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Edition 2

SEESAC STRATEGY FOR GENDER ISSUES IN SALW CONTROL AND AVPP¹ ACTIVITIES

INTRODUCTION

Broad statistics about the victims and the perpetrators of firearms-related violence in SEE demonstrate clearly what a gendered phenomenon this often is. Based on limited sub-regional armed violence analysis, men constitute approximately 99 percent of the perpetrators of firearms-related crime and 85 percent of victims (injuries and death). Women constitute approximately one percent of perpetrators and 15 percent of victims.² As evidenced, while women constitute a much smaller percentage of firearms related victims they are largely absent from the statistics concerning perpetrators, and when they are killed it is almost exclusively by men. Furthermore, there are often social and economic consequences for women when men are killed, as women are left alone to care for and secure economic resources for the household. Men overwhelmingly own the weapons, and there are considerable cultural pressures on men to conform to social expectations of masculinity. This includes the perpetration of violence against women and ostentatious displays of small arms. Consequently SALW Control and AVPP activities must be looked at from a gender perspective, addressing the particular elements that normalise and perpetuate pro-gun and pro-violence behaviours.

From the perspective of women, firearms in the hands of men within their family and intimate circle greatly increase the potential lethality of domestic violence; including those weapons that are legally owned and registered. The limited evidence available from the national SALW Surveys or the Media Monitoring Armed Violence Analysis clearly indicates that many women are injured or killed each year in SEE by firearms. Many more are threatened or intimidated. With this in mind SALW Control must be improved and clearly linked to domestic and other sex and gender-based violence prevention to increase the protection of women. Women themselves have a role to play in this change. Within SEE women have been largely absent from the decision-making process within the security and judicial sectors, which are seen as exclusively male domains. However women have an important role to play in the security debate, including the question of SALW reduction and domestic controls. In addition to this being an important step towards gender equality, *'women are more likely to support strong measures to control access to small arms, and have played a major role in initiatives aimed at reducing the availability and misuse of weapons worldwide'*.³

From the male perspective there is a need to look at the role that socialisation plays in perpetuating violence and aggression and in particular the use of firearms amongst men and against women. Why is gun use by men the norm in many cultures?⁴ What leads to a tendency towards violent resolution of conflicts? Equally important is to understand why large numbers of men *do not* use arms and seek to support this group while aiming to address the issues that provoke others to use violence.⁵

Through this dual approach of addressing issues of SALW proliferation as they relate to and affect both men and women, SEESAC aims to support human security and sustainable development for families and broader communities by minimising the extent and impact of SALW misuse.

¹ Armed Violence Prevention Programmes and Projects.

² See Annex A.

³ *'Gendered Perspectives on Small Arms Proliferation and Misuse: Effects and Policies'*, W. Cukier, A. Kooistra and M. Anto, BICC, Brief 24, 2002, p. 25.

⁴ A first review of this issue is covered in the SEESAC publication, *'Gun Culture in South Eastern Europe'*, May, 2006.

⁵ Centre for Humanitarian Dialogue, *'Missing Pieces: A Guide for Reducing Gun Violence through Parliamentary Action'*, 2007, p. 84.

Under BCPR's 'Overall Framework and Strategic Guidance for Work Planning', Gender Equality in Crisis Prevention and Recovery was adopted as the annual priority for 2007. To support this priority it was recommended that a minimum of 15 per cent of human and financial resources should be allocated towards gender-related initiatives. This is reflected in the SEESAC project document and funding allocation.

PRINCIPLES OF SEESAC ENGAGEMENT

- 'Do No Harm'.
- An evidence based approach, developed from specifically targeted Operational Research,⁶ where possible. (Pure and strategic research is not a SEESAC responsibility).
- Projects, interventions and activities should be designed to have 'impact' at the operational level. Limited conferences and research may be funded if these can be directly linked to subsequent action on the ground or are advocacy-oriented.
- In accordance with, and to support, the objectives of UNSCR 1325⁷ and UNDP's Eight-Point Agenda.⁸
- Synergy with wider gender related domestic violence and gender empowerment programmes and activities will be explored, but SEESAC should not be the primary partner in such ongoing activities. SEESAC will also aim to bring a SALW perspective to ongoing initiatives concerning gender and security in the region.
- In accordance with the Paris Declaration on Aid Effectiveness.
- In cooperation with national and local government strategies on gender and gender mainstreaming.

RELATIONSHIP TO THE UNDP 'EIGHT-POINT AGENDA' (2006)⁹

SEESAC's strategy to incorporate gender issues in SALW control and AVPP activities endeavours to respond (within capability and resources) to all relevant points of the 'Eight-Point Agenda' that refer to the thematic areas of SALW Control and AVPP.

Assessing the impact of SALW on individuals by gender¹⁰

Domestic violence persists globally but with the added complexity of Post-Traumatic Stress Disorder resulting from the previous recent conflicts within SEE. Given the large number of guns in circulation amongst the civilian population, and the unprecedented use of sexual violence in wars in the Balkans that may have normalised gender-based violence in the aftermath, domestic violence has the potential to become more lethal. In addition to this, '*guns do not necessarily have to be fired to pose a serious security threat and are often used to threaten and intimidate*',¹¹ with the result that victims live in fear and are less likely to report incidences of domestic violence.

In the comprehensive National SALW Surveys of countries within the region, data is disaggregated according to gender.¹² In order to ensure that the data can be meaningfully utilised by relevant organisations

⁶ This may include Media Monitoring Reports and Analysis, SALW Surveys and data collected by women's shelters.

⁷ UN Security Council Resolution 1325, <http://daccessdds.un.org/doc/UNDOC/GEN/N00/720/18/PDF/N0072018.pdf?OpenElement>, accessed on 21 May 2007.

⁸ UNDP's Eight-Point Agenda for Women's Empowerment and Gender Equality in Crisis Prevention and Recovery, http://www.undp.org/bcpr/documents/gender/eight_points_agenda.pdf, accessed on 21 May 2007.

⁹ Ibid.

¹⁰ Covered by 1. Strengthen Women's Security in Crisis and 6. Ensure Gender-Responsive Recovery of UNDP's 'Eight-Point Agenda'.

¹¹ Centre for Humanitarian Dialogue, 'Missing Pieces: A Guide for Reducing Gun Violence through Parliamentary Action', 2007, p. 82.

¹² This is not always published within the consolidated report, but the data is held by the survey organization.

working to protect women from violence, the disaggregated data will be made available and the SALW Survey Protocols' amended to include more gender specific work for future SALW Surveys.

SEESAC will also support Surveys by other organisations aimed at collecting information on violence in the family and communities, where appropriate, in terms of integrating a small arms component into the research. For example, surveys on domestic violence can be supported to include data gathering on the impact of the presence of a weapon on the extent and severity of domestic violence cases.

Further information can be obtained from Media Monitoring Reports (MMR) and Impact Analysis and from women's shelters in the region, which often keep extensive records although these are not collated or centralised. SEESAC will ensure that data from MMR will be gender and age disaggregated and widely disseminated, and will support the creation of a regional database containing information on the impact of SALW on women to be used as a resource and advocacy tool for stakeholders involved in the protection of women.

Empowering women's organisations¹³

As part of the SALW Awareness strategy for 2007, SEESAC will work towards empowering women's organisations in SEE to understand and advocate to ameliorate the specific impact SALW have on women by:

- ❑ Building partnerships with women's organisations working in SEE to encourage them to engage in the 'armed violence against women' issue;
- ❑ Disseminating gender-disaggregated data to identified stakeholders on the ways in which SALW proliferation impacts on women in each country; and
- ❑ Building response capacity by promoting the SALW Awareness Support Pack (SASP 2) to train women's organisations to follow the project cycle to ensure activities are targeted and successful.

Promoting women's political participation¹⁴

As part of the work of the Secretariat of Parliamentarians working on SALW, encourage and support women parliamentarians to both engage on the issue of SALW control and to participate in the Network of Parliamentarians working on SALW in SEE, which will be established by SEESAC in 2007, with a view to:

- ❑ Developing their knowledge on SALW control issues;
- ❑ Raise awareness of the impact of SALW on women;
- ❑ Building their lobbying capacity as parliamentarians.
- ❑ Strengthening the rule of law and increasing gender responsiveness of security institutions.¹⁵

Strengthening the rule of law and increasing gender responsiveness of security institutions

Related to Points 2 and 3, SEESAC will support civil society, Parliamentarians and other actors to lobby for improved legislation in the field of SALW control that will better protect both women and men. The acquisition of guns and ammunition by those who have committed domestic or other interpersonal violence must be restricted in order to better protect victims. Pre-emptive measures should also be established so that guns can be collected on the basis of likely threat, rather than prior conviction.¹⁶

¹³ Covered by 3. Expand Women's Citizenship, Participation and Leadership; 6. Ensure Gender-Responsive Recovery and 8. Develop Capacities for Social Change of UNDP's Eight-Point Agenda.

¹⁴ Covered by 3. Expand Women's Citizenship, Participation and Leadership and 7. Transform Government to Deliver for Women of UNDP's 'Eight-Point Agenda'.

¹⁵ Covered by 1. Strengthen Women's Security and Crisis and 2. Advance Gender Justice of UNDP's 'Eight-Point Agenda'.

¹⁶ Centre for Humanitarian Dialogue, 'Missing Pieces: A Guide for Reducing Gun Violence through Parliamentary Action', 2007, p. 89.

In addition to improving legislation, the capacity of law enforcement authorities to implement both small arms control and domestic violence prevention legislation must be increased. The gender responsiveness of security institutions will be addressed with particular focus on police training. There is a need for increased training of Police Officers to raise awareness of the impact of SALW in domestic violence cases, even if a weapon is not fired. Officers must be trained to better understand and enforce SALW legislation in domestic violence cases, and to interact more productively with other service providers concerned with the protection of domestic violence victims.

Addressing the male dimensions of small arms misuse¹⁷

Traditionally gender programmes have tended to focus on gender issues as they impact on women alone. In relation to firearms-related violence it is particularly important to address the problem from a perspective that tries to understand men's motivations for gun ownership and use, given the fact that men are almost exclusively the owners of firearms and the perpetrators of firearms-related violence. In this regard programmes that encourage positive, non-violent models of manhood should be supported.

Since any kind of behaviour change programme must be long-term and integrated, and supported by alternative educational and/ or employment opportunities for the target group, this aspect of the problem will likely only be addressed in cooperation with other stakeholders working on related programmes to prevent male violence. SEESAC is willing to provide support and advice to such projects, for example UNICEF's 'Violence Free Schools', to integrate a SALW perspective into ongoing initiatives aimed at reducing violence. In this area SEESAC will also work to support national and local government strategies and policies, such as State Strategies against domestic violence.

Support gender mainstreaming at the operational level

Gender mainstreaming strives to ensure that the views and situations of both men and women are included in any planned action, including legislation, policies and programmes. This is crucial when it comes to achieving a sustainable solution to the problem of SALW proliferation and use.¹⁸

SEESAC will work with the Chief Technical Advisors (CTAs)/ SALW Project Managers in the Western Balkans to build their capacity on gender issues related to SALW, and in particular to mainstream gender at the operational level into UNDP SALW Project Documents. SEESAC will facilitate sharing of information, including lessons learned and best practices, between CTAs, as well as identifying and facilitating training opportunities. The CTAs and respective UNDP Country Offices will in turn support national authorities to mainstream gender into their National SALW Action Plans.

¹⁷ Covered by 8. Develop Capacities for Social Change of UNDP's 'Eight-Point Agenda'.

¹⁸ Parliamentary Forum on SALW, 'Policy Statement on Gender and SALW', Board of the Parliamentary Forum on SALW, meeting in Kenya, 03 - 04 May 2007.

ANNEX A - ARMED VIOLENCE IMPACT ANALYSIS (2007)

The statistics in the following matrix have been extracted from the national EUSAC/UNDP Media Monitoring reports and Consolidated Armed Violence Analysis derived from those reports. In order to allow for comparisons, data is included from 01 January - 31 April 2007 only, as the Armed Violence Impact Analysis system only went 'live' in most countries on 01 January 2007.

COUNTRY / ENTITY	PERPETRATORS		VICTIMS		REMARKS
	MALE	FEMALE	MALE	FEMALE	
Albania	92 (98%)	2 (2%)	55 (81%)	13 (19%)	
Bosnia	60 (98%)	1 (2%)	45 (92%)	4 (8%)	
Croatia ¹⁹	219 (98%)	4 (2%)	110 (63%)	66 (37%)	
FYR Macedonia	59 (100%)	0 (0%)	43 (90%)	5 (10%)	
Kosovo ²⁰	620 (98%)	10 (2%)	219 (93%)	16 (7%)	
Montenegro	24 (100%)	0 (0%)	22 (92%)	2 (8%)	
SUB-REGIONAL AVERAGE PERCENTAGES	99%	1%	85%	15%	

¹⁹ Figures from Croatia are from January-March 2007.

²⁰ Figures from Kosovo are derived from police reports, rather than Media Monitoring Report Impact Analysis. The large discrepancy between figures for Kosovo and other countries is likely to highlight a trend for weak reporting of SALW-related incidents in the media, rather than such a significantly higher number of incidents in Kosovo than in other countries of the region.

ANNEX B

GENDER ENGAGEMENT IN SALW FUNCTIONAL AREAS AND AVPP THEMATIC AREAS

SALW FUNCTIONAL AREA	GENDER ENGAGEMENT
Cross Border Controls	<ul style="list-style-type: none"> ▪ Minimal, but there is a possible connection to human trafficking.
Legislation	<ul style="list-style-type: none"> ▪ Build the capacity of civil society and Parliamentarians to lobby for improved legislation on weapons acquisition and possession and to connect this with domestic violence prevention legislation.
Management of Information	<ul style="list-style-type: none"> ▪ Develop a regional database on the impact of SALW on women and girls. ▪ Ensure that gender is mainstreamed into National SALW Control Strategies. ▪ Development of an RMDS/G on SALW and Gender.
SALW Awareness and Communication	<ul style="list-style-type: none"> ▪ Disseminate, or advocate for, gender-disaggregated information to stakeholders. ▪ Assist with gender analysis for improved lobbying to control arms. ▪ NGO co-ordination and capacity development. ▪ Promote SASP to build response capacity of women's organisations.
SALW Collection	<ul style="list-style-type: none"> ▪ Engage women in SALW Collection campaigns as part of the advocacy, monitoring and verification processes.
SALW Destruction	<ul style="list-style-type: none"> ▪ Minimal.
SALW Management	<ul style="list-style-type: none"> ▪ Minimal.
SALW Survey	<ul style="list-style-type: none"> ▪ Ensure that the SALW Survey Protocols are updated to include a gender perspective. ▪ Ensure that all data collected and disseminated is gender and age disaggregated.

AVPP THEMATIC AREA	GENDER ENGAGEMENT
Safer Community Plans	<ul style="list-style-type: none"> ▪ Women should be involved in the decision making process and the PARE (Problem – Analysis – Response – Evaluation) approach from the outset.
Community Based Policing	<ul style="list-style-type: none"> ▪ People-centred approach, including sensitivities around gender and gender-based violence.
Police Training	<ul style="list-style-type: none"> ▪ Improve gender-responsiveness of Police Services dealing with DV cases involving firearms. ▪ Increase knowledge of Police Services of the impact of firearms on women.

ANNEX C - KEY REFERENCES AND BIBLIOGRAPHY

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