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GENDER RESPONSIVE SMALL ARMS CONTROL IN THE DECADE OF ACTION FOR THE SDGs

Accelerating Action for Global Violence Reduction

PATHFINDERS

FOR PEACEFUL, JUST AND INCLUSIVE SOCIETIES

HOSTED BY THE NYU CENTER ON INTERNATIONAL COOPERATION

About this Action Paper

The Action Paper is based on extensive analysis of existing research as well as expert consultations and draft reviews, conducted from August 2019–February 2021. A preliminary conference version of the Action Paper was first published in February 2020 at the Gender Equality Network for Small Arms Control (GENSAC) Launch Conference hosted by the German Federal Foreign Office in Berlin. The December 2020 version of the Action Paper has been revised and updated to incorporate the outcomes of that conference and insights from practitioners gathered through the GENSAC 2020 webinar series, as well as further research and consultations conducted during 2020.

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The Action Paper was prepared by Dr. Fairlie Chappuis on behalf of Pathfinders for Peaceful, Just and Inclusive Societies, a group comprising UN member states, international organizations, global partnerships, civil society, and the private sector that work to accelerate the delivery of the SDG targets for peace, justice, and inclusion (SDG16+). Pathfinders is hosted by the NYU Center on International Cooperation. The Action Paper has benefitted from the input of David Steven, Daniel Mack, Bojan Francuz, and Farida Nabourema. The analysis, results, and recommendations represent the opinions of the author and do not necessarily reflect the position of any of the organizations or individuals consulted in the process of producing this report.

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About the Pathfinders and the Grand Challenge to Halve Global Violence

The Pathfinders for Peaceful, Just and Inclusive Societies is a group comprising UN member states, international organizations, global partnerships, civil society, and the private sector. We work to accelerate the delivery of the SDG targets for peace, justice, and inclusion (SDG16+). Pathfinders is hosted by the NYU Center on International Cooperation.

The Pathfinders' Grand Challenge to Halve Global Violence focuses on the international community's mandate: to "significantly reduce all forms of violence and related death rates everywhere" by 2030 (SDG16.1). To galvanize action toward this bold and ambitious goal, the Pathfinders are partnering with a variety of national governments, city authorities, international organizations, national and grassroots non-governmental organizations, as well as business and philanthropic groups, to launch and support a Movement to Halve Global Violence by 2030.

For more information, please visit: <https://www.sdg16.plus/peace>

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List of Abbreviations

ATT	Arms Trade Treaty
AU	African Union
AWLN	African Women Leaders Network
CARICOM	The Caribbean Community
CEDAW	Convention on the Elimination of All Forms of Discrimination Against Women
DDR	Disarmament, Demobilization and Reintegration
EU	European Union
GBV	Gender based violence
GENSAC	Gender Equality Network for Small Arms Control
IANSA	International Action Network on Small Arms
ICAN	International Campaign to Abolish Nuclear Weapons
IPV	Intimate partner violence
NAP	National Action Plan
PoA	UN Programme of Action to Prevent, Combat and Eradicate the Illicit Trade in Small Arms and Light Weapons in All Its Aspects
PSSM	Physical Security and Stockpile Management
RECSA	Regional Centre on Small Arms in the Great Lakes Region, the Horn of Africa and Bordering States
SALW	Small arms and light weapons
SDGs	Sustainable Development Goals
UNDP SEESAC	South Eastern and Eastern Europe Clearinghouse for the Control of Small Arms and Light Weapons
UN	United Nations
UNIDIR	United Nations Institute for Disarmament Research
UNLIREC	United Nations Regional Centre for Peace, Disarmament and Development in Latin America and the Caribbean
UNODA	United Nations Office for Disarmament Affairs
UNRCPD	United Nations Regional Centre for Peace and Disarmament in Asia and the Pacific
UNREC	United Nations Regional Centre for Peace and Disarmament in Africa
WAANSA	West African Action Network on Small Arms
WANEP	West Africa Network for Peacebuilding
WILPF	Women's International League for Peace and Freedom
WPS	Women, Peace and Security

Glossary of Key Terms

While there are no universally accepted definitions of gender or its derivative terms, clear working definitions do exist. The following definitions are based on the UN training module on small arms, MOSAIC 01.20: Glossary of terms, definitions, and abbreviations:

Gender	Socially constructed roles, behaviors, activities, and attributes that a given society considers appropriate for males and females. Gender is context- and time-specific and is changeable. Sex refers to the biological and physiological characteristics that are defined as male and female.
Gender responsive	Policies, programs, or activities that are non-discriminatory with regard to sex, equally benefit women and men, and aim at correcting gender imbalances and inequalities.
Gender equality	A state of affairs in which women and men have equal rights, freedoms, conditions, and opportunities to access and control socially valued goods and resources and enjoy the same status within a society.
Gender-based violence	A general term used to capture violence that occurs as a result of the normative role expectations associated with each gender, along with the unequal power relationships between genders, within the context of a specific society.
Violence against women	Any act of gender-based violence that results in, or is likely to result in, physical, sexual, or mental harm or suffering to women.
Small arm	Any man-portable lethal weapon designed for individual use that expels or launches, is designed to expel or launch, or may be readily converted to expel or launch a shot, bullet, or projectile by the action of an explosive. This includes, inter alia, revolvers and self-loading pistols, rifles and carbines, sub-machine guns, assault rifles and light machine guns, as well as their parts, components, and ammunition. In this publication, the terms 'firearm' and 'gun' are used interchangeably with 'small arm'.
Light weapon	Any man-portable lethal weapon designed for use by two or three persons serving as a crew (although some may be carried and used by a single person) that expels or launches, is designed to expel or launch, or may be readily converted to expel or launch a shot, bullet or projectile by the action of an explosive.
Gender responsive small arms control	All policies, programs, or activities at every stage of a small arms control initiative are non-discriminatory with regard to sex, equally benefit women and men, and aim at correcting gender imbalances and inequalities.

Foreword

This revised Action Paper on Gender Responsive Small Arms Control is both a response to this call and a pledge of good faith to accelerate future action to halve global violence and promote equality for all.

GENDER RESPONSIVE SMALL ARMS CONTROL IN THE DECADE OF ACTION TO DELIVER THE SDGs

By Susanne Baumann, Ambassador, Federal Government Commissioner for Disarmament and Arms Control and Director-General for International Order, the United Nations and Arms Control, Federal Foreign Office of Germany

With the severe pandemic currently haunting our planet, it becomes even more obvious that peace, human rights and inclusion need to be the foundation of sustainable development. Meanwhile, sustainable development and the commitment to halve global violence have gained new urgency as the international community confronts the challenge of 'building back better' after the Covid-19 pandemic. Halving global violence is among the most ambitious goals of the 2030 Agenda and is deeply intertwined with the other 16 Sustainable Development Goals. Addressing the violence caused by small arms, light weapons and their ammunition will be critical in meeting these global commitments by 2030. Effective and practical responses must begin with evidence-based strategies that take into account the way that gender dynamics shape both the causes and consequences of gun violence.

The need for more effective small arms control is already at the core of sustainable development, as set down in measurable targets for tackling their illicit use and trafficking within SDG16.4. Yet the effects of the pandemic on gender-based violence remind us that efforts to curb global gun violence will only succeed if practical approaches to implementation fully integrate the connections between women's empowerment, gender equality and violence reduction. Translating the different realities of violence that girls, boys, women and men are facing into regional small arms control makes the measures we take more effective and adequate.

Germany's support for small arms control in the context of the 2030 Agenda has prioritized regionally coordinated approaches, cross-cutting linkages between peace, human rights and sustainable development under SDG16 as well as gender equality and women's empowerment under SDG5. We see the full and equal participation of women in all processes as essential. Germany is proud to support women as agents of change.

In a joint initiative with France, Germany supported partners in the Western Balkans to develop a comprehensive roadmap to control small arms and light weapons in the region by 2024. Gender mainstreaming via gender sensitive measures and the collection of

sex-disaggregated data as well as the inclusion and meaningful participation of women is one of the success factors of this roadmap.

Building on lessons learned and best practices, we have convened cross-regional dialogue formats during our term as an elected member of the UN Security Council. We have also supported the Caribbean Community (CARICOM) states and the Dominican Republic as well as the United Nations Regional Centre for Peace, Disarmament and Development in Latin America and the Caribbean (UNLIREC) in the establishment of a regional roadmap to control small arms and light weapons by 2030 in the Caribbean.

On the African continent, we work closely with the African Union as well as regional organizations in West and East Africa to support the implementation of the Silencing the Guns initiative as well as regional trainings and national efforts to increase security on the continent, also partnering with the African Women Leaders Network.

In the context of our membership in the UN Security Council, we have worked to enshrine small arms control into mandates of peacekeeping operations. During our two-year term in 2019/20, we have illustrated our commitment to supporting practical actions and visible progress by encouraging women's leadership as well as full, equal and meaningful participation in peace processes. Foreign Minister Heiko Maas chaired negotiations that led to the adoption of the UN Security Council resolution 2467 on conflict-related sexual violence. This resolution aiming at strengthening the rights of survivors of such violence also emphasized the necessity to reinforce the implementation of the Arms Trade Treaty. We have also promoted both arms control initiatives as well as a strong gender dimension as part of our engagement in the Alliance for Multilateralism.

Germany's support for small arms control in the context of the 2030 Agenda has prioritized regionally coordinated approaches, cross-cutting linkages between peace, human rights and sustainable development under SDG16 as well as gender equality and women's empowerment under SDG5.

Building on these regional and national-level engagements, Germany's partnership with the Pathfinders is emblematic of its commitment to seek practical ways of accelerating action on violence reduction through gender responsive small arms control. The successful launch of the Gender Equality Network for Small Arms Control (GENSAC), together with the African Women Leaders Network marked a first milestone in the context of the Pathfinder's Grand Challenge on SDG16.1: Preventing Violence and Building More Peaceful Societies. Through online and in person engagement throughout 2020, GENSAC identified best practices and sustained dialogue on violence reduction between disarmament and gender experts. Working at the interface of bottom-up learning, top-down standard-setting and cross-regional exchanges of experience, GENSAC stands ready to support a global cross-regional discussion on gender responsive small arms control that puts peace and safety at the center of efforts for sustainable development in the wake of Covid-19.

With the severe pandemic currently haunting our planet, it becomes even more obvious that peace, human rights and inclusion need to be the foundation of sustainable development.

This Action Paper on Gender Responsive Small Arms Control shows the way forward for gender mainstreaming in the disarmament field, thus contributing to the full implementation of the Women, Peace and Security Agenda.

Revised and updated to reflect the insights and experiences of the community of experts who have nourished its development, the Action Paper sets an agenda for innovative debates. Seven strategies, that together chart a course of action to reduce gun violence through gender responsive small arms control, also bring stakeholders at each level to reflect on how to use the strategy to accelerate their own work. In 2021, the Action Paper will become a key outlet for on- and offline engagement via the official GENSAC website and regional focal points in West and East Africa, Latin America and the Caribbean. Through the development of trainings and research outputs, GENSAC will not only grow local expertise and national participation, but also strengthen regional and multilateral processes for the integration and enhancement of SDG 5 and 16 into small arms and light weapons control processes.

The United Nations Secretary General António Guterres called on all states to accelerate their implementation of the SDGs in order to make the ten years ahead of us a Decade of Action. This revised Action Paper on Gender Responsive Small Arms Control is both a response to this call and a pledge of good faith to accelerate future action to halve global violence and promote equality for all.

Executive Summary

As the United Nations has launched a Decade of Action for Sustainable Development, this Action Paper distills the evidence on how to accelerate action for violence reduction through gender responsive small arms control.

The 2030 Agenda for Sustainable Development calls for steep reductions in global violence, yet the world is not on track to meet this target. Moreover, the health crisis of 2020 will create new setbacks. On current trajectories, projections suggest that levels of lethal violence will increase by 2030, costing 660,000 lives a year.¹ The impacts of the Covid-19 pandemic are likely to exacerbate the drivers of violence and constrain existing capacities for effective response.

Small arms are a major contributor to this global burden of violence, featuring in almost half of all violent deaths that occur worldwide. Addressing the drivers of small arms violence, including their illicit use and trafficking, is essential to accelerating action on the SDGs and halving global violence by 2030 while also building back better from the pandemic.

Gender shapes the causes and the consequences of gun violence. Strategies for small arms control will be most effective if they respond to the different risks that men, women, girls, and boys face from weapons, and if women play a full role in the design and implementation of these strategies.

As the United Nations has launched a Decade of Action for Sustainable Development, this Action Paper distills the evidence on how to accelerate action for violence reduction through gender responsive small arms control.

The first part of the paper reviews what we know about violence, how small arms are used, and the role that gender plays in how people commit, experience, and survive gun violence.

It demonstrates the opportunity to act on gender responsive small arms control, building on the political commitments already made under the 2030 Agenda, the Women, Peace and Security Agenda, the Convention on the Elimination of All Forms of Discrimination Against Women, and the Beijing Declaration and Platform for Action, as well as international commitments to protect human rights.

The need for a gender perspective is increasingly recognized in the global architecture for disarmament, through the UN Secretary-General's Agenda for Disarmament, and through innovations in the Arms Trade Treaty (ATT), the UN Programme of Action to Prevent, Combat and Eradicate the Illicit Trade in Small Arms and Light Weapons in All Its Aspects (PoA), and a call to mainstream gender in the implementation of the United Nations Convention against

Transnational Organized Crime and its Protocols, including the Protocol against the Illicit Manufacturing of and Trafficking in Firearms, Their Parts and Components and Ammunition (Firearms Protocol).

Part two presents seven strategies for turning this opportunity into action that will accelerate the global agenda for violence reduction by 2030, with each strategy illustrated by examples of best practice in action.

STRATEGY 1

Raise awareness about gender equality and its importance

STRATEGY 2

Build the evidence base for results

STRATEGY 3

Champion women's representation and leadership

STRATEGY 4

Turn evidence into action at national and local levels

STRATEGY 5

Link gender responsive small arms control to broader violence prevention efforts

STRATEGY 6

Mobilize finance to support more gender responsive arms control

STRATEGY 7

Share international and regional experience and celebrate progress

These strategies provide a framework to guide the development of regionally, nationally, and locally tailored approaches. Each strategy is people-centered, each must be implemented through inclusive partnerships, and each is linked to broader platforms for prevention. Part three provides a set of self-assessment questions to guide various stakeholders at international, national, and local levels in applying these strategies to their own work.

Key Facts on Gender, Firearms, and Violence

GENDER AND VIOLENCE²

Men and boys account for

84%

of violent deaths worldwide; women and girls, for **16%**.³

Murder victims globally are

seventy-four

percent male. In Latin America, at least **80%** of all murder victims are male. In the Caribbean the proportion rises to **83%** and in South America **88%**.⁴



Conflict is not the main driver of violent death: of the twenty-three countries with the highest violent death rates in 2016, **only nine countries** were affected by armed conflict.⁵

Women account for

eighty-two percent

of the victims killed by intimate partners.⁶



Only **40%** of women report violence they suffer or seek help of any kind.⁸



30% of women globally experience physical or sexual violence by an intimate partner; **7%** have experienced sexual violence by a non-partner.⁷

137 women around the world are killed by a family member every day. **More than one-third** are killed by their current or former intimate partner.⁹



243

million women and girls aged 15–49 suffered sexual and/or physical violence at the hands of an intimate partner in the twelve months up to April 2020.¹⁰

GUN VIOLENCE GLOBALLY

Firearms result in a violent death every fifteen minutes.¹¹

A small arm is used in **almost one-half** of all violent deaths globally.¹²

Between 2010 and 2015, firearms were used in **50%** of homicides and **32%** of conflict deaths.¹³



One third of all murders globally are committed with guns.¹⁴

Even in the least violent countries,



12% of violent deaths still involved firearms.¹⁶

In places with the highest levels of lethal violence in 2016, over half of all killings were committed with guns: **67%** of murders in Central America, **53%** of murders in South America, and **51%** of murders in the Caribbean involved guns.¹⁵

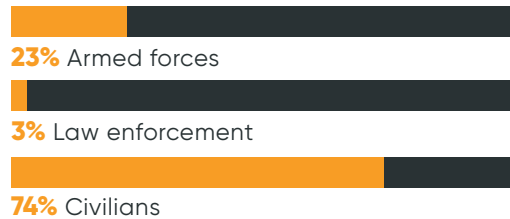
GENDER AND ACCESS TO FIREARMS



Men are disproportionately represented in professions in which small arms are most often used (e.g., law enforcement, military, and private security).¹⁸

Most of the world's estimated **875 million** small arms are in the hands of men.¹⁷

Most guns are in civilian hands.¹⁹



One third of femicides involve guns and most perpetrators are men known to the victim (often their current or former intimate partners, family members or friends).²⁰



GENDERED VIOLENCE LINKED TO GUNS

70%

of people trafficked globally are women and girls who are usually coerced at gunpoint, and usually for the purposes of sexual exploitation.²⁵



Guns are used in the

fourty percent

of the murders of women that occur globally.²⁴

A small arm is used in approximately **one-third** of all femicides. In countries with the highest rates of femicide, more than one-half of these killings are perpetrated with small arms.²³



223,300

victims of gun violence in 2018:
92% men and boys,
8% women and girls.²¹

Of the 93,700 women who died violently in 2018, **18%** were victims of gun violence.²²



In the US,

79.5%

of reported incidents of intimate partner violence involved a gun and severe intimidation of the victim.²⁶

INFLUENCE OF COVID-19 ON VIOLENCE



85%

increase in the number of guns sold in the United States in March 2020 compared to 2019.²⁷



175%

increase in reports of domestic violence in Colombia related to COVID-19 lockdowns.²⁹



30%

30% increase in reports of domestic violence in France related to COVID-19 lockdowns.²⁸



25-33% reported increase in calls to helplines for violence against women in Argentina, Cyprus, and Singapore as of March 2020.³⁰

FACTS WE CANNOT COUNT YET

- The gendered impact of firearms violence in countries and regions where data is not collected or not disaggregated.
- The cases of gender-based violence and violence against women that go unreported because of social stigma, trauma, and failures in the criminal justice systems.
- The effects of fear and trauma, and the psychological consequences of violence on the lives of survivors and their communities.
- The impact on effectiveness and efficiency when women participate equally and meaningfully in small arms control.
- The social and economic costs of the gendered impact of firearms violence.
- The mid- to long-term impacts of the COVID-19 pandemic and associated mitigation measures.



"The death toll from small arms dwarfs that of all other weapons systems—and in most years greatly exceeds the toll of the atomic bombs that devastated Hiroshima and Nagasaki. In terms of the carnage they cause, small arms, indeed, could well be described as 'weapons of mass destruction'."

United Nations Secretary-General Kofi Annan, 2000³¹

PART ONE

Reducing Violence through Gender Responsive Small Arms Control

"Disarmament prevents and ends violence. Disarmament supports sustainable development. And disarmament is true to our values and principles."

United Nations Secretary-General António Guterres, 2020³²

Halving Global Violence by 2030

Through the 2030 Agenda for Sustainable Development, the world's leaders committed themselves to creating peaceful, just, and inclusive societies that are free from fear and violence.

THE 2030 AGENDA INCLUDES TARGETS TO SIGNIFICANTLY REDUCE ALL FORMS OF VIOLENCE EVERYWHERE (SDG16.1), including “eliminating all forms of violence against all women and girls in the public and private spheres” (SDG5.2), in part by significantly reducing illicit arms flows (SDG16.4).³³ Agenda 2030 also promises increased efforts to “resolve or prevent conflict and to support post-conflict countries”, and to address the drivers of “violence, insecurity, and injustice, such as inequality, corruption, poor governance and illicit financial and arms flows.” At the first SDG Summit in September 2019, the UN Secretary-General’s progress report found that conflict and violence “deprive millions of their security, rights and opportunities, and undermine the delivery of public services and broader economic development.”³⁴

THE SDG TARGETS FOR VIOLENCE PREVENTION ARE OFF TRACK, with levels of lethal violence projected to increase slightly by 2030 on current trajectories.³⁵ The UN-World Bank prevention study *Pathways for Peace* describes “a surge and expansion of violent conflict” that is imposing an “incalculable human cost” and blocking progress toward more sustainable patterns of development.³⁶ The direct and indirect effects of the 2020 global health crisis are likely to compound these problems.

SMALL ARMS ARE A MAJOR CONTRIBUTOR TO THE GLOBAL BURDEN OF VIOLENCE, featuring in almost half of all violent deaths that occur globally.³⁷ Small arms are a major factor in both conflict-related violence and homicides, but homicides worldwide make up approximately 80 percent of all violent deaths and firearms are involved in almost half of those killings.³⁸ In the places with the highest rates of lethal violence—Latin America and the Caribbean—firearms were used in 75 percent of all violent deaths, showing how the accumulation of easily available weapons can exacerbate violence.³⁹ Worldwide, the Small Arms Survey estimates that there are more than 1 billion firearms, with the vast majority (857 million) in civilian hands.⁴⁰ Numbers have increased rapidly since the turn of the century and continue to rise, with flows of illicit weapons also on the increase.

DISARMAMENT IS NECESSARY FOR THE SIGNIFICANT REDUCTION IN VIOLENCE PROMISED BY SDG16.1,

and these efforts must include more effective control of all small arms and their ammunition at national levels, as well as action to control the illicit trade in these weapons. As the UN Secretary-General argued in launching his disarmament agenda, "we must put people at the center of our disarmament efforts and ensure disarmament that saves lives today and tomorrow."⁴¹

IT'S NOT TOO LATE TO SAVE 1.45 MILLION LIVES AND GENDER RESPONSIVE SMALL ARMS CONTROL WILL PLAY AN IMPORTANT ROLE IN SAVING THESE LIVES.

Violent death rates are on the rise globally and firearms are a significant contributor to this trend. On current trajectories, projections by the Small Arms Survey suggest that levels of lethal violence will increase by 2030, costing 660,000 lives a year.⁴² However, it is not too late to correct course. Accelerated implementation of evidence-based violence reduction strategies could still save 1.45 million lives over the next decade.⁴³

VIOLENCE REDUCTION THROUGH SMALL ARMS CONTROL WILL ALSO BE CRITICAL TO REALIZING THE BROADER GAINS OF SUSTAINABLE DEVELOPMENT AT THE HEART OF AGENDA 2030.

The UN High Commissioner for Human Rights recognizes the role of arms control in ten of the SDGs contained in the 2030 Agenda,⁴⁴ while the UN Under-Secretary-General and High Representative for Disarmament Affairs Izumi Nakamitsu, identifies the following cross-cutting linkages between disarmament and sustainable development:⁴⁵

Goal 3: Good health and well-being

Armed violence is the leading cause of premature death and a key source of injuries, disability, psychological distress, and disease

Goal 4: Quality education

Disarmament education promotes cultures of non-violence and gender equality and is an elemental part of quality education

Goal 5: Gender equality

Ending violence against women and children will not be possible without effective small arms control

Goal 8 Decent work and economic growth

Reducing insecurity associated with gun violence and conflict creates opportunities to redirect national resources away from excessive military spending and into social and economic development

Goal 10: Reduced inequalities

The benefits of social and economic development can only accrue if violence is curbed

Goal 11: Sustainable cities and communities

Guns kill more people on city streets than on battlefields, and measures to control access to firearms will make cities safer

Figure 1 Disarmament for sustainable development

Regional Responses to a Global Threat

All regions are threatened by the violence that is made more accessible and more deadly by small arms.

LATIN AMERICA FACES GUN VIOLENCE OF EPIDEMIC PROPORTIONS.

Latin America is tragic proof that places supposedly at peace can be more deadly than war zones: despite the fact that a 2016 peace agreement in Colombia put an end to the region's longest running armed conflict, the region has the highest rates of homicide death linked to firearms anywhere.⁴⁶ Home to only 8 percent of the world's population, 33 percent of all homicides happen in Latin America,⁴⁷ a reality that the World Bank has described as "a challenge of epidemic proportion."⁴⁸ Seventeen of the twenty countries with the highest rates of homicide in the world are located in Central America, the Caribbean and South America:⁴⁹ Brazil, Colombia, Mexico, and Venezuela alone account for one in four homicides globally.⁵⁰ The most violent cities in Latin America experience levels of violence that exceed those seen in most conflict zones.⁵¹ forty-three of the fifty cities in the world with the highest rates of homicide were located in Latin America in 2016.⁵² The communities most affected by violence are also the most likely to be left behind by the 2030 Agenda.

Home to only
8 percent of the
world's population,
33 percent of all
homicides happen
in Latin America.⁴⁷

AFRICA AT PRESENT SUFFERS THE SECOND HIGHEST REGIONAL RATE OF INTENTIONAL HOMICIDE IN THE WORLD.⁵³

Sub-Saharan Africa suffered some of the highest rates of conflict-related deaths from the years 1989-2017,⁵⁴ yet recent forecasts predict that Africa (together with the Americas) is the region most likely to experience worsening homicidal violence by 2030 with a 300 percent increase in youth homicide expected by 2030.⁵⁵ Research from the Small Arms Survey shows that "illicit arms flows continue to destabilize the African continent, fueling crime, conflict, and terrorist activities". Moreover, demand for illicit weapons is on the increase,⁵⁶ with more than forty million firearms currently held by civilians, including individuals, businesses, and non-state armed groups.⁵⁷ To counter these trends, the African Union has made tackling illicit arms flows a priority across the political, social, and economic dimensions of its master roadmap for "Silencing the Guns by 2020," but major efforts will be necessary to accelerate action toward this goal by 2030.⁵⁸

Despite major progress on small arms control at both regional and national levels, estimates suggest 3.6–6.2 million firearms remain in circulation in the Western Balkans.⁵⁹

SMALL ARMS CONTINUE TO POSE A GRAVE THREAT IN THE WESTERN BALKANS,

even years after conflict has ended. Despite major progress on small arms control at both regional and national levels, estimates suggest 3.6–6.2 million firearms remain in circulation.⁵⁹ Although the homicide rate has declined steeply, it remains among the highest in Europe. A 2019 survey found that over one third of men in South East Europe have some form of direct experience with firearms, and that for two thirds of those men, their experiences were related to armed conflict, armed robbery, assault, domestic violence, intimidation and threats, accidental shooting, property issues, ethnically motivated violence, sexual violence, or riot protests.⁶⁰

THE THREAT IS EVOLVING ACROSS ALL REGIONS.

More porous borders facilitate the trade of both licit and illicit weapons. In Africa, increasingly modern weapons are in circulation, indicating “new and emerging sources of small arms for the armed and criminal actors active on the continent.”⁶¹ Armed and criminal groups are increasingly sophisticated in their tactics, using the proceeds from trade in various illicit goods (weapons, drugs, natural resources, etc.) to fund their activities, destabilizing states, and contributing to cycles of violence.⁶² New technologies such as 3D printing could increase the availability of weapons in the future, while circumventing existing controls.⁶³ At the same time, locally-produced artisanal and craft weapons are a major threat in many places, especially in Africa.⁶⁴ Across all regions, the COVID-19 pandemic and measures to fight it have changed patterns of demand for firearms and exacerbated the gendered impacts that gun-related insecurity will have for people of all genders.

TRANSNATIONAL THREATS REQUIRE REGIONAL RESPONSES.

National governments cannot go it alone. Making use of regional platforms and organizations for sharing experiences and coordinating action is the best hope for stemming the tide of small arms violence. The UN Secretary-General has called for increased regional and international cooperation, and also for stronger and more inclusive partnerships between governments, experts, civil society, and people.⁶⁵

Gender Shapes Gun Violence

Expectations of appropriate behaviors shape both the causes and the consequences of gun violence. Women, men, girls, and boys experience gun violence differently as a result.

GLOBALLY, MEN ARE MORE LIKELY TO BE BOTH PERPETRATORS AND VICTIMS OF GUN VIOLENCE.

According to the Global Study on Homicide 2019, young men are at such high risk in three of the most violent countries in Latin America that a 14-year-old boy has an 8 percent chance of meeting a violent death before he reaches the age of 30.⁶⁶

WITHIN COUNTRIES, MEN FACE A HIGHLY CONCENTRATED BURDEN OF VIOLENCE.

Men living in the worst affected communities face extremely high risks. In Chicago, USA, for example, 70 percent of shootings that occurred were confined to social networks that compromised just 6 percent of the population.⁶⁷ In Bogotá, Columbia, 99 percent of homicides happen in just 1 percent of the city's streets.⁶⁸

WOMEN FACE THE GREATEST RISKS OF GUN VIOLENCE IN PLACES WHERE VIOLENCE LEVELS ARE HIGHEST BUT FACE EVEN GREATER LEVELS OF THREAT AS VIOLENCE DECREASES.

While women account for a minority of the victims of gun violence, they are most likely to die violently in countries and communities where violence is highest.⁶⁹ As countries become less violent, women make up a greater proportion of the victims of gun violence largely because of the effects of gender-based violence (GBV). In some countries where homicide rates are among the lowest globally, women are more likely than men to be killed by firearms.⁷⁰

WOMEN BEAR THE BRUNT OF THE SOCIAL AND ECONOMIC CONSEQUENCES OF GUN VIOLENCE AMONG MEN.

Women become the sole economic providers for their families, or caregivers to the injured, when disproportionate numbers of men are killed or injured by guns.⁷¹

WOMEN ARE AT GREATEST RISK FROM FIREARMS IN THEIR OWN HOMES AND AT THE HANDS OF INTIMATE PARTNERS AND FAMILY MEMBERS.

Women comprise the vast majority of victims of homicide perpetrated by intimate partners: 82 percent of people killed by their intimate partner in 2017 were women, and firearms are implicated in almost half of homicides where the victim is a woman.⁷²

Threats with a weapon are, in turn, a risk factor for future lethal violence against women in both conflict and non-conflict settings.

WOMEN SUFFER VIOLENCE, THREAT, AND COERCION AT GUN POINT.

Guns are instruments of fear, threat, and coercion used for physical, verbal, psychological, and sexual violence against women. In the United States, 4.5 million women have been threatened with a gun by an intimate partner and one million women have had their partner shoot or shoot at them.⁷³ In South Africa, approximately 40 percent of police reports of violent sexual assault and rape by a group of strangers involved a firearm.⁷⁴

FIREARMS MAKE GENDER-BASED VIOLENCE BOTH MORE DANGEROUS AND MORE DAMAGING.

Where firearms are involved in gender-based violence, the encounter is more likely to be lethal or to have more severe psychological consequences for the survivor. Threats with a weapon are, in turn, a risk factor for future lethal violence against women in both conflict and non-conflict settings.⁷⁵

VIOLENCE AGAINST WOMEN MAY INCREASE THE RISK OF OTHER FORMS OF VIOLENCE AND CONFLICT.

According to the Women, Peace and Security Index, "a 1 percentage point increase in the share of women experiencing intimate partner violence in the preceding 12 months was associated with a 1.4 percent increase in organized violence."⁷⁶

Empower Women for Better Small Arms Control

Significant reductions in gun violence can only be achieved if countries fulfil their commitments to empower women and promote gender equality.

CORRECT THE GENDER INEQUALITIES THAT SHAPE GUN VIOLENCE.

Measures to reduce violence through small arms control are more likely to be effective if they address the reasons that people use firearms, and also how different people are affected by gun violence. This means examining expectations of masculine behavior that shape attitudes toward guns and violence, as well as the changes needed to ensure women can participate fully and meaningfully in decisions about equality, arms control, and violence reduction.

GENDER EQUALITY AND THE EMPOWERMENT OF WOMEN ARE AT THE HEART OF THE 2030 AGENDA.

The agenda promises to remove the legal, social, and economic barriers faced by women and girls, and recognizes that their empowerment will help deliver all 17 SDGs. The agenda includes a target to “eliminate all forms of violence against all women and girls in the public and private spheres” (SDG5.2). The role of women in peacebuilding and state-building is also recognized, as is the need for women leaders “at all levels of decision-making in political, economic and public life” (SDG5.5).

PEACE IS MORE SUSTAINABLE WHEN WOMEN PLAY A GREATER ROLE IN PEACEBUILDING.

An analysis of eighty-two peace agreements in forty-two armed conflicts demonstrates “a robust relationship between peace agreements with women signatories and peace durability.”⁷⁷ In all successful peace agreements, women delegates were effective through the links they built to women’s groups, activists, and female politicians.⁷⁸ Women are also effective at pushing for the inclusion of gender provisions in peace agreements, including those that seek to protect women from further violence.⁷⁹

WOMEN’S MOVEMENTS ARE EFFECTIVE AT PREVENTING VIOLENCE AGAINST WOMEN OUTSIDE CONFLICT CONTEXTS.

When women have an independent voice, they are effective both at creating public demand for policy change and directly influencing the actions of policymakers. A review of seventy-five countries finds that women’s movements have a greater impact on a government’s willingness to combat violence than a country’s wealth, the proportion of women in parliament, or the strength of its progressive political parties.⁸⁰

Women continue to be marginalized in disarmament diplomacy, accounting for less than one-third of the participants in disarmament meetings and just one-fifth for gatherings of smaller groups of arms control experts.

WOMEN SHOULD PLAY A GREATER ROLE IN DISARMAMENT EFFORTS.

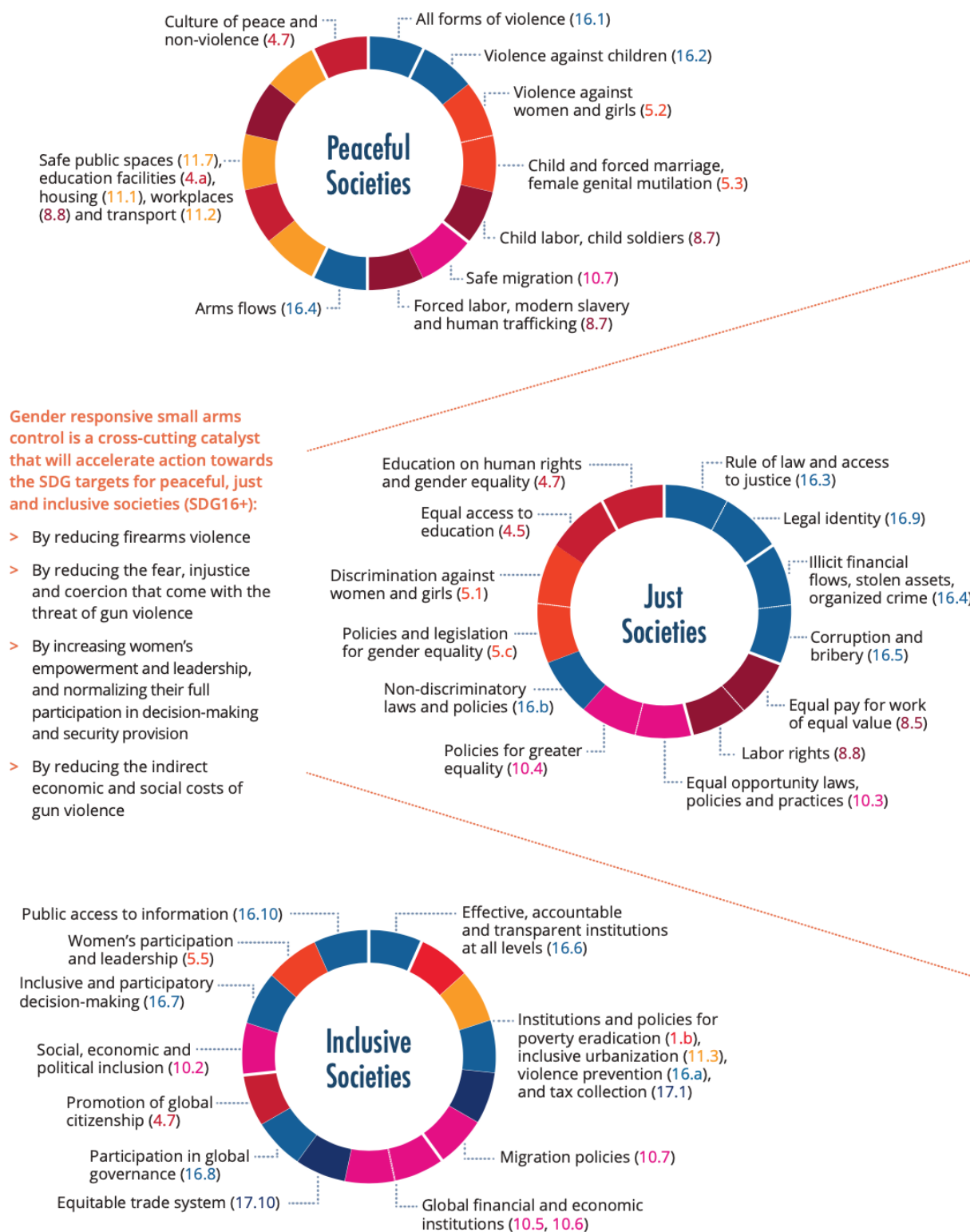
Women have already played a leading role in arms control campaigns, such as the Campaign to Ban Landmines, the International Action Network on Small Arms (IANSA), the International Campaign to Abolish Nuclear Weapons (ICAN), or the targeted activism of the Women's International League for Peace and Freedom (WILPF).⁸¹ However, women continue to be marginalized in disarmament diplomacy, accounting for less than one-third of the participants in disarmament meetings and just one-fifth for gatherings of smaller groups of arms control experts.⁸² As the UN Secretary-General argues in his disarmament agenda, the "equal, full and effective participation of women in all decision-making processes related to disarmament"⁸³ is an urgent priority that "increases effectiveness and productivity, brings new perspectives and solutions to the table, [and] unlocks greater resources."⁸⁴

GENDER RESPONSIVE ARMS CONTROL IS ALREADY MAKING AN IMPACT.

For example, Disarmament, Demobilization and Reintegration (DDR) programs have begun to address the roles women play in conflict as survivors, supporters, and combatants.⁸⁵ The inclusion of women's groups and women representatives in small arms control decision-making has made policy more realistic and improved its effectiveness. Programs addressing masculinity and identity at community levels have demonstrated long-term impact in reducing armed violence inside and outside the home.⁸⁶

GENDER RESPONSIVE APPROACHES MUST ADDRESS HOW MASCULINITY SHAPES GUN VIOLENCE.

As the Secretary-General's disarmament agenda states, "the ownership and use of arms is closely linked to specific expressions of masculinity related to control, power, domination and strength."⁸⁷ The experience of violence normalizes the presence and use of firearms. Expectations about masculinity also encourage acts of violence by men against women, children, and men considered inferior.⁸⁸



SDG16+ targets for peaceful, just and inclusive societies

SDG16 is the main goal for "fostering peaceful, just and inclusive societies which are free from fear and violence," but in total 36 targets from seven other SDGs directly measure an aspect of peace, inclusion or access to justice: these are the SDG16+ targets.⁶²

Figure 2 Gender responsive arms control contributes to SDG 16+ targets for peaceful, just and inclusive societies⁸⁹

Gender Responsive Small Arms Control to Build Back Better from the Pandemic

THE EFFECTS OF THE COVID-19 PANDEMIC UNDERLINE THE INCREASINGLY URGENT NEED TO MAKE SMALL ARMS CONTROL MORE GENDER RESPONSIVE.

Despite the UN Secretary-General's call for a global ceasefire in response to the pandemic,⁹⁰ the world has become a more dangerous place in 2020 and women will suffer the consequences in different ways than men. An exhaustive survey of the evidence for effective violence prevention, conducted by the Pathfinders for Peaceful, Just and Inclusive Societies, provides clear reasons to believe that gender responsive arms control will be important for pandemic responses that help prevent violence.⁹¹

MAKING SMALL ARMS CONTROL MORE GENDER RESPONSIVE IS NECESSARY TO CONFRONT THE INCREASED RISK OF VIOLENCE WOMEN FACE IN THE HOME AS A RESULT OF QUARANTINE AND CONFINEMENT MEASURES.

Measures intended to protect people from public health risks have unwittingly exposed women to increased risk of intimate partner and family violence. Confined to their homes in abusive relationships, women around the world have faced dramatically increased rates of intimate partner violence, domestic violence, and GBV. *The Lancet* reported that cases of GBV increased 175 percent compared to the year before during lockdown in Colombia, while in France, reports of domestic violence increased by 30 percent within a week of the introduction of confinement measures. Dozens of other countries have reported similar patterns.⁹² The presence of guns in the home is a known exacerbating factor in interpersonal violence, domestic violence, and intimidation.⁹³ Gender-responsive small arms control measures are necessary to mitigate this unintended consequence of the pandemic response.

GENDER RESPONSIVE SMALL ARMS CONTROL IS ESSENTIAL IN RESPONDING TO THE SURGE IN DEMAND FOR GUNS, WHICH THE PANDEMIC HAS CAUSED.

The fear and uncertainty brought by the pandemic has increased the demand for guns among private citizens in many countries around the world. While the increase in demand for private guns is strongest in the United States where gun sales have increased 85 percent in a year-on-year comparison, similar increases in demand have been observed

in other places where national regulations make access to guns more difficult, such as Canada, Australia, and Germany.⁹⁴ Since the vast majority of gun owners globally are men, gender-responsive small arms control measures will be needed to ensure that the increased demand for guns does not translate into increased instances of gun violence, violence against women, and GBV.

SMALL ARMS CONTROL WILL NEED TO BE GENDER RESPONSIVE IN ORDER TO EFFECTIVELY COUNTER THE INCREASED RISKS OF VIOLENCE AND INSECURITY STEMMING FROM THE EFFECTS OF THE PANDEMIC.

The pandemic is deepening existing gendered differences in social, economic, and political life in ways that will exacerbate insecurity and the risks of violence globally. This increase in insecurity is especially threatening for the poorest, most marginalized parts of the global population, and women in particular. Experience across a wide range of contexts has shown how the presence of firearms tends to make violence associated with these risk factors both more accessible and more deadly. These effects are likely to be amplified in contexts that are politically fragile and affected by conflict, where small arms control measures may be weakest. In all situations the risks are increased for women who are indigenous, lesbian, bisexual or transgender, living with a disability, or have an insecure migration status.⁹⁵ For these reasons, gender responsive small arms control will be an even more important aspect of global violence prevention moving forward.

The uncontrolled presence of firearms is a known accelerator of violence.

THE ECONOMIC PRECARIETY RESULTING FROM THE PANDEMIC WILL INCREASE THE NEED FOR GENDER RESPONSIVE SMALL ARMS CONTROL IN THE CONTEXT OF GLOBAL VIOLENCE PREVENTION UNDER SDG 16.1.

The economic dislocation caused by the health crisis of 2020 has dramatically increased women's exposure globally to poverty and economic insecurity, which in turn are well-known risk factors in violence and insecurity, including GBV. The uncontrolled presence of firearms is a known accelerator of violence, which worsens the marginalization and social exclusion linked to each of these trends:

Women are more exposed to job losses: Women are over-represented in economic sectors worst affected by COVID-related job losses. "Women make up 39 percent of global employment but account for 54 percent of overall job losses", making them 1.8 times more likely than men to face unemployment⁹⁶ and exposing them to higher rates of poverty, which is associated with insecurity.

Women and girls face an increased burden of unpaid labor: Women spend on average three times as many hours as men in unpaid care and domestic work, a disproportionate burden that has increased dramatically as a result of family confinements and suspension of schools.⁹⁷ Increased time spent in the home and dislocation from educational opportunities and labor market participation are risk factors for insecurity.

Women face greater direct exposure to infection: Women are over-represented in the riskiest front-line health and social service delivery sectors, where they make up 70 percent of the work force on a global average.⁹⁸ They are also over-represented in the parts of the economy that are least amenable to social distancing, such as health services, hospitality, or retail as well as informal sector services such as domestic work or market trading. These conditions exacerbate social and economic precarity associated with insecurity.

Women suffer indirect health impacts differently: Lack of access to sexual and reproductive health services (especially in the presence of increased risk of sexual violence in the home) has denied women access to time-sensitive and potentially life-saving services. "UNFPA predicts there could be up to seven million unintended pregnancies worldwide because of the crisis, with potentially thousands of deaths from unsafe abortion and complicated births due to inadequate access to emergency care."⁹⁹ Lack of access increases the harm done in the context of increased GBV and domestic abuse linked to pandemic responses.

Women face political exclusion as a result of the pandemic:

Women are underrepresented in political decision-making related to the pandemic response. In turn, the policies that have resulted have failed to address the differential impact of the pandemic on women.¹⁰⁰ Women's political disenfranchisement is entrenched further when governments use the pandemic as a pretext for violating democratic freedoms, as Freedom House has documented in more than eighty countries since the beginning of 2020.¹⁰¹

Social and economic exclusion will increase the long-term risks of insecurity for women and girls: Women already make up the majority of the world's poor, and the pandemic will exacerbate the gender poverty gap, especially for women aged 25-34.¹⁰² When schools are suspended girls are less likely to return to education, and also face higher risks of sexual abuse, early marriage, and unwanted pregnancies.¹⁰³ Poverty and lack of education are known risk factors for long-term economic instability, which increases the risk of violence and insecurity, including GBV, sexual exploitation, and exposure to trafficking.¹⁰⁴

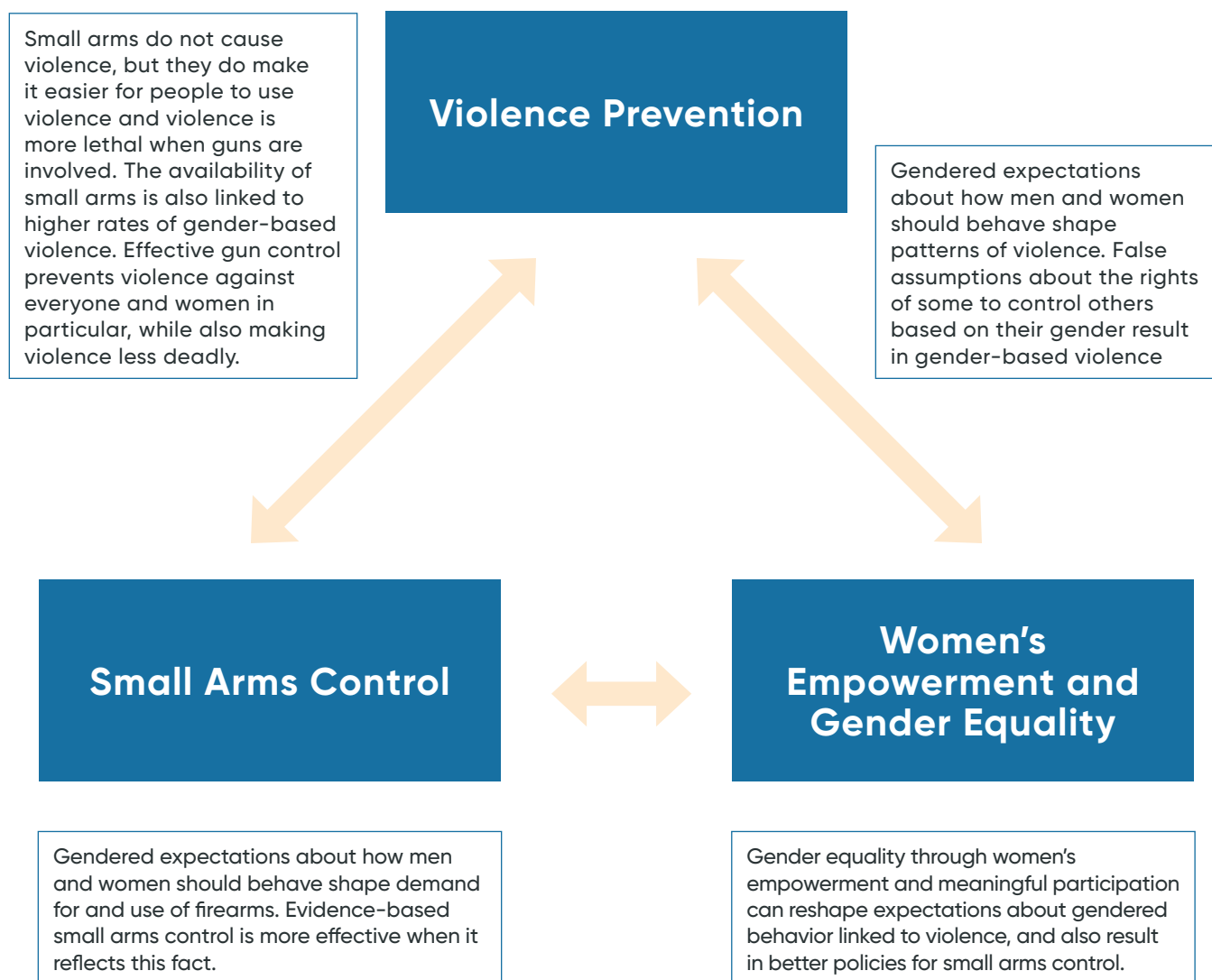


Figure 3 Causal interactions between violence prevention, gender equality, and small arms control

A Decade for Decisive Action on Gender Responsive Small Arms Control

The effects of the COVID-19 pandemic heightened the need for decisive action to prevent violence through more gender responsive small arms control. In the wake of the 2020 health crisis, the world became a more dangerous place, with economic, social and political impacts increasing the risks of insecurity for everyone, and for women in particular. What we already know about violence, small arms control, and gender equality across a wide range of contexts is forewarning that the uncontrolled presence of firearms tends to make violence more accessible and more deadly.¹⁰⁵ The same cumulative body of evidence on effective violence prevention and the need for gender equality suggests that gender responsive small arms control needs to be an element of gender-based pandemic responses and building back better.

As the United Nations reached its 75th anniversary in 2020, the need to build back better while preventing the worst effects of the COVID-19 crisis adds potentially catalytic momentum to the **call for "a decade of action and delivery for sustainable development"** made in the 2019 SDG Summit's political declaration.¹⁰⁶

Violence reduction, protection of human rights, and achieving gender equality are priorities for people worldwide as shown clearly in the results of the global survey conducted to mark the **75th anniversary of the UN**, which touched thirteen million people.¹⁰⁷ The global consultations conducted for this survey showed that people worldwide prioritize peace and security, and want to see agreements upheld on international arms control, non-proliferation, and disarmament, as promised in the **Declaration on the Commemoration of the Seventy-Fifth Anniversary of The United Nations**.¹⁰⁸ **The November 2020 Pathfinders Member States Statement, endorsed by thirty-seven countries**, also points to the "unprecedented public support and strong expectations for bolder national and global action for the protection of human rights, for democratic, inclusive and participatory governance, the prevention of violence".¹⁰⁹ We know that accelerating action to achieve gender equality, women's participation, and the empowerment of women and girls in all domains is central to peace and violence reduction through disarmament. The time is now to ask what action is needed to bridge the gap between current trajectories on global challenges and aspirations for a more peaceful, prosperous, and sustainable world.

Human rights, peace, justice, and inclusion must be the foundation for reset and recovery efforts to ensure more resilient and just societies and more responsive institutions in the future. Action to deliver on the goals and targets of SDG16+ is now more urgent than ever.
– Pathfinders Member States Statement

Tackling violence against women and promoting the role of women in political participation, peacebuilding, and violence prevention are priorities already well-anchored in international political frameworks that should galvanize national action.

On the 25th anniversary of the **Beijing Declaration and Platform for Action**, the 64th Commission on the Status of Women has set as its next priority in 2021 “Women’s full and effective participation and decision-making in public life, as well as the elimination of violence, for achieving gender equality and the empowerment of all women and girls”.

On the 20th anniversary of UNSC Resolution 1325, **the priority for the Women, Peace and Security agenda is also to accelerate implementation**, with the chair of the Global Partnership for the Prevention of Armed Conflict saying that women “don’t just need to be at the peace table, it’s time to redesign the table.”¹¹⁰ Areas identified for action include promoting inclusive peace processes, standardizing gender responsive analysis, and increasing financing. Addressing gender responsive small arms control in **National 1325 Action Plans** is just one way every country can give substance to its commitments to empower women, and prevent violence against women and people of all genders and identities.

The **Committee on the Elimination of Discrimination against Women has called for full implementation of the Arms Trade Treaty (ATT)**, which is the first treaty to recognize the links between the arms trade and gender-based violence.¹¹¹ Gender is a crosscutting issue in the treaty through its commitment to human rights, but the ATT also breaks new ground by creating a specific legal obligation for states to weigh all possible arms transfers against the risk that these weapons may be implicated in gender-based violence. Women’s civil society organizations and disarmament advocates are mobilizing for more effective implementation.¹¹²

Gender responsive arms control is increasingly part of multilateral disarmament frameworks. The Fifth Conference of State Parties chose “gender and gender-based violence in the context of the ATT” as a priority theme for the 2019 Arms Trade Treaty conference, while the review conference for the UN Programme of Action to Prevent, Combat and Eradicate the Illicit Trade in Small Arms and Light Weapons in All Its Aspects (PoA) acknowledged the need for a gender responsive approach for the first time. Postponing the PoA’s Seventh Biennial Meeting of States (BMS7) to 2021, because of the COVID-19 pandemic, creates an opportunity for states and civil society to organize and build momentum for gender responsive small arms control to be carried forward in the PoA’s implementation.¹¹³

At this critical juncture, the global agendas for sustainable development, women's empowerment, peacebuilding, and disarmament have converged on the importance of the gender dimension for controlling small arms and reducing violence.

2020 also marked the **tenth anniversary of the General Assembly resolution on women, disarmament, non-proliferation and arms control**, an initiative led by Trinidad and Tobago whereby the General Assembly examines the issue of "equal opportunities for the representation of women in all decision-making processes with regard to matters related to disarmament, non-proliferation and arms control, in particular as it relates to the prevention and reduction of armed violence and armed conflict".¹¹⁴

Financing is beginning to follow evidence-based solutions. The Spotlight Initiative, a multi-year partnership between the United Nations and the European Union to eliminate violence against women, has made promoting a strong and autonomous women's movement one of its priorities for funding.¹¹⁵ It is investing in prevention approaches that mobilize women, girls, men, and boys.

In 2019, the UN's Saving Lives Entity (SALIENT) financing facility was launched as a facility within the Peacebuilding Fund.¹¹⁶ The UN's High Representative for Disarmament Affairs described SALIENT as a "paradigm shift" that will allow countries to make arms control central to their implementation of the SDGs and their work to sustain peace.¹¹⁷ All SALIENT funding decisions will be informed by gender analyses, and the requirement to address gender equality will be a key criteria for funding.¹¹⁸ The first pilot projects for the SALIENT fund are currently on track to begin implementation by the end of 2020.¹¹⁹

At this critical juncture, the global agendas for sustainable development, women's empowerment, peacebuilding, and disarmament have converged on the importance of the gender dimension for controlling small arms and reducing violence.

The foundations are in place to turn this commitment into significant increases in women's participation, practical responses to gender dynamics, and measurable reductions in the violence caused by small arms.

GENDER RESPONSIVE SMALL ARMS CONTROL...

Saves Lives

Understanding how gender shapes small arms violence leads to policy responses that better prevent violence and address its wider social and economic consequences.

For example:

- Creating legal regimes that address the presence of firearms in the home has been shown to save women's lives, while men's lives have been saved by policies addressing violent crime.¹²⁰
- Support for the survivors of small arms violence must reflect the fact that women are more often displaced because of violent conflict and more often left as the sole caregivers of a family.¹²¹
- DDR programs that effectively address the varied gender roles of women and men in armed conflict have proven more effective at reintegration over time.¹²²

Promotes equality and inclusion

Reducing armed violence helps to redress the unequal power relations that underlie gender inequalities. For example:

- Gender responsive arms control can address the fact that 70 percent of people trafficked are women and girls, who are usually coerced at gunpoint and usually for the purposes of sexual exploitation.¹²³
- Creating a safer environment for women by limiting access to small arms contributes to women's empowerment and a more equal society, as envisioned in SDG5.¹²⁴
- Promoting the meaningful participation of women in local, national, and international decision-making about small arms control reflects the commitment to empower women for peacemaking embodied in the Women, Peace and Security agenda, as well as SDG5.¹²⁵

Builds peace

Reducing the number and availability of small arms in circulation through more effective gender responsive policymaking is a catalyst for building more peaceful societies. For example:

- Gender responsive arms control can better address conflict-related GBV that is perpetrated at gunpoint.¹²⁶
- Gender responsive arms control can prevent the normalization of violence in society by addressing the links between some expressions of masculinity and violence.¹²⁷
- Gender responsive arms control can help reduce crime and insecurity in non-conflict contexts, contributing to more peaceful societies.¹²⁸

Makes programming more effective

Gender responsive small arms control policies work better because they address the reality of how arms circulate and are used in society. For example:

- Involving more women professionals in small arms control at policy and operational levels can strengthen implementation.¹²⁹
- National surveys show that gun ownership is usually overwhelmingly male so addressing the social expectations of why men own firearms in the home has accordingly produced more effective interventions.¹³⁰
- Sensitizing national security services to the different security threats men and women face has generated more responsive policies that deliver better security outcomes.¹³¹

Figure 4 Why gender responsive small arms control

PART TWO

Strategies for Action on Gender Responsive Small Arms Control

"...it is our collective responsibility to hold ourselves and our leaders accountable to deliver on our gender equality and women's empowerment commitments."

**Chairperson of the African Union
Commission, Moussa Faki Mahamat¹³²**

Seven Strategies for Reducing Small Arms Violence in the Decade of Action

This set of seven strategies (see figure 5) will build the knowledge, evidence, and understanding of how gender responsive policies and programs can limit the availability of small arms and reduce the harm these weapons cause.

Three key principles should guide their implementation. Strategies to accelerate action on gender responsive small arms control should:

Focus on people: drawing on the best available evidence to save lives, reduce injuries and other forms of harm, and contribute to more peaceful, just and inclusive societies.

Build inclusive partnerships: with participation and leadership by women and a strong role for the communities that are worst affected by gun violence.

Link to broader platforms for prevention: linking disarmament to broader efforts to prevent violence and promote inclusion, while recognizing the need for action across sectors if violence is to be reduced.

The strategies champion women's representation and leadership through policies and programming at national and local levels that are connected to broader violence prevention programs. The mobilization of finance will be necessary to support more ambitious implementation of the seven strategies, as well as the sharing of experience and success stories within and between regions.

The seven strategies for accelerating action support each other. Increased awareness of the importance of a gender responsive approach (Strategy 1) will strengthen implementation across the board, for example by drawing attention to the need to strengthen the evidence base (Strategy 2), encourage greater representation (Strategy 3), and help galvanize action at the national and local levels (Strategy 4).

Similarly, sharing experience and celebrating progress (Strategy 7) can support national and local action (Strategy 4), raise awareness (Strategy 1), and enhance the evidence base for effective solutions (Strategy 2). Meaningful funding commitments to gender responsive small arms control (Strategy 6) will be essential to progress across the board.

Stakeholders should therefore aim to design an integrated approach that draws on each of the strategies, tailoring implementation to their local context through clear benchmarking and strategies for measuring progress.

STRATEGY 1

Raise awareness about gender equality and its importance

STRATEGY 2

Build the evidence base for results

STRATEGY 3

Champion women's representation and leadership

STRATEGY 4

Turn evidence into action at national and local levels

STRATEGY 5

Link gender responsive small arms control to broader violence prevention efforts

STRATEGY 6

Mobilize finance to support more gender responsive arms control

STRATEGY 7

Share international and regional experience and celebrate progress

Figure 5 Seven Strategies for Reducing Small Arms Violence in the Decade of Action

STRATEGY 1

Raise Awareness About Gender Equality and Why it is Important

The UN's review of implementations on the Beijing Platform for Action identifies transforming social norms to create cultures of non-violence, respect, and equality as a key priority for implementation.¹³³ This priority is directly reflected in the need to increase awareness of the way gender shapes patterns of firearms violence. The following actions deepen understanding of the gender dimensions of arms control, which can generate more responsive and inclusive policies that, in turn, deliver better security outcomes.

BUILD CAPACITY THROUGH TRAINING AND EDUCATION

Pursue concerted and targeted awareness-raising efforts among key constituencies of decision makers at local, national, regional, and multilateral levels so that they become well-informed and motivated advocates for gender responsive arms control.

Best Practice Box 1: Changing minds changes policies

KEY INSIGHT » Raising awareness of gender equality and small arms increases the use of evidence and builds momentum for better policy and programming.

UNDP SEESAC introduced the Gender Coach Program in the Western Balkans in 2017 to offer decision makers the opportunity for peer-to-peer exchange on gender responsive small arms control. Through one-on-one sessions, the program sought "to strengthen the capacities of leaders to integrate the gender perspective in SALW control policymaking."¹³⁴ It created an avenue for personal learning and consultative support over the long term, tailored to the specific questions and needs of each institution, while enabling participants to become leaders in integrating gender within their institutions and operations.

The success of the program is reflected in positive feedback from participants and in the substantial inroads for gender responsive small arms control made across the region, including the inclusion of gender in national action plans, and multiple trainings for civil servants.

TARGET SECURITY AND JUSTICE SECTOR PERSONNEL

The security sector personnel who implement policy in the course of their day-to-day work are a prime audience for raising awareness and building capacity on gender responsive small arms control. Training needs to be tailored for each role and context and backed up with institutional support so that new insights can immediately be put to work. Considering that the majority of security sector personnel are men, addressing preconceptions around masculinity in the security sector should be integral to working on gender responsive small arms control with this target audience.¹³⁵

Best Practice Box 2: Practical insights that security and justice sector personnel can use immediately

KEY INSIGHT » Focus on raising awareness among the people closest to implementation—often security and justice sector personnel.

Front-line security sector personnel are the ones who implement gender responsive small arms control in the course of their daily work. Building on this insight, the United Nations Regional Centre for Peace, Disarmament and Development in Latin America and the Caribbean (UNLIREC) has created the Specialized Course on Firearms Investigations from a Gender Perspective. Launched virtually in Argentina and Costa Rica, the course provides judges, prosecutors, forensic experts, and specialized police personnel with new insights they can put to use in their daily work to enhance the gender responsive aspects of firearms control in the context of national systems for registration and gun licensing.¹³⁶

USE EVIDENCE TO ADVOCATE FOR GENDER RESPONSIVE ARMS CONTROL

Evidence can be used to challenge the absence of a gender perspective in national and regional policy forums, by demonstrating that gender responsive small arms control policies work better because they address the reality of how arms circulate and are used in society.

Best Practice Box 3: Effective advocacy for gender responsive small arms control in South East Europe

KEY INSIGHT » A strong evidence base is among the best strategies for raising awareness among decision makers and creating momentum for change

The challenges of small arms control in South East Europe have been particularly acute given the region's legacy of violent conflict, high number of arms in circulation, and rates of violence higher than the regional average, including gender-based violence. The UNDP SEESAC regional study on Gender and SALW revealed the highly gendered nature of firearms ownership, use and misuse, as well as the need to apply a gender responsive approach to firearms control. The study also showed that firearms posed a major threat to women, particularly in the context of domestic violence.¹³⁷ This finding sensitized decision makers to the gendered dimension of the security threat, and alerted them to the need to adapt their policies and operations.¹³⁸ Through training and consultative support provided to SALW control institution by UNDP SEESAC, gender responsive small arms control has become a regional priority in the space of only a few years, embraced in the regional roadmap and in national action plans.

STRATEGY 2

Build the Evidence Base for Results

A substantial body of evidence demonstrates how gender inequality is linked to violence and small arms. However, more evidence is needed to inform implementation of gender responsive arms control policies and programs. A concerted effort to collect disaggregated data and research on what works will feed a virtuous cycle where increased implementation creates new opportunities for learning.

COLLECT AND DISAGGREGATE DATA AND EVIDENCE

The tracking and assessment of small arms flows has advanced substantially, pushed forward most recently by the measurement requirements of SDG16.4. Research now needs to focus on understanding which interventions are most effective. This will often entail greater use of practice-based learning, based on insights gained from observation, direct experience, and program monitoring.

Best Practice Box 4: Collecting, disaggregating, and analyzing data on gender and small arms

KEY INSIGHT » Prioritize methodologically rigorous analysis of the gendered impact of armed violence to build an evidence base for effective gender responsive small arms control measures.

The Small Arms Survey, based at the Graduate Institute of International and Development Studies in Geneva, Switzerland, has become a global reference in methodologically rigorous and reliable data on all aspects of small arms and armed violence.

The Survey presents a gendered analysis of violent deaths through its Global Violent Deaths database, while also tracking firearm deaths in conflict and non-conflict settings.¹³⁹

The Survey has argued for the importance of “data disaggregated by sex, age, ethnicity, victim-perpetrator relationship, and motivation for violence” for monitoring the impact of policies and programs that aim to prevent violence and implement the SDGs.¹⁴⁰

Best Practice Box 5: The Gender and Disarmament Database

KEY INSIGHT » Accumulating experience and insight on gender and disarmament speeds inspiration and implementation.

Reaching Critical Will created an online resource library called the Gender and Disarmament Database.¹⁴¹ A one-stop shop for global resources about gender and disarmament, this searchable database provides global actors with easy access to the increasing number of resources available online. Bringing together reports, articles, books and book chapters, policy documents, podcasts, legislation, and UN documents, the database gives users the opportunity to search across gender-relevant aspects of disarmament, such as gender-based violence, gender norms, or gender diversity, and different related topics or types of weapon systems. The Database provides an invaluable resource for accelerating learning on the topic of gender and disarmament.

DEVELOP BASELINES AND INDICATORS FOR GENDER RESPONSIVE SMALL ARMS CONTROL

Focusing on what works in gender responsive small arms control means identifying and tracking over time the factors that most influence impact. Robust methodologies are needed to establish baselines and key performance indicators. Collecting gender-disaggregated data on small arms violence can be mandated in legislation that addresses armed violence, GBV, and violence against women.

Best Practice Box 6: Sample program indicators for gender-responsive small arms control

KEY INSIGHT » Standardized indicators can be tailored to national and regional contexts, while providing a basis for strengthening a gender perspective.

The Modular Small-arms-control Implementation Compendium (MOSAIC) includes a module on "women, men and the gendered nature of small arms and light weapons."¹⁴² The module provides guidance on developing indicators to track whether an initiative addresses gender-specific risks, allows for the equitable participation of women and men in all its aspects, and shares benefits equally between women and men.

Impact indicators cover public health and social impacts; the security needs, perceptions, and priorities of men, women, girls, and boys; levels and types of violence against girls, boys, women, and men; and women's role in the governance of programs.

DISSEMINATE EVIDENCE FOR DECISION-MAKING

Data collection and analysis must be disseminated if it is to inform policymaking and program development. Findings need to be formatted and presented in a way that is accessible and relevant to the needs of decision makers and practitioners.

Best Practice Box 7: Harnessing data for policy solutions

KEY INSIGHT » Effective communication is necessary for evidence-based policy solutions to gain traction.

In order to overcome challenges related to scarcity of sex-disaggregated data, gender-sensitive methodologies have been fully integrated in all data collection exercises and research UNDP SEESAC is conducting in South East Europe (SEE). In doing so, UNDP SEESAC established an evidence base for gender responsive arms control in SEE by creating different data streams to demonstrate the need for action such as SALW Survey and Armed Violence Monitoring Platform.¹⁴³

The SALW Survey conducted in cooperation with SALW Commissions in SEE provides a wide range of sex- and age-disaggregated data on distribution and impact of small arms. It also captures specific gender concerns related to small arms, such as use of firearms in domestic violence or exposure of young men to armed violence. An online public perceptions survey that attracted over 50,000 respondents offers a thorough insight into women's and men's perceptions of small arms. The Armed Violence Monitoring Platform that monitors firearm-related incidents occurring in the region on an ongoing basis helps to further bridge the gap in data availability.

To translate evidence into policy actions, this data has been extensively used in development of SALW control strategies and action plans in SEE, ensuring evidence-based response to the main challenges faced in the region. UNDP SEESAC also launched the "Fast Facts" series to raise awareness of the need for gender responsive small arms control both among decision makers, practitioners, and the public.¹⁴⁴

STRATEGY 3

Champion Women's Representation and Leadership

From the political to the project level, women experts face barriers to full participation and leadership in arms control. However, new policies that promote representation are gaining traction, with champions for gender equality targeting women's participation rates, training, and workplace conditions.

PROVIDE OPPORTUNITIES FOR WOMEN TO DEVELOP THEIR EXPERTISE

Opportunities can be created for women to become experts or to increase their expertise through targeted training aimed at government officials and civil society leaders and activists. Existing experts need more opportunities to apply their expertise. They can be supported through programs that tackle unconscious bias and that promote more inclusive and equitable working environments.

Best Practice Box 8: Supporting women experts in small arms control

KEY INSIGHT » Targeted training opportunities can help women develop careers as experts in small arms control.

Most experts in small arms control have become specialists through a career in state security services, whether in law enforcement or the military. Fittingly, personnel in state security services are also the main target audience for international training and opportunities to work in the disarmament field. Since women are a minority within the security and defense institutions, few women receive the specialist training that would give them access to these careers. Moreover, women who do serve in the military or law enforcement may not be able to access specialist training opportunities because of the discrimination they face. Recognizing this problem, The Regional Centre on Small Arms in the Great Lakes Region, the Horn of Africa and Bordering States (RECSEA) began requesting that member states send women candidates for specialist instructor training. In 2019, the first woman to complete the training also became the first female instructor providing Physical Security and Stockpile Management (PSSM) training to police and military personnel responsible for munitions storage facilities across the continent.

Best Practice Box 9: Women-Only-Training on small arms for security sector personnel

KEY INSIGHT » Recognizing the barriers to participation women may face in the security sector allows for targeted training.

Recognizing the barriers to entry that prevent women working in the security sector from accessing technical training, UNLIREC developed a Women Only Training (WOT) Course based on its Inter-Institutional Course for Combating the Illicit Trafficking in Firearms, Ammunition and Explosives (IITC). Targeting women working in multisectoral security roles from law enforcement to the judiciary, the course aimed to increase national capacities by deepening participants' knowledge of small arms issues such as identification of firearms, investigation techniques, chain of custody issues, physical security, and stockpile management, all while mainstreaming a gender perspective throughout.¹⁴⁵

PROMOTE WOMEN'S REPRESENTATION AND LEADERSHIP

Moves to increase the visibility and quality of women's participation in arms control decision-making are gaining momentum, with increased visibility of women at senior levels. Prominent examples include Izumi Nakamitsu, appointed in 2017 to serve as Under-Secretary-General and High Representative for Disarmament Affairs at the United Nations Office for Disarmament Affairs (UNODA), and Renata Dwan who directed the United Nations Institute for Disarmament Research (UNIDIR) from 2018 to 2020. Continued advocacy is needed to support women's representation. Women must be supported to take up leadership positions, and their experience in the sector documented.

Best Practice Box 10: Advocating for gender equality at the highest levels of representation

KEY INSIGHT » High-level advocacy creates new opportunities for women to participate and strengthens demand for gender responsive policies and programming.

The International Gender Champions Disarmament Impact Group is a leadership network based in Geneva, cochaired in 2020 by the Ambassador of Ireland, the Ambassador of Namibia, the Ambassador of the Philippines, and the Director of the United Nations Institute for Disarmament Research (UNIDIR).¹⁴⁶ The group brings together UN member states' representatives to support the disarmament community in translating gender awareness into practical action across the range of multilateral disarmament processes and activities.

The group, which was nominated for the Arms Control Person(s) of the Year 2018, has produced a Resource Pack for Multilateral Practitioners on Gender & Disarmament¹⁴⁷ and a factsheet on the Arms Trade Treaty and Gender Equality.¹⁴⁸ It has also created space for dialogue by cohosting side events at major international disarmament meetings.

SUPPORT MEN TO CHAMPION WOMEN'S EMPOWERMENT IN SMALL ARMS CONTROL

The active participation of men helps to reinforce the message that gender responsive small arms control has an impact on the safety of both women and men, while creating space to address how masculinity shapes the use of firearms. It is especially important for male supporters to champion gender equality within the security sector and in political decision-making roles where they can support more and more meaningful participation of women.

Best Practice Box 11: Men as champions for gender responsive arms control

KEY INSIGHT » Male advocacy and leadership help bring a gender perspective into the mainstream of small arms control.

The potential to reduce violence by addressing how masculinity shapes the use and abuse of firearms is increasingly widely recognized. Community programs targeting gang violence have pioneered approaches that use peer-to-peer mentoring and community ties to reshape attitudes to women and violence.¹⁴⁹ Indeed, men have played a role as active advocates for women's empowerment and gender equality in many of the best practice examples described in this report.

For example, UNDP SEESAC's Gender Coach Programme linked gender experts with male decision makers in small arms control and the security sector in general. Similarly, the Disarmament Impact Group provided a platform for senior men to become public advocates for gender responsive small arms control.

STRATEGY 4

Turn Evidence into Action at National and Local Levels

As gender responsive small arms control gains traction in multilateral and international policy commitments, greater support is needed for action at national and local levels. Strengthened legal and policy frameworks, tailored programming guidance, and training and capacity building will help countries bridge the gap between their commitments and current practice on the ground. A report by the Commission on the Status of Women showed that laws and regulations on violence against women and girls have been strengthened or introduced in more than half of states in the twenty-five years since the Beijing Platform was first agreed. Making gender responsive small arms control part of such regulations is a perfect opportunity both to enhance conditions for gender equality and violence prevention.¹⁵⁰

PROMOTE THE ADOPTION AND GENDER RESPONSIVE IMPLEMENTATION OF INTERNATIONAL ARMS CONTROL COMMITMENTS AT THE NATIONAL LEVEL

The implementation of international agreements on arms control—such as the ATT, the UN PoA, the Firearms Protocol and the UN's Basic Principles on the Use of Force and Firearms by Law Enforcement Officials—is a key means of improving small arms control at the national level. However, adoption and implementation of these agreements around the world remains ad hoc and often underwhelming. Moreover, those states that have acted to implement these agreements may not have applied a gender perspective. A gender perspective can help expose elements of legal and policy frameworks that fail to provide equal protection for women and men. This could include prohibiting all forms of violence against women, supporting reform of firearms regulations, and policy reforms that facilitate the full implementation of existing laws. Regional model laws, frameworks, and centers of expertise are effective in supporting national efforts to implement international commitments.

Best Practice Box 12: Model legislation to accelerate implementation

KEY INSIGHT » Model legislation for mainstreaming gender responsive small arms control can accelerate implementation of international commitments.

Advances in international norms for disarmament and small arms control are promising, but implementation has often trailed political or legal commitments. One reason for this is the lag in translating international commitments into coherent national laws and standards that will shape domestic violence reduction policies. The complexity of this task can present a hurdle in some contexts, and may be most difficult in those places where implementation is most needed. Africa and Asia, for example, are regions of the world with some of the highest rates of violent death and firearms related homicide, but also the regions with the lowest rates of ATT ratification.

Developing model legislation on a regional basis can provide a bridge between international commitments and national law-making processes to speed up implementation. Regional model laws make particular sense, because countries in the same region often face similar challenges related to violence and small arms while also sharing similarities in language and legal regimes. The Government of New Zealand sponsored the development of model legislation to support Pacific countries in implementing the ATT, while CARICOM did the same for its 14 member states.¹⁵¹

Best Practice Box 13: Regional frameworks for national policies on gender responsive arms control

KEY INSIGHT » Regional coordination can spur action and establish minimum standards.

In 2020, sixteen Caribbean states adopted a Roadmap for the implementation of the 'Caribbean Priority Actions on Addressing Illicit Trafficking of Firearms' developed in 2019. Composed of four goals, the Roadmap integrates gender throughout.¹⁵² Under Goal 1.2 of the Roadmap, states commit to ensure that firearms legislation, policies, and institutional framework are in place by 2025–2030. This means that states will need to ensure international standards are reflected in national law, including many provisions that promoted gender equality. Action 1.2.3. under target 1.2 of the Roadmap explicitly asks all states to "cross-reference/harmonize firearms legislation with domestic violence prevention legal provisions".¹⁵³

MAKE NATIONAL FIREARMS LICENSING LAWS GENDER RESPONSIVE

Countries have been able to reduce rates of violent death and injury by placing stricter controls on legal ownership of firearms among civilians. Making national gun regulations more gender-responsive is one of the most effective ways of limiting firearm violence against women. This approach will also need to encompass the question of gender responsive ammunition regulation.¹⁵⁴

Best Practice Box 14: National regulations to address gendered violence linked to legal gun ownership

KEY INSIGHT » Women's lives are saved by gender responsive regulation of legal firearms.

Lower rates of gun-related injuries and deaths have, for both women and men, been linked to tighter legislation and changes to licensing laws in contexts as diverse as Albania, Australia, Brazil, Canada, South Africa, and the United States.¹⁵⁵

Specific measures that use legislation to address the risk of violence against women in the home have included notifications to partners and ex-partners of an application or renewal of a gun license; character requirements; disqualification for ownership (or service in the security sector) in cases where a history of violence against the family or partner exists; and seizure of weapons following instances of family or partner violence.¹⁵⁶

Best Practice Box 15: Operationalizing the gender-based violence criteria of the Arms Trade Treaty

KEY INSIGHT » A groundbreaking international commitment is translated into practical and tailored support for government officials as they assess the risks to women from arms transfer decisions

The Arms Trade Treaty creates the first legal obligation for states to address the link between gender-based violence and the arms trade.

To promote implementation, the Ministry of Foreign Affairs of Latvia and Control Arms hosted “The Central and Eastern European Regional Training on the Gender-based Violence (GBV) Criteria in the Arms Trade Treaty (ATT)” in May 2019.¹⁵⁷

Guided by global experts, representatives from 12 governments explored how gender-based violence criteria could be applied to export control risk assessment processes. They also shared national perspectives and best practices on how to strengthen compliance with the treaty.

Designed and implemented by Control Arms, the usefulness of this training was enhanced by its timing, as it was held shortly before the Fifth Conference of States Parties of the Arms Trade Treaty, where the thematic discussion focused on “Gender and Gender Based Violence”.

TAILOR PROGRAMMING GUIDANCE FOR GENDER RESPONSIVE SMALL ARMS CONTROL TO NATIONAL CONTEXTS

The development of the MOSAIC module on gender responsive small arms control, as well as EU support to mainstream gender in policies, programs, and actions in the fight against small arms trafficking and misuse, show how programming guidance for gender responsive small arms control is advancing.¹⁵⁸ The next step is more detailed guidance that adapts programming advice to specific national and local needs.

Best Practice Box 16: Tailored gender responsive small arms control in the Sahel

KEY INSIGHT » Gender responsive small arms control is more successful when tailored to local and national experiences of how small arms affect men, women, girls, and boys.

The National Commissions for SALW control in Burkina Faso, Mali, and Niger joined with the Danish Demining Group to develop an education tool to help local communities understand and mitigate the risk of harm from small arms.¹⁵⁹ The “Toolbox of Pictures” uses culturally accurate and appropriate illustrations to reproduce familiar scenes from daily life in such a way that local communities can better relate to messages about the risks of small arms. Over time, images or scenarios were adapted to sub-regional contexts in order to improve their effectiveness, providing an example of the flexibility that is needed to make context-specific approaches more successful.

MAINSTREAM GENDER IN TECHNICAL SMALL ARMS CONTROL TRAINING

Professional and operational training in small arms control has traditionally neglected gender. While there will always be a role for specialist expertise on gender, gender responsive approaches should be a core competency for disarmament experts. This must be reflected in their training and professional development.

Best Practice Box 17: Training on gender responsive small arms control will enhance implementation

KEY INSIGHT » Targeted training for both generalist and specialist practitioners can lead to meaningful action on gender responsive small arms control.

The Gender-Responsive Small Arms Control: A Practical Guide is a new handbook produced by the Small Arms Survey “designed to provide a roadmap for practitioners, diplomats, and donors to become accustomed to this way of thinking and working explains the rationale for gender responsive small arms control.”¹⁶⁰ To achieve this aim, the handbook presents case studies of good practice, and details how practitioners can implement these insights in the design, monitoring, and implementation of their programs and projects.¹⁶¹ Targeted training modules for practitioners are also being developed based on the MOSAIC module and will be delivered in a pilot phase across six country training programs. Workshops with national coordinating bodies will explore the strengthening of the gender dimension in National Action Plans and other relevant policy and legislative frameworks.¹⁶² Training for desk officers from the secretariats of sub-regional and regional organizations will also be undertaken, with a view to promoting gender aspects in regional small arms initiatives.

STRATEGY 5

Link Gender Responsive Small Arms Control to Broader Violence Prevention Efforts

Small arms have been called “the real weapons of mass destruction” because of the number of deaths and injuries they cause globally each year.¹⁶³ Yet the majority of harm done by guns falls outside international instruments for arms control because it happens in non-conflict zones. Moreover, it often involves weapons that are legally held by private owners, or which may never have crossed an international border.¹⁶⁴ The extensive harm done by small arms shows the urgency of moving beyond a narrow conflict-focused lens on illicit weapons and their international transfers. Instead, the focus must move toward a more comprehensive approach that puts control of firearms at the heart of global strategies for reducing violence and protecting human rights, including gender equality.¹⁶⁵ To make this shift, it will be critical to connect international efforts to stem the illicit flow of weapons and encourage disarmament with larger global goals of reducing all kinds of violence everywhere, as well as local activism for violence reduction and gender equality, and cross sectoral efforts being made at national levels.

INTEGRATE GENDER RESPONSIVE SMALL ARMS CONTROL INTO THEMATIC APPROACHES TO VIOLENCE PREVENTION

Gender experts working on small arms should actively reach out to communities working on other forms of prevention, including violence against women, urban violence, violence against children, conflict prevention, and the Women, Peace and Security agenda. Shared analysis of the risks and protective factors driving violence can allow for the development of more holistic and integrated strategies. UNSC 1325 and the WPS agenda should be extended to address the security issues that affect women in non-conflict contexts everywhere. These issues, fueled by access to (often illicit) firearms, include urban violence and high rates of insecurity related to crime, as well as GBV, domestic abuse, and interpersonal violence.¹⁶⁶

Best Practice Box 18: Committing to disarmament through the Women, Peace and Security Agenda

KEY INSIGHT » Broader frameworks for violence prevention create opportunities to commit to action on gender responsive small arms control.

A group of member states, including Canada, Finland, Ireland, Italy, Latvia, Namibia, and Sweden, as well as the UN Office of Disarmament Affairs, are promoting the role that disarmament can play in accelerating action for the 20th anniversary of UNSC Resolution 1325 and the Women, Peace and Security Agenda in 2020.¹⁶⁷

At a national level, UNSC 1325 National Action Plans (NAPs) are being used to mainstream gender responsive arms control policies. The Philippines committed to new regulations on small arms control in its 1325 NAP for 2010, as the country continued to suffer from high rates of homicide and the easy availability of small arms due to the longstanding conflict that had affected its southern region.¹⁶⁸

Countries not directly affected by conflict are also making the same connection. Switzerland, for example, refers to the need for gender responsive small arms control in its own 1325 NAP.

BUILD CROSS SECTORAL PARTNERSHIPS FOR VIOLENCE REDUCTION

Gender responsive small arms control strategies have dimensions that touch aspects of justice, security, education, public health, economic development, and other actors. All affected government authorities need to be engaged in developing effective strategies for implementation. This requires coordination structures, shared budgets, and training for non-disarmament specialists.

Best Practice Box 19: Join forces for violence prevention

KEY INSIGHT » Integrating gender responsive small arms control into cross-sectoral approaches can lead to better outcomes for people and communities.

At the international level, small arms control is also being mainstreamed into broader efforts to tackle GBV.

The RESPECT framework, developed by WHO and UN Women, and endorsed by a coalition of international organizations, sets out seven evidence-based strategies for action to prevent and respond to violence against women.¹⁶⁹ The framework underlines the need to reduce the risks to women posed by the availability of weapons (alongside risk factors like drugs and alcohol).

INSPIRE – the equivalent framework for ending violence against children – calls for action to limit young people’s access to guns and other weapons.¹⁷⁰ It points to the experience of South Africa, where stricter licensing and reduced circulation of firearms saved nearly 5,000 lives in five cities over a five-year period.¹⁷¹

Both frameworks provide the basis for integrated approaches that are implemented across sectors and by governments, civil society, and the private sector.

ADDRESS SMALL ARMS VIOLENCE AS A HUMAN RIGHTS ISSUE

The vast majority of guns in the world are owned by private citizens, and overwhelmingly by men. This is partly why legally owned firearms are those most likely to be used against women in the home by intimate partners and family members, and against other men and boys in the streets. However, international control regimes for small arms have principally focused on illicit firearms and how they are transferred and used. Addressing gun violence as a human rights issue asks states to take responsibility for preventing violations of human rights that firearms can facilitate, regardless of whether these weapons are legally or illegally held and by whom.¹⁷²

Best Practice Box 20: Protecting human rights requires gender responsive control of small arms

KEY INSIGHT » International human rights law creates obligations on states to control firearms in both private and public hands.

Small arms are among the key means by which human rights violations are perpetrated, whether in conflict or non-conflict situations. The Universal Declaration of Human Rights and the International Covenant on Civil and Political Rights both guarantee protection of the right to life as well as freedom from discrimination on the basis of sex, and the equal right of men and women to the enjoyment of all rights contained in the treaty. The UN's Special Rapporteur on the Prevention of Human Rights Violations Committed with Small Arms and Light Weapons states that under international human rights law, "the state can be held responsible for violations committed with small arms by private persons in two situations: when the armed individuals are operating under color of state authority; and when the state fails to act with due diligence to protect human rights."¹⁷³ Human rights law therefore offers a legal reason states should enact stricter and more gender-responsive domestic controls on gun ownership. In particular, this includes ensuring the UN Basic Principles on the Use of Force and Firearms by Law Enforcement Officials are implemented in national law with a gender-responsive perspective.

STRATEGY 6

Mobilize Finance to Support More Gender Responsive Arms Control

Commitments require increased funding if they are to be implemented. Criteria for gender equality should be mainstreamed into existing funding mechanisms, while dedicated funding for gender responsive small arms control is also needed. Modalities for funding civil society actors are urgently needed, given their critical role in promoting gender responsive small arms control and shrinking political and financial space for their operations.

INTEGRATE GENDER EQUALITY INTO FUNDING CRITERIA FOR MULTILATERAL PROJECTS

National and multilateral funding mechanisms are increasingly integrating the promotion of gender equality into the technical requirements for projects and programs. The OECD's three-point Gender Policy Marker is a well-known example that can also apply to small arms control.¹⁷⁴ New funding streams for disarmament have the potential to support more ambitious implementation of gender responsive policies and programs.

Best Practice Box 21: Make gender responsive programming a funding requirement

KEY INSIGHT » Linking funding decisions on gender responsive programming criteria creates operational incentives to mainstream gender in small arms programming.

In 2019, the United Nations launched the Saving Lives Entity, or SALIENT fund, with the goal of supporting member states to mainstream small arms control within a comprehensive approach to sustainable security and development.

SALIENT has committed to spending at least 30 percent of its program funds on gender-related activities, and to projects that identify gender equality as a principal objective, with a Project Gender Marker score of 2.

As national authorities and international actors cooperate to prepare joint proposals, these funding criteria will sensitize a broad range of actors to the need for gender responsive small arms control.

BRING GENDER RESPONSIVE SMALL ARMS CONTROL INTO NATIONAL GENDER BUDGETING PROCESSES

Gender budgeting aims to redirect public resources to close gender gaps.¹⁷⁵ Almost half of OECD countries are already using this approach or seriously considering it.¹⁷⁶ When applied to national security and defense spending, it provides an opportunity to finance arms control policies and programs that benefit women and men equally, while building cooperation between ministries of finance, defense and security, and gender and women's affairs.

FUND CIVIL SOCIETY ADVOCACY IN PLACES MOST AFFECTED BY SMALL ARMS VIOLENCE

More dependable sources of funding are needed if civil society organizations are to continue to play their essential role in advocacy for more gender responsive small arms control at local and national levels. Grassroots organizations are in urgent need of funding that protects their independence and can be accessed without placing unreasonable demands on the volunteer and part-time activists who work in local communities.

Best Practice Box 22: Fund action on gender responsive small arms control from the bottom up

KEY INSIGHT » Better support for the grassroots can help finance reach the communities in greatest need of better arms control

The International Action Network on Small Arms (IANSA) is a global movement for the control of small arms that networks civil society organizations with shared aims across the world.

Recognizing the importance of supporting grassroots organizations, IANSA introduced a micro-grants program that provides grants of a size that smaller organizations can manage. This has helped groups strengthen their capacity and outreach, for example by creating a website, hosting community events, and building networks for advocacy, all of which create awareness of their work and the need for better gun control.

STRATEGY 7

Share International and Regional Experience and Celebrate Progress

To accelerate action, more opportunities are needed to showcase progress and share best practices. Regional centers for arms control, regional civil society networks, and international civil society organizations with strong grassroots networks showcase national implementation, demonstrating how gender responsive small arms control can save lives.

ENCOURAGE CROSS-REGIONAL EXPERIENCE SHARING AND NETWORKING

Innovations in gender responsive small arms control are typically developed at the local and national levels, but lessons learnt can easily be lost. Learning is often best promoted at a regional level, where countries often share similar challenges, constraints, and opportunities. Regional approaches can be formalized in framework agreements for cooperation and mutual pledges for national action.

Best Practice Box 23: Learn from regional experiences of gender responsive small arms control

KEY INSIGHT » Regional networks empower gender champions and help to share learning within and across regions.

The Gender Equality Network for Small Arms Control (GENSAC) was created to convene national and regional specialists and to promote gender-responsive approaches.

GENSAC acts as a network supporting the work of women and men as small arms control and gender champions, empowering them to learn from each other and providing them with a platform to participate in global and regional events, and to influence political processes. It will also connect gender champions working on arms control to peers working on other forms of violence prevention.

GENSAC is also a platform for sharing between regions, exploring how gender-informed strategies can respond to different types of risk posed by firearms, and increasing understanding of how to tackle illicit arms flows and other transnational threats.

Sharing between regions will also promote understanding of emerging trends and encourage the spread of innovation and best practices.

HIGHLIGHT THE LEADERSHIP OF NATIONAL CHAMPIONS AND PATHFINDERS

Some countries and regions have gone beyond internationally agreed standards, creating models for others to follow. This provides an opportunity to reward success and encourage bottom-up standard setting. Recognizing achievement creates incentives for action for individuals, organizations, and nations.

Best Practice Box 24: Look to national champions spearheading progress

KEY INSIGHT » Focused international leadership on gender responsive arms control draws attention and creates space for political progress.

Namibia played a historic role in launching the Women, Peace and Security agenda, using its chairmanship of the Security Council in 2000 to sponsor UNSC Resolution 1325, which was based on the Windhoek Declaration and the Namibia Plan of Action on Mainstreaming a Gender Perspective in Multidimensional Peace Support Operations (S/2000/693). More recently, Namibia has integrated small arms control into its own 1325 National Action Plan; co-chaired the International Gender Champions Disarmament Group; used its chairmanship to the WPS Focal Points Network in 2019 to make arms control a subtheme for discussion at the Network meetings;¹⁷⁷ and has also been a founding supporter of GENSAC. Namibia's focus on promoting gender responsive small arms control has been enhanced by cooperation with other states that also prioritize gender responsive small arms control in their support, including Germany and Canada.

Best Practice Box 25: Showcasing leadership inspires progress

KEY INSIGHT » Spotlighting outstanding achievements in disarmament by individuals can inspire others and create momentum for action.

As the region facing the highest burden of firearms violence, Latin America and the Caribbean has also seen an impressive degree of energy and leadership invested in gender responsive small arms control and violence reduction. In 2015, UNLIREC profiled fifty-eight women who had demonstrated outstanding achievements in activism both from within and outside government office. With the aim of celebrating the essential role played by Latin American and Caribbean women in the implementation of the UN PoA, the publication demonstrates the wide range of backgrounds and contributions women have made in disarmament policy-making and provides positive role models to encourage others.¹⁷⁸ The series is now in its fourth edition.¹⁷⁹

FOCUS ON RESULTS AND PROMOTE ACCOUNTABILITY

The international system for arms control offers a number of avenues for reporting and accountability through instruments such as the PoA, ATT, and the Firearms Protocol. Existing reporting mechanisms should be strengthened to better showcase progress on gender responsive small arms control as called for, for example, in regional instruments such as the African Union Master Roadmap. Through the 2030 Agenda, countries are encouraged to “conduct regular and inclusive reviews of progress at the national and sub-national levels, which are country-led and country-driven.” These Voluntary National Reviews provide another opportunity to highlight progress on gender responsive arms control while also linking implementation to processes of accountable national benchmarking. Human rights instruments also offer an opportunity for international accountability on small arms control under states’ obligations to protect the right to life, among other fundamental social, political, and economic rights.

Best Practice Box 26: Multilateral mechanisms to hold states accountable for small arms control

KEY INSIGHT » Reporting mechanisms built into existing international commitments can provide transparency and accountability on progress toward small arms control.

SDG 16.4 of Agenda 2030 commits states to “significantly reduce illicit arms flows by 2030” and provides a set of indicators by which states can measure their progress toward achieving this goal. The SDGs also provide an international platform for states to present their progress in the form of the Voluntary National Reviews which can be presented to the high-level political forum held under the auspices of the United Nations Economic and Social Council each year to review progress on the SDGs. In 2018, twenty-four countries submitted data on their efforts to stem illicit arms flows as measured under indicator 16.4.2 for the second time, which made it possible to trace both progress and setbacks in efforts to control illicit arms flows.¹⁸⁰ As the number of countries reporting over time increases together with coherency in data collection and management, the SDG indicators will present an increasingly powerful way of highlighting results and promoting accountability for promises to act.¹⁸¹

PART THREE

Strategies for Action on Gender Responsive Small Arms Control

"From the UN's perspective, small arms control initiatives can only be effective and responsive to the needs of all if gender dimensions are systematically included in planning, decision-making and implementation"

**Izumi Nakamitsu, United Nations
Under-Secretary-General of
Disarmament Affairs, Address to the
2020 GENSAC Conference, Berlin**

Self-Assessment Questions for Action on Gender Responsive Small Arms Control

The seven strategies presented above provide evidence-based starting points for making small arms control more gender-responsive. Moving from strategy to action depends on the resources and processes in place and available to address gender responsive small arms control in each institutional context. This section provides some self-assessment questions about how to marshal existing skills, knowledge, mandates, policies, and procedures to make small arms control more gender responsive. The answers to these questions can help translate strategies into a basis for action for organizations working across local, national, and international levels, from within government and outside it. While not replacing a holistic gender assessment, these questions can help identify what is working or missing in measures to make small arms control more gender responsive. They can also help identify needs for capacity building, research, data, funding, and accountability. The answers to these questions provide a first step toward developing realistic goals that will accelerate action on more gender responsive small arms control.

For International and Regional Organizations Working on Small Arms Control

STRATEGY 1: RAISE AWARENESS ABOUT GENDER EQUALITY AND WHY IT IS IMPORTANT

- ☐ What resources are currently available to staff within your organization to ensure their level of knowledge around gender equality and the need for gender responsive small arms control is sufficient?
- ☐ What measures are planned to build capacity on gender through training and education or to integrate gender aspects into existing training and capacity-building opportunities?
- ☐ Does your organization already target security sector personnel (internally or externally) in raising awareness about gender responsive small arms control? Could this target audience be integrated into existing or planned efforts?
- ☐ What evidence does your organization rely on in your work to advocate for gender responsive small arms control and is it disaggregated by gender?
- ☐ What are the gaps in existing data resources that could make your advocacy efforts for gender equality more effective?

STRATEGY 2: BUILD THE EVIDENCE BASE FOR RESULTS

- ☐ What data on violence, firearms, or gender equality do you collect in the course of your programming and could it be relevant to gender responsive small arms control efforts?
- ☐ Is the data you collect appropriately disaggregated?
- ☐ Do you track the rates of participation between men and women across all decision-making levels within your own organization?
- ☐ Does program or project monitoring you conduct or support offer opportunities to gather data or evidence relevant to gender responsive small arms control efforts?
- ☐ Does program or project monitoring you conduct, or support include baselines and indicators for gender responsive small arms control?

- ☐ Through what channels do you disseminate the gender-relevant data and evidence derived from your work?
- ☐ How could the gender-specific data and evidence derived from your work be relevant for decision-making within or beyond your organization?
- ☐ Which other departments, decision makers, support organizations, program, or policy planners within or beyond your organization could make use of what your organization learns from its work?

STRATEGY 3: CHAMPION WOMEN'S REPRESENTATION AND LEADERSHIP

- ☐ What opportunities does your organization provide for women staff to develop their expertise in gender responsive small arms control?
- ☐ What opportunities or programs does your organization support for women staff to develop their expertise in gender responsive small arms control?
- ☐ What measures are in place internally to ensure women's representation and leadership is appropriately promoted?
- ☐ What measures are in place among the organizations and programs you support to ensure women's representation and leadership is appropriately promoted?
- ☐ How does your organization support men to champion women's empowerment in small arms control policies, programming, and decision-making? (e.g., capacity building or institutional culture.)

STRATEGY 4: TURN EVIDENCE INTO ACTION AT NATIONAL AND LOCAL LEVELS

- ☐ What elements of your work support national actors to mainstream gender into their national policy and legal frameworks?
- ☐ How does your work acknowledge and support linkages between national action on gender responsive small arms control and the implementation of relevant international commitments?
- ☐ How do you tailor your support and programming guidance for gender responsive small arms control to national contexts? Is it drawing on diverse sources, reliable data, and local consultations?

- ☐ Are women consulted and involved in tailoring support and programming guidance for gender responsive small arms control to national contexts?
- ☐ How do you ensure gender is mainstreamed in technical arms control training your organization supports or makes use of?
- ☐ Is gender analysis covered thematically in any technical arms control training your organization supports or makes use of?
- ☐ What measures are in place to raise participation rates of women in technical arms control training your organization supports or makes use of?

STRATEGY 5: LINK GENDER RESPONSIVE SMALL ARMS CONTROL TO BROADER VIOLENCE PREVENTION EFFORTS

- ☐ Does the thematic work of your organization sufficiently acknowledge the violence caused by small arms held by civilians?
- ☐ How could the disarmament work of your organization be broadened to acknowledge the gendered dimensions of violence caused by small arms held by civilians?
- ☐ Does your organization's work on violence prevention sufficiently integrate arguments for gender responsive small arms control?
- ☐ What institutional or thematic actors do you already work with on the gendered dimensions of small arms control?
- ☐ How could broader cross-sectoral partnerships for violence reduction enhance your work on gendered dimensions of small arms control?

STRATEGY 6: MOBILIZE FINANCE TO SUPPORT MORE GENDER RESPONSIVE ARMS CONTROL

- ☐ Is gender equality fully integrated into all funding criteria for the projects or programs your organization supports?
- ☐ Is gender equality fully integrated into all project and programming criteria of the work your organization proposes to carry out?
- ☐ Are the gender-relevant aspects of the projects and programming budgets your organization supports or carries out adequately funded?

- ☐ What can your organization do to support national actors in bringing gender responsive small arms control into national gender-budgeting processes?
- ☐ How can your organization support civil society advocacy for gender responsive small arms control in the places most affected by small arms violence?
- ☐ What funding does your organization provide (directly or indirectly) to support civil society advocacy for gender responsive small arms control in the places most affected by small arms violence?

STRATEGY 7: SHARE INTERNATIONAL AND REGIONAL EXPERIENCE AND CELEBRATE PROGRESS

- ☐ What is your organization doing to encourage cross-regional networking and experience-sharing around gender responsive small arms control?
- ☐ What part of your organization, whether regionally, nationally, or thematically focused, could benefit from a clearer understanding of your work on gender responsive small arms control? What mechanisms are in place to share such experience internally?
- ☐ What external organizations, national stakeholders, or civil society actors, could benefit from a clearer understanding of your work on gender responsive small arms control, and what mechanisms are in place to share such experience externally?
- ☐ What measures are in place within your organization to identify and highlight the leadership of national champions and pathfinders on gender responsive small arms control?
- ☐ What aspects of your work provide a focus on results of gender responsive small arms control?
- ☐ How does the work your organization supports promote accountability against commitments made (at any level) to act on gender responsive small arms control?

For Civil Society Advocating for Gender Responsive Small Arms Control

STRATEGY 1: RAISE AWARENESS ABOUT GENDER EQUALITY AND WHY IT IS IMPORTANT

- ☐ What resources are currently available to staff within your organization to ensure they possess sufficient knowledge around gender equality and the need for gender responsive small arms control?
- ☐ What measures are planned to build capacity on gender through training and education, or to integrate gender aspects into existing training and capacity-building opportunities?
- ☐ Does your organization already target security sector personnel in raising awareness about gender responsive small arms control? Could this target audience be integrated into existing or planned efforts?
- ☐ What evidence and data sources do you use in your work to advocate for gender responsive arms control?
- ☐ What gaps are apparent in the evidence and data sources you use in your work to advocate for gender responsive arms control?

STRATEGY 2: BUILD THE EVIDENCE BASE FOR RESULTS

- ☐ What data and evidence on gender responsive small arms control does your organization collect and disaggregate in the course of your work?
- ☐ What challenges do you face in collecting data and evidence?
- ☐ Do you track the rates of participation between men and women across all decision-making levels within your own organization or within the organizations at the center of your advocacy work?
- ☐ Does program or project monitoring you conduct offer opportunities to gather data or evidence relevant to gender responsive small arms control efforts?
- ☐ Does program or project monitoring you conduct include baselines and indicators for gender responsive small arms control?

- ☐ Through what channels do you disseminate the gender-relevant data and evidence derived from your work?
- ☐ How could the gender-specific data and evidence derived from your work be relevant for decision-making within or beyond your organization?
- ☐ Which decision makers, support organizations, and program or policy planners beyond your organization could make use of what your organization is learning from its work?

STRATEGY 3: CHAMPION WOMEN'S REPRESENTATION AND LEADERSHIP

- ☐ Is your organization providing opportunities for women to develop their expertise on gender responsive small arms control through your own work?
- ☐ Is your organization providing opportunities for women within the organizations or communities you work with to develop their expertise on gender responsive small arms control?
- ☐ How does your work promote women's representation and leadership in gender-responsive small arms control? (Advocacy, research on participation rates and impact, tracking participation rates, and ensuring visible and meaningful roles for women in activities and decision-making?)
- ☐ How does your organization support men to champion women's empowerment in small arms control? (e.g., capacity building or institutional culture.)

STRATEGY 4: TURN EVIDENCE INTO ACTION AT NATIONAL AND LOCAL LEVELS

- ☐ How does your organization work with national governments to promote gender mainstreaming in national policy and legal frameworks for gun control?
- ☐ How does your organization help articulate the link between gender responsive small arms control at the national level and the implementation of international commitments, e.g., on gender equality, disarmament, violence prevention, and sustainable development?
- ☐ How does your organization tailor its advocacy work and policy or programming guidance for gender responsive small arms control to national contexts and local realities?

- ☐ How does your organization work with local communities to promote gender responsive small arms control? (e.g., direct outreach, consultations, training, community education, or raising public awareness.)
- ☐ How can your organization support gender mainstreaming in technical arms control training? (e.g., more female participants within the security sector; ensuring a gender component to all training; or supporting national actors to integrate material on gender responsive arms control.)

STRATEGY 5: LINK GENDER RESPONSIVE SMALL ARMS CONTROL TO BROADER VIOLENCE PREVENTION EFFORTS

- ☐ Does your advocacy work address the violence caused by small arms held by civilians and its gendered dimensions?
- ☐ What opportunities exist to link your work on violence prevention with gender responsive small arms control?
- ☐ Is your organization part of or building cross-sectoral partnerships for gender responsive small arms control and violence reduction?
- ☐ Does your advocacy focus on executive government actors involved in security policy and arms control (security sector and relevant ministries/departments), or can your work expand to take in other executive branches and departments (public health, crime and justice, foreign affairs, finance and development, or veterans affairs)?
- ☐ Does your advocacy work include government actors beyond the executive with a role in national regulation of firearms, such as parliaments, national human rights commissions, SALW commissions, or provincial or city-level officials?

STRATEGY 6: MOBILIZE FINANCE TO SUPPORT MORE GENDER RESPONSIVE ARMS CONTROL

- ☐ Have you identified funding opportunities or donors who value gender equality highly in their funding decisions?
- ☐ Does your advocacy promote the inclusion of gender criteria in project and program funding decisions?
- ☐ Can work on gender responsive small arms control qualify for funding outside conventional pipelines, whether gender equality, disarmament, sustainable development, or violence reduction?

- ☐ What are the skills and competencies necessary to meet criteria for gender equality in the context of multilateral project proposals, and what does your organization need to do in order to meet them?
- ☐ Does your advocacy work argue for gender responsive small arms control to be adequately funded and prioritized in national gender-budgeting processes?
- ☐ Could coalitions or partnerships help in creating a project or program for gender responsive small arms control that is more likely to attract sustainable funding?
- ☐ Does your advocacy include calls to fund civil society advocacy on gender responsive arms control in places most affected by small arms violence?

STRATEGY 7: SHARE INTERNATIONAL AND REGIONAL EXPERIENCE AND CELEBRATE PROGRESS

- ☐ What is your organization doing to share and learn from cross-regional experiences and networking on gender responsive small arms control?
- ☐ How do you identify and highlight examples of exceptional leadership, national champions, or pathfinders in gender responsive small arms control?
- ☐ How do you monitor results of your own work and document them for future programming and to share as best practices?
- ☐ What role does a focus on results play in your advocacy, and how can you enhance positive examples of progress you are seeing?
- ☐ How can you use a focus on results to promote accountability for national and international commitments to act on gender responsive small arms control?
- ☐ What international or regional political commitments provide a basis for accountability on gender responsive small arms control, and how can you leverage these commitments to hold state actors accountable for their action or inaction?

For States Responsible for Making Small Arms Control Gender Responsive

STRATEGY 1: RAISE AWARENESS ABOUT GENDER EQUALITY AND WHY IT IS IMPORTANT

- ☐ Do all decision makers, lawmakers, policymakers, and security sector personnel involved in national firearms regulation fully understand and appreciate the significance of gender in effective small arms control?
- ☐ What resources are currently available to staff working within the parts of your government responsible for arms control to ensure a sufficient level of knowledge around gender equality and the need for gender responsive small arms control?
- ☐ What measures are planned to build capacity on gender through training and education, or to integrate gender aspects into existing training and capacity-building opportunities for government policymakers, lawmakers, and security sector officials with a role in gender responsive small arms control?
- ☐ What measures are planned to build capacity on gender through training and education, or to integrate gender aspects into existing training and capacity-building opportunities?
- ☐ Is awareness about gender equality and responsive small arms control mainstreamed throughout the national security sector?
- ☐ What measures are in place to promote increased participation of women in the security sector, and therewith their access to technical careers in small arms control?

STRATEGY 2: BUILD THE EVIDENCE BASE FOR RESULTS

- ☐ What evidence does your government collect on the gendered aspects of small arms violence and the effectiveness of control measures?
- ☐ Is data and evidence collected on small arms violence and control measures disaggregated by gender as well as other relevant social markers?

- ☐ Do sufficient baselines and indicators for gender responsive small arms control support national policymaking and programming on firearms regulations and controls?
- ☐ What information is missing in existing data resources and the evidence base that could help in making more effective policy and laws?
- ☐ Is data and evidence on small arms control and violence consolidated across multiple government sectors? (e.g., public health sources on death and injuries; law enforcement and border authorities on trafficking and illicit weapons; justice; education; and social services on indirect impacts of violence.)
- ☐ Is the state meeting its international obligations to report on firearms controls, and reflecting international best practices for standards of reporting and transparency?
- ☐ Does evidence on gender responsive small arms control support national commitments to promote gender equality, violence reduction, and sustainable development under broader international and regional frameworks?

STRATEGY 3: CHAMPION WOMEN'S REPRESENTATION AND LEADERSHIP

- ☐ Does the state provide equal opportunities for men and women to participate in national representation in disarmament fora, national political decision-making, policy and lawmaking, and participation in the security sector, with relevance to small arms control?
- ☐ What opportunities are provided to increase women's participation in national representation in disarmament fora, national political decision-making, policy and law making, and participation in the security sector, with relevance to small arms control?
- ☐ What training, capacity building, and institutional mechanisms exist to ensure women are able to participate fully and meaningfully in the development of national small arms control strategies, policies, and lawmaking?
- ☐ What training, capacity building, and institutional mechanisms exist to ensure men are able to become successful champions of women's full and meaningful participation in the development of national small arms control strategies, policies, and lawmaking?

STRATEGY 4: TURN EVIDENCE INTO ACTION AT NATIONAL AND LOCAL LEVELS

- ☐ Is gender mainstreamed across all national policy and legal frameworks?
- ☐ Has the state acceded to all the major international agreements pertinent to gender responsive small arms control? (e.g., UN PoA, ATT, or Firearms Protocol.)
- ☐ How are the links between gender responsive small arms control and the implementation of international commitments to gender equality, sustainable development, human rights, and violence reduction understood within each responsible government agency, and also reflected in policy?
- ☐ How are national small arms control policies tailored to reflect the distinct concerns and views of women and local communities? How are women consulted and included in the making of small arms control policies that affect them?
- ☐ What measures are in place to ensure gender is mainstreamed in technical arms control training and throughout training provided for disarmament policymakers?

STRATEGY 5: LINK GENDER RESPONSIVE SMALL ARMS CONTROL TO BROADER VIOLENCE PREVENTION EFFORTS

- ☐ How is the violence caused by small arms held by civilians addressed in national control and regulations?
- ☐ How do national regulations on firearms control address the specific risks and violence done to women by small arms in the hands of civilians?
- ☐ How is small arms violence integrated into thematic approaches to violence prevention, and is this approach gender responsive?
- ☐ Are national control measures on firearms and violence linked with their misuse managed through a cross-sectoral partnerships for violence reduction?
- ☐ Are a sufficiently broad range of government stakeholders engaged with efforts to make small arms control more gender responsive and reduce violence? (e.g., government agencies responsible for security, law enforcement, justice, public health, corrections, education, gender, and border controls, as well as relevant stakeholders in parliament.)

STRATEGY 6: MOBILIZE FINANCE TO SUPPORT MORE GENDER RESPONSIVE ARMS CONTROL

- ☐ Are criteria for promoting gender equality adequately considered in every decision to fund policies or programs that control small arms or reduce violence?
- ☐ Are authorities responsible for the creation, monitoring, and enforcement of gender responsive small arms control policies and programs sufficiently resourced to fulfil their mandate?
- ☐ Is every new initiative to promote gender responsive small arms control accompanied by adequate financing to support its implementation and monitoring?
- ☐ Can a national gender-budgeting process be used to make small arms control more gender responsive?
- ☐ Are local and national civil society advocates provided with sufficient freedom, information, and financing to perform their functions of public oversight and community advocacy?

STRATEGY 7: SHARE INTERNATIONAL AND REGIONAL EXPERIENCE AND CELEBRATE PROGRESS

- ☐ How do the relevant authorities responsible for ensuring national small arms control is gender responsive, share and learn from international and cross-regional experiences?
- ☐ What processes are in place to identify and highlight particularly successful leadership or national champions and pathfinders working on gender responsive small arms control?
- ☐ What international opportunities exist for the state to highlight its own successful leadership or national championship of gender responsive small arms control?
- ☐ What mechanisms in policymaking and implementation of gender responsive small arms control provide for a focus on results?
- ☐ By what mechanisms can the state be held accountable for failing to meet its commitments to reduce violence and make small arms control more gender responsive?

Notes

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26. Sorenson (2017), 249–258.
27. Ramchandani (2020).
28. Burki (2020), 904.
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49. Muggah and Tobón, (2018b), 4.
50. Muggah and Tobón, (2018b), 5.
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52. Muggah and Tobón, (2018b), 6.
53. UNODC (2019b), 13.
54. Data from the International Monetary Fund and Uppsala Conflict Data Program cited in Wafula et al. (2020), 8, 10. See also Karp (2018).
55. Pathfinders for Peaceful, Just and Inclusive Societies (2020), 2, 5.
56. See Sollazzo and Nowak (2020).
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