



**Implementation of the UN Program of Action (PoA)
on Small Arms and Light Weapons**

Civil Society Advocacy Guide

**Civil Society Advocacy Guide:
Implementation of the UN Program of Action (PoA)
on Small Arms and Light Weapons**



CONTENTS

INTRODUCTION.....1

SECTION 1: WHAT DOES IANSA DO?.....2

 How we work.....2

 Our achievements.....3

SECTION 2: WHY CAMPAIGN TO CONTROL SMALL ARMS?.....6

 Defining small arms and light weapons.....6

 Small arms = Big damage.....6

 Impact on human rights.....8

 Impact on human security and development.....8

 The gender dimension of armed violence.....9

 Gun violence against children.....11

 The untold story: survivors of gun violence.....12

SECTION 3: WHAT IS ‘THE ILLICIT TRADE IN ALL ITS ASPECTS’?.....14

 What does ‘illicit trade’ mean?.....14

SECTION 4: DEVELOPING ADVOCACY STRATEGIES.....16

 Establishing a clear strategic aim and preparing a framework for the advocacy.....16

 Formulating ‘SMART’ objectives consistent with the strategic analysis.....16

 Making legitimate demands on governments to live up to their own rules.....17

 Constructive engagement and enlightened self-interest.....19

 Developing alliances and public campaign initiatives.....21

CONCLUSION.....22

© International Action Network on Small Arms, New York 2017.

All rights reserved. No part of this publication may be reproduced, stored in a retrieval system, or transmitted, in any form or by any means, without the prior permission in writing of the International Action Network on Small Arms, or as expressly permitted by law, or under terms agreed with the appropriate reprographics rights organization. Enquiries concerning reproduction outside the scope of the above should be sent to IANSA, 777 UN Plaza, Suite 3E, New York, NY 10017 USA.

Produced with financial support from:



INTRODUCTION

The International Action Network on Small Arms (IANSA) is the global movement against gun violence, linking civil society organisations working to stop the proliferation and misuse of small arms and light weapons. IANSA supports efforts to make people safer by reducing demand for weapons, improving firearm regulation and strengthening controls on arms transfers. Through research, advocacy and campaigning, IANSA members are promoting local, national, regional and global measures to strengthen human security.

The key global measures are outlined in the United Nations Programme of Action to Prevent, Combat and Eradicate the Illicit Trade in Small Arms and Light Weapons in All Its Aspects, adopted by UN Member States in 2001. This instrument is known as the Programme of Action or PoA; and the term ‘small arms and light weapons’ is commonly abbreviated as SALW. IANSA coordinates civil society participation in the UN discussions on SALW.

The PoA was approved at the first UN Conference on Small Arms, held in New York 9–20 July 2001. At the conference, all UN Member States agreed they were ‘gravely concerned about the illicit manufacture, transfer and circulation of small arms and light weapons and their excessive accumulation and uncontrolled spread in many regions of the world, which have a wide range of humanitarian and socio-economic consequences and pose a serious threat to peace, reconciliation, safety, security, stability and sustainable development at the individual, local, national, regional and international levels.’

More than 15 years later, the uncontrolled spread of weapons and the consequent suffering and harm still blight the prosperity of many countries and communities, ruining the lives of millions of

individuals. Therefore IANSA is re-doubling its efforts to convince governments to take tougher measures, nationally and at regional and global levels, to curb and eradicate the proliferation and abuse of SALW. The review conference of the PoA in June 2018 provides an opportunity to strengthen the international community’s commitment to solve this major global problem.

This Civil Society Advocacy Guide on SALW and the PoA is designed to assist non-governmental and community organisations working at the grassroots to help make our world a safer and more prosperous place for all. It introduces the main elements of concern regarding the proliferation and misuse of SALW, and the multi-dimensional solutions being developed to prevent, combat and eradicate such irresponsible trade and its inhumane effects.

The Guide is divided into four main sections:

1. What does IANSA do?
2. Why campaign on small arms and light weapons?
3. What is the ‘illicit trade in SALW in all its aspects’?
4. Developing civil society advocacy strategies.

The guide refers to a number of key international agreements and documents related to small arms and light weapons control – not only the PoA but also the Arms Trade Treaty (ATT), UN Firearms Protocol, International Ammunition Technical Guidelines (IATG), UN Basic Principles on Use of Force and Firearms, as well as the Sustainable Development Goals (SDGs), relevant UN Security Council Resolutions, and regional instruments on SALW. These documents are being made available electronically as Annexes.

In this guide, the term ‘state’ refers to a country or national government, a Member State of the United Nations.

Acknowledgements

The Guide was compiled by members of the Steering Group of IANSA’s International Advisory Council. IANSA is grateful to UNSCAR, including the United Nations Office for Disarmament Affairs and the individual governments who have provided funds to UNSCAR, for financial support. We also thank Vanessa Thevathasan, Rebecca Peters, Brian Wood, Rose Welsch, Nyonsuabeleah Kollue and Alex Gálvez. IANSA takes responsibility for the final content.

SECTION 1: WHAT DOES IANSA DO?

IANSA links up and represents the voices of civil society on the international stage, for example in the UN and regional processes on small arms and light weapons; and supports action at national level to protect human security. Our advocacy draws on the practical experience of our members around the world. Research from our members in many countries shows how easy it is for unscrupulous officials, dealers, gangs and insurgent groups to conceal, smuggle, misuse and commit crimes with such weapons. We recognise the importance of international law and standards aiming to prohibit illegal armed force and violence, as well as restricting the use and circulation of SALW, including ammunition and components. Through IANSA, the combined weight of global civil society presses governments to abide by their obligations and commitments.

Formed in 1997, IANSA is composed of hundreds of organisations across all world regions, including policy think tanks, gun control groups, democracy and human rights campaigners, women's groups, peace groups, research centres, aid agencies, faith groups, as well as survivors and community action organisations. We also link up many individual members, expert researchers, practitioners and advocates.

IANSA has regional subnetworks (eg the West African Action Network on Small Arms or WAANSA); as well as national networks (eg the Red Argentina para el Desarme). In addition, we have thematic sub-networks. These include the IANSA Women's Network, the IANSA Public Health Network led by International Physicians for the Prevention of Nuclear War (IPPNW), and the IANSA Survivors' Network led by Transitions Foundation in Guatemala. Many IANSA members also participate in other global movements focussed on human security topics such as landmines, child soldiers, nuclear weapons and gender-based violence.

IANSA promotes measures to reduce gun violence by:

- raising awareness among policymakers and the public about the global threat to human rights and human security caused by the uncontrolled spread and abuse of small arms and light weapons;
- promoting civil society efforts in policy development, public education and research – fostering collaborative advocacy, and providing a forum for NGOs to share experiences and build necessary skills;
- facilitating civil society participation in global and regional processes on small arms and light weapons – promoting the voices of survivors, in solidarity with them and their families.

HOW WE WORK

IANSA works by sharing knowledge about best practices, building coalitions for fact-based advocacy and amplifying the voices of the individuals, families and communities directly affected by small arms and light weapons. Most of our members are not technical specialists in weapons, although some do high-grade research on arms. They are mainly organisations and individuals working in human rights, justice, public health, humanitarian aid, development and peace, who have joined IANSA because the flood of guns and violence is hindering their regular work. They understand the serious negative impacts this problem is having on communities and their livelihoods; and through IANSA they learn about solutions being pursued at national, regional and international levels.

The broad reach of our network permits IANSA to draw on a wide variety of contacts, perspectives and avenues of advocacy. As a result, IANSA members are often their countries' leading civil society spokespeople for policies and programs to prevent arms proliferation and armed violence. They are working to reduce both supply and

demand for weapons by changing public attitudes and by bringing pressure to bear on governments to comply with their responsibilities under international agreements and national laws.

The IANSA Women's Network

The IANSA Women's Network is the only global network focused on the connections between gender, women's rights, small arms and armed violence. It was formed in 2001, at the first UN small arms conference. Today it links hundreds of members in countries ranging from Fiji to Senegal, Argentina to South Africa, working to:

- stop gun violence against women at home, on the streets or on the battlefield;
- involve women fully in peacebuilding and disarmament;
- ensure that women's interests are served by policies on guns;
- reduce military spending;
- break the link between violence and masculinity;
- prevent gun violence around the world.

Every two years, UN Member States gather in New York to discuss progress made in implementing the Program of Action on the Illicit Trade in Small Arms and Light Weapons in All its Aspects (known as the PoA). This is the road map for international collaboration against the ‘illicit trade of small arms and light weapons in all its forms.’ These large gatherings are called Biennial Meetings of States or BMS. If funds permit, IANSA members attend the BMS in order to advise, inform and influence the positions taken by the delegations of UN Member States. Back in their home countries, IANSA members constructively engage their government officials – directly and through parliamentarians and the media – to ensure that the commitments made by their delegates in New York are relevant to local problems and are implemented on the ground.

In order to facilitate and coordinate its networking, information exchange and advocacy functions across many countries and at important UN meetings, IANSA has established coordination structures of key personnel and runs a small but important office in New York. These draw upon the research, policy, campaigning, language skills and good will of much voluntary effort. To achieve this, IANSA raises funds through grants and contributions from supportive donor governments, individuals and NGOs.

Resources – Of the hundreds of organisations in the IANSA network, only a handful have regular funding and staff to do substantial work on SALW proliferation and misuse. Most of our members, especially those in developing countries, work on these issues as volunteers. Similarly, the global coordinating bodies and office have very little funding, relying largely on voluntary efforts. This means IANSA is not able to meet all the demands from around the world for information and assistance.

Adversaries – Associations of arms manufacturers and gun users are lobbying against regulation of the small arms trade. Unlike IANSA, they often have ample staff and financial resources to influence policymakers, most famously in the USA but also elsewhere. In some countries, close links to the military protect the arms industry from regulation by parliament. The influence of the US gun lobby is increasingly being seen around the world.

OUR ACHIEVEMENTS

Since its inception IANSA has contributed significantly by innovating and sustaining international, regional and national efforts to combat the proliferation and misuse of small arms and light weapons (SALW).

UN small arms process – IANSA members played a key role in the negotiations and adoption of the UN PoA. Although the agreement is not legally binding, IANSA members constantly push for robust implementation of the commitments made by all states. To that end, we monitor national progress, lobbying governments and parliaments in our capitals, as well as engaging with delegates at the Biennial Meetings of States (BMS) and Review Conferences (RevCon) on the PoA.

Under a Memorandum of Understanding with the UN Office for Disarmament Affairs (UNODA), IANSA is the official coordinator of civil society in the UN process on SALW. Our duties cover communication, information, training, awareness-raising, facilitation and strategic direction to ensure that civil society contributes fully and productively to POA implementation. At the BMS every two years, and the RevCon every six years, IANSA facilitates accreditation, provides logistical support, and coordinates lobbying and the NGO presentations. Our assistance is also appreciated by delegations from governments with limited capacity, who rely on IANSA’s briefings and publications for information.

IANSA has taken the lead on several lines of advocacy within the UN small arms process, for example:

- July 9, International Day for Small Arms Destruction – IANSA leads the promotion of this annual event.
- The role of women in small arms control – The IANSA Women’s Network has campaigned since 2001 for expansion of the role of woman in policy, program design and other SALW decision-making. At BMS5 in 2014 and BMS6 in 2016, States finally committed themselves to action in this regard.
- Including ammunition in the PoA – The PoA does not mention ammunition, even though controls on SALW are bound to fail unless ammunition is also regulated. IANSA has worked with Ghana to lobby other Member States for ammunition to be explicitly included in the PoA at the next Review Conference in 2018.

UN Firearms Protocol – IANSA members also contributed momentum to the UN Firearms Protocol. The Protocol was adopted in 2001 by the UN General Assembly and entered into force in 2005. Compared with the PoA, the Protocol is more limited in scope. Among other limitations, it does not apply to transfers of guns from one national government to another. However, the Firearms Protocol was the first legally binding global instrument dealing with small arms. It is a supplement to the UN Convention against Transnational Organized Crime. The Protocol requires States Parties to criminalise the illicit manufacturing and illicit trade in firearms. A legislative guide to help countries to implement the Firearms Protocol was released in 2004 by the UN Office on Drugs and Crime (UNODC), the monitoring body.

Arms Trade Treaty (ATT) – The Treaty is the only other global legally-binding instrument on the trade and transfer of small arms, as well as light weapons, ammunition, parts and components. IANSA, along with Amnesty International and Oxfam, founded the Control Arms campaign for the ATT in 2003. IANSA and Amnesty members provided the bulk of the massive grassroots advocacy effort that resulted in the Treaty being introduced into the United Nations in 2006, and its eventual adoption by the General Assembly in 2013. Over 90 states have joined the ATT, accepting its legally binding obligations to apply international human rights, humanitarian and criminal law in regulating (and in certain circumstances prohibiting) international transfers of a wide range of conventional arms. The ATT covers the export, import, transit, transshipment and brokering of SALW. It requires states to take into account acts of gender-based violence: the first-ever international agreement to link weapons with gender violence. However, ammunition and parts are excluded from the ATT’s anti-diversion and annual reporting obligations. Also, unlike the PoA, the ATT does not address the internal circulation of weapons, nor the marking, tracing or stockpile security of arms. These are left to the commitment of states under the PoA and the Firearms Protocol. Since the provisions of the various agreements are complementary and at times overlapping, IANSA presses for robust implementation of all the instruments dealing with SALW, including the PoA, the ATT, the UN Firearms Protocol and regional treaties.

Supporting action at national level – IANSA provides essential support to its members in their local, national and regional work in policy development, advocacy and awareness-raising, especially in less developed countries where resources for civil society are scarce. We supported the formation of Argentina’s National Disarmament Network; the development of the ECOWAS convention on SALW; submissions from Honduras and Croatia to international human rights processes; gun law reform in Guatemala, Uganda, Bolivia, Philippines and South Africa; media outreach in Norway, Burundi, Mali and El Salvador; and many other activities.

Global Week of Action Against Gun Violence – IANSA initiated the Global Week of Action Against Gun Violence in 2003, as an annual coordinated action to raise awareness of the unacceptable price being paid for the easy availability and abuse of guns, and to promote solutions. Over the years, participation in the Global Week of Action Against Gun Violence has grown (see box). Although it began as a civil society initiative, the Week of Action has broadened to include participation from governments, the private sector and international agencies. The UN High Representative for Disarmament Affairs makes an official statement each year for the Week of Action.



THE GLOBAL WEEK OF ACTION AGAINST GUN VIOLENCE



91 Ua d`Yg`cZUWj j]Yg`Zca `Ufci bX`h Y`k cf`X

Afghanistan Women's conference on gun violence	Argentina Documentary about art made from melted guns
Australia Photo exhibition called 'Men and Guns'	Azerbaijan Youth roundtable on reducing SALW proliferation
Bahrain Parliamentarians' Declaration	Bangladesh 5 TV channels broadcast the 'Stop the Bullet' video
Belarus Survey in 70 schools on attitudes to guns	Brazil Discussions on Brazil's arms trade on university campuses
Bolivia Mural and posters	Burkina Faso Press event on the Arms Trade Treaty
Burundi A play about the impact of small arms	Cameroon Media campaign on radio and TV
Canada Screening of the film Lord of War	Costa Rica Toy guns exchanged for books and sports equipment
Colombia Forum with survivors of gun violence	Croatia Children repainted playground scarred by Balkans war
DR Congo Radio special with listener call-in	Denmark Debate: impact of the arms trade on women
Ethiopia Awareness campaign by youth groups	Dominican Republic Press conference to launch research report
Finland Protest at state-owned arms manufacturer	El Salvador Symbolic cemetery for women who were shot dead
Guatemala Sports matches and drawing contest in schools, Launch of survivors' advocacy network	Guinea Conakry School visits to discuss SALW proliferation
Haiti Events with youth, women's groups & UNDP	Guinea Bissau Forum at National Commission on small arms
India Rallies calling for stronger gun control laws	Iraq Public statement by parliamentarian, civil society and tribal leaders calling for gun control
Jordan Student march against gun violence	Japan Symposium on SALW, gender and security sector reform
Kenya Donation of clothes and food to survivors in areas affected by gun violence	Kosovo Text messages on Global Week of Action sent to 500,000 mobile subscribers
Lebanon Musical and street theatre performances	Malawi Open letter on gun violence printed in newspapers
Macedonia Press briefings and film screenings	Mali Media campaign including broadcasts on 8 radio stations
Mongolia Football match between adults & youth	Mozambique Petition for SADC arms moratorium on Zimbabwe
Namibia Discussions in schools gun-free zones	Nepal Parliamentarians' workshop on arms control
Nicaragua Destruction of 6000 guns	New Zealand Action on UNSCR 1325 on Women, peace, security
Nigeria Community discussions and youth debates in IDP camps, markets and villages	Niger Friendly football match between soldiers from the national army and former rebel combatants
Pakistan Public demonstration, children's drawing competition with anti-gun message	Peru Destruction of 20,000 guns by the national police, Seminar on armed conflict and international humanitarian law
Palestine Workshops on gun and violence with students, academics, and activists	Philippines Billboard and lobbying campaign to strengthen the gun law, Public forum on armed violence
Paraguay A play examining risks of guns at home	Serbia Protest on patriarchy, militarism and gun violence
Senegal Lobbying campaign on ATT and PoA	Spain Launch of report on Spanish military expenditure
South Africa Launch of new homicide research	Sierra Leone Pilot scheme for gun-free public transportation
Sweden Seminar on private security accountability	Switzerland Launch of report, Global Burden of Armed Violence
St Vincent & the Grenadines Call to young men to keep the island green: 'scatter seeds, not bullets'	Sudan 3-day workshop with community leaders, Public march against small arms, Debate on guns and domestic violence
Syria Community forum on gun violence & women	Trinidad and Tobago Visits to schools to discuss Gun Free Zones
Togo Sport against Armed Violence initiative	Uruguay Speech in parliament for the Global Week of Action
United States March across the Brooklyn Bridge	United Kingdom March against gun crime with victims' families
Venezuela Information stalls at universities, bumper stickers on buses	West Africa Multi-country lobbying for ratification of the Arms Trade Treaty
UN Security Council Special session on the problem of small arms and light weapons	UN High Representative on Disarmament Annual statement for the Week of Action

SECTION 2: WHY CAMPAIGN TO CONTROL SMALL ARMS?

Small arms, light weapons and ammunition have proliferated in many countries amidst an inadequate patchwork of laws, often poorly enforced. This enables users to easily injure and kill human beings, to threaten people or treat them inhumanely. Some guns are intended for use in sports or hunting, but they are also dangerous weapons if not controlled very strictly.

Small arms are relatively cheap, highly portable, concealable, long lasting, and so easy to operate that a young child can carry and use them. (It was the availability of small arms that gave rise to the phenomenon of the child soldier.) These characteristics make small arms particularly susceptible to illicit trafficking, proliferation and abuse. They are often sold illegally or exchanged for goods such as diamonds, drugs, or other contraband. The 'black market' in small arms is estimated to be worth US\$2-10 billion a year.

Civilians in some countries are able to acquire small arms relatively easily. These can become the tools of organised crime and acts of murder, hostage taking,

rape, displacement and other human rights violations. Weapons may be left over from war or stolen from poorly guarded government stockpiles. Sometimes they are illegally trafficked by criminal networks and political factions. Sometimes they are bought legally, either new or second-hand.

Light weapons are designed for military use. The rules of war set out in the Geneva Conventions and other treaties are intended to restrict the methods of warfare so that civilians are not attacked, and so that soldiers are not inflicted with unnecessary suffering. However, in most wars, serious breaches of these treaty rules are committed with armed violence, and perpetrators usually get away with impunity.

Police and guards are often authorised and equipped to use powerful firearms and even light weapons in their law enforcement duties. International rules for the use of lethal force in policing have been agreed in the UN, but those rules are often broken or not enforced, and many armed police are not even aware of the rules.

DEFINING SMALL ARMS AND LIGHT WEAPONS

The most widely accepted description of SALW is in the 1997 report of a UN Panel of Governmental Experts where the term 'small arms' is applied to firearms designed for personal use and carried by one person, and the term 'light weapons' is applied to larger weapons transportable by two or more people, a pack animal, or a light vehicle.

Small arms include: Revolvers and self-loading pistols, rifles and carbines, assault rifles, sub-machine guns, and light machine guns. The term 'firearms' usually has the same meaning as 'small arms' but is more commonly used for weapons in non-military contexts, particularly in law enforcement, sport shooting and hunting.

Light weapons include: Heavy machine guns, hand-held under-barrel and mounted grenade launchers, portable anti-tank and anti-aircraft guns, recoilless rifles, portable launchers of anti-tank missile and rocket systems and anti-aircraft missile systems, mortars of less than 100mm calibre.

A more generic definition was adopted in the International Tracing Instrument (ITI) agreed by the General Assembly in 2005. Paragraph 4 defines SALW as: 'any man-portable lethal weapon 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, excluding antique small arms and light weapons or their replicas.'

SMALL ARMS = BIG DAMAGE

In many countries, the uncontrolled circulation of small arms and light weapons is devastating communities through violent crime and conflict. Former UN Secretary General Kofi Annan referred to small arms as weapons of mass destruction, because they kill hundreds of

thousands of people around the world each year. In addition to those deaths, at least three times as many people each year are wounded and survive. Most of these deaths and injuries occur in the context of ordinary crime, not in war.

According to the Geneva Declaration on Armed Violence and Development, on average more than 500,000 people die violently each year, and 44% of violent deaths are committed with firearms.¹ Most armed violence occurs in the context of crime or interpersonal conflict: 84% of violent deaths occur in non-conflict countries.

A UN review of 108 countries found that over 40% of homicides involve guns used by individuals and criminal gangs, rising to almost 70% among young homicide victims in the Americas.² Children are disproportionately killed and wounded when ‘stray bullets’ are fired into the air or at missed targets. A UN study in Latin America found that 45% of victims of stray bullets are under the age of 18.³

Between 1989 and 2010, one-sided armed violence by government forces and organized armed groups, excluding informal criminal gangs and armed individuals, was perpetrated against civilians in 74 countries, resulting in between 699,837 and 1,201,224 deaths, according to the Uppsala Conflict Data Program.⁴

The durable nature of guns enhances their lethality and their monetary value to criminals, because one firearm can be used for many crimes. For example, in January 2015 in La Plata, Argentina, the same 9mm pistol was used in three separate crimes: the murders of a middle-aged man and a teenage boy and the wounding of a 34-year-old pregnant woman.⁵

Deaths and injuries

War deaths: The majority of people killed and wounded in wars, coups d’état and other armed conflicts are victims of combatants using small arms and light weapons, backed up by various types of armoured vehicles, artillery and aircraft – tens of thousands of deaths each year. Most of these are civilians.



Peacetime deaths: On average 40-60% of all homicides are committed with firearms.⁶ Small arms are used to kill an additional 200,000 people on average outside of armed conflicts each year. These deaths are homicides, suicides, unintentional shootings and shootings by police. In countries like Brazil, USA and South Africa, firearms are a leading cause of death among young men.

Almost 80% of all homicide victims are male. Men and boys make up the vast majority of gun homicide victims. In the USA the proportion was 84% in 2010, over half of whom were of Afro-American origin.

Rates of homicides, as well as the percentage of homicides committed with firearms, are highest in Latin America and the Caribbean.

Non-fatal injuries: In addition to those killed, an estimated 1.5 million people are wounded with small arms each year. A further 7 million people are estimated to be living with life-changing injuries from firearms, affecting not just individuals but entire communities.

¹ Geneva Declaration Secretariat (2015): Global Burden of Armed Violence 2015: Every Body Counts. Cambridge: Cambridge University Press.
² UNODC defines homicide as ‘acts in which the perpetrator intended to cause death or serious injury by his or her actions’. This excludes deaths in war, deaths caused by recklessness or negligence, and killings that considered justifiable according to criminal law. UNODC (2014): Global Study on Homicide 2013.
³ UNLIREC (2014): Women and Children First: Armed Violence Analysis of Media Reporting of Deaths and Injuries Caused by Stray Bullets in Latin America and the Caribbean (2009 – 2013). Lima: UNLIREC.
⁴ One-sided violence is the use of armed force by the government of a state or by a formally organized group against civilians that results in at least 25 deaths. Extrajudicial killings in custody are excluded. See UCDP One-sided Violence Dataset, <http://ucdp.uu.se/downloads/>
⁵ ‘Determinan que se usó la misma arma en dos crímenes y un asalto a embarazada en La Plata’. Telam 27 Jan 2015
⁶ Information in this list comes from UNODC Global Study on Homicide, 2013, and Geneva Declaration Secretariat, 2008.

IMPACT ON HUMAN RIGHTS

Small arms and light weapons are the most common instruments used in serious human rights violations: At least 60% of violations documented by Amnesty International in a 10-year study involved SALW.

All UN Member States agreed in the PoA that they were ‘determined to reduce the human suffering caused by the illicit trade in small arms and light weapons in all its aspects and to enhance the respect for life and the dignity of the human person through the promotion of a culture of peace.’

In addition, all states have an obligation under Article 1 of the UN Charter to promote and encourage respect for human rights, and have pledged themselves under Articles 55 and 56 to take joint and separate action in cooperation with the UN to ‘promote universal respect for, and observance of, human rights and fundamental freedoms for all without distinction as to race, sex, language, or religion.’ Through the Universal Declaration of Human Rights and over 100 other international and regional human rights treaties and instruments, states have accepted specific obligations and commitments covering a wide range of economic, social, cultural, civil and political rights spanning most spheres of human activity

Even during war, times of social disturbances or national emergencies, basic human rights are supposed to be protected under human rights treaties as well as the rules of international humanitarian law (IHL). For example, Common Article 3 of the Geneva Conventions forbids murder, torture and inhuman treatment, mutilation, deliberate starvation and unfair trials of civilians or combatants held captive during conflict.

Despite these specific obligations, many states supply SALW and ammunition to military and police forces that systematically commit serious human rights violations. States allow the transfer of weapons to armed groups that are perpetrating atrocities, or fail to enforce arms embargoes on groups or regimes that commit grave violations and abuses. Many states fail to take effective measures to prevent SALW from falling into the hands of criminal gangs that terrorise communities, thereby denying them their basic human rights.

If violations of international human rights or of IHL form part of a widespread or systematic attack on a population, they can be considered crimes against humanity, and may even be deliberate acts of genocide. States that are party to the ATT are prohibited under Article 6 from authorising such transfers.

IMPACT ON HUMAN SECURITY AND DEVELOPMENT

‘We are all aware small arms do not only make easy the taking of lives, and the maiming of lives – they also kill economies, and the social bonds on which every kind of collective institution and progress rely. Their ubiquitous availability can contribute to the sustained denial of human rights, including to education and health, the lethality of criminal behaviour; the breakdown of social structures; illicit plundering of natural resources; decreasing trade and investment; rising violence against women and girls; gang violence; the collapse of rule of law; and a generalized sense of impunity, opening up in many parts of the world completely lawless landscapes.’ – UN High Commissioner for Human Rights⁷

The human security impacts of SALW are vastly under-appreciated and yet they can have lasting impact for generations. Forced migration, restriction of basic rights and inhibiting development are just a few of the humanitarian and human rights consequences of large scale availability of guns and ammunition.

Forced migration: Guns do not have to be fired to cause damage – they are the primary tool used to force families and entire villages to flee their homes. There are 35 million refugees and displaced persons around the world, and armed violence is now the driving force behind most refugee flows.

⁷ The High Commissioner was addressing the Security Council’s open debate on the human cost of illicit transfer, destabilizing accumulation and misuse of small arms and light weapons, New York, 13 May 2015.

Restricting basic needs: Rampant small arms availability and misuse generates a climate of fear and a culture of violence that can last for generations. Insecurity affects decision-making, access to food, water and shelter, as well as mobility and commerce. Those most in need are often the worst affected, as humanitarian aid agencies withdraw their staff because of the risks posed by guns.

Inhibiting development: Small arms proliferation discourages foreign investment and damages prospects of economic development. Armed violence undermines the hard-won economic gains of already impoverished nations. For example, the Inter-American Development Bank estimates that violence costs Latin American countries nearly 15% of their GDP.

THE GENDER DIMENSION

Girls and women, boys and men play different roles and face different risks in armed violence. Due to socially assigned roles, behaviours and attributes, gender influences the way in which violence is perpetrated and the way it is experienced.

Teenage boys and young men are most at risk of being killed, while girls and women are more at risk of being sexually assaulted. For young children, the greatest risk is of being exposed to violence as witnesses in their communities. However, children of ever younger ages are being forced into situations of armed violence, resulting in permanent physical and psychological damage that affects them throughout their lives.

Although most people killed by guns are male, women and girls are also victims of lethal violence. Femicide, the killing of girls and women because they are female, is the most extreme form of gender-based violence, claiming 66,000 victims annually. The highest femicide rates are in countries and territories affected by high overall homicide rates. With a rate of 12.0 per 100,000 people, El Salvador has the highest femicide rate, followed by Jamaica (10.9), Guatemala (9.7), and South Africa (9.6). On average, guns were used in one-third of all femicides worldwide. However, in Brazil, Colombia, El Salvador, Guatemala, and Honduras, guns were used in more than 60% of femicides.⁸

Men and teenage boys commit the majority of femicides. In Honduras and Costa Rica, more than 60% of femicides are perpetrated by an intimate partner or male family member. In Peru, 70% of femicides are carried out by a former or current intimate partner.⁹

Sexual violence at gunpoint against women has become common in conflict and post-conflict settings. In Côte d'Ivoire, the 2010-2011 electoral crisis saw many women raped in front of their families, at times next to the corpses of murdered family members. In Colombia, women and girls have been subjected to widespread and systematic sexual violence by all parties to the long-running conflict: paramilitaries, security forces and guerrilla combatants. Gender-based violence was an entrenched feature in the armed conflict in Solomon Islands between 1998 and 2003. The perpetrators – whether police, members of armed groups or private individuals – were rarely brought to justice.

The Women Peace and Security Agenda

Women are not only victims of violence, but also part of the solution. In 2000 the Security Council launched the 'women peace and security' (WPS) agenda with Resolution 1325, committing to full engagement of women in decision-making on peace and conflict. UNSCR 2122 (2013), 2220 (2015) and 2242 (2015), brought the focus to control of weapons, urging Member States and UN agencies to ensure women's full and meaningful participation in efforts to combat and eradicate the illicit transfer and misuse of small arms and light weapons.

This theme has been reinforced by the General Assembly in its Resolutions 65/69 (2010), 67/48 (2012), 68/33 (2013), 69/61 (2014) and 71/56 (2016), as well as the Secretary General's report A/71/137 (2016), all recognizing the contribution of women to disarmament and calling for stronger women's

⁸ Small Arms Survey (2012): Femicide: A Global Problem. Research Notes No14

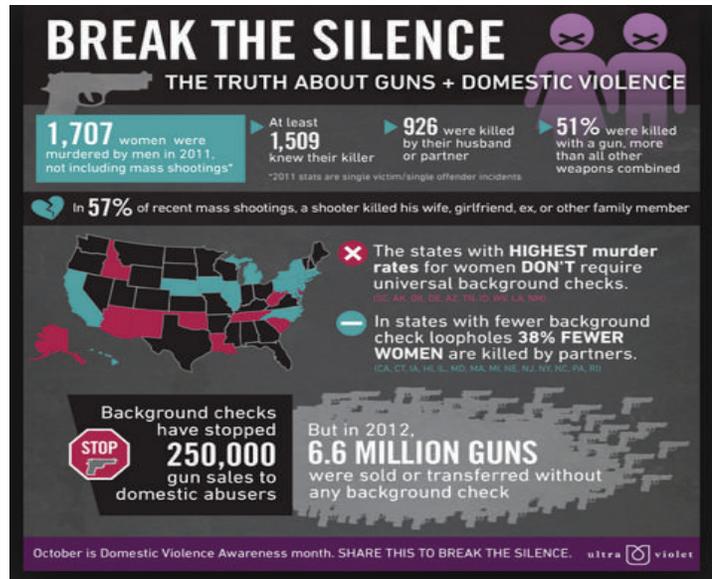
⁹ Manjoo R (2012): Report of the Special Rapporteur on violence against women, its causes and consequences. A/HRC/20/16

participation. It also received solid support at BMS5 in 2014 and BMS6 in 2016, when Member States agreed to promote the role of women in combating the illicit arms trade, through training and meaningful participation and representation in policymaking, planning and POA implementation. This was a triumph for IANSA's Women's Network, which had lobbied since the first UN Small Arms Conference in 2001 for women to be recognised as actors for change rather than solely as victims.

Guns and domestic violence

'While male-dominated societies often justify small arms possession through the alleged need to protect vulnerable women, women actually face greater danger of violence when their families and communities are armed' – Barbara Frey, UN Special Rapporteur on Human Rights and Small Arms

Guns and domestic violence are a lethal combination, injuring and killing women every day. One in three domestic femicides is by firearms. Armed domestic



violence is not limited to homicides but also involves threats at gunpoint. Gender inequality, cultural acceptance of violence against women, and notions of masculinity that embrace gun possession all combine to create a climate placing women at risk.

Most research on guns in domestic violence comes from the USA, with some in South Africa.

In South Africa:

- A woman is killed by her husband or boyfriend every 8 hours; about a third of these killings involve guns.¹⁰
- Men who shoot their partners most often use legally owned firearms.¹¹

In the USA:

- Access to a gun triples the risk of homicide for women.¹²
- Abused women are five times more likely to be killed if the abuser owns a firearm.¹³
- Guns—especially handguns—were the weapon most used by males to murder females in 2014 (54%).¹⁴
- The number of women shot dead by their husband or partner was more than four times higher than the total murdered by male strangers using all weapons combined.
- Domestic violence also plays a role in mass shootings.¹⁵

¹⁰ Abrahams N, Mathews S, Jewkes R, et al (2012): Every eight hours: Intimate femicide in South Africa 10 years later! South African Medical Research Council, Research Brief.

¹¹ Mathews S, Abrahams N, Jewkes R, et al (2008): Intimate femicide–suicide in South Africa: a cross-sectional study. Bulletin of the World Health Organization, 86(7) 552-558.

¹² Anglemeyer A, Horvath T, Rutherford G (2014): The accessibility of firearms and risk for suicide and homicide victimization among household members: A systematic review and meta-analysis. Ann Intern Med. 160:101-110.

¹³ Campbell JC et al (2003): Risk factors for femicide in abusive relationships: Results from a multisite case control study. 93 AmJPubHealth 1089.

¹⁴ Violence Policy Center (2016): When Men Murder Women: An Analysis of 2014 Homicide Data. Washington, DC: VPC.

¹⁵ Everytown for Gun Safety (2015): Analysis of Recent Mass Shootings.

Why are guns more dangerous than other weapons?

- The severity of the wounds caused by gunshot which is highly destructive of human tissue.
- The presence of a firearm, with its threat of lethality, reduces a woman's capacity for resistance.
- The trauma of being threatened by a husband or partner is all the greater when he brandishes a gun and there is a very real danger of being killed.
- Guns also reduce the chances of victims escaping or of outsiders intervening to assist them.

GUN VIOLENCE AGAINST CHILDREN¹⁶

The landmark UN Study on Violence against Children pointed out that 'No community is free of violence. However, the risk of encountering violence, both against as well as by children, is much higher in some communities than in others. In some settings, especially those where weapons are in wide circulation, violence has today assumed frightening proportions.'¹⁷

Gun violence affects children and adolescents in many ways, causing them to be killed, injured, disabled, threatened, traumatized, enslaved, orphaned, and imprisoned. Any child living with the daily risk of gun violence is a victim, whether as direct or indirect target, a witness or perpetrator. Gun violence destroys families, interrupts schooling and health care, undermines economic development and generates fear which limits children's ability to move freely, participate in the life of their community and develop as citizens.

The easy availability of guns has serious consequences for children at both ends of the barrel. A gun in the hands of a child or adolescent may easily transform a game, a quarrel or a moment of curiosity into a tragedy. A shooting of one child by another is a traumatic calamity for the shooter as well as for the victim. When a child or adolescent carries a gun illegally – whether for a crime or for self-protection – the consequences can be grave even if the weapon is not fired. In many jurisdictions the presence of a gun automatically elevates the status of a minor offense into a serious crime punishable by incarceration.

According to the UN Office on Drugs and Crime, homicide claims some 36,000 victims under age 15 each year (8% of all victims) and about 43% of all homicides are of young people aged between 15 and 29.¹⁸ The World Health Organization notes that homicide is the fourth leading cause of death among young people.¹⁹

In some countries of Latin America, the Caribbean, and sub-Saharan Africa, youth homicide rates are 100 times those in Western Europe. More than one in seven of all homicide victims globally is a boy or young man in the Americas, where young males in poor neighbourhoods have a one in 50 chance of being killed before their 31st birthday.²⁰ Overall, 40% of homicides are by guns; among children and youth killed in the Americas that figure is almost 70%.

Medical research has shown that exposure to violence in early childhood alters the brain in ways that lead to lifelong physical, mental, and emotional harm. For example, young children may have nightmares and symptoms of post-traumatic stress after witnessing violence between the police and drug traffickers. The loss of parents, loved ones, friends and role models produces profound changes in the daily lives of children.

Children exposed to gun violence may experience short- and long-term psychological effects, including anger, withdrawal, post-traumatic stress, desensitization to violence, sleep disturbances, intrusive thoughts about the traumatic event, difficulty concentrating in the classroom and fear of attending school. Another consequence is an increase in aggressive behaviour.

¹⁶ This section is adapted from the report of the 2016 UN Special Representative on Violence Against Children, Protecting children affected by armed violence in the community.

¹⁷ Pinheiro PS (2006): World Report on Violence against Children. United Nations.

¹⁸ UN Office on Drugs and Crime (2014): Global Study on Homicide 213. Vienna, UNODC.

¹⁹ World Health Organization (2015): Preventing youth violence: an overview of the evidence. Geneva: WHO.

²⁰ Muggah R, Aguirre K (2013): Assessing and responding to youth violence in Latin America: surveying the evidence. Background Paper for The World We Want 2015. New York..

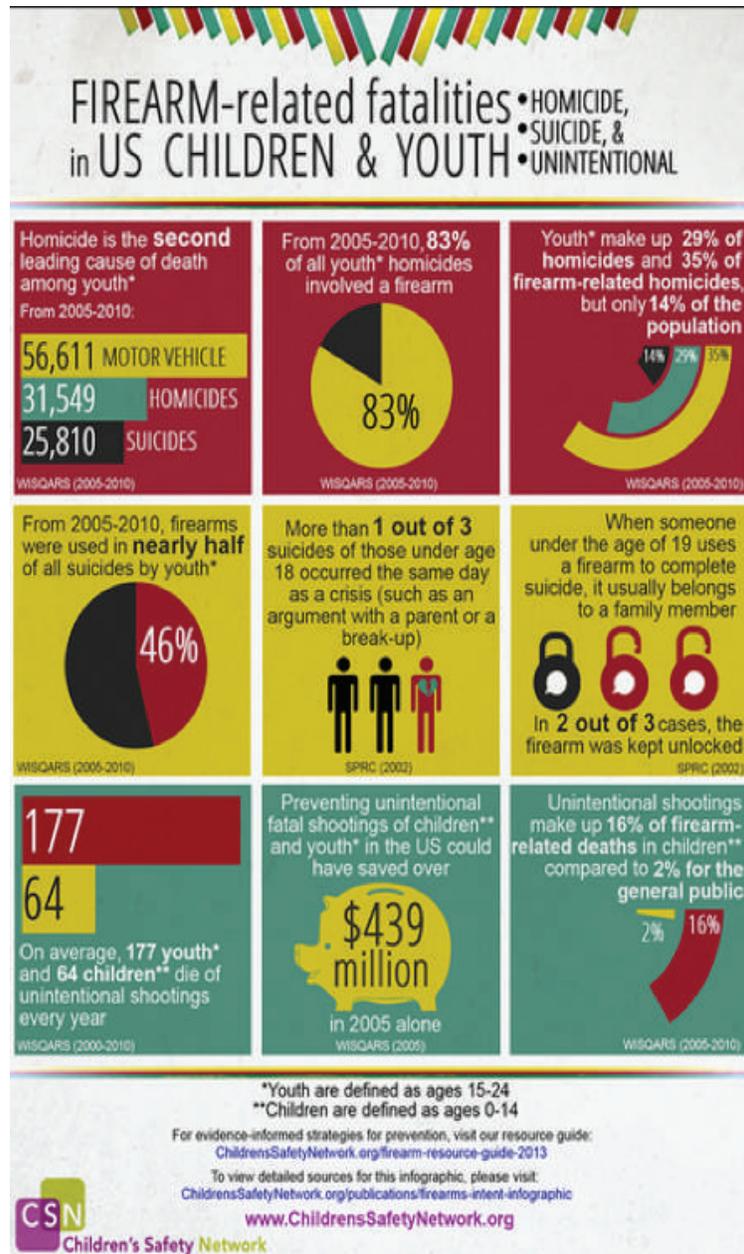
In Ciudad Juarez (Mexico) and Medellin (Colombia), teachers report that young children growing up in violent communities engage in role-play, modelling the conflict they observe around them from as young as five years old.²¹

Likewise, violence against children and young people has a traumatic impact on people around them, with relatives and close friends of young victims significantly more likely to show symptoms of depression, aggression, or drug and alcohol abuse.²²

At a community and society level, armed violence generates fear which curtails the daily activities of children and families, whether or not they have personally experienced violence. For example, in a 2009 Mexican study, 60% of parents said that crime and violence stopped them from allowing their young children to play outside.²³

THE UNTOLD STORY: SURVIVORS OF GUN VIOLENCE

The health and human rights implications of gun-related injuries, trauma and disability are an overlooked public policy concern. Armed violence is one of the top three causes of spinal cord injury globally, and thus a significant cause of disability. In countries such as Colombia, the primary cause of spinal cord injuries is gunshot.²⁵



States adhering to the Geneva Declaration on Armed Violence and Development provided a strong policy message in 2011 by declaring that they would 'recognize and ensure the rights of victims of armed violence in a non-discriminatory manner, including, inter alia, provision for their adequate care and rehabilitation, as well as their social and economic inclusion'.

²¹ Feigelson M (2012): Stopping It before It Starts: Strategies to Address Violence in Young Children's Lives, The Hague: Bernard van Leer Foundation, p21.

²² Mrug S, Windle M (2010): Prospective effects of violence exposure across multiple contexts on early adolescents' internalizing and externalizing problems. Journal of Child Psychology and Psychiatry 51(8):953-61

²³ Research cited in Feigelson (2012) op cit.

²⁴ World Health Organization, International Spinal Cord Society (2013): International perspectives on spinal cord injury. Geneva: WHO.

²⁵ Henao-Lema CP, Pérez-Parra JE (2010): Lesiones medulares y discapacidad, Aquichan 10(2)157-172.

Every year an estimated 526,000 lives are lost as a direct result of armed violence. Survivors on the other hand are quite literally ‘countless’. Reliable data are lacking, but estimates range from one to eight survivors for every fatality. According to the World Health Organization, ‘Global data on the impact of small arms on the health of individuals are far from complete. What data are available, however, suggests that hundreds of thousands of people are killed each year by those weapons. Millions more survive their injuries but are left with permanent physical disabilities and mental health problems.’²⁶

The terms ‘survivors of gun violence,’ ‘survivors,’ or ‘violently acquired impairments’ (VAI) apply to people who have been physically injured, intimidated, or brutalized through gun violence. These terms are used to differentiate people who are fatally wounded (victims) from those who live through such violence (survivors).²⁷

Gun violence does not just affect the individual shot or threatened. Secondary victimization includes relatives, colleagues, and other people close to the person directly injured, as well as caregivers and perpetrators. Secondary survivors can experience multiple health, social, and economic outcomes, including trauma, anxiety and the loss of confidence, employment, well-being and family connections. Frequently overlooked, they constitute ‘a much larger group than the one traditionally considered by policy makers’.²⁸

The use of the term ‘survivors’ is also part of the larger effort to challenge the language employed to describe the experience of disability and people with impairments. According to WHO, disability is understood to be the attitudes, restrictions, and barriers that people with impairments experience. The concept of ‘disability’ describes the interaction with society, not the attribute(s) of a person.

Gender and caregiving – Most people injured by gunshot are male, but post-injury caregiving responsibilities fall largely to mothers, wives and sisters. This limits women’s and girls’ economic and educational opportunities, and often contributes to the deterioration of their own health. In settings where services are weak or cost-prohibitive (especially in developing countries), providing unpaid and unrecognised care places an enormous strain on family members and communities. The extra burden on women of caring for seriously injured family members can exacerbate gender inequalities within households. Male inability to work can also be an exacerbating factor in violence against women.

Poverty – Gun violence survivors and their caregivers often face difficulties reintegrating into socioeconomic life after the survivor’s hospitalisation and (if they are lucky) rehabilitation. Gun violence results in more female-headed households due to the disproportionate number of men being killed or impaired. Since women generally earn less than men, this can also deepen household poverty. In turn, many children and young people drop out of education or engage in risk-taking behaviour (e.g. drug couriering) to contribute to household income.

Mental health – Injuries and disability from gun violence are associated with psychological problems including flashbacks, anxiety and fear, self-destructive or suicidal behaviour, low self-esteem, depression, and alienation from friends and family. As a result, ‘The mental and social costs to the individual who is injured are impossible to calculate. The repercussions of severe injury to the central nervous system can send survivors of shootings on an emotional roller coaster.’²⁹ Mental health services are especially under-resourced and pressured in low-income and violence-affected settings.

²⁶ World Health Organization (2001), *Small Arms and Global Health*. Geneva: WHO, p1.

²⁷ Buchanan C (2014). *Gun Violence, Disability and Recovery*. Sydney: Surviving Gun Violence Project.

²⁸ Centre for Humanitarian Dialogue (2006): *Trauma as a consequence—and cause—of gun violence*. Background Paper 1 commissioned from Vivo International. Geneva: HDC.

²⁹ HELP Network (2002): *Disabilities from guns: The untold costs of spinal cord and traumatic brain injuries*. Chicago: HELP.

SECTION 3: WHAT IS ‘THE ILLICIT TRADE IN ALL ITS ASPECTS’?

In 2001 all UN Member States committed themselves to implement the UN Programme of Action to Prevent, Combat and Eradicate the Illicit Trade in Small Arms and Light Weapons in All Its Aspects (the PoA).

WHAT DOES ‘ILLICIT TRADE’ MEAN?

The term ‘trade’ refers to more than just the export and import of small arms and light weapons. The PoA expresses grave concern about ‘the illicit manufacture, transfer and circulation’ of SALW and ‘their excessive and uncontrolled spread in many regions of the world.’ It also reaffirms the right of each state to manufacture, import and retain SALW for its self-defence and security needs, as well as for peacekeeping operations.

Thus, the term ‘illicit trade’ can be complex to apply. It could cover unauthorised production, internal movements or changes of ownership by individuals, groups, corporate entities and state agencies; as well as unauthorised and unlawful international trading practices, including those that violate international law.

The trade or transfer of a weapon could begin as a legal transaction, but the process of reaching and being used by an end user may involve illegal actions. Also, the weapon may be legal in one jurisdiction and yet illegal in another. The action of trading a weapon may be authorised by the exporting and importing states, but if one of the authorisations involves corruption or organised crime, or if the consignment is diverted, the trade would not be legal.

The PoA commits all states to ‘Assess export applications according to strict national regulations and procedures that are consistent with international law and that take into account the risk of diversion.’ In the 1996 UN Guidelines on International Arms Transfers, ‘illicit arms trafficking’ is understood to cover ‘that international trade in conventional arms which is contrary to the laws of states and/or international law’.

Many laws and regulations governing the arms trade are inadequate when measured against international laws and best practices. Thus in discussing the ‘illicit trade’, we distinguish the ‘black market’ which is plainly illegal from the ‘grey market’ of highly questionable transactions that should be illegal.

The dictionary defines ‘illicit’ as wider than ‘unlawful’ or ‘illegal’. ‘Illicit’ can refer to behaviour that is illegal, unlawful or immoral, or which violates widely accepted ethical principles or morally acceptable customs of society. Even though the categories frequently overlap, they are not always synonymous.

For example, all countries have agreed to be bound by the PoA, but some have not codified a specific offence of arms trafficking in their national criminal law. Thus arms

The deadly impact of ammunition

In over 60 countries during the last decade, poorly stored ammunition stockpiles have exploded. In the ten years 2000–2009, there were at least 189 explosions in ammunition depots, resulting in 3,486 fatalities and 4,427 significant injuries. This is an average annual rate of 19 explosions, 443 injuries and 349 fatalities – equivalent to 21% of total fatalities from landmines and unexploded ordnance annually.

Poor security at national ammunition stockpiles also leads to massive diversion into illicit markets. Diverted ammunition is increasingly used to make improvised explosive devices (IEDs). Stockpile management requires a ‘whole life management’ approach, ranging from categorisation and accounting systems, to physical security systems, to surveillance and testing procedures that assess the stability and reliability of ammunition.

In 2008 the General Assembly requested ‘technical guidelines for the stockpile management of conventional ammunition’, now known as International Ammunition Technical Guidelines (IATG). These guidelines were developed in 2011 under the UN SaferGuard Programme by a technical review panel consisting of experts from Member States, with the support of international, governmental and non-governmental organizations.

trafficking in such countries could be illicit without being illegal. As another example, states permit police to use armed violence in the course of their law enforcement duties, but some police have used their guns to kill or injure innocent civilians. Subsequent investigations generally conclude that the action was not unauthorised or illegal; but it might still be immoral. For these reasons the concept of the ‘illicit trade in all its aspects’ has a wide meaning.

The proliferation of guns is an important driver of violence, especially in big cities. Guns increase the deadliness of violence: where criminal organisations operate, the arms trade also thrives. The slums of the big cities are ideal spaces for the illegal sale of weapons. If firearm laws are weak or poorly enforced, the legal commerce in guns can fuel the illicit traffic, as legally purchased weapons move into the hands of unauthorised users, either within the same jurisdiction or across borders.

Legal vs illegal trade in SALW

- Legal trade is trade in accordance with national and international laws and authorised by the authorities of the importing and exporting state.
- Illegal trade is a transfer that violates international and/or national laws of the sending or receiving country. This includes ‘black’ market transfers as well as ‘grey’ market transfers (authorised by either the importing or exporting state but not by both).
- Legal trade is often easily diverted into the illicit market, at the point of manufacture or by internal sale or export, transit, trans-shipment, import and stockpile, or end-use.
- The same unscrupulous private companies, state agencies, and individual dealers are often involved in both legal and illegal trade.
- Illicit transfers contribute to crime and conflict, threatening peace, safety, security, stability and sustainable development at the individual, local, national, regional and international levels.

How SALW are diverted from legal to illicit markets

- Direct supply by governments or private companies to unauthorised non-state actors including armed opposition groups, militia or organised crime, often through corruption;
- Violations of UN and other mandatory arms embargoes;
- Illegal manufacture and modification of SALW by businesses, including craft workshops;
- Illegal sales, re-sales, loans, leases, gifts and transactions in SALW involving illegal brokerage;
- Violations of end-user undertakings, falsification of certificates and licenses, and illegal importation;
- Theft from state arsenals, private security companies, other businesses or individuals;

- The ant trade, when arms are bought legally in one country and then smuggled in small quantities gradually into another country.

Legal/illegal SALW possession

- Nearly 900 million small arms and light weapons are in circulation worldwide, one gun for every seven people on the planet. Around 75% are in the hands of civilians.
- Most illegally held small arms start out being legally produced and acquired, whether by a state agency or an authorized company or civilian.
- An estimated 500,000 small arms are stolen each year and enter illegal markets and possession.
- Once arms are diverted to illicit markets, many continue to circulate and change possession. One gun may be sold, given away and stolen during its working lifetime.
- Weak regulation of civilian acquisition, possession, storage and use of SALW facilitates diversion to illegal markets and circulation.
- Weak domestic laws make it difficult to distinguish licit from illicit SALW and to combat national and international arms trafficking.

Small Arms and Light Weapons Production

- Making and selling of SALW has become a global business. Thousands of companies from over 90 countries produce SALW and/or ammunition;
- Some 7 million commercial handguns and long guns are produced annually.
- About 75% of these are made in the USA and the European Union. Other important producers include Brazil, China, Canada, Israel, Iran, India, Japan, North Korea and the Russian Federation.
- Ammunition is produced in over 100 countries but only about 10 produce high quality;
- The value of small arms and ammunition production was at least US\$7.4 billion in 2000.

SECTION 4: DEVELOPING ADVOCACY STRATEGIES

Governments have primary responsibility for implementing the UN PoA, but civil society plays important roles on many aspects of SALW regulation and control. The PoA's Section II, Paragraph 40 calls for 'international and regional organizations and states to facilitate the appropriate cooperation of civil society, including non-governmental organizations, in activities related to the prevention, combat and eradication of the illicit trade in small arms and light weapons in all its aspects, in view of the important role that civil society plays in this area.'

Civil society, for the purposes of this guide, includes independent NGOs as well as religious groups, women's organisations, youth groups, peace movements, development and humanitarian organizations, research institutes, universities, community organizations and the media at local, national and international levels.

Communities that suffer from extensive gun proliferation may have a sense of fear, powerlessness and apathy to address such a large problem. Civil society has an important role to help communities in their public awareness activities on the impact and dangers of a SALW, and to reverse the 'culture of violence' in SALW affected regions. Civil society, being generally politically neutral, also has a critical role to play in bridging relations between governments and communities, and between governments of differing political orientations.

ESTABLISHING A CLEAR STRATEGIC AIM AND PREPARING A FRAMEWORK FOR ADVOCACY

To develop strategies to build momentum for positive change, IANSA members have used the following tools.

- A clear aim outlining the positive change needed
- Objectives for the short, mid and long-term that are 'SMART'³⁰ – see more below
- Each objective should have clear targets to influence the ultimate decision maker
- Key channels of influence for each target, identifying potential allies and opponents
- A thorough analysis on strengths, weaknesses, opportunities and threats (SWOT)
- A list of activities for supporters with outputs to achieve the desired impacts
- A time line, with monitoring of the activities and outputs to evaluate the impacts

FORMULATING 'SMART' OBJECTIVES CONSISTENT WITH THE STRATEGIC ANALYSIS³¹

Each objective should express the specific change that the advocacy action can realistically achieve, or negative change it can prevent, in a sentence that has all the SMART elements as follows:

Specific – the objective answers the five W questions:

- What outcome do we want to accomplish?
- Why accomplish this goal? For what reasons?
- Who is involved and who should be involved?
- Where do we carry out the tasks, in what locations?
- Which requirements and constraints do we face?

Measurable – progress can be assessed by:

- How much?
- How many?
- How will I know when it is accomplished?

Attainable – so the objective is neither out of reach nor below standard performance:

- How can the goal be accomplished?
- Will the action plan actually achieve the goal?
- Is this team or network, with its resources, capable of achieving the objective?

Relevant – the objective is essential or very important

- Does this objective appear legitimate?
- Is this the right time to try and achieve it?
- Is this objective consistent with other efforts to achieve the aim?

Time-bound – the objective has a relevant target date to achieve the aim and other objectives.

- What can we achieve, for example, in six months?
- What can I do, for example, six weeks from now?
- What can I do today?

³⁰ Specific, Measurable, Achievable, Relevant, Timely

³¹ Adapted from Meyer, Paul J (2003). 'What would you do if you knew you couldn't fail? Creating S.M.A.R.T. Goals'. Attitude Is Everything: If You Want to Succeed Above and Beyond. Meyer Resource Group, Incorporated

MAKING LEGITIMATE DEMANDS ON GOVERNMENTS TO LIVE UP TO THEIR OWN RULES

The proliferation and abuse of SALW is a multidimensional challenge, so the solutions require multiple approaches. The international community has agreed to a range of measures to address the problem at the sources of supply and demand, as well as at the points of use. Some measures are legally binding obligations on states that are party to treaties, conventions, and protocols; others are public commitments contained in key politically binding instruments relating to SALW. This table summarises the main treaties and other instruments and their underlying rationale.

SALW Control Measures	Regulating & Reducing		
	Supply	Demand	Misuse
Global Instrument Obligations and Commitments:			
Programme of Action and International Tracing Instrument - commitments	✓	✓	✓
Arms Trade Treaty – obligations and commitments	✓		✓
UN Firearms Protocol – obligations and commitments	✓	✓	
UN Basic Principles on Use of Force and Firearms – commitments		✓	✓
International Humanitarian Law including CCW obligations		✓	✓
UN Security Council embargoes and Mandatory Resolutions e.g. 1325	✓	✓	✓
Sustainable Development Goals – commitment to end illicit arms flows	✓	✓	
International Dangerous Goods Regulations– obligations	✓	✓	
International Ammunition Technical Guidelines– commitments			✓
Regional Agreements:			
Regional SALW conventions and protocols – obligations and commitments	✓	✓	✓
Multilateral and regional best practice guidelines – commitments	✓	✓	✓
Cross-border cooperation agreements – obligations and commitments	✓		✓
National measures – examples:			
Regulating production, sale, purchase, ownership and use of guns	✓	✓	✓
Regulating number and types of weapons	✓	✓	✓
Regulating police and armed forces	✓	✓	✓
Regulating arms exports and imports	✓	✓	
Local measures – examples:			
Safety zoning and urban design	✓	✓	✓
Community-based policing and violence prevention programmes	✓	✓	✓
Local weapons collection and destruction programmes	✓	✓	✓
Public awareness programmes, including safe schools		✓	✓
Prohibitions and strict regulation of civilian carrying of firearms		✓	✓

Civil society in every country should press their governments to fully implement these measures. In order to do this effectively, we need to know what progress has been made. States report progress in implementing the PoA every two years at the BMS. IANSA network members play a constructive role in sharing information about what is reported at such international meetings and what is done in national policies and programs.

Monitoring the PoA implementation reports of states

The Small Arms Survey and UNIDIR have attempted to document the results so far:

Reporting – Reasonable progress: 604 national reports were submitted between 2002 and 2011; 158 states submitted at least one report. However, 35 states did not submit any report. Advocates need to understand better why some states have rarely or never submitted reports.

Manufacturing – Most states say they have controls on manufacturing, but few have taken action against groups or individuals engaged in illegal manufacture. Over 40% of states that have submitted reports say they do not manufacture SALW.

Transfers – Most states say they assess exports according to certain criteria, but the export criteria are sometimes vague and vary between states and regions. This may improve as the ATT is implemented.

End Use Documents – Many states (93% of them are in Europe) say they use End User Certificates in their export control system, but few report that they authenticate the EUCs, as directed by the PoA.

Marking – Less than 10% of states mark imported SALW with the name of the importing country. Even fewer mark the year of import, as encouraged under the International Tracing Instrument. Many states said they mark all SALW held by government and security forces. Few provide information on the marking of arms transferred from state to civilian use.

Stockpile Management – Reporting on stockpile management and security varies widely. Some states simply say they have standards and procedures; others give detailed descriptions. Most focus on inventory management; few report on control of access, safe locations away from populations or transport security.

Surplus Stocks – Most states report programmes to identify surplus arms, but, few provide information on how they determine whether they have surplus. There are disparities in what constitutes surplus.

Destruction – Most states say that confiscated and collected weapons are usually destroyed. Parliaments and civil society should be able to see aggregate data on destroyed weapons, but this information is generally not released.

Transit – Reporting on transit controls is generally weak across all regions.

Tracing – Few states give details of the procedures for initiating and responding to tracing requests, as outlined in the International Tracing Instrument.

Record Keeping – More than half the states that reported said records of transfers must be kept for 10 years, not the 20 years required by the PoA.

Criminal Offences – Most reporting states have defined illicit trafficking or smuggling as a crime, and most criminalize illicit possession, stockpiling and trade. However, in Africa and Asia many states do not yet criminalize illicit trading or stockpiling.

Brokering – Only a quarter of states have brokering controls. Some reported that no brokers operate on their territory; some said brokering is covered under other laws. Several are developing brokering laws.

National Coordinating Agencies – A considerable number of states do not yet have a National Coordinating Agency or National Commission.

As we approach the Review Conference in 2018, it is critical for Member States to do an effective and transparent audit of their implementation efforts. Member states must also identify what new measures should be discussed to strengthen the PoA and determine the forms of international cooperation and assistance that are needed.

CONSTRUCTIVE ENGAGEMENT AND ENLIGHTENED SELF-INTEREST

Civil society advocates have developed working relationships with governments to share analyses of the SALW problems and proposals for solutions. The PoA specifically mentions civil society roles, including:

- Public awareness on SALW
- Action and policy focused research
- Supporting SALW collection and destruction and related activities

Other roles played by civil society:

- Enhancing government capacity through co-operation
- Monitoring and evaluation
- Promoting transparency and accountability
- Engaging donors

Arguments must always be convincing, reasonable and offer constructive alternatives to achieve the implementation of obligations under the ATT and UN Firearms Protocol, as well as commitments under the PoA, ITI, International Ammunition Technical Guidelines and other instruments.

Regional prohibitions on civilian possession of small arms and light weapons

Many African countries are severely affected by SALW, exacerbated by porous borders, poor infrastructure, a lack of trained personnel, and patterns of violence and marginalisation stemming from colonial and post-colonial rule. In response to rising concerns, sub-regional organisations in Sub-Saharan Africa created their own instruments to tackle the problems.

In 2001 the 14 states of the Southern African Development Community (SADCC) adopted a Protocol, agreeing to measures in their national laws including ‘prohibition of unrestricted possession of small arms by civilians’ and ‘the total prohibition of the possession and use of light weapons by civilians.’ The same restrictions on civilian possession and use were agreed in the Nairobi Protocol of the Great Lakes Region and Horn of Africa, covering 11 countries.

Similarly, in 2006 the West African Economic Community of States (ECOWAS) agreed a Convention requiring the 15 Member States to ‘prohibit the possession, use and sale of light weapons by civilians.’ The Convention also requires a strict control regime for civilian possession of small arms, with stringent eligibility criteria for a gun licence including a minimum age, absence of a criminal record, proof of a legitimate reason for a firearm, and proof of safety training, of knowledge of the relevant laws and of safe storage of the firearm separate from the ammunition. In 2010 the Economic Community of Central African States (ECCAS) agreed a similar but stronger approach to that of ECOWAS. In addition to the ECOWAS licensing criteria for civilian guns, the Central African states added the following criteria: a good conduct investigation, and ‘no record of domestic violence or any psychiatric history.’

Supporting the work of National Commissions

The PoA asks all states to set up ‘national coordination agencies or bodies and institutional infrastructure responsible for policy guidance, research and monitoring of efforts to prevent, combat and eradicate the illicit trade in small arms and light weapons in all its aspects.’ Similar commitments are contained in some regional agreements on SALW.

This is because combating proliferation and illicit trafficking requires a multi-sectoral approach, including legislation and regulation, law enforcement, civil society cooperation, stockpile management, collection and destruction and development. Given the array of people and activities involved at the local, national, regional and international levels, it is crucial that small arms control efforts are coordinated by national governments.

As defined by UNDP, a National SALW Commission or NatCom is an inter-agency body responsible for policy development, coordination, implementation, and monitoring of efforts to address all SALW issues. In some countries National Commissions are called National Focal Points (NFP).³²

³² UNDP (2008): ‘How to Guide: The Establishment and Functioning of National Small Arms and Light Weapons Commissions.’

Civil society is often included in NatComs; but even if not formally designated as members, civil society organisations should still work with the NatCom and be closely associated with its activities. It often falls to women’s organisations to bring the gender perspective to National Commissions.

Tasks of National Commissions include:

- Collecting, analysing and storing information from local, national, regional and international levels;
- Developing and updating the national action plan on SALW;
- Sharing and disseminating information;
- Liaising with the media to raise awareness of the dangers of small arms proliferation, the potential roles and responsibilities of the public and the Commission’s initiatives;
- Raising public awareness and disseminating information on relevant policies;
- Reporting to international and regional bodies.

Likewise civil society organisations can provide a crucial link to local communities. They can:

- Inform the NatCom about the SALW problem at the local level, thus enabling the development of effective and appropriate solutions;
- Relay community concerns and priorities, and ensure that the concerns are heard and acted on;
- Disseminate information from the NatCom to the public;
- Lobby governments and advocate for strong measures and interventions to address arms proliferation;
- Draw on external expertise and best practices to which governments may not have access.

Gender and age considerations in the work of the National SALW Commission

To do its work effectively, the National Commission should consider the needs of all sectors of society. Small arms proliferation and misuse affect men, women, girls and boys in different ways; and these differential impacts need to be addressed if SALW control is to increase safety for all members of society.

SALW is traditionally seen as topic for men. However, the Commission members should include women and youth (male and female); and its work in planning, implementation, research and awareness should reflect the needs, interests of all. Specific efforts should also be made to include people with disabilities, especially survivors of gun violence. Some useful methodologies to ensure broad participation include:

- Collecting sex and age disaggregated data in SALW surveys, and then using this data to design appropriate and sound SALW control strategies that improve the safety of all;
- Ensuring that activities (such as SALW collection and awareness raising) reach every member of society by carefully targeting different age groups and both sexes;
- Creating specific strategies to address known areas of insecurity: for example, SALW control in domestic violence laws so that perpetrators are prevented from owning firearms.

Coordinating Action on Small Arms – CASA

Recognising the need for multidimensional solutions, 23 United Nations agencies formed CASA (Coordinating Action on Small Arms) to coordinate their strategies to address the impact of SALW on development, crime, terrorism, human rights, gender, youth, health and humanitarian activities. For example, UNICEF, WHO and UNODC have developed strategies and studies on armed violence affecting children in several countries, particularly in communities with high gun homicide rates. The agencies are:

- | | |
|---|---|
| <ul style="list-style-type: none"> • CTED – Counter-Terrorism Committee Executive Directorate • DESA – Department of Economic & Social Affairs • DPA – Department of Political Affairs • DPI – Department of Public Information • DPKO – Department of Peacekeeping Operations | <ul style="list-style-type: none"> • ICAO – International Civil Aviation Organization • OCHA – Office for Coordination of Humanitarian Affairs • OHCHR – Office of the United Nations High Commissioner for Human Rights • OSAA – Office of the Special Adviser on Africa |
|---|---|

- OSAPG – Office of the Special Adviser on Prevention of Genocide
- SRSG/CAAC – Special Representative of the Secretary-General for Children & Armed Conflict
- SRSG/VAC – Special Representative of the Secretary-General on Violence Against Children
- UN WOMEN
- UNDP – United Nations Development Programme
- UNEP – United Nations Environment Programme
- UN-HABITAT
- UNHCR – United Nations High Commissioner for Refugees
- UNICEF – United Nations Children's Fund
- UNIDIR – United Nations Institute for Disarmament Research
- UNMAS – United Nations Mine Action Service
- UNODA – United Nations Office for Disarmament Affairs
- UNODC – United Nations Office on Drugs & Crime
- WHO – World Health Organization

A very valuable resource is CASA's International Small Arms Control Standards (ISACS), developed to provide clear and comprehensive guidance to practitioners and policy makers on fundamental aspects of SALW control. IANSA members are promoting ISACS; and they regularly share with governments and the media the UN reports on the effects of SALW proliferation and misuse on peacekeeping, humanitarian aid, health, crime, violence etc.

DEVELOPING ALLIANCES AND PUBLIC CAMPAIGN INITIATIVES

New challenges are facing the world, changing the agenda and increasing the urgency for SALW controls: for example the escalation of armed conflict and systematic repression, acts of terrorism/counter terrorism, changes in weapon technologies, increasing inequalities linked to climate change, mass displacement and criminal trafficking on a world scale. These are complex global trends with intense local consequences.

Public campaigning on these challenges requires energy, resources and commitment from larger swathes of civil society such as trade unions, religious groups, professional associations, youth groups, academics, environmental movements, and funding organisations, and not just from NGOs with specialist knowledge of SALW issues. Different types of alliances and joint campaigns can be developed to address key messages to decision-makers by:

- timely interventions rooted in context
- increasing leverage and impact with more voices, mobilizing new sectors of public opinion
- increasing outreach; drawing other actors into the field of SALW action
- harnessing and sharing complementary competencies to increase capacity and relevance
- building and empowering varied constituencies based on shared goals and respectful relationships
- learning from each other
- strengthening legitimacy through local knowledge, and contextually appropriate actions
- promoting diversity of voices, enabling survivors to speak for themselves.

Campaigning techniques on the Arms Trade Treaty, 2003-2013

The massive campaign for the ATT by IANSA and partners, including Amnesty International and Oxfam, relied on a combination of techniques used in strategic coordination for maximum impact:

1. Advocacy designs flexible enough for multiple level and integrated worldwide action;
2. Cutting edge research outputs distributed worldwide;
3. Timely global media coverage and e-media resources including campaign websites;
4. Popular mobilisation and grass root actions simultaneously in many countries;
5. Continued NGO and 'movement' alliances and joint NGO publications and actions;
6. Targeted parliamentary lobbying and alliances;
7. Refined policy analysis linked to international standards on human rights and IHL;
8. Tactical interventions around key intergovernmental meetings using enlightened self-interest arguments;
9. Strategic management of resources and activities to achieve objectives and critical path;
10. Relevant and realistic training, education, monitoring and evaluation.

New weapons and other technologies

Over the past decade, there have been advances in artificial intelligence and other technologies that could present obstacles to the effective regulation of SALW, some of which have been highlighted in a report by the UN Secretary General and by SALW technical experts. For example, the use of new materials such as plastics in the manufacture of SALW can make it easier to remove serial numbers. Modular construction of weapons and the use of 3-D printing can enable traders to evade customs and other controls by disaggregating weapons into small parts and components then re-assembling them in an unauthorized manner.

New technologies will make possible the development and deployment of fully autonomous weapons systems that can select, attack, kill and wound human targets, and will be able to operate without effective human control. These weapons systems are often referred to as Lethal Autonomous Robotics (LARs) or Autonomous Weapons Systems (AWS). Alongside the development of robotic 'military weapons', companies in the US, UK, Jordan, Israel, the UAE, Spain and likely elsewhere have been developing robotic weapons, even if not yet fully

autonomous, for law enforcement purposes. In some cases the weapons system can be adapted to fire SALW or 'less-lethal' projectiles.

Civil society and some governments object to the development and potential use of AWS because AWS cannot conform to international humanitarian law principles of distinction, proportionality and necessity; and because AWS are incompatible with international human rights law and international law enforcement standards, including the UN Basic Principles on the Use of Force and Firearms.

On the other hand, new technologies may be used to monitor and control SALW. New types of lasers and micro-stamping could improve markings on weapons. Transport and stockpile management and security of SALW could be strengthened through the use of radio frequency technologies, GPS tracking devices and biometrics.

IANSA members should press states to discuss threats and opportunities presented by new technologies, and to agree the best ways to avoid or to deploy them through international cooperation in the PoA process.

Reducing illicit arms flows through the Sustainable Development Goals (SDGs)

The Sustainable Development Goals (SDGs), officially titled Transforming our world: the 2030 Agenda for Sustainable Development, are a set of 17 aspirational 'Global Goals' with a total of 169 targets. Spearheaded by the United Nations through deliberations with 193 Member States as well as global civil society, the goals are contained in General Assembly Resolution 70/1, adopted in 2015. The SDGs were in large measure informed by the often quoted assertion by Secretary-General Ban Ki-moon that 'there can be no Plan B, because there is no Planet B.'

SDG 16 deals with peace, justice and strong institutions. Target 4 of this goal, which aims to 'significantly reduce illicit financial and arms flows, strengthen recovery and return of stolen assets, and combat all forms of organized crime,' is about reducing the proliferation and misuse of SALW. Indicators, which are the measures of success, progress or failure of implementation of each SDG, have recently been adopted. IANSA participated actively in the discussions that developed indicator 16.4.2: [the] 'proportion of seized small arms and light weapons that are recorded and traced, in accordance with international standards and legal instruments'.

Helping to shine a spotlight on whether or not governments are making sufficient efforts and progress toward achieving SDG 16.4 is an important task for civil society.

CONCLUSION

Small arms are the weapons of the easy kill – the most portable, accessible, casual instruments of death. They not only facilitate the taking and maiming of lives, they also kill economies and social bonds. Widespread access to guns has also led to the denial of education and health, criminality, illicit plundering of natural resources, decreased trade and investment, violence against women and girls, gang violence and the collapse of the rule of law.

But because these weapons are made by people and not a natural phenomenon, the solutions to their proliferation and misuse also lie in human hands. Everyone – civil society, governments, UN officials, men, women, youth, survivors, educators, faith leaders, media outlets, manufacturers and more – has a role in working to end the scourge of SALW and helping to create communities that can develop and thrive without gun violence.

We hope this advocacy guide will be a useful tool, and look forward to continuing to work together toward this end.