



# Training Manual On Gender-Mainstreaming Small Arms Control



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# Training Manual On Gender-Mainstreaming Small Arms Control

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## Foreword

Small arms and light weapons and their illicit trade and misuse continue to impede sustainable peace and development. Given the differentiated impacts of armed violence on women, men, girls and boys, addressing gender dimensions is a critical factor in ensuring national, regional and international peace and security.

Particularly, when dealing with small arms and light weapons, incorporating a gender-responsive approach to policies and programmes is required for effective and sustainable interventions. This includes both taking a gendered approach to analysis and policy-making, but also ensuring that women have equal, full and effective participation in decision-making.

There is growing recognition that, in implementing small arms regulatory instruments and other relevant global frameworks such as the Programme of Action (PoA) on small arms and light weapons in all its aspects, the Firearms Protocol, the Arms Trade Treaty, the 2030 Agenda for Sustainable Development and the Women, Peace and Security Agenda states must take into account the gender dimension that, although not systematically referenced in some of these instruments, has, in practice, proven to be vital to the implementation processes.

The United Nations Office for Disarmament Affairs is committed to ensuring the systematic and effective mainstreaming of gender aspects in all small arms and light weapons regulatory instruments, policies and measures at the global, regional and national levels. This approach, in our view, can directly contribute to the elimination of all forms of violence and discrimination against women and girls as governments and other stakeholders strive, in the words of the 2030 Agenda for Sustainable Development, to significantly reduce the illicit flows of arms that obstructs development prospects.

One of the major outputs of the project we have executed on mainstreaming gender perspectives in small arms control over the past three years and in more than 18 countries in Africa, Latin America and the Caribbean and Asia and the Pacific has been this training manual on gender-responsive small arms control. This manual is intended to guide the integration of gender dimensions into national small arms projects, programmes, and policies. Through coverage of relevant normative agendas, international and national policies, and operational aspects, this manual can assist in training all relevant stakeholders on the need for and methods to ensure that gender dimensions form an integral part of the analysis, planning, implementation, monitoring and evaluation of small arms control actions, particularly at the national level.

It is my hope that this manual will contribute not only to the normative discussion on the need for gender-responsive small arms control but also to its practical implementation to ensure success at the local, national and regional levels.

I wish to extend to the European Union our gratitude for its generous contribution that has made this work possible. I also thank all partners that have contributed in the production of this manual.

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Izumi Nakamitsu

United Nations High Representative  
for Disarmament Affairs

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# Abbreviations and acronyms

<b>ACLED</b>	Armed Conflict Location & Event Data Project	<b>NGO</b>	Non-governmental organization
<b>AKSHE</b>	State Export Control Authority (Albania)	<b>Organized Crime Convention</b>	United Nations Convention against Transnational Organized Crime
<b>AOAV</b>	Action on Armed Violence	<b>OSCE</b>	Organization for Security and Co-operation in Europe
<b>ATT</b>	Arms Trade Treaty	<b>P/CVE</b>	Preventing and countering violent extremism
<b>BNPS</b>	Bangladesh Nari Progati Sangha	<b>PDE</b>	Peace and Disarmament Education
<b>BPA</b>	Bougainville peace agreement	<b>PoA</b>	United Nations Programme of Action to Prevent, Combat and Eradicate the Illicit Trade in Small Arms and Light Weapons in All Its Aspects
<b>CEDAW</b>	Convention on the Elimination of All Forms of Discrimination Against Women	<b>PfA</b>	Beijing Declaration and Platform for Action
<b>CFSP</b>	Common Foreign and Security Policy of the European Union	<b>PMSC</b>	Private military and security companies
<b>COE</b>	Center of Excellence in Statistical Information on Government, Crime, Victimization and Justice	<b>PPE</b>	Personal protective equipment
<b>CRSV</b>	Conflict-related sexual violence	<b>PSSM</b>	Physical security and stockpile management
<b>CSP5</b>	The Fifth Conference of States Parties to the ATT	<b>RECSA</b>	Regional Centre on Small Arms
<b>CVR</b>	Community violence reduction	<b>RNFJA</b>	National Registry of Femicides of the Argentine Justice
<b>DCAF</b>	Geneva Centre for Security Sector Governance	<b>SADD</b>	Sex- and age-disaggregated data
<b>DDR</b>	Disarmament, demobilization and reintegration	<b>SALIENT</b>	The Saving Lives Entity
<b>DRC</b>	Democratic Republic of the Congo	<b>SALW</b>	Small arms and light weapons
<b>ECLAC</b>	Economic Commission for Latin America and the Caribbean	<b>SALW NAP</b>	National Action Plan on small arms and light weapons control
<b>ECOSOC</b>	United Nations Economic and Social Council	<b>SAMR</b>	Substitution, Augmentation, Modification, and Redefinition model
<b>FARC</b>	Revolutionary Armed Forces of Colombia	<b>SDG</b>	Sustainable Development Goal
<b>Firearms Protocol</b>	Protocol against the Illicit Manufacturing of and Trafficking in Firearms, their Parts and Components and Ammunition	<b>SEESAC</b>	South Eastern and Eastern Europe Clearinghouse for the Control of Small Arms and Light Weapons
<b>GBV</b>	Gender-based violence	<b>SGBV</b>	Sexual and gender-based violence
<b>GBVIMS</b>	Gender-Based Violence Information Management System	<b>SLANSA</b>	Sierra Leone Action Network on Small Arms
<b>GDC</b>	General Directorate of Customs	<b>SLeNCSA</b>	Sierra Leone National Commission on Small Arms
<b>GFSA</b>	Gun Free South Africa (NGO)	<b>SOP</b>	Standard Operation Procedures
<b>GFZ</b>	Gun-free zone	<b>SSR</b>	Security sector reform
<b>GIWPS</b>	Georgetown Institute for Women, Peace and Security	<b>UEMS</b>	Unplanned explosion at munitions site
<b>GCP</b>	Gender coaching programmes	<b>UN</b>	United Nations
<b>HRDDP</b>	United Nations Human Rights Due Diligence Policy	<b>UN Basic Principles</b>	United Nations Basic Principles on the Use of Force and Firearms by Law Enforcement Officials
<b>IASC</b>	Inter-agency Standing Committee	<b>UNDAF</b>	United Nations Development Assistance Framework
<b>IATG</b>	International Ammunition Technical Guideline	<b>UNDP</b>	United Nations Development Programme
<b>ICoC</b>	International Code of Conduct for Private Security Service Providers	<b>UNFPA</b>	United Nations Population Fund
<b>ICRC</b>	International Committee of the Red Cross	<b>UNIDIR</b>	United Nations Institute for Disarmament Research
<b>IDDRS</b>	Integrated DDR Standards	<b>United Nations Prevention Framework</b>	Framework to underpin action to prevent violence against women (United Nations)
<b>IED</b>	Improvised explosive device	<b>UNLIREC</b>	United Nations Regional Centre for Peace, Disarmament and Development in Latin America and the Caribbean
<b>INEGI</b>	National Institute of Statistics and Geography (Mexico)	<b>UNMAS</b>	United Nations Mine Action Service
<b>INTERPOL</b>	International Criminal Police Organization	<b>UNODA</b>	United Nations Office for Disarmament Affairs
<b>IPV</b>	Intimate partner violence	<b>UNODC</b>	United Nations Office for Drugs and Crime
<b>ITI</b>	International Tracing Instrument	<b>UNRCPD</b>	United Nations Regional Centre for Peace and Disarmament in Asia and the Pacific
<b>KPI</b>	Key Performance Indicator	<b>UNSCR</b>	United Nations Security Council Resolution
<b>LAC</b>	Latin America and Caribbean	<b>UNSDCF</b>	United Nations Sustainable Development Cooperation Framework
<b>LACSI</b>	Latin America and the Caribbean Crime Victimization Survey Initiative	<b>WHO</b>	World Health Organization
<b>LCMA</b>	Lifecycle management of ammunition	<b>WILPF</b>	Women's International League for Peace and Freedom
<b>LPI</b>	Living Peace Institute	<b>WPDN</b>	Women for Peace and Democracy in Nepal
<b>MAG</b>	Mines Advisory Group	<b>WPS</b>	Women, peace and security
<b>MARA</b>	Monitoring, Analysis and Reporting Arrangements		
<b>MINUSCA</b>	United Nations Multidimensional Integrated Stabilization Mission in the Central African Republic		
<b>MoHSW</b>	Ministry of Health and Social Welfare (Albania)		
<b>MOSAIC</b>	Modular Small-arms-control Implementation Compendium		
<b>NAP</b>	National Action Plan		



## UNIT 1

# Planning and designing training



**This unit is written primarily as an introduction for trainers. It provides the basis for the planning and design of activities in which gender is considered from the outset and includes a suggestion on how to structure an introductory session to such activities.**

### **LEARNING OBJECTIVES**

- » Organizations and trainers are able to apply the selection criteria for trainers and participants
- » Trainers understand how to design gender-responsive training and activities
- » Participants understand the context and objectives of the training

### **KEY MESSAGES**

- » While encouraging participants, both women and men, to participate equally in training sessions, trainers must be aware of cultural and other sensitivities and background that might affect the level of participation. Thus, it is important to conduct a preliminary gender and contextual analysis.
- » Depending on participants' prior knowledge of gender and gender-related issues and existing policy frameworks, trainers might choose to either focus solely on gender-responsive small arms control and follow the sequence of the units in the training manual or make use of individual units to demonstrate how to mainstream gender into existing initiatives.

### **MAIN THEMES**

#### **1. Selecting trainers**

Trainers must be knowledgeable about arms control as well as gender equality. This includes knowledge of armed conflict and armed violence, security sector reforms, disarmament, demobilization and reintegration (DDR) and other disarmament-related issues as well as expertise on gender norms, gender mainstreaming, women's empowerment, masculinities and sexual and gender-based violence (SGBV).

Trainers should be able to identify and analyse political trends related to arms control and gender equality, and be able to apply gender analysis in their own work – especially when it comes to understanding the context and participants – and to tailor each training accordingly. Ideally, trainers will also have an understanding of human rights and human security approaches related to gender and arms control.

Trainers must be aware of cultural sensitivities and hierarchies, and able to adapt their language and tone to the respective audience. Developing training in a gender-responsive manner, from design to implementation, monitoring, learning and evaluation, is important to maximize the impact on participants. Additional requirements for the selection of trainers may include proficiency of language(s), regional expertise and other factors.

It is recommended that two trainers facilitate the training together; ideally, a woman and a man. Both facilitators should have equal roles in the training and have an equal amount of speaking time to model gender-equal relationships.

Depending on the audience, one trainer with a small arms control background and another with a background in gender could be considered.

Mixed-sex facilitation teams may be challenging to work with if one of the two co-facilitators is the only man/woman in the room. Women participants may feel more comfortable discussing certain topics without men present, while a woman trainer can face different challenges with only men. If single-sex training is necessary to accommodate specific contexts (men/women only) both trainers should be gender aware and able to reflect on their own conscious and unconscious biases.<sup>1</sup>

Engaging experts and/or participants in facilitating some of the sessions should be considered, especially if only one person is leading the training. In doing so, women and men should be encouraged to facilitate, chair and participate equally. Doing so does not only contribute to diversity but can also increase the ownership of and participation in the training. Other considerations which should be taken into account include age, disability, ethnicity, family status, gender identity, location, race, religion, sexual orientation, social class and other factors, including professional experience and regional expertise.

## 2. Selecting participants

Training participants should be selected based on the overall objectives of the training. Thus, participants can be expected to have expertise in either small arms control or gender issues. Training that brings both communities together should be considered beneficial.

Before each training session, trainers should assess participants' knowledge of gender and small arms control and identify the learning needs of training participants (see below for a list of questions that can be used). The content and structure of each training should be adapted according to the identified needs and contextual and cultural norms, as well as time and other resource constraints.

It is recommended that the following considerations are taken into account for the selection of participants:

### ***Gender parity***

All efforts should be made to ensure that the group of participants is gender balanced. Ideally, this means that gender parity is achieved, i.e. the group is composed of 50 per cent women and 50 per cent men. Single sex training should be avoided (unless specific contexts or training objectives call for it).<sup>2</sup>

Trainers and organizers of activities should make use of any leverage they may have to ensure balanced representation. Sensitizing stakeholders to the goal of gender parity and the need for professional development for all is crucial. Thus, the invitation process can be a tool to communicate those objectives clearly to all stakeholders. To achieve this goal, organizers may wish to consider reserving half of the seats in training and other professional development activities for women. If nominations of two or more participants from one country/organization are acceptable, the invitation should stress that women and men should be nominated in equal numbers.

In reality, women are usually underrepresented in national small arms coordination bodies and commissions, and men are underrepresented in institutions and organizations prioritizing gender-related matters, making the goal of gender parity challenging. Working with women's civil society organizations, for example, may mean that there will be more women than men participating. Working with small arms coordinating bodies, as a further example, may mean that the focal points in different ministries are pre-designated, making it difficult to achieve gender parity. In such cases, it is important to reflect in advance on what difficulties or tensions may arise, and how they could be mitigated or constructively addressed.

Overall, trainers are encouraged to proactively discuss with key stakeholders the objective of gender parity during training.

### ***Professional parity***

Efforts should be made to balance the group of participants in terms of their professional positions. Moreover, gender distribution should be considered in relation to professional parity – avoid inviting women secretaries and men superiors only. This might not always be feasible – in specialized technical areas identifying an equal number of women in decision-making positions has reportedly been challenging<sup>3</sup> – but recent examples have shown that a dedicated commitment to achieving professional and gender parity by the organizers does make it possible.

### **Diverse participation**

When determining the group composition, trainers/organizers are encouraged to analyse what an ideal group composition may look like, i.e. determine composition so that potential tensions are avoided, and encourage active and equal participation of all participants.

Trainers/organizers should consider whether the training/activity is designed for participants of specific or different gender and of what level of experience/authority, age, disability, ethnicity, sexual orientation, social class, etc.

#### **GOOD PRACTICE EXAMPLE: TRAINING IN SOUTH EASTERN EUROPE CONDUCTED BY THE SOUTH EASTERN AND EASTERN EUROPE CLEARINGHOUSE FOR THE CONTROL OF SMALL ARMS AND LIGHT WEAPONS**

The South Eastern and Eastern Europe Clearinghouse for the Control of Small Arms and Light Weapons (SEESAC) has conducted training sessions on gender and small arms control with members of small arms commissions in south-eastern Europe, where employees and their superiors shared the same training space.<sup>4</sup> Bringing decision-makers to the table was essential for the success of the initiative. However, in other contexts, such a group composition might demotivate some participants from actively participating and speaking freely, depending on the cultural context.

It is important to conduct analysis of the participants' gender and context, including the gender norms within their working environments, to gain a better overall picture and to be able to anticipate some of the challenges.<sup>5</sup> It is advisable to conduct a pre-assessment of gender knowledge and the challenges participants face in their working environments prior to the training.

The following questions can help trainers compose and understand their group of participants in preparation for tailored training:

- » Who are the training participants?
  - What are their demographic metrics and characteristics? This includes age ranges, educational level, geographic location, possible disabilities, etc. For online training, it also includes computer literacy, devices the participants are using and their level of internet access.
  - Where do participants work?
  - What work environments have participants previously experienced?
  - What is their position within their organization?
  - What possibility/authority do they have within their work environment to promote gender perspectives?
  - What is the political, cultural and social context in terms of gender equality and promoting gender perspectives?
- » What do participants know about a) gender, and b) small arms control?
  - What is their professional background?
  - Have the learners received prior training in this area of expertise? How well do they know the topic?
  - Do participants have concrete examples of challenges and good practice in the field of gender and/or small arms that they can share with the group?
- » What do participants want to learn and for what purpose do they seek that knowledge or those skills?
  - Are they seeking to integrate gender perspectives into concrete projects or programmes? If so, what are they?
- » How many women/men are participating in the training?
  - Have equal numbers of women and men been invited to the meeting? If so, are they represented in equal numbers? If not, is this reflective of the current state of play or the activity? What could be possible barriers to gender-balanced participation in the activity?

- Can the gender balance of participants impact the discussions and the possible outcome of the meeting? If so, how could this be offset?



#### NOTE TO TRAINERS

Answers to these questions are usually obtained during the registration/application process. In addition, a pre-assessment questionnaire can be used.

## ANNEX

**Material 1:** United Nations Office for Disarmament Affairs (UNODA) gender and small arms capacity assessment<sup>6</sup>

### **Group size**

Many factors will determine your group size for a given training, including resources, delivery method (online vs. in-person), number of available facilitators, number of interested participants, level of interactivity, etc.

To ensure maximal learning and effective group work, the recommended group size for training sessions is between 12 and 20 participants.

Sometimes, group sizes can be smaller or larger, depending on the context, format, instructional strategies and the length of the training. It is recommended to have at least one facilitator for every 6–10 people for both online and in-person training. Groups larger than 20 should be split up to ensure an effective learning environment where everybody can participate. Depending on resources, options include running two parallel sessions, increasing the number of facilitators or suggesting two separate training courses at different points in time. For small groups, you can consider having only one trainer.

### **Key stakeholders**

Keeping in mind the main beneficiaries of the training helps to ensure balanced professional expertise among participants. It is generally recommended to invite representatives from both the gender and the small arms control communities, which will allow for different viewpoints during discussions and enable participants to build their professional networks and identify entry points for joint cooperation in the future.

**Depending on the target audience and objectives of the training, the following participants could be invited (where they exist):**

- » National small arms and light weapons focal point
- » National women, peace and security (WPS) focal point
- » Member of the national small arms and light weapons coordination body (national commission)
- » Representatives of gender equality agencies
- » Gender advisors
- » Representatives of police, military or the broader security sector institutions
- » Representatives from regional and international organizations working on small arms control, disarmament DDR gender equality and WPS
- » Representatives of civil society organizations, including women's organizations and youth activists.

### 3. Designing training

#### **Online or in person**

From the outset, it is important to determine how a training will be delivered: in person, online or a hybrid model between the two. For the online training, two different scenarios are possible: self-paced online training or virtual training that is conducted live.

The training content can be delivered in any of those formats, but it is important to determine the most suitable format depending on a set of factors:

- » feasibility, including availability of resources and access to technology
- » learning approaches and course elements
- » benefits and possible limitations.

To assess the benefits and limitations of each approach, several important differences between in-person training and online learning can be considered.<sup>7</sup>

**In-person training** often provides a more hands-on experience as it provides greater opportunities for interaction. In-person training generally also provides more structured and organized learning and often provides participants with greater clarity and understanding. Although online learning and meeting platforms have advanced considerably in recent years, there are still fields in which at least some in-person training is usually necessary. In the small arms context, this may include lessons on how to safely secure weapons or assessments of weapon or ammunition storage facilities. In-person instruction also allows several people to learn at the same pace and allows the trainer to monitor their progress. In-person training allows participants to connect in real time, both during the sessions as well as during the breaks. As such, in-person training can provide greater opportunities for group activities and interactive projects as well as more opportunities to network.

**Online training** on the other hand, can offer greater flexibility in several ways. In-person training is often only available in specific areas (e.g. capital cities) and is not often repeated. Thus, offering training online can engage participants who usually would be unable to attend in-person seminars, for example people not based in capital cities or people who work remotely. It also often enables trainers to engage more participants than they would have through in-person activities. However, it is important to recognize the limitations of this due to the digital divide.<sup>8</sup>

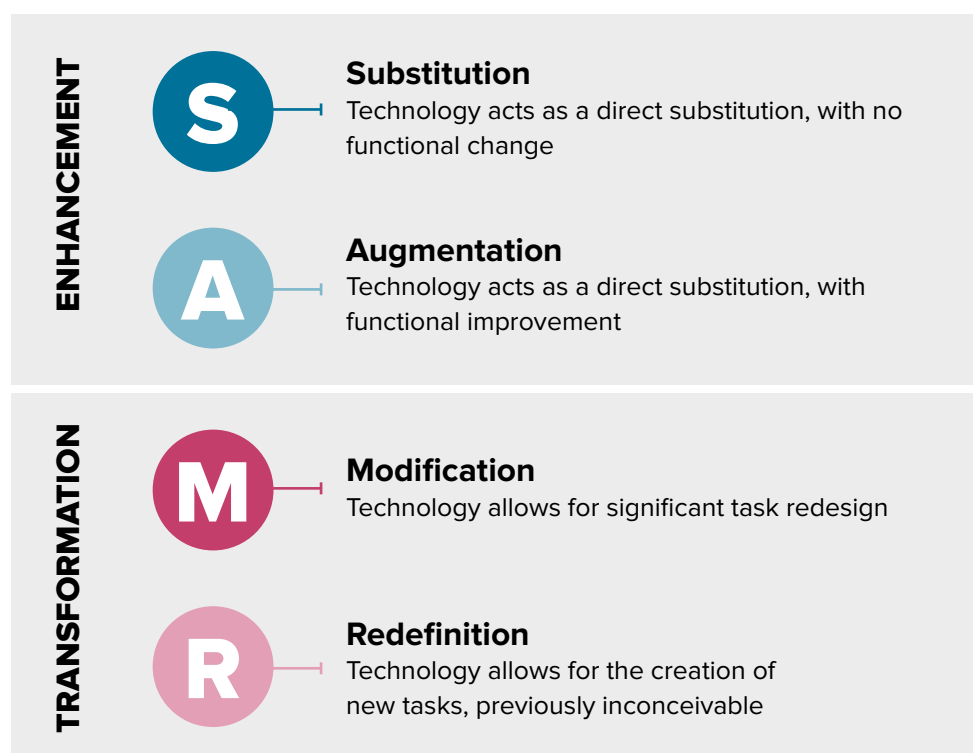
When designing online training, it is important to consider the format: synchronous or asynchronous learning or a combination of both. Synchronous learning occurs when all participants are learning simultaneously. In the online setting this can take the form of web-based classes, webinars and live streams.

Asynchronous learning allows participants to learn, interact and absorb the information at their own pace. Self-paced online training is a good example of an asynchronous format. Participants can take the training any

time and do not have to worry about availability. The most common tools for asynchronous training are pre-recorded presentations, videos, discussion boards, cloud-based collaborative documents, etc.

Before opting for fully synchronous or asynchronous online learning, trainers should consider how they will provide feedback to participants, access to online tools and platforms and general technological infrastructure, as well as ensuring participants' engagement. It is possible to adapt much of the content developed for in-person training to virtual settings. It is recommended to follow the Substitution, Augmentation, Modification, and Redefinition (SAMR) model, which stands for Substitution, Augmentation, Modification and Redefinition.

**Figure 1. SAMR Model**



Something that could be applied to both approaches, whether in-person or online settings, is the concept of a flipped classroom.<sup>9</sup> In a flipped classroom, active or higher cognitive levels of learning, such as the application and analysis of various new or difficult concepts, occur in class with trainers and peers present, as opposed to traditional learning, where learners often work on activities involving higher levels of learning on their own, outside of the class.

When considering the idea of a flipped classroom on board, trainers may consider giving the participants pre-course assignments and reading material to facilitate in-classroom discussions and create a more dynamic, interactive learning environment.

### **Introductory online training**

In 2022, the UNODA will make available online training on gender-mainstreaming small arms control. The course will be available in different languages and will be accessible for free on the UNODA Disarmament Education Dashboard, [www.disarmamenteducation.org](http://www.disarmamenteducation.org).

The course will be self-paced and will introduce online learners to the issue of gender-mainstreaming small arms control and to tools that can be used to systematically integrate gender perspectives into relevant initiatives. Learners will be taken through the key substantive points that are also covered in this manual.

As such, the course would lend itself to a blended learning approach (a combination of online and face-to-face training), as trainers could require participants to complete this online course in preparation for more detailed training or initiatives. Making completion of the course a prerequisite would mean that trainers could assume all participants had a basic understanding of gender-mainstreaming small arms control.

### **Sequencing units**



*Generally, it is important that an agenda for training is context specific and takes into account the participants and their training needs, as well as the overall training objective. It should also take into account the local, national and regional contexts and priorities.*

It is not necessary to follow the exact sequence of the units included in this training manual, or to cover all the units in one training. However, it is important to note that the sequence of the units in this manual has been designed to maximize learning. Including the content of most/all units is recommended for training that focuses exclusively on gender-responsive small arms control and can be used when participants do not have any prior gender knowledge.

Alternatively, trainers can use selected units to ensure gender is mainstreamed into standing small arms control or gender training or activities. This ensures that such training or activities consider the differentiated gender perspectives as an essential part of effective small arms control initiatives. Rather than covering gender issues in a standalone session during the training, gender-mainstreaming demonstrates how to implement gender-responsive small arms control within existing initiatives and should be favoured when participants have sufficient knowledge on gender and small arms control.

Units 2, 3, 4 and 5 are key modules for all gender training on small arms control and a minimum requirement for all training to ensure that participants share an understanding of gender-responsive small arms programming. Trainers can adapt the length and depth of these units in line with the available time, identified training needs and the prior knowledge among participants and against the backdrop of existing national policy frameworks. It is further recommended to include elements of Unit 10 in the training or other activities to ensure the monitoring and evaluation of the implementation of gender-responsive small arms programming.

- » Unit 2 helps ensure that participants understand the core concepts.
- » Unit 3 allows participants to understand the methodological skills and tools needed for integrating a gender perspective into small arms control.
- » Unit 4 demonstrates the link between gender and small arms control, going into details on masculinity.
- » Unit 5 goes into details on gender-based violence and the link to small arms.

### **Unit length and exercises**

The format and length of the overall training and the specific sessions must be adapted to each context.

As general guidance, each session should be between 60 and 90 minutes long, including exercises. More time is better – build in plenty of room for discussions, questions and exercises. In-person training is usually two to three days long and includes consecutive sessions each day. Online training sessions are usually spread out over a longer period of time (two to five weeks), with two to three sessions per week.

Practical exercises and illustrations are important. Each session should contain one activity or piece of group work, or otherwise involve interactive examples and discussions (supported by visuals, e.g. pictures, videos or infographics). Trainers can also alternate theoretical sessions with group exercises.





### NOTE TO TRAINERS

Trainers must be aware that the language and tone used during training sessions to share concepts and messages is a key factor that can create positive participation and support. It could also generate a rejection of gender issues with certain audiences if not chosen correctly and tailored to the audience.

In addition, efforts must be made to communicate in a gender-inclusive way.<sup>10</sup>

## ANNEX

**Material 2:** Examples of training agendas for online and in-person training

### 4. Setting the tone: Introductory session of a training

The introductory session to any training is important. It sets the tone, grabs the attention of participants and creates an atmosphere that promotes learning. It is important to allocate sufficient time for participants and trainers to get to know each other, clarify their expectations, review goals, objectives and schedules and discuss the logistics of the training.

A typical introductory session could include:

- » Welcoming participants and thanking them for attending
- » Introducing trainers
- » One icebreaker or introductory activity and/or a tour de table for trainers and participants (depending on the size of the group), including name, brief professional background, expectations of the course
- » Brief explanation of the background and objectives of the training and what is to come
- » Presentation of the agenda
- » Explanation of the logistics
- » Setting ground rules for communication (particularly important for online)
- » Taking a group photograph.

## ANNEX

**Activity 1:** Chain of co-responsibility

**Activity 2:** Tour de table light

**Activity 3:** Knowledge quiz

**Activity 4:** Brainteaser pop culture

**Activity 5:** Online polling

**Material 3:** Checklists – practical tips; inclusive meetings; substantive and methodological tips



## UNIT 2

# Introduction to gender and small arms control



**This unit provides conceptual knowledge about gender and an overview of relevant international agendas on gender, sustainable development, sustaining peace and youth, and their convergence with small arms control.**

### **LEARNING OBJECTIVES**

- » Develop a shared understanding of basic gender concepts
- » Develop a basic understanding of small arms control
- » Convey knowledge of relevant global policy frameworks and available guidance
- » Understand that international agendas on gender and small arms control converge



#### **NOTE TO TRAINERS**

The complexity, multiplicity and large numbers of terms, concepts and frameworks in this unit are ill-suited for being taught and memorized through presentations alone. Therefore, experiential learning through exercises should be emphasized, while terms, concepts and frameworks should be provided in a brief and concise manner as references. Accompanying these examples and exercises, printed handouts could be distributed as reference documents.



*United Nations documents inform the definitions of terminologies and concepts in this manual. In addition, region-specific instruments and policy frameworks should be taken into account, where they exist. National ownership and localized and context-specific approaches should be highlighted.*

### **KEY MESSAGES**

- » The participation of women in all small arms control processes, and gender-mainstreaming small arms control policies and programmes, significantly contribute to gender equality as a human right. Gender-mainstreaming ensures that the interests, needs and priorities of both women and men are taken into consideration, recognizing the diversity of different groups of women and men.
- » By gender-mainstreaming small arms control, stakeholders fulfill their global, regional and national commitments and obligations on arms control and gender equality while avoiding reinforcing existing inequalities and patterns of discrimination through gender-blind policies and programmes. As such, it is important to understand that normative policy frameworks should guide the design and implementation of gender-responsive small arms initiatives.
- » Everyone is guided by stereotypes and implicit assumptions about roles related to small arms and attributed to people based on their gender, age, disability, ethnicity, family status, gender identity, location, race, religion, sexual orientation, social class and/or other factors. These roles are socially constructed, they do not necessarily correspond with other people's views, and they can be changed.
- » Gender norms and roles determine to a great extent our needs and interests. They may limit what we can achieve and determine what obstacles we face, where we stand in society and what access we have to resources and power.
- » It is important to agree on definitions of core concepts related to gender and small arms control to ensure a common understanding.

## MAIN THEMES

### 1. Brief introduction to small arms control

This section provides a brief overview of the control of small arms and light weapons. This overview can be used during training, in particular where participants have no prior knowledge of arms control issues.

Small arms and light weapons remain a primary tool for armed conflict and crime and consequently, it is important to regulate the use of these weapons and control their illicit circulation. In "Securing our Common Future: An Agenda for Disarmament", United Nations Secretary-General António Guterres summarized the impact of these weapons:

*"The widespread availability of small arms and light weapons and their ammunition is a key enabler of armed violence and conflict. High levels of arms and ammunition in circulation contribute to insecurity, cause harm to civilians, facilitate human rights violations and impede humanitarian access."*<sup>1</sup>

Small arms are weapons generally designed for individual use and include weapons such as revolvers and self-loading pistols, rifles and carbines, sub-machine guns, assault rifles and light machine guns. The term small arms is often used interchangeably with the term firearms. Light weapons on the other hand are generally designed for use by a crew of two to three persons, and include heavy machine guns; hand-held, under-barrel and mounted grenade launchers; portable anti-aircraft guns; portable anti-tank guns; recoilless rifles; portable launchers of anti-tank missile and rocket systems; portable launchers of anti-aircraft missile systems; and mortars of a caliber of less than 100 millimeters.<sup>2</sup>

The Modular Small-arms-control Implementation Compendium (MOSAIC) provides a detailed glossary of terms, definitions and abbreviations related to small arms and light weapons.<sup>3</sup>

### Associated Small Arms and Light Weapons

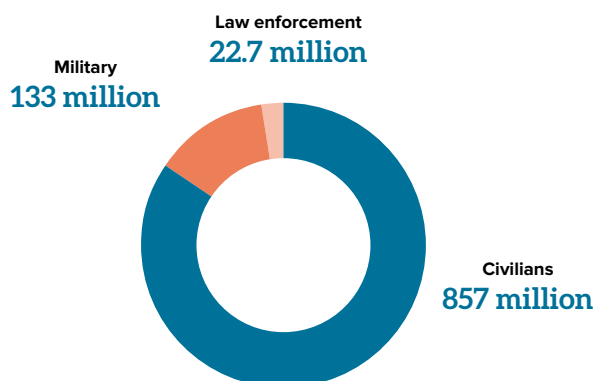


Source: Small Arms Survey.

In most countries, small arms can be owned legally by civilians, making them a unique type of weapon. All other weapon types are usually only in legal possession by the State. Small arms or light weapons become "illicit" when they move from the legal to the illegal realm. This can happen through various means, including illegal transfer and production.<sup>4</sup>

It is estimated that, as of 2018 (latest available data), there were more than 1 billion small arms/firearms in circulation worldwide. The vast majority of those weapons are in the hands of civilians.<sup>5</sup>

**Figure 2. Global firearms holdings**



Source: Small Arms Survey.

## 2. Key terminologies and concepts on gender

This section provides an overview of key terms and concepts that can be used during training to ensure a common understanding of the terminology in use.



### NOTE TO TRAINERS

Trainers are encouraged to bring in dedicated experts (e.g. women, peace and security [WPS] focal points, gender advisors, representatives from women's ministries, and/or civil society gender experts) who can convey the core ideas around gender and intersectionality. Together with these experts, trainers can identify and discuss the relationship between gender realities and small arms.

It is noted that there are different views on some of the concepts, definitions and their application in different contexts. This manual draws on United Nations terminologies and practices and is primarily based on the definitions and concepts included in:

- » "Gender Equality Glossary" by the The United Nations Entity for Gender Equality and the Empowerment of Women (UN Women) Training Centre<sup>6</sup>
- » "Gender and Security Toolkit" by the Geneva Centre for Security Sector Governance (DCAF), Organization for Security and Co-operation in Europe (OSCE)/Office for Democratic Institutions and Human Rights and UN Women<sup>7</sup>
- » "Gender definitions" by United Nations Institute for Disarmament Research (UNIDIR).<sup>8</sup>

Below is a selection of terms and concepts, but trainers are encouraged to select those most relevant to the local context and participants.

### **Know the difference: sex, gender and sexual orientation**

The difference between sex as an assigned biological category, gender as a social construct, and sexual orientation as a person's attraction to and intimate and sexual relations with another person, is not always understood and the terms are often used interchangeably. While they are linked, they are not equivalent.

**Sex** is the physical or biological classification as male or female (some States offer a third option) assigned to a person at birth based on a combination of bodily characteristics such as chromosomes, hormones, internal reproductive organs and genitals.<sup>9</sup>

In contrast, **gender** refers to the roles, behaviours, activities and attributes that a given society at a given time considers appropriate or a 'norm' for women and men, and girls and boys in a given context.<sup>10</sup> As such, **gender norms** are ideas about how women, men, girls and boys should be and act; they are socially constructed and are often internalized and learnt early in life. Because they are socially constructed, they can also be changed. Socially constructed norms often include gender roles and expectations and how society uses them to try to enforce conformity. In most societies, gender norms have resulted in differences and thus inequalities between women and men in terms of their socially assigned responsibilities, roles, access to and control of resources, and decision-making opportunities.<sup>11</sup>

**Gender identity** refers to a person's innate, deeply felt internal and individual experience of gender, which may or may not correspond to the person's physiology or designated sex at birth. It includes both the personal sense of the body, which may involve, if freely chosen, modification of bodily appearance or function by medical, surgical or other means, and other expressions of gender, including dress, speech and mannerisms.<sup>12</sup> Identities typically fall into binary (e.g. man, woman); nonbinary (e.g. genderqueer, genderfluid); or ungendered (e.g. agender, genderless) categories.<sup>13</sup> When people's preferences and self-expression fall outside commonly understood gender norms, the term **gender diversity** is often used.<sup>14</sup>

Opposite to sex and gender, **sexual orientation** refers to the personal capacity for profound emotional, affectional and sexual attraction to, and intimate and sexual relations with, individuals of a different sex/gender or the same sex/gender or more than one sex/gender. The predominant sexual orientations include homosexuality (towards the same sex/gender), heterosexuality (towards the opposite sex/gender) or bisexuality (towards both sexes/genders).<sup>15</sup>

## ANNEX

**Activity 6:** Changing gender roles over time

**Activity 7:** Gender as a social construct

**Activity 8:** Gender dimensions that shape participation in arms control

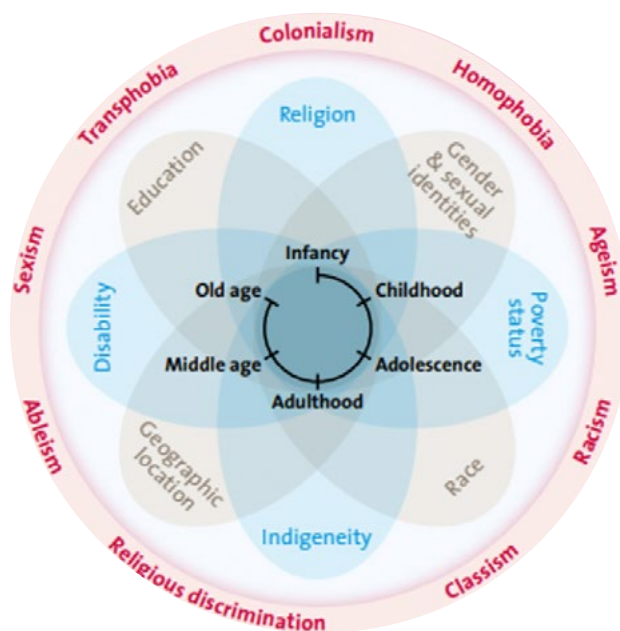


### NOTE TO TRAINERS

It is useful to convey the definitions and concepts through an activity and by using examples. Note that (some) participants may be reluctant at the start of the activity to engage as it may be asking them to step out of their comfort zone. Trainers should encourage and accept honest and candid responses; ensure participants that there are no right/wrong answers; take a neutral position when guiding discussions; and create a safe and open space for frank and respectful interaction among the participants.

### *Intersectionality as a tool*

**Intersectionality** refers to overlapping social identities and how they define systems of oppression, domination and/or discrimination.<sup>16</sup> In this context, gender intersects with other societal markers such as age, disability, ethnicity, family status, gender identity, location, race, religion, sexual orientation, social class and/or other factors. Thus, intersectionality is a tool to study, understand and respond to the ways in which sex and gender intersect with other markers, and how these intersections contribute to unique experiences of power and privilege, as well as vulnerability, discrimination and exclusion.<sup>17</sup>

**Figure 3. Intersectionality Wheel**

Source: UN Women Intersectionality Toolkit (2022).<sup>18</sup>

As an example, an intersectional approach to violence against women and girls, including armed violence, considers where gender intersects with other markers that lead to inequality/oppression and produce a unique experience of violence. By understanding the different ways in which violence is perpetrated and experienced, an intersectional praxis can help design and develop appropriate context-specific responses. It is important to note that within an intersectional framework of analysis there is no hierarchy of inequality and oppression.<sup>19</sup>

## ANNEX

**Activity 9:** Role play on intersectionality

**Activity 10:** Engagement action matrix

### **Gender bias and discrimination**

**Gender bias** is the thought and/or act of “making decisions based on gender that result in favouring one gender over the other”, often resulting in “contexts that are favouring men and/or boys over women and/or girls.”<sup>20</sup> In terms of arms control, this could mean that men are seen as protectors of their wives and children when they own or use a weapon, or that women are in general unsuited for police or military services, in particular in special units or leadership positions. Gender biases can be difficult to identify, especially if they are implicit and so ingrained that they have become unconscious biases and/or embedded in structures and procedures.<sup>21</sup>

Gender bias can produce **gender discrimination**, namely “any distinction, exclusion or restriction made on the basis of sex which has the effect or purpose of impairing or nullifying the recognition, enjoyment or exercise by women, irrespective of their marital status, on the basis of equality of women and men, of human rights and fundamental freedoms in the political, economic, social, cultural, civil or any other field.”<sup>22</sup> Since gender equality is a human right, discrimination on the basis of gender is a violation of human rights. The international human rights legal framework contains international instruments to combat specific forms of discrimination, including discrimination against women<sup>23</sup> and discrimination based on sexual orientation and gender identity<sup>24</sup> (see also *Overview of relevant normative frameworks and initiatives on page 21*).





### NOTE TO TRAINERS

Participants could be encouraged to take one or several of the Harvard Implicit Associations Tests.<sup>25</sup> The tests are online and should be taken either during a break, as an assignment at the end of a day, or before the start of the training. There is a series of tests, including one on unconscious gender bias. Participants could be invited to share their feedback and trainers can use it as a re-entry-point for discussion when participants return to the next session.

### **Gender equality and gender parity (including participation and representation)**

**Gender equality** refers to the equal rights, responsibilities and opportunities of women, men, girls and boys. Equality does not mean that women and men will become the same, but that women's and men's rights, responsibilities and opportunities will not depend on whether they are born male or female. Gender equality implies that the interests, needs and priorities of both women and men are taken into consideration, recognizing the diversity of different groups among them. Gender equality is not a women's issue but should concern and fully engage men as well. Equality between women and men is not only a fundamental human right, but a necessary foundation for, and indicator of, a sustainable, people-centered and peaceful world.<sup>26</sup>

Equal representation and participation<sup>27</sup> are achieved when women and men hold equal power positions and have, as well as make use of, the same opportunities to contribute to the processes and their outcomes. However, the disarmament community is lagging behind: a study by UNIDIR found that women are severely underrepresented in disarmament, representing between 0 and 37 per cent.<sup>28</sup>



### NOTE TO TRAINERS

In 2019, UNIDIR published "Still Behind the Curve", which presents figures and analysis on gender balance in multilateral forums dealing with arms control, non-proliferation and disarmament.<sup>29</sup> Trainers may wish to make use of the various infographics included in the publication or show the short video (in English) UNIDIR produced, which promotes the key findings of the publication.

**Gender parity** is another term used for the equal representation of women and men in a given area, for example, the same number of women and men (50/50) in government, in meetings, or in small arms commissions. Parity should be envisaged at all levels, including decision-making levels, and often requires a change in institutional cultures in tandem with more balanced representation. Working toward gender parity (equal representation) is a key part of achieving gender equality, and one of the twin strategies alongside gender-mainstreaming.<sup>30</sup>

For example, the United Nations Secretary-General's System-wide Strategy on Gender Parity shows how an organization can use gender parity goals and specific time-bound targets to promote gender equality and a more full and equal representation and participation of women within an organization.<sup>31</sup> The United Nations achieved gender parity at the senior-most levels in 2020 and pledged to achieve it across the United Nations system at all levels by 2028.<sup>32</sup> Some of its agencies are close already.



*There should be equal numbers of women and men at every level of seniority within an organization, on all programmes and on all specific projects. However, it is important to understand that it is not sufficient to have balanced representation – for gender equality to truly be fulfilled, the equal participation of women and men must be achieved. That is, the contribution of women and men working at all levels must be equally valued and taken into account.*



**NOTE TO TRAINERS**

It is recommended to allow ample time for discussion so that participants can voice their understandings of gender equality, parity, women’s representation and participation. Discussions should lead to a common understanding of these concepts.

**Gender-mainstreaming and gender responsiveness**

In 1997, States agreed in the United Nations Economic and Social Council (ECOSOC) to define gender-mainstreaming as:

*“The process of assessing the implications for women and men of any planned action, including legislation, 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 inequality is not perpetuated. The ultimate goal is to achieve gender equality.”<sup>33</sup>*

Thus, gender equality is the overarching and long-term goal, while gender-mainstreaming is a set of specific, strategic approaches as well as technical and institutional processes adopted to achieve that goal. Implementing a gender-mainstreaming strategy, therefore requires systematic integration of gender perspectives into all policies, programmes and thematic issues, aimed at the long-term transformation of society through the elimination of discriminatory laws, norms and practices.<sup>34</sup> In short, gender-mainstreaming is a strategy that leads to gender equality. It is not a goal or an objective on its own.

GENDER-MAINSTREAMING AT THE PROGRAMMATIC LEVEL	GENDER-MAINSTREAMING AT THE INSTITUTIONAL LEVEL
<ul style="list-style-type: none"> <li>• Gender Analysis</li> <li>• Programme Design</li> <li>• Human and Financial Resource Allocation</li> <li>• Implementation</li> <li>• Monitoring and Evaluation</li> </ul>	<ul style="list-style-type: none"> <li>• Establish institutional arrangements to support gender-mainstreaming such as gender units and gender focal point systems</li> <li>• Allocate financial and human resources to support gender-mainstreaming efforts</li> <li>• Implement accountability mechanisms for the promotion of gender equality</li> </ul>

Source: UN Women (2020).<sup>35</sup>

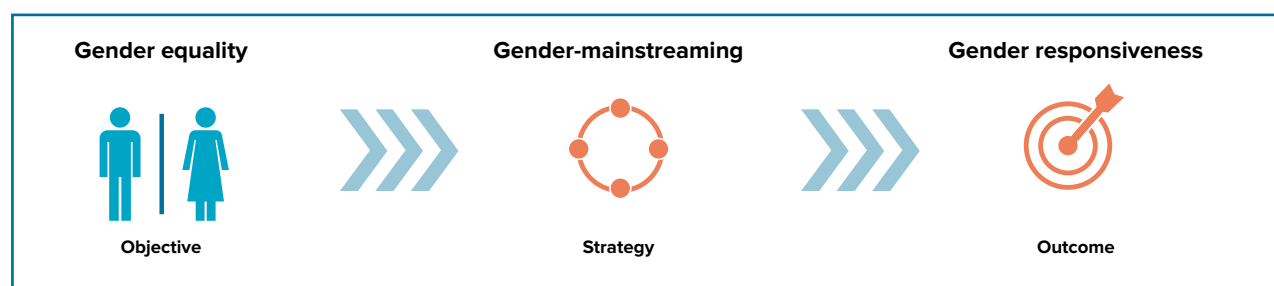
Gender-mainstreaming remains widely accepted as the most practical means to achieve gender equality and the empowerment of women. It moves gender equality and the empowerment of women from the margins to the mainstream of decision-making.<sup>36</sup> Mainstreaming a gender perspective is relevant to all areas and at all levels.

There are varying degrees to which policies and programmes seek to address gender inequalities. They are often referred to using different terms that have evolved over time. For the purpose of the manual, we will use two categories: a **gender-sensitive** approach, which refers to the attempt to redress existing gender inequalities; and a **gender-responsive** approach, which refers to outcomes that reflect an understanding of gender roles and inequalities and encourage equal participation, including equal and fair distribution of benefits.

On the contrary, **gender-blindness** ignores or fails to address issues of gender equality. It ignores gender norms, roles and relations assigned to men or women in specific social, cultural, economic and political contexts and backgrounds. They are often constructed based on the principle of being “fair” by treating everyone the same. Projects, programmes, policies and attitudes that are gender blind can reinforce gender-

based discrimination because they discount or overlook differences in opportunities and resources. At best, they maintain the status quo, but they will not help transform the unequal structure of gender relations.<sup>37</sup> These categories (gender blind, gender sensitive and gender responsive) can be understood as part of a broader continuum.<sup>38</sup>

LEVELS OF GENDER INTEGRATION	
Gender blind	<ul style="list-style-type: none"> <li>• Ignores gender norms, discrimination and inequalities</li> </ul>
Gender sensitive	<ul style="list-style-type: none"> <li>• Considers gender norms, roles and relations</li> <li>• Indicates gender awareness, although often no corrective action is developed</li> <li>• Does not address inequality generated by unequal norms, roles or relations</li> </ul>
Gender responsive	<ul style="list-style-type: none"> <li>• Gender is central to achieving positive outcomes</li> <li>• Changing gender norms, roles and access to resources is considered key</li> <li>• Considers gender norms, roles and relations for women and men, including their specific needs and how they affect access to and control over resources</li> <li>• Often supports efforts that transform unequal gender relations to promote shared power, control of resources, decision-making and support for women's empowerment</li> <li>• Intentionally targets and benefits a specific group of women or men to achieve certain policy or programme goals or meet certain needs</li> </ul>



### ***Gender-based violence and violence against women and girls***

**Gender-based violence (GBV)** is violence directed against a person because of their socially ascribed gender. GBV is rooted in socially constructed power differences between women and men and the abuse of such power. It affects people of all genders, age groups, ethnicities, socio-economic classes, religious beliefs, sexual orientations and disabilities, both as perpetrators and victims. However, women and girls are affected disproportionately, with migrant women, women of colour, women living with disabilities, indigenous women and younger women at increased risk of experiencing this violence – whereas men are the largest perpetrator group.

#### **SEE UNIT 5**

GBV is often used as an umbrella term and can refer to different kinds of violence, including (but not limited to) physical, verbal, sexual, psychological and socioeconomic violence.<sup>39</sup>

There are multiple definitions of GBV in use. The definition used in this manual includes violence against men and boys.

One specific form of GBV is **conflict-related sexual violence (CRSV)**, which refers to rape, sexual slavery, forced prostitution, forced pregnancy, forced abortion, enforced sterilization, forced marriage and any other form of sexual violence of comparable gravity perpetrated against women, men, girls or boys that is directly or indirectly linked to a conflict. This link may be evident in the profile of the perpetrator, who is often affiliated with a State or non-State armed group, including terrorist entities or networks; the profile of the victim, who is frequently an actual or perceived member of a persecuted political, ethnic or religious minority, or targeted on the basis of actual or perceived sexual orientation or gender identity; the climate of impunity, which is

generally associated with State collapse; cross-border consequences, such as displacement or trafficking; and/or violations of the provisions of a ceasefire agreement. The term also encompasses trafficking in persons for the purpose of sexual violence and/or exploitation, when the crime is committed in situations of conflict.<sup>40</sup>

Given the disproportionate numbers of women and girls that experience violence, the terms violence against women or violence against women and girls are used when the focus is on women and girls. In this context, violence against women is understood as “any act of gender-based violence that results in, or is likely to result in, physical, sexual or psychological harm or suffering to women, including threats of such acts, coercion or arbitrary deprivation of liberty, whether occurring in public or in private life,” as defined in the 1993 Declaration on the Elimination of Violence Against Women.<sup>41</sup>

### 3. Relevant policy frameworks and the convergence of agendas

The last two decades have seen a gradual convergence of global agendas on sustainable development, gender equality, the sustaining peace agenda and small arms and light weapons control. Convergence means that the objectives of these agendas overlap, and that implementation efforts should be concerted and holistic.

Gender considerations have already informed multilateral arms control and disarmament frameworks, including treaties and resolutions. Vice versa, arms control and disarmament have been reflected in the WPS agenda and other normative frameworks seeking to achieve gender equality, peace and security, and sustainable development.



#### NOTE TO TRAINERS

**For policymakers and practitioners, this convergence requires a shift in thinking and project implementation. It is important for participants to understand that there is an emerging consensus that the reduction in armed violence is linked to the policy agendas on gender equality, sustainable development and sustaining peace.**

Normative frameworks fall under two categories:

- » *Legally binding:* Under international law, a treaty is a legally binding agreement between two or more States. Sometimes also called a convention, a protocol, a pact or an accord, a treaty becomes legally binding once a State ratifies it, making the State a party to that treaty. Signing a treaty does not make it legally binding but indicates support for the principles and the State’s intention to ratify the treaty. Provisions in treaties are referred to as obligations.

Resolutions adopted by the United Nations Security Council are considered legally binding, in accordance with Article 25 of the United Nations Charter which states that all Members of the United Nations “agree to carry out and accept the decisions of the Security Council in accordance with the present Charter”.<sup>42</sup>

- » *Politically binding:* These reflect commitments or agreements that two or more States have decided to undertake as a matter of policy. Such frameworks are understood to be recommendatory in nature.<sup>43</sup>
- » Generally, most resolutions adopted by the United Nations General Assembly establish politically binding obligations for United Nations Member States. Articles 10 and 14 of the United Nations Charter refer to General Assembly resolutions as “recommendations”, and the International Court of Justice has repeatedly stressed the recommendatory nature of General Assembly resolutions.

Legally binding and politically binding frameworks can be adopted at the international, regional or sub-regional level.

**SMALL ARMS CONTROL AND GENDER: OVERVIEW OF INTERNATIONAL NORMATIVE FRAMEWORKS  
(AS OF AUGUST 2022)**

LEGALLY BINDING	POLITICALLY BINDING
Arms Trade Treaty (ATT)	The 2030 Agenda for Sustainable Development Goals (SDGs)
Protocol against the Illicit Manufacturing of and Trafficking in Firearms, Their Parts and Components and Ammunition (Firearms Protocol)	Programme of Action to Prevent Combat and Eradicate the Illicit Trade in Small Arms and Light Weapons in All Its Aspects (PoA)
Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW)	Beijing Declaration and Platform for Action (PfA)
<p>United Nations Security Council Resolutions (UNSCR)</p> <p><i>Small arms and light weapons</i> S/RES/2117 (2013); S/RES/2220 (2015)</p> <p><i>Womens, Peace and Security</i> S/RES/1325 (2000); S/RES/1820 (2008); S/RES/1888 (2009); S/RES/1889 (2009); S/RES/1960 (2010); S/RES/2106 (2013); S/RES/2122 (2013); S/RES/2242 (2015); S/RES/2467 (2019); S/RES/2493 (2019)</p> <p><i>Youth, Peace and Security</i> S/RES/2250 (2015); S/RES/2419 (2018); S/RES/2535 (2020)</p>	<p>United Nations General Assembly Resolutions</p> <p><i>The illicit trade in small arms and light weapons in all its aspects</i> A/RES/56/24 (2001); A/RES/57/72 (2002); A/RES/58/241 (2003); A/RES/59/86 (2004); A/RES/60/81 (2005); A/RES/61/66 (2006); A/RES/62/47 (2007); A/RES/63/72 (2008); A/RES/64/50 (2009); A/RES/65/64 (2010); A/RES/66/47 (2011); A/RES/67/58 (2012); A/RES/68/48 (2013); A/RES/69/51 (2014); A/RES/70/49 (2015); A/RES/71/48 (2016); A/RES/72/57 (2017); A/RES/73/69 (2018); A/RES/74/60 (2019); A/RES/75/241 (2020); A/RES/76/232 (2021)</p> <p><i>Women, disarmament, non-proliferation and arms control</i> A/RES/65/69 (2010); A/RES/67/48 (2012); A/RES/68/33 (2013); A/RES/69/61 (2014); A/RES/71/56 (2016); A/RES/73/46 (2018); A/RES/75/48 (2020)</p> <p><i>Youth, disarmament and non-proliferation</i> A/RES/74/64 (2019); A/RES/76/45 (2021)</p> <p>Human Rights Council Resolutions</p> <p><i>Impacts of arms transfers on human rights</i> A/HRC/RES/24/35 (2013); A/HRC/RES/32/12 (2016); A/HRC/RES/41/20 (2019)</p> <p><i>Human rights and the regulation of civilian acquisition, possession and use of firearms</i> A/HRC/RES/26/16 (2014); A/HRC/RES/29/10 (2015); A/HRC/RES/38/10 (2018); A/HRC/RES/45/13 (2020)</p> <p><i>Accelerating efforts to eliminate all forms of violence against women (series with thematic changes)</i> A/HRC/RES/11/2 (2009); A/HRC/RES/14/12 (2010); A/HRC/RES/17/11 (2011); A/HRC/RES/20/12 (2012); A/HRC/RES/23/25 (2013); A/HRC/RES/26/15 (2014); A/HRC/RES/29/14 (2015); A/HRC/RES/41/17 (2019); A/HRC/RES/47/15 (2021)</p>
Peacebuilding and Sustaining Peace	United Nations General Assembly Resolution A/RES/70/262 (2016)
United Nations Security Council Resolution S/RES/2282 (2016)	

Beyond the legally and politically binding frameworks, other initiatives such as the United Nations Secretary-General's Agenda for Disarmament,<sup>44</sup> the Spotlight Initiative to eliminate violence against women and girls<sup>45</sup> and Youth 2030: The UN Youth Strategy<sup>46</sup> also contribute to the normative agenda setting.



*It is important to also be familiar with regional and sub-regional treaties, frameworks and initiatives when conducting training.*

*Official reports published by the United Nations or submitted by national governments to the United Nations or regional bodies on the implementation of treaties, instruments and resolutions are good resources and should be reviewed in preparation for training, e.g. Universal Period Review reports from the Human Rights Council, the United Nations Secretary-General reports on the implementation of General Assembly and Security Council resolutions, national reports on the SDGs, PoA, and ATT.*

### **The 2030 Agenda for Sustainable Development**

The Sustainable Development Goals, known as the SDGs, are a universal call to action to end poverty, protect the planet and improve the lives and prospects of everyone, everywhere. The 17 SDGs were adopted by all United Nations Member States in 2015 as part of the 2030 Agenda for Sustainable Development, which sets out a 15-year plan to achieve the goals.<sup>47</sup>



Source: Sustainable Development Goals.<sup>48</sup>

The two most relevant goals for the work on gender and small arms control are:

- » **SDG 5:** Achieve gender equality and empower all women and girls
- » **SDG 16:** Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective and inclusive institutions at all levels.

The 2030 Agenda for Sustainable Development places disarmament, arms regulation, peace and security squarely within the scope of development policies. SDG 16 underlines the need to significantly reduce illicit arms flows and recognizes the inherent link between peaceful societies and sustainable development. One major impediment to peace and sustainable development worldwide remains the illicit trade in, and the misuse of, small arms. Adequate small arms control is essential for reducing conflict, crime and violence. It is a prerequisite for stability and sustainable development.

The integrated, indivisible and interlinked nature of each of the 17 goals provides a unique potential for implementation synergies to accelerate progress across the entire 2030 Agenda. Initiatives such as SDG16+,<sup>49</sup> which combines efforts on all peace-related targets across the 2030 Agenda, and the call to mainstream gender into the implementation of all 17 goals show that progress on one goal is intrinsically linked to progress on the other goals.

The 2019 report "Enabling the Implementation of the 2030 Agenda Through SDG 16+: Anchoring Peace, Justice and Inclusion"<sup>50</sup> included data trends that revealed the significant gender implications of SDG 16. The trends revealed that delays in progress towards SDG 16 will have substantial implications for SDG 5 by depriving women and girls of basic rights and opportunities.<sup>51</sup> The "Pathways for Peace" study by the United Nations and the World Bank for example finds that high levels of interpersonal violence, especially gender-specific violence against women, can be a warning sign that violence in societies may degenerate into conflict.<sup>52</sup>

### **2030 Agenda for Sustainable Development<sup>53</sup>**

#### ***Preamble:***

"[...] seek to realize the human rights of all and to achieve gender equality and the empowerment of all women and girls."

"There can be no sustainable development without peace and no peace without sustainable development."

#### ***Declaration:***

"Realizing gender equality and the empowerment of women and girls will make a crucial contribution to progress across all the goals and targets. The achievement of full human potential and of sustainable development is not possible if one half of humanity continues to be denied its full human rights and opportunities. Women and girls must enjoy equal access to quality education, economic resources and political participation as well as equal opportunities with men and boys for employment, leadership and decision-making at all levels. We will work for a significant increase in investments to close the gender gap and strengthen support for institutions in relation to gender equality and the empowerment of women at the global, regional and national levels. All forms of discrimination and violence against women and girls will be eliminated, including through the engagement of men and boys. The systematic mainstreaming of a gender perspective in the implementation of the Agenda is crucial."

# At a Glance: Disarmament and Arms Regulation in the 2030 Agenda for Sustainable Development

**3 GOOD HEALTH AND WELL-BEING**

Armed violence is among the leading causes of premature death, and it victimizes even more people by spreading injuries, disability, psychological distress and disease. Disarmament and arms control reduce the impact of conflict on human health.

**4 QUALITY EDUCATION**

Limiting the proliferation and uncontrolled circulation of weapons in communities contributes to safe and non-violent learning environments for all.

Disarmament education contributes to education on peace and non-violence, conflict resolution, sustainable development, gender equality, economic justice, human rights and tolerance of cultural diversity.

**5 GENDER EQUALITY**

Men and women are affected differently by the proliferation and use of weapons. Young men are overwhelmingly responsible for the misuse of small arms. While men make up most direct casualties, women are more frequently victims of gender-based violence that small arms facilitate. Regulating arms and ammunition can reduce violence against women and girls in both public and private spheres.

Empowering women and ensuring their equal and meaningful participation in disarmament and arms control decision-making processes can lead to more inclusive, effective and sustainable policy outcomes.

**8 DECENT WORK AND ECONOMIC GROWTH**

Excessive military spending harms economic growth and can produce undesirable social and political consequences. Reducing military budgets can reduce the negative effects of this spending on economic and social development.

Stemming the proliferation and easy availability of arms can counter the recruitment and use of child soldiers. Opportunities to build decent livelihoods can attract young men away from armed groups or gangs.

Adequate arms regulation helps prevent illicit transfers of weapons in support of human trafficking, modern slavery or forced labour.

**16 PEACE, JUSTICE AND STRONG INSTITUTIONS**

**DISARMAMENT, NON-PROLIFERATION AND ARMS CONTROL PLAY A VITAL ROLE IN PREVENTING CONFLICT, AND IN FORGING AND SUSTAINING PEACE.**

**16.1** Disarmament and arms regulation contribute to reducing deaths from armed violence by prohibiting and restricting the use of certain types of weapons and by establishing effective controls of arms and ammunition.

**16.4** Effective disarmament and arms regulation reduce illicit arms flows, which can otherwise instigate, fuel and prolong armed conflict, terrorism and crime.

**16.6** Participation in military transparency and confidence-building measures, such as reporting on military spending and on arms imports and exports, promote accountability of national institutions and can foster cross-border dialogue and trust-building.

**16.8** The active engagement of all States, especially developing countries, in multilateral disarmament discussions leads to more effective and sustainable policy outcomes.

**16.a** Strengthening the institutional capacities of States to better control arms and ammunition and to engage in military confidence-building measures help prevent conflict, violence and terrorism and crime.

**10 REDUCED INEQUALITIES**

Measures for disarmament can reduce military expenditures and redirect public resources/spending towards social and economic initiatives that can contribute to greater equality.

**11 SUSTAINABLE CITIES AND COMMUNITIES**

Effective ammunition management mitigates the risk of storage deposits accidentally exploding in populated areas. These explosions, when they occur, are humanitarian disasters that lead to death, injury, economic loss, displacement and destruction of infrastructure and private property.

Arms control measures increase urban safety and security by curbing the uncontrolled proliferation and misuse of small arms, particularly for gang-related violence.

**15 LIFE ON LAND**

Contamination from remnants of war and the testing and use of nuclear, chemical and biological weapons have disastrous environmental consequences. Disarmament and arms regulation reduce the impact of weapons on the environment.

**14 LIFE BELOW WATER**

**17 PARTNERSHIPS FOR THE GOALS**

Mobilizing sufficient resources in support of disarmament and arms regulation is critical to achieving the 2030 Agenda for Sustainable Development.

Increased availability of high-quality, timely, disaggregated and reliable arms-related data can inform discussions about the relationship between disarmament, development, peace and security, leading to better decisions and policies.



At the SDG Summit in September 2019, world leaders called for a Decade of Action to achieve the SDGs by the target date of 2030, leaving no one behind.<sup>54</sup> The United Nations Secretary-General called on all sectors of society to mobilize over the next 10 years on three levels: 1) "global action", to secure greater leadership, more resources and smarter solutions for the SDGs; 2) 'local action', embedding the necessary transitions in the policies, budgets, institutions and regulatory frameworks of governments, cities and local authorities; and 3) 'people action', including by youth, civil society, the media, the private sector, unions, academia and other stakeholders, to generate an unstoppable movement pushing for the required transformations.

A close look at SDGs 5 and 16 and some of their respective targets shows notable convergence on two issues in particular: gender equality and peace and security.

SDG 16 PROMOTE PEACEFUL AND INCLUSIVE SOCIETIES FOR SUSTAINABLE DEVELOPMENT, PROVIDE ACCESS TO JUSTICE FOR ALL AND BUILD EFFECTIVE, ACCOUNTABLE AND INCLUSIVE INSTITUTIONS AT ALL LEVELS	SDG 5 ACHIEVE GENDER EQUALITY AND EMPOWER ALL WOMEN AND GIRLS
<p><b>Target 16.4</b> By 2030, significantly reduce illicit financial and arms flows, strengthen the recovery and return of stolen assets and combat all forms of organized crime</p>	
<p><b>Target 16.1</b> Significantly reduce all forms of violence and related death rates everywhere</p> <p><b>Target 16.a</b> Strengthen relevant national institutions, including through international cooperation, for building capacity at all levels, in particular in developing countries, to prevent violence and combat terrorism and crime</p>	<p><b>Target 5.2</b> Eliminate all forms of violence against all women and girls in the public and private spheres, including trafficking and sexual and other types of exploitation</p>
<p><b>Target 16.7</b> Ensure responsive, inclusive, participatory and representative decision-making at all levels</p>	<p><b>Target 5.5</b> Ensure women's full and effective participation and equal opportunities for leadership at all levels of decision-making in political, economic and public life</p>
<p><b>Target 16.b</b> Promote and enforce non-discriminatory laws and policies for sustainable development</p>	<p><b>Target 5.1</b> End all forms of discrimination against all women and girls everywhere</p> <p><b>Target 5.c</b> Adopt and strengthen sound policies and enforceable legislation for the promotion of gender equality and the empowerment of all women and girls at all levels</p>

Source: Sustainable Development Goals,<sup>55</sup>

### Detailed information on the 2030 Agenda for Sustainable Development

17 SDGs, targets and indicators: <https://sdgs.un.org/goals>

Reporting on the indicators: <https://unstats.un.org/sdgs/indicators/indicators-list>

Decade of Action: <https://www.un.org/sustainabledevelopment/decade-of-action>



### NOTE TO TRAINERS

Trainers are encouraged to familiarize themselves with national and regional implementation plans relating to the 2030 Agenda prior to the training and to include relevant information in presentations and exercises.

States can submit Voluntary National Reviews to the High-level Political Forum on Sustainable Development, in which they outline the progress made on the implementation of specific goals and the 2030 Agenda more generally. Those reviews can provide useful insights and excellent entry points when designing training courses.<sup>56</sup>

Where applicable, it is important for trainers to review the United Nations Sustainable Development Cooperation Framework (UNSDCF), which determines and reflects the United Nations development system's contributions in a country, based on national ownership and anchored in national development priorities.<sup>57</sup>

### ***The Peacebuilding and sustaining peace approach***

In 2016, twin resolutions were adopted by the United Nations General Assembly (70/262) and the Security Council (S/RES/2282), promoting a new approach of “peacebuilding and sustaining peace”, aimed at significantly bolstering the international effort to prevent the outbreak, escalation, continuation and recurrence of conflict. The resolutions were negotiated and adopted in response to the findings of the United Nations’ peace operations, peacebuilding architecture and WPS reviews in 2015 and were informed by the 2030 Agenda for Sustainable Development.

This new approach is understood as an effort to build and sustain peace not only once conflict has broken out, but long beforehand by preventing conflict and addressing its root causes. It shifted the primary agency for sustaining peace from the international to the national and local levels and seeks to leverage all thematic work which the United Nations covers, at the same time broadening the institutional responsibility for peace to the whole United Nations system and expanding the instrumental focus of the United Nations beyond the emphasis on a time-limited capacity in response to rapidly emerging violent conflict.<sup>58</sup>

Both resolutions recognize the importance of women’s leadership and participation in conflict prevention, resolution and peacebuilding, and the need to increase the representation of women at all decision-making levels in national, regional and international institutions and mechanisms for the prevention and resolution of conflict. They also recognize the continuing need to consider gender-related issues in all discussions pertinent to sustaining peace and encourage the delivery of gender-sensitive and targeted programming, including monitoring, evaluation and reporting. They further stress the importance of enhancing the mobilization of resources for initiatives that address the particular needs of women in peacebuilding contexts, advance gender equality and empower women.<sup>59</sup>

Disarmament and arms control are central to the realization of a secure and peaceful world and help prevent and end crises and armed conflict. They are a path towards sustaining peace as they help maintain international peace and security, uphold the principles of humanity, protect civilians and promote sustainable development.<sup>60</sup>

Despite the inextricable ties between these agendas, the operational linkages have yet to be fully developed, in part, because interactions between communities are limited. By bringing voices from each of these fields together to discuss progress thus far, challenges that remain and lessons learned along the way, opportunities for greater collaborative efforts can be identified to strengthen the individual and collective agendas.

### **Programme of Action to Prevent, Combat and Eradicate the Illicit Trade in Small Arms and Light Weapons in All Its Aspects<sup>61</sup>**

The Programme of Action (PoA) on small arms, adopted in 2001 by the General Assembly as a politically binding instrument, established a normative framework for small arms and light weapons control that

covers a broad spectrum of issues, including improved national small arms laws, import/export controls and stockpile management.

In 2005 States also adopted the International Tracing Instrument (ITI), which requires States to ensure that weapons are properly marked and that records are kept. Moreover, the ITI provides a framework for cooperation in weapons tracing – fulfilling one of the commitments governments made in the PoA. Improving weapons tracing is now part of the 2030 Agenda for Sustainable Development.<sup>62</sup>

The implementation of the PoA at the national and regional levels is often anchored in Small Arms and Light Weapons National Action Plans and guided by a national coordination mechanism on small arms and light weapons and/or the establishment of national focal points.<sup>63</sup>

The PoA text, adopted in 2001, makes only one reference to gender, expressing concerns about the negative impact of the illicit trade in small arms and light weapons on “women and the elderly”<sup>64</sup> in its preamble. In the same paragraph, concerns are also expressed about the devastating consequences of illicit small arms and light weapons on children.

Progress on the inclusion of a gendered perspective into small arms and light weapons control has been made over the past decade. The participation and representation of women in small arms control processes was recognized by States and emphasized in the outcome document of the Fifth Biennial Meeting of States to consider the implementation of the PoA in 2014.<sup>65</sup>

In the 2016, 2018 and 2021 PoA meetings,<sup>66</sup> States have made considerable progress on the issue of gender and have committed themselves to:

- » Increase understanding of the gender-specific impacts of the illicit trade in small arms and light weapons
- » Promote the meaningful participation and representation of women in policymaking, planning and implementation processes related to the implementation of the PoA, including their participation in national small arms commissions
- » Collect disaggregated data
- » Seriously consider increased funding for policies and programmes that take account of the differing impacts of illicit small arms and light weapons on women, men, girls and boys
- » Mainstream gender dimensions in implementation efforts
- » Exchange national experiences, lessons learned and best practices on mainstreaming gender dimensions into policies and programmes
- » Ensure coordination on implementation of the PoA between relevant national authorities, including all those working on gender equality and women’s affairs and women’s civil society groups
- » Harmonize national policies, including action plans, on small arms and light weapons and the WPS agenda and its four pillars – prevention, protection, participation, and relief and recovery.

In 2016, States linked efforts under the PoA for the first time to General Assembly resolution 65/69<sup>67</sup> on women, disarmament, non-proliferation and arms control and to subsequent resolutions, as well as the Security Council resolution 1325 (2000) and follow-up WPS resolutions.

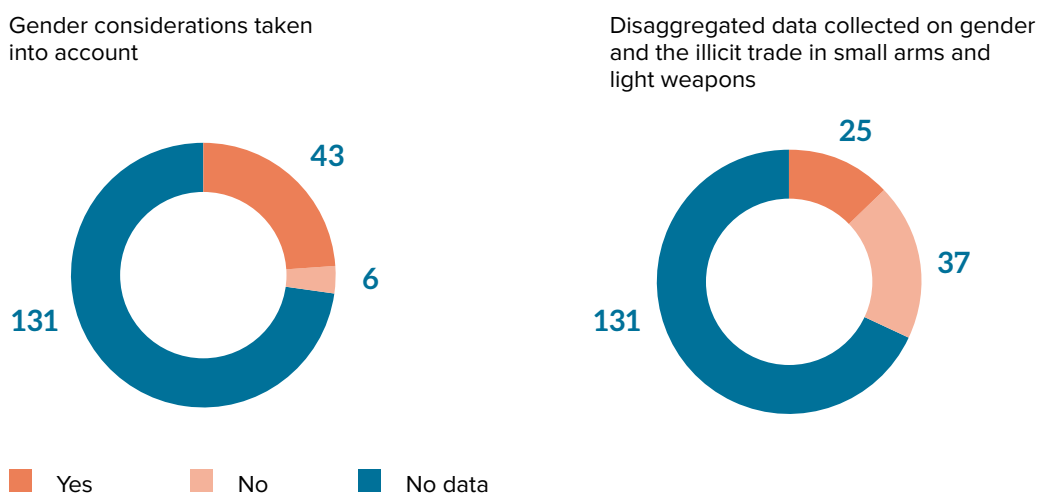
In 2018, States recognized for the first time “that eradicating the illicit trade in small arms and light weapons is a key part of combating gender-based violence.”<sup>68</sup> This notion was expanded in 2021 to include sexual violence in conflict.<sup>69</sup>

For years, civil society had pushed for progress on gender-related issues in the PoA framework, including through the civil society briefing paper “Small Arms, Big Harms. A Call to Action by Civil Society on Gender and Small Arms Control”, which was published in 2018 ahead of the third Review Conference by the International Action Network on Small Arms (IANSA).<sup>70</sup>

Aside from the progress made at the global level, national implementation remains uneven. States submit national reports on the implementation of the PoA to the United Nations, which have included gender-related questions since 2018. The reports are publicly available and can provide useful insights, statistics and

excellent entry points for designing and implementing training. Of the 82 States that reported in 2022 on their implementation efforts from 2020-2021, 56 per cent reported work to mainstreaming gender into their implementation efforts and 62 per cent reported having promoted the full, equal and effective participation and representation of women in policymaking, planning and implementation. However, only 30 per cent of countries reported having collected disaggregated data on gender and the illicit small arms and light weapons trade.<sup>71</sup>

**Figure 4. Outcomes of 2022 National PoA Reporting on Gender**



**NOTE TO TRAINERS**

Depending on the audience of the training, gender-related questions from the PoA reporting template could be discussed and explained to ensure complete and adequate reporting. In this respect, it is best to make use of the latest national reports to ensure that trainers work with the most recently updated template.

**The Arms Trade Treaty<sup>72</sup>**

The ATT is a multilateral treaty that regulates the international trade in conventional weapons. It was adopted by the General Assembly in 2013 and entered into force in 2014. In 2020, the ATT had over 100 State parties,<sup>73</sup> all of them committed to applying common standards in the international legal trade in conventional arms and ammunition. The ATT is the first legally binding treaty that recognizes the link between the arms trade and GBV.

## The Arms Trade Treaty<sup>74</sup>

### Article 6 (3)

“A State Party shall not authorize any transfer of conventional arms ... if it has knowledge at the time of authorization that the arms or items would be used in the commission of genocide, crimes against humanity, grave breaches of the Geneva Conventions of 1949, attacks directed against civilian objects or civilians protected as such, or other war crimes as defined by international agreements to which it is a Party.”

### Article 7 (1)

“... each exporting State Party, prior to authorization of the export of conventional arms ... shall, in an objective and non-discriminatory manner, taking into account relevant factors, including information provided by the importing State ..., assess the potential that the conventional arms or items:

- (a) would contribute to or undermine peace and security;
- (b) could be used to:
  - (i) commit or facilitate a serious violation of international humanitarian law;
  - (ii) commit or facilitate a serious violation of international human rights law;

... “

### Article 7 (4)

“The exporting State Party, in making this assessment, shall take into account the risk of the conventional arms ... being used to commit or facilitate serious acts of gender-based violence or serious acts of violence against women and children.”

It is key to differentiate how articles 6.3 and 7 apply in the context of the ATT. Article 6.3 requires State Parties to refuse authorization of a transfer (all transfers and not only exports), if the State has knowledge, at the time of authorization, that the arms or their materials would be used to commit genocide, crimes against humanity or war crimes. The concurrence of these acts does not allow mitigation measures. Several relevant cases to consider in terms of violence against women and children under article 6.3 include genocide (e.g. imposing measures intended to prevent births within the group or forcibly transferring children of the group to another group) and crimes against humanity (e.g. rape, sexual slavery, enforced prostitution, forced pregnancy, enforced sterilization or any other form of sexual violence of comparable gravity; persecution against any identifiable group or collectivity on gender grounds).

Article 7.1 refers to export assessment and establishes the obligation imposed on States to conduct an assessment prior to each export operation not subject to prohibition, according to a set of criteria set out in the Treaty itself (e.g. undermining peace and security, violation of international humanitarian law, violation of international human rights law, terrorism, transnational organized crime). Cases relating to gender or violence against women and children that fall under this paragraph include:

- » Serious violations of international humanitarian law such as rape, sexual slavery, enforced prostitution, forced pregnancy, enforced sterilization, etc.
- » Serious violations of international human rights law against women (torture, slavery, enforced disappearance and arbitrary deprivation of life), recruiting or enlisting children under the age of 15 in the national armed forces or using them to actively participate in hostilities
- » Trafficking in women in the context of transnational organized crime.

In these cases, the exporting State shall consider mitigation measures. After considering mitigation measures, if the State concludes that there is an overriding risk of any of the negative consequences in Article 7, paragraph 1, it shall reject the authorization.

Article 7.4: Together with the risks listed in Article 7, paragraph 1, the exporting State shall take into account the risk of the weapons or their parts or ammunition subject to export being used to commit or facilitate serious acts of gender-based violence or serious acts of violence against women and children. In this case, however, the fact that such risks exist will not oblige the State to refuse authorization.

Consequently, the interpretation/identification of which cases fall under article 7.4 is crucial and should be applied to cases which fall outside article 6.3 or 7.1, which enjoy greater protection than those falling under article 7.4. An erroneous interpretation could paradoxically lead to lowering the level of protection that the Treaty grants in accordance with articles 6.3 and 7.1.

As such, article 7.4 can be considered a residual category that provides an additional layer of protection by offering States the possibility of denying a transfer of conventional arms and related items when acts of GBV or against women and children cannot be categorized under the other provisions.

The Fifth Conference of State Parties to the ATT in 2019 prioritized the issue of gender and gender-based violence in the context of the ATT and adopted a series of recommendations and decisions on the issue based on the President's Non-Paper<sup>75</sup> on Gender and GBV.<sup>76</sup>



#### NOTE TO TRAINERS

States submit national reports on the implementation of the ATT to the ATT Secretariat. Some reports are publicly available and can provide useful insights and excellent entry points when designing training modules.<sup>77</sup>

### The Protocol against the Illicit Manufacturing of and Trafficking in Firearms, their Parts and Components and Ammunition (Firearms Protocol)<sup>78</sup>

The Protocol against the Illicit Manufacturing of and Trafficking in Firearms, their Parts and Components and Ammunition (Firearms Protocol) is one of the principal global and legally binding instruments that counter the illicit manufacturing of and trafficking in firearms, their parts and components and ammunition at the global level. It was adopted by resolution 55/255 of 31 May 2001 at the 55th session of the General Assembly of the United Nations and entered into force on 3 July 2005.<sup>79</sup>

The Firearms Protocol supplements the United Nations Convention against Transnational Organized Crime (Organized Crime Convention) and together with the Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children and the Protocol against the Smuggling of Migrants by Land, Sea and Air, represents the commitment of the international community to counter transnational organized crime. The provisions of the Convention apply mutatis mutandis to all three protocols.

The Firearms Protocol provides a framework for States to control and regulate illicit arms and arms flows, prevent their diversion into the illegal circuit, and facilitate the investigation and prosecution of related offences without hampering legitimate transfers.<sup>80</sup> The purpose of the Protocol is to “promote, facilitate and strengthen cooperation among States Parties in order to prevent, combat and eradicate the illicit manufacturing of and trafficking in firearms, their parts and components and ammunition.”<sup>81</sup>

Gender-related considerations have been integrated into discussions in the Firearms Protocol. In May 2017, at its 26th session, the Commission on Crime Prevention and Criminal Justice called upon Member States to take a gender perspective into account in the implementation of the Organized Crime Convention and the protocols thereto by considering how crime, including transnational organized crime, has different impacts on women and men in order to ensure that policies, programmes and actions to address crime are effective. The Commission further recognized, among other things, the need to develop and implement appropriate

and effective national strategies and plans for the advancement of women in criminal justice systems and institutions at the leadership, managerial and other levels.<sup>82</sup> Furthermore, the Commission, at its 28th session, requested that the United Nations Office on Drugs and Crime (UNODC) continue to ensure the mainstreaming of a gender perspective into the development, implementation and evaluation of its programmes, policies, practices and strategies. To that end, building on its Strategy for Gender Equality and the Empowerment of Women (2018–2021), the UNODC commits to strengthening the delivery of global results on gender equality and the empowerment of women, by promoting them in its work across all mandated areas and using systematic efforts to understand and respond to gender inequalities, including in its work aimed at supporting the implementation of the Firearms Protocol.

Moreover, in October 2020, at the 10th session of the Conference of the Parties to the Organized Crime Convention, State parties remained concerned about the negative impact of illicit trafficking in firearms on the lives of women, men, girls and boys and recognized that preventing, combating and eradicating illicit trafficking in firearms is crucial to combating GBV. The Conference of Parties encouraged States and UNODC to mainstream gender and age perspectives in firearms policies and programmes, including in the areas of programme design, planning, implementation and monitoring and evaluation; encouraged the sharing of national experiences, lessons learned and best practices; and invited State Parties to further collect disaggregated data on illicit trafficking in firearms and enhance their understanding of the gender-specific impacts of that illicit trafficking, in particular to improve corresponding national policies and programmes. This invitation went hand in hand with the call by the Conference of Parties on States to commit to a series of measures to end discrimination against women in all forms, including:

- » Incorporate the principle of equality of women and men in their legal system, abolish all discriminatory laws and adopt appropriate ones prohibiting discrimination against women
- » Establish tribunals and other public institutions to ensure the effective protection of women against discrimination
- » Ensure elimination of all acts of discrimination against women by persons, organizations or enterprises.<sup>83</sup>

### United Nations Security Council resolutions on small arms and light weapons

On the issue of small arms and light weapons, the Security Council adopted UNSCR 2117 (2013)<sup>84</sup> and UNSCR 2220 (2015).<sup>85</sup> Both resolutions encourage the full and meaningful participation of women in all policymaking, planning and implementation processes to combat and eradicate the illicit transfer, destabilizing accumulation and misuse of small arms and light weapons in all its aspects, and more broadly in initiatives which maintain and promote peace and security. UNSCR 2220 emphasizes the need to strengthen gender-informed data collection and develop appropriate and effective national risk assessment criteria.<sup>86</sup>

The 2019 United Nations Secretary-General's report on small arms and light weapons includes a dedicated section on the gendered nature of small arms and light weapons and as detailed above under the WPS agenda, a section on women and peace and security. The report recommends that the Security Council considers how small arms can be better converged with and mainstreamed into the WPS agenda; encourages the Security Council to address the problem of small arms in the context of sexual and gender-based violence (SGBV); and encourages the Security Council to support the collection of data on small arms and light weapons, disaggregated by sex and age, when including mandates on small arms and light weapons control in its decisions. Member States are asked to also support civil society organizations, especially women's organizations, with sustainable funding to undertake work on the control of small arms and light weapons, including data collection activities.<sup>87</sup>

## United Nations General Assembly resolutions

The number of United Nations General Assembly resolutions and discussions on disarmament that incorporate gender references is increasing and they cover numerous areas including nuclear weapons, biological weapons, cluster munitions, ammunition stockpiles, small arms and light weapons, regional disarmament, disarmament machinery and youth. Nineteen of the 61 resolutions adopted in 2021 by the General Assembly First Committee included direct language on gender or women, 17 recognizing or calling for women's equal participation and 11 addressing various forms of gender perspectives.

### ***The illicit trade in small arms and light weapons in all its aspects***

The General Assembly adopts a series of resolutions relevant to small arms and light weapons on an annual or biannual basis.<sup>88</sup>

The annual omnibus resolution on “The illicit trade in small arms and light weapons in all its aspects” mandates the small arms process in the United Nations. Since 2020 States have included gender-relevant language in the resolution.<sup>89</sup>

“Recognizing the need for the strengthened participation of women in decision making and implementation processes relating to the Programme of Action and the International Tracing Instrument and reaffirming the need for States to mainstream gender dimensions into their implementation efforts.”

The General Assembly resolution on the “Consolidation of peace through practical disarmament measures” also included a relevant reference in 2018:

“Emphasizing that the meaningful participation of women must be ensured in disarmament, including mine action and the control of small arms and light weapons”.<sup>90</sup>

### ***Women, disarmament, non-proliferation and arms control***

The General Assembly has adopted a resolution on “Women, disarmament, non-proliferation and arms control” biennially since 2010. General Assembly resolution 65/69 (2010) and subsequent resolutions<sup>91</sup> recognize the need to facilitate and increase the meaningful participation of women in disarmament and promote equal opportunities in decision-making. These resolutions also encourage better understanding of the gendered impact of armed conflict.

### ***Youth, disarmament and non-proliferation***

The United Nations General Assembly has reaffirmed the important and positive contribution young people can make to sustaining peace and security through its unanimous support for a new resolution entitled “Youth, disarmament, non-proliferation and arms control” adopted in 2019.<sup>92</sup>

The resolution “requests the Secretary-General to seek specific measures to promote the meaningful and inclusive participation and empowerment of youth on disarmament and non-proliferation issues”, calls upon countries and international organizations to consider developing relevant policies and programmes for youth engagement, and stresses the importance of education and capacity-building of people in this area.

## Human Rights Council resolutions

The Human Rights Council has adopted a series of resolutions relevant for small arms control and gender, including resolutions on:

- » Impacts of arms transfers on human rights<sup>93</sup>
- » Human rights and the regulation of civilian acquisition, possession and use of firearms<sup>94</sup>
- » Accelerating efforts to eliminate all forms of violence against women.<sup>95</sup>



This set of resolutions, among others, links small arms control, youth, and gender to small arms and its associated problems. Noteworthy in particular are resolution A/HRC/RES/41/20, adopted in 2019, which focuses especially on the impact of arms on women and girls, particularly in relation to gender-based violence, including domestic violence; and resolution A/HRC/RES/45/13, adopted in 2020, which focuses on children and youth, drivers of violence and violence prevention. It also reflects on the gendered impact of the Coronavirus disease (COVID-19) pandemic and includes specific references to ammunition.

While the series of resolutions on accelerating efforts to eliminate all forms of violence against women make no specific reference to small arms, the thematic issues covered in the resolutions are highly relevant, especially when taking a human rights approach. Issues include, among others, preventing and responding to violence against women and girls; eliminating domestic violence; preventing and responding to rape and other forms of sexual violence; and ensuring due diligence in protection.<sup>96</sup>

### Committee on the Elimination of Discrimination Against Women

The Committee on the Elimination of Discrimination against Women (CEDAW)<sup>97</sup> is the body of independent experts that monitors implementation of the Convention on the Elimination of All Forms of Discrimination against Women. CEDAW consists of 23 experts on women's rights from around the world and formulates general recommendations and suggestions directed at States. The recommendations most relevant to arms control and disarmament are as follows:

- » No. 12 (1989) recommends legislation to protect women against the incidence of all kinds of violence in everyday life (including sexual violence, abuses in the family, sexual harassment at the workplace, etc.); other measures adopted to eradicate this violence; and statistical data on the incidence of violence of all kinds against women and on women who are the victims of violence.
- » No. 19 (1992) includes the obligation to prevent, investigate and punish violence against women.
- » No. 30 (2013) specifies the need to protect women through the elimination of discrimination against women in conflict prevention, conflict and post-conflict situations – an important step forward for women's rights in conflict. Importantly, it includes a monitoring body, the CEDAW Commission, which reports on implementation gaps and allows civil society organizations to provide shadow reports,<sup>98</sup> which can complement or evaluate government reports.<sup>99</sup>
- » No. 35 (2017) provides further guidance aimed at accelerating the elimination of gender-based violence against women, updating General Recommendation 19. Paragraph 31c specifically recommends addressing “factors that heighten the risk to women of exposure to serious forms of gender-based violence, such as the ready accessibility and availability of firearms, including their export, a high crime rate and pervasive impunity, which may increase in situations of armed conflict or heightened insecurity.”<sup>100</sup>



#### NOTE TO TRAINERS

States submit reports on the implementation of CEDAW to the United Nations. Those reports can provide useful insights and excellent entry points when designing training sessions.<sup>101</sup>

### Beijing Declaration and Platform for Action<sup>102</sup>

The *Beijing Declaration and Platform for Action* is a landmark document that was adopted at the Fourth World Conference on Women in 1995 following a major push by civil society, and it provides a blueprint for action on equality, development and peace.

The Declaration embodies the commitment of the international community to the advancement of women and to the implementation of the Platform for Action, ensuring that a gender perspective is reflected in all policies and programmes at the national, regional and international levels. Among the critical areas of concern highlighted by the document are women in power and decision-making; violence against women;

human rights of women; and women and armed conflict. The Beijing Declaration and Platform for Action also emphasizes the participation of women in conflict resolution and commits States to reducing excessive military expenditures and controlling the availability of arms.<sup>103</sup>

In the summer of 2021, UN Women launched the Generation Equality campaign to accelerate gender equality actions and mark the 25th anniversary of the Beijing Declaration and Platform for Action.<sup>104</sup>

## Women, peace and security agenda

With the adoption of UNSCR 1325 (2000)<sup>105</sup>, the Security Council addressed the disproportionate and unique impact of armed conflict on women for the first time. In addition to UNSCR 1325, there are nine other resolutions on WPS: 1820 (2008),<sup>106</sup> 1888 (2009),<sup>107</sup> 1889 (2009),<sup>108</sup> 1960 (2010),<sup>109</sup> 2106 (2013),<sup>110</sup> 2122 (2013),<sup>111</sup> 2242 (2015),<sup>112</sup> 2467 (2019),<sup>113</sup> and 2493 (2019).<sup>114</sup> A significant subset of these resolutions focuses specifically on the issue of CRSV.<sup>115</sup> Collectively, these ten resolutions make up the WPS agenda, guiding work to promote gender equality and women's participation.

Of particular relevance to arms control are UNSCR 2122 (2013), which “urges Member States and United Nations entities to ensure women’s full and meaningful participation in efforts to combat and eradicate the illicit transfer and misuse of small arms and light weapons” and UNSCR 2242 (2015), which includes explicit references to the impact of arms, armed conflict and sexual violence on women and development, and to the key role of women’s participation in small arms control.

Disarmament and arms control converge with the WPS agenda on all four of its interconnected pillars – participation, prevention, protection, and relief and recovery. An understanding of arms flows and associated challenges, as well as the gendered impacts of small arms and light weapons, should inform the design of adequate responses in the WPS framework, including in peacebuilding settings.

1. The meaningful **participation** of women in arms control and disarmament decision-making processes at all levels and in all aspects of conflict resolution and peacebuilding has been explicitly referenced in UNSCR 2122 (2013) and UNSCR 2242 (2015). Given the underrepresentation of women in the field of small arms and light weapons control, the inclusion and, where needed, the capacity-building of women must continue to be fostered. Women are particularly needed in efforts to prevent violence against women and girls and to protect them from the impact of small arms misuse.
2. **Prevention** is often understood in the context of conflict and the prevention of CRSV, in which small arms play a significant role. However, discussions on prevention should include the prevention of violence against women and girls and of any abrogation of their rights, particularly given the fact that weapons are frequently used in domestic violence, intimate partner violence, hate crimes and so-called honor killings.
3. Similarly to the prevention pillar, the **protection** of women and girls from all forms of violence and from any abrogation of their rights should take into account the fact that weapons are an enabler of armed violence, and that conflict and high levels of arms and ammunition in circulation contribute to insecurity, cause harm to civilians, facilitate human rights violations and impede humanitarian access. As such, small arms control is central to the protection of women and girls and to the preservation of human, social, political and economic rights.
4. **Relief and recovery** ensures that the voices and concerns of women and girls are accounted for when creating the structural conditions necessary for sustainable peace. The advancement of relief and recovery efforts should be approached with a gendered lens, including by integrating the needs of women and girls into the design of policies, programmes and activities addressing the issue of small arms and light weapons.<sup>116</sup>

The implementation of the WPS agenda at national and regional levels is often anchored in WPS National Action Plans and guided by national or regional focal points on WPS. As of August 2021, 98 United Nations

Member States (50 per cent of all Member States) had National Action Plans in place and 12 Regional Action Plans were in place, including one for the African Union and one for the European Union.<sup>117</sup> In addition, a set of global indicators on WPS (known as the Global Indicators) first adopted in 2010 has been developed to track implementation of the WPS agenda and to serve as a common basis for reporting by relevant United Nations entities, other international and regional organizations and Member States.<sup>118</sup>



### NOTE TO TRAINERS

**There is a perception that the four WPS pillars are not always evenly adhered to and discussed and that, in particular, participation and protection have received the most attention. It is important to encourage synergies with the WPS agenda across all four pillars and to identify practical actions in WPS National Action Plans to strengthen the connection to conflict prevention and relief and recovery.**

In his 2019 report on small arms and light weapons to the Security Council, the United Nations Secretary-General stressed the need to better integrate small arms and light weapons considerations into the WPS agenda. That means that arms control and disarmament should be included in discussions and actions on WPS, including in the context of sexual violence in conflict.<sup>119</sup> In his 2020 report on WPS to the Security Council, the United Nations Secretary-General reiterated that message and stressed that disarmament and arms control are essential to preventing and ending violent conflict, calling for continued efforts to realize the commitments to women's meaningful participation in arms control and disarmament efforts and to gender-responsive action, as set out in global and regional arms control frameworks. At the same time, he urged Member States to ensure the collection of disaggregated data and to strengthen national coordination between those working to eradicate the proliferation of small arms and those working on WPS in an effort to collectively promote conflict prevention and the prevention of violence against women.<sup>120</sup>

The UNIDIR study *Connecting the Dots* further examines the normative and practical overlaps and connections between the WPS agenda and the field of arms control and disarmament. The study shows that further integration can bring benefits for both fields. For the arms control community, the WPS pillars provide structure and guidance to the comprehensive integration of gender perspectives; while for WPS policy actors and practitioners, engaging with arms control can help operationalize the WPS agenda.<sup>121</sup>

Concrete actions to better bridge the gaps between the agendas include:<sup>122</sup>

- » Overcoming the misconceptions that gender relates primarily or even exclusively to women and girls and that the WPS resolutions apply only to conflict or post-conflict situations.
- » Considering the relevance of small arms control in WPS, GBV and CRSV discussions and, vice versa, considering WPS, GBV and CRSV in discussions on small arms control and disarmament.
- » Finding common ground between WPS and disarmament actors, for example:
  - Formalizing regular information exchanges between national focal points working on small arms and light weapons and WPS.
  - Creating joint commissions between relevant authorities/representatives.
  - Bringing WPS experts and/or gender advisors into arms control delegations, discussions and decision-making processes and vice versa. Experts and advisors can support small arms control policymakers in understanding the nuances of the terminologies and definitions that often underpin gender discussions; assist with or provide guidance on the collection and analysis of sex- and age-disaggregated data; provide guidance on how to design gender-responsive indicators and policy frameworks; assist in developing risk-assessment criteria on gender-based violence under the Arms Trade Treaty; and provide guidance for developing tailored and gender-responsive arms-control training.
- » Synchronizing national and regional action plans and strategies on small arms and light weapons with those on WPS or other relevant issues.<sup>123</sup>

- » Collecting data disaggregated by sex, age and in other ways, and generating further qualitative research into the gendered impacts of weapons as well as the various gendered aspects of arms control and disarmament. This should be augmented by better measures to monitor and evaluate the impacts of integrating gender into arms control and disarmament measures.
- » Linking effective and sustainable small arms control policies to increased women's participation at all levels of decision-making and implementation, including through the work of national coordination mechanisms.
- » Ensuring that women and men affected by armed violence, including survivors and their representative organizations, can meaningfully participate in arms control and disarmament programmes, including multilateral processes.
- » Bringing civil society groups, in particular women's organizations, into the discussion on small arms and light weapons and providing those groups with sufficient support, where needed.
- » Providing sustained and adequate funding to activities that take into account arms control and WPS.
- » Providing training to small arms control authorities and experts on gender and WPS, and vice versa.

#### **GOOD PRACTICE EXAMPLES: WPS NATIONAL ACTION PLANS THAT INCLUDE DISARMAMENT AND ARMS CONTROL**

- » **Argentina:** The country's first WPS National Action Plan (2015–2018) set out the inclusion of a gender perspective in all peacebuilding activities and humanitarian aid missions, including disarmament, demobilization and reintegration (DDR) activities as one of its priorities. This includes capacity-building on DDR from a gender perspective for personnel deployed on peace missions.<sup>124</sup>
- » **Ireland:** In its third WPS National Action Plan (2019–2024), Ireland has integrated gender analysis into its work in conflict-affected contexts and on peace and security issues, including disarmament. It also recognizes the disproportionate impact small arms and light weapons have on women, as well as the opportunity to use disarmament as a tool for conflict prevention.<sup>125</sup>
- » **Japan:** The second edition of the National Action Plan on Women, Peace and Security (2019–2022) includes specific measures related to small arms control. It calls for efforts on small arms control to take into account a gender perspective and establishes a correlated indicator to track progress on the issue. Furthermore, it seeks to strengthen international regulations on the illegal trade of small arms by incorporating gender perspectives and tracks the status of United Nations resolutions on small arms and the implementation of the Arms Trade Treaty.<sup>126</sup>
- » **Namibia:** The current WPS National Action Plan (2019–2024) calls for the participation of women in peace and security structures, including the increased representation and meaningful participation of women in national security sector institutions. It further calls for gender-mainstreaming security sector legislation and sets out a range of related activities, including support to women's networks.<sup>127</sup>



#### **NOTE TO TRAINERS**

Trainers and participants are encouraged to familiarize themselves with respective National Action Plans on WPS,<sup>128</sup> where they exist, as well as other related action plans or strategies (such as National Action Plans on Violence against Women,<sup>129</sup> domestic violence or GBV; National Action Plans or Memoranda of understanding on CRSV; citizen security plans; and Gender Equality Plans), in addition to the National Action Plans on small arms and light weapons. Note that some of those plans may have expired or are currently being updated or drafted, both of which can provide entry points for discussions.

The handbook by research institute the Small Arms Survey, "Gender-responsive Small Arms Control: A Practical Guide", summarizes the convergence between the WPS agenda, the 2030 Agenda and the small arms control agenda, along the following points, which can serve as an excellent entry point for discussion during training sessions:

- » All agendas share a human-centric view of security, thereby challenging the often prevailing, narrow, State-centric view of security and emphasizing holistic approaches.
- » There is a possibility to leverage data within and between the agendas. Implementing effective small arms control can help States to achieve the SDGs, particularly target 16.4 that calls for the significant reduction of illicit arms flows. At the same time, the application of SDG targets and indicators relating to gender and violence reduction can contribute to WPS and small arms control.
- » All three agendas connect gender perspectives and analysis with security and development. The parallels in the language used on each agenda should form the basis for further normative progress and lay the foundations for tangible action and activity.<sup>130</sup>



#### NOTE TO TRAINERS

A comprehensive overview on converging agendas can be found in the 2019 handbook, "Gender-responsive Small Arms Control: A Practical Guide", edited by Emile LeBrun and published by the Small Arms Survey. See pages 36–37 of chapter 2, "Converging Agendas: Global Norms on Gender, Small Arms, and Development", written by Allison Pytlak and available at [www.smallarmssurvey.org/resource/gender-responsive-small-arms-control-practical-guide](http://www.smallarmssurvey.org/resource/gender-responsive-small-arms-control-practical-guide). Extracts could be used as a handout for participants.

### The Spotlight Initiative to eliminate violence against women and girls<sup>131</sup>

The Spotlight Initiative is a global, multi-year partnership between the European Union and the United Nations to eliminate all forms of violence against women and girls by 2030. Launched in 2017, with a €500 million budget from the European Union, the Spotlight Initiative aims to address every form of violence against women and girls across Africa, Asia and the Pacific and Latin America and the Caribbean, with a specific focus on domestic and family violence, SGBV and harmful practices and femicide, as well as trafficking in human beings and sexual and economic exploitation.<sup>132</sup>

In Africa, the Spotlight Initiative aims to eliminate SGBV, including harmful practices, with a regional component to scale up existing initiatives on fighting female genital mutilation and child marriage and conducting joint activities with the African Union. In the Southeast Asia region, the Spotlight Initiative, known locally as the Safe and Fair Programme, is aimed at ensuring labour migration is safe and fair for all women, focusing on countries of origin and countries of destination in the region. In Latin America, the Spotlight Initiative focuses on ending femicide with targeted country programmes and on empowering regional networks through its regional programme. In the Pacific, the Spotlight Initiative is focused on ending domestic violence across the region. In the Caribbean, actions to tackle family violence in the region are supporting country and regional programmes. Finally, in Central Asia, the Spotlight Initiative is responding to SGBV and harmful practices, such as child, early and forced marriage.

The Spotlight Initiative's interventions focus on six mutually reinforcing programming pillars: laws and policies to prevent violence and discrimination and address impunity; strengthening national government and regional institutions; promoting gender-equitable social norms, attitudes and behaviour; making high-quality essential services for survivors of violence available; improving the quality, accuracy and availability of data on violence against women and girls; and promoting strong and empowered civil society and autonomous women's movements.<sup>133</sup>

### Youth, peace and security agenda<sup>134</sup>

The resolutions on youth, peace and security adopted by the United Nations Security Council (UNSCR 2250 (2015)<sup>135</sup>; UNSCR 2419 (2018)<sup>136</sup> and UNSCR 2535 (2020))<sup>137</sup> emphasize the importance of youth as agents

of change in the maintenance and promotion of peace and security. The resolutions highlight participation, partnerships, prevention, protection, and disengagement and reintegration as five pillars for action related to young people's contributions to peace processes and conflict resolution.

UNSCR 2535 (2020) highlights the importance of applying a gender perspective to the youth, peace and security agenda, recognizing that young women in particular are at risk of gender inequality that perpetuates all forms of discrimination and violence. Moreover, the resolution calls for youth participation in peace processes and conflict prevention and resolution, while also urging States to protect youth from violence in armed conflict and to eliminate all forms of SGBV as well as human trafficking.<sup>138</sup>

Youth is also a cross-cutting priority at the heart of the 2030 Agenda for Sustainable Development driving societies forward in the prevention and resolution of conflicts and, ultimately, sustaining our development. Young people around the world have a critical role to play in raising awareness of and developing new strategies to reduce threats from conventional arms and other weapons.

Recognizing the importance of young people in bringing about change, UNODA has placed youth engagement at the heart of its disarmament education efforts and launched the Youth4Disarmament Initiative. The ultimate goal is to increase youth participation and create spaces both on and offline for young people to make meaningful and substantive contributions to facilitating progress on disarmament.<sup>139</sup>

### **Youth 2030: The United Nations Youth Strategy<sup>140</sup>**

This Youth Strategy acts as an umbrella framework to guide the entire United Nations as it steps up its work with and for young people across its three pillars – peace and security, human rights and sustainable development – in all contexts. It seeks to significantly strengthen the capacity of the United Nations to engage young people and benefit from their views, insights and ideas. It seeks to ensure United Nations work on youth issues is pursued in a coordinated, coherent and holistic manner.

### **The United Nations Secretary-General's Agenda for Disarmament<sup>141</sup>**

In May 2018, United Nations Secretary-General Antonio Guterres launched his Agenda for Disarmament under the title "Securing Our Common Future". The Agenda seeks to generate fresh perspectives and explore areas where serious dialogue is required to bring disarmament and arms control back to the heart of common efforts for peace and security.

The Agenda integrates disarmament into the priorities of the entire United Nations system, laying the foundations for new partnerships and greater collaboration among different parts of the organization and governments, civil society, the private sector and others. It focuses on practical measures to engage and support Member States in carrying out their responsibilities, including those related to the SDGs.

The Agenda has four main pillars:

- » Disarmament to save humanity
- » Disarmament that saves lives
- » Disarmament for future generations
- » Strengthening partnerships for disarmament.

Under the "Disarmament that saves lives" pillar, the Secretary-General emphasized the need to address the excessive accumulation and illicit trade of conventional arms. To this end, the following implementation efforts are under way:

- » The Saving Lives Entity (SALIENT) launched in October 2019, a dedicated facility to ensure sustained financing for coordinated, integrated small-arms control measures in the most affected countries
- » Integrating arms control considerations into conflict prevention, conflict management and risk assessments
- » Better management of excessive and poorly secured stockpiles.

Under the “Strengthening partnerships for disarmament” pillar, the following implementation efforts are under way:

- » Promoting the full and equal participation of women in all decision-making processes related to disarmament and international security
- » Achieving gender parity on all panels, boards, expert groups and other bodies established under the Secretary-General’s auspices in the field of disarmament
- » Investing in disarmament education, including through the establishment of a platform for youth engagement
- » Increasing the engagement with regional organizations to explore new opportunities and strengthen existing platforms for regional dialogue on security and arms control
- » Achieving greater integration of experts, industry and civil society representatives into the meetings of all United Nations disarmament bodies.<sup>142</sup>



#### NOTE TO TRAINERS

The above instruments and initiatives do not comprise an exhaustive list. Other relevant cross-references are included in other units.

It is not necessary to know all of the instruments by heart, but it is important to be familiar with the normative international frameworks which apply to the country/ies of participants and to identify implementation efforts and challenges which can be entry points for further work.

In addition, trainers should familiarize themselves with relevant regional, sub-regional and national policies and frameworks that are relevant for participants, including possible non-discrimination acts and regulations on gender equality.<sup>143</sup>

## ANNEX

**Activity 11:** Introduction to normative frameworks and guidance

### 5. Global guidance for the implementation of small arms control in different contexts

The United Nations has developed guidelines on small arms control and ammunition management as well as on DDR.<sup>144</sup>

Participants should become familiar with these as their main reference documents. It is recommended that trainers familiarize themselves with these guidance compendia and make references to them throughout the training sessions.

#### ***Modular Small-arms-control Implementation Compendium (MOSAIC)***<sup>145</sup>

The Modular Small-arms-control Implementation Compendium (MOSAIC) is a set of voluntary practical guidance documents on implementing global commitments to control small arms and light weapons. These combine global small-arms expertise and can be considered best-practice documents, intended for the United Nations system, governments and other organizations and stakeholders.

MOSAIC is framed by existing global agreements related to small arms and light weapons control, including the United Nations Programme of Action on illicit trade in small arms and light weapons and the International Tracing Instrument, the Firearms Protocol and the Arms Trade Treaty.

Gendered impacts of the uncontrolled proliferation and misuse of small arms and light weapons, as well as gendered dimensions of small arms and light weapons control, have been incorporated where appropriate into all modules of MOSAIC. The MOSAIC series includes dedicated modules on gender and youth.

- » **MOSAIC module 06.10** on women, men and the gendered nature of small arms and light weapons addresses gender as a specific issue. The training manual builds extensively on this work, drawing together the gender-related threads of other MOSAIC modules, establishing principles and providing guidance on implementing gender-responsive small arms and light weapons control programming.
- » **MOSAIC module 06.20** on children, adolescents, youth and small arms and light weapons includes aspects of small arms and light weapons control that relate to girls and boys.

UNIDIR is working on an electronic assessment tool for MOSAIC that allows users to compare existing operational small arms and light weapons controls with international standards in order to identify and prioritize areas that are in need of strengthening.

### ***International Ammunition Technical Guidelines***<sup>146</sup>

To support States in maintaining safe and secure stockpiles, the United Nations developed the International Ammunition Technical Guidelines (IATG) in 2011 following a request from the General Assembly.

IATG provides voluntary, practical guidance for national authorities, United Nations entities and other stakeholders on safe and secure ammunition management. To support dissemination and oversight of the IATG and its related resources, the United Nations SaferGuard Programme was simultaneously established as the corresponding knowledge management platform.<sup>147</sup> On this platform, additional guidance has been made available, including:

- » "Critical Path Guide to the International Ammunition Technical Guidelines"<sup>148</sup>
- » "A Guide to Developing National Standards for Ammunition Management"<sup>149</sup>
- » "Utilizing the International Ammunition Technical Guidelines in Conflict-Affected and Low-Capacity Environments".<sup>150</sup>

The 2020 briefing paper on the gender dimensions of ammunition management, published by UNODA and developed in close cooperation with the Small Arms Survey, highlights the need to integrate gender considerations across the lifecycle of ammunition. The paper makes important recommendations on increasing the involvement of women in all aspects of ammunition management and relevant parts of the security sector.<sup>151</sup> The Technical Review Board of the IATG endorsed the paper's recommendations on gender-mainstreaming the guidelines, specifically reviewing the IATG modules for the potential inclusion of gender-related principles accompanied by separate, standalone, non-technical guidance on gender in ammunition management. Based on the initial research, the report "Gender-sensitive Ammunition Management Processes: Considerations for National Authorities" was published in October 2021.<sup>152</sup>

### ***Integrated DDR Standards***<sup>153</sup>

Integrated DDR Standards (IDDRS) provides a set of policies, guidelines and procedures to support all aspects of DDR processes in peace operations, special political missions and non-mission settings. These have been drafted on the basis of lessons learned and good practices drawn from the experience of the United Nations system.

The IDDRS sub-modules on "Disarmament" (4.10) and "Transitional Weapons and Ammunition Management" (4.11) were published in 2020, as part of the ongoing review of the IDDRS.<sup>154</sup> A new MOSAIC module on "Small arms and light weapons control in the context of DDR" (2.30), firmly based on IDDRS 4.10 and 4.11, was subsequently published.<sup>155</sup> Gender has been mainstreamed consistently during these revisions, providing guidance to DDR practitioners on the design and implementation of gender-responsive weapons and ammunition management activities.

Guidance on aspects of gender at the various stages in a DDR process, and on mainstreaming gender into DDR policies and programmes, is provided in IDDRS 5.10, "Women, Gender and DDR".<sup>156</sup>



### **Handbook for United Nations Field Missions on Preventing and Responding to CRSV<sup>157</sup>**

The United Nations Security Council has recognized CRSV as a peace and security issue. This Handbook is intended to serve as a practical guide to support the implementation of the CRSV mandate by United Nations Field Missions, including peacekeeping operations and special political missions. It serves both as guidance for civilian, military and police personnel deployed to United Nations Field Missions and as a pre-deployment orientation tool for future mission personnel.

Substantive references to arms control listed include the recommendation that security sector reform (SSR) should also promote the adoption of sound arms control measures as an effective and sustainable contribution to the elimination and prevention of CRSV. It further highlights that societies with a culture of possessing weapons have accessible means to commit violent acts, including CRSV. As weapons facilitate CRSV, improved arms control is an effective means of reducing the prevalence and fear of CRSV. Measures to confiscate/reduce the proliferation of small arms and light weapons in communities as part of weapons-reduction programmes are crucial to curbing CRSV. In the annex of the handbook, it is noted that the functions and responsibilities on CRSV within the military include the reduction of arms flows and seizure/confiscation, collection and disposal of arms. It further notes that a weapons culture and armed men have been a major source of sexual violence in conflict zones and, hence, must be addressed deliberately.

United Nations Department of Peace Operations' "Gender Equality and Women, Peace and Security Resource Package"

This resource package includes sections on SGBV, CRSV, DDR and SSR, and connects them to the WPS agenda.<sup>158</sup>



#### **NOTE TO TRAINERS**

##### **Sequencing of units**

**Unit 2 logically follows the introduction and should precede Unit 3, which introduces key tools for gender analysis, including different methods of data collection and analysis. A thorough understanding of all gendered aspects of small arms control through the collection of evidence should form the basis for addressing small arms control in a gender-responsive manner.**



## UNIT 3

# Data collection, surveys and gender analysis in small arms contexts



**This unit explains the methodological tools for developing gender-responsive small arms control policies, programmes and related approaches. It primarily introduces data collection, including through small arms and light weapon surveys, and gender analysis for evidence-based, gender-responsive small arms control as a way of gaining knowledge about the ways in which the ownership, demand, distribution, use/misuse and impact of small arms is gendered. The unit explores different tools (methods) to either compile existing evidence or construct new evidence.**



#### **NOTE TO TRAINERS**

Unit 3 on gender analysis covers a broad range of issues. Trainers are encouraged to consider holding more than one session on themes related to Unit 3 and to use activities to practise the tools.

Units 2 to 5 go hand in hand and should be included in all gender-related training and activities to set a common understanding and level of knowledge, as well as provide the basic skills needed to work through any of the other units. It is recommended to also include Unit 10 to ensure that the resulting gender-responsive small arms initiatives are demonstrably effective and sustainable.

### LEARNING OBJECTIVES

- » Awareness of the importance of collecting disaggregated/gender-sensitive data related to small arms and are familiar with data sources and collection methods.
- » Awareness of the need to conduct gender analysis.
- » Understand when and how to bring in relevant expertise (e.g. gender advisors, focal points, civil society), if needed.
- » An understanding is reached about the fundamental importance and the mechanisms of gender-responsive, evidence-based small arms control programming and policy.



#### **NOTE TO TRAINERS**

The central point of all gender-related training and activities is to build a consensus, based on facts, around a gendered approach to small arms.

It is recommended to use an activity to build such a consensus on the need for a gendered approach, thereby allowing participants to draw their own conclusions. This helps participants to take into account their own professional contexts. Thus, it is suggested to conduct a longer group activity in combination with the theoretical part of Unit 3.

Note that framing gender-responsive approaches to small arms control within a broader human security and human rights framework can be helpful to gain consensus in settings in which there is resistance towards accepting and acting upon gender perspectives.

### KEY MESSAGES

- » There is a need to collect disaggregated and gender-sensitive data as a core requirement for gender analysis and a precondition for gender-responsive and effective small arms control programming and policymaking.

- » Data collection should be understood in the broadest possible terms, whenever possible. The distinction and relevance of quantitative, qualitative, disaggregated and gender-sensitive data is thereby essential.
- » While data collection remains uneven, data is often collected at the local, national, regional and global levels and is collected by a wide range of stakeholders. While local and national authorities should be the primary collectors of data, consultations with civil society organizations, in particular women's organizations, can be beneficial to verify information or to obtain different data sets, while ensuring an inclusive data collection and analysis process.
- » Small arms and light weapons surveys that collect quantitative and qualitative information can be important tools for programme design and implementation and have to be based on or include a gender analysis.
- » Gender analysis is an important tool to understand the gendered impact, power relations, gendered conflict drivers and triggers, of the use and misuse of small arms. It helps to highlight patterns and trends and should be used to identify gaps in current small arms control approaches.
- » Participants should seek the necessary expertise, if needed, to help them with the creation of an effective data collection mechanism and gender analysis. Gender advisors, gender focal points or women, peace and security (WPS) focal points and the national statistical commissions are usually able to provide guidance and assistance.

## MAIN THEMES

### 1. The collection of data

Sex and age disaggregated data, gender analysis and comprehensive research on the linkages between gender and small arms control remain sparse. In national reports submitted by States in 2022 on their implementation of the United Nations Programme of Action on small arms and light weapons in all its aspects, also known as the PoA/UN PoA, only 30 per cent of countries reported having collected disaggregated data on gender and the illicit small arms and light weapons trade.

Moreover, sweeping assumptions sometimes are made about women's and men's levels of involvement and interest in small arms with too little commitment to understanding the differences in attitudes within groups of women or within groups of men. A nuanced thinking is needed to understand how beliefs about gender might intersect with other factors such as age, disability, ethnicity, family status, gender identity, location, race, religion, sexual orientation and/or social class, which may historically predispose both women and men to value and demand small arms access.

Without the benefit of accurate, disaggregated and evidence-based information on the different risks that small arms present to women and men and their specific security needs, small arms control interventions will remain gender blind, hampering effective policy development and the achievement of gender equality. Civil society and academia can play important roles in collecting and analysing data. Ultimately, both official and independently generated data are needed to produce a more holistic and detailed picture.<sup>1</sup> Resulting from this evidence base, holistic, better targeted and more effective small arms control measures can be developed.

Therefore, **the collection of gender-sensitive data is essential to the understanding of arms control related attitudes, patterns and trends and to designing solutions that take them into account.** It is therefore important to understand different data types and thus approach data collection in the broadest possible sense.

Qualitative information is descriptive and conceptual, often gathered through open-ended questions. Information is often collected from a small number of people through some form of interview technique (i.e. online perception surveys; media review; in-depth person-to-person interviews, focus group discussions, or participatory methods). Qualitative information can also include research or observations. The findings of qualitative research are not generalizable, but they can be more appropriate when the aim is to gain understanding about why and how something happens, helping to contextualize. They are particularly appropriate to understand little known processes or issues. The information, sometimes also referred to as data, is primarily presented in words through narratives, verbatim quotes, descriptions, lists and case studies or through pictures.<sup>2</sup> Qualitative data often complement quantitative data.

Qualitative data are not often collected in small arms contexts but it is important to understand underlying assumptions and norms about gender that may drive attitudes, distribution, ownership, access, use and misuse, and the impact of small arms on women, men, boys and girls. Why do certain people in different contexts own weapons? How does society define manhood and how is manhood linked to small arms? How are small arms used domestically, at home and how in public?

#### **GOOD PRACTICE EXAMPLES: MEDIA MONITORING TO BRIDGE DATA GAPS**

The Armed Violence Monitoring Platform, initiated by the South Eastern and Eastern Europe Clearinghouse for the Control of Small Arms and Light Weapons (SEESAC) in 2014, monitors firearms-related incidents in southeastern Europe. Data are collected daily using local media clippings, online search engines and reports by public institutions of relevant firearm-related incidents, where available. Data include the total number of all firearms-related incidents in southeastern Europe for the current month and by day; geographical placement of firearms incidents; and details about latest incidents. All data on incident, perpetrator and victim, type of incident, outcome for the victim, relationship and macro location by year, month and location are disaggregated by sex and age.<sup>3</sup>

In September 2020, the United Nations Regional Centre for Peace, Disarmament and Development in Latin America and the Caribbean (UNLIREC) launched a briefing paper on preventing violence against women through arms control in Latin America and the Caribbean, which included specific recommendations during the Coronavirus disease (COVID-19) pandemic. As part of the research conducted for the paper, UNLIREC analysed measures that States in the region had taken to respond to the increase in violence against women during social confinement in the midst of the health crisis. It conducted the research based on media stories, as well as official pages of ministries and information on respective decrees and laws enacted during the crisis.<sup>4</sup>

In contrast, quantitative data can be counted, measured, and expressed using numbers. This often includes the collection of data from a sample or population that can then be generalized to a larger population. It identifies what is happening and includes surveys, document reviews and data collection through other means.<sup>5</sup> In the small arms and light weapons context, this can include the collection of sex-disaggregated as well as gender-sensitive data, including through small arms and light weapons surveys (see further details below).<sup>6</sup>

Examples of quantitative data in small arms control

- » Number of weapons legally owned, disaggregated by sex
- » Number of firearm license holders, disaggregated by sex
- » Number of persons killed or injured in firearm-related incidents, disaggregated by sex
- » Number of persons experiencing violence from non-acquaintances vs. family and intimate partners, disaggregated by sex
- » Number of femicides committed with a firearm
- » Number of firearms licenses revoked due to domestic violence conviction disaggregated by sex
- » Number of personnel in police force/military/security sector institutions/relevant Ministries/private security companies/armed groups, disaggregated by sex
- » Number of prosecutions of persons for illegal firearms trafficking/ownership disaggregated by sex
- » Number of personnel authorized to carry firearms, disaggregated by sex
- » Data included in national reports submitted by States on their implementation of the United Nations PoA
- » Number of visitors to shooting clubs, disaggregated by age and sex
- » Number of authorized firearm manufacturers

- » Number of import authorizations granted
- » Number of voluntarily surrendered illicit small arms (e.g., through disarmament, demobilization and reintegration (DDR) or amnesty programmes)

Number of weapons seized in connection with other offences (e.g., drug trafficking, crime).

A detailed list is available in Annex A and B of the Bosnia and Herzegovina Small Arms and Light Weapons Survey carried out and published by SEESAC.<sup>7</sup>

In small arms control, primary data collection efforts relate to quantitative, sex-disaggregated data.

Data collected on small arms and light weapons should be disaggregated by sex (male, female, other) and age (ideally in continuing numerical numbers and not age brackets/bins to allow a better analysis of the data). Other variables could also be recorded, where appropriate and in line with existing data privacy legislation, such as disability, ethnicity, family status, gender identity, location, race, religion, sexual orientation, social class and others. Data disaggregated by at least sex and age is a “prerequisite for understanding the gender-specific impacts of small arms misuse and for designing evidence-based, gender-responsive initiatives to address them. Without the benefit of accurate information on the different risks that small arms present to women and men and their specific security needs, small arms control interventions risk being gender-blind, which may hamper their ability to achieve results that are beneficial to women and girls.”<sup>8</sup>



#### NOTE TO TRAINERS

Whenever available, it is recommendable to present sex- and age-disaggregated data (SADD) on small arms and/or armed violence in graphics during the training and provide space for discussion. Participants should understand the value of SADD and the need to collect and analyse them. Ensure there is a common understanding among participants that SADD is imperative for gender analysis and that gender analysis is a prerequisite for developing gender-responsive small arms policies and programmes.

## ANNEX

**Activity 12:** The importance of disaggregated data for gender-responsive small arms control

**Activity 13:** Understanding data as evidence base

However, efforts should be made to also identify data which reflect gender issues related to small arms, but which may not necessarily be disaggregated by sex. A mere disaggregation of data by sex would not guarantee, for example, that the data collection instruments involved in the data production were conceived to reflect gender roles, relations and inequalities in society.<sup>9</sup> For instance, the number of firearms licenses which have been revoked due to domestic violence incidents should be considered as relevant gender-sensitive data, even though there is no sex-disaggregation.

### **Gender statistics<sup>10</sup>**

Gender statistics are defined as statistics that adequately reflect differences and inequalities in the situation of women and men in all areas of life. Gender statistics are defined by the sum of the following characteristics:

- » Data are collected and presented by sex as a primary and overall classification.
- » Data reflect gender issues (e.g. questions, problems and concerns related to all aspects of women’s and men’s lives, including their specific needs, opportunities and contributions to society).

- » Data are based on concepts and definitions that adequately reflect the diversity of women and men and capture all aspects of their lives.
- » Data collection methods take into account stereotypes and social and cultural factors that may induce gender bias in the data.

Some statistics that incorporate a gender perspective are not necessarily disaggregated by sex. In addition, gender statistics should not be equated with women's statistics, but should capture both women and men.

Also, the term gender has often been wrongly used in association with data. Gender disaggregation or data disaggregated by gender are incorrect terms. Gender statistics are disaggregated by sex, not by gender.

### ***The availability of data and information***

Data and information are usually available at the local, national, sub-regional/regional and global levels and are likely to be available to differing degrees in different contexts, providing more or less insight. The below overview is not all-encompassing, but a starting point for more detailed research.

**Local level:** Criminal and police records, local hospital or mortuary records are collected by local government; statistical institutes; civil society organizations, including women's and/or human rights organizations; think tanks; relevant private business, including private security companies. Surveys are also often conducted at the local level.

**National level:** This level should provide the most in-depth pool of data and information, including health and crime statistics (including number of deaths/injured through firearms; homicides; suicides; unintentional deaths involving firearms). At the national level, countries may also record private firearms holdings; number of military firearms; number of law enforcement firearms; arms exports and/or imports; regulation of firearm manufacturers; regulations of arms brokering; end-user certification; firearm regulation policies and legislation; firearms sales and transfers; and penalties for illicit firearm possession. National surveys are sometimes conducted on national/local victimization and public health. Another set of information may also be available

**SEE UNIT 7** in national reports submitted under the PoA (including gender-relevant considerations since 2018) and/or the Arms Trade Treaty (ATT) and State party reports on the Convention on the Elimination of All Forms of Discrimination against Women.<sup>11</sup> Data and information may also be available in National Voluntary Reviews on the implementation of the 2030 Agenda for Sustainable Development;<sup>12</sup> through traditional national/local victimization surveys; gender-based violence surveys; and national demographic, public health and sexual and reproductive rights surveys.

Data are often collected by national statistical commissions; different ministries of the interior, justice, security, gender or health; the judiciary; customs; law enforcement, including intelligence units; military; forensic laboratories; private security companies holdings; independent observatories on issues such as citizen security or violence against women, which are often linked to universities or the media; United Nations country teams; development departments within foreign governments (e.g. the United Kingdom Foreign, Commonwealth & Development Office and United States Agency for International Development); other international organizations such as the International Committee of the Red Cross, Doctors Without Borders and other medical organizations; and academia.

Small arms control coordination mechanisms such as National Small Arms and Light Weapons control Commissions play a central role in data collection efforts on arms control. According to United Nations guidance on small arms and light weapons control, the Modular Small-arms-control Implementation Compendium (MOSAIC), a national coordinating mechanism should “monitor, on an ongoing basis, the impact of the misuse and illicit trafficking of small arms and light weapons on State and human security, as well as on economic and social wellbeing within the jurisdiction of the State. Assessments carried out as part of the monitoring process shall rely upon evidence-based research that uses sound investigative and social science research methods...”<sup>13</sup>

Moreover, it is recommended to collect disaggregated data on the State's holdings and civilian holdings of weapons; estimates of illegally held weapons; criminal and violent misuse of small arms and light weapons; gender and age dynamics of small arms misuse; and the demand and supply of weapons, including trafficking routes and underlying drivers for the illegal trade in small arms and light weapons.<sup>14</sup> Consequently, it is important that all relevant parts of government, as well as all other relevant partners, are part of the national



coordinating mechanism on small arms and light weapons to ensure coordination among entities in this regard. This also mandates the inclusion of the National Statistical Commission and representatives working on gender issues in such mechanisms.



#### NOTE TO TRAINERS

Enhancing disaggregated national data collection is often the largest obstacle to the collection and analysis of comprehensive and meaningful data. Trainers are encouraged to spend some time in the training to address this; ensuring also that small arms control initiatives do not inadvertently undermine national efforts and capacity. Trainers should also underline that collecting and making available gender-sensitive and disaggregated data is crucial for evidence-based policymaking and programming. Without data, one cannot know whether the approaches fit the realities on the ground.

Furthermore, United Nations agencies and other organizations on the ground should collect or support authorities to collect and share disaggregated data. National observatories on gender-related violence, for example, should be supported or set up to ensure impartial monitoring of data collection and analysis.<sup>15</sup>

GunPolicy.org is a good resource for evidence-based, country-by-country and regional-level data and information from a broad range of official and academic sources, which also includes a sex-disaggregated breakdown where available.<sup>16</sup>



*At the local, as well as the national level, civil society organizations, including women's organizations, can play a crucial role in providing information and data. Their work should be understood as a complementary source of information to local and/or national statistics, small arms and light weapons surveys, etc. Furthermore, they can also be consulted to help validate and fine-tune the outcome of the analysis and shape gender-responsive priorities. For example, the Women's International League for Peace and Freedom (WILPF) in Cameroon has conducted important studies on the impacts of small arms proliferation and armed violence in women's lives and the livelihoods of entire communities.<sup>17</sup>*

**Regional level:** Regional data and information are particularly valuable to identify regional trends and developments, which may also require regional coordination and responses. Some regional instruments require States to report to regional organizations such as the Organization for Security and Co-operation in Europe (OSCE), or Regional Centre on Small Arms (RECSA), which can be a helpful source of information. In addition, some regional organizations collect national-level statistics and present them in a compendium, for example the "European Sourcebook of Crime and Criminal Justice Statistics" which includes police statistics on homicide and robbery with firearms that are sex-disaggregated for some countries;<sup>18</sup> SEESAC;<sup>19</sup> the Gender Equality Observatory as part of the Economic Commission for Latin America and the Caribbean (ECLAC);<sup>20</sup> and United Nations Office on Drugs and Crime (UNODC) Regional Centers of Excellence.<sup>21</sup>

**Global level:** United Nations agencies and programmes and other international organizations collect global data, as do some non-governmental organizations (NGOs). Global data depends on the availability of national data, the collaboration between government authorities, the State and international organizations, including the transparency to share information and data.

### Global sources for information and data on small arms and/or gender

- » Action on Armed Violence (AOAV): Explosive Violence Monitor<sup>22</sup>
- » Armed Conflict Location & Event Data Project (ACLED)<sup>23</sup>
- » Gender-Based Violence Information Management System (GBVIMS)<sup>24</sup>
- » Georgetown Institute for Women, Peace and Security (GIWPS): Women, Peace, and Security Index<sup>25</sup>
- » Monitoring, Analysis and Reporting Arrangements (MARA) on conflict-related sexual violence<sup>26</sup>
- » Small Arms Survey: Global Violent Deaths<sup>27</sup>
- » United Nations: Global Sustainable Development Goal (SDG) Indicators Database<sup>28</sup>
- » United Nations Development Programme (UNDP): Gender Social Norms Index<sup>29</sup>
- » UNDP: Human Development Data<sup>30</sup>
- » UNODC: Global Study on Homicide<sup>31</sup>
- » UNODC: Global Study on Firearms Trafficking<sup>32</sup>
- » UNODC Homicide Database<sup>33</sup>
- » UN Women: Global Database on Violence against Women<sup>34</sup>
- » World Bank: Gender Data Portal<sup>35</sup>
- » World Bank: Little Book on Gender<sup>36</sup>
- » World Economic Forum: Global Gender Gap Index<sup>37</sup>
- » World Health Organization (WHO): Statistics data visualizations dashboard, SDG Target 16.1<sup>38</sup>
- » WHO: Global Status on Violence Prevention Report<sup>39</sup>

### ***Making the case for the collection of gender-sensitive and sex-disaggregated data and information***

A gender analysis is dependent on the quality and quantity of gender-sensitive and sex- and age-disaggregated data and information. As such, these data and information points are a core requirement for any gender analysis as they provide the evidence base for the design, implementation and monitoring of gender-responsive, effective and sustainable small arms programming. Thus, a case should be made in training for the collection of such data and information to understand how women, men, boys and girls are affected differently by different forms of violence.

#### **SEE UNIT 2**

The collection of sex-disaggregated data has been globally endorsed by States in arms control meetings such as the PoA and the ATT<sup>40</sup> as well as the United Nations General Assembly.

States also agreed to collect and report on gender-sensitive indicators in the 2030 Agenda for Sustainable Development, including through existing mechanisms for data collection and reporting and by including measurable indicators such as United Nations on intentional female homicide and intimate partner violence in the SDG framework.<sup>41</sup>

- » SDG indicator 5.2.1 captures the proportion of “ever-partnered women and girls aged 15 years and older subjected to physical, sexual or psychological violence by a current or former intimate partner in the previous 12 months, by form of violence and age”.
- » Specific gender-sensitive indicators on armed violence include SDG indicators 16.1.1, which tracks the “number of victims of intentional homicide per 100,000 population, by sex and age”, as well as indicators 16.1.2 on conflict-related deaths per 100,000 population, by sex, age and cause, and 16.1.3 which monitors the “proportion of population subjected to (a) physical violence, (b) psychological violence and (c) sexual violence in the previous 12 months.”
- » Gender-sensitive data disaggregation goes beyond sex and age disaggregation. Indicator 16.1.1, for example, includes the “situational context/motivation” of the violence, e.g. whether the violent act was performed as part of organized crime, intimate partner violence, etc.<sup>42</sup>

In addition, gender analysis can benefit from contextual information, e.g. whether civilian infrastructure (schools, hospitals, marketplaces) was located near an unplanned explosion at munition site (UEMS), locations of incidents, the time of the day/night of violence act, security dynamics in the area, etc.

Likewise, the socio-economic status of persons involved in or affected by armed violence can be important, as it affects where somebody can live, how they can move around in a city or the countryside, their access to health, education, social services, employment opportunities, etc.

### ***The use of data and information***

Data and information are critical to providing a better understanding of the nature, magnitude, severity and frequency of armed violence. Better data can help promote understanding of the types and forms of such violence, and the associated risks, consequences and costs. At the same time, better data will enable policymakers and small arms practitioners to track progress and to more comprehensively understand what works and what does not. As such, research and statistics are valuable tools for developing evidence-based policies and interventions. Effective solutions must be informed by data, and data collection based on globally agreed standards and normative frameworks.



*The current National Action Plan on small arms and light weapons (2019–2025) adopted by Montenegro provides an excellent example of how data be used in policy development and be presented in situation analysis within such policy documents.* <sup>43</sup>

### **GOOD PRACTICE EXAMPLE: THE LATIN AMERICA AND THE CARIBBEAN CRIME VICTIMIZATION SURVEY INITIATIVE**

The Center of Excellence in Statistical Information on Government, Crime, Victimization and Justice (CoE)<sup>44</sup> is a joint project between UNODC<sup>45</sup> and the National Institute of Statistics and Geography (INEGI)<sup>46</sup> of Mexico. This project was created in 2010 to support countries in the Latin America and the Caribbean Region in strengthening their statistical, analytical and monitoring capacities in the fields of governance, victimization, public security and justice for evidence-based decision-making.

One of the main activities of the CoE is to develop new methodologies and tools for the analysis and measurement of traditional and emerging crimes in the region. The biggest effort in this regard is the Latin America and the Caribbean Crime Victimization Survey Initiative (LACSI)<sup>47</sup> which proposes the use of a standardized methodology with a questionnaire in line with international standards<sup>48</sup> to measure 20 different crimes or criminal-related behaviours. This methodological tool also supports countries in reporting information for the monitoring of five indicators of the 2030 Agenda for Sustainable Development related to SDG 11 on Sustainable cities and communities and SDG 16 on Peace, justice and strong institutions.

The questionnaire has a gender perspective that allows it to detect a gender component in safety perception and crime victimization. For example, it includes questions on sexual orientation, a broad definition of sex of household members, and assigned sex at birth and gender identity.

One of the Sections of the LACSI questionnaire is Section E. Possession of Firearms. This Section is composed of ten questions that collect information on different topics such as witnessing people with firearms in the neighborhood; level of acceptance of behaviours related to the use of firearms; firearms and sense of security; and possession of firearms (in the household). Moreover, this Section allows users to estimate the presence of firearms in a country through the implementation of the network scale-up method.<sup>49</sup>

Measuring the illicit possession of firearms through household surveys is a known challenge due to the sensitivity of this topic. The risks of low response rates must be taken into consideration when designing these instruments. This is the reason why Section E focuses on the possession of firearms in a broader sense and uses a specific order for its questions to limit nonresponse rates.

Saint Lucia implemented Section E on Possession of Firearms in its National Crime Victimization Surveys and released the results of the 2019/2020 survey<sup>50</sup> in July 2020, providing insights into the issue of firearms possession. It is estimated that 11.7 per cent of the population in Saint Lucia has seen people with firearms in the neighborhood; 56.5 per cent of the population perceives a higher sense of security with the presence of a firearm in an ordinary household; 67.6 per cent considered that owning a firearm to protect family members is acceptable; and that 10.8 per cent of households in the country own at least one firearm.

Having a better understanding of the presence of firearms in a country contributes to identifying ways to reduce their availability and, therefore, related negative effects on the level of violent armed crimes within a community. Reducing the availability of firearms in a country can also weaken activities related to organized crime.

Considering that firearms are involved far more often in homicides in the Americas than in other parts of the world,<sup>51</sup> the Center of Excellence continues to promote the adoption of Section E on Possession of Firearms among countries in Latin America and the Caribbean as a unique tool to produce data related to firearms and to give policymakers important insights to prevent firearms-related violence in their communities.

### ***Limitations of data and information***

There remains a significant lack of comprehensive, reliable, comparable and up-to-date data and information on small arms, gender-related issues, and the linkages between them, which creates an obstacle to conducting a comprehensive and meaningful analysis.

When data are not available, are incomplete or are not disaggregated, this prevents the presentation of a comprehensive and complete picture. While sometimes data collection efforts are simply insufficient and inadequate, for sensitive topics such as gender-based and sexual violence, the numbers they are simply under-reported as victims do not report to the police or other service providers due to fear of stigma, for example. Consequently, they are not captured in health or crime statistics. At all times, data collection and sharing must be in line with ethical considerations to ensure that principles such as "do no harm" are upheld to protect those who participate in data-gathering activities, even if this means that some information must be kept confidential.<sup>52</sup>

Other times, data may be collected, but may not be made publicly available. Some small arms related data can be sensitive, for example data on firearms holdings. If data is shared under confidentiality agreements with data collection entities, such as a ministry of justice or the interior then these agreements must imperatively be respected by the involved parties. Ideally, however, data on small arms (and on gender), including the data collected during small arms and light weapons surveys, can be made available to relevant stakeholders to improve their analysis, development and implementation of small arms programming and related approaches.<sup>53</sup>

Taking account of some of those shortcomings, in his 2020 report on WPS, the United Nations Secretary-General called for “a gender data revolution on women and peace and security that reaches the general public, focuses on closing data gaps and increases our knowledge of today’s most pressing issues.”<sup>54</sup> To this end, he highlighted the need to expand partnerships on data production and use and invest much more in making the knowledge useful for both policymakers and the general public.

Data and information collected through interviews, focus groups and surveys should always take into account that these are not neutral or objective. One should also consider who collects the data, how and to what end. Moreover, people may not always provide accurate information, and their perceptions and anecdotal evidence may not reflect the real magnitude or characteristics of the issue. For example, available data on crime and/or violence frequently do not correlate to the security perceptions of people. Nevertheless, it is still important to gather this information, because people may behave according to their beliefs and perceptions, even if these are not based on evidence. Another example is that statistics show that the risk of being killed in intimate partner violence acts is significantly higher if there is a small arm in the home.<sup>55</sup> However, some men as well as women perceive a weapon in the home as a means of security, based on the misbelief that they are being protected by their partner from others or that they can better protect themselves.<sup>56</sup>

Relevant data and information are scarce and as such, there is no single source for them. However, when drawing on two or more data sources, it is essential to look closely at their comparability. The comparability of different data sets determines how the information and data can be used collectively and in a way that supports effective policymaking and programming. A key barrier to comparability of data is (lack of) standardization, meaning that data might have been collected in different formats, using different definitions, variables and/or languages. Surveys in particular can introduce statistical problems, such as issues of data comparability, formulation and translation of questions, canvassing techniques, and interpretation of findings.<sup>57</sup> Frequent examples include the varying differentiation of conflict and non-conflict related deaths and the differing definition and terminologies used to record femicides and/or homicides.

Furthermore, an expert meeting of arms export licensing officers and civil society organization representatives in the margins of the Fifth Conference of States Parties (CSP5) to the ATT in August 2019<sup>58</sup> showed that, although data is being collected and analysed by civil society, it often does not follow the format required by States for policy implementation. Better communication and coordination can minimize those limitations if addressed adequately.

## 2. Small arms and light weapons surveys

Small arms and light weapons surveys are tools to collect comprehensive quantitative and qualitative information on small arms and light weapons in a specific area (e.g. a region, country or community). The surveys help “[determine] the need for and nature of safe, effective and efficient interventions by appropriate stakeholders to address problems associated with the illicit trade, uncontrolled proliferation and/or misuse of small arms and light weapons.”<sup>59</sup> Surveys are important for assessing the need for small arms and light weapons policies and interventions, as well as identifying their main desired parameters. They specifically support the identification of needed small arms programmes and related approaches that seek to transform the relevant social, economic, environmental, cultural, political or security drivers underlying small arms related challenges.

Conducting surveys before programme design and implementation allows for tailored programme development and also provides a baseline for subsequent monitoring and evaluation of the programme. Thus, a survey is often an indispensable starting point for the development of National Action Plans on the fight against small arms and light weapons and should be conducted in the framework of the development of such a plan.

Small arms and light weapons surveys are usually implemented over 10–18 months (excluding the time required to mobilize the required resources). Surveys can be conducted by national authorities or be sub-contracted to third parties, including United Nations agencies, but should be linked to and endorsed by the National Coordinating Mechanism and the National Authority on small arms and light weapons control. Such an endorsement could greatly increase the access to government data, but also ensures a level of political commitment to the scope of the survey and to how its findings will be used.

Core components of a small arms and light weapon survey include: contextual analysis; distribution assessment; impact survey; perception survey; and capacity assessment. Additional components considered relevant to the local, regional or national context of a survey may be included alongside these core components.<sup>60</sup>



*Small arms and light weapons surveys are expensive, require significant human resources and take time. In very dynamic contexts, information can also quickly become outdated or obsolete. It is important that trainers underline this so as to manage participants' expectations. Administrative data will often be more readily available to participants than a comprehensive survey, but participants should check whether there is a small arms and light weapons survey for their countries and use this data, if available.*

### **GOOD PRACTICE EXAMPLE: SMALL ARMS AND LIGHT WEAPONS SURVEY IN SOUTHEASTERN EUROPE**

In southeastern Europe, SEESAC has supported evidence-based policymaking for gender-responsive arms control through the implementation of a regional small arms and light weapons survey covering the five year period from 2012 to 2016. The survey was conducted in cooperation with the small arms and light weapons commissions in the region and provides a wide range of sex- and age-disaggregated data on distribution and impact of small arms and captures specific gender concerns related to small arms, such as use of firearms in domestic violence or exposure of young men to armed violence. Additionally, an online public perceptions survey which attracted over 50,000 respondents was carried out, which offered thorough insight into women's and men's perceptions and experience on the use and possession of small arms. This survey data has been extensively used in development of small arms and light weapons control strategies and action plans in southeastern Europe ensuring evidence-based responses to the main challenges faced in the region. They have also been used for the development of diverse knowledge products to increase the understanding of the linkages between gender and small arms, including the "Gender and Small Arms Fast Facts" series.<sup>61</sup>

About the process: In 2017, SEESAC initiated the survey and established a Regional Working Group, comprised of representatives from seven relevant commissions in the region. The Regional Working Group was tasked with developing and agreeing on a methodology for a regional survey to collect data on the distribution and impact of small arms and light weapons, which was accomplished at a regional meeting held in Serbia in September 2017. The data was collected during the first half of 2018 in each of the seven jurisdictions, and the data collection process was coordinated by each of the seven commissions with technical support from SEESAC. The data was analysed using distribution and impact questionnaires agreed at the regional meeting, which included standardized questions to facilitate the collection of accurate and up-to-date data on the distribution and impact of small arms and light weapons and improve the coherency, standardization and comparison of data across the region. The surveys were published in 2019.

The questionnaires used in the surveys are available online and can serve as a blueprint for similar work.<sup>62</sup>

### **Gender-sensitive and inclusive small arms and light weapons surveys**

Small arms and light weapons surveys must be designed and conducted in a gender-sensitive manner and be as inclusive of different social groups as possible, thereby allowing for an intersectional approach and a comprehensive analysis that accounts for the different needs and capacities of each stakeholder group in small arms control programmes and initiatives. The survey should examine the "different experiences, behaviours, needs and potentials of different social groups (e.g. children, adolescents, youth and adults of both sexes, as well as different ethnic, religious, geographical, political, caste and/or class/income groups).

Data gathering should be designed to enable this.<sup>63</sup> Conducting surveys in this manner will ensure that the outcomes will contribute to effective and sustainable policymaking and programmes.

Key points to ensure gender sensitivity in surveys include:

- » Do no harm must be the primary and non-negotiable guiding principle to ensure that the life, physical and psychological safety, freedom and well-being of anyone involved in the framework of the survey is not affected.<sup>64</sup> Particularly important are ethical considerations in the work with survivors of gender-based and sexual violence to avoid re-victimizing the survivor and to ensure a contribution to improving survivors' situations. Questions and interview techniques should be sensitive and any information gathered must always be kept confidential. It can be necessary to involve professional psychological accompaniment for such programmes. For small arms programmes to be inclusive, they should ideally also include the perspectives of children and youth. This requires that a trained adult conducts the interview/discussion to ensure that their participation is safe, voluntary, based on transparent information, respectful, relevant and child friendly.
- » Surveys should include gender-focused questions.
- » Data collections should be disaggregated by sex and age, and where appropriate, disability, ethnicity, sexual orientation, social class and/or other factors.
- » Design and analysis of surveys should include explicit gender expertise, which may be provided by the government ministry responsible for women's affairs, national women's rights organizations and/or equivalent experts.
- » Survey teams should include gender specialists.
- » All team members should receive basic gender training in order to effectively capture information and avoid gender biases. This includes an understanding of women's participation, gender norms in society, as well as sexual and gender-based violence related to small arms. Research teams should also be diverse and reflect the diversity of survey participants in target communities. Where possible, interviews should be conducted in local languages to enhance trust and provide better results. If needed, interpreters should be included.
- » Survey protocols should include separate focus groups for women, men, girls and boys.
- » In some contexts, a considerate choice may have to be made to select a woman or a man (and of a certain age, ethnicity, etc.) to lead or conduct interviews or discussions when it is anticipated that the target audience would respond better to a specific person. For example, female surveyors or female survey teams may be used to interview women, girls and young boys.

#### **GOOD PRACTICE EXAMPLE: ALIGNING WITH THE COLOMBIAN CONTEXT**

In Colombia, reintegration programmes employ Afro-Colombian women as reintegration workers in the regions where ex-combatants participating in the programme are predominantly Afro-Colombian. Working with entire families, the common identity markers of gender and ethnicity enable them to better establish trust. Common markers also allow these workers to gain important information about the social group that may remain invisible to external researchers/reintegration workers. They are also able to better adapt the reintegration practices to the cultural and geographic context.<sup>65</sup>

- » Key social groups should not only be interviewed, but also involved, for example as research assistants or translators, thereby raising awareness about the survey, and to be a bridge for follow-up programme development and implementation. This ensures that the communities are informed about how their participation shaped small arms control programmes and related approaches, and provides a channel through which they can participate and voice concerns. Local women and gender-focused civil society groups may also help to raise awareness of and understanding about the survey process and may also facilitate the organization of interviews.

## ANNEX

**Activity 14:** A review: Gender responsiveness in small-arms-related surveys and questionnaires

**Material 4:** Main components of small arms and light weapons surveys and mixed methods approach.

An overview.

### 3. Gender analysis

Gender analysis is a critical examination of how differences in gender roles, activities, needs, opportunities and rights/entitlements affect women, men, girls and boys in certain situations or contexts. Gender analysis examines the relationships between women and men and their access to and control of resources and the constraints they face relative to each other. A gender analysis should be integrated into all sector assessments or situational analyses to ensure that gender-based injustices and inequalities are not exacerbated by interventions, and that when possible, greater equality and justice in gender relations are promoted.<sup>66</sup>

Gender analysis can be used as an intrinsic dimension of policy analysis as it allows the identification of how policies and programmes affect women and men differently. Gender analysis is supported by specific analytic tools and can be undertaken any time as a means to better understand and improve programmes and policies (however they are often most useful during the initial design of a policy/programme, before the implementation of a policy and during a mid-term review and evaluation).<sup>67</sup>

In the small arms context, gender analysis is the core tool used to identify gender-responsive small arms programming components. It is the indispensable starting point for mainstreaming gender into small arms and light weapons control initiatives. Without gender analysis, gender-mainstreaming is not possible.<sup>68</sup>

The purpose of gender analysis is to reveal the linkages between gender and small arms such as specific gender patterns in relation to the use, misuse and effects of small arms, as well as in relation to obstacles that may exist to impede the participation of women in initiatives to control small arms. It brings gender inequalities to the surface so that small arms control initiatives can address the different needs of women and men, girls and boys may have and deliver equivalent results for both sexes.<sup>69</sup>



*Gender analysis does not mean the collection of sex-disaggregated data on participants. It is rather the process and questions used to unpack data and information to gain a more detailed picture.*

*Gender analysis can and should be conducted on all aspects of arms control.*

The "Gender and Conflict Analysis Toolkit" for Peacebuilders provides useful guidance and detailed questions differentiating process- and content-related questions.<sup>70</sup> Most of them can be applied to non-conflict settings also.

- » Process-related questions cover sources of information, processes for gathering information and conducting analysis, as well as the documentation of analysis. In planning all these stages, it is important to consider equality of access, meaningful participation, disaggregated data and issues of ownership. This includes the questions of who is involved in the analysis and how it is conducted.
- » Content-related questions reflect upon the broader context, actors, issues, causes and drivers, dynamics, and patterns and opportunities.





### NOTE TO TRAINERS

A detailed list of guiding questions is available in the "Gender & Conflict Analysis Toolkit For Peacebuilders" (2015), published by Conciliation Resources.<sup>71</sup> The list provides guidance on how to conduct gender-sensitive conflict analysis. The first set of questions focuses on process (how to go about gender-sensitive conflict analysis); the second on content (what to analyse). Also useful is the "Guidance Note: Gender Responsive Conflict Analysis by UN Women"<sup>72</sup> and the SEESAC publication entitled "Guidelines For The Gender Analysis Of Legislation And Policies Relevant For Small Arms Control".<sup>73</sup>

A comprehensive gender analysis also examines how gender intersects with age, disability, ethnicity, family status, gender identity, location, race, religion, sexual orientation, social class and/or other factors. This is important because the ways in which people are affected by armed violence, for example, differ according to the combination of these factors".<sup>74</sup> What this means is that neither women nor men are a homogenous group

**SEE UNIT 2** that is impacted the same way by small arms. An example of how age and gender intersect comes from WHO, which reports that worldwide some 200,000 homicides occur among youth aged 10 to 29 years each year, which is 42 per cent of the total number of homicides globally each year. Homicide is the fourth leading cause of death in people aged 10 to 29 years, and 84 per cent of these homicides involve male victims.<sup>75</sup>

Gender analysis can be undertaken in many different settings and with different emphases, for example as gender context analysis, gender conflict analysis, and gender auditing. Integrating gender into conflict analysis for example can increase the inclusivity and effectiveness of peacebuilding interventions by enhancing the understanding of underlying gender power relations and how these influence and are affected by armed conflict and peacebuilding. It sheds light on the drivers of conflict, (potential) agents and opportunities for peace, as well as practices of exclusion and discrimination including in peacebuilding interventions themselves.<sup>76</sup>

Gender analysis is usually supported by a combination of quantitative data and qualitative data/information to construct the most adequate picture possible about the gendered dynamics of small arms. The more detailed, accurate and comparable information we have, the easier it is to understand the patterns and contexts of armed violence and the more targeted we can make small arms initiatives.

### EXAMPLES OF GENDER ANALYSIS RELATED TO GENDER AND SMALL ARMS

- » UNDP Serbia (2020). "A Portrait Against a Landscape. Analysis of media coverage of firearm misuse in violence against women committed by men".<sup>77</sup>
- » Mankowski, Eric (2013). "Antecedents to Gun Violence: Gender and Culture".<sup>78</sup>
- » Bevan, James, and Florquin, Nicolas (2006). "Few Options but the Gun. Angry Young Men".<sup>79</sup>
- » WILPF Democratic Republic of the Congo (2013). "Gender-Based Violence and the Small Arms Flow in the Democratic Republic of the Congo – A Women, Peace and Security Approach".<sup>80</sup>
- » Small Arms Survey publications on Gender and Armed Violence.<sup>81</sup>
- » UNIDIR readings on Gender and Disarmament Readings.<sup>82</sup>
- » SEESAC tools and resources on Gender and Small Arms.<sup>83</sup>
- » Cukier, Wendy (2002). "Gendered Perspectives on Small Arms Proliferation and Misuse: Effects and Policies".<sup>84</sup>
- » WILPF (2017). "Feminism at the Frontline: Addressing Women's Multidimensional Insecurity in Yemen and Libya".<sup>85</sup>
- » WILPF Burkina Faso Group (2019). "How to mitigate gender-based violence against persistent security challenges in Burkina Faso?"<sup>86</sup>
- » Farr, Vanessa, Myrtilinen, Henri. and Schnabel, Albrecht. (2009). "Sexed pistols: The gendered impacts of small arms and light weapons".<sup>87</sup>
- » WILPF Cameroon (2020). "Gender Conflicts Analysis in Cameroon".<sup>88</sup>
- » UNODC (2020). "Women in law enforcement in the ASEAN Region".<sup>89</sup>

## ANNEX

### Activity 15: Stairs and more stairs: Building consensus for gender analysis and inclusivity

## UNIT 4

# Small arms, masculinities and femininities



**As highlighted in Unit 2, attitudes towards small arms, their easy availability, use and ownership, the direct and indirect impacts of armed violence, and the identity of those working on small arms control policies and programming are highly gendered topics. Building on Unit 2, this unit explores in more detail what role masculinities and femininities play in relation to small arms control. Importantly, it also considers how these gender norms and expectations differ between and within groups of men and women, taking into account intersectional factors such as age, disability, ethnicity, family status, gender identity, location, race, religion, sexual orientation, social class and others.**

With men as the main producers, buyers, owners, bearers, users, perpetrators and victims of small arms, it is essential to look closely at the social and structural drivers that are at play and that define the link between masculinities and weapons and how to dissolve this grievous pattern. This does not, however, mean that women and girls, or femininities, can be sidelined or forgotten. Women are increasingly becoming users of small arms, especially in State security institutions. Further, governments and international and regional organizations are more actively promoting their participation in relevant frameworks, particularly in the context of the women, peace and security WPS agenda.

Discussing gender norms such as masculinities and femininities is essential but may be deeply uncomfortable for some people. While the role of women/femininities in the context of small arms is often brushed aside as an irrelevant topic or just defined in terms of victimization, discussing men/masculinities can sometimes be too relevant and very close to home, thus also creating unease and resistance.



#### **NOTE TO TRAINERS**

This unit builds on the conceptual knowledge of gender as a social construct that participants have acquired in Unit 2. An understanding of key concepts such as gender norms and intersectionality and how these relate to small arms is a prerequisite for this unit. Depending on the levels of knowledge of the participant group, covering Unit 5 between Units 2 and 3 could allow for a deeper gender analysis afterwards. It is important therefore to adapt training materials to participants' level of knowledge and their working and geographical contexts, using examples that resonate with them.

As with other activities in this manual, be aware that discussing these issues can be uncomfortable and may have unintended consequences such as triggering traumas from past experiences of armed violence or gender-based violence. Trainers must uphold the fundamental, cross-cutting principle of "do no harm" which requires that they do not expose a victim/survivor to further physical or psychological harm or suffering. They must mitigate any such risk by making participants aware that they do not have to participate in activities if they do not wish to. Wherever feasible, trainers can arrange to have appropriate support services on hand during the training, for example psychologists who are trained to deal with trauma, or they should at least have local referral numbers available in case participants need to access support.

Trainers are encouraged to collaborate with organizations working specifically on masculinities for this session (e.g. MenEngage, Promundo or others).

Also consider with co-trainers how best to counter possible resistance, using available toolkits (e.g. the Geneva Centre for Security Sector Governance (DCAF), Organization for Security and Cooperation in Europe Office for Democratic Institutions and Human Rights (OSCE/ODIHR) and UN Women Gender and Security Toolkit (2019). Tool 1 section on dealing with resistance to gender training<sup>1</sup>) as a support where necessary.

## LEARNING OBJECTIVES

- » Deepen the understanding of gender roles, norms and expectations, and the concept of intersectionality as introduced in Units 2 and 3 of the manual.
- » Recognize that small arms issues are highly gendered.
- » Become aware of perceptions and expressions of masculinity and femininities that are used and displayed in relation to small arms.
- » Understand root causes and drivers of weapons possession and armed violence, and how reversing them is essential to small arms control and violence prevention work.

## KEY MESSAGES

- » Integrating a gender perspective (gender-mainstreaming) into all aspects of small arms control makes small arms control gender responsive and increases its effectiveness. It ensures that all relevant perspectives are taken into account in the design and implementation of small arms control initiatives, policies and programmes.
- » Different perceptions and expressions of masculinity are highly relevant to armed violence and manifest themselves throughout the small arms lifecycle. They can be identified through specific questions. Reversing this trend requires the explicit engagement and alliance of men and boys on fostering gender equality and practising a non-violent definition of gender identities, societal powers and manhood.
- » The direct and indirect impacts of small arms violence on women and girls as well as the underrepresentation of women in small arms control and security-related discussions and decision-making are to a large extent a reflection of how society defines femininity. As women in some countries increasingly enter security institutions and become arms bearers and users themselves, the notions of femininity, arms control and security may be redefined.
- » Gender intersects with other societal markers (intersectionality) which relate to small arms in multiple ways. Thus, gender needs to be approached in a manner that is comprehensive, intersectional, relational and context specific.

## MAIN THEMES

Building on the key terminologies and concepts highlighted in Unit 2, gender norms establish normative ideals of what it means and entails to ‘be a man’ or ‘be a woman’.<sup>2</sup>

### 1. Masculinities and femininities

The term masculinity thereby refers to the social meaning of manhood, qualities or attributes as constructed and defined socially, historically and politically. “Masculinity is widely associated with showing leadership, being tough, hiding emotions associated with vulnerability,” as the International Action Network on Small Arms (IANSA) writes.<sup>3</sup>

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In contrast, femininity defines the qualities or attributes regarded as characteristic of women.

Being feminine is often associated with weakness and vulnerability, reinforcing the underlying beliefs that dominate violence against women and girls.

UN Women notes that gender inequality (or patriarchy) is rooted in the thinking that the masculine is superior to the feminine.<sup>4</sup> The ideologies of masculinity and femininity largely reflect power dynamics in which men as a group have power over women as a group and some men have power over other men – especially if they demonstrate more traditional forms of masculinity.<sup>5</sup> Often this also means that the less feminine a man is or acts, the more he is considered masculine.

In most societies, the possession, use and misuse of small arms are closely linked with specific expressions of masculinity in society, i.e. certain roles, practices and expectations attributed to men that encourage risk-taking behaviour among them.

Any person may engage in acts associated with femininity and masculinity. As an example, a man can engage in what are often stereotyped as “feminine” activities, such as caring for children or cooking. Similarly, women may undertake activities seen as “masculine,” such as joining the military.

These concepts are learned and change and intersect with societal markers such as age, disability, ethnicity, family status, gender identity, location, race, religion, sexual orientation, social class and other factors.

Masculinity is widely associated with showing leadership, being tough, hiding emotions associated with vulnerability, and being a perpetrator but not a victim of violence. Meanwhile, femininity is assumed to be the opposite. The less feminine a man, the more he is considered masculine. UN Women note that the foundation of gender inequality (or patriarchy) is the thinking that masculine is superior to the feminine. UN Women states:

“Ideas about and practices of patriarchal masculinities maintain gender inequalities. Violence against women and girls maintains and is maintained by ideas about and practices of patriarchal masculinities. Violence is used, mostly by men but sometimes by other women, to keep women and girls in their position of having less economic, political and social power than men overall (...).”<sup>6</sup>

These ideas about feminine weakness/vulnerability and masculine strength/protection easily expose women and girls to more violence and reinforce the belief in masculine superiority which is central to patriarchal masculinities. The amount of violence that follows from this is staggering, especially when guns are brandished or fired.

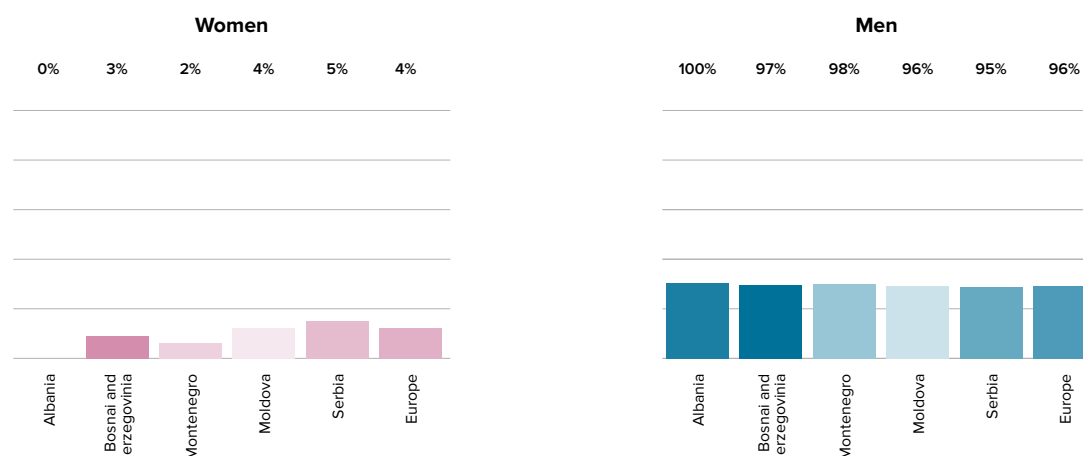
## 2. The gendered nature of small arms

As discussed, a growing body of research suggests a significant link between gender and small arms, which must be accounted for in the attempt to regulate and control those weapons. The below is adapted from The South Eastern and Eastern Europe Clearinghouse for the Control of Small Arms and Light Weapons (SEESAC) and provides an introduction to the gender dimensions evident in the proliferation, use, misuse and impact of small arms.<sup>7</sup>

**Ownership and access:** Men make up an overwhelming majority of firearm owners and dominate professions with easy access to firearms (police, military, private security companies) and firearm-related activities, such as hunting. Men also dominate activities relating to the small arms life cycle, such as production, stockpiling, transfers, tracing and destruction, as the agencies and institutions involved in these processes are usually male-dominated.

Although in some contexts, a significant number of women may also carry weapons (e.g. among insurgent groups in Latin America and South Asia) or are increasingly joining national security forces in roles that involve carrying a gun, civilian small arms continue to be mainly in the hands of men.<sup>8</sup> With small arms being the only category of weapon legally allowed in civilian possession, regulatory procedures are required to cover a uniquely wide area of small arms control.

Statistics from southeastern Europe show that firearms ownership among men is 95 per cent or more in the region (see figure below).<sup>9</sup> Similarly, according to a Small Arms Survey Note from 2014, in the nine countries for which disaggregated gun licensing data is available, men accounted for an average of 96 per cent of license holders, while women represented the remaining 4 per cent.<sup>10</sup>

**Figure 5. Civilian gun ownership by sex in southeastern European countries (SEESAC 2016)<sup>11</sup>**

**Attitudes:** Women and men often have different attitudes to small arms, which can be rooted in strong cultural and social values. Women are more likely to see the presence of a weapon as a threat to their own and their families' security and women and women's organizations thus tend to play a vital role in advocating for stricter small arms regulations. In contrast, men perceive arms more often as a means of security and protection as well as an expression of their masculinity. In such contexts, weapons are seen as necessary tools for equalizing power imbalances, be it on a personal level in the case of a physical confrontation or, more broadly, within societies or between countries. For men, these attitudes are linked closely to social and cultural expectations of masculinity, further influenced by other societal markers and contexts.<sup>12</sup>

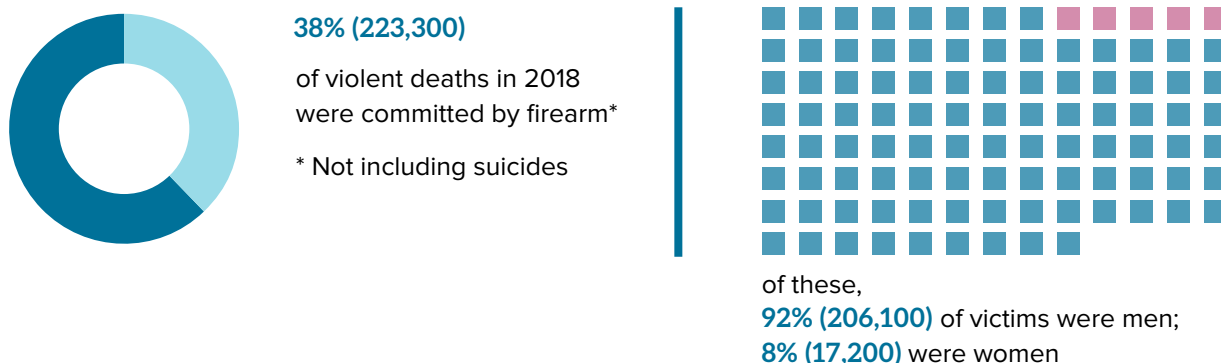
**Misuse and effects:** Armed violence involves and affects men and women differently. Men constitute an absolute majority of both perpetrators and victims in firearm-related incidents. In regions with lower overall rates of homicide women tend to make up a larger proportion of direct victims. And, overall, women are several times more likely to be victims than perpetrators.<sup>13</sup>

In 2018, firearms were used to kill about 223,300 people, representing 38 per cent of all victims of lethal violence, including from direct conflict and intentional homicide. Men represent the vast majority of those deaths, an estimated 92 per cent.<sup>14</sup>

The links between masculinity and small arms put specific sub-groups of men – mostly, but not exclusively, young men, and often, but not exclusively, less wealthy men – at higher risk both of using small arms and of becoming victims of armed violence. This is the case for men in State security services and non-State armed groups, but also among private gun owners and men and boys involved in gangs and organized criminal networks. According to the Global Study on Homicide, the Americas continue to report high homicide rates, with young men especially at risk and with firearms involved far more often than in other parts of the world.<sup>15</sup> The same study also found that countries with greater income inequality are more likely to have higher homicide rates than countries with less inequality.<sup>16</sup>

In addition, certain men are more likely to be perceived by law enforcement, private security or armed individuals as a threat, placing them at a disproportionate risk of being injured or killed by weapons as part of a troubling, socialized pattern.

**Figure 6. Global violent deaths in 2018 by firearms**



Source: Disarmament Yearbook 2019, p.230 and based on data from the Small Arms Survey's Global Violent Deaths Database<sup>17</sup>

Apart from a higher probability of being direct victims of small arms violence, men are also more likely to be victims of small-arms-related accidents and to use small arms in suicide attempts than women.<sup>18</sup>

Injuries and trauma from armed violence are also gendered. In 2012, at least 2 million people were estimated to be living with non-conflict-related gun injuries sustained over the course of the previous decade.<sup>19</sup> Men are often socialized in ways that make them less likely to seek help, and men suffering injuries or trauma may struggle with the gendered stigma associated with victimhood; or with the difficulties of achieving dominant gendered expectations of physical strength, of being an economic provider, or of sexual activity and procreation. Armed-violence-related injuries can undermine a man's sense of self-worth and impact his likelihood of being a provider.

Armed conflict and violence can hamper or even roll back progress on gender equality and the empowerment of women. It can place an enormous burden on women who are forced to provide for their families alone, while perhaps also caring for a family member disabled by armed conflict or violence.

Families that must assume medical expenses may no longer be able to afford school costs for their children, often having to choose which of their children to send to school, which may mean that girls drop out of school to take on housework or care work or that girls or boys drop out of school to help generate income for the family.

**Figure 7. Sex-Disaggregated Victims of Homicide**

Although women and girls account for a far smaller share of total homicides than men, they bear by far the greatest burden of intimate partner/family-related homicide, and intimate partner homicide.



Source: UNODC (2018). Global study on violence: Gender-related killing of women and girls.<sup>20</sup>



**Domestic and intimate partner violence:** While men are more often at risk of firearm misuse by non-intimate acquaintances or persons they may not know, women are more at risk of misuse by intimate partners in a domestic context. According to the global United Nations Office for Drugs and Crime (UNODC) study on homicide, more than half (58 per cent) of all female victims of intentional homicide in 2017 died at the hands of an intimate partner or family member. The largest number of all women killed worldwide by intimate partners or family members in 2017 was in Asia, followed by Africa, the Americas, Europe and Oceania.<sup>21</sup>

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In fact, women and girls remain the primary victims of homicide resulting from intimate partner violence (IPV), and the presence of small arms constitutes an important risk factor for such forms of violence.<sup>22</sup> This means that, for women, weapons and intimate partner violence can be a deadly combination. In several countries, where homicides are perpetrated by an intimate partner or family member, killings are more likely to be carried out with a firearm when the victim is female.<sup>23</sup> Firearms are often used in femicides by an intimate partner, especially in countries where weapons are easily available.<sup>24</sup> In Argentina for example, the National Registry of Femicides of the Argentine Justice (RNFJA) collects data that shows that at least one out of four femicides in Argentina were committed with a firearm in 2019.<sup>25</sup> In conflict settings and in their aftermath, women were also found to be exposed to firearm violence from strangers as well as from intimate partners. Even if physical violence remains relatively rare, the presence of firearms amplifies psychological violence, causing a severely deteriorated sense of security for women, both in public and at home.<sup>26</sup>

Women with disabilities, possibly sustained from armed violence, have an increased risk of being victims of gender-based violence. Compounding that risk are high levels of stigma and discrimination against people living with disabilities, which reduce their ability to seek help.<sup>27</sup>

In this context it is important to note that women need to be able to turn to fair, effective institutions to access justice and essential services; without them, women may continue to be disproportionately targeted with violence.

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**Policymaking:** Women are still underrepresented in small arms control policymaking, including in small arms and light weapons commissions, but also in domains of decision-making on issues of international, national and local security, for example in politics, diplomacy, law enforcement, military, municipal councils and committees of elders. Underrepresentation of women hinders the articulation of diverse perspectives and affects policy outcomes.

Despite the highly gendered dimensions of small arms, gender perspectives remain insufficiently addressed and integrated into policies regulating small arms, diminishing the success and effectiveness of meaningful interventions.

*“A shared understanding of the important role that gender plays in relation to small arms and light weapons, and their very different impacts on women and men, is a basic precondition for the sustainable integration of gender perspectives into small arms control initiatives. All stakeholders should share this understanding and should be committed to pursuing gender-sensitive approaches.”<sup>28</sup> – Modular Small-arms-control Implementation Compendium (MOSAIC) module 06.10*

### Challenging gender norms

Gender norms can be challenged and may change over time.

Notably, society’s gendered assumptions about who might be involved in small arms trafficking are sometimes exploited by criminal groups or insurgents who deploy women as willing or coerced gun traffickers and smugglers. Similarly, men who are barred from buying guns because of their criminal records sometimes use their female partners to acquire legal weapons (straw purchases).<sup>29</sup>

Women’s participation in organized crime is neither uniform nor confined to their being subordinates or victims, but can extend to their being protagonists, leaders and perpetrators in drug cartels, gangs and human trafficking networks – although information on women’s roles and involvement in firearms trafficking is sparse.<sup>30</sup> A prominent example of women’s participation and leadership in an armed group is their involvement in the Revolutionary Armed Forces of Colombia (FARC) in Colombia. Women joined FARC for various reasons,

including the lifestyle it offered, the prospect of gender equality and an escape from societal gender roles, their belief in the cause, and a desire for power.<sup>31</sup>

## ANNEX

**Activity 15:** Knowledge quiz: Basic gender concepts (could be adapted to statistics relating to the gendered nature of small arms)

**Activity 16:** Fishbowl discussion: Gender and small arms control

**Activity 17:** Snowstorm discussion on gender and small arms control

### 3. Socially constructed associations of small arms and masculinity, and underlying drivers of armed violence

From a young age, men and boys are often socialized to view small arms in a positive light and as an expression of "manliness".<sup>32</sup> These associations are fostered by both men and women and strengthened through activities like military training in schools or conscription in countries where such programmes exist. This underscores the underlying power dynamics around masculinity and femininity, with man-dominated police and military forces monopolizing the use of violence and the possession of weapons.<sup>33</sup>

The fact that men are more often recruited into and involved in military training furthers the normalization of weapons in the hands of men. The link between 'manhood' and 'arms' is further strengthened through social and cultural activities such as:

- » Games, e.g. boys role-playing soldiers, police or cowboys; toy guns; video games
- » Role modeling by fathers and grandfathers and locally revered gunmen
- » The glorification of weapons in popular culture and association with strong masculinities (movies, comic books, music)
- » Receiving a weapon
- » Being allowed to use a weapon as part of a passage from boyhood into manhood
- » Joining male-dominated or exclusively male groups in which arms play a central role (e.g. shooting clubs, hunting associations or armed gangs)
- » Outreach programmes of national arms associations.<sup>34</sup>

In all of the above, men – and especially young men – are the primary target audience.

The associations between masculinities and small arms are multiple and they differ between contexts. One common view is that a weapon allows the man or boy to become a protector of the household, family or community – or of the nation, in the case of military forces. This association illustrates the gendered assumption about who is the protector (the man), as well as the gendered assumption about who needs to be protected (women and children, most commonly).

#### SEE UNIT 5

Assumptions about who poses a risk are often based on biases, but these may be left unspoken.<sup>35</sup> Both the perception of insecurity (whether real or not) and the assumptions of who poses a risk correlate closely with factors such as age, disability, ethnicity, family status, gender identity, location, race, religion, sexual orientation, social class and/or socio-economic circumstances. However, assumptions about the risk from outside, and about weapons providing additional security, hide the fact that the threat to security for women and girls is in the home.

Other masculine ideals that are mobilized for gun ownership and usage include that of the heroic warrior, which is linked to the trope of the protector, and the local Robin Hood in the form of a gangster or poacher styled as a 'social bandit' or avenger of injustice. The former may involve becoming an armed actor by joining

a State or non-State armed group; the latter may use weapons to support an illicit livelihood; and both might live out these armed fantasies in more private settings.

It should be noted that membership of criminal groups or non-State armed groups is often desired in response or linked to complex scenarios. A study published in 2018 identified factors associated with youth gang membership in low-and middle-income countries. The study found relatively strong evidence for the association between male gender and youth gang membership, with males being twice as likely to join a youth gang than females. Other strong evidence for the associations between youth gang membership included delinquency (especially violent, but also non-violent), the use of alcohol and soft drugs, and sexual behaviours. Factors such as negative family environments, low school attachment, and exposure to violence in the neighborhood further increased the likelihood of youth gang membership.<sup>36</sup>

Consequently, while male gender is an important factor in understanding violence, other factors need to be taken into account. Armed insurgencies and criminal violence can occur in reaction to long-standing patterns of discrimination, exploitation and structural violence, for example due to colonial legacies or newer patterns of wealth extraction and distribution. In some communities, arms may even become necessary tools for illicit economic activities if no other livelihood opportunities are available.<sup>37</sup> Guns are frequently associated with a chance of achieving a better life, and gaining more control and/or higher status, with the weapon itself becoming a status symbol at times.

It should be noted that gender expectations are co-created by men and women, and this also applies to the association between weapons and masculinity. For example, men may feel that women are more attracted to men who are in possession of small arms, and that other men are intimidated by, impressed by, or more accepting of other men with small arms, thus giving armed men more status in a given community.<sup>38</sup> Women may expect men to be armed protectors. These norms may persist despite high levels of risk and violence for both men and women. Conversely, women may pressure men to disarm,<sup>39</sup> or seek to overturn dominant norms by joining armed groups or gangs themselves, despite the risks.<sup>40</sup>

**It is vital to understand that traditional gender norms are underlying drivers for armed violence.** Whether in peaceful, conflict or post-conflict settings, gender discrimination, gender inequality and harmful gender stereotyping condones and perpetuates gender-based violence, in particular violence against women. Depending on the context, traditional gender norms include the following expectations of men:

- » Exercise power and control
- » Stand up to and retaliate to perceived slights to their honour
- » Show dominance
- » Control the behaviour of 'one's woman' (be it an intimate partner or another female family member)
- » Protect the group, family, community or nation by using violence, if necessary.

Men and boys may also feel pressure to respond to perceived challenges to their status and 'manliness' by using violence. The pressure to "prove" one's masculinity by projecting strength, including violence, is often underpinned by gender stereotypes and a fear of being perceived as feminine or weak, as well as misogyny and homophobia. The excessive use of (armed) force by law enforcement and the use of small arms in acts of violence aim to control the gender expressions of others. This can include targeted violence against women who are seen as having over-stepped gender norms, and violence against men who may be perceived as feminine. The higher the expectations on men to be in control – and to be seen to be in control of women – the higher the expectations on men to respond to perceived slights to their masculinity and therefore, the higher the likelihood of violence. In those communities where arms are readily available, this is likely to take the form of armed violence.

Marketing campaigns for weapons have made use of gender stereotypes and norms in promoting weapons as the key to a better or more exciting life. Certain small arms can gain a particular 'iconic' or 'legendary' status among predominantly male gun owners (e.g. Glock pistols, the Magnum 44, AK 47 and AR-15 in their different variants, the Desert Eagle and Uzi sub-machine gun). These trends are also influenced by how the weapons are displayed in the media. This "cool" factor linked to particular small arms, and to weapons in general, may

need to be addressed in small arms collection campaigns. Specific types of weapons, such as the AR-15, may also increase in appeal when they are used in highly publicized mass shootings. In contrast, the marketing of weapons targeting women underscores their vulnerability and promotes their “empowerment” through the perceived notion of security through weapons. Such marketing campaigns also tap into other gender norms, by “feminizing” weapons using the colour pink, for example.

However, gendered expectations are not set in stone and some people will be more inclined to live up to them than others. Furthermore, such expectations are not necessarily straightforward: aggression may be seen as an expression of masculinity, but so might restraint and stoicism.

## ANNEX

**Activity 4:** Brainteaser on pop culture

**Activity 18:** Brainteaser on gun marketing

**Activity 19:** What do weapons represent?

**Activity 20:** Raising boys to be patriarchal men

**Activity 21:** Men, masculinity and small arms



## NOTE TO TRAINERS

Trainers wishing to include a case study on masculinity can use “Masculinities, Violence and Power in Timor Leste” by Henri Myrntinen, published in *Lusotopie*, volume 12, Issue 1-2 (2005), pages 233-244.

## 4. Changing gender norms towards equality: Options for intervention

Resolving toxic gender norms requires a change in the underlying narrative related to violent masculinities and small arms. In order to do so, understanding and addressing the deeper causes driving the demand in and the misuse of small arms, in particular by (young) men, is indispensable.

SEE UNIT 5

SEE UNIT 9

Over the years, some of the most effective small arms control interventions to address toxic gender norms have involved people directly affected by or involved in armed violence as experts in the programme design and implementation. This includes women’s groups from affected communities and gun violence survivors as well as men and women previously involved in perpetrating violence, such as former gang members.

Units 5 to 9 in this manual provide ample entry points for interventions, as does MOSAIC module 06.10: Women, men and the gendered nature of small arms and light weapons.<sup>41</sup> This includes making the link with human trafficking, gender-responsive weapons collection and destruction programmes, gender-sensitive guidance on national controls over the international transfers of small arms and/or light weapons, and legislative reform. Other more transformative approaches include peace education; community participation and awareness-raising that involves men and women and addresses the role of the media; and a survivor-centred approach.

Below are three examples of different methodologies and approaches that could be used to address the issue of small arms, masculinity and femininity.

### ***Engaging men as allies for gender equality***

Because masculine role expectations are key to men’s relationships with small arms and violence, different approaches have been developed and implemented to shift these norms. Though still on the fringes, men-led organizations that are working specifically on positive masculinities, gender equality and the prevention of gender-based violence (GBV) are central to this work.

Global, national and local networks and movements continue to gain visibility and, increasingly, traction. It is important to note that challenging notions of toxic masculinity and traditional perceptions of manhood requires a process of gender consciousness in which men question power dynamics, such as patriarchy, and gender inequalities. As such, men themselves need to be engaged as agents of change and gender advocates in order to permanently transform social norms, behaviours and gender stereotypes that reinforce violence and discrimination.

In 2014, UN Women launched HeForShe, a global solidarity movement for gender equality. HeForShe is changing the traditional gender equality narrative to be more inclusive, recognizing that gender equality is of benefit to all and inviting men to take part in the gender equality movement – both in support of the women in their lives and as individuals who stand to benefit from a gender-equal world.<sup>42</sup>

A recent and important development is the engagement of these organizations and movements in small arms control, since toxic masculinity drives armed violence as well as violence against women and gender inequality.

**Civil society organizations working on masculinity, armed violence and/or conflict mediation include:**

- » Cure Violence programme in several United States of America (USA) and Latin American cities, which uses former gang members as social workers<sup>43</sup>
- » Promotion of non-violence, alternative masculinities and gender equality in Medellín, Colombia by grass-root organizations<sup>44</sup>
- » Promundo’s programmes promoting positive masculinities among men and boys involved with armed gangs in Brazil and the Democratic Republic of the Congo (DRC)<sup>45</sup>
- » Stepping Stones intervention in Northern Uganda seeking to change community gender norms as a way of tackling rural gun violence<sup>46</sup>
- » International Action Network on Small Arms (IANSA), which provides resources such as the factsheet “10 Things Men Can Do To End Violence Against Women”.<sup>47</sup>

## **GOOD PRACTICE EXAMPLES: ENGAGING MEN AS ALLIES FOR GENDER EQUALITY IN THE DEMOCRATIC REPUBLIC OF THE CONGO**

### **MenEngage – Involving communities in gender-responsive small arms control<sup>48</sup>**

MenEngage is a global alliance working towards advancing gender justice, human rights and social justice. Through country-level and regional networks, MenEngage seeks to provide a collective voice on the need to engage men and boys in gender equality, to build and improve the field of practice around engaging men in achieving gender justice, and advocating before policymakers at the local, national, regional and international levels.

MenEngage DRC works on capacity-building around positive masculinity, gender-sensitive active nonviolence and peacebuilding, among other things. Its approach includes outreach to and involvement of an entire community on divesting themselves of the norms of violent masculinities and the idea that men and boys should associate weapons with manhood and power. The integration of a gendered perspective into post-conflict programming is thereby key to shifting gender norms.

MenEngage DRC shows how communities can be involved in this shift through:

- » Awareness-raising campaigns that involve women/women's organizations
- » Awareness-raising campaigns that involve civil and military authorities
- » Supporting and implementing small arms, disarmament and nonproliferation programmes
- » Promoting treaties and instruments that regulate the arms trade and control small arms
- » Training of civilian police and military authorities on the gender implications of small arms control
- » Organizing awareness campaigns on the gendered impact of small arms
- » Supporting ex-combatants.

### **Living Peace Institute – Masculinities in conflict: Psychosocial disarmament of traumatized men to end violence<sup>49</sup>**

Living Peace Institute (LPI) is a Congolese NGO, based in Goma, that has developed an evidence-based psychosocial community-based programme for men and boys to end violence. The methodology is based on studies conducted by LPI and Promundo USA on the effects of crises in DRC on men and women; the effects of disarmament, demobilization and reintegration (DDR) on perceptions of masculinity; and on the impact of DDR on the psychosocial wellbeing of ex-combatants and their families.

The LPI studies demonstrate how deeply ingrained unhelpful gender norms define men as income providers, bosses and protectors of the family in a context of war and crisis. In consequence, many men experience shame and frustration as they are unable to meet those expectations. As a result of the conflict, they may have lost their house, land, jobs and/or reputation as the protector of the family after their wives or daughters were raped – and they are often unwilling to seek help to cope with their traumatic experiences. Instead, they frequently resort to substance abuse or violence, including towards their intimate partners.

Former combatants, accustomed to using violence to defend themselves in armed groups and relying on weapons and uniforms, show markedly high levels of symptoms of psychological trauma, accompanied by a perceived loss of control and male power.

Based on their research findings, LPI developed a methodology for the psychological disarmament of men through community-based psychosocial support, supporting ex-combatants through the process of change and towards non-violent lifestyles and relationships.

### **Mobilizing women and women's rights organizations**

Globally, many small arms and light weapons collection and armed violence reduction programmes have explicitly sought to involve individual women and women's organizations, as well as the usual local- and national-level male decision-makers. Efforts in Albania, Brazil, Cambodia, Mali and Somalia have involved women and women's groups in efforts to convince men to give up their weapons, for example.<sup>50</sup>

However, women's attitudes can, at times, contribute to the powerful cultural conditioning that equates masculinity with owning and using a small arm, so women and women's rights organizations must also be engaged to ensure interventions transform gender roles and power relations.<sup>51</sup>

Women's participation should not be merely instrumental or narrowly serve the project goals. Rather, it should seek to shift gendered power dynamics towards equality. Women's engagement has sometimes remained superficial and limited to one-off sensitization or "women's participation" workshops, rather than being fully integrated into the programme design process and empowering women as political actors in their own right. Involving women as full rights-bearers and citizens in such processes not only promotes gender equality but also reduces the risk of backlash against women and others supporting arms control work.

#### **GOOD PRACTICE EXAMPLE: ENGAGING WOMEN'S ORGANIZATIONS AND PARLIAMENTARIANS IN GENDER-RESPONSIVE ARMS CONTROL IN ASIA-PACIFIC**

Between 2018–2020, the United Nations Regional Centre for Peace and Disarmament in Asia and the Pacific (UNRCPD) implemented the Project on Gun Violence and Illicit Small Arms Trafficking from a Gender Perspective. This included a series of regional and sub-regional workshops aimed at facilitating cross-sector discussions and cooperation between women leaders of civil society organizations working on gender equality and women's empowerment, and parliamentarians engaging in arms control and security policymaking.

Over the course of four events – three sub-regional and one regional – the project empowered women leaders to advocate for, design and/or implement gender-responsive arms control initiatives, with a focus on toxic masculinities, violence against women and illegal as well as legal civilian possession of small arms. The workshop series created opportunities for networking and cooperation between civil society organizations and parliamentarians, government officials and other key stakeholders involved in the implementation of agendas, such as WPS, the 2030 Agenda for Sustainable Development, and security strategies.

Participants were encouraged to implement activities in their communities following the workshop. Positive examples in this regard include the following:

- » Bangladesh Nari Progati Sangha (BNPS) organized a series of 31 consultations with women's organizations to incorporate their perspectives into National Action Plans relating to the WPS agenda.
- » The Asian Muslim Action Network from Indonesia brought together civil society and government to discuss gender-mainstreaming efforts in preventing and countering violent extremism (P/CVE).
- » Women for Peace and Democracy in Nepal (WPDN) hosted activities which promote the Arms Trade Treaty (ATT) and Nepal's accession.

A dedicated Compendium was published as part of the project, which includes activities as well as findings and outcomes of the events.<sup>52</sup> The Compendium also looks at specific challenges for civil society organizations engaging in arms control activities and provides possible solutions and good practices to overcome such hurdles.

### ***Youth engagement and peace and disarmament education***<sup>53</sup>

Youth can play a positive role in small arms control and become invaluable agents of change. Youth (and, to a similar extent, children and adolescents) should be provided with opportunities to safely and meaningfully participate in the design, implementation, monitoring and evaluation of small arms control programmes, especially those that target them.

As the youth are not a homogenous group, age- as well as sex-disaggregated data is essential to understanding their role in small arms misuse as well as the impact these weapons have on them. Systems such as armed violence monitoring or observatories on urban youth violence may play a central role in data collection efforts and the design of solution-oriented initiatives.

Adolescent boys and young men are most directly impacted by small arms and light weapons misuse, both as victims and perpetrators. The risks to them are often influenced by social and group norms related to masculinity and manhood. As such, they should play a central role in the development of control initiatives. Special attention should be given to reintegration efforts of child soldiers after the end of conflicts; awareness-raising efforts; school communities; efforts to address gang-related activities; and opportunities for youth employment.

#### **GOOD PRACTICE EXAMPLE: PROMOTING A CULTURE OF PEACE AND NON-VIOLENT MASCULINITIES**

The Center for the Prevention of Violence is a non-governmental organization (NGO) working to promote peace among young people in Nicaragua, with a focus on promoting non-violent masculinities.<sup>54</sup> It organizes programmes and advocacy campaigns to encourage non-violent gender norms such as “Soy hombre y no quiero armas” (I am a man, and I don’t want weapons). The goal of these campaigns is to reduce the use of small arms and light weapons in communities.

Non-violent masculinities are promoted through:

- » Working in local communities and schools
- » Using advertisements on buses, billboards and street theatre at roundabouts
- » Hosting local events, such as sports tournaments and fairs
- » Promoting graffiti to engage young people in the region
- » Hosting local radio programmes that promote non-violence among young people
- » Presenting results of the campaign and developing photography exhibitions of campaign activities.



### **GOOD PRACTICE EXAMPLE: REDUCING FIREARMS IN SCHOOLS IN LATIN AMERICA AND THE CARIBBEAN<sup>55</sup>**

The issue of firearms being brought into schools has grown in Latin America and the Caribbean (LAC). This includes firearms being found inside schools, students carrying firearms, armed students threatening classmates and teachers, and shootings inside schools. The impact of this on boys and girls, adolescents and young people is felt not only on a physical level but also on psychosocial and educational levels.

Through its programme Firearms in LAC schools, United Nations Regional Centre for Peace, Disarmament and Development in Latin America and the Caribbean (INLIREC) seeks to reduce firearms in schools by focusing on dialogue and good practice. This includes:

- » Contributing to the recognition of the issue by understanding its causes, challenges and characteristics
- » Generating knowledge to comprehensively address the presence of firearms in schools
- » Supporting the integration of specific measures to prevent and respond to firearms in schools
- » Promoting dialogue between national authorities, civil society organizations, youth groups and other actors.

This approach has produced:

- » Inter-institutional seminars to promote dialogue and exchange experiences
- » A compilation study of responses and good practices towards firearms in schools.<sup>56</sup>

The programme supports States in their efforts to implement the 2030 Agenda for Sustainable Development, mainly to ensure safe learning environments and mechanisms to protect the rights of boys and girls, adolescents and youth in line with Sustainable Development Goal (SDG) 4 (quality education), SDG 5 (gender equality) and SDG 16 (peace, justice and strong institutions).

One particularly transformative approach is peace and disarmament education, which promotes the skills, attitudes and values needed to bring about the behavioral changes that will enable youth and adults to prevent conflict and violence; resolve conflict peacefully; and create conditions conducive to peace.

At the same time, there is a need to mainstream disarmament education into peacebuilding and conflict prevention programmes more generally, especially within the scope of preventing violent extremism and counter terrorism activities by unpacking individuals' perceptions of weapons and armed violence.

### **ANNEX:**

**Activity 22:** Case study – Learning a nonviolent sense of masculinity in Afghanistan

**Activity 23:** Case study – Peace education and disarmament education in the Philippines

**Activity 24:** Addressing masculinity in small arms buy-back programmes



## UNIT 5

# Preventing arms-related gender-based violence



**This unit focuses on the role of small arms in the most pervasive forms of gender-based violence (GBV). It provides a basic introduction to the concept of GBV and its root causes. GBV manifests itself in multiple forms around the world, but the use of small arms is particularly worrying in intimate partner violence (IPV) and femicide. The challenge of understanding and responding to the relationship between GBV and small arms is compounded by a partial evidence base. This unit explores the way in which small arms exacerbate the occurrence and lethality of GBV, noting different patterns around the world. It also presents some of the measures that can be taken to prevent and mitigate the risk of small arms being used to commit or facilitate GBV acts as part of a holistic and comprehensive approach to address the root causes of GBV.**

### **LEARNING OBJECTIVES**

- » Participants understand the main definitions and forms of GBV, the main perpetrators and victims, and the settings in which it can occur. They can identify IPV, femicide and conflict-related sexual violence (CRSV).
- » Participants understand the relationship between small arms and GBV, particularly on the lethality of GBV.
- » Participants recognize the need for, and benefits of, gender-responsive small arms control programmes and measures to prevent the use of small arms in GBV.
- » Participants are aware of the different ways in which gender-responsive small arms control measures can contribute to the prevention of the use of small arms in GBV. They will be familiar with international obligations and commitments to prevent or mitigate the use of small arms in acts of GBV, particularly those contained in the Arms Trade Treaty (ATT).

### **KEY MESSAGES**

- » GBV affects people of all genders, but women are the largest victim group and heterosexual men the main perpetrators.
- » Among the root causes of GBV are gender inequality, discrimination, and gendered power relations, recognizable through the abuse of power and harmful social norms.
- » The most commonly reported forms of GBV committed with small arms are IPV and femicide.
- » Small arms (legal or illegal) in the hands of men reinforce power differences and possibilities for abuse. Both civilians and armed actors perpetrate GBV in the domestic and the public sphere. The availability of small arms exacerbates different forms of GBV and can increase the risk of femicide.
- » Gender-responsive small arms control programmes and regulatory measures can contribute towards the prevention of GBV and are most effective when integrated into holistic and comprehensive approaches that address the root causes of GBV.
- » States need to domesticate their international commitments and obligations to prevent the use of small arms in GBV, including those outlined in Unit 2 like Article 7.4 of the ATT. To do so, they must ensure that appropriate legislation and regulatory frameworks exist and are implemented and enforced to mitigate the risk that small arms are used to commit or facilitate acts of GBV.

### **MAIN THEMES**

#### **1. Understanding gender-based violence: concepts, forms and root causes**

##### ***What is gender-based violence?***

GBV is violence directed against a person because of their socially ascribed gender. GBV is rooted in socially constructed power differences between women and men and the abuse of such power. It affects people of all

genders, age groups, ethnicities, socio-economic classes, religious beliefs, sexual orientation, gender identity and disability, both as perpetrators and victims. However, women and girls are disproportionately victims of GBV, especially those who are most vulnerable and/or marginalized, whereas (mostly heterosexual) men are the largest perpetrator group. An estimated one in three women have experienced some form of GBV.<sup>1</sup> There are multiple definitions of GBV in use. The terms GBV, sexual and gender-based violence<sup>2</sup> and violence against women and girls<sup>3</sup> are sometimes used interchangeably, however there are important nuances. CRSV is a sub-set of gender-based violence, as it includes sexual violence and other forms of violence of comparable gravity that is linked to a conflict. The definition used in this manual includes violence against men and boys.



*This manual uses the Inter-agency Standing Committee (IASC) GBV guidelines definition of GBV: “Gender-based violence is an umbrella term for any harmful act that is perpetrated against a person’s will, and that is based on socially ascribed (i.e. gender) differences between males and females.”<sup>4</sup> There are different kinds of violence, including (but not limited to) physical, verbal, sexual, psychological, and socioeconomic violence.<sup>5</sup>*

*“Victim” is a term often used in the legal and medical sectors and includes victims of GBV with a lethal outcome. “Survivor” is the term generally preferred in the psychological and social support sectors because it implies resiliency.”<sup>6</sup>*



#### NOTE TO TRAINERS

The terms “violence against women” and “gender-based violence” have often been used interchangeably. Some actors argue that GBV is a broad term which should include different forms of gendered and sexualized violence, such as sexual violence directed at men and forced recruitment of boys into fighting forces.<sup>7</sup> For others, GBV is synonymous with violence against women. The language of GBV was originally introduced to highlight the gendered, hierarchical nature of violence against women. However, for some actors, it has slowly shifted to a definition with a broad protection agenda, encompassing men and boys in addition to women and girls.

GBV against men and boys occurs around the world, yet these cases are often severely unreported due to social and cultural norms linked to masculinity and persistent gender stigmas associated with male victims/survivors, especially of sexual violence.

Though this manual uses the term GBV, it focuses primarily on violence against women and girls.

GBV is particularly prevalent and normalized during armed conflict, in post-conflict settings and in other contexts with protracted (armed) violence. However, it also occurs in both the public and the private sphere and in ‘peacetime’ contexts. GBV can be perpetrated by (armed or unarmed) civilians as well as by national armed forces, police and other national security agencies, including the prison service; multilateral peacekeeping/peace support operations; private military and security companies (PMSC); paramilitary groups or militias; and illegal armed groups (e.g. terrorist organizations, drug cartels or gangs).

## ANNEX

### Activity 25: Gender-based violence tree

## Commonly reported forms of gender-based violence

### Intimate partner violence



*The IASC guidelines recognize that while the terms “domestic violence” and “intimate partner violence” (or IPV) are sometimes used interchangeably, there are important distinctions. The IASC explains that “[d]omestic violence describes ‘violence that takes place within the home or family between intimate partners as well as between other family members’; while ‘intimate partner violence’ applies specifically to violence occurring between intimate partners (married, cohabiting, boyfriend/girlfriend or other close relationships)”.<sup>8</sup> The World Health Organization (WHO) defines IPV as “behaviour by an intimate partner or ex-partner that causes physical, sexual or psychological harm, including physical aggression, sexual coercion, psychological abuse and controlling behaviours”.<sup>9</sup> This type of violence can also include economic violence. Some regions also refer to family violence<sup>10</sup> interchangeably with domestic violence.*

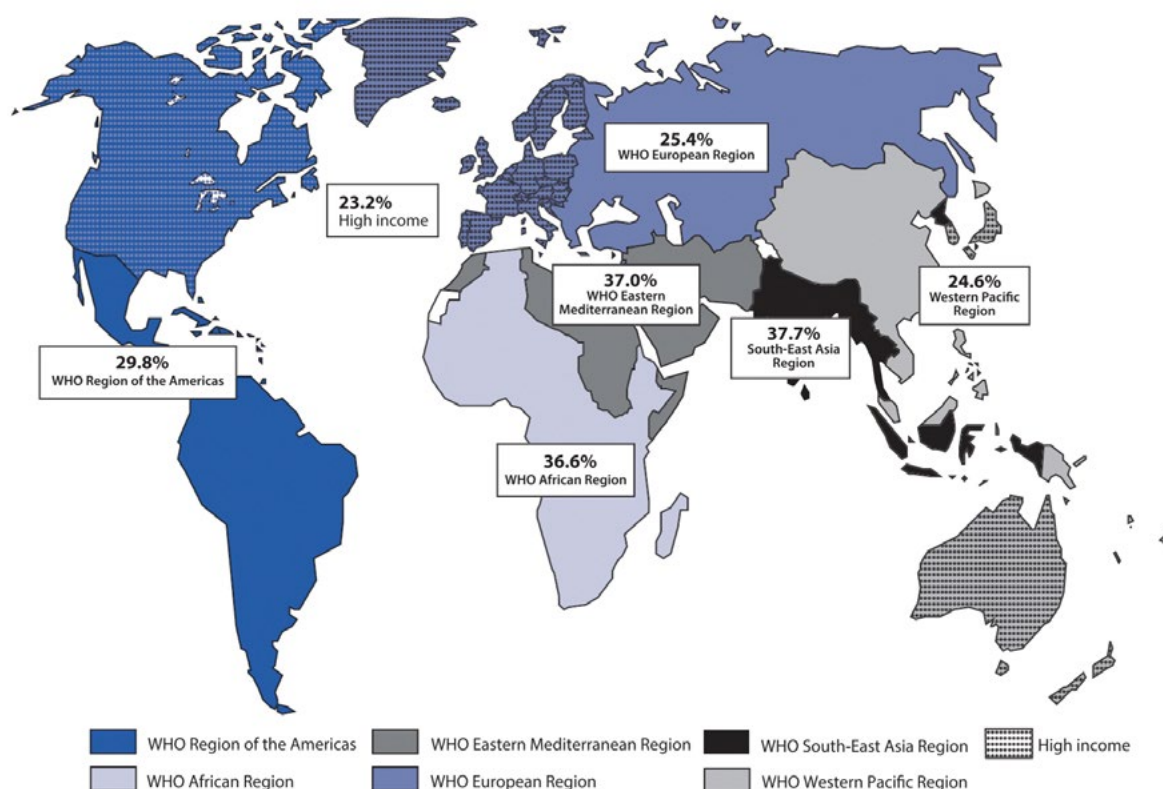
IPVi occurs in cases where the parties to the violence share personal, emotional and sometimes sexual relationships.<sup>11</sup> Overwhelmingly, IPV is committed by men towards women, although it also happens between same-sex couples and by women towards men.<sup>12</sup> IPV can lead to femicide. IPV often remains undisclosed to law enforcement and healthcare actors, as it usually takes place within the privacy of the home, and victims may not report due to feelings of shame, a lack of trust in authorities, or other prohibitive factors.

IPV is persistent across the globe and is highly gendered. In Western countries, IPV is the single most frequent form of violence encountered by police.<sup>13</sup> Population-based surveys in developing countries show a wide range of variance in prevalence rates of reported cases (see figure below).<sup>14</sup> As explained above, this variance could be due to underreporting by survivors or mis-recording by law enforcement or the justice and health sectors. Even in conflict settings, where efforts are increasingly undertaken to monitor and record conflict-related sexual violence and GBV, IPV perpetrated against women and girls is often higher than rates of non-partner sexual violence.<sup>15</sup>

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i See definition in Annex A.2

**Figure 8. Global map showing regional prevalence rates of intimate partner violence by WHO region\*, 2010**



\* Regional prevalence rates are presented for each WHO region including low- and middle-income countries, with high income countries analysed separately. See Appendix 1 for list of countries with data available by region.

Source: World Health Organization (WHO) (2010).<sup>16</sup>

### Femicide

SEE UNIT 2

SEE UNIT 3

There is no universally agreed definition of femicide, but rather a range of them. Narrowly defined, femicide constitutes the killing of a woman because (a) she is a woman or girl or (b) the socially constructed gender roles ascribed to her.<sup>17</sup> It includes IPV but also, among other things, dowry and ‘honour’ killings, non-partner sexual violence with a lethal outcome, the killing of women engaged in sex work, and other cases in which women are targeted because of their gender.<sup>18</sup> This narrow definition requires one to clearly identify the gendered intention behind the killing. Where available, national homicide data is usually either not specific enough to identify narrowly defined femicide, or national definitions and datasets only consider femicide where the gendered dimension of the crime can be clearly established.<sup>19</sup>



### NOTE TO TRAINERS

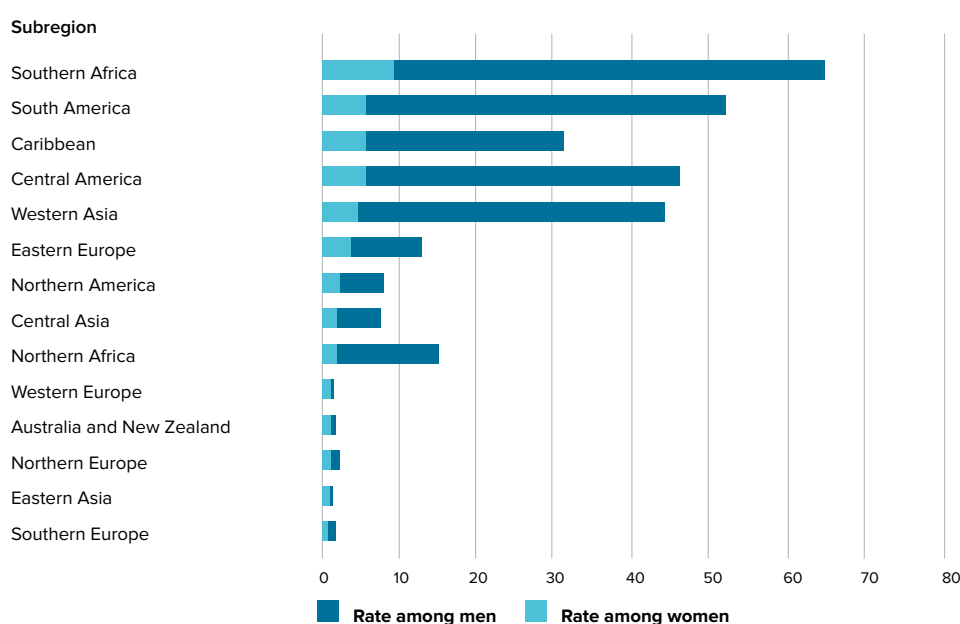
Some States use the term **femicide** to refer to any type of homicide where the victim is a woman, even if the murder is not gender-based. This has contributed to the lack of standardized and comparable data and the absence of a commonly accepted definition of the term. This ambiguity extends to the legal sphere, specifically regarding the definition of types of criminal offences. In some countries, the concept of femicide is used in the language of activism or for statistical purposes, but it is not classified as a crime.

From a statistical point of view, it is evident that defining in each case whether the victim was killed by chance or because she is a woman presents serious methodological difficulties. In cases of domestic violence, IPV or sexual violence, it is easier to contend that the violence is due to the fact of being a woman. In other cases, it can be difficult to determine whether criminal conduct constitutes femicide or not. This debate should be brought into the legal sphere to ensure that the elements related to the offence in question are clearly defined; currently, the limited definitions contribute to statistical underreporting, which hinders a broader view of violence against women and its consequences.

Unlike regional variations in male homicide levels, femicide levels across the world are relatively stable and similar across regions. Between 2011 and 2016, Southern Africa, South America, Central America and Western Asia recorded the highest homicide and femicide rates.<sup>20</sup> While conflict exacerbates the risk of women and girls being victims of multiple and repeated GBV acts,<sup>21</sup> the share of women killed in conflict settings (e.g. Afghanistan and Syria) is lower than in those countries with the world’s highest levels of intentional homicide, such as El Salvador, Honduras or Jamaica.<sup>22</sup> Ultimately, femicide levels are highest in countries with high levels of gang violence and organized crime, and where attacks on women in public spaces are frequent. In such cases, femicide occurs in a climate of normalized violence, indifference, and impunity.<sup>23</sup> Femicide also has strong symbolism in relation to the illicit drug trade. The killing of the partner of a rival or enemy gang or group leader is regarded as a hyper-masculine extension of power. An attack on “the woman in his life” shows that he is weak.<sup>24</sup>

Attention needs to continue to focus on preventing femicide in conflict-settings, but efforts also need to be undertaken in countries and regions that suffer from high levels of armed violence.

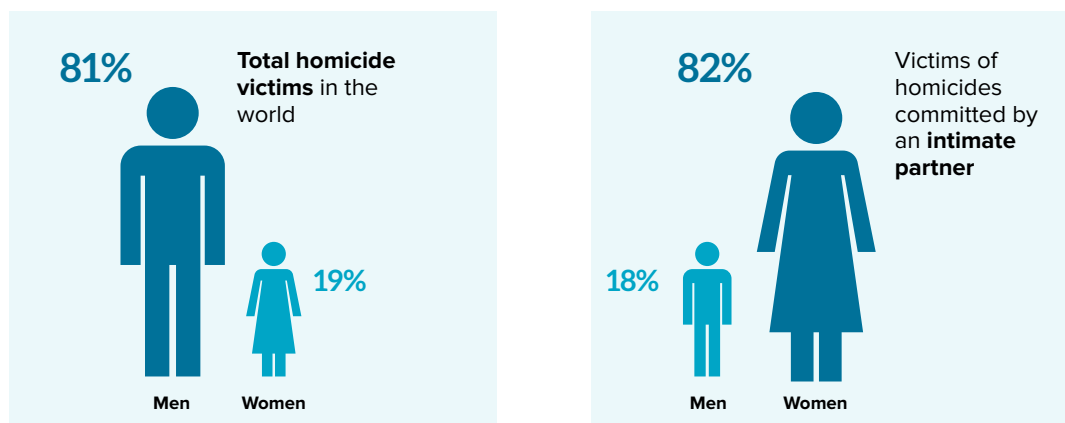
**Figure 9. Average violent death rates in selected sub-regions, by sex, 2011–2016**



Source: McEvoy and Hideg (2017).<sup>25</sup>



**Figure 10. Women and girls account for a far smaller share of total homicides than men but bear by far the greatest burden of intimate partner homicide**



Source: UNODC (2019) Global Study on Homicide.<sup>26</sup>

### CRSV

CRSV is a form of GBV. According to the United Nations, CRSV refers to “rape, sexual slavery, forced prostitution, forced pregnancy, forced abortion, enforced sterilization, forced marriage and any other form of sexual violence of comparable gravity perpetrated against women, men, girls or boys that is directly or indirectly linked to a conflict. That link may be evident in the profile of the perpetrator, who is often affiliated with a State or non-State armed group, which includes terrorist entities; the profile of the victim, who is frequently an actual or perceived member of a political, ethnic or religious minority group or targeted on the basis of actual or perceived sexual orientation or gender identity; the climate of impunity, which is generally associated with State collapse, cross-border consequences such as displacement or trafficking, and/or violations of a ceasefire agreement. The term also encompasses trafficking in persons for the purpose of sexual violence or exploitation, when committed in situations of conflict”.<sup>27</sup>

For the link to conflict to be established, there must be at least two of these factors: a temporal link (proximity between the act and period of conflict); a geographic link (act occurs in conflict-affected areas); and/or a causal link (consideration of the extent to which pre-conflict levels of violence are exacerbated by conditions of conflict like displacement, breakdown of law and order, etc.).<sup>28</sup> Early warning factors for CRSV include the proliferation of arms and/or incomplete disarmament, demobilization and reintegration (DDR) processes.<sup>29</sup> Therefore, improved arms control is crucial to preventing CRSV.<sup>30</sup>

## ANNEX

### Material 5: What constitutes gender-based violence?

#### **What are the root causes of GBV?**

There is no single factor that can explain GBV, but rather an interplay of factors that are cultural, legal, economic and political. Culturally, GBV has its root causes in socially constructed and historical power differences between women and men, the abuse of such power, and harmful social norms that promote gender inequality. The United Nations Secretary-General has emphasized that “it remains essential to recognize and tackle gender inequality as the root cause and driver of sexual violence, including in times of war and peace.”<sup>31</sup> As noted in Unit 4, socially constructed gendered power norms and expectations are based

on constructions of masculinity that require male domination and control over female or feminized bodies (the basic principle of patriarchy).

Low levels of reporting, investigation and accountability as well as a lack of protective national laws can leave women vulnerable to GBV. Further, male-dominated (and often armed) security and justice institutions (e.g. the police, armed forces and prison service) can further perpetuate a discriminatory culture and perpetuate GBV. Such institutions can condone and/or tolerate GBV and discriminate against women, girls, and other vulnerable groups (e.g. by ethnicity, class or disability). For example, a survey of three Indian cities (Delhi, Lucknow and Vadodara) revealed that almost all police officers interviewed agreed that a husband is allowed to rape his wife, while half the judges interviewed felt that women who were abused by their partners were partly to blame for their situation.<sup>32</sup> Further, some security providers in humanitarian emergencies, who are supposed to provide 'protection' and/or aid to female survivors of conflict, have used their positions of power to perpetrate GBV.<sup>33</sup>

Due to their socialization in such structures, members of security or justice institutions can also be perpetrators of GBV when out of uniform. Such attitudes and behaviours further raise the barrier for GBV survivors to report their cases and for domestic violence, IPV and femicide to be investigated, recorded, and dealt with in a gender-sensitive manner.

Economic and political exclusion are two other factors that lead to gender inequalities and facilitate GBV. Those facing economic insecurity may also have less support services and face more acute risks. The under-representation of women in power and politics significantly limits their ability to shape the discussion, develop policy and make decisions that can promote gender equality. That is why the equal participation of women in small arms and light weapons control is critical in preventing GBV.

SEE UNIT 2

SEE UNIT 3

It is important to recognize that, while socially constructed and culturally ingrained, gender inequality and related power differences between women and men that are at the root of GBV are neither fixed nor static. Such norms can and do change, both during the lifetime of an individual and over generations.

### EXAMPLES OF CULTURAL NORMS SHIFT AROUND GENDER<sup>34</sup>

Depending on the circumstances, cultural norms can shift to promote positive change in gender norms or to reinforce discriminatory norms. One important global change has been a shift from perceiving violence as a private problem to a recognition that it is a societal problem which societies and States need to address, a transformation resulting from the global women's movement and advocacy. The growing number of international legal texts relating to GBV illustrate this shift. For a list of international legal texts, see the United Nations Population Fund (UNFPA) manual, *Managing GBV Programmes in Emergencies*<sup>35</sup> and the Inter-Agency Standing Committee (IASC) GBV Guidelines.

Examples of positive change in gender norms in different countries include:

- » In **India and Bangladesh**, families have begun investing in daughters' education and allowing young women to work outside the home, as they recognize the economic benefits of these activities to the family.
- » Mass media and pop-culture can drive change in gender norms, both through factual and overt messaging about gender equality, and through popular entertainment that presents an alternative vision of gender relations. In Hmong communities in **Viet Nam**, mass media (particularly TV) programmes played an important role in raising girls' hopes for a different future beyond marriage and farming, offering them alternative visions (whether realistic or not) of love-based marriage and more equal gender relations.
- » In **Ethiopia**, when the Ethiopian Orthodox Church started supporting the Ethiopian government's position that the minimum age of marriage should be 18, people began to change their beliefs and practices, leading to a change in norms about early marriage.

Examples of negative change that reinforces discriminatory norms include:

- » The rise in early/child marriage within poor households in **Lebanon and Jordan** as a result of economic strain due to displacement among Syrian refugees.

Defying and transforming gender norms can expose people to criticism and backlash. Being resilient and having a strong belief in the need to change are vital personal qualities for people who are willing to defy existing gender norms and help shape new ones. This is one reason why many girls' empowerment programmes involve activities designed to boost self-confidence and resilience.

## ANNEX

**Activity 6:** Changing gender roles over time

**Activity 7:** Gender as a social construct

**Activity 25:** Gender-based violence tree

## 2. Links between GBV and small arms

SEE UNIT 2

SEE UNIT 7

SEE UNIT 8

The presence and gendered distribution of small arms exacerbate the power differences between women and men and enable GBV. In 2017, of the estimated one billion firearms in global circulation, 85 percent were in civilian hands and only 15 per cent were state-owned.<sup>36</sup> The distribution of these firearms is highly gendered as most gun owners are men.<sup>37</sup> Furthermore, women are severely under-represented in professions that use small arms (e.g. law enforcement, military and private security).

Small arms are used to commit or facilitate various forms of physical, psychological and sexual GBV. Overall, women are many times more likely to be a victim of armed violence than be a perpetrator.<sup>38</sup> Small arms thus

reinforce men's power over women in public and domestic spaces. The negative consequences of such gender inequalities are exacerbated and more likely to be lethal when small arms are available.

Current research strongly indicates that the use of small arms in GBV incidents is particularly prominent in countries with high levels of armed violence, especially where small arms availability can translate into a greater likelihood of IPV at home.<sup>39</sup> In countries with high levels of illicit arms possession and armed violence, such as Brazil, El Salvador, Guatemala and Honduras, small arms were used in 60 per cent of femicides – a much higher share than in other non-conflict countries.<sup>40</sup> The highest percentage of firearm-related femicides was observed in 2009 in Ciudad Juarez, Mexico, where firearms were used in more than 80 per cent of all femicides –almost as high a percentage as for firearm homicides with male victims. Countries with high levels of femicide exhibit a higher proportion of femicides committed with firearms.<sup>41</sup>

Increasingly, the role of small arms and light weapons is also being raised as a contributing factor fuelling CRSV in global discussions. The 2022 United Nations Secretary-General's report on conflict-related sexual violence and the April 2022 United Nations High-Level Open Debate on CRSV cite the illicit flow of small arms and light weapons as one of the contributing factors to CRSV. The Secretary-General's report further called for curtailing the illicit flow of small arms in order to prevent sexual violence.<sup>42</sup>

Consistent, comparable, and reliable information on the use of small arms in GBV can be difficult to locate due to under-reporting and incomplete records of investigations that do take place. However, two decades' worth of global evidence demonstrates a clear link between small arms availability and GBV.<sup>43</sup>

#### ***Small arms exacerbate GBV risks and aggravate its outcomes***

While people might keep a firearm at home to protect the family from external threats, its presence increases the likelihood that IPV will have a lethal outcome, as shown by a study in 25 high-income countries that found a correlation between arms-related femicides and civilian gun ownership.<sup>44</sup> In one of these 25 countries, the United States – where civilian gun ownership is high – women were 12 times more likely to be killed with a weapon than in the other 24 countries taken as a whole: 1.2 vs. 0.1 per 100,000.<sup>45</sup> Based on that, a gun in the home makes women almost three times more likely to be murdered.<sup>46</sup>

#### ***More women and girls die from IPV than from any other form of intentional killing***

The United Nations Office on Drugs and Crime (UNODC) estimates that 34 per cent of deaths of women and girls resulting from intentional homicide in 2017 were perpetrated by an intimate partner (30,000 out of a total of 87,000 female deaths from all forms of homicide), while 24 per cent were committed by another family member (20,000) (see below). This means that on average, 82 women are murdered every day by someone that they are in an intimate relationship with.<sup>47</sup>

IPV is the only category of homicide in which women outnumber men as victims.<sup>48</sup> After such violent relationships end, the risk that the women will be killed by their former partners is particularly high during the first three months.<sup>49</sup> Rates of IPV with lethal outcomes remain relatively stable, “even in countries where overall rates of homicide are decreasing, including the female share of homicide victims”.<sup>50</sup>

**Figure 11. Proportion of IPV in female homicide, 2017**



Source: UNODC (2018), p.7<sup>51</sup>

Risk factors associated with committing femicide include the availability of small arms and patterns of GBV. Victims of femicide related to IPV have often previously reported being threatened with a weapon as part of a broader pattern of coercive, controlling violence by their male partners. Stalkers may own weapons and use them to control and intimidate rather than injure victims but displaying small arms is a predictor of actual use.<sup>52</sup> IPV that involves small arms is more likely to result in death than those involving other weapons or bodily force. Several factors increase the likelihood of a fatal outcome in IPV when small arms are involved:

- » severity of wounds caused by gunshot
- » women's reduced capacity for resistance
- » reduced chances of women escaping or outsiders intervening and assisting them
- » increased chances that an abuser will use firearms in domestic violence or sexual violence.<sup>53</sup>

When a firearm is used to commit IPV-related femicide, there appears to be a higher probability that the perpetrator will commit suicide (known as murder-suicide).<sup>54</sup> These murder-suicides may also include other victims, as a study from the United Kingdom of Great Britain and Northern Ireland notes. In addition to the victim, others who might be killed include the couple's children; unrelated bystanders; people perceived by the perpetrator as the victim's allies (e.g. lawyers, relatives, neighbours or friends); and the victim's new partner.<sup>55</sup>

## ANNEX

**Activity 26:** The Power and Control Wheel

**Material 7:** Voices of the families impacted by femicide

### 3. Preventing GBV through gender-responsive small arms control

#### ***Gender-responsive small arms control programmes as part of broader efforts to prevent GBV***

##### SEE UNIT 9

There has been a significant increase in efforts to prevent and address GBV around the world during the past two decades. The commitment to prevent GBV is evidenced at international, regional and national levels and involves a diverse range of actors, including GBV survivors. The issue must be approached holistically and comprehensively to address the root causes identified at the beginning of this unit. Gender-responsive small arms control measures and programmes should seek to continuously address gender inequality and related abuse of power, but they can only make a partial contribution to the required broader efforts to address the root causes of GBV. Small arms control measures and programmes can help to mitigate the risk of GBV being committed with small arms by seeking to control the supply and regulate the use of these lethal items throughout the lifecycle, in accordance with international obligations and commitments. Therefore, small arms control programmes should be linked to broader gender-transformative approaches.

Such efforts can be undertaken by national authorities and civil society separately or together. Engaging with local civil society to integrate small arms control programmes into their GBV prevention activities is key to ensuring local ownership, effectiveness and sustainability.

#### **GOOD PRACTICE EXAMPLES: GBV PROGRAMMES WITH TRANSFORMATIVE POTENTIAL**

In response to the growing evidence base from high-income countries on what constitutes an effective intervention to reduce levels of IPV, the international community has started to shift towards primary prevention. Evidence emerging from developing countries has also influenced this transition in programming. For example, the public health community has become increasingly aware of the intersection of violence and vulnerability to HIV and increasingly incorporates messaging and programming that addresses partner violence as a risk factor in interventions aimed to prevent HIV contraction.

Some examples of preventive community-based interventions include:

» **The Prevention Coalition Training Curricula Website<sup>56</sup>**

The Prevention Coalition is a global network of activists, practitioners and researchers seeking to “re-imagine prevention.” They collaborate with others to synthesize and share learning from research and practice, and to apply this to support the development, innovation and adaptation of effective violence prevention programmes. They have compiled a collection of curricula from successful interventions.

» **What Works to Prevent Violence: Violence against women and girls prevention curriculum**

The What Works to Prevent Violence Against Women and Girls Programme<sup>57</sup> has developed, adapted and implemented 15 evidence-based prevention interventions across the Global Programme projects in Africa and Asia. These interventions were all implemented alongside rigorous evaluation research to test their effectiveness.

» **Community-based Approaches to Intimate Partner Violence: A review of evidence and essential Steps to adaptation**

This review by the World Bank and the Global Women’s Institute highlights several examples of effective community mobilization interventions to prevent IPV.<sup>58</sup> It sets out six essential steps for adapting successful interventions to different contexts and collectively serves as a methodological guide on programming.

Some evaluated initiatives have shown reduction in IPV in a number of different regions, for instance:

- » **Stepping Stones**<sup>59</sup> is a Southern African workshop series designed as a tool to help promote sexual health, improve psychological well-being and prevent HIV. The workshops address questions of gender, sexuality, HIV/AIDS, gender violence, communication and relationship skills. Importantly, the programme recognizes that our sexual lives are embedded in the broader context of our relationships with our partners, families and the community or society in which we live.
- » **Program H**<sup>60</sup> in Brazil is primarily a community intervention focusing on peer-to-peer education sessions facilitated by young men who are guided by Program H manuals. In some settings, these community interventions include a social norms marketing campaign to promote gender equality and reduce GBV. The programme has been implemented in six cities in Latin America and the Caribbean and two cities in India. Program H is evaluated primarily with a self-report scale called the Gender-Equitable Men (GEM) scale, which focuses more on personal attitudes than on perceptions of typical and desired behaviors in the community. However, its approach is in line with social norms theory as it aims to weaken negative norms and promote new descriptive norms by working with community members to assess their own attitudes and training them to diffuse messages throughout the community.
- » **The Indashyikirwa Programme**<sup>61</sup> for community-based activism in Rwanda is a set of skills-building modules supporting community-based activist activities. Building on the foundations laid by the Indashyikirwa Couples' Curriculum, the sessions focus on specific skills that are necessary for effective activism at the community level.



#### NOTE TO TRAINERS

In 2015, the United Nations produced *A Framework to Underpin Action to Prevent Violence against Women (the United Nations Prevention Framework)*, aimed at promoting a common understanding and approach to prevention through planning and policy development.

UN Action against Sexual Violence in Conflict (UN Action) has also developed a comprehensive CRSV prevention strategy<sup>62</sup>, which will serve as a multi-stakeholder roadmap to guide the development and support of structural and operational prevention measures for international actors, including governments, United Nations agencies and civil society organizations. The Framework can be implemented at regional, national and local levels to improve and expand programmatic efforts to prevent CRSV.

## ANNEX

**Activity 27:** SASA! And working with men to IPV

**Material 8:** Security sector responses to GBV

**Material 9:** A survivor-centred approach

### ***The role of gender considerations in small arms transfers***

The ATT recognizes that strengthening the regulation of international arms transfers helps prevent the use of conventional arms in committing or facilitating serious acts of GBV and violence against women and children. It outlines general requirements for a national system to regulate international arms transfers in order to prevent diversion and ensure that conventional arms do not contribute to human suffering.<sup>63</sup> Specifically

with regards to preventing GBV, an ATT state party shall not authorize a transfer<sup>64</sup> of conventional arms, ammunition or parts and components if it:

*“has knowledge at the time of authorization that the arms or items would be used in the commission of genocide, crimes against humanity, grave breaches of the Geneva Conventions of 1949, attacks directed against civilian objects or civilians protected as such, or other war crimes as defined by international agreements to which it is a Party.”<sup>65</sup>*

#### SEE UNIT 2

Therefore, under Article 6 the ATT prohibits transfers that will be used to commit or facilitate CRSV that constitute war crimes, such as “rape and other forms of sexual violence, including but not limited to sexual slavery, enforced prostitution, forced pregnancy and enforced sterilization”.<sup>66</sup> For situations not governed by Article 6, Article 7.4 of the ATT calls on the exporting State party to “take into account the risk of the conventional arms [...] being used to commit or facilitate serious acts of gender-based violence or serious acts of violence against women and children”. However, during the fifth conference of States parties to the ATT (CSP5), when gender and gender-based violence was the conference’s central theme, no State party elaborated on how their national system addresses Article 7.4. Control Arms and the International Committee of the Red Cross (ICRC) provided the only concrete interventions on conducting GBV export control risk assessments.<sup>67</sup> CSP5 therefore called for further discussion on emerging national practices “in interpreting the language and standards entailed in Article 7(4)” and encouraging States parties to provide information on national practices for risk assessment and mitigation measures.<sup>68</sup>



#### NOTE TO TRAINERS

The Women’s International League for Peace and Freedom hosts an online and searchable database that gathers global resources about gender and disarmament, including policy documents, legislation and UN documents. One such report is WILPF’s “Preventing Gender-based Violence Through Arms Control,” which provides tools and guidelines to implement the ATT and the PoA.

## Annex

**Activity 28:** Group discussion: Overview of ATT Articles 6 and 7

### **Regulating security sector small arms possession, storage and use to prevent GBV**

National governments not only have the primary responsibility for regulating the flow of small arms across their national borders, but also for controlling their possession, storage and use within national borders. Module 6.10 of the Modular Small-arms-control Implementation Compendium (MOSAIC) further emphasizes that national governments are responsible for ensuring “that gender equality and the empowerment of women are mainstreamed across all government departments”.<sup>69</sup>

As noted above, an important way of bringing together such efforts is by ensuring that national legislation and policy governing security sector agencies, as well as relevant doctrine and standard operating procedures, recognize the importance of gender equality and participation of women, as well as specific measures to prevent the use of small arms in the commission and facilitation of GBV.<sup>70</sup> For example, military doctrine and training should ensure that armed forces personnel fulfil national obligations with regards to international humanitarian law, and that law enforcement personnel comply with the United Nations Basic Principles on the Use of Force and Firearms by Law Enforcement Officials (United Nations Basic Principles) and the United Nations Code of Conduct for Law Enforcement Officials,<sup>71</sup> thus contributing to efforts to reduce the incidence



of GBV committed by the security sector. If new legislation and policies are required to achieve these goals, information and tailored gender training needs to be provided “to ensure that the gender aspects of national legislation are properly implemented”.<sup>72</sup>

#### SEE UNIT 8

There are also specific small arms control measures that can be taken to reduce the risk of small arms being used in GBV. For example, the United Nations Basic Principles<sup>73</sup> call for law enforcement rules and regulations on the use of firearms to include guidelines to “regulate the control, storage and issuing of firearms and ensure accountability for those issued firearms”.<sup>74</sup> One of the ways that law enforcement could ensure the safe and secure storage of firearms is by prohibiting personnel from taking their service weapons home, instead requiring that service weapons be kept in government armouries to ensure their safe storage, as a means to prevent their misuse in GBV at home.

#### Addressing drivers of violence and state responsibility

One important aspect of civilian demand for small arms and light weapons is state responsibility for the use of force, which itself is a deeply gendered phenomenon. A pattern of violence used by state personnel, who are usually men, against unarmed civilians (both women and men, girls and boys) has been found to be a major driver of non-cooperation with law enforcers and of demand for weapons by civilians. UNDP researchers conducted almost 500 interviews with individuals, almost all young men, in remote areas of Africa who had been recruited by a “violent extremist group”, the largest ever survey conducted. A total of 51 per cent of respondents selected “religion” as a reason for joining but 57 per cent also admitted to having limited or no understanding of religious texts. Unemployment and underemployment were major sources of frustration; if individuals were studying or working, they would be less likely to join an extremist organization. However, the leading cause pushing individuals from the at-risk category to actually joining a violent extremist group was neither economic nor religious: 71 per cent of respondents gave “government action” as their reason, including the “killing of a family member or friend” or the “arrest of a family member or friend”.<sup>75</sup>

Given the connection between small arms possession and GBV, legislation to regulate civilian small arms possession “should be harmonized with legislation designed to prevent intimate partner and domestic/family-related violence.”<sup>76</sup> Analysis of efforts to strengthen domestic violence laws shows that this can help to control small arms proliferation and misuse.<sup>77</sup> For example, changes in Canada’s domestic violence and firearms laws during 1989–2003 correlated with a 75 per cent decline in femicide committed with a firearm, while femicide by other means declined by only 30 per cent.<sup>78</sup> Countries around the world “use their civilian firearms possession legislation and regulations to address the supply dimension of the gendered dynamics of armed violence ... [requiring] national authorities to assess the risk that firearm licence applicants could use a firearm to commit violence against their current or former partners and family members before determining whether to issue or refuse a licence” to possess firearms.<sup>79</sup>

MOSAIC Module 3.30 provides guidance on the types of criteria that countries could use when conducting background checks on licence applicants.<sup>80</sup> In Sierra Leone, if a “licencee is convicted of any crime of violence to the person [sic] or under investigation for any domestic violence related offence”, then their licence can be revoked.<sup>81</sup> Of course, for such a regulatory framework to be effective, government officials need to be trained so that they can undertake appropriate background checks and have access to information to determine whether there is a risk that the applicant could use a registered small arm to commit IPV or other forms of GBV.<sup>82</sup>

It is also necessary for the issuing authority of a firearm user licence to carry out an analysis of the applicant’s suitability. When the suitability of the candidate is analysed, their non-violent profile is normally established by excluding the existence of criminal records or interim/protection orders. Nevertheless, this might not be effective enough. Sometimes, a criminal record only refers to serious crimes; the absence of a criminal record therefore may cause minor misdemeanours to be overlooked and key analytical elements to be missed. In order to determine a risk profile, it is important to know whether there are any police records or

complaints of violent behaviour that may not have resulted in criminal records or restraining or protection orders. This could help identify a violent profile and, therefore, determine the existence of a high-risk situation. The competent authority could receive information from the police or even from current or former partners of the person requesting the licence. These practices have already been incorporated by countries such as Australia and Canada, whose legislation gives the competent authority the possibility of interviewing spouses/partners and even neighbours, social or community workers, dependents, co-workers or any other person who might provide useful information to determine the risk of violent behaviour inside or outside the home.<sup>83</sup>

On the other hand, requiring a justification for the need for a firearm during the application process for a firearms user licence could contribute to the analysis of each situation, thereby preventing a disproportionate or unjustified volume of firearms. Although this is a condition that could be applied in general, it has particularly favourable effects in terms of prevention and reduction of GBV.

The interrelation of regulations governing possession of firearms and those relating to the prevention of violence against women may only lead to favourable results if it is accompanied by effective data recording systems linked to both the possession of firearms and incidents related to violence against women. Likewise, action protocols and effective channels are needed for information exchange between competent authorities (the judiciary, prosecutor, police, the authority for the control of firearms, entities for the care and protection of victims, etc.).

From the previously considered elements, the following recommendations<sup>84</sup> can be put forth:

- » Implement effective regulation to prevent the proliferation of firearms, both in terms of civilian access to firearms and combatting illicit trafficking. This regulation could incorporate a requirement to justify the need for a firearm, among other requirements, to access a firearms user licence.
- » A positive and effective measure would be the establishment of links between the regulations governing the possession of firearms and those related to the prevention and eradication of violence against women.
- » The reasons to deny/grant a firearms user licence should not be limited to the absence of a criminal record or even a history of gender-based violence, but rather an evaluation of the candidate that allows the competent authority to include and outline the risk of violent behaviour. This should be applied both for the issuance of first-time licences and for renewals.
- » Consider suspending and revoking licenses in cases related to gender-based violence, domestic or family violence.
- » Precautionary measures must be established by seizing any firearm from an aggressor, or any other firearm in the household, legal or illegal, before the suspension of the possession licence or the issuance of a protection order.
- » Strengthen data recording systems related to firearms and licences, as well as data related to episodes of violence against women, expanding the data recorded to improve not only regulatory provisions, but also public policies in general for the prevention of violence against women. Relatedly, establish effective action protocols and channels for exchanging information between competent authorities (judiciary, prosecutor, police, control authority for small arms, bodies for care and protection of victims, etc.).

Civil society can work with law enforcement officials and lawmakers to ensure that the regulatory framework for civilian possession can reduce the likelihood that perpetrators of IPV can legally acquire small arms that are at risk of being used to commit GBV or femicide.<sup>85</sup> MOSAIC Module 6.10 notes that governments and civil society, in particular women's organizations, can raise public awareness and organize campaigns about the risk of small arms being used in IPV and domestic/family-related violence.<sup>86</sup> For example, civil society has raised concerns about the risk of specific groups of non-state firearm holders committing GBV, most notably Private Military and Security Companies (PMSC).

#### SEE UNIT 8

Further, while MOSAIC Module 6.10 highlights that women can play an important role in raising awareness and encouraging participation in weapons collection programmes in conflict and non-conflict settings,<sup>87</sup> there can be risks with such activities. For example, the regulatory framework must provide that if a wife voluntarily surrenders her husband's illicit small arm she is not prosecuted for "illegal possession" when bringing the weapons to a police station or collection point. Unit 8

also noted that such weapons collection programmes in conflict and post-conflict settings can also have a negative impact on the risk of GBV. Therefore, it is essential that such programmes undertake a gender analysis and involve local women in their design and planning.

### Regulating PMSC to prevent the use of small arms in GBV

Private Military and Security Companies (PMSC) provide a wide range of services for state and non-state clients, operating in conflict and non-conflict-settings in their host countries and beyond. Although regulation of their activities varies between contexts, the voluntary International Code of Conduct for Private Security Service Providers (ICoC) requires signatories to prevent all forms of GBV, including sexual exploitation and abuse.<sup>88</sup> Measures for regulating PMSC that could be included in gender-responsive small arms control to prevent GBV include:

- » Vetting personnel to ensure that they do not have a history of GBV and understand and abide by ICoC standards on the lawful use of arms.
- » Training personnel on international and national law, including in respect to gender equality and GBV and on legal, proportionate and legitimate use of force.
- » Ensuring PMSC have policies in place to prevent and address GBV, including reporting GBV and cooperating with relevant national authorities in investigations.
- » Demonstrating that “firearms and weapons are properly acquired, used and stored, including when PMSC personnel are off-duty”.<sup>89</sup>

#### SEE UNIT 9

The final point does not go as far as prohibiting PMSC staff from taking their weapons home when not working, yet civil society organizations have called for such restrictions to be included in legislation and for the monitoring of enforcement. For example, Israeli legislation prohibits security guards from taking their firearms away from their work sites and the Gun Free Kitchen Tables project works to ensure that the government enforces this law (see also the section on gun-free zones in Unit 9).<sup>90</sup>

### ANNEX:

**Activity 29:** Group discussion: Caribbean – legislation linking arms control and GBV<sup>91</sup>

**Activity 30:** Group discussion: Gender and small arms legislation in South Africa

### Overcoming the partial evidence base on GBV

A cross-cutting issue that complicates efforts to prevent the use of small arms in GBV is that there is only a partial evidence base upon which to draw. Such information is usually limited to the use of small arms in early marriage, human trafficking, or honor killings,<sup>92</sup> relying heavily on health data sources on firearm-related injuries that systematically underreport GBV cases.<sup>93</sup> The two main and connected challenges for increasing the quantity and quality of data on the role of small arms in GBV are: (a) underreporting by survivors of non-lethal GBV in general and (b) security, justice and health sectors that do not recognize, investigate and record different types of GBV involving small arms.

There are numerous reasons why (male and female) victims may not report GBV to government authorities. Reasons could be practical (insufficient financial resources, lack of access or knowledge of support systems) or societal (norms that do not recognize GBV or diminish its importance). Additionally, victims might not trust officials in the security and justice sectors, or reporting could result in negative consequences for the victim and impunity for the perpetrators. These concerns are pronounced when security sector personnel

perpetrate GBV.<sup>94</sup> Furthermore, cases of small arms use in GBV are not always recognized, investigated and recorded. Many legal and policy frameworks are biased or do not criminalize all forms of GBV. Even in countries where political and financial investments have been made to overcome these problems, GBV is not usually an integrated focus from the outset.<sup>95</sup> In many countries, security, justice and health sector staff have not been trained to recognize, investigate and record GBV cases in general, and those involving small arms in particular, in a manner that provides solid and reliable evidence to inform programming and policy-making to address/prevent GBV involving small arms. Errors in crime scene management, mishandling of evidence and bad practices in dealing with victims as well as preconceived ideas and stereotypes about women have also deepened the levels of impunity for firearms crimes where women are victims of the violence.

International norms are changing on the issue of GBV, particularly in conflict settings, which will help to improve the evidence base. Of particular importance are: (a) the classification of acts of sexual violence as crimes against humanity and war crimes in the Rome Statute of the International Criminal Court; (b) the ICRC's determination that conflict-related sexual violence, committed by any party to conflict, constitutes a violation of the Geneva Conventions and their respective Protocols I and II; and (c) the United Nations WPS agenda, in particular its focus on preventing, monitoring, analysing and reporting conflict-related sexual violence.

**SEE UNIT 2**

The United Nations is one actor that has played an important role in promoting these norms and instruments. UNSCR 1325 and its subsequent resolutions introduced concrete measures to facilitate reporting by victims of CRSV and inform measures to prevent GBV, which has led to the preparation of guidance and allocation of resources in national security sectors. For example, there are training programmes, GBV advisers in armed forces, and guidelines for establishing monitoring, analyzing and reporting arrangements for CRSV.

The Special Representative of the Secretary-General on Sexual Violence in Conflict, established by Security Council resolution 1888 (2009), is supported by UN Action, which pursues a coordinated, coherent and comprehensive approach aimed at preventing CRSV, meeting the needs of survivors and enhancing accountability for conflict-related sexual violence. A United Nations Team of Experts on the Rule of Law and Sexual Violence in Conflict works closely with Governments and United Nations missions and Country Teams to support the investigation, prosecution of perpetrators and adjudication of crimes under civilian and military systems, legislative reform, the protection of victims and witnesses. The Office of the Special Representative of the Secretary-General on Sexual Violence in Conflict also prepares the Annual Report of the Secretary-General on CRSV, which includes detailed information on parties to armed conflict that are credibly suspected of committing or being responsible for acts of rape or other forms of sexual violence, as listed in the Annex to the Reports. Listed parties are required to engage with the Office in order to develop specific, time-bound commitments and action plans to address violations.

Other efforts to promote reporting and collection of data include International Committee of the Red Cross (ICRC) recommendations for law enforcement agencies to establish a culture of trust and respect for female victims of crime in general, and sexual violence and GBV in particular.<sup>96</sup>

United Nations Regional Centre for Peace, Disarmament and Development in Latin America and the Caribbean (UNLIREC) provides training courses for criminal investigators and forensic staff in law enforcement agencies in Latin America and Caribbean to recognize and accordingly investigate and record cases of firearms-related GBV, in particular femicide.<sup>97</sup> Civil society, in particular GBV survivor and women's organizations, can provide safe spaces and support to help overcome the reporting barriers. Civil society organizations have also conducted valuable research on GBV and the linkages to small arms by cross-referencing official data with victims/survivors testimonies.

**SEE UNIT 2**

**SEE UNIT 3**

To better understand the phenomenon of small arms use in GBV, sex- and age-disaggregated data on perpetrators, victims and the type of weapon used must be collected. Without a solid evidence-base, gender-responsive small arms control programmes and measures might not always identify the right targets.

**GOOD PRACTICE EXAMPLE: ARGENTINA'S FEMICIDE REGISTRY**

The National Femicide Registry of the Judiciary of Argentina (RNFJA), developed by the Women's Office of the Supreme Court of Justice, measures femicides by including the variable "means used for the perpetration of the act", broken down into the following categories:

- » service firearm (in case of security forces)
- » authorized firearm
- » unauthorized firearm
- » firearm without data on authorization
- » knife
- » fire/other flammable materials
- » poisoning/poisons
- » physical force
- » other means.

This information is provided by the provincial jurisdictions using court cases as the primary source of information. After the RNFJA report is published, jurisdictions receive a form that requests additional information on the firearms involved (e.g. users, status), which needs to be double-checked with the arms control agency. This information is key to determine the extent to which unauthorized/authorized firearms and service firearms are involved in femicides, thus providing useful data for the design of control and regulation policies aimed at preventing armed violence against women.



## UNIT 6

# Inclusive small arms control: ensuring the full and equal participation of women



**This unit summarizes some of the ways in which pre-existing gender inequalities relate to and influence small arms possession, use and violence. It focuses specifically on the exclusion of women and other people considered marginal from arms control efforts. And it highlights entry points to make these efforts more inclusive and transparent. It also helps practitioners to think through why inclusion and diversity are critical in setting up accountability mechanisms through which active citizens can monitor and hold accountable their representatives, including through the elections cycle.**

### **LEARNING OBJECTIVES**

- » Analyse relationships between gender roles and their symbolic meaning and institutional manifestation when it comes to small arms control.
- » Highlight legal provisions and instruments that foster or impede inclusive arms control as well as armed violence prevention and response.
- » Understand important problems such as social and economic power differentials as key factors in how and why a majority of women are excluded from small arms control efforts.
- » Recognize that some women may also support small arms possession and use or oppose (or be neutral about) efforts to increase women's inclusion in the field.
- » Identify specific entry points on how to identify and inclusively engage different stakeholders to prevent and respond to armed violence.

### **KEY MESSAGES**

- » Women continue to be underrepresented in all areas of small arms control and security-related discussions and decision-making.
- » Transformative, citizen-based participation in small arms control must include women as active participants. This type of engagement is based on the assumption that all individuals are citizens who have knowledge of their human rights. The design of such participatory processes builds the capacity and knowledge that empowers citizens as rights-claimants.
- » Women are often excluded from small arms control efforts and gendered inequalities often prevent women's full engagement in public debates on arms control. This exclusion can be perpetuated by the country's legal system. The way laws are written and interpreted shapes how the availability, possession and deployment of small arms is conceptualized and regulated; and it shapes public and privatized institutions of security, governance and service delivery, and how, and in whose interests, they work.
- » There are good practices for inclusive programming, policy development and implementation, such as getting to know active civil society actors affected by small arms violence; and inviting diverse representatives to decision-making processes and consulting their expertise.





### NOTE TO TRAINERS

Trainers should keep in mind how gendered inequalities are usually designed into national and/or traditional institutions, and then kept in place through references to dominant cultural beliefs (including religion), exclusionary forms of economics, and non-representative political systems. Because these systems are designed to be exclusionary, they can be re-designed to be more inclusive and therefore more effective for a larger number of people. Participants should be encouraged to think broadly and systematically about engaging citizens as actors and rights-bearers in all aspects of small arms decision-making and control, having learned to predict the obstacles that are usually put in place to complicate or prevent active engagement.

As individuals working in small arms control or (armed) violence prevention, training participants could become the designers of new institutions and models for behavior that may be radically different from the current situation or dominant social norms.

Emphasize in this training session that when those working on small arms control engage effectively with a wide variety of stakeholders, and when they position everyone as actors and citizens claiming the right to live lives free from violence, they will be in a better position to make changes that are socially transformational and that will bring a lasting improvement in individual and community security.

When trainers initiate new conversations about including women in successful small arms policy making and programming contexts that are already very fluid and unpredictable, they may find that intended participants are resistant to concepts that defy established cultural and gendered norms. It is important not to react negatively to that resistance, but rather to understand that it is a starting point for trainers to enter into discussions with the participants in order to enlarge the space available to discuss difficult issues, and by this means to encourage participants to trust that questioning traditional gender roles and their effects on attitudes to small arms is in their best interests. Also, if trainers are unfamiliar with the cultures in the communities they will be working with, it is important that the training team sits down with key stakeholders prior to the training in order to become more aware and responsive and to avoid making assumptions that could be read as culturally insensitive during the training.

### MAIN THEMES

Gender norms are both influenced by, and have an influence on, broader social relations embedded in dominant ideas about power, as reflected in beliefs about gender, class and race. These gender norms shape governance systems controlling and responding to the use of violence, including through small arms use. It is important to design small arms interventions in such a way that men and women are equally recognized and represented as actors with critical competence and the capacity to demand both their right to security, and to ensure the accountability of security institutions and regulatory bodies.

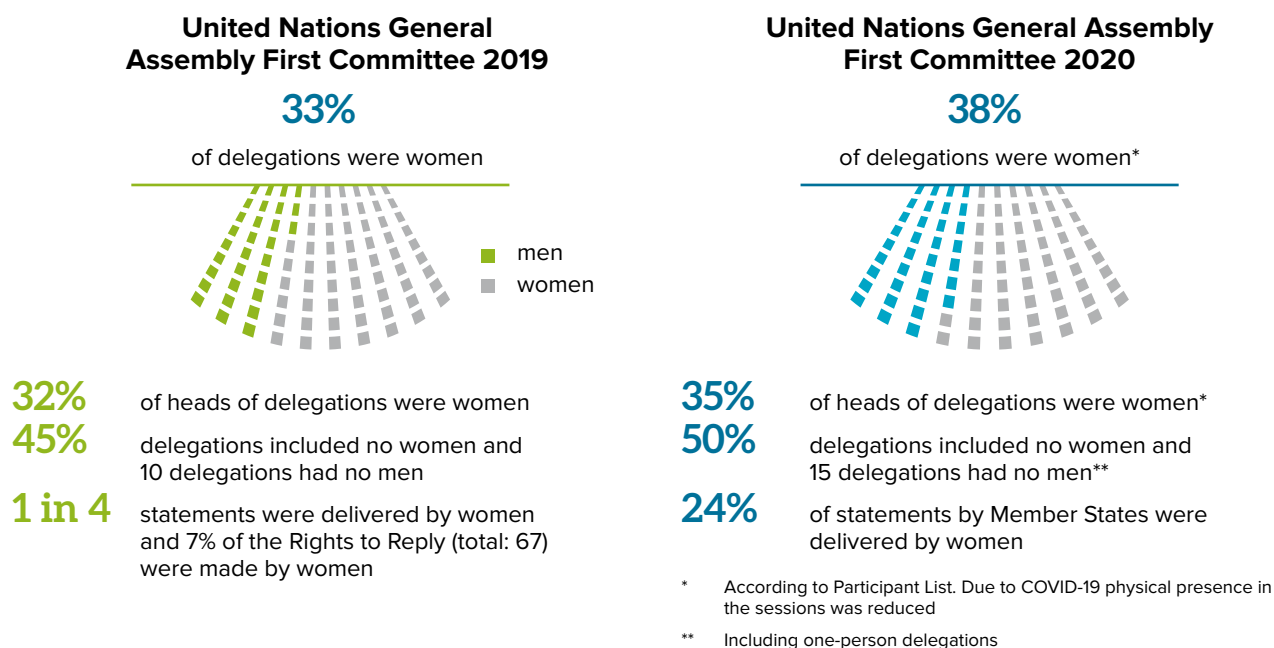
#### 1. Underrepresentation of women in small arms control and security-related discussions

Women are routinely and effectively excluded from decision-making about small arms. They are underrepresented as small arms bearers and users and in governments and multilateral fora, and overrepresented, especially in domestic settings, as victims of small arms violence.

Women have historically provided the least formal input into all aspects of small arms control. From the community level to international decision-making bodies, women have been left out and underrepresented in both formal and informal institutions: this has negative effects on their ability to influence decision-making of all kinds, especially on security-related matters.

For example, the First Committee of the United Nations General Assembly (UNGA), which deals with disarmament and international security, has a comparably low proportion of women delegates in comparison to other committees. In 2020, 38 per cent of all delegates were women (up from 33 per cent in 2019), and 35 per cent of women were leading delegations in the First Committee (up from 32 per cent in 2019). However, 50 delegations did not include women at all and women delivered only 24 per cent of all statements during First Committee.<sup>1</sup>

**Figure 12. Women's Participation in United Nations General Assembly First Committee**



Source: UNODA 2020 Yearbook.<sup>2</sup>

Women should never be included in discussions, negotiations, decision- and policy-making and implementation efforts as a token. However, it has been noted that some delegations and small arms practitioners add a few women on the edges of a meeting. On other occasions, we have seen that women are included for the sole purpose of speaking on gender-related issues, while they continue to be excluded from engaging in all other security-related issues. To counter this trend, many specialists now use the term ‘meaningful engagement’ to try to make a change in how women are included. The intention of this phrase is to stop bad practice; but the phrase itself is vague and can be misused. A more inclusive and useful term is found in the 2030 Agenda – ‘full and effective participation’ – which has the benefit of connecting practitioners of small arms control and disarmament back to Sustainable Development Goal (SDG) 5 on Gender Equality, the goal most fully focused on overcoming the institutionalized exclusion and inequality of women.<sup>3</sup>

There is a general consensus that supporting women’s full and equal participation in the security sector can solely be based on the principle of gender equality, and the human right of women to have equal access to all roles and responsibilities in this field. It is also commonly acknowledged that women should not be the only people to bear the weight of ensuring gender-responsiveness in the field of security (or any other field), but that this is a task that must be pursued by everyone. However, a more nuanced discussion is emerging. The security sector, in particular the military, is generally understood as an expression of traditional, masculine, patriarchal and militarized norms. Some see women as the actors who will bring about change in these institutions, with their participation in and of itself being a means of transforming institutions and moving away from traditional norms. Others argue, however, that women’s participation in the military, the police or any other security institution does not automatically translate into structural transformational change and consequently may not support women’s participation in these institutions at all until they have undergone the needed transformation. Awareness of these differences and the impact they may have on the work of arms control is important.<sup>4</sup>

While helping small arms control practitioners to understand this problem better, it is necessary to underline that exclusionary institutional design – which privileges the few over the many, reinforcing the same gendered, racialized and class differences in the society that cause conflict and help legitimize small arms violence – can

be made visible and analysed, then re-designed. Poor design almost always has a disproportionate negative impact on the marginalized, but also leads to ineffective policies and programmes for society at large. Any redesign will need to focus on women, but also include thinking about how variables such as age, disability, ethnicity, family status, gender identity, location, race, religion, sexual orientation, social class and other factors intersect with gender inequality to produce and reinforce vulnerability. Redesigning processes can and should be done in a variety of locations, either officially at the institutional level/space, or in the less-formal space of civil society organizations, which may be most effective at connecting ordinary citizens to institutions at local governance levels.

Achieving a broadly representative number of women as active citizens with opinions and knowledge of small arms control brings us one step closer to achieving the global commitments made in the 2030 Agenda for Sustainable Development, the Women and Peace and Security agenda and in recent meetings of the Programme of Action on small arms and the Arms Trade Treaty (ATT); the goal is to shift power, redistribute resources, build strong and functional institutions and create a transformative social justice framework that brings about the conditions required for peace and security. In the context of the 2030 Agenda especially, efforts should follow the central, transformative promise that no-one should be left behind, and that those furthest behind should be focused on first.

## ANNEX

**Activity 3:** Knowledge quiz on basic gender concepts

**Activity 31:** Case study – Gender-neutral military conscription in Sweden

**Activity 32:** Case study – Women’s participation in the security sector in Timor-Leste

## 2. Principles of transformative, citizen-based participation in small arms control

Enabling women’s full and effective participation in small arms control, especially in places that are already destabilized by crisis and arms proliferation, requires moving far beyond the numbers game (i.e., the reported percentage of women included in a meeting, workshop or other activity), which practitioners focus on all too often. Where participants are included only to meet targets or tick boxes, the longitudinal goals of social transformation and justice will always be elusive.<sup>5</sup>

**Transformative participation is a process**, not a one-off meeting to give information to people who might not understand either the information or what they should do with it. As a strategy for social transformation, it builds critical capacity over time: so even if the region, nation or community has little or no knowledge of how to evaluate the impacts of small arms when they first begin to work on the issue, the design of the participation process will build citizens’ capacity and knowledge to the point that it empowers them as rights-claimants. It understands and respects citizens as agents with political responsibility and capacity; critical insights about the root causes of violence (including armed or arms-driven violence); and the confidence to claim their rights from accountable office bearers in institutions that deliver to all. In this way, transformative participation builds human rights, including gender equality, from the ground up.

Working with women as informed participants and rights-claimants is not an add-on: it lies at the heart of the social transformation agenda of the 2030 Agenda, human rights instruments and the Women, Peace and Security agenda. As soon as you engage women thoroughly, over an extended period, in identifying how small arms drive and shape social and political violence, you open spaces for them to become active in violence prevention and response. Using a methodology devised to build critical capacities and skills, you become part of a process of engaging women as critical rights-bearers who are capable of re-thinking institutional exclusion holistically.

Because States often disagree on linkages between gender-based violence and armed violence, negotiation of gender-inclusive language in the ATT was among the most difficult tasks of establishing the treaty and debates are ongoing about whether women should be equally represented in disarmament initiatives, or

merely ‘meaningful participants’. Yet what constitutes meaningful participation is itself contestable: the table below gives a detailed analysis of different modes of participation that are frequently used in consultation and awareness-raising processes around small arms control. It concludes that there are four levels of depth to such processes, from the superficial, which treat respondents as objects without any real interest or capacity on the subject, to the deepest level, where women are seen as agents with rights and knowledge.

MODE OF PARTICIPATION	ASSOCIATED WITH...	WHY INVITE/INVOLVE?	PARTICIPANTS VIEWED AS...
Functional	Beneficiary participation	To enlist people in projects or processes to secure compliance, minimize dissent or lend legitimacy	Objects
Instrumental	Community participation	To make projects or interventions run more efficiently by enlisting contributions or delegating responsibilities	Instruments
Consultative	Stakeholder participation	To get in tune with public views and values, garner good ideas, defuse opposition or enhance responsiveness	Actors
Transformative	Citizen participation	To build political capabilities, critical consciousness and confidence to enable people to demand rights and enhance accountability	Agents

Source: Kunz and Valasek in Schnabel and Farr.<sup>6</sup>

The ideal participation strategy is one which encourages States to engage individuals as citizens – which means they know their human rights and have at least some capacity to demand them. Often, States can be encouraged to expand citizen engagement through their participation in larger fora, for example at sub-regional or continental levels, where cross-border decisions are made. States have committed to achieving the Sustainable Development Goals, so it is always important to encourage broader citizen engagement, especially through Goal 5.



#### NOTE TO TRAINERS

Use the human rights-based Mode of Participation table and the Beyond Consultations poster<sup>7</sup> to understand the trajectory of knowledge-building when engaging women and others marginalized by small arms discussions, policy-making and operational implementation.

What does gender have to do with the question of transformative, citizen-based participation in small arms control? Individual responses to small arms are strongly shaped by prevailing gender norms in the community. Concretely, this means that one of the easiest ways to think about gender, including how it affects individuals and shapes all kinds of social responses, is to think about gender identity from the individual and social/community levels.

**ANNEX****Activity 4:** Pop culture brainteaser**Activity 8:** Gender dimensions that shape participation in arms control

The approach of transformative, citizen-based participation can also be extended to other groups. Young people, for example, have shown instrumental leadership in raising awareness and advancing development in many areas of our shared society. From speaking out against weapons proliferation and gender discrimination to calling for climate action and racial justice, young people have been a powerful driving force behind such movements. Often, youth help to build more inclusive, diverse and empowering coalitions for dialogue, which result in transformative and comprehensive action. Youth are also bridge builders, providing context to complex political and security issues, connecting the past to the present and helping to look beyond the status quo into the future. As a result, it is relevant to also engage young people as a force for change in their capacity as national and world citizens and as role models for future generations.<sup>i</sup> Their ideas bring fresh perspectives that can help strengthen collective peace and security and help find solutions to the world's gravest dangers.

**3. Legal systems as a mode of exclusion**

One of the roots of armed conflict/violence can be found in how, and by whom, laws about the use of force are designed, and whose social importance and protection they prioritize. In settings where men predominate in law-making and enforcement, and through unspoken assumptions that public institutions should be dominated by men (who decide whether and how to mediate those institutions to women), it is much easier to exclude women from any consultation process and from accessing justice.

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**“Legal system: The sum total of all formal and/or informal laws and institutions, including the principles which govern the interaction of laws and institutions and the manner in which human rights treaties are ratified and integrated into domestic law and practice.”<sup>8</sup>**

*UN Women, A Practitioner's Toolkit on Women's Access to Justice Programming*

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**SEE UNIT 2**

One of the first things to learn about when entering a new country to work on small arms control is how inclusive the legal system is. Understanding this is essential to understanding how the prevailing political, social, economic and cultural climate within a country is shaped. In many contexts, both formal and informal laws and policies remain biased against women, and in some cases even outright discriminatory. Notably, gender language in laws may appear neutral, but in practice it denies women the rights and protections that the laws purportedly provide. Definition of crimes and the design of punishment regimes and remedies are often tailored towards men; and there are areas to which the law does often not extend, for instance women working in the domestic domain (e.g., family, home-based and domestic workers) who are left without legal protection.

The way in which laws are written and interpreted also shapes how the availability, possession and deployment of small arms is conceptualized and regulated; how public and privatized institutions of security governance and service delivery are shaped; and how and in whose interests they work. It also determines

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<sup>i</sup> A good example for youth engagement is the [Youth4Disarmament Initiative](#).

how individuals either come to the awareness that they are rights-bearers or are prevented from claiming or accessing their rights, including the right to live a secure life free of violence.

A good place to start understanding how and why national laws are designed to make women vulnerable is to find out whether the country (or region) has fully signed and ratified the Convention on the Elimination of all Forms of Discrimination Against Women (CEDAW).<sup>9</sup> Countries that have not signed, or that hold certain reservations about CEDAW, may be implicitly stating that women and men are not equal before the law. Overall, international human rights law represents the broader framework within which domestic laws are set for advancing gender equality and women's empowerment. They operate alongside regional frameworks and States must be held accountable to the standards and agreements set out in those frameworks and live up to the full and effective implementation of them.<sup>10</sup>

**SEE UNIT 2**

The absence of adequate legislation and its enforcement not only hinders gender equality, but also development. The 2030 Agenda for Sustainable Development makes this connection through the inclusion of Goal 5, which speaks specifically to inclusive legislation (Target 5.C) and Goal 10, which calls for legal reform for equality (Target 10.3). These are useful drivers for reforming discriminatory legal frameworks and functions.<sup>11</sup>

**UNLIREC NORMATIVE STUDY. MAKING THE LINK BETWEEN NORMS ON VIOLENCE AGAINST WOMEN AND SMALL ARMS CONTROL AND REGULATION NORMS: ANALYSIS OF CARICOM STATES**

UNLIREC conducted a normative study analysis in twelve Caribbean countries and explored and reviewed the relationship between the norms which intend to prevent violence against women and those which seek to control the civilian use of firearms.<sup>12</sup> The study emphasizes the need to establish a relationship between the regulations governing arms possession and those related to the prevention and eradication of violence against women. Recommendations include a call for firearms license processes – both for first time applications and for renewals – to include an assessment of the candidate that allows the relevant authorities to determine the risk of violent behavior (going beyond the current practice of criminal records checks only). A similar case could also be made for the suspension and revocation of licenses on the grounds of gender-, domestic- or intra-family-based violence. Other measures to limit the presence of weapons in the home may include restricting the carrying of firearms to law enforcement officials or private security guards who are on-duty only, in particular security personnel with a history of domestic violence, on sick leave due to mental health or under investigation for the use of excessive force.

### MARIA DA PENHA LAW IN BRAZIL

Brazil suffers from extremely high levels of lethal domestic violence and intimate femicides which frequently involve firearms.<sup>13</sup> Brazil has far-reaching legislation on domestic violence, known as the “Maria da Penha Law”, which establishes criminal sanctions against perpetrators of domestic violence against women, promotes rehabilitation programs for offenders, and establishes special police bodies to address the issue. The law was named after activist Maria da Penha Fernandes, whose husband attempted to kill her twice in 1983, including shooting her in the back and leaving her paralyzed. Despite evidence against her husband, the case languished in court for nearly two decades before the final conviction, years during which her former husband remained free. Meanwhile, Maria was campaigning for changes to the law which came into effect in September 2006. The law fundamentally influenced the recognition of domestic violence as a violation of human rights and of the pattern of impunity in Brazil’s legal system and contributed to placing the issue of domestic violence in the center of the Brazilian public agenda. However, to this day, Maria and the country’s networks of women’s rights activists continue to fiercely advocate for the full and effective enforcement of the law, particularly outside of the capital and larger cities.<sup>14</sup>

When President Bolsonaro issued a decree to relax gun control, women activists began using the slogan #SeEleEstivesseArmado (What if he was armed?) to remind their fellow citizens that loosening firearms laws makes pervasive violence against women worse – and more deadly. Some public defenders, including in São Paulo, formulated a protective measure that suspends the possession of weapons by anyone with a history of domestic and family violence, in accordance with the Maria da Penha law. At the same time, some supporters of President Bolsonaro are advocating for women to own weapons themselves, saying it would help them to step out of their role as victims. In contrast, da Penha calls for the education of women from an early age to help change mindsets and transform societies, not to introduce more weapons in communities where violence is already rife.<sup>15</sup>

The Brazilian case is a timely reminder that merely passing more protective laws is far from sufficient to change how the public, law enforcement officials and the legal system take up those laws. Sometimes decades of activism are needed to ensure effective implementation of small arms control law intended to safeguard women : and there is always the threat that a single election campaign can set back the gains that have been made.

A lack of knowledge of or belief in the rule of law can undermine security as much as inadequate laws and institutions do. This is especially prevalent when individuals and communities consider national laws and/or institutions to be insufficient or irrelevant to protect them. This is also true when gendered regimes shape gendered inequalities; for example, there is a long history of men taking the law, and a small arm, into their own hands to settle what they consider to be family, personal or honor-based disputes. In such circumstances, other male (and sometimes also female) family and broader community members – and even supposedly protective state institutions – condone the breaking of national laws via the murder of women and the lack of legal response to such crimes.



#### NOTE TO TRAINERS:

Trainers wishing to explore issues related to the legal system and legislation in more depth are encouraged to review the publication “A Practitioner’s Toolkit on Women’s Access to Justice Programming”, published in 2018 by UN Women.<sup>16</sup>

#### 4. Understanding how gendered inequalities prevent women's full engagement

Around the world, institutions of global, regional and national governance have been predominantly designed by men in power, frequently serving the purpose of protecting and advancing their interests. The institutions shaping and governing security systems are particularly over-associated with men, and the men who inhabit, shape and use the institutions themselves often rely on gender inequalities, unbalanced representation and at times on violence to maintain power. Women have great difficulty in influencing either the institutions or the behaviors of the men who control them; and even though women's movements have spent decades exposing and trying to combat violent masculinities at various levels, it has proven difficult or impossible to combat the drivers of male power or the compacts which enable violence against women to continue unabated around the world.

Looking at small arms and light weapons, many arms manufacturers are owned by men; arms deals are made between men; and arms are picked up and used by significantly more men than women. The circulation of small arms, whether legal or illegal, can profoundly change how male-dominated institutions are designed and respond to citizens, how budgets are conceptualized (for example, skewing spending towards security but away from health care) and, in some cases, how politicians gain access to and retain public office (for example, through corrupt deals between armed gangs and office bearers).

The problems caused by exclusionary institutions can take decades to manifest: in many countries struggling with armed violence and ineffectual arms control, legal responses continue to be strongly shaped by colonial legacies that conceptualized governance as a method of creating and sustaining hierarchies between and among men while normalizing the use of violence as a means of controlling dissent. It is noticeable how institutions in such countries deliver specific incentives and rewards to some men, while keeping other men repressed or marginalized.

Unfortunately, however, the hierarchies between men do not tend to provide opportunities for solidarity between the excluded men and excluded women. This is because patriarchal structures are designed in such a way that all men benefit, to some degree, from a system which oppresses women. Most expressly, societies rely on women's invisible and unpaid household labour, without which men could not as easily participate in waged labour. In this way, extraction from women is a crucial component of most economic models. To ensure that such an approach is not challenged, patriarchy has devised a solution in which men in patriarchal societies are enabled and encouraged to use coercion coupled with violence to maintain control over women. A sophisticated social design has evolved around convincing men that they can and should control both women and the children they bear; as well as the care work and all other labour women and children undertake to make sure a household can function. The availability of small arms has become an increasingly effective tool to ensure that men feel powerful in the family and household sphere, and that women are scared into submission.

Thus, an analysis of how public institutions encourage and reward violence and intimidation is crucial. Here are a few questions to guide such analysis:

- » Is the legal system operationally effective when it comes to preventing and responding to men's use of violence against women in both public and private spaces?
- » Do criminal cases against men who use violence result in convictions and commensurate sentencing?
- » How do women experience the legal system, as both survivors of gender-based violence and as advocates, activists and organizers looking to change exclusionary institutions?
- » Is women's participation in decision-making positioned as one of their rights as citizens – not just an add-on?

Analysis of what changes when women gain better traction in preventing and responding to violence, including violence perpetrated with small arms, is equally crucial:

- » In what specific ways are women, as small arms policy makers and programmers, disrupting habitual practices and thinking around linkages between gender-based violence and small arms proliferation and misuse?



- » How might the inclusion of women in small arms decision-making unexpectedly disrupt or challenge social norms around gender-based violence? (E.g. the unanticipated outcome of tightened gun laws in countries like the UK and Australia and what this unexpected outcome tells us about gaps in women’s activism and advocacy to prevent gender-based violence, including gaps in our understanding of the multiple roles small arms can play in maintaining social hierarchies which subordinate most women to most men.)<sup>17</sup>

The absence of women engaging in public debates on arms control and security issues remains a problem at different political levels. In international organizations it is predominantly men who hold leadership positions when it comes to security portfolios.<sup>18</sup> Although we are continually told that it is “natural” for women not to have any interest in security issues like small arms control, there is in fact a very complex and interlocking set of institutionalized reasons why women’s knowledge of the impacts of small arms, and their efforts to control men’s misuse of such weapons, is concealed and marginalized. That women are underrepresented in security-related decision-making is not accidental. It is not ‘cultural’ or ‘natural’ or ‘traditional’: if it were, their exclusion would take different forms in different cultures. This is one reason why women globally came together to demand that the United Nations Security Council address women’s exclusion, providing the impetus for United Nations Security Council Resolution 1325 and the Women, Peace and Security agenda.

#### **GOOD PRACTICE EXAMPLE: DISARMAMENT, DEMOBILISATION AND REINTEGRATION IN SUDAN**

In an April 2013 workshop on small arms control held in Khartoum, Sudan, one official, an officer in the Sudanese Disarmament, Demobilization and Reintegration (DDR) Commission, reflected on how international norms and standards can be translated into national practices when women’s inclusion is systematically planned: “the international insistence on women’s presence in small arms and light weapons (SAWL) work led Sudanese men to re-consider the role of women in arms control. We think back on efforts we made which we now see would have been more successful if women had been better included. We recognise that we need even more deliberations to ensure women’s better involvement in arms control in the future.”<sup>19</sup>

#### **ANNEX**

**Activity 33:** Understanding exclusion in peace processes and conflict resolution

### **5. Entry points for increased inclusion and diversity**

Practices, processes and institutions can be either exclusive or inclusive – although their inclusivity is context specific and subjective and depends on a large number of factors. In addition, the notion of inclusion should extend beyond gender to consider age, disability, ethnicity, family status, location, race, religion, sexual orientation, social class and other factors.

There is never a reason to believe women are not interested in small arms control debates or activities. In some cases, it is just a matter of finding ways to talk to and include women (drawn, for example, from organizations specializing on gender equality or preventing domestic violence). Persistence is needed until all stakeholders start to recognize the positive difference inclusion and diversity make.



#### NOTE TO TRAINERS:

While it is most effective for participants to identify the context-specific entry points in small arms control themselves, trainers should be ready to provide preliminary ideas and examples of how women have prepared themselves to enter disarmament and arms control discussions elsewhere, including in contexts where talking about small arms proliferation is difficult or dangerous.

Advocating for inclusive programming, policy development and implementation can be done in the following ways:

- » Map actors who are affected by (or perhaps already mobilized to resist) small arms violence, small arms possession and use. Think broadly, including amongst other things women's organizations, women's movements, youth groups and coalitions of grass roots organizations, religious leaders, community members and leaders, ethnic minorities and national and local actors.
- » In order to foster more inclusivity that contributes to gender equality, and the prevention of and protection against small arms violence for all, a gender analysis is a necessity. Such an analysis can help to identify which actors are included, which are excluded and why.
- » Always invite a diverse range of representatives to workshops, panels, events, discussion groups and especially decision-making processes. If you end up with an all-male or, in other way homogenous, expert group or panel (a "manel"), recognize that you need to change your tactics and look beyond the obvious representatives.
- » Promote diversity and inclusion in your organization. Review recruitment practices and the actual work environment (working hours, uniform sizes and shapes, etc.) to be more inclusive, make gender expertise a qualification for recruitment and reward such expertise in internal promotion schemes.
- » Provide training on gender equality and gender mainstreaming that is accessible and mandatory for all employees. Financial resources should be allocated accordingly.
- » Communicate that gender equality is pursued by all and at all levels. Portfolios on gender or women's participation should never automatically default to women or junior employees.
- » Be sure to hold in-depth consultations with a diverse range of actors when planning, designing, monitoring and evaluating small arms programme activities, policy development processes and initiatives, including in security sector reform, DDR processes or awareness raising campaigns. This includes consultations at the local as well as national level on issues including: What does promoting diversity mean in the context of your work, e.g. the inclusion of marginal ethnic groups or opposing political factions; inclusion of youth; inclusion of people with disabilities; inclusion of people using overlooked or stigmatized economic survival strategies; inclusion of people with different work experiences.
- » On a rolling basis, work with local organizations and partners to build a complex picture of who is marginal and why, whose interests are maintained by exclusionary hierarchies, and strategies that have been devised to challenge those hierarchies. Do not be afraid to go beyond the usual bounds, e.g. if your primary partner organization is an elite, urban-based women's group, what strategies can you devise to make sure they extend their outreach to women of a different class, in a poorer part of the city? This will allow you to build an effective and reliable database over time.
- » Identify what partnerships you may need to build to ensure that you can reach the more marginal members of the community. Who may try to stop you from reaching them and what strategies can you devise to overcome this problem? What tactics could you employ to make sure marginal people can benefit, e.g. setting workshops at times or on days or around events when women might gather?
- » Allocate adequate resources: building relationships takes both resources and time, so allow for plenty of both.
- » Set an ambitious goal to create spaces for interaction where women and men are equal participants making equally valid and valued contributions.<sup>20</sup>

- » Ensure that field teams include women so that information directly reaches female community members, especially in working environments in local communities where women and men are usually segregated. Women team members will also be able to gain community trust, gather information and in other ways ensure the broadest possible community participation.

## ANNEX

### Activity 34: Group discussion – Gaps and opportunities for women’s inclusion

#### **GOOD PRACTICE EXAMPLE: UNITED NATIONS REGIONAL CENTRE FOR PEACE AND DISARMAMENT WORKSHOP SERIES GUN VIOLENCE AND ILLICIT SALW-CONTROL FROM A GENDER PERSPECTIVE<sup>21</sup>**

As part of a region-wide project, “Gun Violence and Illicit Small Arms Trafficking from a gender perspective”, the United Nations Regional Centre for Peace and Disarmament (UNRCPD) conducted a series of sub-regional and regional trainings bringing together government officials, members of Parliament and members of civil society organizations, particularly women leaders from 17 countries in Asia-Pacific. The series, which included three sub-regional workshops and a conclusive regional seminar, culminated in the publication of a Compendium<sup>ii</sup> that highlighted the activities, findings and outcomes of the project.

One of the main goals of the series was to enhance the capacity of women civil society organizations to engage in small arms and light weapons control at different levels and to promote women inclusion in traditionally male-dominated decision-making processes and fora. Through specific thematic sessions, open discussions and practical exercises – enriched by the contribution of leading experts in the field and other complementary disciplines – the target audience, mainly women leaders of civil society organizations and parliamentarians, enhanced their understanding of the gendered impacts of gun violence and familiarized themselves with existing arms-control instruments and mechanisms. The events highlighted the role of women civil society leaders and women parliamentarians in informing and influencing their governments in order to improve national, regional and international policies and practices on armed violence reduction and small arms control. Specific sessions focused on the need to bridge the gaps between policy and practice with regard to the implementation and effectiveness of international instruments and agreements, mostly due to the gender inequalities characterizing this field. A paradigm shift can occur when both society and national authorities advocate for increased participation of women in this field, based on a shared understanding of the important role that gender plays in small arms control. Throughout the events, participants and experts identified common gendered barriers and norms undermining women’s inclusion in the field and worked together to develop initiatives and mechanisms aimed at challenging the established (gendered) patterns of power relations in small arms control. These initiatives were grouped around specific areas for engagement and avenues for greater collaboration among civil society and parliamentarians. The main areas included:

- i. Advocating for gender-responsive small arms control
  - Integrating a gender perspective into arms control can expand the way in which this field is perceived and pursued. Applying a gender analysis and formulating gender-responsive policies and programmes paves the way to increased inclusion of women.

<sup>ii</sup> Available at <http://unrcpd.org/news-item/unrcpd-has-published-its-compendium-of-activities-findings-and-outcomes-on-the-gun-violence-and-illicit-salw-control-from-a-gender-perspective-project/>

- ii. Challenging the gender norms and unconscious bias that influences careers in this field  
Promoting gender awareness training for all stakeholders working in this field and encouraging alliances and mentorship networks with gender equality champions can lead to a more gender-equal culture and approaches, as well as a different perception of the role of women in the field.
- iii. Collecting disaggregated data for informed advocacy and lobbying on women's inclusion  
Collecting and tracking data about the sex composition of key agencies, coordination mechanisms and fora in small arms and light weapons control helps underscore the importance of gender-balanced platforms for inclusive policies and programmes that reflect the needs and priorities of all individuals.
- iv. Increasing networks and communication with actors responsible for complementary agendas  
Promoting synergies among small arms and light weapons control agendas and complementary agendas such as gender equality and sustainable development helps to strengthen networks and partnerships supporting greater women's participation
- v. Awareness raising and education  
Empowering younger generations of women to become the future leaders in this field and developing awareness campaigns to highlight the gendered impact of armed violence and the need for gender progressive frameworks will lead to a paradigm shift.  
Drawing on these recommendations and the knowledge acquired throughout the events, the project's participants implemented a variety of activities aiming at promoting a gender-responsive framework and enhanced women participation at the national level, including advocacy work for the adoption and implementation of international arms control instruments and their gender provisions and/or the review of existing policies and legislations from a gender lens; organization of a series of awareness raising campaigns and workshops; and the creation of a series of University seminars and trainings with the objective of engaging the next generation of leaders in small arms control and disarmament.

## ANNEX

**Activity 10:** Engagement action matrix

**Activity 35:** Understanding the intersection of armed violence and women's security

## UNIT 7

# Small arms control policies



## LEARNING OBJECTIVES

- » Acquire the knowledge to design small arms control policies in a gender-responsive and comprehensive manner.
- » Knowledge of how to apply the information from Units 2 and 3 to their work in small arms control.
- » Understanding that gender perspectives, based on a gender analysis, need to be integrated throughout small arms control policies and programmes.
- » Understanding that comprehensiveness is important for making gender-responsive policies effective and sustainable. This entails combining and coordinating different aspects of small arms control; those involved in small arms control policymaking and operational programming – at the leadership as well as implementing levels – need the political will and capacity to ensure that the more technical aspects of small arms control policy making – like gender-responsive baseline assessments, National Action Plans (NAPs), legal reform or budgeting – have high-level political and donor support, are guided by gender expertise, involve key stakeholders and can be carried out with trained staff.

## KEY MESSAGES

- » It is critical to integrate gender into small arms policymaking (see Figure 1 below).
- » Each of the elements covered in Section 3 in this unit on designing gender-responsive small arms control will be most effective when developed in combination with others.
- » Gender-responsive programming builds on everything that has been covered in the previous units, e.g. normative frameworks and converging agendas, sex- and age disaggregated data, small arms and light weapons (SALW) surveys. It should be based on gender-responsive analysis and respective theories of change that address inequalities and root causes of violence and conflict.
- » Gender analysis needs to be integrated across policies and programmes and into monitoring and evaluation mechanisms from the start (to have a baseline against which changes can be measured).
- » Gender-responsive budgeting, legislative reform and engaging gender expertise early on are important for effective small arms control.



### NOTE TO TRAINERS

This unit covers a broad range of possible interventions related to small arms control policies. It cannot go into depth in all of them, but will provide entry points for:

#### SEE UNIT 3

- » **Creating awareness among training participants about how to re-think these interventions to make them gender-responsive, i.e. to take women's, men's, girls' and boys' different experiences and needs into account.**
- » **Identifying, together with participants, the areas which are suitable for deepened knowledge and capacity-building to make specific aspects of their work gender-responsive. You can do so by including questions about their needs into a pre-assessment questionnaire, which you can distribute as early as possible before the training.**
- » **Identifying stakeholders relevant for their country. The International Action Network on Small Arms (IANSA) and the NGO Working Group on Women, Peace and Security or any similar networks or organizations are good starting points for including women's organizations.**



*It is important for trainers to be aware of the applicable normative frameworks: Is the country a state party to the Arms Trade Treaty (ATT), the Firearms Protocol, relevant regional instruments, and the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW)? Do they report regularly, and if not, why? Trainers are encouraged to include exercises that make participants aware of the applicable normative frameworks for the country context.*

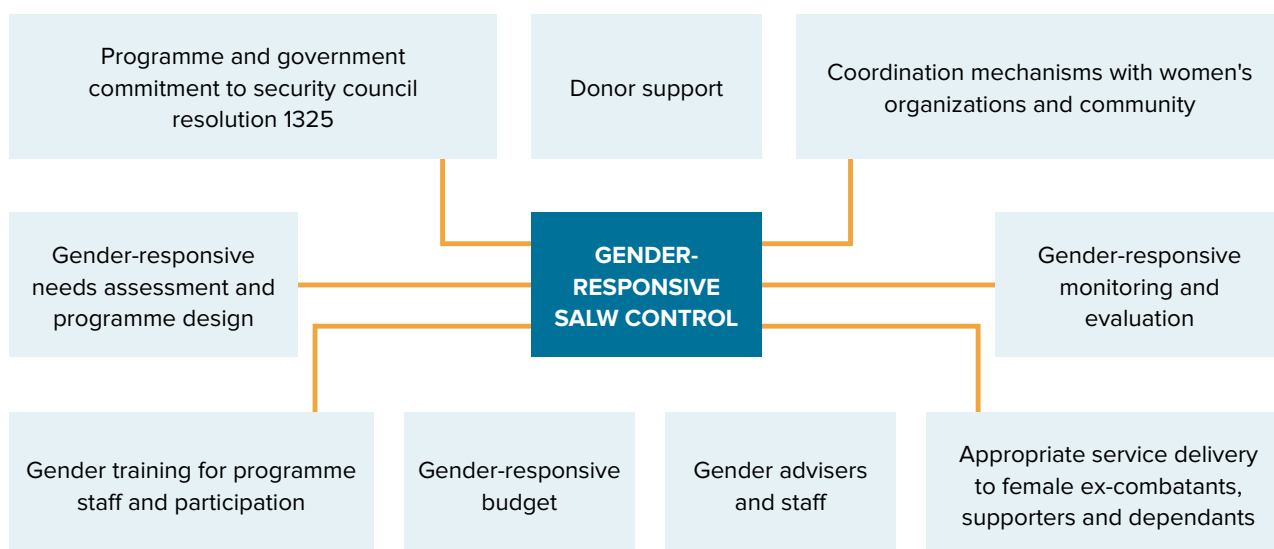
*The following are relevant sources of information about States' approaches to gender and small arms control: The UN Programme of Action to Prevent, Combat and Eradicate the Illicit Trade in Small Arms and Light Weapons (PoA) reports<sup>1</sup>; CEDAW reports<sup>2</sup>; Gunpolicy.org<sup>3</sup>; national and regional women, peace and security (WPS) NAPs<sup>4</sup>; SALW NAPs; national security strategies; national development plans; UN Sustainable Development Cooperation Framework<sup>5</sup>, formerly known as United Nations Development Assistance Framework (UNDAF); 2030 Agenda reporting<sup>6</sup>; national legislation.*

## MAIN THEMES

Modular Small-Arms-Control Implementation Compendium (MOSAIC) module 06.10 lays out key elements for a gender-responsive arms control.<sup>7</sup> They include:

- » A commitment by all stakeholders to relevant global and regional SALW control agreements, including those elements specifically designed to address gender equality and the empowerment of women
- » Ownership at all levels, including national and local
- » Donor support, as well as coordination mechanisms for donors and implementers
- » Coordination mechanisms that ensure the full participation of women and women's organizations<sup>8</sup>
- » Gender-sensitive baseline assessments and programme design
- » Gender training for government officials, service providers, media and civil society
- » Gender-responsive budgets
- » Gender expertise (e.g. gender specialists, female leaders, representatives of women's groups, men working to combat gender-based violence, etc.)
- » Appropriate service delivery to women as well as men.

**Figure 13. Key elements of gender-responsive small arms and light weapons control**



Source: United Nations Office for Disaster Risk Reduction (2006). Adapted from Figure 1 of IDDRS 05.10, Women, Gender and DDR (version 1 August 2006).

This section dives deeper into some of these elements, such as securing political will, commitment and ownership; national coordination mechanisms; national action plans; capacity-building on gender; and gender-responsive budgets.

## 1. Securing political will, commitment and ownership

Gender-responsive small arms control policymaking and operational programming is not possible without the buy-in and support of all relevant stakeholders, from the highest political level to those implementing small arms control policies. This includes:

### » High-level political will and commitment of States<sup>9</sup> to commit to gender-responsive small arms control, including:

- Implementation of relevant international and (sub-)regional instruments and treaties
- Commitment to frame small arms control as a broader development and/or human rights issue, part of peacebuilding efforts and within the human security framework
- Commitment to frame gender not as an isolated issue or ‘add-on’ that can be discarded, but rather as an integral part of broader national strategies, which also include small arms control
- Government works with civil society organizations, including those representing women and those representing men, to advocate for gender equality and women’s empowerment
- Commitment at all levels in government to gender-responsive small arms policies and their implementation, including through the allocation of resources as part of budgeting decisions.

#### GOOD PRACTICE EXAMPLE: SECURING POLITICAL WILL

**Burkina Faso:** At the Fifth Conference of State Parties to the ATT (CSP5)<sup>10</sup> in Geneva in August 2019, a female member of the Small Arms Commission from Burkina Faso underlined the need for a dual approach: it is necessary for the men in the commission to be equally committed to gender-responsive small arms control to enable all members of the commission and its staff to push for stronger gender considerations to be mainstreamed in their work; and it is also necessary to empower women in small arms control.<sup>11</sup>

**South Eastern Europe:** The South Eastern and Eastern Europe Clearinghouse for the Control of Small Arms and Light Weapons (SEESAC) is conducting gender coaching programmes (GCP) in South East Europe, which involve both one-on-one coaching sessions with the heads of small arms commissions, as well as group trainings for all commission members and other relevant authorities. Jurisdictions in which the GCP was implemented have more advanced SALW strategies in terms of their gender responsiveness than others<sup>12</sup>. For more information, you can show participants the video: [www.youtube.com/watch?v=Ax1T6qPv0f8](https://www.youtube.com/watch?v=Ax1T6qPv0f8).

### » Local ownership at all levels

It is important that everybody involved in the design of small arms control policies and programmes and those affected by the proliferation and use/misuse of small arms are provided with the opportunity for their views to be heard. Such an approach can foster local ownership to address some of the challenges and to support the government or local authorities’ evolving approach and implementation efforts.

#### SEE UNIT 6

Including local entities – in particular women’s, youth and men’s groups, as well as other civil society organizations working on gender and women’s empowerment – ensures local ownership at all levels. Civil society can be a key partner as they can promote gender-responsive arms control in their local communities. At the same time they can provide insights from people at the ground level up to policymakers and are an important channel to ensure that communities feel included in the development and implementation of small arms control. Civil society organizations also often collect important data that can complement the national-level data collection, thereby fostering a more in-depth understanding of the small arms contexts in different areas.<sup>13</sup>





### NOTE TO TRAINERS

Ask participants to identify civil society organizations which they engage with / could engage with. If they are already engaged, ask them to share with the group how civil society organizations contribute to gender-mainstreaming small arms control and ensuring local ownership.

#### » Donor support

Donors have a crucial role in supporting gender-responsive small arms control by prioritizing funding for gender-responsive projects and programmes over those that are gender-blind. They should also coordinate with other major donors to avoid duplication of efforts and the inefficient allocation of funds, while ensuring that all necessary areas are sufficiently supported.

## ANNEX

### Activity 36: Entry point exercises



### NOTE TO TRAINERS

Securing political will, commitment and ownership

In every country, the context in terms of political will, commitment and ownership is very different. In order to ensure political will and commitment to gender equality and gender-mainstreaming by those who hold authority positions and ensure local/national ownership of small arms control, key areas require attention:

- a. Understand the government configurations that have authority on this issue, including their composition, focus and structure. SALW commissions' forms and functions vary from country to country. For instance, for countries in Latin America and the Caribbean, the commission's approach focuses its actions on a series of practical measures, some aimed at the physical control of weapons and focusing solely on operational activities; and others geared more towards the prevention of use, armed violence and human security, as well as engaging civil society. In countries in Africa, however, commissions are much smaller in composition and address on all aspects of arms control together, including preventive measures. Approaching the correct structure within the commission and targeting the relevant authority is necessary to grab their attention and gain support quickly from the beginning.<sup>14</sup>
- b. Ensure that key stakeholders in positions of authority support the training and ideally also take the training themselves. It can be useful to sensitize national-level authorities to the international commitments and frameworks that exist. Their support is key - if you encounter resistance at the higher political levels, even well-trained small arms control staff on the ground will likely not be able to make a difference.
- c. Learn where the cultural sensitivities and support lie on gender and small arms issues. For instance, refer to gender equality as a human right, which may garner more support, and speak of women, men, girls and boys rather than "gender", if the term gender evokes a negative connotation and is rejected.
- d. Work to get consensus among stakeholders on the importance of the need for gender-responsive small arms control programming with a view to increasing the effectiveness of small arms control measures. Show the participants that understanding the different experiences, capacities, opportunities and challenges of women, men, girls and boys in small arms-related issues helps to design and/or implement programmes that are effective at addressing the actual problem at hand.

## 2. National coordinating mechanisms on small arms and light weapons control: Involving all stakeholders

MOSAIC module 03.40 identifies a national coordination mechanism as having two main roles, ensuring that: “a) all relevant parts of government, as well as all relevant national and international partners, are involved in the design, implementation, monitoring and evaluation of national small arms and light weapons control programmes; and b) all commitments made by the State in the UN Programme of Action (see Clause 4.2), the International Tracing Instrument (see Clause 4.3) and other international and regional instruments to which the State is a party (see Clauses 4.4 and 4.5) are fully implemented.”<sup>15</sup>

Creating, implementing and enforcing effective national controls over the full lifecycle of SALW requires cooperation and coordination among a wide range of actors, including different government agencies, civil society, the private sector and intergovernmental organizations and the donor community (where relevant).

In setting up effective national coordinating mechanisms on SALW control, States ensure that all commitments made in the UN Programme of Action and its International Tracing Instrument, as well as other international and regional instruments to which the State is party, are implemented in a coordinated manner.<sup>16</sup>

States should also make sure that “all relevant parts of government work together with national and international partners to conceive, direct, monitor and evaluate safe, relevant, efficient and effective SALW control measures”.<sup>17</sup> **The equal, full and effective participation of women is critical in this regard, and national coordinating mechanisms should strive to achieve gender balance.** States should be encouraged to include national ministries dealing with statistics as well as gender equality / women’s affairs and the national WPS focal points as part of such mechanisms. Further, the inclusion of representatives of civil society organizations, in particular women’s organizations should also be considered.<sup>18</sup>

Among its key functions, a national coordinating mechanism should monitor, on an ongoing basis, the impact of SALW through evidence-based research. Gender-sensitive research at this level would require assessments collecting data on SALW-related violence, such as<sup>19</sup>:

- » Homicide/femicide rates through gender disaggregated data on perpetrators and victims
- » Homicide/femicide rates including variables on the methods of the killing including firearms (if possible broken down into legal/registered firearms, duty firearms (law enforcement officers), and others
- » Suicide records disaggregated by sex and the method of the suicide (including firearms)
- » Sexual, gender-based, and intimate partner / family-related violence through gender disaggregated data on perpetrators and victims, as well as the use of firearms
- » Gender and age dynamics of small arms misuse



*Coordination is one of the main challenges for effective implementation: SALW national coordination mechanisms are not established in all countries. Where they exist, the structure, mandate and operational effectiveness tend to vary widely. Trainers should be sufficiently familiar with the respective national coordination mechanisms (or the lack thereof) in the country/ countries of the participants to enable effective discussions during the training. Depending on the level of knowledge about national coordination mechanisms, trainers can make use of MOSAIC 3.40 to introduce their necessity and functionality.*

## 3. National Action Plans on small arms and light weapons

A National Action Plan on small arms and light weapons control (SALW NAP) is a comprehensive plan to prevent, combat and eradicate the illicit trade, destabilizing accumulation and misuse of SALW at the national level and to address associated social, economic and environmental impacts.

MOSAIC module 04.10 is the key reference for the design of SALW NAPs and states that the SALW NAP provides “an effective tool to develop a broad, coherent and inclusive strategy to address the complex, multi-layered problems associated with violence and insecurity related to small arms and light weapons.”<sup>20</sup> It should aim to address problems related to the illicit trade, destabilizing accumulation and misuse of SALW across the national territory; include initiatives at the national, regional and local levels; and be officially endorsed by the

State's government. It should also be comprehensive in nature, covering a range of functional areas through which gender should be integrated fully.

A SALW NAP may operate over the short, medium or long term and may include short-, medium- and long-term objectives. Objectives and activities in the SALW NAPs need to be based on evidence about small arms proliferation and the different impacts of their use and misuse on women, men, girls and boys using the best data possible, disaggregated by sex and age. National authorities, academia and civil society can be sources of such data. In many cases, baseline assessments can also provide the necessary evidence on the specific needs to be addressed through the SALW NAP. These assessments are the evidence of a status quo against which progress can be measured. SALW surveys (Unit 3) can serve as baseline studies, but other less resource-intensive methodologies exist.

### SEE UNIT 3

A SALW NAP or the process undertaken to develop it should also include an assessment of capacity on gender mainstreaming,<sup>21</sup> including whether all stakeholders know how to integrate gender into their work and have the ability to do so effectively. Capacity-building for government officials and civil society should follow this assessment, and be reported on and evaluated. This also includes designating the resources required, including financial resources, for the necessary actions.

In addition, SALW NAPs “should be integrated into broader national development and poverty reduction strategies, peacebuilding efforts and human security frameworks, throughout which gender and age sensitivity should be mainstreamed.”<sup>22</sup> This includes both global frameworks and other national strategies and action plans such as WPS national action plans, national development plans, the 2030 Agenda national implementation strategy and/or other national or community-based security strategies<sup>23</sup>.

It is important to keep in mind that it's not only the document that is important, but also the process: women should be equally represented in small arms commissions and other entities working on and with the SALW NAPs and all-important stakeholders should be identified and involved early on. Women should be recognized as actors with meaningful contributions to make regarding the PoA implementation. This necessitates coordination at all levels and strong government commitments that promote the role of women in mechanisms relating to the implementation of the PoA as well as strong cooperation with civil society, parliamentarians, industry and the private sector.<sup>24</sup>



### NOTE TO TRAINERS

Good practices for developing gender-responsive SALW NAPs exist and should be utilized. Sharing experiences and lessons learned between States and regions should be encouraged.

Small Arms Survey provides a helpful checklist<sup>25</sup> to strengthen SALW NAP processes, which includes:

- » Ensure national buy-in at all levels to create a solid foundation for implementation
- » Strengthen the national focal point
- » Support capacity development of relevant institutions
- » Conduct thorough assessments to prioritize needs
- » Establish measurable indicators to enable subsequent monitoring and evaluation
- » Harmonize the NAPs with national development frameworks and priorities, as well as international commitments
- » Safeguard coordination and cooperation between relevant agencies
- » Seek support from relevant funding institutions to mobilize resources for activities.

Other questions to consider for ensuring a gender-responsive SALW NAP include:

- » Do participants' SALW NAPs foresee gender training?
- » Do participants' SALW NAPs foresee training in which gender-considerations could be mainstreamed?
- » Do SALW NAPs allocate budget for gender activities?
- » What are the training needs in participants' specific work environments / among their colleagues? Are there differences among staff members? Who needs what and why?
- » Who gets (gender) training in the participants' work environment? (For example, unpack a bias towards sending low-level female staff to gender trainings.)
- » How do participants view their own role and responsibility within their work environment? Could they promote change? If so, how? (Are they agents of change who can share their acquired gender knowledge with other colleagues? Is this foreseen? Will they use the training to work on a specific project in small arms control?)

#### **GOOD PRACTICE EXAMPLE: THE ALBANIAN STRATEGY ON SMALL ARMS, LIGHT WEAPONS AND EXPLOSIVES CONTROL (2019–2024)**

Albania's gender-responsive SALW NAP, known as the Strategy on Small Arms, Light Weapons and Explosives Control (2019–2024)<sup>26</sup>, illustrates how gender considerations can be incorporated into a SALW NAP.

The process was led by the SALW commission, with SEESAC providing technical support. The Albanian SALW commission is unique in its gender parity: it consists of six women and six men, all of whom were trained on gender and arms control by SEESAC, with a woman as the head of the Commission.

*Examples of gender mainstreaming in the Albanian SALW NAP:*

**Goal number 2** seeks to ensure by 2024 that “arms control policies and practices in Albania are evidence based and intelligence led”. Within this framework, the NAP comprises gender-sensitive overall targets that include specific objectives.

- » **Target number 1:** “Standardize and institutionalize data collection on firearms, by gender and age, regarding legal and illegal SALW/firearms interdictions, armed violence incidents, ballistic evidence, and other firearms related data resulting in periodic regional firearms, ammunition and explosives risk analysis and threat assessment”.
  - Specific objective: “Establish a data collection system in all related institutions regarding distribution and impact of firearms, ammunition and explosives, with data disaggregated by gender and age”.
  - Responsible stakeholders: State Police, General Directorate of Customs (GDC), Office of Statistics, Ministry of Defence, State Export Control authority (AKSHE), Ministry of Health and Social Welfare (MoHSW), Prosecution Office and the Courts.
- » **Target number 5:** “Fully integrate gender and age concerns in SALW/firearms control policies and ensure meaningful participation of women in SALW/firearms control.
  - Specific objectives:
    - Increase participation of women in SALW/firearms control
    - Increase capacities of institutions in charge of SALW/firearms control to mainstream gender and develop gender responsive SALW/firearms polices
    - Improve institutional and policy response to the misuse of firearms in domestic and intimate partner violence.

**Key Performance Indicators (KPIs):**

- » KPI 10: The number of incidents involving firearms and victims affected by the misuse of firearms, disaggregated by gender and age, in Albania.
- » KPI 14: The percentage of citizens satisfaction (disaggregated by age and gender) or feeling of safety on armed violence in Albania.

**Good Practices from the Albanian SALW NAP:**

- » Gender-responsive elements incorporated, including gender-sensitive targets with specific objectives.
- » Involvement of different stakeholders for the achievement of specific objectives.
- » Inclusion of gender-sensitive KPIs to monitor objectives.
- » Inclusion of a timeframe, budget estimate and source of funding.

**ANNEX****Activity 37: Analysing national action plans for gender responsiveness*****Integrating small arms and light weapons control into women, peace and security national action plans*****SEE UNIT 2**

The conceptual convergence of WPS and SALW control was elaborated on in Unit 2. Despite their mutually reinforcing nature, in practice, national action plans for these two agendas are often developed and implemented independently, resourced unevenly and not as comprehensively synchronized as they could be. For example, less than half of WPS NAPs include references to disarmament or small arms control.<sup>27</sup>

Domestic strategies like WPS NAPs are a key framework with which to elucidate the linkages between the different agendas and promote mutually beneficial objectives. There are also regional WPS NAPs, including those in the European Union and African Union, which can likewise be useful. Thus, it is recommended to include disarmament and small arms control-related aspects and initiatives in WPS NAPs.

**NOTE TO TRAINER**

Some States have other gender-related NAPs on GBV or violence against women, or on youth, peace and security, which should be taken into account. It should be noted that these gender-related action plans should also factor in the relevance of small arms control as a necessary prevention measure. Including small arms and disarmament-related language in related NAPs should therefore be explicitly encouraged.

In addition, ensuring national coordination mechanisms exist, and that information exchange is strengthened is key. WPS focal points and SALW focal points should be in contact with one another, including as participants on advisory boards and other panels and coordination mechanisms as relevant. Civil society organizations can also share their expertise – bringing small arms control issues into WPS NAP discussions and development, and allowing gender experts to contribute to the same processes for SALW control.

#### 4. Capacity-building and knowledge-sharing: Including gender in training for government officials and civil society

‘Capacity-building’ or ‘capacity development’ consists of the process by which individuals and organizations “obtain, improve, and retain the skills, knowledge, tools, equipment, and other resources required in order to do their jobs competently or to a greater capacity”.<sup>28</sup> As part of technical assistance and supervision, capacity-building consists of four elements:

- » Training
- » Equipping
- » Mentoring
- » Coaching.

In other words, capacity-building means to enhance "the ability to perform functions, solve problems, and achieve objectives" at three levels: individual, institutional and societal. By developing and strengthening the capacities of individuals and organizations, capacity-building fosters an enabling environment and lays the foundation for meaningful participation in NAP processes that contribute to sustainable development results.<sup>29</sup>

**Gender must become an integral part of all capacity-building efforts.** All people working in small arms control should know how to integrate a gender perspective into their work and see the value thereof. Training is part of capacity-building efforts, but it needs to be accompanied by broader transformations in how small arms control professionals think about, and take account of, gender dynamics.

While training alone is not sufficient to mainstream gender into small arms control, gender training for small arms control professionals can be an important element of capacity-building for gender-responsive small arms control policy making and programming. It is important that, following training, participants apply what they have learned to their everyday working processes, which will help to catalyse the cultural shift needed to improve gender equality.

Specific activities to build knowledge and accompany gender-responsive small arms control, both in terms of integrating a gender perspective and enhancing women’s access to full and equal participation, are:

- » Gender training for small arms experts, including government officials. Separate training for government service providers, media and civil society. This ensures buy-in, gender-responsive policymaking and a critical monitoring capacity from media and civil society.
- » Capacity-building activities like mentorships or expert networks aimed at strengthening women’s knowledge of SALW control.<sup>30</sup>

Gender training and other capacity-building methods should be built into SALW NAPs<sup>31</sup> and developed based on the specific level of knowledge and needs of stakeholder groups, which can be determined through pre-training needs assessments.<sup>32</sup>

Following dedicated gender training, all SALW-related training should integrate gender-relevant aspects in discussions. If needed, dedicated sessions on gender could be integrated into the training agenda, which could also enable knowledge-sharing as relevant. Ideally, once participants have built sufficient capacity and understanding around gender-responsive SALW control, gender becomes an integral part of all agenda items in all training sessions.



*Capacity-building for gender-responsive small arms control should be included along programme and project cycles, and resources should be allocated to this from the planning phase onwards.*

## 5. Strengthening the national legal framework

SEE UNIT 6

SEE UNIT 8

SEE UNIT 9

Despite the gendered dimensions of SALW, many national legal frameworks are not sufficiently responsive to the issue. Strengthening national legal frameworks is therefore crucial for ensuring that small arms control can be enforced in a gender-responsive manner. Legislation can address different issue areas related to gender and arms control, e.g. women's equal representation or gender-based violence facilitated by firearms.

National legislative reviews and revisions are gender-responsive when:

### i. The review and revision processes are inclusive

- » Gender experts and advisors are included throughout the process.
- » Women and men are equally represented in the assessment, drafting, implementation, monitoring and evaluation of national legislation.
- » All relevant government ministries – including those for interior, defense, foreign affairs, youth, women's issues, gender equality, health, education, judiciary, development, etc. – are included or consulted in the drafting process and are part of the monitoring and evaluation of the implementation of the national legislation.
- » All stakeholders are aware of the need to include gender-considerations (e.g. through training on gender and small arms).
- » Civil society organizations, especially women's, men's and youth groups working on relevant issues, are fully included throughout.

### ii. Legislation on small arms is aligned with legislation related to gender and women

- » Legislation does not discriminate against any gender or age group.
- » Small arms legislation is harmonized with legislation on gender issues, such as gender-based violence, violence against women and/or domestic violence .
- » Special attention is paid to:

#### Protection measures

- Laws include a series of protection, precautionary and security measures, such as retaining weapons and suspending licenses of both firearms' carrying and possession.
- The duration of the precautionary measures is defined in such a way that the victim is not put at risk of retaliation.

#### Records

- Police files are taking into consideration prior to issuing firearms licenses.
- Information-sharing among agencies is key to preventing victimization and revictimization.

#### Granting, suspension and cancellation of licenses for firearms' carrying and possession

- Both discretionary concession and cancellation measures are in place.
- Requirements and prohibitions are contained in substantive laws, which ensure more legal security.

## UNLIREC STUDIES ON NATIONAL LEGAL FRAMEWORKS

UNLIREC developed one national and three sub-regional legal studies in which national legal frameworks on firearms were cross-referenced with violence against women and GBV provisions, with a view to initiating discussions on the importance of enhancing gender-accountability of policy and legal responses to firearms control. The findings and recommendations of these studies were widely disseminated.

The following studies were completed:

- » One sub-regional study covering Colombia, Costa Rica, Dominican Republic, El Salvador, Guatemala, Honduras, Mexico, Nicaragua and Panama (available in Spanish), launched in March 2019<sup>33</sup>
- » One sub-regional study covering Antigua and Barbuda, the Bahamas, Barbados, Belize, Dominica, Grenada, Guyana, Jamaica, Saint Lucia, Saint Kitts and Nevis, Saint Vincent and the Grenadines and Trinidad and Tobago (available in English), launched in November 2019<sup>34</sup>
- » One sub-regional study covering Argentina, Brazil, Chile, Uruguay, Paraguay, Ecuador, Bolivia and the Bolivarian Republic of Venezuela (available in Spanish and Portuguese), launched in July 2021<sup>35</sup>
- » One national study on Haiti (available in French), launched in December 2021.<sup>36</sup>

### iii National legislation is accompanied by awareness raising and oversight

- » Mechanisms are in place which take into account information collected by national authorities and civil society organizations on the implementation and impact of the legislation.
- » Mechanisms are in place to inform citizens, especially survivors of gender-based violence, marginalized groups and others, about their rights, access to services and the changes in the law. Civil society and media can be effective channels.
- » Law enforcement officials, judiciary and other relevant service providers are trained on the new legislation and its enforcement, including, where necessary, through tailored gender training.<sup>37</sup>



*States can use national coordination mechanisms on SALW as suitable vehicles for those processes. SEESAC developed a practical tool for members of SALW commissions mandated with the development of SALW policies and action plans. It aims to facilitate the integration of gender perspectives into relevant legislative and policy frameworks to address identified gaps and challenges.<sup>38</sup>*

## ANNEX

**Activity 29:** Group discussion: Barbados – legislation linking arms control and gender-based violence<sup>39</sup>

**Activity 30:** Group discussion: Gender and small arms legislation in South Africa

## 6. Gender-responsive budgets

UN Women states that “gender-responsive budgeting is not about creating separate budgets for women, or solely increasing spending on women’s programmes. Rather, gender-responsive budgeting seeks to ensure that the collection and allocation of public resources is carried out in ways that are effective and contribute to advancing gender equality and women’s empowerment.”<sup>40</sup>



Gender-responsive budgeting is also not specific to small arms control but should be applied throughout policies and programmes in all areas to advance the objectives of gender equality and women's full and equal participation, including in the realm of peace and security.

As the European Institute for Gender Equality explains: "Integrating a gender budgeting methodology into the ordinary budgetary processes allows governments to better understand how revenue and spending, and the policies guiding the budget, can have different impacts on women and men."

Since gender perspectives are not normally taken into account in budgeting, budgets are often perceived as being gender neutral. However, research shows that lack of attention to gender issues actually leads to gender blind budgets and thus to suboptimal decision-making.

Gender budgeting is grounded in gender analysis, which assesses how well a budget addresses gender gaps and reviews the actual distribution of resources between women and men, and girls and boys. Such an analysis also allows for the inclusion of key issues that are frequently overlooked in budgets and policy analyses, such as the economic effect of uneven distribution of unpaid work and its net economic effect on women, as well as the uneven distribution of resources within families. Sound gender analysis leads to good planning and budgeting for gender equality and economic growth.

Importantly, gender budgeting is about restructuring the budget to ensure that the government is using public resources in a way that can increase gender equality and thereby increase the efficiency and effectiveness of budgets and policies. This in turn helps accelerate inclusive and sustainable growth.<sup>41</sup> It can also contribute to a more human-centred and sustainable peace.



#### NOTE TO TRAINERS

Katrin Schneider's "Manual for Training on Gender Responsive Budgeting"<sup>42</sup> can serve as an additional source of material for this section. The manual has 13 modules, including on basic concepts, strategies and good practices.

#### Questions guiding gender-responsive budgeting in small arms control:

- » Are all key stakeholders (governments, donors, civil society) involved in the design and oversight (monitoring, evaluation and learning) of processes in small arms control policies?
- » Do different ministries set a specific number of gender equality goals with indicators in their budgets and plan funds for their implementation?
- » Are sufficient financial resources allocated to specific activities for enhancing gender equality in small arms control, so that the activities benefit the respective disadvantaged group? That is, are there specific budget lines for gender capacity-building activities?<sup>43</sup> (For example, specific capacity-building for women or masculinity work with male youth.)
- » Are budgets constructed in a way that links these specific activities with all other project activities so that the entire project is coherent in terms of its gender responsiveness?
- » Has the need to engage gender advisors/experts in all activities been factored into the budget?<sup>44</sup>
- » Does the budget use evidence-based project design and has it been reviewed by gender experts?
- » Are the policymaking and programming partners considering all gender-relevant aspects of their work?<sup>45</sup> (Important: make sure you promote diversity – women's, men's, youth, disadvantaged groups, etc.)
- » Has the sustainability of the project or outcome been considered to ensure lasting impact?

## ANNEX

### Activity 38: Introductory video – “What is Gender Responsive Budgeting?”

#### GOOD PRACTICE EXAMPLE: UNITED NATIONS PEACEBUILDING FUND GENDER MARKER SCORING<sup>46</sup>

Since 2009, the United Nations Peacebuilding Fund (PBF) has used a Gender Marker system to track its financial allocation to projects that promote gender equality and women’s empowerment. The PBF Gender Marker is based on a 4-point scale:

- » Gender Marker Score 3 for projects that have gender equality as a principal objective
- » Gender Marker Score 2 for projects that have gender equality as a significant objective
- » Gender Marker Score 1 for projects that will contribute in some way to gender equality, but not significantly
- » Gender Marker Score 0 for projects that are not expected to contribute noticeably to gender equality.

The PBF ranks projects along this scale based on the extent to which gender and gender responsiveness is incorporated in: a) the conflict analysis b) implementation and activities c) the results framework and d) the budget.

The guidance note includes a table that further details what would be required within a project for each score, along with tips for incorporating gender equality and women’s empowerment.



*Unit 10 includes a section on gender-responsive budgeting, specifically in relation to design, monitoring, evaluation and learning processes. If you do not cover Unit 10 in your training, embed some elements here.*

*UN Women offers a training course on gender-responsive budgeting that trainers could recommend to participants.<sup>47</sup>*

Assistance to small arms control policymaking and programming must be gender responsive. Donors, international organizations and external gender experts, as well as civil society organizations assisting governments in developing small arms control measures should be trained on gender issues and how to integrate them into the SALW context. Governments seeking assistance should select partners who include gender-considerations as part of their work.<sup>48</sup>

## UNIT 8

# Operational small arms control



**This unit covers a broad range of possible interventions around operational small arms control. It does not provide in-depth knowledge on all aspects but focuses on mainstreaming gender considerations into specific stages of the small arms life cycle, from the point of manufacture through to deactivation or destruction.**



#### NOTE TO TRAINERS

It is recommended that trainers focus on specific sub-sections of this unit, based on the identified training needs. Including relevant questions in the pre-assessment questionnaire (see Unit 1) can facilitate this task.

Additional resources and materials can be used to dive into specific areas more thoroughly. Bringing in elements from Units 7 to 9 may also be useful.

**EXAMPLE:** You work with physical security and stockpile management (PSSM) specialists. They are aware of the need to integrate gender considerations but are unsure why and how they should so. Trainers could combine Units 1–3 (establishing the basics and conceptual knowledge of gender and small arms) with the “stockpile management and security” and “ammunitions” sections of this unit. You could use unplanned explosions at munitions sites (UEMS) incident recording to show how gender analysis needs to consider women’s and men’s roles in PSSM as well as the location and surrounding infrastructure to understand how security around small arms and ammunitions stockpile management impacts the lives of people in surrounding areas in gendered ways – and therewith the local economy, politics, and development more broadly. To support participants in identifying entry points for gender analysis and intervention linked to PSSM, you could then start developing a series of recommendations for the development of implementation plans and related Standard Operation Procedures (SOP) for PSSM practices.

It is crucial to identify relevant stakeholders in the participants’ country context. IANSA is a good starting point for including women’s organizations and building on their knowledge and networks to better understand the gendered impacts and ensure support from local organizations, especially from NGOs working on Women, Peace and Security (WPS).

### LEARNING OBJECTIVES

- » Awareness of the possibility and importance of mainstreaming gender considerations into the small arms life cycle.
- » Recognition that the gender dimension of small arms control and that different stages require different approaches for gender-mainstreaming.
- » Ability to identify avenues for gender-mainstreaming initiatives across the different stages of the small arms life cycle.

### KEY MESSAGES

- » Gender-responsive arms control programming is important and it is possible even in highly technical stages of the small arms life cycle to be gender-responsive. However, the way gender is embedded into the respective stages may vary. It could include a need to increase women’s full and equal participation in arms control or an evidence-based approach to address underlying gender norms as part of the development of policy and programming.
- » Gender-responsive small arms control programming is based on solid gender analysis that is carried out prior to, during and after the programming. This includes understanding gender norms for women, men, girls and boys and acknowledging that expectations are also influenced by other factors such as class, race, ethnicity, age, location, and/or disability. Therefore, there is a need to understand how small arms initiatives involve and affect different groups.<sup>1</sup>

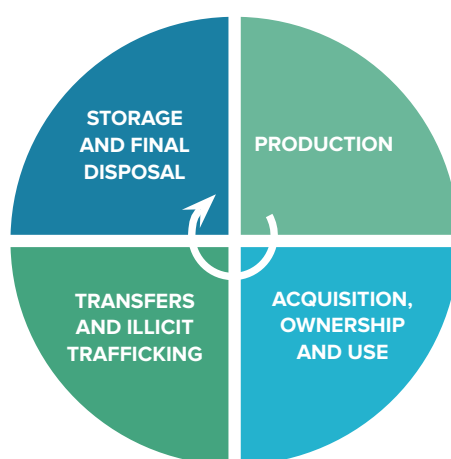
- » Efforts to ensure the full, equal, and effective participation of women in initiatives to prevent conflict and control small arms and light weapons should be made a priority in order to complement efforts to gender mainstream small arms control programming. In this way, small arms control programmes will contribute to governments' commitments to gender equality. Both efforts should be made simultaneously.
- » Key stakeholders should be involved in the small arms life cycle throughout all stages, i.e. needs assessment, planning/design, implementation, monitoring and evaluation. They should receive gender training and/or be familiar with gender-mainstreaming approaches in small arms control. While small arms control is the State's prerogative, States should include private security service providers, regional and international organizations, civil society organizations (in particular women's, men's and youth groups) and community members in those processes. In addition, stakeholders working in other relevant fields, such as medical assistance, peace building, promotion of human rights and gender affairs, should be consulted and included in the process, depending on the context.
- » 'Do no harm' is an ethical imperative. Special attention in small arms control should be given to the risks and/or prevalence of gender-based violence.

## MAIN THEMES

### 1. The small arms life cycle: Entry points for gender-responsiveness

Small arms and their ammunition have a life cycle – from manufacture to sale, followed by the use and eventual destruction – and different control measures apply at each stage. This unit brings a gender perspective to these different stages, covering craft manufacturing, possession/ownership, legal international transfers, misuse, illicit trafficking and border control, marking and record-keeping, physical stockpiling and security management and weapons collection and disposal/destruction. It also touches on management of all conventional ammunitions, including ammunition for small arms.<sup>2</sup>

**Figure 14. Small arms life cycle**



Source: Myrntinen, Henri (2019). "Chapter 3. Gender and the Gun: Gender-responsive Small Arms Programming".<sup>3</sup>

Men dominate the statistics in all stages of the small arms life cycle – as buyers, owners and users and as workers in industrial and artisanal manufacturing, marketing, sales, the arms trade, brokering, tracing and illegal smuggling. They also make up the majority of staff working on small arms control, including in stockpile management, marking, record-keeping and the destruction processes. And they are the majority of negotiators and decision-makers when designing control mechanisms for small arms.

SEE UNIT 6

SEE UNIT 7

However, women can and do play an important role as stakeholders in small arms control and increasing their equal, full and effective participation in small arms control efforts remains a priority.

Small arms proliferation and armed violence affect men and women in different ways, yet progress in gender-mainstreaming, especially for the more technical parts of the small arms life cycle, is lagging behind. The lack of available solid and comprehensive sex-disaggregated data remains a barrier for better, gender-responsive, programming. Nonetheless, accounting for gendered dynamics is of high importance.



#### NOTE TO TRAINERS

Everybody has biases (unconscious or conscious) about the role of women, men, girls and boys. These biases can be a barrier to identifying the gender dimensions of different stages of the small arms life cycle and the gendered impacts of small arms control initiatives. Confronting our own biases helps us to see gender with different eyes and to recognize that gender issues are relevant to every human being. If not previously covered, trainers are encouraged to include a brief activity on stereotypes here.

## ANNEX

**Activity 41:** Unpacking gendered stereotypes in our own thinking to situate our gender analysis and approach

## 2. Craft manufacture

Small arms and light weapons manufacturing can be done on a large-scale industrial level, or through craft manufacturing, which is the small-scale production of small arms. This unit focuses on craft manufacturing.

In principle, craft manufacturing can be both legal – if all licenses are obtained and the production follows legal requirements – or illicit. Several countries have long traditions of artisans producing craft firearms, including Ghana, Pakistan and the Philippines.<sup>4</sup> Domestic regulation of the manufacture of small arms, both large-scale and craft production, is therefore “an essential element of an effective national small arms and light weapons control regime.”<sup>5</sup>

This section focuses on small arms control measures that seek to curb illicit craft manufacturing, which has gender implications. Though there are no publicly available sex-disaggregated data on the workforce for craft manufacturing, through anecdotal evidence and following broader global employment trends, it is likely that craft manufacturing is male dominated.<sup>6</sup>

In addition to having robust domestic laws controlling craft manufacturing, curbing the illicit production of weapons must also consider other components. For instance, where illicit craft manufacturing is the main income of families or entire communities, interventions to curb this production must take into account the need for alternative, legal forms of employment (if the manufacturing itself cannot become legal by obtaining a license).

When addressing the economic drivers, it is important that gender norms are taken into account here:

1. Where men serve as households’ main income earners, and illicit craft production is reserved for them, stopping illicit craft production means that alternatives have to be found for these men specifically, in order to ensure the economic well-being of entire families and communities.
2. All community members, for example through women’s, men’s and youth groups, should be involved in finding alternative income streams that are legal and acceptable to the community (so that no feelings of disempowerment or loss of manliness go along with the loss of the profession). Women can be particularly important allies in convincing family members of the benefits of legal employment over illicit craft manufacturing.
3. At the same time, a change to alternative employment also provides an opportunity for transforming gendered labor division and opening up gender roles: alternative employment can be more accessible

to both men and women, allowing for more gender equality in paid labour and thereby strengthening women's rights and their positions in families and communities.

### GOOD PRACTICE EXAMPLES: CURBING ILLICIT CRAFT MANUFACTURING

#### Sierra Leone

Craft manufacturing in Sierra Leone is a male dominated industry: “In cultural settings of blacksmiths women are not allowed to enter the blacksmith workshop.”<sup>7</sup> This is due to the fact that “blacksmith work is associated with the Poro society.”<sup>8</sup> The Poro society is male only and its members include many high-ranking individuals in government and civil society.<sup>9</sup>

In Sierra Leone, women – through individual efforts and via local women's organizations – sought to promote alternatives for local gunsmiths to curb the craft manufacturing of firearms. Women also acted as community advocates and engaged with the Sierra Leone Action Network on Small Arms (SLANSA) directly to promote social and vocational changes. This included:

- » Requesting their husbands not keep a gun at home
- » Suggesting that their gunsmith husbands switch products from shotguns to agricultural equipment/tools
- » Organizing mothers' networks against violence in schools and communities
- » Advising blacksmiths to improve alternative products (e.g. agricultural equipment/tools) from the user's perspective (e.g. shapes of grips of agricultural knives)
- » Participating in workshops organized by SLANSA to better understand national policies, legislation and procedures, together with local government officials and police officers.

#### Ecuador

In the canton of San José de Chimbo in Ecuador, known as the “gun village”, the villagers used to be blacksmiths, but turned to medium-scale production of craft weapons as a source of livelihood. Some workshops produced a dozen weapons a month, and the customers for these weapons included private security companies. During a police operation in 2010, machinery and weapons were seized from around 60 craft workshops, leaving the gunsmiths unable to continue their activity. After this operation and the seizures, the government carried out a series of contracts so that the former gunsmiths would begin to build desks for schools, taking advantage of their technical expertise, in exchange for giving up the manufacture of craft firearms.<sup>10</sup>

### 3. International small arms transfers

Gender considerations nowadays play a central role in arms export licensing processes. Exporting States which are a State party to the Arms Trade Treaty (ATT) are now required to assess and take into account the risk that exported weapons may be used to commit serious human rights violations, which includes violations of the rights of women and children, as well as gender-based violence (GBV).

Civil society has developed specific guidance and training for arms export licensing officials, which should be considered.<sup>11</sup> This guidance provides concrete lists of indicators for developing gender-responsive risk assessment indicators on GBV and key questions to ask for export risk assessments; and identifies key stakeholders who should be involved in the process, including women's and human rights groups for information, oversight and accountability.<sup>12</sup>



### NOTE TO TRAINERS

Control Arms has developed an entire course package to train licensing officers on GBV risk assessments. You may wish to refer to this course material, if you intend to develop a session on the ATT specifically.<sup>13</sup>

Depending on the context of the training, you could select either the ATT or the PoA as an entry point for discussing international transfers. The universalization and implementation of the ATT should always be encouraged. If not suitable in country-specific contexts, the PoA as a global instrument also provides a potential entry point.

*Entry points:*

#### 1. Arms Trade Treaty

##### SEE UNIT 2

The ATT is the first international agreement to explicitly recognize the link between gender-based violence and the arms trade. Its articles account for export assessments and denials in various scenarios when GBV is occurring or suspected. Article 6 states that prohibitions apply in cases of genocide, war crimes, breaches of the Geneva Conventions and crimes against humanity. Article 7.4 calls on States to take GBV and violence against women into account; if these cases are considered serious violations of human rights or international human rights law, then an export assessment should follow, as per Article 7.1. The 5th Conference of States Parties to the ATT (CSP5) prioritized gender and gender based violence and the implementation of article 7.4 of the ATT with a view to strengthening the implementation of gender-related provisions. The Working Group on Effective Treaty Implementation is working on further guidance on the implementation of article 6 and 7 of the ATT.

##### SEE UNIT 3

The implementation of export assessments in article 7 suffers due to the limited availability of reliable and compatible data.<sup>14</sup> Licensing officers are often not informed about or do not have access to this kind of information, and the data itself can be incomplete. Reliable sources include the ATT Secretariat, United Nations reports, reports by United Nations panels of experts and Human Rights Council reports. Other relevant information can come from the Committee on the Elimination of Discrimination against Women (CEDAW) reports or Save the Children's Gender-Based Violence Information Management System.<sup>15</sup> Local and national women's rights organizations, and human rights defenders more broadly, are often an invaluable resource for complementary information. Participants should be encouraged to combine as many different sources of information as possible for GBV risk assessments, which help reduce the limitations imposed by format or reliability and increase the comprehensiveness of the risk assessment.

Further, creating spaces for knowledge exchange, for example between export licensing officials and civil society organizations, can help identify what is needed and how the data producers (e.g. civil society organizations, research organizations) can tailor the form and communication towards this need.<sup>16</sup>

### ANNEX

**Activity 28: Group discussion: Overview on Arms Trade Treaty Articles 6 and 7**

#### 2. UN Programme of Action on Small Arms and Light Weapons (PoA)

While the UN Programme of Action of 2001 does not mention gender specifically, States have agreed on progressive gender-related language in PoA meetings since 2016.

Questions on gender were included in the national reporting template in 2018 for the first time and they remain in the updated reporting template.



Figure 15. Gender considerations in the 2022 reporting template for the implementation period 2020–21

Section 10: Gender and additional information			
Sources	Question	Yes	No
<b>Gender considerations</b>			
RevCon3 outcome	10.1. Does your country take into account gender considerations? [If yes, click where applicable]	<input type="checkbox"/>	<input type="checkbox"/>
I.I.B.2.79	10.1.1 Increase understanding of the gender-specific impacts of the illicit trade in small arms and light weapons (training, workshops, gender-analysis)	<input type="checkbox"/>	<input type="checkbox"/>
I.I.B.2.74	10.1.2 Promote the equal, full and effective participation and representation of women in policymaking, planning and implementation processes related to the implementation of the PoA, including their participation in national small arms commissions	<input type="checkbox"/>	<input type="checkbox"/>
BMS7, para 72	10.1.3 Seriously consider increasing funding for policies and programmes that take account of the differing impacts of illicit small arms and light weapons on women, men, girls and boys	<input type="checkbox"/>	<input type="checkbox"/>
BMS6 outcome Sec. I. para 61	10.1.4 Mainstream gender dimensions into your implementation efforts	<input type="checkbox"/>	<input type="checkbox"/>
I.I.B.2.76	10.1.5 Exchange national experiences, lessons learned and best practices on the mainstreaming gender dimensions into policies and programmes	<input type="checkbox"/>	<input type="checkbox"/>
I.I.A.5.65	10.1.6 Ensure coordination on the implementation of the PoA between relevant national small arms authorities with other national authorities working on gender equality	<input type="checkbox"/>	<input type="checkbox"/>
I.I.B.2.75	10.1.7 Ensure coordination on the implementation of the PoA between relevant national authorities and women's civil society groups	<input type="checkbox"/>	<input type="checkbox"/>
I.I.B.2.75	10.1.8 Others. Specify: <input type="text"/>		
BMS7 Outcome Para 74	10.2 Does your country collect disaggregated data by sex, age, and disability regarding SALW?	<input type="checkbox"/>	<input type="checkbox"/>
	10.2.1 Details:		

Source: UNODA (2022). Reporting template on the PoA.

## ANNEX

### Activity 39: Exercise on United Nations Programme of Action reports

#### 4. Illicit trafficking and the need for border controls

The Firearms Protocol defines illicit trafficking as “the import, export, acquisition, sale, delivery, movement or transfer of firearms, their parts and components and ammunition from or across the territory of one State Party to that of another State Party if any one of the States Parties concerned does not authorize it.”<sup>17</sup> Such trafficking can take place within national borders or across borders. Illicit arms are often purchased at illicit markets places (including locally or online), and have been diverted from legal state-owned holdings of security agencies or private individuals, or have been produced illicitly (unlicensed ‘craft’ manufacturing).<sup>18</sup>

Illicitly trafficked small arms are usually trafficked as assets to generate income and obtained as tools necessary for illicit activity.<sup>19</sup> Arms trafficking is often linked to other forms of organized crime, such as drug and sex trafficking. Understanding illicit trafficking in small arms is fundamental to disrupt supply routes and markets and render access to such weapons more difficult.

**GOOD PRACTICE EXAMPLES: ILLICIT TRAFFICKING OF SMALL ARMS**

**Example 1:** The use of female mules is increasing in cases of illicit arms trafficking, including in Western Africa, and Central America, as research has shown.<sup>20</sup> “Security forces in Burkina Faso (on the Mali – Burkina Faso borders) explained that the use of female mules to transport ammunition and weapons is increasing. It poses a problem as male security personnel are unable to search female passengers crossing borders by bus or car.”<sup>21</sup>

**Example 2:** The terrorist attacks in Paris in November 2015, for which four assault rifles were reportedly obtained from the darknet, is an example of the dangers of illicit trafficking online.<sup>22</sup>

**Example 3:** Following the arms embargo adopted by the United Nations Security Council Resolution 1970 in 2011,<sup>23</sup> the panel of experts noted multiple violations where trafficked military materiel – including machine guns – was deposited in Libya via marine vessels.<sup>24</sup>

Illicit arms trafficking, including across borders, is a highly gendered phenomenon: most arms traffickers are men, and counter-trafficking initiatives should be designed accordingly. However, women and girls can also serve as agents in illicit trafficking, in contravention of social gendered expectations. For instance, women and girls can be (forcefully) recruited into illicit trafficking because they are not usually considered suspicious by law enforcement and broader control officials and hence can be more successful. Cultural norms may also restrict male security personnel from searching women. Organized crime, gangs and insurgent groups have used women for illicit trafficking of small arms, drugs and other illicit goods within and across countries (see examples below) as women often work across borders selling food and goods. However, their involvement is more linked to the so-called ‘ant trade’,<sup>25</sup> not to trafficking on a large scale.

Putting in place border controls and law enforcement cooperation to prevent illicit cross-border movements of small arms and light weapons is a complex and multi-faceted task. Difficulty controlling illicit cross-border flows of small arms and light weapons is usually an indicator of difficulty preventing flows of other types of contraband (e.g. petrol, tobacco, drugs), as well as cross-border criminality and human trafficking. Border management policies, protocols and procedures related to trafficking often reflect stereotyped approaches and fail to recognize the differences between the respective trafficking experiences of women, men, girls and boys.

Gender-responsive policies, protocols and procedures can facilitate the identification process which looks at trafficking routes, the actors involved and possible networks. They should consider both external dimensions (prevention and detection of cross-border crime; development of relationships with border communities; facilitation of cross-border trade) and internal dimensions (policies that reinforce human rights; recruitment of women in border controls; gender-related training for all staff).<sup>26</sup>



*Researching arms trafficking can be dangerous and needs to be done by experts. Criminal investigations by INTERPOL or Conflict Armament Research provide background information. The ethical imperative of doing no harm must be prioritized when commissioning a study on trafficking.*

In order to develop gender-responsive trafficking prevention, counter-trafficking responses and strengthened border controls should first conduct:

- » A gender analysis (Unit 3) of the illicit trafficking dynamics in the respective region. Questions should include:
  - What is driving the demand and supply?

- How are trafficking dynamics gendered? What role does age play? Are there ethnic and/or religious components in the context of analysis that play a role? What are the key actors in this context?
  - What are the different roles women, men, girls and boys have in arms trafficking? What are their reasons and motivations for engaging in trafficking activities?
  - What alternatives would they need to abstain from trafficking?
- » An evaluation of the link between arms trafficking and other forms of organized crime. Law enforcement should be aware that arms trafficking may be a means to facilitate other illicit activities. Also, people who are intercepted might be forced to engage in arms trafficking or other illicit activities and could be victims in need of assistance.<sup>27</sup>
- Do border control staff have the capacity to identify and interview human trafficking victims in line with the ethical imperative of doing no harm? If not, training may be needed.

On that basis, prevention or counter-trafficking activities can be planned that:

- » Prioritize gender balance in border control staff by engaging men and women personnel, allowing for at least one man and one woman on duty who can conduct controls on women, men, girls and boys.
- » Provide gender training to border control staff with specific a focus on addressing gender stereotypes. The training should include human rights – and women’s and children’s rights in particular to – ensure that controls are conducted in an appropriate manner. Border police and customs officers especially should also be trained to identify and interview victims of human trafficking (civil society organizations that specialize in gender issues may be able to assist with such training).
- » Can include targeted income generation programmes, if trafficking is a survival strategy, to create the alternative livelihoods necessary for people to stop trafficking and work in a safer environment.
- » Design specific programmes for particular target groups to increase their effectiveness: e.g. engage the main identified traffickers such as young men; provide victims support to women/girls who have been victims of human trafficking; engage civil society organizations in broader approaches to enhance community security.
- » Integrate operational programmes into comprehensive small arms approaches which also seek to address the underlying drivers for engagement in small arms and ammunition trafficking.
- » Involve other stakeholders involved in regional and international cooperation for border control and law enforcement cooperation such as such as the United Nations Office for Drugs and Crime (UNODC) and regional organizations.



#### NOTE TO TRAINERS

Women can be important voices in their communities and households against illicit trafficking. They can also be important informants about trafficking routes and the location of illicit arms in their community – though they should not be encouraged to surrender information if it carries a personal risk for them.<sup>28</sup>

## 5. Marking and recordkeeping

States are required to mark their weapons uniquely and to keep records of those markings under the International Tracing Instrument (ITI). All small arms and light weapons shall be marked at the time of their manufacture, import, transfer from government stocks to permanent civilian use, permanent confiscation by the State (unless disposed of through destruction) and deactivation, in compliance with domestic regulation. The ITI states, “the choice of methods for marking small arms and light weapons is a national prerogative. States will ensure that, whatever method is used, all marks required under this instrument are on an exposed surface, conspicuous without technical aids or tools, easily recognizable, readable, durable and, as far as technically possible, recoverable”.<sup>29</sup>

Marking dispositions, guidelines and recommendations vary across international and regional instruments and international guidelines. A unique mark on each weapon, and a record including the serial number/symbol, improves quality control, enhances the safety and security of stockpiles and stored material, facilitates life-cycle management, and helps to identify at which point the weapon may have been diverted to the illicit market.

Marking and recordkeeping are usually seen as technical concerns in the small arms life cycle that have no gendered dimension. However, it is important to extend gender-responsive thinking to marking and recordkeeping as well.

For instance, women should be given equal opportunities to work on all stages of the small arms life cycle, including marking and recordkeeping, in line with Sustainable Development Goal (SDG) 5. It is also important to strive for equity in the workplace, providing separate facilities such as toilets, resting areas and dormitories as applicable. Women coordinators of weapons marking operations will need to count on full and constant support from national authorities at all stages of the process, and gender equality should be fully integrated in weapons marking training, planning and operations.

At the policy level, it is important to underscore the benefits of weapons marking. The ability to trace illicit small arms and light weapons – as well as illicit parts, components and ammunition – back to the point, in space and time, where they passed from the legal to the illicit realm, is a prerequisite for taking effective action to prevent further diversions from taking place. Diversion and illicit transfer have a wide range of gendered 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.

Marking and recordkeeping, in addition to sound arms licensing processes, are crucial for preventing the diversion and transfer to and illicit use of arms from violence offenders, in particular in settings with high rate of domestic violence. Errors or insufficient records may mean that the possession of small arms is undetected, the weapon is not removed from the offender, and the risk for women (as well as men and children) of being threatened or killed by that weapon remains high. Police interventions in such cases are also more dangerous.

## 6. Physical Security and Stockpile Management

Similar to marking and record-keeping, gender considerations are often considered less significant in physical security and stockpile management (PSSM), however PSSM can have a direct impact on gender issues both by reducing the threat of GBV and in promoting women's equal, full and effective participation. Stockpile management of weapons is the term used to describe those procedures and activities that are necessary for the safe and secure accounting, storage, transportation and handling of small arms and light weapons.<sup>30</sup>

### *Understanding the gendered negative impacts of unsafely managed and secured stockpiles*

One of the main sources of illicit small arms and light weapons are inadequately managed stockpiles from which weapons leak, through loss and/or theft, into the illicit market. PSSM practices not only mitigate those risks, but also enhance accountability in the management of state-held weapons and ensure that those are used in compliance with international humanitarian law.

The presence of weapons or ammunition stockpiles impacts not only the livelihood, but also the security and safety of people in surrounding communities. Weapon and ammunition stockpiles may:

- » present a risk factor when situated in civilian areas, especially when there is a risk of unplanned explosion in densely populated urban areas (see 9. Ammunition) with civilian objects and institutions like hospitals, schools, or marketplaces, or in case of unrest when a risk of looting can arise.
- » pose a risk of diversion and illicit trafficking that could impact local communities, increasing the potential risk that those arms are misused to commit armed violence – which often targets young men – or are used to commit gender-based violence against women. For example, the “diversion of arms and ammunition from peacekeeping forces in post-conflict areas may make them susceptible to use in the coercion or abduction of women and girls.”<sup>31</sup>
- » in conflict-affected countries, unsafely and inadequately managed national stockpiles are often targeted by non-state armed groups.

### DIVERSION FROM STOCKPILES IN THE SAHEL

In West Africa and the Sahel, significant numbers of illicit weapons in the region are sourced from national stockpiles. For instance, the majority of illicit weapons seized from armed groups in northern Mali were found to have originated from national government stockpiles.<sup>32</sup> Other crises in other countries have also sparked the diversion of national arms stockpiles. For example, weapons seized in Burkina Faso, northern Nigeria, and central Mali were traced back to Ivorian stocks (Central African Republic, 2016; 2017). The trafficking and diversion of weapons and ammunition to armed groups and terrorist entities have undoubtedly fueled armed conflict in the Sahel and seriously threatened community safety across the region. Violence in Mali, Niger and Burkina Faso has precipitated a humanitarian crisis in the Sahel. As conflict has escalated and security deteriorated, local communities have increasingly faced food insecurity, large scale displacement and the disruption of access to basic services, including health care and education.

That is why a gender analysis should be fully integrated into technical risk assessments of existing stockpile sites, and the construction of new facilities. Such an analysis should combine different types of information and data collection techniques and should be context specific. The technical risk assessment itself includes a number of steps, as outlined in MOSAIC 05.20,<sup>33</sup> that can be made more gender responsive. For instance, a technical assessment by gender experts and other relevant officials should consider the physical threat the weapons pose to the local population, namely to women, men, girls and boys, and the risk to proximate vulnerable infrastructures (local markets, hospitals, schools) as well as violence-prone areas. It should also explore the security vetting of staff for histories of GBV and include gender-awareness training.



### NOTE TO TRAINERS

In conflict-affected countries where PSSM is carried out directly by national security services, gender analysis and considerations need to be translated to all practices. This includes during risk assessments required by the United Nations Human Rights Due Diligence Policy (HRDDP).<sup>34</sup> The selection of officers responsible for securing and managing weapons stored at a specific depot is normally done by the responsible national authority of a country. However, implementing partners supporting national authorities' efforts for PSSM activities need to take into account the risks associated with the type of support provided and develop strategies for mitigating them. HRDDP, for instance, requires a review of the profile of the security officers ('beneficiaries') within a particular project and clearance mechanisms need to be in place. Security officers in charge of a unit/depot need to be checked to make sure they have not been involved in human rights violations or any criminal activities or related offences.

Another example includes the provision of infrastructure for PSSM activities. In remote locations in conflict-affected settings, mobile containers that can be used as police commissariats, armed forces stations or weapons depots are installed to provide security and safety solutions. Given their provisional/temporary nature as well as their location, it becomes very difficult to conduct monitoring activities and ensure the proper use of the facilities. For instance, metal containers could be used as illegal detentions cells, for torture, kidnappings or to commit any type of human rights violation, including to facilitate sexual violence. Therefore, planning and monitoring need to be carried out collaboratively with all relevant stakeholders, including nearby government authorities, human rights organizations and security institutions providing in-country support, e.g. the UN Police and others. Implementing partners providing resources and support to national authorities need to ensure risk assessments and plans for monitoring and risk mitigation are established beforehand.

### *Women's equal, full and effective participation in physical security and stockpile management*

It can be assumed that stockpile management is a largely male-dominated sector as the work is usually undertaken by national law enforcement, armed forces, or private security companies, all of which employ

many more men than women around the world. In line with the overall priority to grant women full and equal participation at all levels of small arms control, identifying entry points for women seeking employment in PSSM is one possible avenue. This can involve increasing recruitment of women, building women's capacity in the area and creating an enabling work environment.

National stockpiles are managed by uniformed forces and entail different roles, ranging from storekeeping to overall site management. The profiles and military/police ranks of those involved in national stockpile management are usually decided on by internal hierarchies and structures. It is important to analyse and address the gender barriers within the national forces' hierarchies preventing women officers from accessing technical or field roles. In addition, when developing Standard Operating Procedure for PSSM, appropriate conditions should be set up at stockpile locations, including separate facilities such as toilets, resting areas, and dormitories as applicable.

It may be useful to conduct a gender analysis of the institution(s) and infrastructure(s) responsible for PSSM, but also of the overall security sector, to understand the barriers for women to access these jobs. Such a gender analysis is about addressing institutional cultures which are usually male oriented and male dominated.

- » Is it socially undesirable for women to be part of military and security institutions?
- » Do women have the same access to training as men in order to qualify as potential staff?
- » Are there biases in the hiring process that give preference to men?
- » Are there biases in assigning women officers to operational roles, including stockpile management?
- » Do women officers benefit from fair maternity leave policies, as well as childcare possibilities?
- » Are there safety concerns and reporting mechanisms in place, especially in relation to GBV or sexual harassment, for officers working at stockpile management sites?
- » Do stockpile management sites have adequate infrastructure and space for women and men?

It is important to make these barriers visible and develop strategies for enhancing women's participation in the longer term by addressing underlying institutional cultures.

## 7. Weapons collection

Weapons collection programmes aim to reduce the number of weapons that are, in the main, illicitly held. They are frequently conducted as part of DDR or SSR programmes but can also be undertaken outside of such settings as part of weapons amnesties (e.g. African Union's 'Amnesty Month' in September<sup>35</sup>) or buy-back initiatives (e.g. New Zealand's buy-back programme in the wake of the Christchurch shootings<sup>36</sup>).



*Weapons collection programmes are normally combined with awareness-raising and communication campaigns.*

Men of different age groups represent the majority of small arms owners across the globe and therefore the most evident target for weapons collections programmes. However, women are also increasingly taking up arms (e.g. as individuals, part of gangs, or in conflict), store weapons in their homes, and know about – or may be actively involved in – trafficking strategies.

Therefore, women should be consulted when “planning for the collection of small arms and light weapons, since they can provide useful information on the prevalence of weapons and on security considerations to be addressed before the collection process begins.”<sup>37</sup> Research by the United Nations Institute for Disarmament Research (UNIDIR) on women's involvement in “weapons for development” programmes in Albania, Cambodia and Mali underlines that women can be important actors in such programmes and need to be involved in the multiple ways that reflect their roles within communities.<sup>38</sup> Some women may wish to surrender weapons that they or their male relatives own. Some studies suggest that women are more supportive and more willing to participate in disarmament and buy-back programmes, so much so that programme advocates have been advised to direct their efforts at female audiences as well.<sup>39</sup>

However, due to the risks posed by surrendering male relatives' weapons, efforts to encourage women to surrender their husbands', fathers' or sons' weapons should be cautious, with 'do no harm' as the primary imperative. Instead, women could be engaged as allies to convince their male relatives to surrender their weapons themselves. Women are often in a position to sensitize men to the importance of participating in weapons collection programmes. They should be involved in community meetings to identify incentives for weapons surrender, for example. Furthermore, as was the case in Cambodia's weapons for development programme, women can provide core support as workers, caterers and awareness-raising campaigners to support weapons collection activities.<sup>40</sup>

**Weapons collection cannot work without the support of local communities.** Public awareness and local ownership are key. Women, men, girls and boys and civil society organizations need to buy into the project to ensure short-term effectiveness and long-term sustainability.

Outreach to women as well as men should be considered at the design phase of any assessment of the number of illicit weapons in circulation in order to obtain a broad understanding of the weapons (e.g. number, location, type, who uses them).

**SEE UNIT 4**

To ensure the sustainable impact of weapons collection programmes, it is often necessary to address the underlying drivers of weapons possession, such as arms-related gender norms and social or economic drivers. In doing so, a long-term shift in mindsets can take place:

- » Women and men may need to adopt different notions of security and masculinity in order to support collection efforts.
- » Women who have taken up arms to protect themselves or to gain independence from male family members require particular attention to ensure that the loss of the weapon does not lead to exposure to additional security risks (do-no-harm principle) and does not disempower them in their families and communities.

**GOOD PRACTICE EXAMPLE: THE JOINT WEAPONS COLLECTION AND DISPOSAL PROGRAMME AS PART OF THE BOUGAINVILLE PEACE AGREEMENT**

Weapons disposal is one of the pillars of the Bougainville Peace Agreement (BPA)<sup>41</sup> signed in August 2001 by the leaders of multiple warring Bougainville factions and the government of Papua New Guinea. The Weapons Disposal Plan consisted of four stages that covered the safe storage of weapons as well as the destruction of the stored weapons under United Nations supervision.

**Drivers of success**

*Bottom-up and community-driven:* Communities took ownership of the different phases (awareness and preparation for sensitization amongst former combatants; collection, registration and storage; disposal; verification, declaration and reporting).

*Knowledge driven:* Information management was enhanced through regular data collection, mapping and analysis of security, weapons and the replication of successful interventions for durable outcomes.

*Strong emphasis on women and security:* Since the peace agreement, women have played a significant role in sustaining the gains. Substantive partnerships and engagement with women was a priority component of the implementation phases.

As with curbing craft manufacturing, ensuring viable alternatives is key. Where weapons possession is closely linked with access to social and economic resources, viable alternatives must be proposed. This includes the need for men and women to be able to access income sources not related to small arms. Men and women must be able to bring home sufficient income, but also avoid feelings of disempowerment and loss of manhood or access to protection. For this, weapons must be de-coupled from masculinity and the breadwinner function. Likewise, offering female ex-combatants access to vocational training that

corresponds only to traditional “women’s work” must be avoided.<sup>42</sup> Small arms control interventions should take these dynamics into account and be integrated into larger development, peacebuilding and human security approaches.



*Rates of domestic violence after weapons collections programmes may increase. Countering toxic masculinities and providing alternatives is key to countering the feeling of disempowerment that can translate into elevated rates of domestic violence.<sup>43</sup>*



#### NOTE TO TRAINERS

To illustrate how we can make weapons collection programs gender-responsive, you can look at a specific type of weapons collection, for example voluntary surrender programs.

## ANNEX

**Activity 40:** Linking weapons collection to broader initiatives – Disarmament, demobilization and reintegration in Colombia

## 8. Disposal and Destruction

The disposal of retrieved weapons is an important step to ensure that surplus weapons are dealt with. In contrast to other methods of disposal such as selling or gifting, destruction ensures that small arms and light weapons will not find their way (back) into illicit circuits, reducing the risk of diversion from insecure stockpiles, misuse for criminal purposes and unnecessary accumulation of surplus or unserviceable weapons.

In support of those objectives, the PoA promotes the destruction of such weapons. MOSAIC notes that “a weapons destruction programme can involve the destruction of weapons relinquished by the civilian population as part of a weapons collection programme (see MOSAIC 05.40), recovered in crime or identified as being surplus to the requirements of the armed services of a State.”<sup>44</sup> As such, the considerations in the sub-section above on weapons collection also apply here. Similarly, weapons collection and destruction can also be embedded in disarmament, demobilisation and reintegration (DDR)<sup>45</sup> and security sector reform (SSR)<sup>46</sup> programmes or take place outside such settings and should go along with broader transformations that strengthen the governance and oversight of the state security sector.

It is useful to inform communities of any destruction plans beforehand to avoid misunderstandings and unnecessary tension. It should also be noted that the destruction of weapons bears safety risks and should only be undertaken by trained personnel in accordance with international standards and guidelines. Further, the destruction of weapons produces some waste, known as scrap, and the management of this should also be considered.

Like the other elements discussed in this unit, weapons collection and destruction programmes have gendered impacts. For instance, men and women ex-combatants may feel frustrated and disempowered through the loss of their weapons. They might not yet know how to engage with others without the power of a weapon. Male ex-combatants might feel disempowered as men because of the loss of their symbol of manhood (i.e. the weapon) and seek to compensate through violent behavior. Women ex-combatants may also face disempowerment due to a lack of equal economic opportunities and the double burden of domestic and income-generating responsibilities.

#### SEE UNIT 5

The risk of gender-based and sexual violence in these circumstances may increase, both towards the local population and within families. Women in particular face acute risks in this



regard. Therefore, weapons collection and destruction programmes – depending on the context where they take place – should be accompanied by preventive measures, awareness-raising and provision of psychosocial and mental health assistance (as appropriate); monitoring mechanisms; and further gender-responsive work on gender norms (e.g. de-militarized masculinities, non-traditional roles for female ex-combatants). These measures should target individuals and those in their surrounding communities.

The monitoring and execution of weapons collection and destruction programmes should involve both women and men. This can be especially beneficial for women, as “educating and including women prominently in disarmament activities can strengthen women’s profile and leadership roles in the public sphere and should be encouraged. Opportunities should be taken to link women’s knowledge and awareness of disarmament to the promotion of their broader political participation and involvement in community development.”<sup>47</sup> Involving civil society organizations, especially women’s groups, can help solidify community support for effective SALW control and contribute to larger political commitments to gender equality and women’s empowerment. Destruction programmes can, for example:

- » Prioritize training and employing local women, female ex-combatants, and survivors of armed violence (women, men, girls and boys), thereby providing an income source for the most economically vulnerable and enhancing local ownership.
- » Promote women’s key roles as communicators and community organizers in advocating for collection and destruction programmes within their families and communities, and in monitoring destruction programmes (transparency and accountability).<sup>48</sup>



*Very often, destruction ceremonies involve the presence of high-level officials. One possible way to engage women is to ensure that women’s organizations are present so that their importance is publicly acknowledged, including in media coverage.*

## 9. Ammunition

### SEE UNIT 2

The lifecycle management of ammunition (LCMA) covers planning, procurement, stockpile management and disposal. While LCMA requires a specific set of competencies and technical guidance – see the International Ammunition Technical Guideline (IATG) – the gender considerations above, relating to disposal and destruction, could apply in large part to ammunition as well.

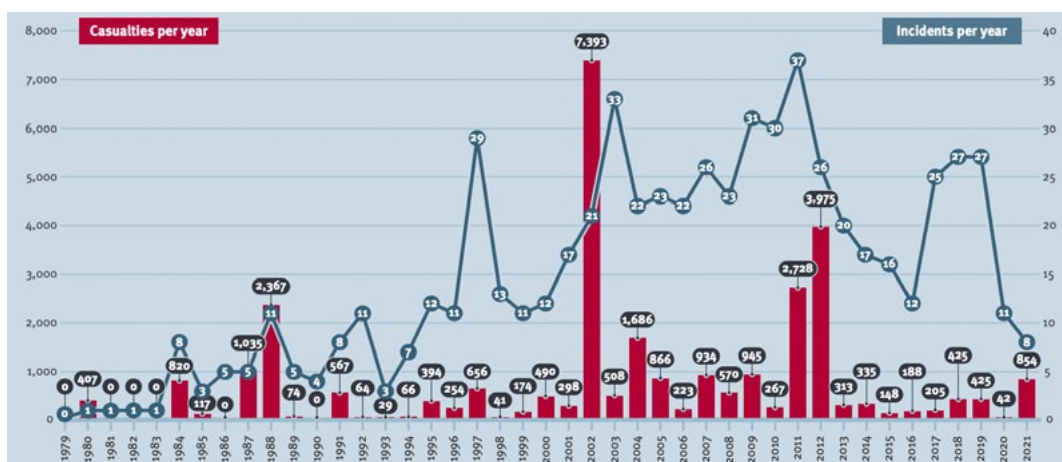


### NOTE TO TRAINERS

This unit will only touch briefly on LCMA considerations. For further information, the UN SaferGuard Programme, in collaboration with the Small Arms Survey, undertook dedicated research on the gender dimensions of ammunition management, developing gender-responsive guidance on safe and secure ammunition management for incorporation into the IATG.<sup>49</sup>

Poor ammunition management poses the dual risk of unplanned explosion events and the diversion of materiel, both of which have gendered impacts.

Unplanned explosions at munitions sites (UEMS) represent a key danger arising from ammunition stockpiles. From January 1979 until December 2021, over 30,000 people in more than 100 countries worldwide were killed or injured in recorded UEMS around the world.<sup>50</sup> In addition to causing massive military and civilian casualties and destroying State and non-State stockpiles and infrastructure, UEMS produce long-lasting socio-economic consequences for the communities affected. Out of the ten worst UEMS incidents in terms of casualties ever recorded, eight took place in ammunition depots located within or near residential areas. Most of these accidents affected public buildings – schools, hospitals, and other public institutions – that are crucial to a functioning society and not designed to withstand explosions.<sup>51</sup>

**Figure 16. The human cost of UEMS. Casualties of UEMS, 1979–2021**

During the period of January 1979 to August 2019, almost 30,000 casualties resulting from UEMS incidents have been recorded. The highest number of casualties was recorded in 2002, mainly due to one devastating incident that occurred in Lagos, Nigeria. Similarly, one incident in Abadan, Turkmenistan, in 2011 and one in Brazzaville, Congo, in 2012 contributed strongly to the spikes in 2011 and 2012.

However, obtaining data for gender analysis and gender-responsive management of munition sites can be difficult; sex-disaggregated data on victims and survivors of UEMS incidents is limited. Small Arms Survey maintains the UEMS database<sup>52</sup> and analyses the impact of UEMS on infrastructure and livelihoods, which allows for some gender-related conclusions.

The diversion, illicit trafficking and misuse of ammunition poses a significant risk for women, men, girls and boys and its impact can be devastating. Diverted weapons and ammunitions can “fuel violence and insecurity in conflict and non-conflict settings, which tend to exacerbate existing gender inequalities and gender-specific risks and vulnerabilities.”<sup>53</sup> For instance, poorly monitored ammunition sites are providing readily accessible material for the construction of improvised explosive devices (IEDs) by armed groups. As stated by the United Nations Secretary-General in his 2020 report *Countering the threat posed by improvised explosive devices*, “Incidents involving the devices have been recorded in all regions and in the context of conflict, crime, political unrest and terrorism.... There have been cases of armed groups, terrorists and criminals exploiting the lack of rule of law and deliberately targeting populations to instill insecurity and force displacement. Where improvised explosive device attacks against government institutions are carried out in urban or populated areas, civilians are increasingly bearing the brunt.”<sup>54</sup>

#### SEE UNIT 5

Further, just as small arms are enablers of gendered armed violence, so too is ammunition.

Unit 5 outlines the various forms and the severity of GBV that women face, and the role that small arms and light weapons play in it. Ammunition is a key link in that chain: in conflict settings, illicit arms and ammunition can prolong conflict and the subsequent risk to women and girls of conflict-related sexual violence; in non-conflict settings, they can be used to commit GBV.

As with all stages of the small arms life cycle, it is also important to include a gender analysis of the risks associated with the management of ammunition stockpiles and to increase women’s participation in this field. Within the arms control sector, the ammunition management community remains particularly male-dominated. There is a need to improve the gender balance and increase the meaningful participation of women in ammunition management at the policy and technical levels to achieve greater effectiveness and sustainability.

By example, the IATG provides two entry points for gender-responsive approaches, including siting considerations for ammunition stockpiles and staff selection and vetting systems.

Practical actions in these areas should include:

- » Inclusion of a gender advisor as an active member of the Siting Board.
- » A siting plan that includes analysis of any physical, social and economic threats that the presence of explosive material poses to the local population (differing impact on women, girls, boys and men) and its proximity to vulnerable infrastructures (schools / hospitals / markets). The siting plan should also comply with other complementary international norms and convention.
- » Capacity building for women in ammunition management
- » Gender-balanced representation among explosives storekeepers, who should also be trained on gender awareness/sensitization

Further, increasing the collection and availability of sex-disaggregated data would support these efforts.



## UNIT 9

# Community-centred approaches



**Small arms control should aim to be holistic and inclusive. When paired with more traditional small arms control measures, the complementary initiatives detailed below can form a comprehensive approach that: addresses underlying drivers of demand and motivations for the supply of small arms; challenges gender norms and the social dynamics that foster and reproduce patterns of small arms proliferation and armed violence; and regulates access to legal small arms and combats the illicit trade in small arms.**

These activities allow for implementers to capture different community dynamics through direct community engagement, which can support national authorities in the fight against small arms trafficking and misuse. Different approaches can be combined in varying ways, depending on the context, funding, stakeholders, etc. The approaches presented in this unit include only some of the possibilities.



### NOTE TO TRAINERS

#### Transmitting the rationale of community-centred approaches

Some of these approaches have a dual purpose: not only can they support more traditional forms of small arms control, but they may also contribute towards addressing social norms and patterns of behavior that lead to small arms proliferation and armed violence. They can also address the root causes of gender inequality and tackle the gender norms that underpin and enable the perpetration of armed violence. This can have a sustainable and long-lasting impact on both gender equality and the trafficking and misuse of small arms.

Participants should be able to reflect on what makes sense in their working environment, whom to involve and how to combine community-centred approaches with other small arms control policies and programming to showcase approaches that can complement more traditional small arms approaches.

Throughout this unit, as is the case with the other units, gender considerations should be at the forefront. Ask as often as possible what gender differences might mean in the application of certain approaches and why it is important to make sure the different needs of women, men, girls and boys are being met.

#### How best to use this unit

This unit covers different examples of community-centred approaches. It is recommended that trainers assess the participant's needs and interests and highlight corresponding approaches. If participants are familiar with some of them already, you may wish to ask participants to (briefly) share some of their work during the meeting.

#### Trainings could:

- » Focus on one or two specific approaches and flesh them out with concrete examples from relevant countries/regions. In this case, the remaining approaches listed in the unit could be mentioned as a (non-exhaustive) list of possible further initiatives.

Get different groups to focus on different approaches. Divide participants into working groups and give each group a handout describing one particular approach. Each group can work in detail on their approach and, if time allows, come up with some ideas on how such an approach could be developed for their own context. Participants should reflect on the need for gendered perspectives in initiatives and ways to overcome obstacles and highlight how their approach could support gender equality. Ask each group to present their ideas and discuss how they could complement more traditional small arms control policy making and programming.

It is recommended to combine this unit (or part of it) with contents of Unit 3, Unit 4 and/or Unit 5.

## LEARNING OBJECTIVES

- » Build on the understanding that small arms control programmes should be gender-responsive at the different stages of the small arms life cycle.
- » Awareness of the need for complementary initiatives to address underlying drivers of small arms proliferation and armed violence in the long term. Such complementary initiatives, together with more traditional small arms control measures, should form a comprehensive approach which challenges gender norms and social dynamics that foster and reproduce patterns of small arms proliferation and armed violence, while regulating access to legal small arms and combating their illicit trade.
- » Exploration of how participants can promote and design comprehensive and gender-responsive community-centred approaches in their own small arms-related work.

## KEY MESSAGES

- » Small arms control should incorporate a range of approaches, but they should all be inclusive, address issues holistically and aspire to enhance gender equality for an effective and sustainable impact. To the extent possible, their development should be based on gender analysis that is inclusive, comprehensive, intersectional and context sensitive.
- » Inclusive civic engagement is key when developing capacities for social change:
  - Women need to be recognized not only as a group vulnerable to or victims of armed GBV, but as active agents of change and leaders in the small arms field and in their communities.
  - Men need to be sensitized against toxic gender norms and normalized gender-based violence, be educated to promote gender equality and challenged to support women's empowerment.<sup>1</sup>
  - Youth should be seen not just as future peacebuilders but as important change agents in the present. They should seek and be given opportunity to participate accordingly.

## MAIN THEMES

### Engaging communities in small arms control (civic engagement)

Unit 6 lays out the normative and practical benefits of working with communities, especially women, on small arms and light weapons control. In the community-centred approaches detailed in this unit that can contribute to shifting societal and gender norms, it is critical that all members of society are given equal and real opportunity to participate, both as leaders and beneficiaries. This requires that programming considers the various stakeholders and their experiences and a “well researched understanding of the different roles played by men and women in all aspects of small arms and light weapons control.”<sup>2</sup>

### ANNEX

**Activity 45: Overarching exercise – Addressing a specific problem related to small arms and armed violence by combining gender-transformative approaches**

### Women's groups

Women's groups should both be the beneficiaries of and active leaders in community-centred approaches to achieve gender equality and the empowerment of women. They can play key roles in initiatives to control small arms and light weapons as “they can provide important gender relevant inputs for small arms control policies and projects and facilitate the integration of a gender perspective. They can work to address social problems caused by small arms, for example by acting as counsellors to assist victims of small arms violence, or by creating grass-roots community initiatives to protect children in gang-controlled areas.”<sup>3</sup>

Women's groups, therefore, should be active participants in small arms control efforts and take part in both short- and long-term efforts.

### **Men's groups**

Men also have an essential role to play in trying to understand men's motivation to own, use and misuse small arms. Men can engage other men in constructive dialogue about how they have been socialized to perceive their role and the notion of masculinity in certain ways, helping to break down socially constructed gender norms that link small arms to masculinity, security and power.

Male-led initiatives that oppose violence against women and which promote gender equality and women's empowerment can challenge traditional conceptions of masculinity and gender roles that discriminate against women. Such initiatives should be supported and integrated into existing efforts to control small arms and light weapons.

Men can be key agents of change and role models for alternative, non-violent masculinities. Where armed violence is prevalent, they are also vital for providing safe spaces where men and boys can be non-violent, particularly when public spaces involve constant confrontation with (armed) violence for men and male youth.<sup>4</sup>

### **Youth groups**

In 2019, the United Nations General Assembly reaffirmed the important and positive contribution of young people in sustaining peace and security and encouraged Member States, the United Nations, relevant specialized agencies and regional and subregional organizations to promote the meaningful and inclusive participation of young people in discussions around disarmament and non-proliferation.<sup>5</sup>

Youth are disproportionately exposed to the negative effects of armed violence and have become the global voices for change on many issues, including arms control. Young people have the power to transform society and challenge established structures, roles and norms. Involving youth organizations and young activists, and including their views and experiences, is therefore an imperative for sustainable small arms control approaches. It is important to note, however, that young women and young men experience the effects of illicit small arms differently and this should be taken into account in programming.

Given the different stakeholders that should be involved when developing community-centred initiatives, it is important to:

- » Identify existing grassroots organizations, including women's organizations, and look beyond the obvious (usually male) decision-makers and leaders at the local level.
- » Map State and citizen's activities related to small arms control, peacebuilding, community violence reduction, violence prevention, gender equality, social work, etc. and explore how planned or existing small arms control policies and programmes interact with what citizens are already doing.
- » Look for existing innovative initiatives that can be built upon or complemented.
- » Develop ways to improve interactions between, for example, citizens and law enforcement, and track how these improved interactions impact citizen's perspectives on security and trust over time. It is important to remember to disaggregate any data obtained through community monitoring by sex and age to form a complete picture of social impacts.

## **1. Awareness-raising**



### **NOTE TO TRAINERS**

This section addresses both the general mainstreaming of gender considerations into arms-related awareness-raising campaigns and the awareness-raising of gender issues specifically.

Awareness-raising can be an important step in putting effective small arms control measures in place by highlighting the risks associated with their possession, proliferation, illicit trafficking and misuse. It can be used to reduce or prevent harm in environments challenged by small arms proliferation. Whole-of-society approaches to such awareness-raising will ensure the broadest possible inclusion of stakeholders. Ultimately,



the more people understand and support these programmes, the greater the potential for more effective and sustainable small arms control. Designing and facilitating inclusive and participatory awareness-raising, using different modalities for different groups if necessary, can be the first step in a chain of activities that contribute to safer communities.

**SEE UNIT 4**

Since men represent the majority of victims and perpetrators of small arms-related violence, they are an important target audience for awareness-raising on the risks associated with the possession, proliferation, illicit trafficking and misuse of small arms. Awareness-raising can provide a platform to help communities change their underlying attitudes toward gendered social norms, including those related to small arms. Men's groups are key actors in communicating non-violent forms of masculinity and in providing an example for others through their community and/or advocacy work. Men's groups provide an important support network for men who wish to distance themselves from violent masculinities.

**SEE UNIT 6**

Women can also be targeted as actors in awareness-raising campaigns as they can inadvertently reproduce stereotypes and can be engaged to change masculine norms. They are also key actors in spreading awareness among peers, within families and in their communities. Women can speak to the larger community, addressing the underlying dynamics that affect the security of everyone within it.

Youth, too, should be engaged to address harmful gender norms. By addressing gender stereotypes early on, youth's life trajectories can be positively impacted.

**NOTE TO TRAINERS**

Be careful to ensure that training participants are sensitive to the risk of perpetuating stereotypes. As important as it is to acknowledge the differences in women's, men's, girls' and boys' involvement in and experiences of small arms issues and armed violence, one must also keep in mind that these groups are not themselves homogenous. This understanding allows us to engage women's groups as agents for peacebuilding without excluding women who own guns, such as gang members or former combatants.

Awareness-raising works as follows:



In order to ensure that messages reach their intended audience(s) and achieve their desired results – to encourage behavioral change related to small arms – it is important to have a communication and outreach plan that is gender-responsive and targeted.<sup>6</sup> The following should be taken into account:

- » Who is the target audience? Who are their support networks?
- » Who is best placed to deliver that message? A man, a woman? In what language should the message be delivered?
- » What is the best medium to reach the target group?
- » Does any aspect of the message need to be modified to suit the interests of a particular age group or gender?
- » What aspects of gendered social and economic relations are you addressing through awareness-raising?



*Make sure you consult different members of the community before you formulate your awareness-raising and communication strategy. This way, your messaging will address the problems you want communities to understand and act on in a concise, clear, relevant and compelling way. The goal of your communications strategy is to make communities safer. Do you need tailored messages and different channels for different audiences in the same community?*

There are three main components of awareness-raising: risk education, public information and advocacy.<sup>7</sup> MOSAIC module 4.30 provides extensive guidance on the design, implementation, monitoring and evaluation of these initiatives, but they will also be covered briefly here.

### **Risk Education**

Risk education aims to “sensitize those most at-risk from the dangers associated with the uncontrolled proliferation, illegal possession and misuse of small arms and light weapons and seeks to instill safe behavior in those living in an environment of inadequate small arms and light weapons control.”<sup>8</sup> Connections between risk education and longer-term peace education on disarmament and/or small arms control should be explored.

#### **GOOD PRACTICE EXAMPLE: RISK EDUCATION IN LIBYA**

The United Nations Mine Action Service (UNMAS), United Nations Entity for Gender Equality and the Empowerment of Women (UN Women) and United Nations Support Mission in Libya ran a programme on small arms and light weapons risk awareness in Libya. Through three workshops, the United Nations trained groups of women on: international standards on small arms and light weapons; awareness-raising principles, methods and tools; child protection guidelines; and the women, peace and security framework. They were trained on how to conduct surveys and interviews, participate in debates and deliver a presentation. As a result of these workshops, the trained women are able to better assess risks related to small arms and light weapons and share context-specific risk education messages in their own communities. The trained women then organized their own awareness-raising activities in schools and communities.<sup>9</sup>

### **Public Information**

Public information aims to “inform the broader general public about the human, socio-economic and other impacts of the uncontrolled proliferation, illegal possession and misuse of small arms and light weapons and to increase public understanding of existing laws and additional control measures that are available.”<sup>10</sup>

#### **GOOD PRACTICE EXAMPLE: GLOBAL WEEK OF ACTION AGAINST GUN VIOLENCE, WOMEN’S INTERNATIONAL LEAGUE FOR PEACE AND FREEDOM IN THE DEMOCRATIC REPUBLIC OF THE CONGO**

Members of the Democratic Republic of the Congo (DRC) section of the Women’s International League for Peace and Freedom (WILPF) organized a day of awareness for the Global Week of Action Against Gun Violence. They drew attention to the fact that the proliferation of small arms and light weapons undermines the ability of women to participate in the resolution of conflicts, in elections, in governance, and in the process of reconstruction of a post-conflict country. They also raised awareness of how the proliferation of firearms is connected to the decline of human security, injustices and human rights abuses, and to increases in the illegal trade in natural resources.



Source: IANSA.<sup>37</sup>

### Advocacy

Advocacy is any plan that attempts to influence policymakers and stakeholders through activities designed to increase public attention.<sup>11</sup> Advocacy is often part of a broader awareness-raising campaign but can also be undertaken separately.

#### GOOD PRACTICE EXAMPLE: ADVOCACY IN IRAQ

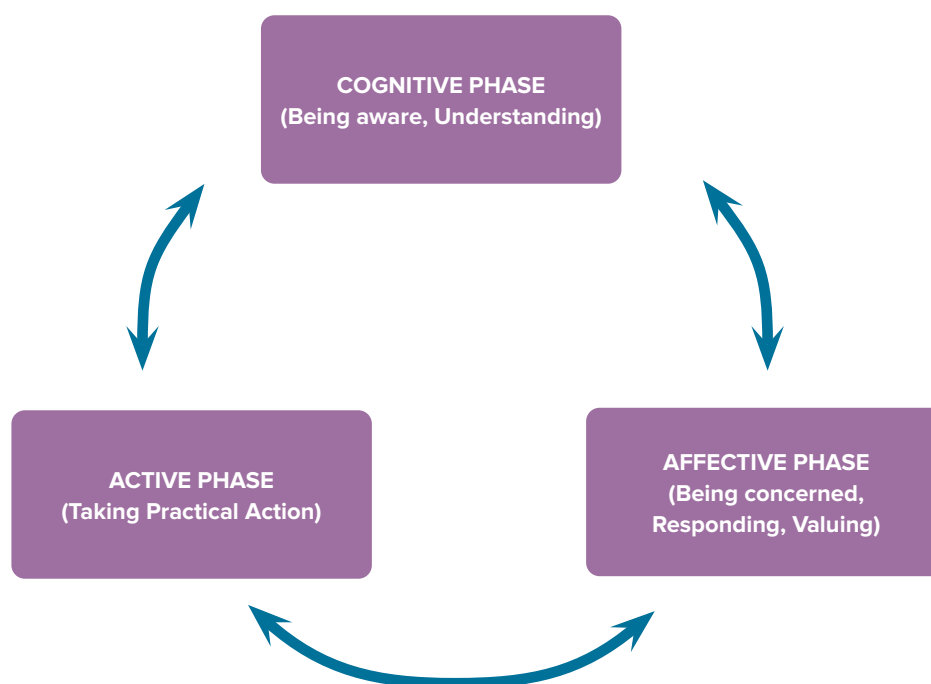
The Iraqi Organization for Rehabilitating Society and Environment organized a series of football matches and an art exhibition for youth, creating a platform to discuss the importance of gun destruction, the need to end gun violence, and the importance of youth joining together with civil society organizations to advocate for peacebuilding and for a renunciation of the proliferation and misuse of guns.<sup>12</sup>

For advocacy messages to be gender-responsive, it is important to clearly communicate the gender roles and norms that can have a negative effect by supporting small arms proliferation and misuse. Strategies should focus on how these roles and norms can be changed effectively to address the underlying drivers of small arms proliferation.

## 2. Peace and Disarmament Education (PDE)

Peace education seeks to promote a culture of peace. It “cultivates the knowledge base, skills, attitudes and values that seek to transform people’s mindsets, attitudes and behaviors that, in the first place, have either created or exacerbated violent conflicts... by building awareness and understanding, developing concern and challenging personal and social action that will enable people to live, relate and create conditions and systems that actualize nonviolence, justice, environmental care and other peace values.”<sup>13</sup>

**Figure 17. The Peaceable Teaching-Learning Process**



Source: Navarro-Castro and Nario-Galace (2010).<sup>14</sup>



### NOTE TO TRAINERS

The graph depicts peace education as a socialization process that works through learning, experiencing and practicing/applying. It illustrates ways that peace education provides an opportunity for sustainable and effective changes in social behavior toward gendered roles and small arms.

Disarmament education can be part of a wider peace education or a standalone programme. MOSAIC defines peace and disarmament education as a process “of promoting the knowledge, skills, attitudes and values needed to bring about behavior changes that will enable children, adolescents, youth and adults to prevent conflict and violence, both overt and structural; to resolve conflict peacefully; and to create the conditions conducive to peace, whether at an intrapersonal, interpersonal, intergroup, national or international level.”<sup>15</sup>

More specifically, as outlined by the United Nations Secretary-General, “disarmament education contributes to the creation of a culture of peace and non-violence. The overall objective of Disarmament Education and training is to impart knowledge and skills to individuals to empower them to make their contribution, as national and world citizens, to the achievement of concrete disarmament measures. Disarmament Education focuses on the process of disarmament itself, the steps to achieve it and the positive effects that disarmament has on socioeconomic development.”<sup>16</sup>

#### GOOD PRACTICE EXAMPLE: THE UNITED NATIONS OFFICE FOR DISARMAMENT AFFAIRS (UNODA) YOUTH4DISARMAMENT INITIATIVE

The Youth4Disarmament initiative connects geographically diverse young people with experts to teach them about current international security challenges, the work of the United Nations and how they can actively participate. By placing youth engagement and empowerment at the core of its disarmament education efforts, the Office for Disarmament Affairs aims to support the Secretary-General’s recommendation to improve youth access to technical support and capacity-building while providing space for their participation. In the framework of its disarmament education programme, the Office aims to impart knowledge and skills to young people and to empower them to make their contribution to disarmament and sustaining peace as national and world citizens.

Source: UNODA Youth4Disarmament website, [www.youth4disarmament.org](http://www.youth4disarmament.org).

All community members and people of all genders and age groups should be considered in, and have access to, peace education as everyone plays an important role in changing their own and others’ behaviour to prevent and mitigate armed violence.

When developing a curriculum with the objective of changing violent gender norms, Peace and disarmament education (PDE) should be tailored to the context. It should include discussion and critical reflection on the gender norms and gendered social relationships that underlie notions of masculinity and femininity, particularly about small arms. Obtaining as much information as possible about gender roles in the given context, including those related to images of small arms and violence, helps identify where the education should focus. PDE should address the gendered dimensions of gun ownership, including assumptions that men should be the protectors of their families and communities and that arms possession is a sign of manhood; and the widespread misbelief that having a gun in the home makes the home safer, when data shows it increases the risk of GBV, including femicide, in domestic settings.<sup>17</sup>

PDE should respect existing community norms, values and coping mechanisms, while providing space for critical thinking and challenging harmful aspects of the status quo, e.g. anything that underpins and perpetuates gender-related patterns of armed violence by upholding notions of manhood linked to weapons possession or by rejecting the active involvement of women in addressing the illicit trafficking and the misuse of small arms.

Peace education can be part of a school curriculum or a stand-alone course. However, most PDE takes place in informal education settings. It is important to note that both formal and informal education streams often lack discussions around gender-norms. It is therefore crucial to use a gender-lens when programming PDE.



#### NOTE TO TRAINERS

Formal systems devoted to peace tend to focus on values, norms or civic education. Trainers should be aware of the limitations of current peace education; for example, there is likely a lack of discussion around gender norms, in which case disarmament education that has been gender mainstreamed may be useful. Trainers are encouraged to help participants identify such limitations and discuss how they can be addressed.

## ANNEX

**Activity 23:** Case study – Peace and disarmament education in the Philippines

### 3. Gun-free zones


Gun-free zones are “geographically limited spaces where the carrying or possession of guns is prohibited for civilians in order to reduce armed violence and promote public safety.”<sup>18</sup>

These can include:

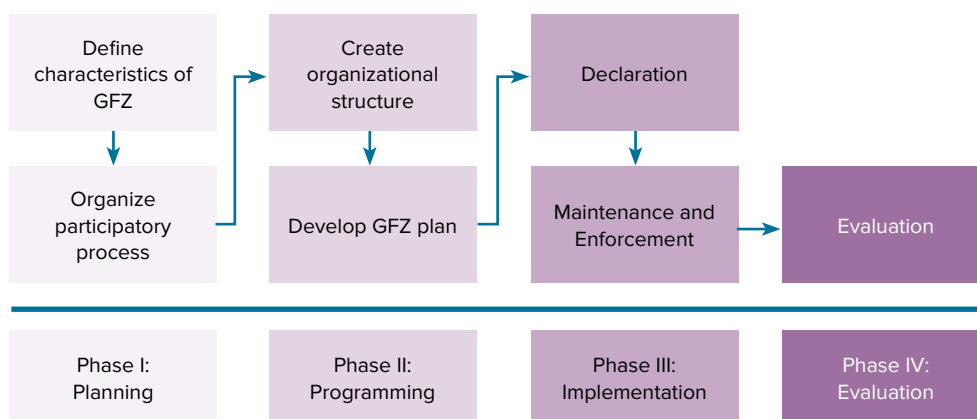
- » police stations, courts, parliaments, sport stadiums, schools, hospitals, airports, etc.
- » other spaces where regional or local regulations intend to “prevent and reduce armed violence in communities where a large proportion of (attempted) homicides are perpetrated with guns”<sup>19</sup>
- » any other space like a restaurant, bar or shop, where the owners decide to not allow guns therein.

#### **Why gun-free zones?**

Gun-free zones (GFZs) are intended to reduce the number of small arms circulating in a specific area. They can immediately reduce the risk of misuse and/or armed violence. In the longer term, they can produce a positive cycle. For example, if there are fewer guns and violence is thereby reduced, then there is less reason to ‘need’ a gun for self-protection or protection of the family. People within these zones may also feel a greater sense of security. These policies can also improve relations between police and the community and strengthen governance and the community’s overall safety.

INTERMEDIATE OUTCOMES	LONG-TERM OUTCOMES
	
leading to	
Changes in social norms and attitudes related to guns	Reduced demand for self-protection
Improved policing and/or police-community relations	Decreased number of (illicit) guns owned for self-protection
No guns entering GFZs	Decrease in violent incidents in GFZs

Source: UNODA (2014). Guidelines: How to establish and maintain gun-free zones, p.6.<sup>20</sup>

**Figure 18. How to establish gun-free zones**

Source: UNODA (2014). Guidelines: How to establish and maintain gun-free zones, p.16<sup>21</sup>



*This graphic appears to show that the process is linear. However, communities may wish to adapt their GFZ plan as needed.*

To make gun-free zones more effective, an analysis of the arms-related gendered roles that might be at play within and around the zones can reveal who must be given specific attention and how controls (e.g. by police) can be implemented safely and effectively. For example, such an analysis can identify the key stakeholders for trafficking small arms in and out of a neighborhood, and consequently police officers could be trained to identify and check particular groups and develop necessary countermeasures. Women's, men's and youth organizations are important actors in these processes and should be involved in the analysis, planning, programming, implementation and evaluation of gun-free zones.

### GOOD PRACTICE EXAMPLES: GUN-FREE ZONES

**South Africa:** The establishment of GFZs in South Africa was largely a grass-roots movement spearheaded by the non-governmental organization Gun Free South Africa (GFSA). The zones spread throughout the country as an increasing number of locations voluntarily declared themselves gun free. The GFZs were established in accordance with anti-trespassing laws, where individuals carrying a gun could be denied access to privately owned spaces, such as buildings, businesses or institutions that have a GFZ policy. GFZs were enforced and visitors would be asked to leave their guns in locked safes at the entrance. In case there were no locked safes, visitors were advised of the rule and asked not to enter the GFZ. Someone bringing a gun into a GFZ could be prosecuted for a civil offence.<sup>22</sup>

*GFZs are not always government-led but can also be an initiative of the private sector or civil society.*

**Colombia:** Temporary GFZs were established in the Colombian cities of Cali(1993) and Bogotá (1995). The GFZs applied to specific geographical areas and at specific times, such as weekends, holidays and election days. During the end-of-year holiday season in 2009, the GFZ initiatives were expanded to 18 Colombian departments plus the capital city of Bogotá.<sup>23</sup>

*A GFZ can be temporary and limited in time.*

As with other approaches, GFZs are most effective when accompanied by other initiatives. These can include awareness-raising campaigns and PDE (see above), but also weapons collection and destruction programmes or the revision of national legislation on gun control. GFZs also need to be accompanied by promotion of and investment in armed violence and crime reduction programmes and require sufficient institutional capacity to guarantee their implementation and the safety and security of the population.

#### 4. Victim/survivor assistance

For every person killed with a gun, many more are wounded, resulting in victims/survivors of small arms and light weapons. **Victims** in this context can be defined as “persons who, individually or collectively, have suffered harm, including physical or mental injury, emotional suffering, economic loss or substantial impairment of their fundamental rights”<sup>24</sup> by small arms or light weapons violence. A person may be considered a victim, under this internationally accepted definition, regardless of whether the perpetrator is identified, apprehended, prosecuted or convicted and regardless of the familial relationship between the perpetrator and the victim. The term ‘victim’ also includes, where appropriate, the immediate family or dependents of the direct victim and persons who have suffered harm in intervening to help victims in distress or to prevent victimization.<sup>25</sup>

A **survivor** in the small arms and light weapons context is a person who has been “physically injured, intimidated, or brutalized through violence with a small arm or light weapon.”<sup>26</sup> Survivors are of all genders and ages who have suffered “harm, including physical or mental injury (violently acquired impairments), emotional suffering, economic loss, or substantial diminution of their fundamental rights due to the misuse of small arms and light weapons.”<sup>27</sup> These definitions are very similar and are sometimes used interchangeably. However, the term survivor is generally preferred because it implies agency and resilience.<sup>28</sup>

Despite the millions of people who have been affected by small arms violence, the normative framework on small arms control does not cover survivors. This is why civil society continues to lobby for the rights and needs of gun violence survivors to be addressed, as underpinned by analytical and lobbying work, advocacy and research. The goal is to include survivor assistance – which includes emergency and continuing medical care, physical rehabilitation, psychological and social support, access to justice and economic reintegration<sup>29</sup>– as an integral part of the legal, political and institutional framework at the local, national, regional and international levels, including in national small arms and light weapons coordination bodies.

Although men are more often direct victims and survivors of armed violence, the consequences of armed violence mean others are also victimized. For instance, small arms misuse creates a significant burden of care. The Surviving Gun Violence Project observes that, after permanently disabled victims of gun violence are released from hospitals and rehabilitation programmes (where they exist), social norms dictate that the major burden of their care falls on the shoulders of women and girls as part of their domestic responsibilities. This has significant consequences: in many instances, unpaid caregiving work is “undervalued, unpaid or underpaid, and unrecognised; yet caregiving has clear economic, health, and human rights implications for both the recipient and the carer. To protect caregivers’ health and wellbeing, caregiving should be linked to the health system, from primary through to tertiary care. Beyond financial considerations, caregiving can lead to vicarious trauma; carers themselves should have access to psychosocial assistance and respite care.”<sup>30</sup>

Survivor assistance therefore should:

1. Undertake an analysis of what the injury and change in role means for the survivor as well as for their family and community.
2. Undertake a needs assessment for both the survivor and their caretakers. Access to services, justice mechanisms and economic opportunities for all survivors, according to their respective needs, without discrimination based on gender or age, is essential.
3. Do no harm’ is key for survivor assistance: survivors are likely traumatized, and it is important that they receive professional treatment that avoids re-victimization during the assistance process. Survivors of sexual violence should be given particular attention.

4. Consider that women and girls are disproportionately affected by the burden of care of male survivors, with several implications<sup>31</sup>:
- The health of women and girls can be affected.
  - Access to education is often hampered.
  - They often simultaneously take on the burden of care for their injured family members and become the main breadwinners in their families, which is especially difficult where women traditionally have less access to paid labour and rights (e.g. to land use and property).

Survivor assistance can be provided by the government, United Nations and humanitarian and non-governmental organizations. Self-help groups and organizations have formed in many countries. They can be led by survivors themselves or civil society organizations and can also partner with governmental institutions in cooperation with international and regional organizations. Survivors may wish to become agents of change for their families and communities, based on their experience of armed violence.

Such assistance recognizes and accompanies changes in gender roles in the family or larger community (for example, because the former male head of household cannot provide an income and female members of the household consequently assume income-generating activities that also give them more power over the household management). If channeled correctly, survivor assistance can assist with transforming gender roles towards more gender equality.

#### GOOD PRACTICE EXAMPLES: SURVIVOR ASSISTANCE INITIATIVES

**Jordan:** In Jordan, Un Ponte Per, a non-governmental humanitarian organization, organized group activities such as “sport and music to reach men who may be hesitant to receive one-on-one psychological counselling sessions and foster a sense of trust that can lead to their increased participation in additional activities”.<sup>32</sup>

**United States of America:** The Everytown Survivor Network, based in the United States, is a nationwide community of survivors working together to end gun violence. Their SurvivorsConnect peer support program provides survivors with trauma-informed programs and training, access to mental health counseling and other resources on coping with the aftermath of gun violence.<sup>33</sup>

Key questions for gender-responsive survivor assistance programming:

- » What gender analysis underpins the programme/network? What ideas of gender roles does it challenge or reinforce?
- » How is survivor assistance (where it exists) organized?
  - Is gender-based violence considered and addressed?
  - Is it governmental or civil society-led?
  - Is there funding for long-term care?
  - What proportion of survivors are being served?
  - What are the main barriers to serving all survivors?
- » Who are the main stakeholders? How are they involved?
- » Do women, men, girls and boys all have access to survivor assistance according to their needs?
- » Does the economic recovery assistance promote positive masculinities and non-stereotyped activities? Is it inclusive of those with disabilities?
- » Who shares the main burden of care?
  - Does survivor assistance empower caretakers?



**ANNEX****Activity 44: Caregiving work****5. Community Violence Reduction**

Concepts of security should include space for the different experiences and definitions that women, men, girls and boys may have of what makes them feel safe. For many, community security is not merely the absence of violence, but rather the establishment of conditions for sustainable peace, such as inclusive governance, respect for the rule of law, and the elimination of threats of violence. Failure to address the needs of all members of society can impede social cohesion and economic development and exacerbate tensions that could lead to (armed) conflict.

Community violence reduction (CVR) programmes share the goal of “reducing armed violence and sustaining peace.”<sup>34</sup> CVR programmes are related to DDR and flexible, not following standard templates, and “[focus] on armed elements or people vulnerable to recruitment by armed actors trying to engage them in a way that shifts the interest of community towards a peaceful existence and away from armed struggle.”<sup>35</sup> CVR may also include small arms measures, including weapons and ammunition management efforts, and the collection, disposal and/or destruction of small arms and light weapons. Therefore, CVR can play a key role in eliminating enablers of armed violence and addressing some of the conditions which may drive the demand for small arms.

Given their focus, community engagement, especially of women and women’s organizations, is key in developing and implementing these programmes. CVR programmes should also build on work underway in other related fields such as conflict prevention, peacebuilding and public health. CVR programmes therefore can include: (transitional) weapons and ammunition management; short-term employment; skills and job training; educational outreach; psychosocial support; and gender transformative projects addressing women’s empowerment, CRSV and prevention of GBV.

Addressing the proliferation of illicit small arms through CVR programmes should be gender-responsive by ensuring that women are equal participants in programme design and implementation. CVR can also address gender norms, including harmful masculinities that perpetuate the proliferation of small arms.

**GOOD PRACTICE EXAMPLE: CVR IN CENTRAL AFRICAN REPUBLIC**

The UN Multidimensional Integrated Stabilization Mission in the Central African Republic (MINUSCA) has undertaken CVR projects to target areas of local conflict or at risk of conflict to create space for dialogue and to offer alternatives to violence. It has offered vocational training for former members of self-defense groups and other community members and distributed kits to support the start of income-generating activities.

For instance, when COVID-19 hit, it supported CVR beneficiaries in the production of personal protective equipment (PPE), which leveraged the capacities of ex-combatants and community members in building critical health responses to the pandemic.

1,100 beneficiaries (including 504 women) in Bangui’s 3<sup>rd</sup> district have benefitted from MINUSCA’s CVR projects since 2020.<sup>36</sup>



## UNIT 10

# Measuring impact and progress: Gender-responsive monitoring, evaluation, reporting and learning



**This unit does not focus on monitoring, evaluation and reporting concepts broadly,<sup>1</sup> but rather sets out requirements for gender-responsive monitoring, evaluation, reporting and learning in small arms control interventions. Monitoring, evaluation and reporting should be carried out for all activities, including the design of a small arms national action plan (NAP) and its implementation to ensure that the effectiveness of the NAP can be measured.**

This unit also sets out tools to monitor, evaluate, report and learn using gender analysis as a key component to elaborate on gender-specific indicators and disaggregated data. The integration of gender dimensions during this process allows practitioners to measure progress in line with an accountability framework, ensuring that small arms control interventions are holistic and inclusive and therefore more effective.



#### **NOTE TO TRAINERS**

Complementary to this unit is Unit 3 on data collection, surveys and gender analysis in small arms contexts. This unit should be utilized as standard practice alongside all other units in this manual. Equally, the other units in the manual can provide a framework of knowledge for the elaboration of monitoring, evaluation, reporting and learning mechanisms.

Even if a programme or small arms NAP does not contain gender considerations or has excluded gender dimensions from its planning phases, gender-responsive monitoring, evaluation and reporting can serve as a tool to ensure implementation employs a gender perspective.

### **LEARNING OBJECTIVES**

- » Understanding of the need for and importance of gender mainstreaming across all levels of programme monitoring, evaluation, reporting and learning.
- » Ability to develop gender-responsive monitoring, evaluation, reporting and learning processes for small arms control initiatives.

### **KEY MESSAGES**

- » Integrating a gender perspective into the monitoring, evaluation, reporting and learning of small arms control initiatives allows for more accurate and comprehensive measurement of the results and therefore effectiveness of the efforts. It also strengthens national capacity to identify the needs of different stakeholders while ensuring small arms and light weapons (SALW) control interventions are nondiscriminatory and enhance gender equality.
- » It is important to allocate sufficient resources for robust monitoring, evaluation, reporting and learning processes, including the development of gender-sensitive indicators, in order to ensure gender-responsive outputs.
- » Gender-responsive monitoring, evaluation, reporting and learning should engage a diverse range of stakeholders through consultations and participatory processes, thus enhancing national and local ownership.
- » Effective monitoring and evaluation processes contribute to the creation and collection of disaggregated data, which allows for a project's impacts and achievements to be tracked.

## MAIN THEMES

### 1. Conceptual elements

#### *Why gender-responsive monitoring, evaluation and reporting?*

#### **MOSAIC 4.40: Monitoring, Evaluation and Reporting**

**Monitoring** is a continuous process of gathering and interpreting information. It is usually an internal management process. Its main purpose is to maintain up-to-date data to allow managers and other interested parties to track progress against stated objectives and commitments.

**Evaluation** is a method of objectively assessing the relevance, efficiency, effectiveness, sustainability, performance and impact of a programme or policy, either in its entirety or focusing on specific elements and issues. Evaluations may be undertaken during the lifetime of programmes (often known as reviews) but are most frequently carried out at the end of a programme to assess its impact and to learn lessons for similar programmes in the future. Evaluations are periodic and can be done internally (by the implementer), externally (by an outside individual or entity) or participatory (by all concerned stakeholders).

**Reporting** refers to the compilation and delivery of information and analysis to specific users (for example by programme staff to managers or by states to the general public and international institutions), generally to an agreed format and schedule. It does not refer to the process of collecting, interpreting and storing information – all of which are crucial elements of monitoring. In relation to SALW control, reporting may occur following routine monitoring of programmatic activities or after evaluations.

Measuring progress through a gender-responsive approach is critical to show where an initiative or policy stands, who has benefitted and who is missing, how much remains to be accomplished, how activities and outputs are contributing to the overall objective of a programme, and where more efforts are needed, including towards the achievement of gender equality.

In the small arms context, gender-responsive monitoring, evaluation, reporting and learning can help stakeholders better understand how small arms control initiatives produce different impacts for people by sex, age, race, social status, living environment, etc. It can also enhance implementers' capacity to assess how well small arms control programmes are addressing both the causes and effects of small arms proliferation and armed violence.

**Good practices in monitoring, evaluation, reporting and learning can play a key role in making small arms control more gender-responsive and thereby more effective, sustainable and successful.<sup>2</sup>** Each phase of a given SALW control project provides opportunities to monitor and evaluate activities, and to report on and learn from experiences to make SALW control interventions gender-responsive and accountable to all stakeholders. Monitoring, evaluation, reporting and learning processes should be designed in a gender-responsive way:

1. Use gender analysis as a baseline to identify the gender inequalities, constraints, opportunities and unintended consequences that can contribute to or affect those benefiting from an intervention, as well as issues that may affect programme outcomes.
2. Processes should be inclusive, comprehensive, context-sensitive and intersectional.<sup>3</sup> They should provide opportunities at all stages for the diverse perspectives of women, men, girls and boys.
3. Include gender-sensitive indicators in monitoring and evaluation systems and use and produce disaggregated data (particularly if a programme is unable to conduct a thorough gender analysis) by sex and age as a minimum.<sup>4</sup>

### **Designing monitoring, evaluation, reporting and learning frameworks**

Monitoring, evaluation, reporting and learning frameworks should be designed during a programme's planning phase. This planning should include elements such as 1) accountability frameworks; 2) baseline assessments; 3) gender-sensitive indicators; and 4) resource allocation.

#### **Accountability frameworks**

An important element of monitoring, evaluation, reporting and learning is accountability, or measuring how different project stakeholders act on the responsibilities they have accepted. Accountability refers to the obligation to “demonstrate that work has been conducted in compliance with agreed rules and standards or to report fairly and accurately on performance results vis-à-vis mandated roles and/or plans”.<sup>5</sup> In other words, accountability means that all parties involved in arms control initiatives do what they said they would do, ensuring responsibility for commitments made or actions undertaken. This also applies to the agreed actions covering gender-sensitive components.

An accountability framework lists the commitments made, the actions that will be taken, the monitoring and reporting mechanisms agreed upon, and the review processes which apply to a project or initiative. Adopting an overarching framework encompassing these components helps to define who is accountable, what commitments and actions they are accountable for, and what monitoring and reporting mechanisms enable them to be held to account.

Monitoring, evaluation, reporting and learning can make gender-responsive small arms control interventions accountable to a range of stakeholders, including partner governments; donors; local beneficiaries; senior management; and taxpayers that contribute to development budgets.<sup>6</sup> Examples of accountability are as follows:

- » National coordinating mechanisms and implementing organizations should openly establish the expected impacts of any small arms programme with the population involved.
- » Donors and other resource providers should be accountable to the recipient country or organizations for the quality of assistance in terms of:
  - Timeliness of the assistance
  - Meeting the actual needs and priorities of the recipient country/organization
  - Avoidance of unnecessary restrictions and reporting requirements
  - Harmonization of policies, procedures, planning, reporting and reconciling with entities responsible for implementing the Women, Peace and Security (WPS) agenda and other relevant agendas.
- » Recipients of resources and implementers/implementing partners should be accountable to the provider(s) of resources for the management of those resources and the results achieved, including ensuring gender responsiveness.

#### **Baseline assessments**

Baseline assessments play a crucial role prior to the initial phase of any project or intervention and can serve as the basis for a monitoring, evaluation and reporting framework. A baseline assessment provides information on the situation which the intervention aims to change, and “provides a critical reference point for assessing changes and impact, as it establishes a basis for comparing the situation before and after an intervention, and for making inferences as to the effectiveness of the programme, policy or initiative”.<sup>7</sup>

#### **SEE UNIT 3**

Baseline assessments should encompass comprehensive analyses of the country's context, including security needs, perceptions and priorities, as well as the governance capacities that respond to these. It should also assess gender-specific aspects of the context, such as the level of women's participation in small arms control; rates of armed gender-based violence (GBV); and existing programmes and their level of gender-responsiveness. All data should be sex-disaggregated at a minimum.



*A baseline assessment should ensure that the same type of data can be collected after the intervention in order to compare the results and assess the extent of change, or lack thereof.*

Sources of information for baseline assessments include official statistics, previous survey results, existing qualitative research, journal and newspaper articles and small arms surveys. It may also be necessary to conduct one's own baseline research on specific campaign issues or campaign methods and tools, particularly if there is limited existing data and information. In this case, baseline research could include a range of strategic planning exercises, including formative situation analysis, stakeholder analysis and resource mapping.

The better the quality of the baseline assessment, the more targeted and tailored a planned intervention can be.

### **Gender-sensitive indicators**

#### **What are indicators?**

Indicators are quantitative or qualitative factors or variables that measure achievements, help reflect changes and assess any performance connected to an intervention.<sup>8</sup> Indicators should be clear and concise and selected for feasible data collection. Which indicators and methods of measurement to use should be agreed on as part of the basis for a monitoring, evaluation and reporting framework.

Gender-responsive indicators, designed to periodically measure changes in the status and role of men and women during an intervention, are central to the monitoring and evaluation of small arms control programmes. It is important to formulate, measure and analyse indicators that consider the needs, priorities and opportunities of different actors to monitor progress in achieving the aims of a small arms control programme.

Gender-responsive small arms control indicators serve to:

- » Determine how far and in what ways small arms control programmes have met their gender objectives and achieved results
- » Assess the impact of changes or interventions that address gender-related barriers in preventing small arms control proliferation, trafficking and misuse
- » Alert small arms control implementers to any undesired consequences of an intervention by demonstrating if any aspects of the programme implementation benefit one gender group more than another or create/increase negative results for one social group.

There exist numerous types of indicators for monitoring and evaluation. Here are some of the most common that can be used for the assessment of gender-responsive small arms control programmes:

- » Custom indicators: Especially designed for the project and aimed at measuring progress in line with the project's purpose and goals. This type of indicator must be tested before use.
- » Standard indicators: Pre-designed indicators that can be aggregated across projects and sectors, such as data from national or international databases or global Sustainable Development Goals (SDGs) indicators. It is encouraged for existing indicators to be used, and for data collection to be undertaken in cooperation with national statistical commissions, wherever possible.

Other indicators:

- » Performance Indicators: Measures of project impacts, outcomes, outputs and inputs (policies, human resources, materials, financial resources) that are monitored during project implementation to assess progress towards the project's objectives. They are also used later to evaluate a project's success.



#### NOTE TO TRAINERS

Performance indicators are also commonly used for the development of monitoring and evaluation mechanisms. The MOSAIC guidance on monitoring, evaluation and reporting includes a comprehensive list of performance indicators that can be used for reference to develop gender-responsive small arms control indicators.

- » Impact indicators: These measure the long-term impact of program interventions (e.g. prevalence of violence against women and girls in the community).
- » Process indicators (outputs): These are used to monitor the number and types of activities carried out. For example, the number and types of services provided; the number of women/men trained; the number and type of materials produced and disseminated; and the number and percentage of female/male beneficiaries consulted.
- » Results indicators (outcomes): These are used to assess whether the activity has achieved the objectives or expected results. For example, selected indicators of knowledge, attitudes and practices measured by a survey; and perceptions of survivors.

Indicators can be quantitative or qualitative. **Quantitative indicators** are indicated in the form of numbers, such as units, prices, proportions, percentages, rates of change and ratios. For example, sex-disaggregated data collected on the proportion of women that took part in a weapons collection programme or percentage of weapons collected from female ex-combatants; and number of female staff who were at weapons-collection and registration sites.<sup>9</sup> **Qualitative indicators** are reported in narrative form, in statements, paragraphs, case studies and reports. For example, gender-focused questions on the types of men's and women's contributions to disarmament schemes, such as: are women involved in the strategic organization of the programme; are they active participants at the negotiation table; are they providing logistical support; are they members in the armed forces and the police, etc.



#### NOTE TO TRAINERS

Indicators are neutral, for example, "Number of female participants". An increase in that indicator (e.g. "at least 25% female participants") is called a target. While targets often refer to a specific outcome that is a behavioral change (e.g. increased women's meaningful participation - both qualitative and quantitative - in a weapons collection programme), indicators allow progress towards such targets to be measured.



Indicators should be contextualized to allow progress to be measured. For example, if a project aims at raising awareness of domestic armed violence among parliamentarians, indicators could include:

	QUANTITATIVE INDICATORS	EXPECTED TREND OR TARGET	QUALITATIVE INDICATORS
<b>Immediate and intermediate outcomes</b>	Number of immediate protective measures taken to assist victims of domestic violence	+	What types of protective measures have been introduced (legal aid, financial assistance with lawsuits, housing assistance, shelters, police guidelines, NGO reports, etc.)
	Number of domestic violence reforms passed	+	How effective is legislation banning different forms of domestic violence (intimate partner violence, etc.)
	Number of international instruments ratified and enacted on laws to protect women from violence, e.g. Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW)	+	Have parliamentarians reported on the way the country has followed recommendations and reported to relevant international instruments, e.g. CEDAW, Arms Trade Treaty (ATT), UN Programme of Action to Prevent, Combat and Eradicate the Illicit Trade in Small Arms and Light Weapons in All Its Aspects (PoA)
	How many parliamentary groups have been created in order to address issues relating to SALW and GBV or intimate partner violence	>1	Is representation and meaningful participation of disadvantaged groups ensured in parliamentary processes?
<b>Impact(s)</b>	Conviction rates for domestic violence and femicides	-	Change in gender norms of masculinity



*Indicators should accurately measure or estimate the contribution of a given small arms intervention and ensure that causality runs from the intervention to the outcome. This helps to answer the question, “to what extent can changes in outcomes be attributed to a particular intervention?”*

### Developing gender-responsive indicators

Tracking progress of a gender-responsive SALW control programme will require gender-sensitive indicators. **Gender-responsive indicators** are those that measure understanding of gender roles and inequalities and encourage equal participation in small arms control, including equal and fair distribution of benefits. Gender-responsive indicators are often used to support efforts that transform unequal gender relations to promote shared power, proper allocation of resources, decision-making, and support for women’s empowerment. This contrasts with **gender-blind indicators**, which do not contain the gender angle needed to assess the different roles and diverse needs of women, men, girls and boys. They ignore or fail to take gender into account or fail to acknowledge context-specific gender dynamics.

For instance:

GENDER-BLIND INDICATORS	GENDER-RESPONSIVE INDICATORS
<b>Incidence of armed crime</b>	Number of victims of gender-based violence disaggregated by gender and age
<b>Prosecution statistics on violations of civilian gun possession and usage laws</b>	Legal provisions for the seizure/surrender of firearms and licences when firearms are used (or threatened) in acts of domestic violence
<b>Percentage of budget allocated to training and capacity-building of armoury personnel</b>	Number of awareness-raising sessions/hours on the gender impacts of the proliferation and misuse of small arms and light weapons
<b>Development of an NAP for SALW control through broad stakeholder involvement</b>	Percentage of organizations working on women's promotion/protection involved in the development of the NAP on SALW control
	Changing public attitudes and perceptions as measured by the Small Arms Survey
	Percentage of men and boys reporting to have experienced rape, sexual abuse or assault in their lifetime

Monitoring and evaluation will use these gender-responsive indicators to verify that:

- » Gender-specific risks have been adequately and equitably addressed
- » Different demographics and social groups are represented in all aspects of the initiative — design, implementation, monitoring, evaluation, reporting and learning — in a balanced and equitable manner
- » The benefits of the initiative are shared equally among women and men.<sup>10</sup>

Below is a list of steps to be considered when developing gender-responsive indicators that will be incorporated into monitoring, evaluation and reporting frameworks of small arms control initiatives:

1. *Conduct a gender analysis to identify gender-related issues within the small arms control programme context.* Are women and men benefitting equally from small arms control interventions? How are women and men of different ages and backgrounds impacted by small arms proliferation, trafficking and misuse? What roles do women and men play in small arms control? Once gender-related issues are identified and analysed, small arms control implementers are well placed to design indicators to track those issues over time.
2. *Identify measures within the initiative that could demonstrate the mitigation or removal of gender-based constraints or a change in the relationship or roles of males and females over time.* Is the national SALW control commission gender balanced? What positions do women occupy within the commission? Are civil society / gender experts part of the small arms control coordination mechanism?
3. *Aim to measure the root causes of inequality in small arms control programmes.* Based on the findings of the gender analysis and baseline assessments, identify the causes of unequal women's and men's participation in small arms control initiatives.
4. *Disaggregate data by sex and age, then create separate targets for women and men of different ages and backgrounds.* Check assumptions: Would an intervention targeted at vulnerable communities benefit all community members equally?
5. *Identify where more information is needed and how this information can be obtained.* Has a gender analysis of small arms control contexts been conducted? Were women-led organizations and organizations working on youth consulted?

6. *The quality of information gathered is as important as the quantity. Gender-responsive indicators should measure quality (qualitative), not just quantity (quantitative).* Gender-responsive indicators aim to assess increases in access and equality. This means for example that measuring participation of women is not enough; data also needs to capture the level of participation and whether those participating took part in decision-making.



#### NOTE TO TRAINERS

The elaboration of gender indicators must be supported by a comprehensive gender analysis and a review of methods, surveys and tools for sex- and age-disaggregated data collection; therefore, it is highly recommended to combine the discussion on indicators with Unit 3 on data collection, surveys and gender analysis.

#### Resource allocation

##### SEE UNIT 7

Gender-responsive monitoring, evaluation, reporting and learning requires both human and financial resources. Therefore, it should be built into the timeline and budget of small arms control initiatives. Budgets in particular should ensure the allocation of appropriate resources to gender-sensitive monitoring, evaluation and reporting processes, taking into account their extent and frequency, as well as the size, duration and complexity of small arms control interventions. Also, appropriate and proportionate resources should be allocated to evaluation processes, according to the complexity of the context and the scope of the intervention. Furthermore, at the organizational level, budget must be allocated to allow learning and reflection to occur and for accountability measures such as reporting to be valued and supported.

## 2. Tracking progress and following up: Making monitoring, evaluation, reporting and learning gender-responsive

Once some of the complementary elements of an effective monitoring, evaluation, reporting and learning framework are in place, the focus can shift to the processes themselves and how to implement them in a gender-responsive manner.

### Monitoring

Monitoring is an internal function carried out by programme staff, at least some of whom should be women. It is a crucial process of continuously gathering and interpreting internal information and should be ongoing and active to enable programmes to be adjusted and adapted as needed at any point during the implementation phase.

Tracking progress is key in determining how a small arms control intervention affects the experiences, behaviors, needs and potentials of 'beneficiaries' in a way that is gender-responsive and accountable, in line with international and national commitments. Tracking also needs to take an intersectional perspective, considering differences among individuals and social groups, such as children, adolescents, youth and adults of both sexes, as well as different ethnic, religious, geographical, political, caste and/or class/income groups.

All programmes need to monitor progress towards results and identify what is working and not working. It should be clearly articulated who is responsible for monitoring gender indicators and when they are responsible for it, and outcomes should feed into the overall monitoring, evaluation, reporting and learning framework. This process includes:

- » Collection of sex-disaggregated and gender-sensitive data
- » Reflection with implementing partners and key stakeholders to identify needs and gaps, roles and responsibilities, and implementation challenges
- » Continuous decision-making based on evidence gathered, which allows for the refinement of the initiative.



### NOTE TO TRAINERS

Monitoring must not be confused with reporting, although the latter requires a certain level of monitoring. Reporting refers to the compilation and delivery of information and analysis to specific stakeholders (generally in an agreed format and on schedule); monitoring encompasses a substantial process of information collection, interpretation and storage while conducting activities .

#### Key monitoring questions:<sup>11</sup>

- » What progress is being made towards delivering the planned outputs? What progress is being made towards achieving planned results (outcomes and impacts)?
- » Are the project activities in line with the objectives of the intervention and responding to expected outcomes and impact? Are these outputs benefitting men and women equally? If not, why?

To ensure that monitoring is gender-responsive, it should be built both into the design and the process. This can be done by considering the following<sup>12</sup>:

#### Design

- » Use gender-sensitive data collection approaches and methodologies and disaggregate data based on sex, age and, where appropriate, other key variables that pertain to the conflict or programme.
- » Ensure objectives and indicators are gender responsive.
- » Measure the long-term impacts and changes related to gender inequality.

#### Participatory process

- » Consider individuals' different needs, positions and access to resources, in order for them to voice their concerns.
- » Reflect on gaps in access, participation, benefits, and performance between different groups.
- » Involve all relevant individuals and social groups in monitoring processes, including information collection and analysis.

#### Evaluation

Evaluation is the assessment of an on-going or completed project, programme or policy, including its design, implementation and results. The aim is to determine the value or significance of an activity, policy or programme in order to improve future small arms policies and initiatives and to provide a basis for accountability.<sup>13</sup> It should be impartial and credible, values that are determined in part by the expertise of the evaluators and the degree of transparency. Further, evaluation processes themselves should ensure a participatory approach that ensures diverse representatives and stakeholders, including beneficiaries, work together in designing, carrying out and interpreting the evaluation.<sup>14</sup>



*While an evaluation entails a comprehensive and/or more in-depth assessment, project 'audits' are also used as evaluations of the performance of an intervention, periodically or on an ad hoc basis, and tend to emphasize operational aspects.<sup>15</sup>*

Evaluations can take place at the beginning, during or on completion of a project. Key evaluation questions could include: was the project delivered as planned? Was the theory of change supported? How have the activities helped in addressing gendered patterns of gun violence? An evaluation can address programme effectiveness, impact, relevance, sustainability, efficiency, appropriateness, coverage, coherence, etc.<sup>16</sup>

Gender-sensitive evaluation of small arms control interventions will consider these criteria through a gendered lens, examining whether gender-specific targets and goals are in progress or were met, in order to measure the impact on gender equality and women's empowerment.

### Evaluation criteria in gender responsive SALW control interventions

Evaluators shall select some or all of the following criteria to guide evaluations:

- » *Effectiveness*: The extent to which a SALW control intervention has achieved its objectives, taking their relative importance into account.
- » *Impact*: The totality of the effects of a given SALW control intervention, positive and negative, intended and unintended, with regards to gender equality.
- » *Relevance*: The extent to which a SALW control intervention conforms to the needs and priorities of target groups (women, men, girls and boys, etc.) and the policies of recipient countries and donors.
- » *Sustainability*: The continuation or longevity of benefits from a SALW control intervention after the cessation of budgetary allocation or donor assistance.
- » *Efficiency*: The extent to which the costs of a given SALW control intervention can be justified by its results, taking alternatives into account.
- » *Appropriateness*: The extent to which SALW control inputs and activities are tailored to local needs and the requirements of ownership, accountability and cost-effectiveness.
- » *Coverage*: The extent to which the entire group in need had access to benefits and were given necessary support. Key questions: Did the benefits reach the target group as intended, or did too large a portion of the benefits leak to outsiders? Were benefits distributed fairly between gender and age groups and across social, economic and cultural barriers?
- » *Coherence*: The consistency between development, security, trade, military and humanitarian policies, and the extent to which human rights were considered. Important questions: Were policies mutually consistent? Did all actors pull in the same direction? Were human rights consistently respected?<sup>17</sup>

Gender responsive evaluations should also assess issues of inclusion (whether benefits are fairly distributed by the intervention being evaluated), participation (whether there was balanced participation in the project activities by beneficiaries, decision-makers and agents of change) and fair power relations (whether the initiative empowered disadvantaged groups).<sup>18</sup> Additional criteria can be applied as appropriate.<sup>19</sup> The findings can help determine whether the small arms control intervention has been impacted by, or caused changes in, the existing norms, cultural values, power structure, and the roots of gender inequalities and discrimination in the area of intervention.

## ANNEX

**Activity 42:** Quizzes

**Activity 43:** Monitoring and evaluating a gender-responsive weapons collection programme

### Reporting

Reporting is the presentation of documented results from the monitoring and evaluation processes. Reports should be considered communication tools to be disseminated to a wide range of actors, including communities and local and national authorities.

Different types of reports (status, progress, closure, risk, internal, gap analysis, and those more informal such as meeting minutes), different methods (briefings, fact sheets, newsletters, etc.) and different periodicities (weekly, monthly, quarterly, annual) exist. A key aspect of reporting is identifying what sort of report is needed, containing what information, for whom and by when. This includes, but is not limited to, reports to donors and progress reports to programme managers and key stakeholders.

Reporting on small arms and light weapons typically can happen in three main ways<sup>20</sup>:

1. As part of the monitoring of a SALW control initiative.
2. At the national level, by national actors, mainly for domestic consumption – such as those undertaken by governments and parliaments, often produced on a statutory basis.
3. By national governments in the context of commitments entered into at the multilateral (sub-regional, regional or international) level.

To fulfill reporting commitments in relation to SALW control, States need to make adequate plans, including: the allocation of sufficient human and financial resources; a dedicated point of contact, as applicable; mechanisms to record, collect, collate and disseminate information in a timely and accurate fashion.<sup>21</sup>

#### *Reporting at the National level*

Reporting at national level on implementation of small arms control interventions is important and can be defined as a requirement by national small arms control commissions or mechanisms. For national reporting, States and national parliaments should make available adequate data-gathering and analysis systems to produce periodic reports. To ensure gender-sensitive data is accessible, mechanisms for the collection of information should integrate a diverse range of stakeholders including those working on the implementation of the WPS agenda and gender equality.

#### **GOOD PRACTICE EXAMPLE: GENDER-RESPONSIVE NATIONAL REPORTING**

In 2021, the Mines Advisory Group (MAG), in partnership with the Sierra Leone National Commission on Small Arms (SLeNCSA) and the German Federal Foreign Office, produced a national report called “Partnerships and Progress: Lessons in Effective Arms Control in Sierra Leone”. It provides an overview of Sierra Leone’s progress in implementing its arms control strategy and is aligned with SLeNCSA’s and MAG’s gender mainstreaming policies to ensure gender dimensions are integrated across the report.

The report integrates gender dimensions in three main sections:

- » **Executive Summary:** Outlines gender mainstreaming challenges encountered during project implementation such as limited women’s participation in operational activities, lack of understanding of the gendered impact of SALW proliferation and ensuring that the management of SALW is gender responsive.
- » **Achievements:** Highlights the work of the Sierra Leone Action Network on Small Arms (SLANSA), a non-governmental organization supporting MAG and SLeNCSA, focusing on advocacy, research and communication to understand the complexities of SALW in Sierra Leone. The report includes a section on SLANSA’s support for small arms control interventions by enhancing SLeNCSA’s knowledge to understand the impact of small arms on women. It includes progress on initiatives to work with women’s groups and encourage women to ‘whistle-blow’ when weapons are found. It also mentions the implementation of surveys targeting different groups, “understanding that the SALW issue intersects with multiple socio-economic factors, and that accessing information and data relating to SALW can be a valuable tool in sustained progress”.
- » **Commitments to the Future and Conclusions:** Mentions the gendered impact of armed violence and the importance of women’s participation in arms control as an emerging priority. It also integrates analysis of pertinent international instruments covering gender-based violence provisions such as the ATT and PoA. Finally, it outlines the recommendations of the United Nations Development Programme (UNDP) project Organised Crime: West African Response to Trafficking (OCWAR–T), which was conducted in Sierra Leone from 2019–2023 to advocate at all levels for the equal inclusion of women in SALW control; and it calls for the continued work of organizations such as SLANSA to support national efforts to integrate gender dimensions into SALW control.

### Reporting at the multilateral level

States often make voluntary or obligatory commitments to report under regional and international instruments, such as the PoA, ATT, SDGs, and CEDAW. To fulfill these commitments, information from other national institutions, such as those on women or youth, may be necessary. Often, there are standard guidelines and templates which need to be followed. In the case of the PoA, there are clear opportunities to report on efforts to gender mainstream small arms control.<sup>22</sup>

Based on the type of report, implementers should determine how the reports will be presented, disseminated and used, keeping in mind that they are an opportunity to showcase the impact of gender integration on the overall project, and the impact of the interventions on women, men, girls and boys. Regardless of the report and the method chosen to transmit the information, they should be accessible, logically structured, contain findings backed up by well analysed evidence, and clearly set out any conclusions, lessons and recommendations. Further, the reports should present information in a disaggregated manner. Both women and men must be equally consulted and involved in drafting the reports to reflect the gendered impacts fairly and effectively.

The level of complexity of reporting on gender-responsiveness can be determined by whether gender elements were considered during, amongst other things, the evaluation questions, data collection methodologies, tools, data analysis techniques, monitoring and evaluation indicators, timeline and budget. While reporting on quantitative information aids comparison, qualitative information helps to capture the more complex and less quantifiable impacts, causes and effects of small arms control interventions on gender.

#### Key reporting questions:

- » How will the results be communicated to the stakeholders? Has a diverse range of stakeholders been considered, including those working more broadly on development policy?
- » What are the key results and how do they compare with the targets? Were gender-responsive indicators assessed and analysed, and their targets met?
- » How has the small arms control intervention affected the women, men, girls and boys in the target community? Are these differences included in the report?
- » Do the findings, conclusions, and recommendations reflect gender analysis and explicitly address the gender-responsiveness and gender-related performance of the project?
- » Has the small arms control project established mechanisms to share the project results and showcase advances towards achieving gender equality?

When actually drafting a report, small arms control authorities and other related entities should be sensitive to the following:

- » *Select information sources that ensure inclusive and balanced gender perspectives.* This allows small arms control actors to accurately reflect social dynamics around small arms proliferation, trafficking and misuse and the actions, views and concerns of all genders. Including the perspectives of female experts in their fields is especially important, particularly in areas traditionally dominated by men.
- » *Suppress gender stereotypes.* The way reports are produced plays a significant role in shaping public perceptions about the roles that women and men can play in small arms control, which is why it is crucial that reporting is not gender blind and further avoids and/or challenges gender stereotypes.<sup>i</sup> It is vital that reports strive to reflect a holistic and realistic view of people of all genders and move away from any gender-based assumptions. For instance, try to avoid reporting on certain small arms control roles or jobs as only held by women or men respectively – for example, referring to informants in weapons collection or

<sup>i</sup> A gender stereotype is a preconceived idea where women and men are assigned characteristics and roles determined and limited by their gender. (UN Women Training Centre. Gender Equality Glossary. <https://trainingcentre.unwomen.org/mod/glossary/view.php?id=36&mode=letter&hook=G&sortkey&sortorder&fullsearch=0&page=2>)

disarmament programmes as women, or to those not involved in programmes on gender-based violence reduction as men. Further, be sensitive to and avoid any double standards in the gendered use of images, especially ones that emphasize women as observers and listeners and men as action-oriented speakers.

- » *Use gender-inclusive language.* Gender-inclusiveness does not necessarily mean eliminating gender, but rather using language that is balanced in its treatment of different genders and avoids bias toward one sex or social gender. For instance, abstain from using ‘he’ as a generic pronoun and use ‘they’ instead (e.g. ‘Every police officer should carry their own weapon’). In languages with grammatical genders, the use of pronouns is important for achieving gender neutrality (e.g. ‘el/la armero(a)’ for ‘gunsmith’ in Spanish or ‘le/la superviseur(e)’ in French for ‘supervisor’). Also, use gender-neutral words when describing a job or career (e.g. ‘chairperson’ instead of ‘chairman,’ ‘police officer’ instead of ‘policeman’).
- » *Cover gender-equality issues as an important and integral part of reporting on small arms control issues.* It is not only important that reports are gender sensitive and include analysis of sex and age disaggregated data, but they should also be used as an opportunity to raise awareness about the impacts of small arms control to support gender equality efforts. For instance, reports could showcase how an initiative has positively impacted the engagement of women, women’s organizations and youth, including outcomes or results on progress towards the WPS or Youth, Peace and Security agendas; and/or make recommendations on strategies and next steps to actively support interventions on issues such as sexual violence, discrimination and women’s rights.

Overall, for gender-responsive reporting, it is important for those in charge to strive to:

- » Equally capture the impacts of the small arms control initiatives on women and men in each of the areas examined.
- » Reflect issues of particular importance to women’s lives, for instance, the economic impacts of small arms control proliferation and armed conflict in general.
- » Give special consideration to including a diverse range of voices, particularly the least visible in society (for example, people with disabilities and older women).
- » Consider a range of gender issues.
- » Seek the expertise of women, women’s organizations and gender focal points to include comprehensive approaches and see whether there is an alternative interpretation or more significant information to be reported.
- » Represent all genders equally in the visual and multimedia aspects of the report.



## Reporting structure inclusive of gender considerations

In addition to an executive summary, a report should cover the following:

### a. Introduction (objective, context, introduction to the team, description of the intervention, methodology)

The context should strive to include:

- A gender analysis of small arms proliferation, trafficking, use and misuse. For instance, recognize the gender aspects of firearms ownership including perpetrators and victims of different types of violence (sexual and domestic among others) and the different attitudes of women and men towards weapons.
- of any formal commitments and agreements to which the country is party and which relate to the participation of women and youth in the control of small arms and light weapons or the reduction of armed violence.

The methodology should reflect:

- A description of the different methods and tools used for the collection of information, including whether sex and age disaggregated data was considered and how this will be presented.
- The data sources used to gather information including any gender focal points and the organizations working on gender-related issues that have been consulted.
- The numbers of women and men participating in the data collection processes who were consulted.
- Mention of any gender gaps and challenges encountered.
- Definitions of key terms on gender including different types of gender-based and sexual violence.
- The evaluation criteria employed to identify any gender needs, interests and challenges.

### b. Findings/outcomes (what happened and why)

- Analysis of the intervention's performance and achievements against specified stated objectives, including gender-related outcomes and any guiding research questions – in essence, what happened, and why.

### c. Conclusions (achievements and problems)

- Integration of gender-related results and impacts as part of the summary conclusions, as well as a summary of gender challenges encountered and potential reasons.
- Mentions of any cross-cutting issues assessed such as youth, human rights, inclusivity, etc.

### d. Lessons learnt

- Key lessons that may have emerged during the implementation of the programme and/or its monitoring and evaluation.

### e. Recommendations

- Specific and varied recommendations drawing on the conclusions of the evaluation and lessons learnt. These can be targeted to specific actors, such as stakeholders working on the promotion of women in the security sector or on the prevention of gender-based violence.

### f. Appendices

- Surveys used, stakeholders consulted, sex- and age-disaggregated graphics developed to analyse the results, terms of references and other programme documents, as relevant.
- Photos to illustrate the project implementation, including gender-balanced images.

Once the draft report has been reviewed by the relevant authorities, it may be circulated for review to other key stakeholders. Making a list of who will receive it, and ensuring that a variety of experts and institutions are considered, will facilitate a multidimensional analysis and can help to cover areas that small arms control experts may overlook. It may also stimulate action-oriented and coordinated responses to the issues raised.

Whether the national authority decides to make the information public or not, it is good practice to provide some level of information to the wider SALW control community for learning purposes, and to the general public for reasons of accountability. In most cases some form of the report should be issued publicly, whether in full or in summary.

### **Learning**

Learning is a continuous process “designed to reflect on how and why activities and particular approaches are being undertaken” and to ask “key questions relating to the programme’s achievements but also identify the factors and causes that contribute to those achievements (or non-achievements).”<sup>23</sup> Monitoring, evaluation and reporting processes can be used to provide lessons about interventions, which may be taken on board to redesign interventions during their lifetime, or to design more effective strategies and policies in the future.<sup>24</sup>

Learning activities can be either formal or informal, and structured or unstructured. Some exercises that can be used are:

- » *After action review*: An analysis of an activity to reflect on what went well, identify areas of improvement, and propose concrete recommendations for similar activities in the future.<sup>25</sup>
- » *Lessons learned study*: An in-depth analysis of a specific process with the objective of drawing lessons to improve the relevance, efficiency and effectiveness of subsequent processes.
- » *Peer review*: An informal assessment conducted in cooperation with another entity, often used to assess a common policy or programme from an ‘outsider’ viewpoint.

Information for these exercises should be gathered during the monitoring and evaluation process. Frequently, lessons highlight strengths or weaknesses in preparation, design, and implementation that affect performance, outcome and impact. Similar to the ways in which gender needs to be incorporated into the monitoring, evaluation and reporting processes, the learning exercises should be gender mainstreamed. This can be done by considering a number of questions, for example:

- » *How has the context changed, and what does this mean for programme management, risk management and conflict sensitivity? Do new gender dynamics underpin gun violence, and are activities still relevant?*
- » *What can be learned from recent programme activities? For instance, were any barriers encountered in trying to enhance women’s participation? If so, were any effective mitigating measures put in place?*
- » *According to what we have learned, what changes should be made to programme work plans? To what extent do planning activities and baselines need to be revised, in light of the new dynamics?*

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