for the improved implementation of the PoA.

## Executive Summary

This paper examines the relevance of gender for the effective implementation of the 2001 UN Programme of Action to Prevent, Combat and Eradicate the Illicit Trade in Small Arms and Light Weapons in All Its Aspects (PoA). It provides suggested textual changes for consideration in the process of reviewing the text in 2006. The paper is intended to assist both small arms practitioners who are currently implementing the PoA and practitioners in development and conflict contexts to enhance effectiveness of their work through gender-aware analysis and practices. It is specifically aimed at policy makers (including UN General Assembly 1st committee members) as they discuss new agreements that will complement the current PoA and potentially revise the text in 2006.

It is important to recognise that gender means more than focusing on women as victims. Indeed men are the main direct victims and perpetrators of small arms violence. The definition of gender in this paper includes men and boys as well as women and girls. The paper identifies a number of key issues that make gender relevant in the context of small arms and light weapons (SALW) and the PoA:

- 90% of those killed by SALW are men;<sup>1</sup>
- Women are often the survivors of SALW violence and experience the longer lasting impacts of SALW as carers and providers;
- Women and girls are also combatants;
- Women and girls are actively involved in weapon collection initiatives.

As a result there is a need to look at the diverse roles of men, women, boys and girls and how their different experiences of security can directly impact on SALW control measures and mechanisms. Gender is important for understanding the human factors involved in the control and prevention of the illicit trade in SALW.

It is important to recognise that the PoA will not be successful unless gender is taken into account in all aspects of implementation. Further, if the text of the PoA is revised in 2006 its effective implementation will be greatly assisted by incorporating key gender considerations, where relevant, into the new text.

### Key recommendations:

The paper provides recommendations for gender inclusive approaches to implementing the PoA, including:

- The need for a more systematic approach to documenting gender-disaggregated qualitative and quantitative data for SALW, identifying:
  - casualties;
  - homicides;
  - wounded;
  - location,in order to develop the appropriate national level policy response.
- The promotion of strong systematised gun laws at the national level that link to the security sector enforcement.



- The need to recognise and support the important and often under resourced work of civil society groups, paying explicit attention to gender inclusiveness.
- The need to be explicit about the importance of involving a broad cross section of interest groups ensuring that both men and women are represented and consulted - noting that the role of women's groups in local disarmament initiatives and decision-making at other levels is often overlooked.
- The importance of broad definitions for combatants in DDR programmes - to include combatant associates or informal logisticians such as women and girls, who are often used as informers, sex slaves and cooks and boys who are often used as porters. These groups are as difficult to reintegrate into former host communities as direct combatants.

The paper highlights the inconsistency of UN small arms policy with existing UN and international policies on gender, peace and security. It emphasises that numerous precedents have been set over the past decade, which endorse and recommend the importance of integrating gender in terms of the active roles of men, women, boys and girls as well as integrating gender specific protection needs into all policy and practice. The paper identifies specific entry points within the PoA where effectiveness can be improved by integrating gender considerations into the text and pursuant implementation.

In conclusion, the paper illustrates that by taking a more gender inclusive approach to the implementation of the PoA its impact will be significantly enhanced. Further, by taking into account the gender entry points identified in the last section of this paper, the revision process in 2006 will contribute towards the enhancement of the PoA and significantly assist the global move against the illicit trade in SALW, greatly decreasing the violent impact of SALW at the community level.

## Introduction

The 2001 UN Programme of Action to Prevent, Combat and Eradicate the Illicit Trade in Small Arms and Light Weapons in All Its Aspects (PoA) is the principal international instrument addressing the proliferation and misuse of small arms and light weapons (SALW) worldwide. However the document, in its emphasis on technical detail, loses sight of the human security<sup>2</sup> dimensions of why SALW control is important. One major point of consensus among global civil society and many governments is that the problems of SALW proliferation and misuse cannot be dealt with in the same way that the international arms control communities deal with other categories of weapons. This is due to the degree to which SALW have been diffused far beyond military and police forces, criminals and insurgents traditionally associated either with responses of national security doctrine or crime control. According to the 2002 edition of the *Small Arms Survey*, 378 million - or 60 percent - of the estimated 639 million firearms in global circulation do not belong to governments. In addition to the actors mentioned above, SALW are also held and used by civilians, private security companies, youth gangs and a variety of other groups. Given the diversity of groups possessing SALW responses to SALW proliferation and misuse must be multi-dimensional and come from gender-sensitive human security and community security frameworks.

Preventing the illicit trade in SALW requires addressing possession and misuse in all spheres of society and at all levels as well as mobilising and building the capacity of all actors and institutions who can contribute to collective solutions. This requires combining traditional approaches and frameworks of national security with emerging frameworks based on the concept of human security.<sup>4</sup> While there may, at times, be tensions between these two approaches they are complementary and not mutually exclusive. Within the human security approach the concept of gender figures prominently. However, the only reference to gender in the PoA comes in the Preamble:

*“Gravely concerned about...devastating consequences on children...as well as the negative impact on women and the elderly...”* (PoA , Preamble, Paragraph 6).

This statement ignores other important gender considerations such as the fact that 90 percent of SALW homicide victims are men.<sup>5</sup> In particular civilian young men are dying in disproportionate numbers to any other group in the world population, usually at the hands of other young men. Neither does the statement take into account the diverse and multiple roles that women and girls increasingly play as combatants, weapon carriers for traffickers and in a more positive sense as agents of change in community disarmament initiatives or as policy makers at the national and international levels.

With this conceptual gap in the PoA in mind, International Alert (IA) has embarked upon a process of advocating for greater gender analysis and gender inclusion in relation to the implementation of SALW controls. After a brief description of the concept of gender this paper is divided into three key sections:

1. Analysis of the interplay between gender, SALW proliferation and misuse and policy responses;
2. Recommendations on how to use gender analysis and inclusion to increase the effectiveness of PoA implementation in its current form;



Weapons collected by the Police Force in Rio de Janeiro, Brazil  
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3. Advocating for textual changes to the PoA to be considered at the 2006 Review Conference that will both increase awareness regarding gender issues among Member States, the UN system and civil society and provide a stronger mandate for gender analysis, sensitivity and inclusion.

By taking a gender-mainstreaming<sup>6</sup> approach this paper examines the human factors behind the problems related to the illicit trade in SALW. A gender inclusive approach also places emphasis on the prevention of the illicit trade rather than simply responding to the problem. In addition it links the control of illicit trade to efforts to address the misuse of SALW. This is important given that violence against civilians is perpetrated with both legally and illegally traded SALW making it necessary to focus on the misuse of SALW in parallel to the control of illicit trade.

## Section 1

# The Interplay between Gender and SALW Proliferation

### 1.1 What is Gender?

Gender is a concept used to explain different learned identities associated with masculinity and femininity. It focuses on socially constructed as opposed to biologically determined identities. Gender shapes the roles, relationships, experiences and expectations of men, women, boys and girls in a society. It is intertwined with other forms of social differentiation, such as age, ethnicity, class, caste, religion and socio-economic status. These different roles and relationships, influenced by local, national and regional contexts, affect the causes and impacts of, as well as societal responses to SALW proliferation and misuse in both times of conflict and 'peace'.

The concept of gender includes men, women, boys and girls though it is often used incorrectly as being synonymous with women. The origins of gender approaches to security do come from the women's movement however, and involve empowering women and creating space for their participation at multiple levels to achieve gender equality. Gender analysis is an analytical tool increasingly embraced by practitioners in the field who have to deal directly with the human side of issues such as security, arms control and disarmament

One of the unfortunate factors in the framing of the PoA was that it did not take into account UN Security Council Resolution 1325 on Women, Peace and Security (See Annex 2). This paper argues for the importance of this resolution being addressed in the PoA revision process. While Resolution 1325 is clearly about women, rather than gender in the more inclusive sense, it is important not least as the resolution recognises that women interact with security in many more ways than simply as victims.

### 1.2 Gender and SALW Proliferation and Misuse

IA sees gender analysis as a useful framework for analysing the impact of SALW proliferation and misuse; understanding the different roles men, women, boys and girls play in these and other related activities; and identifying underrepresented and important actors that are not taken into account when developing solutions. There is a growing body of literature exploring the issue of gender in the context of SALW as well as a parallel body of research looking at the matter of SALW demand which deals with the social, economic and cultural issues that drive primarily men and boys to obtain weaponry. Some of this research is referred to in the following sections of this paper and Annex 3 provides a more comprehensive bibliography for further consultation.

In relation to disarmament specifically, the UNDDA developed a Gender Action Plan in 2002, which addressed the commitment and importance given to gender in disarmament related work. It is based on the understanding that better knowledge of how gender plays into notions of security and perceptions of weapons can help clarify the challenges and opportunities for disarmament and address specific functions, such as supply and demand.<sup>7</sup> In 2004, UNIFEM also put together a Disarmament, Demobilisation and Reintegration (DDR) toolkit, which focuses on the specific needs of women and girls in DDR.

A more general commitment to gender-mainstreaming in all programmes and policies of the UN was made by the Economic and Social Council (ECOSOC) when it affirmed previous

statements<sup>8</sup> on gender-mainstreaming with resolution 2004/4. This calls on all UN entities to strengthen their efforts at gender-mainstreaming and to develop action plans with specific timelines for implementing the gender-mainstreaming strategy. How this gender-mainstreaming will impact on SALW control policy or practice has not yet been clearly spelled out.

### 1.2.1 Gender Analysis

This section of the paper takes a specific approach to gender analysis based on gender-disaggregated data and reporting primarily as a way of identifying the perpetrators of the illicit trade in SALW along with those impacted by SALW proliferation and misuse. Global estimates and statistics about civilian death and injury in conflict zones vary greatly. Though it has been widely claimed that 90 percent of all direct casualties in war are non-combatants and that most of these are women and children, evidence increasingly indicates these claims are false. According to the International Committee of the Red Cross (ICRC) civilian casualties in armed conflict range between 35 and 64 percent. Despite the lack of agreement on exact figures, those living and working in zones of conflict report that the threat of armed violence, intimidation and displacement of civilians is increasing. Table 1 provides a more realistic comparison of the specific impacts and roles relating to SALW as experienced by men, women, boys and girls.

**Table 1: Examples of Prevailing Gender Specific Impacts and Roles Relating to SALW**

Women & Girls	Men & Boys
<p>Health providers and 'carers' dealing with victims of gun violence</p> <p>'Peacemakers'</p> <p>Survivors, responsible for social cohesion at household/community level in times of crisis</p> <p>Survivors, preserving the social order at community level in absence of men</p> <p>Responsible for daily household survival strategies</p> <p>Targets of rape and sexual violence/killings</p> <p>Targets of violence in the home</p> <p>Combatant Associates – 'informers', 'combatant wives'/'sex slaves'/'cooks'</p> <p>Information of whereabouts and sometimes carriers of SALW</p> <p>Employed on weapon production lines in some SALW manufacturing states</p>	<p>Killed and wounded in fighting</p> <p>'Defenders' / 'protectors' / 'aggressors'</p> <p>'Providers'</p> <p>Subject to mass arrest/ murder, deportation</p> <p>Combatants</p> <p>Members of security forces</p> <p>Dominant security policy decision-makers</p> <p>Carriers and users of SALW</p> <p>Victims and perpetrators of gun crime</p> <p>Organising licit trade and brokering of SALW</p> <p>Organising illicit trade and brokering of SALW</p> <p>Designing and manufacturing SALW</p>

At the regional level, research in Latin America confirms these tendencies, especially in relation to the percentage of men that are perpetrators and victims of SALW violence. In a recent study of El Salvador 94 percent of the victims of SALW homicide were men. In a random sample of homicides carried out in Honduras, where 75 percent of the cases involved SALW, 98 percent of the perpetrators were men as were 92 percent of the victims.<sup>9</sup> In Colombia, 92 percent of the victims of homicide are men of which 86 percent of the cases involve SALW.<sup>10</sup> Statistics in Brazil and also in South Africa<sup>11</sup> show that in places not characterised by armed conflict in the traditional sense, those who use weapons are more likely to die by them.<sup>12</sup>

In some countries there is data that identifies the gender and other characteristics of the direct perpetrators and victims of violence, be it in the context of war, street crime or domestic life. However, much more data is needed in order to fashion interventions that prevent the unnecessary loss of life and injury as well as the many indirect effects that the illicit trade and misuse of SALW has on communities and societies. There is a clear need, both at the national and international levels, for a more systematic approach to documenting gender-disaggregated data for SALW homicides, injuries, combatant status and corresponding location of violent outbreaks.

The World Health Organisation's (WHO) Department of Injuries and Violence Prevention has been working with several governments in Africa and the Americas, the latter via the Pan American Health Organisation (PAHO), to build national and local capacities to collect data related to SALW violence. This is based on the public health perspective, including gender, with the purpose of developing targeted interventions to protect vulnerable populations. This important work is severely limited in its international scope and would benefit from greater linkages to police, judicial and other relevant data where it exists.

### 1.2.2 Gender Roles in SALW Proliferation and Misuse

Developing an understanding of SALW dynamics in a particular country or society includes addressing both the supply and demand factors that are guided by gender-specific perceptions of security. Supply and demand for SALW remain primarily a male domain although there is an increasing tendency for women to participate as combatants or to obtain SALW for self-protection against crime. In Nepal, for example, it is estimated that one-third of the Maoist insurgents are women. Regardless, SALW violence is primarily associated with masculine norms of behaviour. A 2003 UN Institute for Disarmament Research Disarmament Forum (UNIDIR) paper recognised that:

*"...this bond between men and weapons and how this is linked with violent notions of masculinity needs to be investigated and analysed further in order to develop sustainable disarmament policies."*<sup>13</sup>

Men are seen as the protectors and defenders of society and community and often maintain this role vis a vis the possession of SALW. In understanding the gender dynamics and reinforcement of these stereotypes, it is also important to consider the role of women as encouragers and motivators of peacebuilding and disarmament, but in some instances also of violence. For example, in Burundi the role of women in encouraging their men to take up arms as protectors and defenders of the community was seen as key in the escalation of violence.<sup>14</sup>

Easy access to SALW in places with a combination of high violence norms and unemployment, particularly among young men, can propagate SALW violence, whether for criminal purposes or inter-personal violence. Employment creation may often be outside the scope of many SALW control regimes. However, parallel and associated strategies must be devised to change the attitudes of men and disassociate the male identity with weapon possession. Increasingly, carrying and using weapons attracts young boys and girls to armed groups. In some cases girls, particularly those who have suffered sexual or other inter-personal violence, have chosen to join armed groups because of the opportunity to obtain a weapon for their own protection. In some western cultures SALW possession is also encouraged as a method of protection for both men and women, with particularly light-weight weapons being promoted for women's use.

The PoA specifically refers to the control of illicitly traded SALW. Armed crime and indiscriminate violence against civilians is perpetrated with both legally and illegally traded SALW. Inter-personal violence involving SALW, often meaning violence among domestic partners, is another place where legal and illegal weapons are used. There are often times when security forces, whether they be military, police or private, carry the SALW they have been issued for their profession whilst off duty. Research has demonstrated that these weapons are frequently used in domestic violence incidents where the wife or partner of the security officer is killed or injured. Therefore, in addressing inter-personal violence with SALW there is a need to reform or better implement national laws and controls. In post-settlement situations, where armed and often traumatised former combatants return from conflict, relationships in the home and community are often distorted. Sons who were combatants no longer show respect for their parents and gender relations are antagonistic, with women frequently targeted as a vent for male frustrations and violence.



Off duty private security guard heads home carrying his weapon, Kampala, Uganda  
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Refugee camps are known in some instances to be used as recruitment and training bases for armed groups, particularly targeting young men. These camps are also potentially used as storage sites and transit points for illegal SALW. Forced displacement, militarisation of refugee camps and the withdrawal of humanitarian assistance in areas affected by armed violence involving illicit SALW are well documented. Between 1992 and 2001 more than 200 UN workers were killed and in 75 percent of these cases SALW were involved.<sup>15</sup> The increased targeting of aid workers working with these communities has had a severe impact on access to basic services for those most in need. In refugee contexts this is mainly women and children.

Peacekeeping missions monitoring ceasefire agreements are also faced with the power dynamics of negotiating with different opposing parties that are still armed. In the attempt to maintain a ceasefire mediators often give negotiating priority to armed oppositions, generally led by men, rather than also including unarmed groups that are not seen as a threat to peace, or who have been actively involved in peacebuilding. Often women's groups fall into this category. In this way, there is the danger of perpetuating impunity for crimes committed during violent conflict, particularly sexual violence against women.

In peacekeeping, humanitarian and development contexts, the issue of SALW misuse needs to be linked to reform and supervision of the relevant security institutions including private and paramilitary forces. Only recently has gender been given serious consideration as the international community engages in major DDR operations around the globe.

In unstable and fluid conflict environments demographics change. The number of widows and orphans often rises, which increases the burden of economic survival placed on the remaining women. Security threats posed by easy access to SALW and arms-related insecurity undermine the potential for economically productive activities by restricting mobility of individuals and communities. The rebuilding of infrastructure, trade and the renewal of food production are also severely affected. In the Democratic Republic of Congo (DRC) women reported that they were unable to access or work in their fields because they would be attacked and raped by militia living in the forests surrounding the fields. As a result communities were suffering from malnourishment.<sup>16</sup>

In some areas, particularly in impoverished border regions, the illegal trade in SALW thrives. Women often become involved in this trade to generate much needed income. For men craft production, such as that documented near the borders of Pakistan and Afghanistan, is a very high-status profession in their communities. When tackling the issue in this context it is a great challenge to identify and introduce a substitute craft or trade that can supplant this status. In some DDR contexts in Africa for example a mobile phone was the only item regarded by men as holding similar status to carrying a gun.

The PoA recognises the *“challenge posed by the illicit trade in SALW in all its aspects is multi-faceted and involves inter alia, security, conflict prevention and resolution, crime prevention, humanitarian, health and development dimensions.”* (Preamble, Paragraph 15). However, a coherent framework for addressing this multidimensionality has not been outlined in any detail. The PoA mentions the close linkages between trafficking in SALW, drugs and precious minerals and more generally to transnational organised crime and terrorism (Section III,



Paragraph 15). There is also increasing anecdotal evidence that the same criminal networks are used for trafficking in human beings, particularly women and girls.<sup>17</sup>

The Organisation for Security and Co-operation in Europe (OSCE) has taken the lead in looking more in depth at the linkages between the different recognised forms of illegal trafficking. In 2003, the OSCE convened a meeting of experts involved in controlling these illegal activities.<sup>18</sup> The conference recognised the rise of transnational organised crime and the expansion of illegal markets as the dark side of globalisation and inter-dependence. Where some traffickers specialise in multiple commodity trafficking others will specialise in particular activities, such as pooling skills, mechanisms, routes and corrupt linkages specific to one product. It was also evident that some groups will move from one form of trafficking to another, often in response to changing market opportunities. For example, in the Balkans, with the cessation of the armed conflicts, some groups shifted from SALW trafficking to trafficking women. Women freed from trafficking rackets in Liberia were also able to verify that those involved in that activity were simultaneously dealing in SALW. Ratification and implementation of the UN Convention on Transnational Organised Crime, which in addition to containing Firearms Protocol also contains a Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, could be part of the response to address these trafficking rackets.

### 1.2.3 Gender Inclusive Responses to the Illicit Trade in SALW in All its Aspects and to SALW Proliferation and Misuse

The PoA Section II, Paragraph 4 calls for the establishment of:

*'...national coordination agencies or bodies and institutional infrastructure responsible for policy guidance, research and monitoring of efforts to prevent, combat and eradicate the illicit trade in SALW...'*

National focal points, commissions or coordinating agencies provide great promise for including effective consideration of gender in all aspects of SALW control. Most countries that have established such entities include a combination of foreign affairs, police and military participation. However, others have broadened the scope of this work to look holistically at all of the aspects of SALW control. They have also included participation by ministries of justice, public health, statistics, customs, and intelligence; specialised agencies dealing with human rights, youth, children and women and academic and non-governmental organisations that either have specific expertise on SALW or that work directly with affected communities. This has allowed some countries to approach the issues related to the illicit SALW trade from a gender-sensitive human security angle which aims at reducing demand for SALW and levels of gun violence in addition to preventing the illicit supply.

In 2004, in Guatemala for example, a national SALW commission was formed by the President in order to modernise the government's ability to combat the illicit trade, possession and use of SALW at the national, regional and international levels. In addition to the Ministries of Defence, Interior and the national police force, the commission includes the Human Rights Ombudsman, Judiciary, relevant parliamentary committees and an International Action Network on Small Arms (IANSA) member NGO constituted

primarily of women. This broad participation has allowed the national commission to go beyond its important work on traditional small arms control to also include public awareness raising and prevention activities.

There are numerous examples of civil society initiatives, and in particular women's groups initiatives, to address SALW proliferation and misuse. For example, the Viva Rio movement in Brazil launched a campaign based on gender roles and illicit SALW possession. The campaign - "Choose Gun-Free! It's Your Gun or Me!" - encouraged women to persuade their husbands, fathers, boyfriends, cousins and neighbours to give up their weapons. Top female television stars served as spokespersons for the campaign and tried to promote the message that a man is more attractive *without* a gun. Combined with other initiatives to collect and destroy guns, improve police capacity to store confiscated weapons and restrict commerce this campaign has been very effective.

It is vital to acknowledge and support the important and often under resourced work of civil society groups paying explicit attention to gender inclusiveness. In a recent study by the UN Institute for Disarmament Research (UNIDIR) the promotion of greater involvement of women's initiatives in disarmament programmes was specifically highlighted.<sup>19</sup> In a critique of current approaches to disarmament, the UN Department for Disarmament Affairs (UNDDA) and the Office of the UN Special Advisor on Gender Issues (OSAGI) note that "*women's work, needs and capabilities are often overlooked and undervalued by international actors.*"<sup>20</sup> For example, the Liberian Women's Initiative was formed in 1994 in response to the lack of progress and the silence of women's voices in the peace talks. The group chose 'disarmament before elections' as their primary advocacy message. They targeted all parties involved in the peace talks and started a project to assist in the collection of SALW. Although they never had an official seat in the peace talks they proved to be influential agents during the process and acted as effective monitors of progress.

Resources are required to implement gender inclusive and sustainable aspects of DDR mandates effectively and trained, gender-sensitive leadership is critical to promote this. In general, civilian driven DDR initiatives are more sustainable than exclusively military initiatives as they provide the opportunity to feed more directly into longer-term development. If an inclusive approach is taken, unlike in Mozambique where resettlement allowances and clothing were only issued to men,<sup>21</sup> the participation of generally excluded but critical agents for change, often women and youth, is more likely. Women, though not in possession of SALW to the same extent as men, do possess knowledge of who has weapons in a given community and often, at the household level, where they are kept. It is therefore important that when governments engage in collaborative disarmament initiatives dealing with civil society actors they ensure that gender representation is inclusive. This means being explicit about involving women's groups and recognising their roles. It is also important to consider who implements the projects in terms of gender sensitivity and other contextual dynamics of representation.

An increasingly utilised strategy for local and community-based disarmament is the 'Weapons for Development' scheme innovated by the UN Development Programme (UNDP). In such programmes the community as a whole benefits from the voluntary surrender of weapons. SALW are exchanged for appropriate development inputs such as

health clinics, roads, bridges, electrification, tools and seeds. Success is often dependent on the participation of the community as a whole and the benefits of these collective goods are spread more evenly among the population if women are involved. One of the more comprehensively documented projects of this kind was the Gramsh Pilot Project in Albania. Approximately, 6,000 SALW and 137 tonnes of ammunition were collected and exchanged for development inputs. Women were particularly active in public information and awareness-raising as well as surrendering weapons for themselves or on behalf of male family members.<sup>22</sup>

Through a gendered power dynamic SALW have become collateral usually owned by men, who generally handle, trade and, in DDR initiatives, exchange them for other benefits. One key strategy used to address disarmament and redress SALW violence involves breaking down negative stereotypes and male power and identity associations with SALW. This has been done by using examples of young men as peacebuilders, approaching their peers who are combatants or are involved in gang fighting and persuading them of alternative practices, which disconnect the link between power and weapons. Peer group strategies and an understanding of gender dynamics are critical when supporting such initiatives. This has been a strategy adopted as an intervention against youth gang fighting in Glasgow, United Kingdom. NGOs such as Save the Children have trained school children to teach their peers of the same gender and age about the negative consequences of SALW possession and use. The Brazilian NGO, Promundo, also focuses on work of this nature, concentrating on working with men on changing attitudes and violent practices.

Gender mainstreaming requires more equitable representation of women and marginalised groups of men in SALW related decision-making, whether at the household or community level or in structures at the national, regional or international levels. At the household level decisions about whether or not to surrender a weapon can have different responses from the men and women in the household, based on their different perceptions and experiences of security. During the 'Tools for Arms' project in Mozambique this was illustrated by a report from a project worker that a woman had brought in a pistol, hidden in the traditional carrying cloth with her baby, and had not wanted anything in exchange so as not to raise any suspicion on her return. Security for women might not only mean being safe from the threat of conflict or criminals, but also from the risk of violence and accidents in the household.

At most levels security is regarded as an issue that exclusively involves men and boys. As a result national, regional and international security policy and practice debates rarely involve women in any significant way. At the community level this may result in a lack of consideration for the security needs of women collecting supplies for the household. At the national level this may result in the failure to consider the involvement of women in SALW production and to provide alternative livelihoods whether in disarmament activities or other industrial tasks.

Sustained efforts need to be made to provide technical, legal and policy training for women so that they may participate in more of the SALW policy decision-making roles and discussion. There is a need to balance the traditional focus on national and regional security with considerations for a gender-inclusive human security focus.

## Section 2

### Gender Effective Implementation of the PoA

In contrast to other global arms control regimes implementation of the PoA requires much more from governments than technical compliance and political will alone. Dealing with a broad set of issues such as arms control and disarmament in the contexts of peacekeeping, peacebuilding and crime prevention entails serious consideration of a variety of social and cultural factors within which gender is highly relevant.

It is important to argue for a revision of the PoA to include greater consideration of gender issues and the incorporation of gender explicit language to improve effective implementation.

After a gender analysis of the PoA as it stands IA believes there are many ways that governments can use gender sensitivity and inclusiveness to increase the effectiveness of their PoA action plans and related activities.

The PoA makes specific calls for action at the national, regional and global levels that would be more effective when gender analysis, sensitivity and inclusiveness are applied:

**1. Establish or designate, as appropriate, a national point of contact to act as a liaison between States on matters relating to the implementation of the Programme of Action (Section II, Paragraph 5).**

The national point of contact is the interface between Member States and the UN in relation to the PoA. A number of States have established national points of contact while simultaneously forming a national SALW commission to advise and consult. As discussed in 1.2.3 the composition of these commissions varies widely and some countries have integrated a broad array of institutions including armed forces; police; ministries of foreign affairs, justice, defence, interior, public health and economy; presidential secretariats, human rights ombudsman, specialised agencies dealing with women, family and youth; and NGOs. In some cases, these commissions are ad hoc, while in others they are constituted by executive decree or national law. Since, as mentioned previously, SALW issues touch a broader range of civilian and military competencies and interests than other categories of arms control and disarmament inter-agency communication and co-operation is required for effective implementation of the PoA and the importance of integrating gender considerations here is great.

**2. Identify, where applicable, groups and individuals engaged in the illegal manufacture, trade, stockpiling, transfer, possession, as well as financing for acquisition, of illicit small arms and light weapons, and take action under appropriate national laws against such groups and individuals (Section II- Paragraph 6).**

It is difficult to develop effective interventions against the illicit trade in SALW if it is not clear who is involved at every stage of the transfer/transaction chain. Effectiveness should involve analysing the different roles of men, women, boys and girls as carriers, negotiators, controllers, brokers, etcetera, in order to develop appropriate and targeted methods of control and prevention.

**3. The promotion of effective and comprehensive DDR programmes at the national, regional and international levels, particularly in relation to the specific needs of children in armed conflict. (Section II, Paragraphs 21, 22, 30, 34, 35 and Section III, Paragraph 16).**

There is increasing evidence that DDR efforts are not effective because they only benefit certain sectors of the population of a given society. This happens sometimes by design but more often because broader sets of actors, such as women's groups and youth, who were involved in the conflict or that have capacities for peacebuilding were neither consulted nor contemplated seriously during planning and implementation. Many adolescents, boys and girls grew up with SALW in their homes and communities and know of no other way of life. Effectively disarming and reintegrating these groups requires more than taking away their guns and providing economic opportunities. It also requires creating time and space for conditions and attitudes to change. Demand for SALW and the belief in weapons as agents of change will only reduce as acceptance that ideas and institutions are effective agents of change increases.

**Summarising What Can be Done for Effective Gender Implementation of the Current PoA**

- Designate national points of contact for the PoA and form broad inter-ministerial commissions, incorporating civil society organisations wherever possible, to communicate national responsibilities for implementation, gender inclusiveness and institutional synergies;
- Strengthen the participation of a wide range of civil society organisations, ensuring gender inclusiveness, in activities supportive of PoA implementation;
- If the UNDP, UNICEF, WHO or another international organisation has a SALW intervention underway in a country, encourage integration of gender analysis in this work. Similarly, to encourage civil society organisations which apply gender inclusive approaches to consider tackling SALW issues in terms of preventing trafficking or protecting vulnerable populations from misuse (e.g. generation of gender-disaggregated data collection of violence and crimes involving small arms);
- Ensure active participation of women, youth and other underrepresented groups in DDR planning and implementation processes as well as future disarmament activities such as 'Weapons for Development'.

## Section 3

### Revising the POA Text in 2006

IA recognises that the PoA as currently worded does provide entry points for gender inclusion and sensitivity that can make Member States implementation of the PoA more effective. However, carrying out these activities as outlined in a gender-sensitive and inclusive way requires a broad interpretation of the text of the PoA. IA strongly advocates for a revision of the PoA during the 2006 Review Conference. Below are recommendations for specific changes to the text of the PoA:

1. Preamble, Paragraph 6 should be revised to read:

*Gravely concerned about its devastating consequences on children, many of whom are victims of armed conflict or are forced to become child soldiers, as well as the negative impact on women and the elderly, and in this context, taking into account the special session of the United Nations General Assembly on children. While also recognising that men are both the primary direct victims and perpetrators of SALW in armed conflict and crime.*

2. Preamble, between Paragraphs 19 – 20, add the following paragraph:

*Recognising UN Security Resolution 1325 on Women, Peace and Security and the important roles that women's organisations play in SALW control, DDR and community disarmament initiatives, and the specific support needs of women and girls associated with combatants in DDDR initiatives.*

3. Preamble, Paragraph 16 should be revised to read:

*Recognising also the important contribution of civil society, including non-governmental organisations and industry in, inter alia, assisting Governments to prevent, combat and eradicate the illicit trade in small arms and light weapons in all its aspects, as well as gender roles in working with violent masculinity in a similar way to current approaches to HIV/AIDs prevention.*

4. Section II, Paragraph 4 should be revised to read:

*To establish, or designate as appropriate, national coordination agencies or bodies and institutional infrastructure bringing together diverse institutions responsible for policy guidance, research and monitoring of efforts to prevent, combat and eradicate the illicit trade in small arms and light weapons in all its aspects as well as documenting the impact of SALW and working with the communities most affected. This should include aspects of the illicit manufacture, control, trafficking, circulation, brokering and trade, tracing, finance, collection and destruction of small arms and light weapons as well as the social, political, cultural and gender dynamics that fuel the illicit trade.*

5. Section II, Paragraph 22 should be revised to read:

*To address the special needs of boys and girls, young men and distinct groups of women such as widows, combatants and heads of household affected by armed conflict, in particular the reunification with their family, their reintegration into civil society, and their appropriate rehabilitation.*

6. Section III, Paragraph 15 should be revised to read:

*Upon request, States and appropriate international or regional organizations in a position to do so should provide assistance to combat the illicit trade in small arms and light weapons linked to drug trafficking, **human trafficking**, transnational organized crime and terrorism.*

7. Section III, Paragraph 18 should be revised to read:

*States, regional and subregional and international organizations, research centres, health and medical institutions, the United Nations system, international financial institutions and civil society are urged, as appropriate, to develop and support action-oriented research aimed at facilitating greater awareness and better understanding of the nature and scope of the problems associated with the illicit trade in small arms and light weapons in all its aspects **to include the social contexts and gender dynamics that fuel the supply and demand for SALW.***

## Annexes 1-4

### Annex 1

#### United Nations Programme of Action to Prevent, Combat and Eradicate the Illicit Trade in Small Arms and Light Weapons in All Its Aspects [UN Document A/CONF.192/15]

##### I. Preamble

1. We, the States participating in the United Nations Conference on the Illicit Trade in Small Arms and Light Weapons in All Its Aspects, having met in New York from 9 to 20 July 2001,
2. **Gravely concerned** about the illicit manufacture, transfer and circulation of small arms and light weapons and their excessive accumulation and uncontrolled spread in many regions of the world, which have a wide range of humanitarian and socio-economic consequences and pose a serious threat to peace, reconciliation, safety, security, stability and sustainable development at the individual, local, national, regional and international levels,
3. **Concerned also** by the implications that poverty and underdevelopment may have for the illicit trade in small arms and light weapons in all its aspects,
4. **Determined** to reduce the human suffering caused by the illicit trade in small arms and light weapons in all its aspects and to enhance the respect for life and the dignity of the human person through the promotion of a culture of peace,
5. **Recognizing** that the illicit trade in small arms and light weapons in all its aspects sustains conflicts, exacerbates violence, contributes to the displacement of civilians, undermines respect for international humanitarian law, impedes the provision of humanitarian assistance to victims of armed conflict and fuels crime and terrorism,
6. **Gravely concerned** about its devastating consequences on children, many of whom are victims of armed conflict or are forced to become child soldiers, as well as the negative impact on women and the elderly, and in this context, taking into account the special session of the United Nations General Assembly on children,
7. **Concerned also** about the close link between terrorism, organized crime, trafficking in drugs and precious minerals and the illicit trade in small arms and light weapons, and stressing the urgency of international efforts and cooperation aimed at combating this trade simultaneously from both a supply and demand perspective,
8. **Reaffirming** our respect for and commitment to international law and the purposes and principles enshrined in the Charter of the United Nations, including the sovereign equality of States, territorial integrity, the peaceful resolution of international disputes, non-intervention and non-interference in the internal affairs of States,
9. **Reaffirming** the inherent right to individual or collective self-defence in accordance with Article 51 of the Charter of the United Nations,
10. **Reaffirming** also the right of each State to manufacture, import and retain small arms and light weapons for its self-defence and security needs, as well as for its capacity to participate in peacekeeping operations in accordance with the Charter of the United Nations,
11. **Reaffirming** the right of self-determination of all peoples, taking into account the particular situation of peoples under colonial or other forms of alien domination or foreign occupation, and recognizing the right of peoples to take legitimate action in accordance with the Charter of the United Nations to realize their inalienable right of self-determination. This shall not be construed as authorizing or encouraging any action that would dismember or impair, totally or in part, the territorial integrity or political unity of sovereign and independent States conducting themselves in compliance with the principle of equal rights and self-determination of peoples,
12. **Recalling** the obligations of States to fully comply with arms embargoes decided by the United Nations Security Council in accordance with the Charter of the United Nations,
13. **Believing** that Governments bear the primary responsibility for preventing, combating and eradicating the illicit trade in small arms and light weapons in all its aspects and, accordingly,

should intensify their efforts to define the problems associated with such trade and find ways of resolving them,

14. **Stressing** the urgent necessity for international cooperation and assistance, including financial and technical assistance, as appropriate, to support and facilitate efforts at the local, national, regional and global levels to prevent, combat and eradicate the illicit trade in small arms and light weapons in all its aspects,
15. **Recognizing** that the international community has a duty to deal with this issue, and acknowledging that the challenge posed by the illicit trade in small arms and light weapons in all its aspects is multi-faceted and involves, inter alia, security, conflict prevention and resolution, crime prevention, humanitarian, health and development dimensions,
16. **Recognizing also** the important contribution of civil society, including non-governmental organizations and industry in, inter alia, assisting Governments to prevent, combat and eradicate the illicit trade in small arms and light weapons in all its aspects,
17. **Recognizing** further that these efforts are without prejudice to the priorities accorded to nuclear disarmament, weapons of mass destruction and conventional disarmament,
18. **Welcoming** the efforts being undertaken at the global, regional, subregional, national and local levels to address the illicit trade in small arms and light weapons in all its aspects, and desiring to build upon them, taking into account the characteristics, scope and magnitude of the problem in each State or region,
19. **Recalling** the Millennium Declaration and also welcoming ongoing initiatives in the context of the United Nations to address the problem of the illicit trade in small arms and light weapons in all its aspects,
20. **Recognizing** that the Protocol against the Illicit Manufacturing of and Trafficking in Firearms, Their Parts and Components and Ammunition, supplementing the United Nations Convention against Transnational Organized Crime, establishes standards and procedures that complement and reinforce efforts to prevent, combat and eradicate the illicit trade in small arms and light weapons in all its aspects,
21. **Convinced** of the need for a global commitment to a comprehensive approach to promote, at the global, regional, subregional, national and local levels, the prevention, reduction and eradication of the illicit trade in small arms and light weapons in all its aspects as a contribution to international peace and security,
22. **Resolve** therefore to prevent, combat and eradicate the illicit trade in small arms and light weapons in all its aspects by:
  - (a) Strengthening or developing agreed norms and measures at the global, regional and national levels that would reinforce and further coordinate efforts to prevent, combat and eradicate the illicit trade in small arms and light weapons in all its aspects;
  - (b) Developing and implementing agreed international measures to prevent, combat and eradicate illicit manufacturing of and trafficking in small arms and light weapons;
  - (c) Placing particular emphasis on the regions of the world where conflicts come to an end and where serious problems with the excessive and destabilizing accumulation of small arms and light weapons have to be dealt with urgently;
  - (d) Mobilizing the political will throughout the international community to prevent and combat illicit transfers and manufacturing of small arms and light weapons in all their aspects, to cooperate towards these ends and to raise awareness of the character and seriousness of the interrelated problems associated with the illicit manufacturing of and trafficking in these weapons;
  - (e) Promoting responsible action by States with a view to preventing the illicit export, import, transit and retransfer of small arms and light weapons.

##### II. Preventing, combating and eradicating the illicit trade in small arms and light weapons in all its aspects

1. We, the States participating in this Conference, bearing in mind the different situations, capacities and priorities of States and regions, undertake the following measures to prevent, combat and eradicate the illicit trade in small arms and light weapons in all its aspects:



**At the national level**

2. To put in place, where they do not exist, adequate laws, regulations and administrative procedures to exercise effective control over the production of small arms and light weapons within their areas of jurisdiction and over the export, import, transit or retransfer of such weapons, in order to prevent illegal manufacture of and illicit trafficking in small arms and light weapons, or their diversion to unauthorized recipients.
3. To adopt and implement, in the States that have not already done so, the necessary legislative or other measures to establish as criminal offences under their domestic law the illegal manufacture, possession, stockpiling and trade of small arms and light weapons within their areas of jurisdiction, in order to ensure that those engaged in such activities can be prosecuted under appropriate national penal codes.
4. To establish, or designate as appropriate, national coordination agencies or bodies and institutional infrastructure responsible for policy guidance, research and monitoring of efforts to prevent, combat and eradicate the illicit trade in small arms and light weapons in all its aspects. This should include aspects of the illicit manufacture, control, trafficking, circulation, brokering and trade, as well as tracing, finance, collection and destruction of small arms and light weapons.
5. To establish or designate, as appropriate, a national point of contact to act as liaison between States on matters relating to the implementation of the Programme of Action.
6. To identify, where applicable, groups and individuals engaged in the illegal manufacture, trade, stockpiling, transfer, possession, as well as financing for acquisition, of illicit small arms and light weapons, and take action under appropriate national law against such groups and individuals.
7. To ensure that henceforth licensed manufacturers apply an appropriate and reliable marking on each small arm and light weapon as an integral part of the production process. This marking should be unique and should identify the country of manufacture and also provide information that enables the national authorities of that country to identify the manufacturer and serial number so that the authorities concerned can identify and trace each weapon.
8. To adopt where they do not exist and enforce, all the necessary measures to prevent the manufacture, stockpiling, transfer and possession of any unmarked or inadequately marked small arms and light weapons.
9. To ensure that comprehensive and accurate records are kept for as long as possible on the manufacture, holding and transfer of small arms and light weapons under their jurisdiction. These records should be organized and maintained in such a way as to ensure that accurate information can be promptly retrieved and collated by competent national authorities.
10. To ensure responsibility for all small arms and light weapons held and issued by the State and effective measures for tracing such weapons.
11. To assess applications for export authorizations according to strict national regulations and procedures that cover all small arms and light weapons and are consistent with the existing responsibilities of States under relevant international law, taking into account in particular the risk of diversion of these weapons into the illegal trade. Likewise, to establish or maintain an effective national system of export and import licensing or authorization, as well as measures on international transit, for the transfer of all small arms and light weapons, with a view to combating the illicit trade in small arms and light weapons.
12. To put in place and implement adequate laws, regulations and administrative procedures to ensure the effective control over the export and transit of small arms and light weapons, including the use of authenticated end-user certificates and effective legal and enforcement measures.
13. To make every effort, in accordance with national laws and practices, without prejudice to the right of States to re-export small arms and light weapons that they have previously imported, to notify the original exporting State in accordance with their bilateral agreements before the retransfer of those weapons.
14. To develop adequate national legislation or administrative procedures regulating the activities of those who engage in small arms and light weapons brokering. This legislation or procedures should include measures such as registration of brokers, licensing or authorization of brokering transactions as well as the appropriate penalties for all illicit brokering activities performed within the State's jurisdiction and control.
15. To take appropriate measures, including all legal or administrative means, against any activity that violates a United Nations Security Council arms embargo in accordance with the Charter of the United Nations.
16. To ensure that all confiscated, seized or collected small arms and light weapons are destroyed, subject to any legal constraints associated with the preparation of criminal prosecutions, unless another form of disposition or use has been officially authorized and provided that such weapons have been duly marked and registered.
17. To ensure, subject to the respective constitutional and legal systems of States, that the armed forces, police or any other body authorized to hold small arms and light weapons establish adequate and detailed standards and procedures relating to the management and security of their stocks of these weapons. These standards and procedures should, inter alia, relate to: appropriate locations for stockpiles; physical security measures; control of access to stocks; inventory management and accounting control; staff training; security, accounting and control of small arms and light weapons held or transported by operational units or authorized personnel; and procedures and sanctions in the event of thefts or loss.
18. To regularly review, as appropriate, subject to the respective constitutional and legal systems of States, the stocks of small arms and light weapons held by armed forces, police and other authorized bodies and to ensure that such stocks declared by competent national authorities to be surplus to requirements are clearly identified, that programmes for the responsible disposal, preferably through destruction, of such stocks are established and implemented and that such stocks are adequately safeguarded until disposal.
19. To destroy surplus small arms and light weapons designated for destruction, taking into account, inter alia, the report of the Secretary-General of the United Nations on methods of destruction of small arms, light weapons, ammunition and explosives [S/2000/1092] of 15 November 2000.
20. To develop and implement, including in conflict and post-conflict situations, public awareness and confidence-building programmes on the problems and consequences of the illicit trade in small arms and light weapons in all its aspects, including, where appropriate, the public destruction of surplus weapons and the voluntary surrender of small arms and light weapons, if possible, in cooperation with civil society and non-governmental organizations, with a view to eradicating the illicit trade in small arms and light weapons.
21. To develop and implement, where possible, effective disarmament, demobilization and reintegration programmes, including the effective collection, control, storage and destruction of small arms and light weapons, particularly in post-conflict situations, unless another form of disposition or use has been duly authorized and such weapons have been marked and the alternate form of disposition or use has been recorded, and to include, where applicable, specific provisions for these programmes in peace agreements.
22. To address the special needs of children affected by armed conflict, in particular the reunification with their family, their reintegration into civil society, and their appropriate rehabilitation.
23. To make public national laws, regulations and procedures that impact on the prevention, combating and eradicating of the illicit trade in small arms and light weapons in all its aspects and to submit, on a voluntary basis, to relevant regional and international organizations and in accordance with their national practices, information on, inter alia, (a) small arms and light weapons confiscated or destroyed within their jurisdiction; and (b) other relevant information such as illicit trade routes and techniques of acquisition that can contribute to the eradication of the illicit trade in small arms and light weapons in all its aspects.

**At the regional level**

24. To establish or designate, as appropriate, a point of contact within subregional and regional organizations to act as liaison on matters relating to the implementation of the Programme of Action.
25. To encourage negotiations, where appropriate, with the aim of concluding relevant legally binding instruments aimed at preventing, combating and eradicating the illicit trade in small arms and light weapons in all its aspects, and where they do exist to ratify and fully implement them.
26. To encourage the strengthening and establishing, where appropriate and as agreed by the States concerned, of moratoria or similar initiatives in affected regions or subregions on the transfer and manufacture of small arms and light weapons, and/or regional action programmes to prevent, combat and eradicate the illicit trade in small arms and light weapons in all its aspects, and to respect such moratoria, similar initiatives, and/or action programmes and cooperate with the States concerned in the implementation thereof, including through technical assistance and other measures.
27. To establish, where appropriate, subregional or regional mechanisms, in particular trans-border customs cooperation and networks for information-sharing among law enforcement, border and customs control agencies, with a view to preventing, combating and eradicating the illicit trade in small arms and light weapons across borders.
28. To encourage, where needed, regional and subregional action on illicit trade in small arms and light weapons in all its aspects in order to, as appropriate, introduce, adhere, implement or strengthen relevant laws, regulations and administrative procedures.
29. To encourage States to promote safe, effective stockpile management and security, in particular physical security measures, for small arms and light weapons, and to implement, where appropriate, regional and subregional mechanisms in this regard.
30. To support, where appropriate, national disarmament, demobilization and reintegration programmes, particularly in post-conflict situations, with special reference to the measures agreed upon in paragraphs 28 to 31 of this section.
31. To encourage regions to develop, where appropriate and on a voluntary basis, measures to enhance transparency with a view to combating the illicit trade in small arms and light weapons in all its aspects.

**At the global level**

32. To cooperate with the United Nations system to ensure the effective implementation of arms embargoes decided by the United Nations Security Council in accordance with the Charter of the United Nations.
33. To request the Secretary-General of the United Nations, within existing resources, through the Department for Disarmament Affairs, to collate and circulate data and information provided by States on a voluntary basis and including national reports, on implementation by those States of the Programme of Action.
34. To encourage, particularly in post-conflict situations, the disarmament and demobilization of ex-combatants and their subsequent reintegration into civilian life, including providing support for the effective disposition, as stipulated in paragraph 17 of this section, of collected small arms and light weapons.
35. To encourage the United Nations Security Council to consider, on a case-by-case basis, the inclusion, where applicable, of relevant provisions for disarmament, demobilization and reintegration in the mandates and budgets of peacekeeping operations.
36. To strengthen the ability of States to cooperate in identifying and tracing in a timely and reliable manner illicit small arms and light weapons.
37. To encourage States and the World Customs Organization, as well as other relevant organizations, to enhance cooperation with the International Criminal Police Organization (Interpol) to identify those groups and individuals engaged in the illicit trade in small arms and light weapons in all its aspects in order to allow national authorities to proceed against them in accordance with their national laws.

38. To encourage States to consider ratifying or acceding to international legal instruments against terrorism and transnational organized crime.
39. To develop common understandings of the basic issues and the scope of the problems related to illicit brokering in small arms and light weapons with a view to preventing, combating and eradicating the activities of those engaged in such brokering.
40. To encourage the relevant international and regional organizations and States to facilitate the appropriate cooperation of civil society, including non-governmental organizations, in activities related to the prevention, combat and eradication of the illicit trade in small arms and light weapons in all its aspects, in view of the important role that civil society plays in this area.
41. To promote dialogue and a culture of peace by encouraging, as appropriate, education and public awareness programmes on the problems of the illicit trade in small arms and light weapons in all its aspects, involving all sectors of society.

**III. Implementation, international cooperation and assistance**

1. We, the States participating in the Conference, recognize that the primary responsibility for solving the problems associated with the illicit trade in small arms and light weapons in all its aspects falls on all States. We also recognize that States need close international cooperation to prevent, combat and eradicate this illicit trade.
2. States undertake to cooperate and to ensure coordination, complementarity and synergy in efforts to deal with the illicit trade in small arms and light weapons in all its aspects at the global, regional, subregional and national levels and to encourage the establishment and strengthening of cooperation and partnerships at all levels among international and intergovernmental organizations and civil society, including non-governmental organizations and international financial institutions.
3. States and appropriate international and regional organizations in a position to do so should, upon request of the relevant authorities, seriously consider rendering assistance, including technical and financial assistance where needed, such as small arms funds, to support the implementation of the measures to prevent, combat and eradicate the illicit trade in small arms and light weapons in all its aspects as contained in the Programme of Action.
4. States and international and regional organizations should, upon request by the affected States, consider assisting and promoting conflict prevention. Where requested by the parties concerned, in accordance with the principles of the Charter of the United Nations, States and international and regional organizations should consider promotion and assistance of the pursuit of negotiated solutions to conflicts, including by addressing their root causes.
5. States and international and regional organizations should, where appropriate, cooperate, develop and strengthen partnerships to share resources and information on the illicit trade in small arms and light weapons in all its aspects.
6. With a view to facilitating implementation of the Programme of Action, States and international and regional organizations should seriously consider assisting interested States, upon request, in building capacities in areas including the development of appropriate legislation and regulations, law enforcement, tracing and marking, stockpile management and security, destruction of small arms and light weapons and the collection and exchange of information.
7. States should, as appropriate, enhance cooperation, the exchange of experience and training among competent officials, including customs, police, intelligence and arms control officials, at the national, regional and global levels in order to combat the illicit trade in small arms and light weapons in all its aspects.
8. Regional and international programmes for specialist training on small arms stockpile management and security should be developed. Upon request, States and appropriate international or regional organizations in a position to do so should support these programmes. The United Nations, within existing resources, and other appropriate international or regional

- organizations should consider developing capacity for training in this area.
9. States are encouraged to use and support, as appropriate, including by providing relevant information on the illicit trade in small arms and light weapons, Interpol's International Weapons and Explosives Tracking System database or any other relevant database that may be developed for this purpose.
  10. States are encouraged to consider international cooperation and assistance to examine technologies that would improve the tracing and detection of illicit trade in small arms and light weapons, as well as measures to facilitate the transfer of such technologies.
  11. States undertake to cooperate with each other, including on the basis of the relevant existing global and regional legally binding instruments as well as other agreements and arrangements, and, where appropriate, with relevant international, regional and intergovernmental organizations, in tracing illicit small arms and light weapons, in particular by strengthening mechanisms based on the exchange of relevant information.
  12. States are encouraged to exchange information on a voluntary basis on their national marking systems on small arms and light weapons.
  13. States are encouraged, subject to their national practices, to enhance, according to their respective constitutional and legal systems, mutual legal assistance and other forms of cooperation in order to assist investigations and prosecutions in relation to the illicit trade in small arms and light weapons in all its aspects.
  14. Upon request, States and appropriate international or regional organizations in a position to do so should provide assistance in the destruction or other responsible disposal of surplus stocks or unmarked or inadequately marked small arms and light weapons.
  15. Upon request, States and appropriate international or regional organizations in a position to do so should provide assistance to combat the illicit trade in small arms and light weapons linked to drug trafficking, transnational organized crime and terrorism.
  16. Particularly in post-conflict situations, and where appropriate, the relevant regional and international organizations should support, within existing resources, appropriate programmes related to the disarmament, demobilization and reintegration of ex-combatants.
  17. With regard to those situations, States should make, as appropriate, greater efforts to address problems related to human and sustainable development, taking into account existing and future social and developmental activities, and should fully respect the rights of the States concerned to establish priorities in their development programmes.
  18. States, regional and subregional and international organizations, research centres, health and medical institutions, the United Nations system, international financial institutions and civil society are urged, as appropriate, to develop and support action-oriented research aimed at facilitating greater awareness and better understanding of the nature and scope of the problems associated with the illicit trade in small arms and light weapons in all its aspects.

#### IV. Follow-up to the United Nations Conference on the Illicit Trade in Small Arms and Light Weapons in All Its Aspects

1. We, the States participating in the United Nations Conference on the Illicit Trade in Small Arms and Light Weapons in All Its Aspects, recommend to the General Assembly the following agreed steps to be undertaken for the effective follow-up of the Conference:
  - (a) To convene a conference no later than 2006 to review progress made in the implementation of the Programme of Action, the date and venue to be decided at the fifty-eighth session of the General Assembly;
  - (b) To convene a meeting of States on a biennial basis to consider the national, regional and global implementation of the Programme of Action;
  - (c) To undertake a United Nations study, within existing resources, for examining the feasibility of developing an international instrument to enable States to identify and trace in a timely and reliable manner illicit small arms and light weapons;

- (d) To consider further steps to enhance international cooperation in preventing, combating and eradicating illicit brokering in small arms and light weapons.
2. Finally, we, the States participating in the United Nations Conference on the Illicit Trade in Small Arms and Light Weapons in All Its Aspects:
  - (a) Encourage the United Nations and other appropriate international and regional organizations to undertake initiatives to promote the implementation of the Programme of Action;
  - (b) Also encourage all initiatives to mobilize resources and expertise to promote the implementation of the Programme of Action and to provide assistance to States in their implementation of the Programme of Action;
  - (c) Further encourage non-governmental organizations and civil society to engage, as appropriate, in all aspects of international, regional, subregional and national efforts to implement the present Programme of Action.

## Annex 2

### UNITED NATIONS SECURITY COUNCIL RESOLUTION 1325 ON WOMEN, PEACE AND SECURITY Resolution (S/RES/1325) 31 October 2000.

#### The Security Council,

**Recalling** its resolutions 1261 (1999) of 25 August 1999, 1265 (1999) of 17 September 1999, 1296 (2000) of 19 April 2000 and 1314 (2000) of 11 August 2000, as well as relevant statements of its President and recalling also the statement of its President, to the press on the occasion of the United Nations Day for Women's Rights and International Peace of 8 March 2000 (SC/6816), **Recalling** also the commitments of the Beijing Declaration and Platform for Action (A/52/231) as well as those contained in the outcome document of the twenty-third Special Session of the United Nations General Assembly entitled "Women 2000: Gender Equality, Development and Peace for the twenty-first century" (A/S-23/10/Rev.1), in particular those concerning women and armed conflict, **Bearing** in mind the purposes and principles of the Charter of the United Nations and the primary responsibility of the Security Council under the Charter for the maintenance of international peace and security, **Expressing** concern that civilians, particularly women and children, account for the vast majority of those adversely affected by armed conflict, including as refugees and internally displaced persons, and increasingly are targeted by combatants and armed elements, and recognizing the consequent impact this has on durable peace and reconciliation, **Reaffirming** the important role of women in the prevention and resolution of conflicts and in peace-building, and stressing the importance of their equal participation and full involvement in all efforts for the maintenance and promotion of peace and security, and the need to increase their role in decision-making with regard to conflict prevention and resolution, **Reaffirming** also the need to implement fully international humanitarian and human rights law that protects the rights of women and girls during and after conflicts, **Emphasizing** the need for all parties to ensure that mine clearance and mine awareness programmes take into account the special needs of women and girls, **Recognizing** the urgent need to mainstream a gender perspective into peacekeeping operations, and in this regard noting the Windhoek Declaration and the Namibia Plan of Action on Mainstreaming a Gender Perspective in Multidimensional Peace Support Operations (S/2000/693), **Recognizing** also the importance of the recommendation contained in the statement of its President to the press of 8 March 2000 for specialized training for all peacekeeping personnel on the protection, special needs and human rights of women and children in conflict situations, **Recognizing** that an understanding of the impact of armed conflict on women and girls, effective institutional arrangements to guarantee their protection and full participation in the peace process can significantly contribute to the maintenance and promotion of international peace and security,

**Noting** the need to consolidate data on the impact of armed conflict on women and girls,

1. **Urges** Member States to ensure increased representation of women at all decision-making levels in national, regional and international institutions and mechanisms for the prevention, management, and resolution of conflict;
2. **Encourages** the Secretary-General to implement his strategic plan of action (A/49/587) calling for an increase in the participation of women at decision-making levels in conflict resolution and peace processes;
3. **Urges** the Secretary-General to appoint more women as special representatives and envoys to pursue good offices on his behalf, and in this regard calls on Member States to provide candidates to the Secretary-General, for inclusion in a regularly updated centralized roster;
4. **Further urges** the Secretary-General to seek to expand the role and contribution of women in United Nations field-based operations, and especially among military observers, civilian police, human rights and humanitarian personnel;
5. **Expresses** its willingness to incorporate a gender perspective into peacekeeping operations and urges the Secretary-General to ensure that, where appropriate, field operations include a gender component;
6. **Requests** the Secretary-General to provide to Member States training guidelines and materials on the protection, rights and the particular needs of women, as well as on the importance of involving women in all peacekeeping and peace-building measures, invites Member States to incorporate these elements as well as HIV/AIDS awareness training into their national training programmes for military and civilian police personnel in preparation for deployment and further requests the Secretary-General to ensure that civilian personnel of peacekeeping operations receive similar training;
7. **Urges** Member States to increase their voluntary financial, technical and logistical support for gender-sensitive training efforts, including those undertaken by relevant funds and programmes, inter alia, the United Nations Fund for Women and United Nations Children's Fund, and by the United Nations High Commissioner for Refugees and other relevant bodies;
8. **Calls** on all actors involved, when negotiating and implementing peace agreements, to adopt a gender perspective, including, inter alia: (a) The special needs of women and girls during repatriation and resettlement and for rehabilitation, reintegration and post-conflict reconstruction; (b) Measures that support local women's peace initiatives and indigenous processes for conflict resolution, and that involve women in all of the implementation mechanisms of the peace agreements; (c) Measures that ensure the protection of and respect for human rights of women and girls, particularly as they relate to the constitution, the electoral system, the police and the judiciary;
9. **Calls** upon all parties to armed conflict to respect fully international law applicable to the rights and protection of women and girls as civilians, in particular the obligations applicable to them under the Geneva Conventions of 1949 and the Additional Protocols thereto of 1977, the Refugee Convention of 1951 and the Protocol thereto of 1967, the Convention Security Council - 5 - Press Release SC/6942 4213th Meeting (PM) 31 October 2000 on the Elimination of All Forms of Discrimination against Women of 1979 and the Optional Protocol thereto of 1999 and the United Nations Convention on the Rights of the Child of 1989 and the two Optional Protocols thereto of 25 May 2000, and to bear in mind the relevant provisions of the Rome Statute of the International Criminal Court;
10. **Calls** on all parties to armed conflict to take special measures to protect women and girls from gender-based violence, particularly rape and other forms of sexual abuse, and all other forms of violence in situations of armed conflict;
11. **Emphasizes** the responsibility of all States to put an end to impunity and to prosecute those responsible for genocide, crimes against humanity, war crimes including those relating to sexual violence against women and girls, and in this regard, stresses the need to exclude these crimes, where feasible from amnesty provisions;
12. **Calls** upon all parties to armed conflict to respect the civilian and humanitarian character of refugee camps and settlements, and to take into account the particular needs of women and girls, including in their design, and recalls its resolution 1208 (1998) of 19 November 1998;
13. **Encourages** all those involved in the planning for disarmament, demobilization and reintegration to consider the different needs of female and male ex-combatants and to take into account the needs of their dependants;
14. **Reaffirms** its readiness, whenever measures are adopted under Article 41 of the Charter of the United Nations, to give consideration to their potential impact on the civilian population, bearing in mind the special needs of women and girls, in order to consider appropriate humanitarian exemptions;
15. **Expresses** its willingness to ensure that Security Council missions take into account gender considerations and the rights of women, including through consultation with local and international women's groups;
16. **Invites** the Secretary-General to carry out a study on the impact of armed conflict on women and girls, the role of women in peace-building and the gender dimensions of peace processes and conflict resolution, and further invites him to submit a report to the Security Council on the results of this study and to make this available to all Member States of the United Nations;
17. **Requests** the Secretary-General, where appropriate, to include in his reporting to the Security Council, progress on gender mainstreaming throughout peacekeeping missions and all other aspects relating to women and girls;
18. **Decides** to remain actively seized of the matter.

## Annex 3

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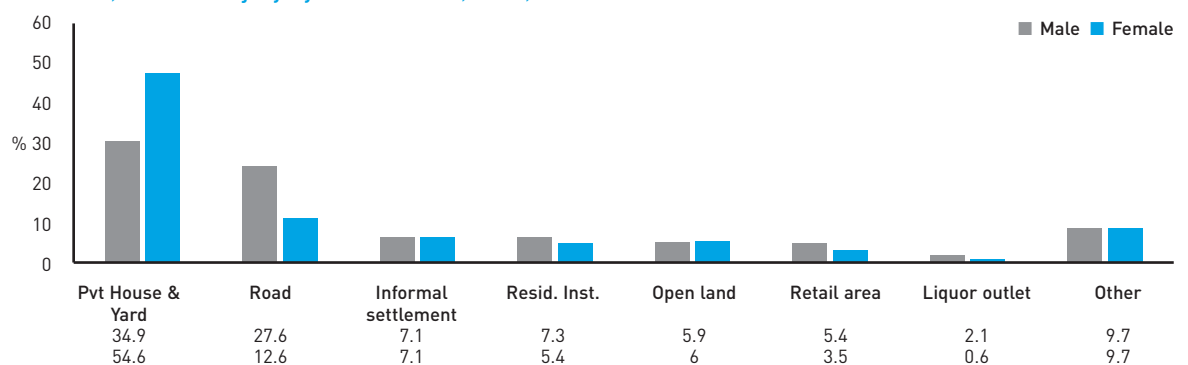
## Annex 4

### Examples of Gender-disaggregated Statistics

Gun Free South Africa Statistics 2002

- Firearm homicides dominated for both males and females – 54% of males were killed using firearms, while 43% of female homicides involved guns.
- For both males and females, most homicides occurred in private homes, indicating that the victim and assailant were known to one another.

### Homicide, Scene of Injury by Sex of Victim, 2000, N=3768



## Endnotes

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2. Human Security is defined as "an approach that recognises that lasting stability cannot be achieved until people are protected from violent threats to their rights, safety or lives" (source: the Canadian Department of Foreign Affairs and International Trade).
3. Small Arms Survey. 2002. *Small Arms Survey 2002: counting the human cost*. Oxford: Oxford University Press. p. 80.
4. The Government of Canada defines Human Security as an approach that recognises that lasting stability cannot be achieved until people are protected from violent threats to their rights, safety or lives.
5. World Health Organisation. 2002. *World Report on Violence and Health*. Geneva: WHO. Pp. 274-275.
6. According to the UN Economic and Social Council gender mainstreaming refers to the process of assessing the implications for women and men of any planned action, including legislations, policies or programmes in all areas and at all levels. It is a strategy for making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that women and men benefit equally and inequalities are not further perpetuated.
7. DDA Gender Action Plan, p.3, April 2003.
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11. See Annex 4.
12. The Brazil-based movement Viva Rio made use of government statistics relating to gun homicides in a campaign led by women to reduce SALW possession by men. The statistics showed that the primary users and victims of SALW were young men.
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