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PROGRAMME OF ACTION ON SMALL ARMS AND LIGHT WEAPONS BIENNIAL MEETING OF STATES BACKGROUND GUIDE 2016

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NATIONAL MODEL UNITED NATIONS





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Dear Delegates,

Welcome to the 2016 National Model United Nations Conference in New York (NMUN•NY)! We are pleased to introduce you to our committee, the Programme of Action on Small Arms and Light Weapons Biennial Meeting of States (PoA SALW). This year's staff is: Directors Alexander Rudolph (Conference A) and Leah Schmidt (Conference B), and Assistant Directors Maike Weitzel (Conference A) and Angelina Pienczykowski (Conference B). Alexander attends the University of Manitoba where he is completing his degree in Political Science with an emphasis in International Relations and a research focus in cyber issues. This will be his fourth year on staff. Leah is currently completing simultaneous degrees in Women's Studies and International Relations at the University of Calgary, and recently completed her thesis on gender and military tactics during cases of genocide. This is her fifth conference on staff. Maike studies at the University of Magdeburg, Germany where she is pursuing a B.A. in European Studies majoring in Social Sciences. This is her first year on staff. Angelina received her M.A. in International relations and European Studies from Central European University in Budapest, Hungary. She currently works at Unbound Philanthropy. This is her second year on staff.

The topics under discussion for PoA SALW are:

- I. Measures to Increase National Reporting of Member States
- II. Incorporating Gender-Sensitive Approaches in the Implementation of the Programme of Action
- III. Adapting to Recent Developments in Small Arms and Light Weapons Technology

The Programme of Action on Small Arms and Light Weapons (PoA SALW) Biennial Meeting of States is an important meeting for Member States to review and assess the implementation and progress of the *Programme of Action to Prevent, Combat and Eradicate the Illicit Trade in Small Arms and Light Weapons in All Its Aspects*. The Biennial Meeting of States offers a forum for Member States to discuss a wide range of topics related to small arms and light weapons and how it relates to the continuing progress of PoA SALW. In order to accurately simulate the meeting, it will be critical for delegates to understand the PoA's unique role within the United Nations small arms and light weapons framework.

We hope you will find this Background Guide useful as an introduction to the topics for this committee. However, it is not intended to replace individual research. We highly encourage you to explore your Member State's policies in-depth, as well as use the Annotated Bibliography and Bibliography to further your knowledge on these topics. In preparation for the conference, each delegation will submit a [position paper](#). Please take note of the [NMUN policies](#) on the website and in the [Delegate Preparation Guide](#) regarding plagiarism, codes of conduct, dress code, sexual harassment, and the awards philosophy and evaluation method. Adherence to these guidelines is mandatory.

The [NMUN Rules of Procedure](#) are available to download from the NMUN website. This document includes the long and short form of the rules, as well as an explanatory narrative and example script of the flow of procedure. It is thus an essential instrument in preparing for the conference, and a reference during committee.

If you have any questions concerning your preparation for the committee or the conference itself, feel free to contact the Under-Secretaries-General for the Peace and Security Department, Allison Chandler (Conference A) and Clarissa Manning (Conference B). You can reach either USG by contacting them at: usg.ps@nmun.org.

We wish you all the best in your preparations and look forward to seeing you at the conference!

Sincerely,

Conference A

Alexander Rudolph, *Director*
Maike Weitzel, *Assistant Director*

Conference B

Leah Schmidt, *Director*
Angelina Pienczykowski, *Assistant Director*

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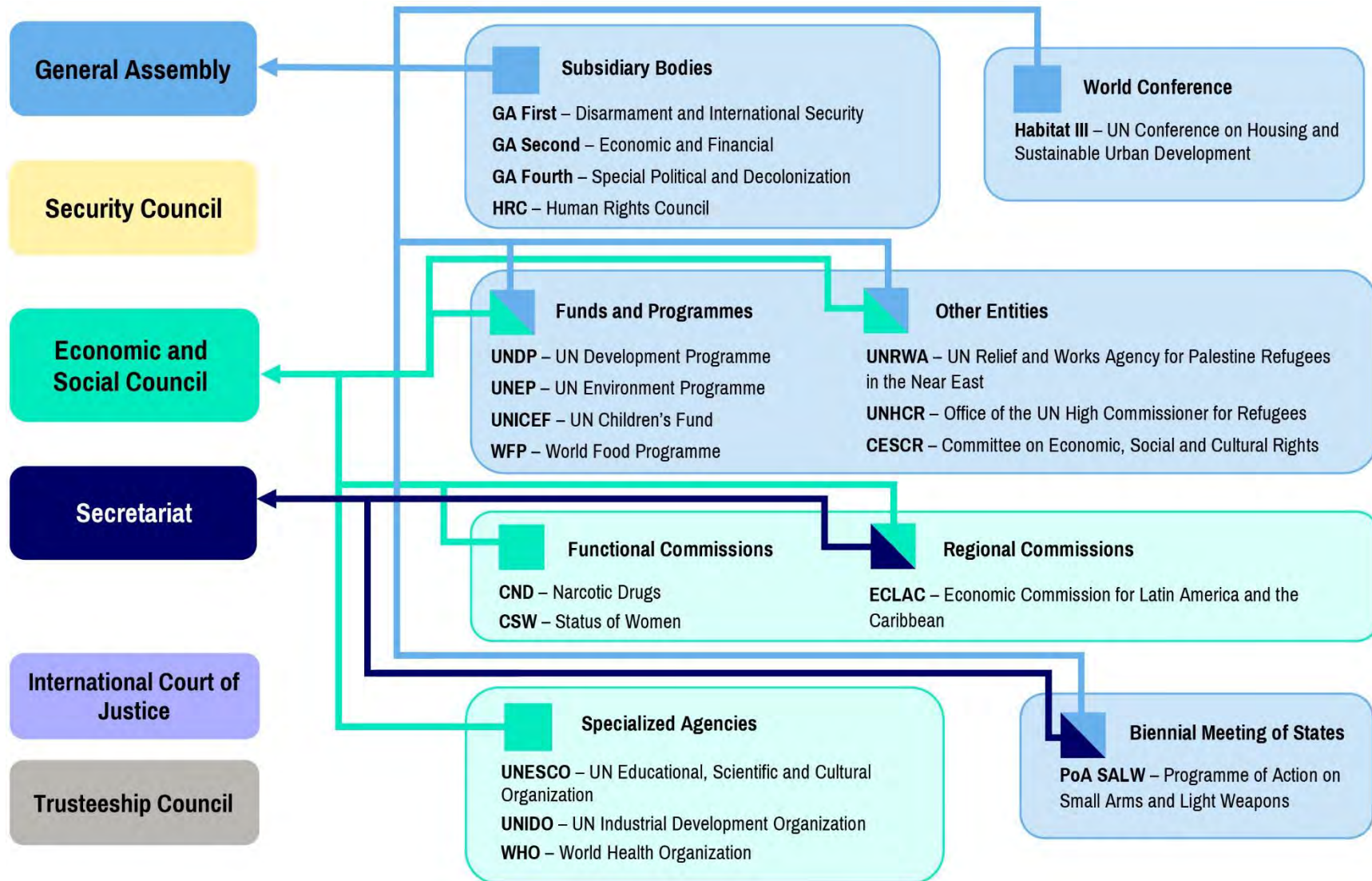


Abbreviations

ATT	Arms Trade Treaty
BMS	Biennial Meeting of States
CASA	Coordinating Action on Small Arms
DDR	Disarmament, Demobilization, and Reintegration
FARC	Fuerzas Armadas Revolucionarias de Colombia
GA	General Assembly
GBV	Gender-based violence
GDV	Gender-dimensions of violence
ISACS	International Small Arms Control Standards
ISACS-AT	International Small Arms Control Standards Assessment Tool
ITI	International Tracing Instrument
MGE	Meeting of Governmental Experts
NAPs	National Action Plans
NGO	Non-governmental organization
PoA SALW	Programme of Action on Small Arms and Light Weapons
PoA-ISS	Programme of Action Implementation Support System
RFID	Radio Frequency Identification
SALW	Small arms and light weapons
SC	Security Council
UN	United Nations
UNDP	United Nations Development Programme
UNIDIR	United Nations Institute for Disarmament Research
UNLIREC	United Nations Regional Center for Peace, Disarmament and Development in Latin America and the Caribbean
UNODA	United Nations Office of Disarmament Affairs
WPS	Women, peace, and security

United Nations System at NMUN·NY

This diagram illustrates the UN System simulated at NMUN·NY. It shows where each committee “sits” within the system, to help understand the reportage and relationships between the entities. Examine the diagram alongside the Committee Overview to gain a clear picture of the committee's position, purpose, and powers within the UN System.



Committee Overview

“The tracing of illicit firearms is a crucial component of the international strategy and framework to combat the illicit trade in small arms and light weapons in all its aspects.”¹

Introduction

In understanding the factors that may aggravate tension and violence in cases of conflict, small arms are an increasingly key consideration.² As the United Nations Office for Disarmament Affairs (UNODA) establishes, small arms are “cheap, light, and easy to handle, transport and conceal,” meaning that their presence can have a global and lethal influence on the impact of violence.³ In 1999, increased international concern about the global illicit trade in small arms and light weapons resulted in the adoption of United Nations (UN) General Assembly (GA) resolution 54/54 V of 15 December 1999, which determined the need to convene a Conference and Preparatory Committee on Small Arms and Light Weapons for all states.⁴ The proposed conference, soon titled the “United Nations Conference on the Illicit Trade in Small Arms and Light Weapons in All Its Aspects,” was held in New York from 9 - 20 July 2001.⁵ Prior to the official conference, several sessions were held under a Preparatory Committee, for the purpose of research, logistics, and agenda-setting; the Committee’s first session was held at the UN Headquarters from 28 February- 3 March 2000, the second session was held from 8 - 19 January 2001, and the third session from 19 to 30 March 2001.⁶ The UN began its first formal sessions of the Conference on the Illicit Trade in Small Arms and Light Weapons in All Its Aspects on 9 July 2001, consisting of a high-level exchange of views from Member States’ ministries and representatives, as well as civil society stakeholders, with the aim of adopting the orally-amended *Draft Programme of Action to Prevent, Combat and Eradicate the Illicit Trade in Small Arms and Light Weapons in All Its Aspects (A/CONF.192/L.5/Rev.1)*.⁷ At the 10th meeting of the Conference, on 20 July 2001, the Conference officially adopted the orally amended draft Programme of Action by consensus.⁸

The Programme of Action on Small Arms and Light Weapons (PoA SALW) Biennial Meeting of States is a meeting of Member States held to discuss the implementation of the 2001 *Programme of Action to Prevent, Combat and Eradicate the Illicit Trade in Small Arms and Light Weapons in All Its Aspects*.

The report, now officially titled the *Report of the United Nations Conference on the Illicit Trade in Small Arms and Light Weapons in All Its Aspects (A/CONF.192/15)*, was the founding document of the *Programme of Action on Small Arms and Light Weapons (PoA SALW)*.⁹ Within the report, the PoA SALW was noted as being established to alleviate the international community’s existing concerns about the “illicit manufacture, transfer, and circulation of small arms and light weapons, their uncontrolled spread in many regions of the world, and the resulting humanitarian and socio-economic consequences.”¹⁰ In report, there was also a specific focus on the impact of illicit arms trade on marginalized populations, particularly women and children, as well as the links between small arms and light weapons (SALW) and terrorism, organized crime, and trafficking in drugs and precious minerals.¹¹ While reiterating these focuses, the report also stated the need to further existing arms embargoes decided by the UN Security Council (SC) through additional programming, and the urgent need for international cooperation and assistance, particularly through building upon the then-new *Millennium Declaration (2000)*.¹²

¹ INTERPOL, *Illicit Arms Records and tracing Management System (iARMS)*, 2015.

² UNODA, *Second Open-ended Meeting of Governmental Experts (MGE2) under the Programme of Action to Prevent, combat and Eradicate the Illicit Trade in Small Arms and Light Weapons in All Its Aspects*, 2015.

³ Ibid.

⁴ UN Conference on the Illicit Trade in Small Arms and Light Weapons in All its Aspects, *Report of the United Nations Conference on the Illicit Trade in Small Arms and Light Weapons in All Its Aspects (A/CONF.192/15)*, 2001.

⁵ *Programme of Action to Prevent, Combat and Eradicate the Illicit Trade in Small Arms and Light Weapons in All Its Aspects*, 2001.

⁶ UN Conference on the Illicit Trade in Small Arms and Light Weapons in All its Aspects, *Report of the United Nations Conference on the Illicit Trade in Small Arms and Light Weapons in All Its Aspects (A/CONF.192/15)*, 2001.

⁷ Ibid.

⁸ Ibid.

⁹ Ibid.

¹⁰ Ibid.

¹¹ Ibid.

¹² Ibid.

The key results of the Conference were therefore to address the illicit trade of SALW in all aspects by strengthening or developing existing international norms; developing and implementing agreed international measures to eradicate manufacture of and trafficking in SALW; create adequate national laws and regulations, including criminal offences under domestic law; “designate a national point of contact to act as liaison between states on matters relating to the implementation of the PoA SALW; create appropriate and reliable markings on each SALW as a part of the production process for tracking purposes; ensuring that all confiscated, seized, or collected SALW are destroyed; to encourage the strengthening and establishing of moratoria or similar initiatives; promoting safe, effective stockpile management and security; and to strengthen the ability of states to cooperate in identifying and tracing in a timely and reliable manner.”¹³

Despite no formalized definition for SALW existing within the UN currently, the PoA SALW works under the largely adopted proposal put forward by the 1997 Small Arms Survey UN Panel of Governmental experts.¹⁴ It defines small arms as: “revolvers and self-loading pistols, rifles and carbines, assault rifles, sub-machine guns and light machine guns;” and light weapons as: “heavy machine guns, hand-held under-barrel and mounted grenade launchers, portable anti-aircraft guns, portable anti-tank guns, recoilless rifles, portable launchers of anti-tank missile and rocket systems, portable launchers of anti-aircraft missile systems; and mortars of calibers of less than 100mm.”¹⁵ Since the 1997 proposal, single-rail-launched rockets and 120mm mortars have been added to the category of light weapons, as long as these weapons can be transported and operated by a light vehicle; and the SALW definition has been expanded to additionally refer to their ammunition, parts, and accessories collectively.¹⁶

These proposed actions and definitions formed the basis of the PoA SALW’s focus and goals as a key program of the UN’s SALW framework.¹⁷ Today, the PoA SALW is the document that provides both the name and the framework for key SALW meetings, including its Biennial Meeting of States (BMS), to work within.¹⁸ As a collective, these meetings serve to implement the overall high-level aims of the Programme.¹⁹ The PoA SALW continues to “provide the framework for activities to counter the illicit trade in such arms,” essentially serving as a “one-stop shop” for all UN concerns on SALW.²⁰

Governance, Structure and Membership

The PoA SALW reports to the GA, in consultation with the SC.²¹ This means that the PoA SALW creates documents that can be utilized to further proposals of both non-binding and binding action by the UN; the SC in particular is the “tool” which has the ability to enact PoA SALW recommendations.²² Additionally, because the PoA SALW was adopted by the GA in 2001, the membership of the BMS is universal.²³ The PoA SALW primarily functions through several different types of meetings, the BMS, Meetings of Governmental Experts (MGE), and Review Conferences.²⁴

- **Biennial Meetings of States (BMS):** The BMS was established in GA resolution 56/24 (2002) and convenes on a biennial basis for the purpose of “consider[ing] the national, regional and global implementation of the Programme of Action.”²⁵ Generally held in early summer every

¹³ UN Conference on the Illicit Trade in Small Arms and Light Weapons in All its Aspects, *Report of the United Nations Conference on the Illicit Trade in Small Arms and Light Weapons in All Its Aspects (A/CONF.192/15)*, 2001.

¹⁴ Small Arms Survey, *Definitions of Small Arms and Light Weapons*, 2015.

¹⁵ Ibid.

¹⁶ Ibid.

¹⁷ UN Conference on the Illicit Trade in Small Arms and Light Weapons in All its Aspects, *Report of the United Nations Conference on the Illicit Trade in Small Arms and Light Weapons in All Its Aspects (A/CONF.192/15)*, 2001.

¹⁸ Ibid.

¹⁹ UN PoA-ISS, *Programme of Action*, 2015.

²⁰ Ibid.

²¹ UN Conference on the Illicit Trade in Small Arms and Light Weapons in All its Aspects, *Report of the United Nations Conference on the Illicit Trade in Small Arms and Light Weapons in All Its Aspects (A/CONF.192/15)*, 2001.

²² Ibid.

²³ Reaching Critical Will, *UN Programme of Action on small arms and light weapons*, 2014.

²⁴ Ibid.; UN PoA SALW, *Outcome Document: Programme of Action to Prevent, Combat and Eradicate the Illicit Trade in Small Arms and Light Weapons in All Its Aspects*, 2012; UN Conference to Review Progress Made in the Implementation of the Programme of Action to Prevent Combat and Eradicate the Illicit Trade in Small Arms and Light Weapons in All its Aspects, *Official Documents*, 2006.

²⁵ UN General Assembly, *General and complete disarmament (A/RES/56/24)*, 2002.

second year, this key meeting fulfills the PoA SALW's regular administrative requirements, including the election of 14 Officers and the Chair of the meeting; adopting the rules of procedure.²⁶ It also serves to review the substantive implementation by all PoA SALW Member states such as the consideration of the effectiveness of the PoA SALW, the International Instrument to Enable States to Identify and Trace SALW, and the International Tracing Instrument, as well as other topics related to the coordination of the PoA SALW.²⁷ Each biennial meeting functions as a forum for attending Member States, intergovernmental organizations, and non-governmental organizations (NGOs) to engage in a general exchange of views on the progress and goals of the PoA SALW; working papers are accepted as the meeting progresses.²⁸ Funding and administrative services for these accountability measures is provided by the GA, and the most recent meeting, the Fifth BMS was held from 16-20 June 2014 in New York and will lay the foundation for the upcoming Sixth BMS to be held in 2016.²⁹

- **Meetings of Governmental Experts (MGE):** As the only UN program dedicated specifically to SALW, the PoA SALW is subject to regular follow-up and review measures, as established in the Programme, which includes a one-week open-ended MGE occurring every four years since 2011.³⁰ It serves to evaluate current progress of the PoA SALW to “consider the full and effective implementation of the Programme of Action,” and create a roadmap for future program development.³¹ Unlike the BMS, the MGE is comprised of global experts recruited for their experience in marking, record-keeping, and cooperation on tracing of small arms, as well as nominated Member States who act as Vice-Chairs.³² Issues such as the technology-gap between states, the marking of ammunition and weapons materials, illegal weapon manufacturing tracking, and establishing accurate record-keeping practices are considered by the MGE and substantive recommendations are created.³³ The reports from the MGE are considered at the BMS to determine future action by the PoA SALW.³⁴
- **Review Conferences:** A conference was called on the fifth anniversary of the establishment of the PoA SALW, from 26 June to 7 July 2006, to review the progress of the Programme and establish UN study on PoA SALW effectiveness.³⁵ This meeting aimed to “review implementation of the Programme of Action...[and] neither to revise or expand it.”³⁶ An additional Review Conference was held from 27 August-7 September 2012 to build upon the

²⁶ UN PoA SALW Fifth BMS, *Report of the Fifth Biennial meeting of States to Consider the Implementation of the Programme of Action to Prevent, Combat, and Eradicate the Illicit Trade in Small Arms and Light Weapons in All Its Aspects (A/CONF.192/BMS/2014/2)*, 2014.

²⁷ Ibid.

²⁸ UN Conference to Review Progress Made in the Implementation of the Programme of Action to Prevent Combat and Eradicate the Illicit Trade in Small Arms and Light Weapons in All its Aspects, *Report of the United Nations Conference to Review Progress Made in the Implementation of the Programme of Action to Prevent Combat and Eradicate the Illicit Trade in Small Arms and Light Weapons in All its Aspects (A/CONF.192/2012/RC/4)*, 2012.

²⁹ UNODA, *Second Open-ended Meeting of Governmental Experts (MGE2) under the Programme of Action to Prevent, combat and Eradicate the Illicit Trade in Small Arms and Light Weapons in All Its Aspects*, 2015; UN PoA SALW, *Outcome Document: Programme of Action to Prevent, Combat and Eradicate the Illicit Trade in Small Arms and Light Weapons in All Its Aspects*, 2012.

³⁰ UN PoA SALW, *Outcome Document: Programme of Action to Prevent, Combat and Eradicate the Illicit Trade in Small Arms and Light Weapons in All Its Aspects*, 2012.

³¹ Ibid.

³² UNODA, *Small Arms*, 2015.

³³ UN PoA SALW Second Open-ended MGE, *Chair's Summary*, 2015.

³⁴ Ibid.

³⁵ Small Arms Survey, *Definitions of Small Arms and Light Weapons*, 2015.

³⁶ UN Conference to Review Progress Made in the Implementation of the Programme of Action to Prevent Combat and Eradicate the Illicit Trade in Small Arms and Light Weapons in All its Aspects, *Report of the United Nations Conference to Review Progress Made in the Implementation of the Programme of Action to Prevent Combat and Eradicate the Illicit Trade in Small Arms and Light Weapons in All its Aspects (A/CONF.192/2012/RC/4)*, 2012; UN DPI, *Second Conference to Review Programme of Action on Illicit Trade in Small Arms and Light Weapons Takes Place at Headquarters, 27 August- 7 September, 2012 (DC/3380)*, 2012.

2006 recommendations.³⁷ Review Conferences have proved an effective mechanism for fruitful debate on the PoA and its relevancy; the Third Review Conference is scheduled for 2018.³⁸

Mandates, Functions and Powers

The PoA SALW is a politically-binding committee by UN Member states to “Prevent, Combat and Eradicate the Illicit Trade in Small Arms and Light Weapons in All Its Aspects”.³⁹ As such it has several key functions: monitoring, developing, and applying international standards and norms; strengthening UN partnerships on the monitoring of the illicit arms trade; and promoting the development of a structural and financial framework of the PoA SALW to build upon past successes.⁴⁰ The PoA SALW is currently utilized by the SC and the GA to ensure Member State accountability to human security and public safety, and as such, is a commitment agreed upon by all current UN Member States.⁴¹ However to date, only 50 Member States have actively followed recommendations of the PoA SALW to strengthen domestic laws, and only 60 have complied with PoA SALW recommendations to destroy stockpiles of illegal SALW.⁴²

The PoA SALW functions in alignment with three autonomous sister-programs: the *International Instrument to Enable States to Identify and Trace, in a Timely and Reliable Manner, Illicit Small Arms and Light Weapons* (International Tracing Instrument; ITI), the *Protocol against the Illicit Manufacturing of and Trafficking in Firearms, Their Parts and Components and Ammunition, supplementing the United Nations Convention against Transnational Organized Crime* (Firearms Protocol) (2001), and the *UN Register of Conventional Arms as an Instrument to Control International Transfers of SALW* (UN Register of Conventional Arms).⁴³ The PoA SALW oversees the operations that the ITI, Firearms Protocol, and Register actually carry out, as established by the Report of the UN Conference framework.⁴⁴ Therefore while these mechanisms are independent, they work towards the same goal, with the PoA SALW serving in an oversight role.⁴⁵

The first PoA SALW framework branch, the ITI, allows Member States the ability to identify and trace SALW through international cooperation.⁴⁶ The ITI covers the marking, record-keeping, cooperation in tracing, and implementation of SALW tracking.⁴⁷ The second PoA SALW framework branch, the *United Nations Convention against Transnational Organized Crime* (2000) and the Firearms Protocol, was established through GA resolution 53/111 of 9 December 1998, and founded an “open-ended intergovernmental *ad hoc* committee for the purpose of creating a comprehensive international convention against transnational organized crime and for developing international instruments addressing the multiple dimensions of organized crime (A/55/383/Add.2).”⁴⁸ The Firearms Protocol currently serves to strengthen cooperation between states to prevent the illicit manufacture and trafficking of SALW.⁴⁹ The third component, the UN Register of Conventional Arms, is a commonly agreed-upon instrument “aimed at enhancing mutual confidence through establishing transparency with respect to export and import of conventional arms.”⁵⁰ It has also been regarded as a means with which to strengthen regional and international peace

³⁷ UN Conference to Review Progress Made in the Implementation of the Programme of Action to Prevent Combat and Eradicate the Illicit Trade in Small Arms and Light Weapons in All its Aspects, *Official Documents*, 2006.

³⁸ UN PoA SALW, *Outcome Document: Programme of Action to Prevent, Combat and Eradicate the Illicit Trade in Small Arms and Light Weapons in All Its Aspects*, 2012.

³⁹ *Programme of Action to Prevent, Combat and Eradicate the Illicit Trade in Small Arms and Light Weapons in All Its Aspects*, 2001.

⁴⁰ UNODA, *Second Open-ended Meeting of Governmental Experts (MGE2) under the Programme of Action to Prevent, combat and Eradicate the Illicit Trade in Small Arms and Light Weapons in All Its Aspects*, 2015.

⁴¹ *Ibid.*

⁴² UN DPI, *Secretary-General disappointed small arms conference ended without agreement, but says Global Community committed to action plan to curtail illicit trade (SG/SM/10558)*, 2006.

⁴³ UN PoA-ISS, *Programme of Action*, 2015.

⁴⁴ UN Conference on the Illicit Trade in Small Arms and Light Weapons in All its Aspects, *Report of the United Nations Conference on the Illicit Trade in Small Arms and Light Weapons in All Its Aspects (A/CONF.192/15)*, 2001.

⁴⁵ Small Arms Survey, *International Measures*, 2015.

⁴⁶ UN General Assembly, *International Instrument to Enable States to Identify and Trace, in a Timely and Reliable Manner, Illicit Small Arms and Light Weapons (A/60/81)*, 2005.

⁴⁷ *Ibid.*

⁴⁸ UN PoA-ISS, *Firearms Protocol*, 2015.

⁴⁹ *Ibid.*

⁵⁰ UNARM, *UN Register of Conventional Arms*, 2012.

and security and to prevent the potential accumulation of arms, which could act as a destabilizing factor within the region.⁵¹

The work of the PoA SALW is overseen regularly by the UNODA, including through recent report-based recommendations on Brokering Controls, a newly-developed relationship with the World Customs Organizations.⁵² The PoA SALW also collaborates externally with the UN Development Programme (UNDP) Bureau for Crisis Prevention and Recovery, UN Institute for Disarmament Research (UNIDIR), and regional offices like the UN Regional Centre for Peace, Disarmament and Development in Latin America and the Caribbean, the UN Regional Centre for Peace and Disarmament in Asia and the Pacific, and the UN Regional Centre for Peace and Disarmament in Africa.⁵³ The PoA SALW and UNIDIR's partnership is particularly key, as UNIDIR gives the international community objective research, providing much of the data behind the fight against illicit SALWs.⁵⁴ Specific to the PoA SALW, UNIDIR has become the main organization which "analyzes the information provided in the [PoA SALW Member States'] National Reports to study trends in the implementation of the PoA SALW," with project support provided by with UNDP and UNODA.⁵⁵ The collaboration between these bodies covers recommendations on developing mechanisms to prevent illicit brokering, and new report-based recommendations on "International Assistance Developing Tools for Matching Needs and Resources."⁵⁶

The PoA SALW primarily makes substantive decisions based on information received through Member States' national reports.⁵⁷ Member States are strongly encouraged to submit reports on the Programme bi-annually, which allows the BMS and MGE to review effectiveness of existing mechanisms.⁵⁸ These reports, while submitted regularly initially providing useful data on regional implementation, have become irregular in their submission; this developing gap in accountability presents a continued obstacle to PoA SALW effectiveness.⁵⁹ Additionally, the national contacts for Member States have proven to be insufficient vehicles for addressing the recent regional mobilization focus of the PoA SALW, and have been considered as a potential area of restructuring.⁶⁰

Recent Sessions and Current Priorities

The Fifth BMS structured its agenda around the documentation and recommendations from the Fourth BMS in 2012, as well as reports submitted by attending international organizations, such as the European Union, League of Arab States, and the International Police Organization, and its associated MGE.⁶¹ During the Fifth BMS, outcome documents renewed the commitment to prevent, combat, and eradicate the illicit trade in SALW, and highlighted the need to improve stockpile management in post-conflict situations while developing strategies against the impact of new weapons technologies.⁶² All documents at the Fifth BMS as well as the report of the meeting to the GA, were adopted by consensus.⁶³

⁵¹ UN PoA-ISS, *UN Register of Conventional Arms*, 2015.

⁵² UN DPI, *Delegates Call for More International Assistance, Cooperation in Struggle against Trafficking of Small Arms, Light Weapons (DC/3327)*, 2012.

⁵³ *Ibid.*

⁵⁴ UN PoA-ISS, *United Nations Institute for Disarmament Research (UNIDIR)*.

⁵⁵ *Ibid.*

⁵⁶ UN DPI, *Delegates Call for More International Assistance, Cooperation in Struggle against Trafficking of Small Arms, Light Weapons (DC/3327)*, 2012.

⁵⁷ UN Conference on the Illicit Trade in Small Arms and Light Weapons in All its Aspects, *Report of the United Nations Conference on the Illicit Trade in Small Arms and Light Weapons in All Its Aspects (A/CONF.192/15)*, 2001.

⁵⁸ UN PoA-ISS, *National Reports on the Programme of Action*, 2009.

⁵⁹ *Ibid.*

⁶⁰ UN PoA-ISS, *National Points of Contact*, 2009.

⁶¹ UN Conference to Review Progress Made in the Implementation of the Programme of Action to Prevent Combat and Eradicate the Illicit Trade in Small Arms and Light Weapons in All its Aspects, *Report of the United Nations Conference to Review Progress Made in the Implementation of the Programme of Action to Prevent Combat and Eradicate the Illicit Trade in Small Arms and Light Weapons in All its Aspects (A/CONF.192/2012/RC/4)*, 2012.

⁶² UN Conference to Review Progress Made in the Implementation of the Programme of Action to Prevent Combat and Eradicate the Illicit Trade in Small Arms and Light Weapons in All its Aspects, *Report of the United Nations Conference to Review Progress Made in the Implementation of the Programme of Action to Prevent Combat and Eradicate the Illicit Trade in Small Arms and Light Weapons in All its Aspects (A/CONF.192/2012/RC/4)*, 2012.

⁶³ *Ibid.*

At the Second Open-ended MGE in June 2015, the issue of recent developments in SALW technology was brought forward, highlighting a technological divide between Member States in SALW production and capacity-building.⁶⁴ Additionally, “the need to ensure the continued and enhanced effectiveness of national marking, record-keeping and tracing systems of weapons” was emphasized, awareness-raising and training in affected areas was determined as a necessity, and the issue of transfer of weapons to non-state armed groups was highlighted.⁶⁵

The PoA SALW has also been particularly active as a supporting body for a number of major UN peace and security developments over the past half-decade.⁶⁶ In May 2015, concerned about the human cost of the illicit flow of SALW, the Secretary-General issued a report on “Small arms and light weapons” (S/2015/289), which presents 14 recommendations for consideration by the SC, including the alarming concern of poor weapons management, as based on PoA SALW recommendations to improve national laws, develop demobilization programs, and increase stockpile destruction and weapons-marking initiatives.⁶⁷ The PoA SALW was also chiefly important during the consideration of the *Arms Trade Treaty* (ATT), adopted in 2013 around the same assumption that formed the PoA SALW, illicit trade of SALW is of global importance and responsibility.⁶⁸ Because of this discussion, the PoA SALW was noted in the Preambulatory Clauses of the ATT as a major contributor to current efforts against illicit SALW trade, and joint-programs were noted as a primary tactic in future global efforts.⁶⁹ While the PoA SALW will continue to address SALW through a politically-binding commitment, the ATT will cover all conventional arms through a legally-binding treaty; meaning that the research and programme recommendations of the PoA SALW are even more important, as they now impact the implementation of any ATT-action relevant to SALW as well.⁷⁰

Conclusion

The PoA SALW remains a controversial program at the UN due to its open-ended commitments and lack of formal monitoring process.⁷¹ These obstacles and inconsistencies with biannual national reports mean that the PoA SALW needs to further develop internal policies and reaffirm existing external mechanisms.⁷² Additionally, while the initial creation of the PoA SALW was to aid states with arms control assistance, there is a vacuum of expertise, funding, and mechanisms with which to oversee these.⁷³ Furthermore, the PoA SALW remains entirely dependent upon individual state sponsors, for both regular reporting and for reaffirming commitment to meeting the PoA SALW’s goals.⁷⁴ Finally, a conversation around the technical assistance that the PoA SALW has provided, or has the potential to provide, the national workshops and training courses that have been implemented, and the outcome documents of the BMS will need to be discussed in order to develop effective recommendations. While the SC’s 2015 discussions of SALW and the 2013 adoption of the ATT have done much to halt the illicit manufacture and trade of SALW, the PoA SALW is still an imperative instrument and thus must look to becoming more mobile and effective through immediate and substantive response to pressing concerns of Member States.⁷⁵

⁶⁴ UN Conference to Review Progress Made in the Implementation of the Programme of Action to Prevent Combat and Eradicate the Illicit Trade in Small Arms and Light Weapons in All its Aspects, *Report of the United Nations Conference to Review Progress Made in the Implementation of the Programme of Action to Prevent Combat and Eradicate the Illicit Trade in Small Arms and Light Weapons in All its Aspects (A/CONF.192/2012/RC/4)*, 2012.

⁶⁵ Ibid.

⁶⁶ Ibid.

⁶⁷ UN Security Council, *Small arms and light weapons: Report of the Secretary-General*, 2015.

⁶⁸ UN General Assembly, *Final United Nations Conference on the Arms Trade Treaty: Draft Decision Submitted by the President of the Final Conference (A/CONF.217/2013/L.3)*, 2013.

⁶⁹ Ibid.

⁷⁰ International Action Network on Small Arms, *Differences between the “United Nations Programme of Action” and the “United Nations Arms Trade Treaty”*, 2012.

⁷¹ NATO Review, *10 Years of Action on Small Arms: Where are we now?* 2011.

⁷² Ibid.

⁷³ Ibid.

⁷⁴ Kyömäki & Yankey-Wayne, *Five Years of Implementing the United Nations Programme of Action on Small Arms and Light Weapons: Regional Analysis of National Reports*, 2006.

⁷⁵ UN Security Council, *Small arms and light weapons, Report of the Secretary-General*, 2015.

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Programme of Action to Prevent, Combat and Eradicate the Illicit Trade in Small Arms and Light Weapons in All Its Aspects (A/CONF.192/15). (2001). Retrieved 8 September 2015 from:

<http://www.poa-iss.org/Poa/poahtml.aspx>

The original framework establishing the PoA SALW is crucial to understanding national reporting commitments. While the commitments and norms concerning how states report in the PoA SALW have changed since 2001, it is still based and contingent on the voluntary obligations that were established in the original document. Not only does understanding this document provide an understanding of the obligation to submit national reports, but also details what these reports are to include.

United Nations Conference to Review Progress Made in the Implementation of the Programme of Action to Prevent Combat and Eradicate the Illicit Trade in Small Arms and Light Weapons in All its Aspects. (2012). *Report of the United Nations Conference to Review Progress Made in the Implementation of the Programme of Action to Prevent Combat and Eradicate the Illicit Trade in Small Arms and Light Weapons in All its Aspects (A/CONF.192/2012/RC/4)*. Retrieved 7 October 2015 from: <http://undocs.org/A/CONF.192/2012/RC/4>

This document is the most recent of the PoA SALW reviews, dating from the 2012 Review Conference. This report is key to considering both the progress made by the PoA SALW since 2001, and in response to the 2006 recommendations; as well as the progress left to be made by the program based upon repeated recommendations. The document also provides key context to the pressing global concerns at the time that these recommendations were created; as well as the suggested next steps of action that the PoA SALW should take to substantively combat the illicit trace of SALW.

United Nations Office for Disarmament Affairs. (2008). *Small Arms and Light Weapons: Selected United Nations Documents* [Report]. Retrieved 20 July 2015 from: http://www.poa-iss.org/Publications/Small_Arms_2008.pdf

This report, produced by the UNODA in collaboration with Ban Ki-moon notes the adverse effect of illicit SALW trade, and establishes the PoA as key in combatting this. This updated publication also covers more recent developments, including the 2007 report by the United Nations Expert Group on illicit brokering in small arms, and the 2008 Secretary-General's report on small arms to the Security Council. Along with including the original PoA establishing resolution A/CONF.192/15, this report discusses the Firearms Protocol, the Security Council reports from 2008-onwards, and General Assembly involvement, making it a key resource for all delegates.

United Nations, Programme of Action Implementation Support System. (2012). *About PoA-ISS* [Website]. Retrieved 13 August 2015 from: <http://www.poa-iss.org/about.aspx>

This page is the first place that delegates should look to discover the role and mandate of the PoA. Along with establishing the key points that guide the PoA's actions, this page establishes the key issues need to further the impact of the institution internationally, including framework development, creation of an international information network, and the need to development an effective mechanism for funds and expertise. Finally, this page notes the key current sponsors and partners of the PoA, along with a link to its brochure.

United Nations, Programme of Action to Prevent, Combat, and Eradicate the Illicit Trade in Small Arms and Light Weapons in All Its Aspects, Fifth Biennial Meeting of States. (2014). *Report of the Fifth Biennial meeting of States to Consider the Implementation of the Programme of Action to Prevent, Combat, and Eradicate the Illicit Trade in Small Arms and Light Weapons in All Its Aspects (A/CONF.192/BMS/2014/2)*. Retrieved 17 August 2015 from: <http://undocs.org/A/CONF.192/BMS/2014/2>

Detailing the outcomes of the Fifth Biennial Meeting of States (BMS) of the PoA SALW, this final report provides the most useful information on the status of debate regarding the implementation of the Programme. Thematic topics of the Fifth BMS included: renewing the commitment to prevent, combat, and eradicate the illicit trade in SALW, the need to improve stockpile management in post-conflict situations, and developing strategies against the impact of new weapons technologies. Ahead of the 2016 Sixth BMS, this source is vital to review. Delegates will find the report useful to begin research on and understand the outstanding gaps in policy and



implementations programs as well as recurring issues in relation to the effectiveness of the PoA SALW.

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I. Measures to Increase National Reporting of Member States

Introduction

The creation of the *Programme of Action to Prevent, Combat, and Eradicate the Illicit Trade in Small Arms and Light Weapons in All its Aspects* (PoA SALW) at the United Nations (UN) Conference on the Illicit Trade in Small Arms and Light Weapons in All its Aspects in 2001 started an important trend of voluntary national reporting on small arms and light weapons (SALW) regulation by Member States.⁷⁶ The outcome document of the conference establishes that Member States should provide data and information regarding state regulation of SALW via national reports to gauge the progress and implementation of the PoA SALW.⁷⁷ This information is then to be collated and circulated by the Secretary-General through the UN Department for Disarmament Affairs.⁷⁸ States subsequently rely on the information provided in national reports to gauge how the PoA SALW is being implemented internationally, as they are the only mechanism in place to gauge its progress.⁷⁹

National reports are described as “key to measuring and, ultimately, assessing the implementation of the [PoA SALW].”⁸⁰ However, despite their importance, there have been significant gaps in consistency and in the number of reports submitted to the PoA SALW.⁸¹ Without a means to properly assess and measure progress, states are in danger of not making progress towards actually ending the illicit transfer and use of SALW.⁸² This becomes particularly concerning when recognizing that in the first 10 years of the PoA SALW, a total of 158 of 193 Member States submitted a national report, but only two submitted every year.⁸³

National reporting is a common topic throughout meetings of the PoA SALW, with emphasis placed both on regularly submitting national reports as well as increasing their utility.⁸⁴ This is because national reports are the primary venue for assessing implementation of the PoA SALW; the national reports are considered at the Biennial Meeting of States (BMS), which allow for quick analysis and action on the situation.⁸⁵ Responding to calls for a need to increase reporting, the UN Office for Disarmament Affairs (UNODA) created a new template for national reporting as a means to increase the rate of reporting and improve the utility of reports by increasing their compatibility.⁸⁶ This was done by giving a set amount of close-ended questions to Member States to answer, thereby making information more easily comparable between Member States.⁸⁷ This is different from the previous template, which gave open-ended questions to Member States to report on what they wanted.⁸⁸ In spite of this change by UNODA, reporting rates remains low and there remain calls to increase the utility of national reports, but possible solutions exist in implementing global standards.⁸⁹

⁷⁶ UN Conference on the Illicit Trade in Small Arms and Light Weapons in All Its Aspects, *Report of the UN Conference on the Illicit Trade in Small Arms and Light Weapons in All Its Aspects*, 2001, p. 13; *Programme of Action to Prevent, Combat and Eradicate the Illicit Trade in Small Arms and Light Weapons in All Its Aspects (A/CONF.192/15)*, 2001.

⁷⁷ UN Conference on the Illicit Trade in Small Arms and Light Weapons in All Its Aspects, *Report of the UN Conference on the Illicit Trade in Small Arms and Light Weapons in All Its Aspects*, 2001, p. 13.

⁷⁸ Ibid.

⁷⁹ Maze, *Searching for Effectiveness in Small Arms Assistance*, 2010, p. 25.

⁸⁰ Parker & Green, *A Decade of Implementing the United Nations Programme of Action on Small Arms and Light Weapons: Analysis of National Reports*, 2012, p. xvii.

⁸¹ Small Arms Survey, *What the National Reports Reveal, Trends in UN PoA and ITI Reporting*, 2015, p. 2.

⁸² Ibid.

⁸³ Parker & Green, *A Decade of Implementing the United Nations Programme of Action on Small Arms and Light Weapons: Analysis of National Reports*, 2012, p. 3.

⁸⁴ UN PoA SALW Fifth BMS, *Report of the Fifth Biennial Meeting of States to Consider the Implementation of the Programme of Action to Prevent, Combat and Eradicate the Illicit Trade in Small Arms and Light Weapons in All Its Aspects (A/CONF.192/BMS/2014/2)*, 2014.

⁸⁵ UN Conference on the Illicit Trade in Small Arms and Light Weapons in All its Aspects, *Report of the United Nations Conference on the Illicit Trade in Small Arms and Light Weapons in All Its Aspects (A/CONF.192/15)*, 2001.

⁸⁶ UN PoA SALW Fourth BMS, *Report of the Fourth Biennial Meeting of States to Consider the Implementation of the Programme of Action to Prevent, Combat and Eradicate the Illicit Trade in Small Arms and Light Weapons in All Its Aspects (A/CONF.192/BMS/2010/3)*, 2010.

⁸⁷ Ibid.

⁸⁸ UNODA, *Report On the Implementation of the United Nations Programme of Action to Prevent, Combat and Eradicate the Illicit Trade in Small Arms and Light Weapons Template*.

⁸⁹ UN PoA SALW Second Open-ended MGE, *Chair’s Summary*, 2015, p. 9.

International and Regional Framework

Four core frameworks have been created that address the global need for arms control of SALW. These four frameworks include: the *Protocol against the Illicit Manufacturing of and Trafficking in Firearms, Their Parts and Components and Ammunition, supplementing the United Nations Convention against Transnational Organized Crime* (Firearms Protocol); the PoA SALW; *International Instrument to Enable States to Identify and Trace, in a Timely and Reliable Manner, Illicit Small Arms and Light Weapons* (ITI); and the *Arms Trade Treaty* (ATT).⁹⁰

The Firearms Protocol is a legally-binding international instrument that was adopted in 2001 during the 55th session of the General Assembly (GA).⁹¹ Central to this framework is promoting international cooperation and developing mechanisms to prevent and eradicate the illicit manufacturing and trafficking of SALWs.⁹² Unlike the PoA SALW, the Firearms Protocol does not have a formal reporting mechanism, but has stipulations that promote information sharing between states rather than via reports.⁹³ The framework calls on states to exchange, make available, and share information regarding the illicit use, manufacture, sale, and trafficking of SALW.⁹⁴

In addition to creating laws and regulation, the PoA SALW emphasizes and calls for greater cooperation and information sharing among states.⁹⁵ It is this basis, of cooperation and information sharing, that is the motivating factor for creating the national reporting mechanism.⁹⁶ National reports are then used to gauge the adoption and implementation of the PoA SALW.⁹⁷ As a means to focus this cooperation, national reports also serve as a mechanism to determine areas where Member States are in need of the most assistance, which UN agencies then use to compile assistance proposals with Member States that outline ways they can receive help to combat the proliferation of SALW.⁹⁸

The ITI was adopted by the GA in 2005 to take measures to improve marking, record-keeping, and tracing of SALW.⁹⁹ The creation of the ITI is important to improving states' ability to report due to its creation of record-keeping, marking, and tracing instruments.¹⁰⁰ States are expected to report on a biennial basis to the Secretary-General on the implementation of the ITI.¹⁰¹ As a means to reduce redundancy, the ITI stipulates that the required reporting can be included as part of a state's national reporting for the PoA SALW.¹⁰²

The most recent framework that addresses SALW is the ATT, which is a legally-binding treaty.¹⁰³ Instead of addressing the illicit use of SALW, the ATT regulates international trade of conventional arms, which includes SALW, ammunition, tanks, aircraft, and ships.¹⁰⁴ Although the ATT is not primarily concerned with the illicit use or sale of SALW, by creating controls on arms transfers it can reduce the availability of illicit SALW, ensuring all parties involved in arms trade are lawfully participating.¹⁰⁵ The ATT has two provisions for reporting.¹⁰⁶ The first

⁹⁰ UNODA, *Small Arms*, 2015.

⁹¹ UNODC, *Protocol Against the Illicit Manufacturing of Trafficking in Firearms, Their Parts and Components and Ammunition, Supplementing the United Nations Convention Against Transnational Organized Crime*, 2015.

⁹² Ibid.

⁹³ UN General Assembly, *Protocol against the Illicit Manufacturing of and Trafficking in Firearms, Their Parts and Components and Ammunition, supplementing the United Nations Convention against Transnational Organized Crime (A/RES/55/255)*, 2001, pp. 7-8.

⁹⁴ Ibid.

⁹⁵ *Programme of Action to Prevent, Combat and Eradicate the Illicit Trade in Small Arms and Light Weapons in All Its Aspects*, 2001.

⁹⁶ UN PoA-ISS, *Matching Needs and Resources 2012-2014: Assistance proposals from Member States submitted through their 2012 national reports under the Programme of Action on the illicit trade in small arms and light weapons*, 2012 p. i.

⁹⁷ Ibid.

⁹⁸ Ibid.

⁹⁹ UN PoA-ISS, *International Tracing Instrument*, 2015.

¹⁰⁰ Ibid.

¹⁰¹ UN General Assembly, *International Instrument to Enable States to Identify and Trace, in a Timely and Reliable Manner, Illicit Small Arms and Light Weapons (A/RES/60/81)*, 2005.

¹⁰² Ibid.

¹⁰³ UNODA, *The Arms Trade Treaty*, 2015.

¹⁰⁴ Ibid.

¹⁰⁵ Ibid.

¹⁰⁶ *Arms Trade Treaty*, 2013, p. 8.

being: parties to the treaty must provide a report to the UN Secretariat on measures taken to implement the Treaty within the first year after entry into force.¹⁰⁷ The second provision requires States Party to the Treaty to submit annual reports to the Secretariat on its exports and important of arms.¹⁰⁸

Though the scope and implementation of the PoA SALW and ATT are different, there is significant overlap between the two frameworks.¹⁰⁹ The two key areas of overlap are: SALW and international transfer of arms, which means the exporting, importing, transit, and retransfer of arms.¹¹⁰ Based on this, and that the primary substance of reporting is the transfer of arms between states, it is clear that there is a level of redundancy between both the PoA SALW and the ATT's reporting structures.¹¹¹ Currently there is a concern, given that states complain of "reporting fatigue," that they will begin to prioritize reporting under the ATT as it is legally-binding, which will then cause the politically binding PoA SALW to suffer.¹¹² There may be justification for this concern as national reporting rates have been declining since the ATT came into force in 2013.¹¹³

Role of the International System

UNODA has been the UN's "focal point for all action on small arms within the UN system" since 1998 and addresses a wide array of disarmament issues.¹¹⁴ A significant amount of the administrative work of the PoA SALW is conducted by UNODA; one such activity is assisting in the analysis of national reports, which UNODA then presents at the BMS.¹¹⁵ In addition to participating in national reporting analysis, UNODA is an active participant at all PoA SALW meetings and undertakes consultations with regional and sub-regional organizations to increase the role of regional organizations in the PoA SALW.¹¹⁶ In many ways, UNODA currently functions in many aspects like the Programme of Action Implementation Support System (PoA-ISS) whereas UNODA's website has the same information in addition to updated information regarding recent year's work, including the ATT.¹¹⁷ Due to the significant overlap, there is a potential for the PoA-ISS to be merged with the UNODA's website on SALW.¹¹⁸

The UN's response to SALW, however, is not isolated to a single agency; rather work concerning SALW and arms control is addressed by many agencies and programs.¹¹⁹ The UN Coordinating Action on Small Arms (CASA) brings together over 20 UN agencies in order to address SALW in all its aspects including development, crime, gender, humanitarian, and human rights and to coordinate and organize the UN's response to SALW.¹²⁰ An important role that CASA has played relating to the PoA SALW is the current attention and focus on developing international standards concerning arms control with the aim of creating international standards for small arms control.¹²¹ These standards are the International Small Arms Control Standards (ISACS), which entered into force in 2012.

Since its 57th Session in 2002, the GA has consistently emphasized the importance of the implementation the PoA SALW and has encouraged many actions by states in support of the PoA SALW, particularly concerning reporting.¹²² In its most recent resolution, GA resolution 67/58 of 2012 on "The illicit trade in small arms and light weapons in all its aspects," the GA encouraged states to fulfill commitments and submit national reports PoA

¹⁰⁷ *Arms Trade Treaty*, 2013, p. 8.

¹⁰⁸ *Ibid.*

¹⁰⁹ Small Arms Survey, *The Arms Trade Treaty: A Step Forward in Small Arms Control?* p. 1.

¹¹⁰ Parker, *Research Note: An Arms Trade Treaty: Will it Support or Supplant the PoA?* 2012, p. 2.

¹¹¹ *Ibid.* p. 3.

¹¹² *Ibid.*

¹¹³ Small Arms Survey, *What the National Reports Reveal, Trends in UN PoA and ITI Reporting*, 2015, p. 2.

¹¹⁴ UN PoA-ISS, *Office for Disarmament Affairs*.

¹¹⁵ UN PoA SALW Fifth BMS, *Report of the Fifth Biennial Meeting of States to Consider the Implementation of the Programme of Action to Prevent, Combat and Eradicate the Illicit Trade in Small Arms and Light Weapons in All Its Aspects (A/CONF.192/BMS/2014/2)*, 2014.

¹¹⁶ UN PoA-ISS, *Office for Disarmament Affairs*.

¹¹⁷ UNODA, *Small Arms*, 2015.

¹¹⁸ *Ibid.*

¹¹⁹ UN PoA-ISS, *CASA: Coordinating Action on Small Arms*, 2015.

¹²⁰ *Ibid.*

¹²¹ *Ibid.*

¹²² UNODA, *Small Arms*, 2015.

SALW and the ITI.¹²³ Despite a consensus existing, no significant measures have taken place to attempt to increase reporting.¹²⁴ Both the PoA SALW and UNODA have made efforts to make reporting easier, but this has not had any effect on increasing reporting in recent years.¹²⁵

As the preeminent authority concerning matters of peace and security, the SC has addressed SALW on multiple occasions.¹²⁶ In its most recent resolution, resolution 2220 on “Small Arms,” the SC stressed the need for information sharing mechanisms, of which national reports are a critical component.¹²⁷ In addition to this, the SC notes that the national reporting requirement in the ATT can help lead to the increased transparency in SALW transfers and help to counter illicit transfers and accumulation of SALW.¹²⁸ The first acknowledgement of national reports by the SC was in resolution 1467 on “Proliferation of small arms and light weapons and mercenary activities: threats to peace and security in West Africa” in which the Member States of the Economic Community for West African States were encouraged to submit national reports as a means to mitigate the proliferation of illicit arms in the region.¹²⁹ The second mention of national reports was in the SC presidential statement 2010/6 on “Central African Republic,” which encouraged Central African region states to submit national reports to the PoA SALW.¹³⁰

One of the major contributors to analysis and showcasing the need for greater reporting and challenges faced in non-compliance is the UN Institute for Disarmament Research (UNIDIR), which is an autonomous research institute that focused on disarmament, including such topics as nuclear disarmament, autonomous weapon systems, and SALW.¹³¹ UNIDIR has had an active and ongoing role in providing analysis of the PoA SALW’s overall work and plays a significant role in analyzing national reports.¹³² In cooperation with UNODA, the UN Development Programme, and Small Arms Survey, UNIDIR serves as the core UN research and analysis body of the PoA SALW.¹³³ The most in-depth and evaluative report on PoA SALW’s national reports is UNIDIR’s report *A Decade of Implementing the United Nations Programme of Action on Small Arms and Light Weapons: Analysis of National Reports*.¹³⁴ It was created in cooperation with Small Arms Survey, and provides detailed analysis of the national reports submitted by Member States in the first 10 years of the PoA SALW.¹³⁵ By systematically analyzing regions and sub-regions, this report discusses the progress and limitations that have been made in each region on national reporting.¹³⁶ Of particular concern, UNIDIR and Small Arms Survey found that the onus of details provided in reports is the responsibility of Member States, which commonly do not include enough information in their national reports.¹³⁷ This results in the PoA SALW and UN not being able to respond effectively to the illicit use of SALW because Member States have not give enough information to elicit a response from the UN.¹³⁸

Civil Society

Over 50 non-governmental organizations (NGOs) take part in the BMS, which includes Small Arms Survey, International Action Network on Small Arms, Africa Peace Forum, and many more.¹³⁹ These NGOs are also active participants, often speaking on issues and providing expert information regarding their work and how it plays a role

¹²³ UN General Assembly, *The illicit trade in small arms and light weapons in all its aspects (A/RES/69/51)*, 2014.

¹²⁴ Small Arms Survey, *What the National Reports Reveal, Trends in UN PoA and ITI Reporting*, 2015, p. 2.

¹²⁵ *Ibid.*

¹²⁶ Security Council Report, *UN Documents for Small Arms*.

¹²⁷ UN Security Council, *Small Arms (S/RES/2220 (2015))*, 2015.

¹²⁸ *Ibid.*

¹²⁹ UN Security Council, *Proliferation of small arms and light weapons and mercenary activities: threats to peace and security in West Africa (S/RES/1467(2003))*, 2003.

¹³⁰ UN Security Council, *Central African Region (S/PRST/2010/6)*, 2010.

¹³¹ UN PoA-ISS, *United Nations Institute for Disarmament Research*.

¹³² *Ibid.*

¹³³ *Ibid.*

¹³⁴ Parker & Green, *A Decade of Implementing the United Nations Programme of Action on Small Arms and Light Weapons: Analysis of National Reports*, 2012.

¹³⁵ *Ibid.*, p. 3.

¹³⁶ *Ibid.*, p. 7.

¹³⁷ *Ibid.*, p. 365.

¹³⁸ *Ibid.*

¹³⁹ UN PoA SALW Fifth BMS, *List of non-governmental organizations*, 2014.

in the work of the PoA SALW.¹⁴⁰ The important role of civil society is often noted at the BMS, including at the most recent the Fifth BMS, where states encouraged active participation and cooperation with civil society as a means to implement the PoA SALW.¹⁴¹ Small Arms Survey in particular stands out as the most active group concerning national reporting due to its work with the PoA SALW and UNIDIR.¹⁴² Small Arms Survey has cooperated with UNIDIR on drafting reports and also launched the PoA Implementation Project in 2012, which serves to assess the implementation and impact of the PoA SALW and ITI.¹⁴³ The project seeks to analyze the extent to which Member States have implemented the PoA SALW and ITI via national reports.¹⁴⁴ The report of phase 1 of the project provides significant details on the use of national reports.¹⁴⁵ But most crucial, it identifies that because national reports are the only means to measure the implementation of the PoA SALW and ITI and, in particular, the report identified that if states do not fulfill their obligations to submit national reports, then it is “difficult to say much about ‘progress made in the implementation of the [PoA]... absent [of] new mechanisms.’”¹⁴⁶

Programme of Action on Small Arms and Light Weapons Support System

Described as a “one-stop shop,” the PoA-ISS is at the center of the PoA SALW’s information gathering and implementation.¹⁴⁷ The PoA-ISS is very important in national reporting as all national reports that are submitted to the PoA SALW are available online under country profiles.¹⁴⁸ In addition to providing access to all national reports, the PoA-ISS also provides information, if available, of Member State’s national point of contact, statements delivered at UN meetings, and current projects or programs underway in Member States.¹⁴⁹ Despite the importance of PoA-ISS, it currently risks a lack of relevance due to not being updated with new information and primarily containing old information that is no longer relevant.¹⁵⁰

While the PoA-ISS serves as the ongoing central hub for the work of the PoA SALW, the PoA SALW also holds three types of substantive meetings to continue its work. These meetings include the BMS where the issue of national reports has been an ongoing topic, particularly concerning the need to increase the utility and reporting rate of national reports.¹⁵¹ The Meeting of Governmental Experts (MGE) , occurring every four years, focuses on technical aspects of the PoA SALW and the ITI.¹⁵² Of particular note at the Second Open-ended MGE in 2015, states stressed the need to increase the “utility of reporting, in particular by using national reports to identify implementation trends and challenges and to enhance the matching of assistance needs with available resources.”¹⁵³ Review Conferences of the PoA SALW are the third type of meeting, which occur as per the designation of the GA.¹⁵⁴ By the time of the Second Review Conference convened in 2012, national reports became an important topic and were mentioned in both of the outcome documents, calling for actions to be taken to increase the utility of reporting, and for Member States to increase their reporting rate.¹⁵⁵

¹⁴⁰ UN PoA SALW Fifth BMS, *Report of the Fifth Biennial Meeting of States to Consider the Implementation of the Programme of Action to Prevent, Combat and Eradicate the Illicit Trade in Small Arms and Light Weapons in All Its Aspects (A/CONF.192/BMS/2014/2)*, 2014.

¹⁴¹ UN PoA SALW Fifth BMS, *Report of the Fifth Biennial Meeting of States to Consider the Implementation of the Programme of Action to Prevent, Combat and Eradicate the Illicit Trade in Small Arms and Light Weapons in All Its Aspects (A/CONF.192/BMS/2014/2)*, 2014.

¹⁴² Small Arms Survey, *The Programme of Action Implementation Monitor (Phase 1): Assessing Reported Progress*, 2015, p. 1.

¹⁴³ *Ibid.*

¹⁴⁴ *Ibid.*

¹⁴⁵ *Ibid.*, p. 20.

¹⁴⁶ *Ibid.*, p. 20.

¹⁴⁷ UN PoA-ISS, *About PoA-ISS*, 2012.

¹⁴⁸ UN PoA-ISS, *Country Profiles*, 2015.

¹⁴⁹ *Ibid.*

¹⁵⁰ UN PoA-ISS, *Training Modules*.

¹⁵¹ UN PoA SALW Fifth BMS, *Report of the Fifth Biennial Meeting of States to Consider the Implementation of the Programme of Action to Prevent, Combat and Eradicate the Illicit Trade in Small Arms and Light Weapons in All Its Aspects (A/CONF.192/BMS/2014/2)*, 2014.

¹⁵² UN PoA-ISS, *MGE 2011: Open-ended Meeting of Governmental Experts*, 2011.

¹⁵³ UN PoA SALW Second Open-ended MGE, *Chair’s Summary*, 2015, p. 8.

¹⁵⁴ UN General Assembly, *The illicit trade in small arms and light weapons in all its aspects (A/RES/59/86)*, 2004.

¹⁵⁵ UN Conference to Review Progress Made in the Implementation of the Programme of Action to Prevent, Combat, and Eradicate the Illicit Trade in Small Arms and Light Weapons in All Its Aspects, *Report of the United Nations Conference to Review Progress Made in the Implementation of the Programme of Action to Prevent, Combat, and Eradicate the Illicit Trade in Small Arms and Light Weapons in All Its Aspects*, 2012.

Implementation of National Reporting

Since 2001, three templates have been used by Member States for their national reports.¹⁵⁶ These are: national templates; the old UNODA template; and the new online UNODA template.¹⁵⁷ The old UNODA template was the standard template used by most states until the introduction of the new template in 2011.¹⁵⁸ The emphasis in this template was for states to provide in-depth and detailed information, through open ended questions.¹⁵⁹ This template is broken down into three sections: national, regional, and international.¹⁶⁰ By breaking down the template into these three sections and keeping the questions as open-ended as possible, the PoA and UNODA places the responsibility to report and give as much detail as they want regarding their laws and regulations concerning SALW on states.¹⁶¹

The most recent development with reporting is an online template, also known as the new UNODA template, which is accessed through the PoA-ISS and was used by approximately 80% of states in 2012 and 2014.¹⁶² Where the old UNODA template used open-ended questions, the new online template uses closed-ended, yes or no questions with the ability to expand on answers in some areas.¹⁶³ This new template was meant to make it easier for states to report and thereby increase the number that submitted a national report, as well as to make reports between states easier to compare.¹⁶⁴ 2007 and 2008 were the PoA SALW's peak years for national reports with 147 submitted; 2009 and 2010 were the second highest reporting years with 118 submitted reports.¹⁶⁵ However, since the introduction of the new template in 2011, submissions have declined to 96 in 2011-2012 and 79 in 2013-2014.¹⁶⁶ As exemplified, an easier template does not lead to increased reporting; it appears the problem caused by the new template is that the closed-ended questions have led to an overall lack of information and details in states responses.¹⁶⁷

The trend in national reports submitted by states began with placing value on annual reporting, but shifted to becoming biennial.¹⁶⁸ The reason for this is that submitting on a biennial basis meets the needs for analysis at the BMS; as well, biennial submission was encouraged at both the Fourth BMS and Fifth BMS.¹⁶⁹ Even in recent years as the biennial basis of reporting has become the norm to coincide with the BMS, the rate of national reporting has not improved; 71 Member States did not submit a report in the 2013-2014 reporting cycle.¹⁷⁰ Currently the only item set to be discussed at the Sixth BMS in 2016, set by the the Second MGE, is the consideration of increasing the utility of national reports.¹⁷¹ Common through all of these changes is that the calls for change having consistently occurred and been pushed at the BMS, showing the BMS as the venue for states to address national reports and enact worthwhile change.¹⁷² Despite the many calls for action, little implementation to act on these calls have been done outside UNODA's new template.¹⁷³

¹⁵⁶ Pakistan, *Pakistan's National Report on the Implementation of the UN Programme of Action on Small Arms and Light Weapons (SALW)*, 2014.

¹⁵⁷ Small Arms Survey, *What the National Reports Reveal, Trends in UN PoA and ITI Reporting*, 2015, p. 2.

¹⁵⁸ *Ibid.*

¹⁵⁹ *Ibid.*, p. 15.

¹⁶⁰ UNODA, *Report On the Implementation of the United Nations Programme of Action to Prevent, Combat and Eradicate the Illicit Trade in Small Arms and Light Weapons Template*.

¹⁶¹ *Ibid.*

¹⁶² Small Arms Survey, *What the National Reports Reveal, Trends in UN PoA and ITI Reporting*, 2015, p. 2.

¹⁶³ *Ibid.*, p. 3.

¹⁶⁴ *Ibid.*, p. 2.

¹⁶⁵ *Ibid.*

¹⁶⁶ *Ibid.*

¹⁶⁷ *Ibid.*

¹⁶⁸ Parker & Green, *A Decade of Implementing the United Nations Programme of Action on Small Arms and Light Weapons: Analysis of National Reports*, 2012, p. 4.

¹⁶⁹ *Ibid.*

¹⁷⁰ UN PoA-ISS, *National Reports*.

¹⁷¹ UN PoA SALW Second Open-ended MGE, *Chair's Summary*, 2015, p. 9.

¹⁷² *Ibid.*; Small Arms Survey, *What the National Reports Reveal, Trends in UN PoA and ITI Reporting*, 2015.

¹⁷³ Small Arms Survey, *What the National Reports Reveal, Trends in UN PoA and ITI Reporting*, 2015, p. 2.

International Standardization

Since the 2008 BMS, states have stressed the need for standardization as a mean to make preparing national reports easier.¹⁷⁴ ISACS is the UN's response a for global standardized arms controls.¹⁷⁵ ISACS was developed for states by CASA to provide a thorough and effective response to arms controls that is consistent across all UN entities.¹⁷⁶ Its stated purpose is to “provide practical guidance on putting in place effective controls over the full life-cycle of small arms and light weapons so as to reduce the risk of their falling into the hands of those who would misuse them.”¹⁷⁷

The standards developed in ISACS are built upon the four core arms control frameworks and serve to centralize the themes and standards of each into a fundamental set of international standards.¹⁷⁸ Where the PoA SALW is a framework that creates the support system of information sharing and cooperation to help Member States create laws and regulations to tackle the problem of illicit SALW, ISACS are those laws and regulations.¹⁷⁹ ISACS is specifically created with the intention of making implementation worthwhile and easy by being divided into six modules for state lawmakers to undergo and showing states exactly how to implement laws and regulations, almost in the way of a ‘how to’ or knowledge transfer regarding SALW regulation.¹⁸⁰ By creating a set baseline for which all states can achieve some level of SALW regulation, it can help in gauging the progress of the PoA SALW by creating a new benchmark and mechanism.¹⁸¹

In addition to modules, UNIDIR has created the ISACS Assessment Tool (ISACS-AT), which is used by states and SALW regulatory organizations for implementing ISACS by designing, monitoring, and evaluating arms control measures.¹⁸² The uses for the assessment tool do not end here, however, as it also may be used for compiling existing laws and regulations, create and track questionnaires, and tools to analyze data.¹⁸³ By being able to export the information via a common file-type, this information then becomes much easier to share with the UN and other states.¹⁸⁴ On this basis, the ISACS-AT has the potential to be integrated with the new UNODA template to make it easier for all states to compile national reports as it uses the same format and increases the ability to share information thus increasing the overall utility of national reports.¹⁸⁵

Conclusion

In 1997, Secretary-General Kofi Annan released the UN organizational reform agenda “Renewing the United Nations: A Programme for Reform”, which still guides much of the UN's processes today in ensure efficiency.¹⁸⁶ A key part of the reform conduct by Mr. Annan during his tenure was to create a cohesive management structure in order to reduce redundancy and to “accomplish objectives in the most cost-effective manner possible while strengthening services to Member States.”¹⁸⁷ If a Member State is seeking to properly address the illicit use and spread of SALW, they are faced with multiple frameworks with distinct methods of reporting. Although the PoA SALW and ITI have integrated reporting mechanisms, states also need to report on the Firearms Protocol and now the ATT. If a state is a party to each of these frameworks and wants to submit meaningful reports and share meaningful information with others, it can take up significant time and effort and lead to “reporting fatigue.” In addition, the current manner in which the PoA SALW supports Member States national reporting goes against the idea of strengthening services with cost effective methods. The PoA-ISS is currently out of date and its non-national

¹⁷⁴ UN PoA SALW Third BMS, *Report of the Third Biennial meeting of States to Consider the Implementation of the Programme of Action to Prevent, Combat, and Eradicate the Illicit Trade in Small Arms and Light Weapons in All Its Aspects (A/CONF.192/BMS/2008/3)*, 2008.

¹⁷⁵ ISACS, *About ISACS*.

¹⁷⁶ *Ibid.*

¹⁷⁷ ISACS, *International Small Arms Standards (ISACS)*.

¹⁷⁸ *Ibid.*

¹⁷⁹ *Ibid.*

¹⁸⁰ *Ibid.*

¹⁸¹ ISACS, *About ISACS*.

¹⁸² ISACS, *ISACS Assessment Tool*.

¹⁸³ ISACS, *ISACS Assessment Tool Basic Guide*.

¹⁸⁴ *Ibid.*

¹⁸⁵ UN PoA SALW, *Second Open-ended MGE, Chair's Summary*, 2015, p. 8.

¹⁸⁶ UN General Assembly, *Renewing the United Nations: A Programme for Reform: Report of the Secretary-General (A/51/950)*, 1997.

¹⁸⁷ *Ibid.*, p. 21.

reporting portion is becoming less useful for states. This will either cause states to use other websites of other disarmament focused UN agencies to assist in producing national reports, or will contribute to reasons for not producing a report at all because its perceived as taking too much time away from more important activities. Though the outdated PoA-ISS is not the sole reason for the decline in reporting, its neglect is a sign of the overall neglect concerning national reporting to the PoA SALW. Despite the progress, improvements, and calls that have been made to increase efficiency and ease in national reporting, this has not meaningfully occurred and thus has not led to greater consistency in national reporting to the PoA SALW.

Further Research

The current state of national reports raises multiple questions including: what should national reporting templates look like, what kind of questions should it contain, and how can their utility be increased? If national reports are the only mechanism in place to gauge the progress and status of the PoA SALW, and there is a lack of reporting, does this mean a new mechanism must be created? The ISACS have created a baseline of standards for all states to enact in their states to address SALW. Can the ISACS system be integrated with UNODA's new national reporting template to improve upon national reporting and make it easier for Member States to submit their national reports? Can the PoA SALW continue to function if the majority of Member States do not submit national reports? Other SALW frameworks require Member States to submit reports as well, which can lead to a phenomenon known as reporting fatigue. Is it possible to combine the reporting mechanisms of these frameworks to create a single, cohesive international SALW reporting mechanism? Lastly, with the reoccurring calls for increased reporting rates and utility of national reports, a question emerges: is the scarce reporting a reason for the lack of utility in the reports, or is the lack of utility the reason for the scarcity in reporting?

Annotated Bibliography

Berkol, I., et al. (2011). *Improving the Effectiveness of the Programme of Action on Small Arms: Assessing Coordination Mechanisms*. United Nations, Institute for Disarmament Research. Retrieved 15 August 2015 from: <http://www.unidir.org/files/medias/pdfs/improving-the-effectiveness-of-the-programme-of-action-on-small-arms-assessing-coordination-mechanisms-i-berkol-v-yankey-wayne-c-agboton-johnson-m-p-devoto-h-anders-eng-0-335.pdf>

Nearly 10 years after the creation of the PoA SALW, this report was written to study the limitations of implementation of the framework and how to fix them. Whereas many reports focus on the submission rate of national reports and the use of national reports, this assessment focuses on the substance of the national reports. By looking at the actual substance and information contained in the national reports, a thorough analysis it provided on the limitations of national reports, which can guide states on how to improve them.

International Small Arms Standards. (n.d.). *ISACS Assessment Tool Basic Guide*. Retrieved 19 August 2015 from: <http://www.smallarmsstandards.org/tools/at-basic-guide.pdf>

This introductory tutorial provides the greatest insight and look into ISAC's Assessment Tool. The ISACS Assessment Tool is a key component of ISACS and provides states with an easy means to implement ISACS. In addition, the ISACS Assessment Tool can be a way to ease the implementation of the PoA SALW. In this way, reading this guide is important to understanding the ways in which states seek standardization of arms control and use software in these efforts.

International Small Arms Standards. (2014). *International Small Arms Standards: 2013-14 Results Report*. Retrieved 21 August 2014 from: <http://www.smallarmsstandards.org/documents/2013-14-isacs-rr-hd.pdf>

The creation of ISACS represents a synthesis of all major SALW frameworks. This synthesis is used as a means to create a baseline for all states to achieve and properly implement arms control. It is crucial to understand how these standards have been implemented and used in order to understand the role that standards play in arms control.

Kenya. (2014). *Kenya National Focal Point on Small Arms and Light Weapons Country Report*. Retrieved 20 August 2015 from: <http://www.poa-iss.org/CASACountryProfile/PoANationalReports/2014@101@2014%20Kenya%20PoA-%20E.pdf>

The Presidency of Interior and Coordination of National Government of Kenya provided this report to the Fifth Biennial Meeting of States of the PoA SALW. This is an example of the country reports which Member States submit pursuant to the PoA SALW. To effectively address the topic of national reporting to the PoA SALW, delegates will benefit from understanding both the substance and look and feel of country reports.

Small Arms Survey. (2015). *Issue Brief: What the National Reports Reveal, Trends in UN PoA and ITI Reporting*. Retrieved 19 July 2015 from: <http://www.smallarmssurvey.org/about-us/highlights/highlights-2015/highlight-ib13.html>

An issue brief from the Small Arms Survey that looks at 14 years of national reports. As part of this issue brief, the Small Arms Survey details multiple conclusions regarding inefficiencies and strengths in the POA SALW's national reporting scheme. This includes discussions of the national reporting template, which regions have the least amount of reporting, and what information national reports still consistently lack.

Small Arms Survey. (2012). *The Programme of Action Implementation Monitor (Phase 1): Assessing Reported Progress*. Retrieved 19 July 2015 from: <http://www.smallarmssurvey.org/fileadmin/docs/B-Occasional-papers/SAS-OP30-PoAIM.pdf>

This report from Small Arms Survey provides a critical view on the progress of implementing the PoA SALW in large part by studying national reports. Due to this report relying heavily on the use of national reports, it shows the value that national reports can have in understanding the landscape of arms control in the international system. Acknowledging the role that national reports have in this assessment, the report also examines what is good and bad about the current use of national reports.

Parker, S. (2012). *Research Note: An Arms Trade Treaty: Will it Support or Supplant the PoA?* Retrieved 18 July 2015 from: http://www.smallarmssurvey.org/fileadmin/docs/H-Research_Notes/SAS-Research-Note-15.pdf.

With the Arms Trade Treaty coming into force in December 2014, it is the next step in multilateral, international action that addresses the proliferation of small arms and light weapons. This report from the Small Arms Survey discusses the relationship between the PoA SALW and the Arms Trade Treaty. It details how both function related to each other. Although this report was published before the Arms Trade Treaty was ratified, this report accurately explores the supplemental nature of the Arms Trade Treaty and how it bolsters the framework of the PoA SALW.

Parker, S. & K. Green. (2012). *A Decade of Implementing the United Nations Programme of Action on Small Arms and Light Weapons: Analysis of National Reports* [Report]. Retrieved 15 July 2015 from: <http://www.unidir.org/files/publications/pdfs/a-decade-of-implementing-the-unpoa-analysis-of-national-reports-en-301.pdf>.

This report from the UN Institute for Disarmament Research provides the most critical and important analysis on the state of national reporting in the PoA SALW. Although three years old, the information PoA SALW in its first decade. In addition to providing regional analysis regarding the implementation of the PoA SALW, the report discusses the significant lack of submitted national reports as well as a lack of consistency in reporting.

United Nations Conference to Review Progress Made in the Implementation of the Programme of Action to Prevent Combat and Eradicate the Illicit Trade in Small Arms and Light Weapons in All its Aspects. (2012). *Report of the United Nations Conference to Review Progress Made in the Implementation of the Programme of Action to Prevent Combat and Eradicate the Illicit Trade in Small Arms and Light Weapons in All its Aspects (A/CONF.192/2012/RC/4)*. Retrieved 18 July 2015 from: <http://undocs.org/A/CONF.192/2012/RC/4>

This report was adopted at the 2012 Biennial Meeting of States of the PoA SALW and includes multiple points of concern regarding national reports. A decade after the creation of the PoA SALW, this report shows a recognition by Member States of the limited amount of national reports submitted. In addition, it notes recommendation by some states or regional organizations on how to improve reporting mechanisms.

United Nations, Programme of Action to Prevent, Combat and Eradicate the Illicit Trade in Small Arms and Light Weapons in All its Aspects, Second Open-ended Meeting of Governmental Experts. (2015). *Chair Summary*. Retrieved 17 August 2015 from: https://s3.amazonaws.com/unoda-web/wp-content/uploads/2015/03/2015-06-17-Chairs_Summary-MGE2.pdf

The most recent meeting of the PoA SALW is the 2015 Meeting on Governmental Experts (MGE), which met in June of 2015. The chair's summary provides an overview of the work conducted at this Second MGE and determines key areas that the PoA SALW should focus on. One particular area included in this is the utility of national reports and how to properly match needs and resources. In particular, the 2015 MGE calls for the discussion of national reports and the ITI at the Sixth BMS in 2016.

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II. Incorporating Gender-Sensitive Approaches in the Implementation of the Programme of Action

Introduction

Gender within the *Programme of Action to Prevent, Combat and Eradicate the Illicit Trade in Small Arms and Light Weapons in All Its Aspects* (PoA SALW) is only mentioned with regard to the acknowledgment of the negative impact that the illicit trade in SALWs has on children, women, and the elderly.¹⁸⁸ Gender is used “to describe socially determined differences between women and men, such as roles, attitudes, behavior and values as perceived in a given context.”¹⁸⁹ Within the United Nations (UN), gender mainstreaming means looking at the differences between men and women to ensure that the design and impact of any process or programming equally benefits both genders.¹⁹⁰ In October 2000, the UN Security Council (SC) adopted the landmark resolution 1325 on “Women and peace and security.”¹⁹¹ The Resolution put forth the importance of women’s full and equal participation in all efforts towards the maintenance of peace and security.¹⁹² Seven subsequent resolutions followed, each highlighting different aspects of what is now referred to as the ‘women, peace, and security agenda (WPS).’¹⁹³ However, it took until 2013, and the adoption of most recent three SC resolutions on WPS, 2106 (2013), 2122 (2013), and 2242 (2015), to explicitly reference women’s participation in disarmament and the linkage to the topics of gender, small arms, peace and security, as well as to the *Arms Trade Treaty* (ATT).¹⁹⁴ The SC debate on the 15th anniversary of resolution 1325, culminating in the adoption of the newest resolution on WPS – resolution 2242 (2015) – on 13 October 2015, was the most popular debate in the history of the SC; it recorded an unprecedented 113 speakers at the debate.¹⁹⁵

The acknowledgement of the role gender plays in discussions of peace and security reflects the increasing need to incorporate gender-sensitive approaches in all aspects of small arms control.¹⁹⁶ In this regard, “a gender-sensitive approach is not exclusively about women, but about analyzing gender more broadly...factoring the special needs and capacities of men and women, and boys and girls, in the formulation of appropriate responses to issues of gender and small arms and lights weapons (SALWs).”¹⁹⁷ The connection between violence and gender can be seen through patterns of statistics: globally, homicides in the family disproportionately affect women although men comprise the majority of victims killed by SALWs.¹⁹⁸ And in countries with high levels of violence such as Guatemala, Colombia, and South Africa the proportion of male homicide deaths represents the majority, which is in part due to the role men play in violent or criminal activities.¹⁹⁹ Thus, it is important that any approach to combat the illicit trafficking of SALWs take into account the roles that both men and women play “globally, regionally and locally in civil society-driven as well as [in] government-led disarmament initiatives as peacebuilders, politicians, community organizers and activists.”²⁰⁰

International and Regional Framework

The adoption of SC resolution 1325 (2000) aimed to empower women’s participation at all levels of policymaking under the agenda item “Women and peace and security.”²⁰¹ This resolution aimed to change the perception from women solely being the victims of war, to women being agents of change who can play an active role in formal

¹⁸⁸ Small Arms Survey, *Converging Agendas: Women, Peace, Security, and Small Arms*, 2014.

¹⁸⁹ UNODC, *Gender mainstreaming in the work of the UNODC*, 2013.

¹⁹⁰ UNODC, *Gender mainstreaming in the work of the UNODC*, 2013.

¹⁹¹ Small Arms Survey, *Converging Agendas: Women, Peace, Security, and Small Arms*, 2014.

¹⁹² *Ibid.*

¹⁹³ *Ibid.*

¹⁹⁴ *Ibid.*

¹⁹⁵ UN-Women, *Statement by UN Women on the adoption of Security Council resolution 2242 on women, peace and security*, 2015.

¹⁹⁶ Small Arms Survey, *Converging Agendas: Women, Peace, Security, and Small Arms*, 2014.

¹⁹⁷ UNODA, *Mainstreaming gender for the effective implementation of the UN PoA: Update of the 2006 CASA Guidelines*, 2010.

¹⁹⁸ Inter-Agency Working Group on Disarmament, Demobilization and Reintegration, *Blame it on the War? The Gender Dimensions of Violence in Disarmament, Demobilization and Reintegration*, 2012.

¹⁹⁹ *Ibid.*

²⁰⁰ UNODA, *Mainstreaming gender for the effective implementation of the UN PoA: Update of the 2006 CASA Guidelines*, 2010.

²⁰¹ *Ibid.*

decision-making.²⁰² This document represented the beginning of gender mainstreaming into all areas of programmatic work related to peace and security at the UN, particularly with the goal of empowering women to gain participatory roles in the peace and security framework, making them leaders rather than observers.²⁰³ Since the adoption of resolution 1325, seven more resolutions followed, 1820 (2008), 1888 (2009), 1889 (2009), 1960 (2010), 2106 (2013), 2122 (2013) and 2242 (2015).²⁰⁴ These resolutions laid the foundation for the adoption of the only two thematic Security Council resolutions on small arms: 2117 (2014) and 2220 (2015), both addressing the importance of women’s participation in all efforts aimed at combating illicit small arms.²⁰⁵ In particular, resolution 2220 (2015) stresses the importance of applying measures to prevent the diversion of SALWs in the context of the PoA SALW while also calling for women’s participation in these efforts.²⁰⁶ It is important to recognize that the discussion of gender mainstreaming within the PoA SALW did not happen in isolation, but occurred as the adoption of the resolutions on WPS were being debated by the SC.²⁰⁷ Much of the rationale for the integration of gender-sensitive policies within the PoA SALW is therefore discussed in relation to the passage of these resolutions.²⁰⁸

Many of the major small arms processes, such as the PoA SALW, the International Tracing Instrument (ITI), and the ATT, began in the UN General Assembly (GA) First Committee.²⁰⁹ The GA first recognized the importance of women within disarmament, non-proliferation, and arms control in resolution 65/69 (2010), which encouraged the inclusion of women in all levels of decision making especially within the areas related to arms control and disarmament.²¹⁰ Each subsequent year the GA has adopted resolutions on women and disarmament, non-proliferation, and small arms control, with each document building on the previous, to reflect progress made between women and disarmament, including the latest, GA resolution 69/61 (2015), which includes the criterion of gender-based violence (GBV) within the ATT.²¹¹ In April 2013, the GA First Committee adopted the ATT, and it has been in force since 24 December 2014.²¹² The ATT is the first international, legally-binding instrument to put forth common regulatory measures for the trade in conventional arms.²¹³ The ATT included a groundbreaking component within its regulations: it requires that states do not export arms until first assessing the risk of arms being used to commit or facilitate acts of GBV.²¹⁴ This made it one of the most progressive legally-binding instruments at the UN.²¹⁵ The ATT can help prevent the spread of SALWs into states that are found committing acts of GBV as well as help stop the trade of SALWs to states that are marked as having weak stockpiling standards thus preventing diversion to illicit actors contributing to acts of GBV.²¹⁶

The First PoA SALW Review Conference in 2006 showcased a report by the UN Coordinating Action on Small Arms (CASA) titled “Guidelines for Gender Mainstreaming for the Effective Implementation of the PoA” and an updated version of the Guidelines were subsequently submitted in time for the Fourth Biennial Meeting of States (BMS) in 2010.²¹⁷ These updated guidelines, corresponding with the 10th anniversary of SC resolution 1325, identified four gender entry points in the implementation of the PoA SALW.²¹⁸ These four gender entry points include: “gender mainstreaming relevance in combating the illicit trade of SALWs and trafficking, gender mainstreaming and disarmament, demobilization, and reintegration (DDR), gender mainstreaming and national and regional focal points and lastly civil society integration and public awareness initiatives.”²¹⁹ While the 2012 PoA SALW Review Conference saw progress in including the importance of women’s participation in SALW’s central

²⁰² Small Arms Survey, *Converging Agendas: Women, Peace, Security, and Small Arms*, 2014.

²⁰³ *Ibid.*

²⁰⁴ *Ibid.*

²⁰⁵ *Ibid.*

²⁰⁶ UN Security Council, *Resolution 2220 (2015)*, 2015.

²⁰⁷ UNODA, *Mainstreaming gender for the effective implementation of the UN PoA: Update of the 2006 CASA Guidelines*, 2010.

²⁰⁸ *Ibid.*

²⁰⁹ Parker & Wilson, *A Diplomat’s Guide to the UN Small Arms Process*, 2014.

²¹⁰ UN General Assembly, *Women, disarmament, non-proliferation and arms control*, 2010.

²¹¹ Reaching Critical Will, *Gender and disarmament*, 2015.

²¹² Kytömäki, *The Arms Trade Treaty’s Interaction with Other Related Agreements*, 2015.

²¹³ *Ibid.*

²¹⁴ Small Arms Survey & New Zealand, *Arms Trade Treaty: Model Law*, 2014.

²¹⁵ Kytömäki, *The Arms Trade Treaty’s Interaction with Other Related Agreements*, 2015.

²¹⁶ Irsten, *Editorial: Priorities on Small Arms, International Arms Trade, and Gender*, 2015.

²¹⁷ Small Arms Survey, *Converging Agendas: Women, Peace, Security, and Small Arms*, 2014.

²¹⁸ *Ibid.*

²¹⁹ UNODA, *Mainstreaming gender for the effective implementation of the UN PoA: Update of the 2006 CASA Guidelines*, 2010.

policies, gender was more robustly emphasized in the June 2014 outcome document of the Fifth BMS.²²⁰ Following the inclusion at the Fifth BMS and the June 2015 Meeting of Governmental Experts (MGE), it is anticipated that gender may play a role in discussions at the upcoming Sixth BMS in 2016.

Role of the International System

The UN Office for Disarmament Affairs (UNODA) is the main actor that oversees the processes associated with the PoA SALW and the ITI.²²¹ UNODA contains a conventional arms branch that provides conference support to the PoA SALW including through its regional disarmament branch.²²² UNODA was the first to launch a gender mainstreaming action plan in April 2003 representing a commitment made by the UNODA to address the impact of SALWs on gender.²²³ An updated version of the UNODA gender mainstreaming action plan was published in 2014, which contained practical checklists on what questions to ask regarding how gender can be integrated with the UNODA's programs and activities such as organizing a panel, public outreach, formulation of project proposals, and groups of governmental experts.²²⁴ UNODA continues to play an important role in facilitating progress on disarmament and gender through its efforts to incorporate gender perspectives within its work in outreach and advocacy.²²⁵ For example, UNODA with the Australian Government, the International Action Network on Small Arms (IANSA), and the Global Alliance on Armed Violence hosted a panel on 12 March 2015 to discuss the impact of SALW on women in the household, connecting the WPS agenda to that of arms control frameworks like the ATT.²²⁶ The UNODA also contains three regional centers for peace and disarmament: the UN Regional Centre for Peace, Disarmament and Development in Latin America and the Caribbean (UNLIREC), the UN Regional Centre for Peace and Disarmament in Asia and the Pacific, and the UN Regional Centre for Peace and Disarmament in Africa.²²⁷

The UN Development Programme (UNDP) works with Member States and the UNODA to help combat the illicit trade and misuse of SALWs.²²⁸ UNDP has been at the forefront in developing the International Small Arms Control Standards (ISACS), a practical guidance measure for states in the creation of national controls over SALWs.²²⁹ Many Member States called for the application of ISACS at the Fifth BMS.²³⁰ UNDP also published a 'how to' guide on "the Establishment and Functioning of National Small Arms and Light Weapons Commissions."²³¹ UNDP recommends that in order to have the most effective national SALWs institutional framework, women should be active within all planning, implementation, research and awareness raising activities.²³² UNDP also continues to play a major role in assisting Member States in the implementation of projects and programs that target the illicit trade and flow of SALWs.²³³ For instance, UNDP worked with Sudan's DDR Commission to implement the 'One Man Can' program targeting male and female ex-combatants, women associated with the armed forces, civilian men and women, community elders, and religious leaders to discuss domestic and sexual violence while also providing resources and materials to take action addressing these issues within their communities.²³⁴ UNDP can serve as an actor to help implement the PoA SALW's gender mainstreaming approach through its country programming allowing states to combat and report on their SALWs initiatives.

The UN Institute for Disarmament Research (UNIDIR), which works under the mandate of the Secretary-General's Advisory Board of Disarmament Matters and reports to the GA, provides research and expertise on disarmament and security.²³⁵ UNIDIR works with states, civil society, academia, and others helping to bridge the gap between

²²⁰ Reaching Critical Will, *Gender and disarmament*, 2015.

²²¹ Parker & Wilson, *A Diplomat's Guide to the UN Small Arms Process*, 2014.

²²² UNODA, *Regional Disarmament Overview*, 2015.

²²³ UNODA, *Gender Mainstreaming Action Plan Update*, 2014.

²²⁴ Ibid.

²²⁵ Ibid.

²²⁶ UNODA, *Linking the Women, Peace and Security (WPS) and Arms Control Agendas*, 2015.

²²⁷ UNODA, *Regional Disarmament Overview*, 2015.

²²⁸ UNDP, *How to Guide: The Establishment and Functioning of National Small Arms and Light Weapons Commissions*, 2008.

²²⁹ UNDP, *Strengthening the Rule of Law in Crisis-Affected and Fragile Situations*, 2014.

²³⁰ Ibid.

²³¹ UNDP, *How to Guide: The Establishment and Functioning of National Small Arms and Light Weapons Commissions*, 2008.

²³² Ibid.

²³³ Ibid.

²³⁴ Saferworld, *Masculinities, conflict and peacebuilding: Perspective on men through a gender lens*, 2014.

²³⁵ Peace Women, *UNIDIR United Nations Institute for Disarmament Research*, 2015.

research and policy.²³⁶ UNIDIR also develops policy recommendations for projects within the five theme areas of: weapons of mass destruction, weapons of societal disruption, emerging security threats, process and practice, and security and society.²³⁷ UNIDIR has produced research on projects such as gender mainstreaming in DDR programs, and helped develop a training course on DDR for both military and civilian women.²³⁸ UNIDIR in this regard plays a research role in how gender can be further mainstreamed within the PoA SALW with special attention to DDR programs.²³⁹

Civil society also plays an important role in advocating and preserving gender-responsive laws and policies.²⁴⁰ The inclusion of GBV in the ATT is due to the efforts of civil society groups like the IANSA and women’s organizations such as the Women’s International League for Peace and Freedom who remain important actors within the SALWs policy-making area as highlighted within the PoA SALW.²⁴¹ UNODA has also recognized this and included civil society in its public awareness initiatives as a gender entry for the implementation of the PoA SALW.²⁴² Women’s groups in particular have played an active role in disarmaments efforts in their communities because of their social role as the bearers for transmitting values in the household, especially within traditional or rural societies.²⁴³ For instance, “the Viva Rio movement in Brazil launched a campaign” and encouraged women to promote the message that a man is more attractive without a gun.²⁴⁴ Initiatives like this allow for grassroots civil society to incorporate tailored responses to their environment.²⁴⁵ This is one aspect where states can help foster civil society in their activities involving SALWs outreach and public awareness efforts as it represents the community’s voice.²⁴⁶

Religious communities can also play an important role in changing the views and ways of community members.²⁴⁷ However, their role is often seen as an intermediary one where “churches, mosques and other places of worship have often been used as arms collection sites.”²⁴⁸ The inclusion of a broad set of actors and stakeholders such as religious leaders can be utilized in combating violence against women where an increasing amount of workshops have been held to respond to GBV.²⁴⁹ Such efforts at the civil society level provide ways in which gender responsive initiatives can complement national strategies in preventing and combating illicit SALWs.²⁵⁰ However, for civil society to play an active role in advising and providing ways to combat illicit SALWs the financing of civil society groups by states is important, as well as recognizing the ways in which civil society can be included in initiatives and policymaking for managing their trade and stockpiling of SALWs.²⁵¹

Regional, Sub-Regional, and National Approaches

The PoA SALW makes specific calls for action at the national and regional levels, however action to include more gender-sensitive approaches for the implementation of the PoA SALW are also reflected in the work of the many regional instruments of the PoA SALW.²⁵² Regional instruments can include regional organizations, treaties, or declarations, with each specifically designed to address their region’s response to small arms, making these documents important tools for integrating gender.²⁵³ For example, the *Pacific Regional Action Plan on Women*,

²³⁶ Peace Women, *UNIDIR United Nations Institute for Disarmament Research*, 2015.

²³⁷ *Ibid.*

²³⁸ *Ibid.*; UNIDIR, *Including Women in Disarmament, Demobilisation and Reintegration (DDR) Processes Through Better Research Training and Education*.

²³⁹ UNIDIR, *Including Women in Disarmament, Demobilisation and Reintegration (DDR) Processes Through Better Research Training and Education*.

²⁴⁰ Irsten, *Editorial: Priorities on Small Arms, International Arms Trade, and Gender*, 2015.

²⁴¹ *Ibid.*

²⁴² UNODA, *Mainstreaming gender for the effective implementation of the UN PoA: Update of the 2006 CASA Guidelines*, 2010.

²⁴³ *Ibid.*

²⁴⁴ Johnston & Godnick, *Putting a Human Face to the Problem of Small Arms Proliferation*, 2005, p. 57.

²⁴⁵ *Ibid.*

²⁴⁶ UNODA, *Mainstreaming gender for the effective implementation of the UN PoA: Update of the 2006 CASA Guidelines*, 2010.

²⁴⁷ African Council of Religious Leaders, *The Role of Religious Leaders and Women of Faith in Peace, Conflict Transformation and Millennium Development Goals (MDGs) in Africa*, 2010.

²⁴⁸ *Ibid.*

²⁴⁹ *Ibid.*

²⁵⁰ UNODA, *Mainstreaming gender for the effective implementation of the UN PoA: Update of the 2006 CASA Guidelines*, 2010.

²⁵¹ *Ibid.*

²⁵² Berman & Maze, *Regional Organizations and the UN Programme of Action on Small Arms (PoA)*, 2012.

²⁵³ *Ibid.*

Peace and Security is the framework for the implementation of resolution 1325 across the Pacific.²⁵⁴ The Pacific area also has a *Pacific Leaders Gender Equality Declaration* that calls for the adoption of gender responsive policies on small arms issues such as the use of gender disaggregated data and the implementation of legislation regarding sexual and gender-based violence.²⁵⁵ The Economic Community of West African States, with the support of the European Union and UNDP, has initiated a project aimed to target women because of their influence on the family on the collection of SALWs in the region.²⁵⁶ These regional instruments aim to strengthen the reporting and implementation of the PoA SALW by providing capacity building and technical support in these areas.²⁵⁷ UNLIREC organized a roundtable on 13 November 2014 on incorporating gender and youth approaches to the PoA SALW with the Mexican government.²⁵⁸ The roundtable brought representatives from governmental, academic, and international organizations to review and highlight existing policies and good practices in incorporating gender and disarmament.²⁵⁹ These best practices will be “used to make UNILREC’s new export assessment tool more effective in reducing the risk of weapons being used to commit acts of violence, particularly against women and youth.”²⁶⁰

National Point of Contacts

The PoA SALW includes provisions for each UN Member State to establish or designate a national point of contact or national focal point to act as the intermediary between the state and the actual implementation of the PoA SALW.²⁶¹ National focal points have the potential to promote gender-sensitive policies in their effort to control the spread of illicit SALWs.²⁶² National coordination agencies or national commissions are another national mechanism under the PoA SALW that play a role in research and policy as well as in monitoring the national implementation.²⁶³ This ultimately allows states to approach small arms uniquely in their national context allowing flexibility rather than a prescriptive ‘one size fits all’ approach.²⁶⁴ As an example of such an approach, women who live in environments where illicit trade in SALWs are rampant may find this illicit trade to be the only means of income, leaving them open to insecurity at the hands of traffickers as well as being subject to law enforcement.²⁶⁵ In order to address this activity at the national level, some have suggested that policy could focus on alternative sectors of income for both men and women to limit the need for trading and using illicit SALWs.²⁶⁶ For example, Guatemala’s formation of a national SALWs commission to combat the illicit trade of SALW’s consisted primarily of women.²⁶⁷ The inclusion of women within the decision-making of this SALWs commission propelled the work to go beyond the traditional small arms control policies like the collection and destruction of SALWs to include other such activities of public awareness and prevention activities.²⁶⁸

National Action Plans

National Action Plans (NAPs) are an additional national mechanism under resolution 1325 that integrates gender within national legislation and policy for governments to meet their obligations of the resolution.²⁶⁹ Although NAPs are not formally within the PoA SALW framework, there are efforts being made to include NAPs as a gender entry point for the implementation of the PoA SALW.²⁷⁰ NAPs can act as an intermediary for assessing the national efforts of the integration of gender into the government’s work.²⁷¹ As well, NAPs can act as national focal points for states to facilitate the implementation and mainstreaming of gender in policy and practices and ensure that state legislation addresses the inclusion of women in all SALWs policy-making and processes; yet, each NAP is different

²⁵⁴ Pacific Small Arms Action Group, *Arms, Gender and Security in the Pacific*, 2014.

²⁵⁵ *Ibid.*

²⁵⁶ Leadership, *Women’s Role Critical to Mopping up Arms in ECOWAS*, 2015.

²⁵⁷ UNODA, *Regional Disarmament Overview*, 2015.

²⁵⁸ UNLIREC, *UNLIREC Newsletter No. 17 – August – December 2014*, 2014.

²⁵⁹ *Ibid.*

²⁶⁰ *Ibid.*

²⁶¹ UNODA, *Mainstreaming gender for the effective implementation of the UN PoA: Update of the 2006 CASA Guidelines*, 2010.

²⁶² *Ibid.*

²⁶³ UNDP, *How to Guide: The Establishment and Functioning of National Small Arms and Light Weapons Commissions*, 2008.

²⁶⁴ UNODA, *Mainstreaming gender for the effective implementation of the UN PoA: Update of the 2006 CASA Guidelines*, 2010.

²⁶⁵ *Ibid.*

²⁶⁶ *Ibid.*

²⁶⁷ Johnston & Godnick, *Putting a Human Face to the Problem of Small Arms Proliferation*, 2005.

²⁶⁸ *Ibid.*

²⁶⁹ Bastick & de Torres, *Implementing the Women, Peace and Security Resolutions in Security Sector Reform*, 2010.

²⁷⁰ UNODA, *Mainstreaming gender for the effective implementation of the UN PoA: Update of the 2006 CASA Guidelines*, 2010.

²⁷¹ UNODA, *Mainstreaming gender for the effective implementation of the UN PoA*, 2010.

in how it approaches or covers the major areas of the resolution.²⁷² For example, the implementation of the small arms commitments of the “Philippines and Senegal contain detailed provisions on small arms and since adopting their NAPs, these countries have developed gun control laws.”²⁷³ Nonetheless, not all countries that are signatories to resolution 1325 have developed NAPs nor has the reporting of NAPs been consistent.²⁷⁴

Disarmament, Demobilization, and Reintegration

DDR is an activity that includes many processes beginning with the removal of weapons from former combatants to integrating them socially and economically back into civilian life.²⁷⁵ UNODA highlighted the necessity of integrating gender in the planning, implementation, and monitoring and evaluation stages within the DDR mandate.²⁷⁶ The process of DDR presents many opportunities for gender entry points when implementing the PoA SALW.²⁷⁷ For example, DDR presents opportunities for “engagement of a broader set of actors, including those from civil society, enhanced public awareness, the capacity to address the needs and support survivors, contribute to conflict prevention by addressing the needs of combatants and affected communities and the ability to contribute to building and sustaining peaceful communities through rehabilitation”.²⁷⁸ However, to truly have a gender-responsive DDR program, more action is required to reintegrate ex-combatants into civilian life.²⁷⁹ Reintegration into civilian life “for traumatized populations requires a wide sociological and psychological approach that only an inclusive and gender-oriented intervention can provide.”²⁸⁰ The PoA SALW encourages states to implement DDR programs, but the way in which they can do so varies.²⁸¹ Recommendations to integrate gender into DDR particularly for reintegration can be specific interventions to deal with the “impacts of sexual violence in conflict to assist both women and men, survivors and perpetrators.”²⁸² The Secretary-General’s 2002 Study on “Women, Peace and Security” recommended multiple actions for the design and implementation of DDR programs to recognize the needs and priorities of women as well as their participation in all stages of the DDR process.²⁸³ Such actions include “incorporating information on the roles and contributions of women and girls in conflict situations into all training provided to staff and recognizing the contributions of women in encouraging ex-combatants to lay down arms in weapons collections programs.”²⁸⁴

Sexual and Gender-Based Violence

A by-product of the proliferation of SALWs is the continuation of GBV perpetrated against women and, though less common and underreported, men.²⁸⁵ The fear of sexual violence is limiting towards women especially, preventing them from carrying out everyday activities and responsibilities.²⁸⁶ It is often the case that many women including ex-combatants associated with armed forces have experienced sexual violence.²⁸⁷ For example, in Liberia’s DDR program, data indicated that 73% of women experienced some form of sexual violence.²⁸⁸ Women are not the only survivors of sexual violence; men and boys often fall prey to sexual violence by other men as part of emasculation

²⁷² Bastick & de Torres, *Implementing the Women, Peace and Security Resolutions in Security Sector Reform*, 2010.

²⁷³ Small Arms Survey, *Converging Agendas: Women, Peace, Security, and Small Arms*, 2014.

²⁷⁴ Forster, *Women, Peace and Security and Small Arms: Challenges in aligning National Action Plans for implementation of 1325 and policies related to small arms and light weapons in response to the unprecedented convergence of agendas at the international level*, 2015.

²⁷⁵ Integrated Disarmament, Demobilization and Reintegration Standards, *Glossary: Terms and Definitions*, 2006.

²⁷⁶ Integrated Disarmament, Demobilization and Reintegration Standards, *Women, Gender and DDR*, 2006.

²⁷⁷ UNODA, *Mainstreaming gender for the effective implementation of the UN PoA: Update of the 2006 CASA Guidelines*, 2010.

²⁷⁸ *Ibid.*

²⁷⁹ Integrated Disarmament, Demobilization and Reintegration Standards, *Women, Gender and DDR*, 2006.

²⁸⁰ *Ibid.*

²⁸¹ *Ibid.*; UNODA, *Mainstreaming gender for the effective implementation of the UN PoA: Update of the 2006 CASA Guidelines*, 2010.

²⁸² UNODA, *Mainstreaming gender for the effective implementation of the UN PoA: Update of the 2006 CASA Guidelines*, 2010.

²⁸³ Integrated Disarmament, Demobilization and Reintegration Standards, *Women, Gender and DDR*, 2006.

²⁸⁴ Inter-Agency Task Force on Women, Peace and Security and the Special Adviser of the Secretary-General on Gender Issues and Advancement of Women, *Study submitted by the Secretary-General pursuant to Security Council resolution 1325 (2001)*, 2002.

²⁸⁵ Parliamentary Forum on Small Arms and Light Weapons, *Small Arms and Violence against Women Parliamentary Handbook 2010*, 2010.

²⁸⁶ *Ibid.*

²⁸⁷ Geneva Centre for the Democratic Control of Armed Forces, *Sexual Violence in Armed Conflict: Global Overview and Implications for the Security Sector*, 2007.

²⁸⁸ *Ibid.*

and sometimes part of initiation rituals by military forces.²⁸⁹ Men and women have different needs from the violence they may have faced and thus, “in order to be inclusive, DDR programs must establish direct contact with both male and female ex-combatants, as well as with auxiliary personnel and dependents.”²⁹⁰ Moreover, women are often disproportionately more affected by domestic violence, especially in the aftermath of conflict where SALWs are heavily present.²⁹¹ Guns used in armed conflicts are frequently used in homes and more often seen in countries with the highest rates of femicide (the killing of woman) where firearms were used in more than 60% of those cases perpetrated between 2004 and 2009.²⁹² The PoA SALW has the potential to monitor and record the “gender dimensions in national legislation so as to limit the acquisition of weapons by those with criminal antecedents as perpetrators of domestic and/or sexual violence.”²⁹³

Case Study: Colombia

Colombia has seen continual violence for over 40 years, and as the Colombian Government negotiates peace with the Fuerzas Armadas Revolucionarias de Colombia (FARC), the issue of the “future of the FARC’s 8,000 combatants, close to 40% of whom are female,” remains unaddressed.²⁹⁴ Even though a total of 53,141 combatants (87% men and 13% women) from both guerilla and paramilitary groups were demobilized between 2002 and 2010, many still have entered back into criminal activities due to security, economic, and social reasons.²⁹⁵ The combination of factors like the expansion and cultivation of the illegal drug trade, gang culture, and the circulation of SALWs has made the DDR process very difficult to implement.²⁹⁶ The SC resolution 2242 (2015) goes the farthest to call on all relevant entities “to take into consideration the specific impact of conflict and post-conflict environments on women’s and girls’ security, mobility, education, economic activity and opportunities, to mitigate the risk of women from becoming active players in the illicit transfer of small arms and light weapons.”²⁹⁷ The importance of having a DDR program that is gender-sensitive provides men and women with unique responses given their societal role making the process of DDR more successful in combating the spread of SALWs.²⁹⁸ Many of the male ex-combatants in Colombia “expressed a strong desire for jobs offering a sustainable alternative to violent or criminal activities.”²⁹⁹ To respond to the needs of both men and women gender-transformative activities have been integrated with the psychosocial activities in the reintegration process to address concerns such as masculinities and social stigma.³⁰⁰ “It is important to recognize activities such as Colombia’s High Council for Reintegration (Alta Consejería para la Reintegración) integrating gender dimensions of violence (GDV) analysis into its psychosocial support programme provided to ex-combatants”.³⁰¹ Such efforts contribute to healthier and safer communities while also preventing the reuse of SALWs especially within the household.³⁰²

Conclusion

As states begin to recognize the necessity of linking gender and small arms to any policy or activity for the most successful impact, it is important to recognize the various roles women and men play in the illicit use and trade of SALWs. There have been many attempts to introduce gender into the framework of small arms and within the PoA SALW in particular.³⁰³ However, much is yet to be translated into political will and action by Member States.³⁰⁴

²⁸⁹ Geneva Centre for the Democratic Control of Armed Forces, *Sexual Violence in Armed Conflict: Global Overview and Implications for the Security Sector*, 2007.

²⁹⁰ *Ibid.*

²⁹¹ Small Arms Survey, *Converging Agendas: Women, Peace, Security, and Small Arms*, 2014.

²⁹² *Ibid.*

²⁹³ UNODA, *Mainstreaming gender for the effective implementation of the UN PoA: Update of the 2006 CASA Guidelines*, 2010.

²⁹⁴ O’Neill, *Engaging Women in Disarmament, Demobilization, and Reintegration: Insights for Colombia*, 2015.

²⁹⁵ Inter-Agency Working Group on Disarmament, Demobilization and Reintegration, *Blame it on the War? The Gender Dimensions of Violence in Disarmament, Demobilization and Reintegration*, 2012.

²⁹⁶ *Ibid.*

²⁹⁷ Reaching Critical Will, *Women, weapons, and war: A gendered critique of multilateral instruments*, 2015.

²⁹⁸ Inter-Agency Working Group on Disarmament, Demobilization and Reintegration, *Blame it on the War? The Gender Dimensions of Violence in Disarmament, Demobilization and Reintegration*, 2012.

²⁹⁹ *Ibid.*

³⁰⁰ *Ibid.*

³⁰¹ *Ibid.*

³⁰² *Ibid.*

³⁰³ UNODA, *Mainstreaming gender for the effective implementation of the UN PoA*, 2010.

³⁰⁴ Small Arms Survey, *Converging Agendas: Women, Peace, Security, and Small Arms*, 2014.

There also remains a lack of consultations between local women's groups when debating and implementing gender-responsive SALWs program, a key factor to program success.³⁰⁵ As discussed, NAPs can play an important role when creating gender-responsive policies at the national level, through actions such as using a gendered lens to audit national legislation on gun laws.³⁰⁶ Importantly, the ways in which Member States of the PoA SALW can improve on their reporting of NAPs is crucial as this remains the only mechanism for reporting on national actions in relation to gender mainstreaming and SALWs. The current system for national reporting to the PoA SALW does not take into account gender mainstreaming activities but with NAPs acting as a complementary reporting mechanism, the PoA SALW has the potential to create synergies between these two reporting systems. Overall, when reviewing the possibility of gender-sensitive approaches into the PoA SALW, it is important to consider the key elements and challenges from regionally-tailored programs, to national reporting, DDR programs, and in general the lack of political will on the issue. At a time of momentum during with the 15th anniversary of SC resolution 1325, now is the the time to create that will and look towards a renewed vision of how the PoA SALW can integrate gender and gender entry points more effectively.

Further Research

There are some key questions that delegates could consider when addressing this topic: What are the ways to improve the political will of states to incorporate guidelines or integrate gender within their national policies? What is the role regional organizations play when addressing gender-sensitive in these discussions? What are some of the ways states and regional organizations can include civil society organizations in their SALWs initiatives and processes, particular women's groups and women's perspectives? Are there NAPs in your Member State, and do they incorporate gender in SALWs areas? If so, what more can be done to support the PoA SALW and fellow Member States; if not, what more can be done to incorporate gender in your Member State's approach? The PoA SALW remains the only framework for regional organizations to discuss small arms.³⁰⁷ What can be done to implement gender mainstreaming in SALWs frameworks at the regional level? Finally, how are states addressing the needs of both men and women who have experienced sexual violence?

³⁰⁵ Cross, *Role of civil society in implementation regional small arms control*.

³⁰⁶ Farr, et al., *Sexed Pistols: The Gendered Impacts of Small Arms and Light Weapons*, 2009.

³⁰⁷ Berman & Maze, *Regional Organizations and the UN Programme of Action on Small Arms (PoA)*, 2012.

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Bastick, M. & D. de Torres. (2010). *Implementing the Women, Peace and Security Resolutions in Security Sector Reform*. Retrieved 15 August 2015 from: <http://www.dcaf.ch/Publications/Implementing-the-Women-Peace-and-Security-Resolutions-in-Security-Sector-Reform-Tool-13>

This guide is part of a larger gender and security sector reform (SSR) toolkit published by the Geneva Centre for the Democratic Control of Armed Forces (DCAF). In particular, it is useful as it connects the larger women, peace and security agenda to SSR and within the National Action Plans related to Resolution 1325. Delegates will gain an overview on why it is important to include women and girls to the longer-term security strategies of a state.

Farr, V., et al. (2009). *Sexed Pistols: The Gendered Impacts of Small Arms and Light Weapons*. Retrieved 19 July 2015 from: http://www.casede.org/OVAG/Sexed_Pistols.pdf

This report provides a critical view of how gender is implemented into small arms agendas and programs within the international community. The DDR process is expanded deeply in this book giving examples of the challenges of gendered DDR projects. "Part IV: Gender, weapons collection and small-arms control" is a good look into case studies where implementation has been received and details the outcomes of implementation. This is a very useful publication that provides in-depth coverage of how gender-responsive policies should be carried out.

Integrated Disarmament, Demobilization and Reintegration Standards. (2006). *Women, Gender and DDR*. Retrieved 15 August 2015 from

<http://unddr.org/uploads/documents/IDDRS%205.10%20Women,%20Gender%20and%20DDR.pdf>

Delegates can use this module as an overview of DDR processes and how they relate to gender and the framework of Security Council resolution 1325. Used as part of UN staff training, this is a real look into how gender is integrated into the work of DDR. It is important to note the use of 'women' and 'gender' in the title as this denotes that women and gender do not hold the same value in definition. The integration of women and gender within DDR processes includes different activities and strategies. This is important in relation to the PoA SALW as it discusses DDR in its mandate as well as representing one of the gender entry points to mainstream within the PoA SALW.

International Action Network on Small Arms. (2011). *Why Women? Effective engagement for small arms control*. Retrieved 19 July 2015 from: http://iansa-women.org/sites/default/files/newsviews/iansa_why_women_2011.pdf

'Why women?' addresses the issue of why women should be engaged in arms control or security issues. This publication directly answers that question providing many examples of how women's participation is crucial to conflict resolution. Given that including gender is not a priority in many security areas, delegates will find this source helpful to them for understanding the value in including women in all areas, but also in changing the hegemonic masculinities that portray violence against women.

Johnston, N. & W. Godnick. (2005). *Putting a Human Face to the Problem of Small Arms Proliferation. International Alert*. Retrieved 19 July 2015 from: http://www.international-alert.org/sites/default/files/publications/Putting_a_Human_Face_to_the.pdf

This report provides relevant and applicable links between gender and its integration within the UN Programme of Action on Small Arms and Light Weapons. Not only does it provide this relationship, but it also shows how gender is more than just portraying women as the victims of small arms. The gendered labels of men, women, boys and girls are further explored expanding the analysis in which gender is talked about in relation to social roles and how violence is perpetrated. Delegates will find this deeper analysis useful in determining where the greatest impact and real change lay in incorporating gender-sensitive approaches to combat the proliferation of small arms and light weapons.

Pacific Small Arms Action Group. (2014). *Arms, Gender and Security in the Pacific*. Retrieved 19 July 2015 from: http://www2.kobe-u.ac.jp/~alexroni/TR2015%20readings/2015_8/Publication%20gender%20arms%20and%20security%20in%20the%20Pacific.pdf

This publication is an example of a regional perspective of how small arms are being addressed. It provides many examples of national policies adopted in a gender-responsive manner. It is important that delegates bear in mind that gender-responsive actions should be tailored to the environment in which it is to be implemented. This regional perspective will give delegates an idea also of how small arms initiatives do not have to be a “one size fits all” approach.

Parker, S. & M. Wilson. (2014). *A Diplomat’s Guide to the UN Small Arms Process*. Retrieved 15 August 2015 from: <http://www.smallarmssurvey.org/fileadmin/docs/Q-Handbooks/HB-02-Diplo-Guide/SAS-HB02-Diplomats-Guide-UN-Small-Arms-Process.pdf>

Although this publication does not necessarily include references to gender within small arms processes, it does provide a general overview of major international, multilateral, and regional instruments related to small arms. It provides a history and concise summary of how each instrument is effective and how they relate to one another. Delegates should use this as a reference point at any point of research into the general small arms framework.

Saferworld. (2012). *National Strategies and action plans for the control of small arms and light weapons*. Retrieved 15 August 2015 from: www.saferworld.org.uk/downloads/pubdocs/SALW-module-6.pdf

This module gives an overview of how to combat SALW and misuse the national level outlining best practices. This is used to train authorities on SALW regulations, which delegates will find interesting in learning how policies are being implemented at a grassroots level. This module also includes a lesson on understanding the importance of implementing gender into national SALW control.

Saferworld. (2014). *Masculinities, conflict and peacebuilding: Perspective on men through a gender lens*. Retrieved 15 August 2015 from: <http://www.saferworld.org.uk/resources/view-resource/862-masculinities-conflict-and-peacebuilding-perspectives-on-men-through-a-gender-lens>

This publication provides a gendered look into men that is not often researched as heavily as issues are related to women using a gendered lens. This publication takes into account the experience of men and boys in conflict and highlights ways to challenge gender norms. Delegates should read this through to understand a nuance approach, as many international and regional strategies by default equate women’s issues as gender issues.

Schroeder, E. & L. Newhouse. (2004). *Gender Mainstreaming and Small and Light Weapons: Norm Emergence at the UN*. Retrieved 19 July 2015 from: <http://www.seesac.org/res/files/failovi/595.pdf>

This paper gives a historical overview of how gender language began to emerge within the wider UN system and subsequently with the PoA SALW. This will provide delegates with a deeper understanding of the actors and rationale involved in the beginning when gender was first introduced in the same lens as small arms and light weapons. Delegates will be able to discern the bigger gaps that are still perceived in how the UN and its agencies review gender in its work. Knowing and understanding the evolution of gender language will also provide insight to how it is incorporated in national and regional frameworks.

Small Arms Survey. (2014). *Converging Agendas: Women, Peace, Security, and Small Arms*. Retrieved 19 July 2015 from: <http://www.smallarmssurvey.org/fileadmin/docs/A-Yearbook/2014/en/Small-Arms-Survey-2014-Chapter-2-EN.pdf>

This recent report highlights the importance of finding synergies amongst different agendas in order to produce the most sensitive outcome for all. The ways in which the plethora of agendas should compliment each other is where the discussion is likely to be directed and where approaches can offer a wider impact. These talks especially involve the women, peace and security agenda and how it can be integrated in all work of the UN, including the PoA SALW.

Schroeder, E. et al. (2005). *Gender Awareness in Research on Small Arms and Light Weapons*. *Swiss Peace*. Retrieved 19 July 2015 from: http://edoc.vifapol.de/opus/volltexte/2011/2432/pdf/WP_Schnabel_1_2005.pdf

This preliminary report brings together research and gaps still present in approaches to the development of gender programs aimed at decreasing the gendered impacts of small arms and light weapons. Data and research is used from a wide geographical scope that will present additional nuances to recommendations already present. In addition, delegates can further

explore case studies of how different regions are approaching gender and implementing it within the framework of the PoA SALW. Regional and national level analyses and policies are key in the overall international framework.

United Nations Development Programme. (2008). *How to Guide: The Establishment and Functioning of National Small Arms and Light Weapons Commissions*. Retrieved 15 August 2015 from: <http://www.poa-iss.org/CASAUUpload/Members/Documents/9@UNDP%20SALW%20Commissions.pdf>

This UNDP 'How to Guide' will provide delegates with information at the national level of strategies and projects to combat the misuse and illicit trade of small arms. The UNDP's projects include gender mainstreaming and this resource contains ways in which gender can be integrated in SALW. The publication is an example of how agencies correspond and work with towards a common issue integrating both development and security processes.

United Nations Office for Disarmament Affairs. (2010). *Mainstreaming gender for the effective implementation of the UN PoA* [Report]. Retrieved 19 July 2015 from: <http://www.un.org/disarmament/HomePage/gender/docs/Mainstreaming%20gender%20for%20effective%20implementation%20ofUN%20PoA%20-%20Updated%20guidelines%20-%20UNODA-RDB%20and%20IANSA%20-%20June%202010.pdf>

This report is a joint effort between the UN Office for Disarmament Affairs (UNODA) and the International Network on Small Arms (IANSA) coming out of the Fourth Biennial Meeting of States on the PoA SALW and the 10th anniversary of SC Resolution 1325. These guidelines take into consideration the developments, progress, and lessons of gender mainstreaming and its implementation with the PoA SALW. These guidelines also make recommendations with the input of civil society on how the PoA SALW can overall be more effective in integrating gender throughout all its work. These events mirror 2015's 15th anniversary of Resolution 1325 and the upcoming Sixth Biennial Meeting of States of the PoA SALW in 2016. It will be important to observe if many of these recommendations are relevant during the conference.

United Nations Office for Disarmament Affairs. (2014). *Gender Mainstreaming Action Plan Update* [Report]. Retrieved 19 July 2015 from: <http://www.un.org/disarmament/HomePage/gender/docs/gmap2014.pdf>

The Gender Mainstreaming Action Plan Update provides concrete objective and goals into the work of the UNODA. This update builds upon the previous 2003 Gender Mainstreaming Plan. Delegates will be able to come up with positions and strategies that will align with the position of the UNODA. The update also offers current points of entry for the gender-disarmament nexus to different actors and agendas like the Sustainable Development Goals.

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III. Adapting to Recent Developments in Small Arms and Light Weapons Technology

Introduction

The *Programme of Action to Prevent, Combat and Eradicate the Illicit Trade in Small Arms and Light Weapons in All Its Aspects* (PoA SALW) (2001) was created to control and limit the trading of small arms and light weapons (SALW).³⁰⁸ With the increase of technology in the 21st century, SALW have undergone significant developments that challenge the existing standards for such controls, mainly in the forms of labeling and tracking of SALW.³⁰⁹ Recent years have shown that new materials as well as new models have transformed the weapon industry.³¹⁰ Though these changes prove many existing technologies for labeling and tracking are unusable, there have also been new ideas and technologies for reforms in SALW.³¹¹ The PoA SALW's only mention of technological developments, however, is in chapter III paragraph 10: "States are encouraged to consider international cooperation and assistance to examine technologies that would improve the tracing and detection of illicit trade in small arms and light weapons, as well as measures to facilitate the transfer of such technologies."³¹² Though there have been regular meetings of the PoA SALW's governing bodies since its adoption, changes in SALW technology were only first addressed at the Second Open-Ended Meeting of Governmental Experts (MGE) in June 2015.³¹³ The Second MGE met in New York, in order to discuss new advances in SALW.³¹⁴ The discussion addressed both recent developments in weaponry and technologies for the labeling and tracking of SALW.³¹⁵ Debate was divided into three segments: implications for effective marking, record-keeping, and tracing; uses of technology to strengthen and develop effective national systems; and capacity-building, including technology transfer and technical training.³¹⁶ Member States agreed these considerations should be addressed further at the 2016 Biennial Meeting of States.³¹⁷ One principle development was identified as the increasing use of polymers (plastics) and the resulting challenges for marking and tracking.³¹⁸

Advancing technologies can create many possibilities for the international community to improve tracking instruments and labeling mechanisms.³¹⁹ To overcome these new challenges, technologies from other fields, such as Radio Frequency Identification (RFID) used in libraries, could be capitalized on as new opportunities for coding and tracking modern SALW.³²⁰ Other institutions like libraries, archives or museums have already developed such technologies to help them collect records on the movement of objects for security purposes.³²¹ To overcome the challenges imposed by new developments in SALW, the existing framework needs to be revised and adapt to the increasing reality of technology and technological evolutions – and its pace – in the 21st century.

International and Regional Framework

The PoA SALW recognizes the role of technology in addressing the illicit trade in SALW, primarily through the use of technical assistance and technology-sharing to enhance Member States' capacities for marking, tracing, and stockpile management.³²² Section III, on "Implementation, international cooperation and assistance," calls upon

³⁰⁸ *Programme of Action to Prevent, Combat and Eradicate the Illicit Trade in Small Arms and Light Weapons in All its Aspects*, 2001.

³⁰⁹ UNODA, *Small Arms and Light Weapons*, 2015.

³¹⁰ UN PoA SALW Second Open-ended MGE, *Discussion Paper*, 2015, p. 1.

³¹¹ Austria, Belgium, & Germany, *Recent developments in small arms and light weapons manufacturing, technology and design and their implications for effective marking, record-keeping and tracing*, 2015.

³¹² *Programme of Action to Prevent, Combat and Eradicate the Illicit Trade in Small Arms and Light Weapons in All its Aspects*, 2001.

³¹³ UN PoA SALW Second Open-ended MGE, *Chair's Summary*, 2015.

³¹⁴ *Ibid.*, p. 1.

³¹⁵ *Ibid.*, p. 1.

³¹⁶ *Ibid.*

³¹⁷ *Ibid.*

³¹⁸ *Ibid.*

³¹⁹ Austria, Belgium, & Germany, *Recent developments in small arms and light weapons manufacturing, technology and design and their implications for effective marking, record-keeping and tracing*, 2015, p. 1.

³²⁰ *Ibid.*, p. 6.

³²¹ *Ibid.*

³²² *Programme of Action to Prevent, Combat and Eradicate the Illicit Trade in Small Arms and Light Weapons in All its Aspects*, 2001.

Member States to provide training and capacity-building to support states development in these areas, and in addition, “States are encouraged to consider international cooperation and assistance to examine technologies that would improve the tracing and detection of illicit trade in small arms and light weapons, as well as measures to facilitate the transfer of such technologies.”³²³ Despite these recommendations, the PoA SALW does not offer any provisions for the effects of technological advances on the illicit trade in SALW.³²⁴

Within the broad framework for SALW control, three mechanisms are of special importance: the *Arms Trade Treaty* (ATT) (2013) and the *Protocol against the Illicit Manufacturing of and Trafficking in Firearms, Their Parts and Components and Ammunition, supplementing the United Nations Convention against Transnational Organized Crime* (Firearms Protocol) (2001) and the *International Tracing Instrument* (ITI).³²⁵

The Firearms Protocol aims to “promote, facilitate and strengthen cooperation among States Parties in order to prevent, combat and eradicate the illicit manufacturing of and trafficking in firearms, their parts and components and ammunition”.³²⁶ The Firearms Protocol is a legally-binding mechanism on a global scale that is concerned with SALW.³²⁷ The Protocol is part of the *United Nations Convention against Transnational Organized Crime*.³²⁸ It aids states in the struggle against illegal cross-border trading of weapons and assists states in inspecting and pursuing charges in respective cases.³²⁹ States acceding to the Protocol agree to fulfill four key commitments: “creating laws in accordance with the Protocol that declare the illicit trade and production of weapons a crime; establishing security and control mechanisms that prohibit the illegal distribution of disposed weapons; ensuring the possibilities of legal production, licensing and tracking of weapons systems on a national level; and cooperating with other actors on an international level, especially in the fields of recordkeeping, tracking and labeling weapons.”³³⁰

The ATT came into force on 24 December 2014 when it had been ratified by 50 states.³³¹ It had previously passed a vote in the General Assembly in 2013.³³² The first meeting of the ATT was held in August 2015 in Cancun, Mexico.³³³ The goal of the Treaty is to oversee and regulate international arms trades to prevent illegal arms trafficking especially into combat zones.³³⁴ By implementing measures to stop illicit weapon trades, it aims to secure and stabilize regions stricken by war to create peace.³³⁵ The ITI was created to generate mechanisms for the record-keeping, coding and tracking of SALW.³³⁶ The founding document created standards for the labeling and tracking of SALW, such as the specifics of where and how a weapon should be labeled in order to create a basis for accurate record-keeping.³³⁷

³²³ *Programme of Action to Prevent, Combat and Eradicate the Illicit Trade in Small Arms and Light Weapons in All its Aspects*, 2001.

³²⁴ *Ibid.*

³²⁵ *Arms Trade Treaty*, 2013; UN General Assembly, *Protocol against the Illicit Manufacturing of and Trafficking in Firearms, Their Parts and Components and Ammunition, supplementing the United Nations Convention against Transnational Crime (A/RES/55/255)*, 2001; UN General Assembly, *International Instrument to Enable States to Identify and Trace, in a Timely and Reliable Manner, Illicit Small Arms and Light Weapons (A/RE/60/81)*, 2005.

³²⁶ UN General Assembly, *Protocol against the Illicit Manufacturing of and Trafficking in Firearms, Their Parts and Components and Ammunition, supplementing the United Nations Convention against Transnational Crime (A/RES/55/255)*, 2001.

³²⁷ *Ibid.*

³²⁸ UN General Assembly, *United Nations Convention against Transnational Crime (A/RES/55/25)*, 2000; UN General Assembly, *Protocol against the Illicit Manufacturing of and Trafficking in Firearms, Their Parts and Components and Ammunition, supplementing the United Nations Convention against Transnational Crime (A/RES/55/255)*, 2001.

³²⁹ UN General Assembly, *Protocol against the Illicit Manufacturing of and Trafficking in Firearms, Their Parts and Components and Ammunition, supplementing the United Nations Convention against Transnational Crime (A/RES/55/255)*, 2001.

³³⁰ *Ibid.*

³³¹ The Arms Trade Treaty Provisional Secretariat, *Arms Trade Treaty – Preparatory Process towards the First Conference of State Parties*, 2015.

³³² *Ibid.*

³³³ *Ibid.*

³³⁴ *Arms Trade Treaty*, 2013.

³³⁵ *Ibid.*

³³⁶ UN General Assembly, *International Instrument to Enable States to Identify and Trace, in a Timely and Reliable Manner, Illicit Small Arms and Light Weapons (A/RE/60/81)*, 2005.

³³⁷ *Ibid.*

Role of the International System

The illicit trade of SALW is a complex issue that, because of its diverse effects on states and societies, is addressed by a wide range of organs within the United Nations (UN) system, as well as many different active intergovernmental organizations and civil society groups. Within the UN system efforts are coordinated by a mechanism called Coordinating Action on Small Arms (CASA).³³⁸ Although it mainly focuses on the UN Office of Disarmament Affairs (UNODA), it connects the work of many UN bodies working on SALW.³³⁹ UNODA was chosen by the Secretary-General in 1998 to be the central coordinating system within the SALW network.³⁴⁰ It provides offices for CASA and supports them in all coordinating efforts.³⁴¹ In the SALW network, UNODA serves as a support mechanism, mainly for regional efforts.³⁴² The UN General Assembly (GA) has considered developments in SALW since the 1990s.³⁴³ The main focus of the most recent SALW Resolution of the GA has been the impact of SALW on development and weapon surplus in stockpiles.³⁴⁴ New developments in the technology of SALW, however, was recently recognized as a new challenge in a perambulatory clause as part of the annual discussion on “Illicit Trade in SALW in all its Aspects” during the 69th session.³⁴⁵ This was the first mention of technical developments in SALW in the GA, proving its growing importance as a debate issue and challenge for all mechanisms in the SALW framework.³⁴⁶

Generally, SALW have been covered rather sparingly by the Security Council (SC), whereas the topic has frequently been debated by the GA.³⁴⁷ Yet, the SC recently adopted two resolutions concerning SALW in recent years.³⁴⁸ SC resolution 2117 (2013) on “Small Arms and Light Weapons” and Security Council resolution 2220 (2015) on “Small Arms”; these resolutions put a stronger focus on stockpile management and technical developments in SALW.³⁴⁹ SC resolution 2117 stressed the importance of maintaining embargos to prevent the diversion of SALW into combat zones.³⁵⁰ Furthermore, the Resolution proposes the strengthening of measures for the safety of stockpiles, better record-keeping, and more supervision.³⁵¹ It also points out the need to support peacebuilding measures for improving stockpile management.³⁵² SC resolution 2220 on “Small Arms” specifically addresses developments in modern weapons.³⁵³ The fifth operative clause calls upon Member States of the PoA SALW, as well as civil society and international, and regional organizations to identify, explore, and share new mechanisms and instruments to enhance existing coding and tracking techniques in order to prevent the diversion of SALW into zones of conflict.³⁵⁴

The UN Secretary-General also issues biennial reports on the development of illicit trade in SALW.³⁵⁵ In his 2011 report, Secretary-General Ban Ki-moon highlighted stressed, that to exploit the potential of technology to the fullest, it is necessary to train peacekeeping personnel to correctly read the codes and maintain orderly records of identified weapons.³⁵⁶ Furthermore, he highlighted the security of weapons; weapons of peacekeeping personnel have often been found in combat zones.³⁵⁷ This creates a special need for better recordkeeping within the UN peacekeeping system to strengthen the weapon security systems and infrastructure.³⁵⁸ The 2015 report, addresses the diversion of

³³⁸ UN PoA-ISS, *CASA – Coordinating Action on Small Arms*, 2015.

³³⁹ *Ibid.*

³⁴⁰ UN PoA-ISS, *Office on Disarmament Affairs*.

³⁴¹ *Ibid.*

³⁴² *Ibid.*

³⁴³ UNODA, *Small Arms and Light Weapons*, 2015.

³⁴⁴ *Ibid.*

³⁴⁵ UN General Assembly, *The illicit trade in small arms and light weapons in all its aspects (A/RES/69/51(2014))*, 2014.

³⁴⁶ *Ibid.*

³⁴⁷ UNODA, *Small Arms and Light Weapons*, 2015

³⁴⁸ *Ibid.*

³⁴⁹ *Ibid.*

³⁵⁰ UN Security Council, *Small Arms and Light Weapons (S/RES/2117 (2013))*, 2013.

³⁵¹ *Ibid.*

³⁵² *Ibid.*

³⁵³ UN Security Council, *Small Arms (S/RES/2220 (2015))*, 2015.

³⁵⁴ *Ibid.*

³⁵⁵ UN Security Council, *Small Arms and Light Weapons (S/RES/2117 (2013))*, 2013.

³⁵⁶ UN Security Council, *Small arms: Report of the Secretary-General (S/2011/255)*, 2011.

³⁵⁷ *Ibid.*, art. 14.

³⁵⁸ *Ibid.*

SALW and the management of arms.³⁵⁹ In addition, it places a strong focus on stockpile management and the importance of prohibiting illegal trade of SALW to prevent escalation in armed conflict.³⁶⁰

Civil Society

Civil Society is playing a great role in the PoA SALW system. International and regional organizations include: the International Criminal Police Association, the League of Arab States, the Organization for Security and Cooperation in Europe, CASA, the East African Community, the Organization of American States, North Atlantic Treaty Organization and the Regional Centre on Small Arms.³⁶¹ These groups all contribute to the development of international laws and guidelines.³⁶² The main network considering developments in SALW is Small Arms Survey. This organization aims at providing information on SALW for both governmental and non-governmental bodies.³⁶³ In February 2015, Small Arms Survey published a comprehensive report on recent developments in SALW, identifying the main developments in the increasing use of polymers in SALW production and possible technologies to be used for tracing new models of weapons.³⁶⁴ Moreover, Reaching Critical Will, a project of the Women's International League for Peace and Freedom, highlighted technological developments as one of the most significant and under-addressed issue of the PoA SALW.³⁶⁵

Recent Developments in Small Arms and Light Weapons Manufacturing, Technologies, and Design

Chapter II Clause 7 of the PoA SALW requires all weapon producers to label their weapon with a durable code including the country and factory of origin as well as a unique serial number to enable states to retrace a weapon to its origins.³⁶⁶ Through coding and tracking methods, such as stamping a serial number that is then registered, within the framework of the Firearms Protocol and the ITI it has become possible to follow the lifespan of a weapon through the collected data.³⁶⁷ In combat zones, these technologies have created the opportunity to identify the producers, traders, and (former) owners of a weapon; this trail is essential to stopping the illegal weapon trade.³⁶⁸

Modern developments in technology and design have created new challenges for manufacturers of SALW, but also for the process of labeling and tracking these weapons.³⁶⁹ New weapon designs may create the need for revising existing definitions of weapon types.³⁷⁰ In particular, the increasing use of new and different materials challenges the existing marking and tracing instruments.³⁷¹ 3D Printers have fundamentally changed the way weapons are produced and no longer limit production to large facilities.³⁷² These printers are able to produce an object, just like regular printers can transfer data to a piece of paper.³⁷³ The materials used for this are mainly different kinds of polymers, but also metal powders and waxes.³⁷⁴ Today, the quality of these weapons is rather poor and the expenses of producing weapons with this method are high.³⁷⁵ Though 3D printers are still rather costly, and may not yet be attractive to extremist groups and others promoting the illegal diversion of SALW, they should be monitored closely, as they might prove a greater threat in the future.³⁷⁶

³⁵⁹ UN Security Council, *Small arms and light weapons: Report of the Secretary-General (S/2015/289)*, 2015.

³⁶⁰ *Ibid.*

³⁶¹ UN POA-ISS, *Regional Organizations – Helping to build synergies within Regions and between them*.

³⁶² *Ibid.*

³⁶³ Small Arms Survey, *About the Small Arms Survey*.

³⁶⁴ Small Arms Survey, *Behind the Curve – New Technologies, New Control Challenges*, 2015.

³⁶⁵ Acheson, *Editorial: “New”, Challenges or Old Ones?* 2015.

³⁶⁶ *Programme of Action to Prevent, Combat and Eradicate the Illicit Trade in Small Arms and Light Weapons in All its Aspects*, 2001.

³⁶⁷ UN PoA-ISS, *International Tracing Instrument*.

³⁶⁸ UN Security Council, *Small arms: Report of the Secretary-General (S/2011/255)*, 2011, art. 12.

³⁶⁹ Austria, Belgium, & Germany, *Recent developments in small arms and light weapons manufacturing, technology and design and their implications for effective marking, record-keeping and tracing*, 2015.

³⁷⁰ UN PoA SALW Second Open-ended MGE, *Discussion Paper*, 2015, p. 2.

³⁷¹ UNODA, *Small Arms and Light Weapons*, 2015.

³⁷² Japan, *Working paper*, 2015.

³⁷³ *Ibid.*

³⁷⁴ *Ibid.*

³⁷⁵ UN PoA SALW Second Open-ended MGE, *Discussion Paper*, 2015, p. 3.

³⁷⁶ *Ibid.*

Design and Materials

In the 20th century, weapons were made of mainly natural materials such as metals and wood.³⁷⁷ But recent years have shown a trend towards an increasing use of plastics in the weapon industry.³⁷⁸ This has the advantage of lowering the production costs and the product weight, but creates the need for new methods of marking the weapons to be able to effectively track them.³⁷⁹ As opposed to traditional materials like metals, engravings in plastics can easily be erased or altered, which challenges the traditional coding process.³⁸⁰

Whereas weapons in the past century were easily classifiable, modern arms are characterized by great variability and are modifiable for specific uses.³⁸¹ These modular designs are known as the “family approach”, “common receiver approach”, and “modularity approach.”³⁸² The traditional codes placed on a weapon usually contains information on its model type.³⁸³ Due to the interchangeable parts of modern weaponry, however, traditional methods of classifying and codifying weapons may no longer apply.³⁸⁴ It is advantageous militarily for a single weapon to have multiple usages and be adjustable to different purposes.³⁸⁵ But for mechanisms such as the ITI and PoA SALW, this creates several challenges.³⁸⁶ One such difficulty is that engraving the tracking code on the part of a weapon that is necessary for its function.³⁸⁷ However it is also an issue to place the code in a location that is removable because if a weapon is re-assembled differently than its original configuration, the code could be removed.³⁸⁸ Logically, then, any tracking code must be placed on something that is mandatory for its functioning so that it cannot be discarded when re-purposed.³⁸⁹ Thus, the main issue with new SALW designs is that by reassembling or purposing a weapon, essential information engraved in the tracking code may no longer apply to the repurposed weapon, making the weapon untraceable.³⁹⁰

Technologies for Reducing the Diversion of Small Arms and Light Weapons

Chapter two clause 11 of the PoA SALW requests the creation of strong regulation of the diversion of SALW.³⁹¹ While there have been many developments in the field of constructing weapons, there have also been advances in technologies that have the prospect of improving the methods used to code them, improve record keeping, and tracking of weapons.³⁹² Many of these technologies have been used in other fields that require marking and tracking.

³⁷⁷ Austria, Belgium, & Germany, *Recent developments in small arms and light weapons manufacturing, technology and design and their implications for effective marking, record-keeping and tracing*, 2015, p. 4.

³⁷⁸ UN PoA SALW Second Open-ended MGE, *Discussion Paper*, 2015.

³⁷⁹ UN PoA SALW Fifth BMS, *Recent developments in small arms and light weapons manufacturing, technology and design and implications for the implementation of the International Instrument to Enable States to Identify and Trace, in a Timely and Reliable Manner, Illicit Small Arms and Light Weapons: Report of the Secretary-General (A/CONF.192/BMS/2014/1)*, 2014.

³⁸⁰ *Ibid.*, p. 3.

³⁸¹ Austria, Belgium, & Germany, *Recent developments in small arms and light weapons manufacturing, technology and design and their implications for effective marking, record-keeping and tracing*, 2015, p. 2.

³⁸² *Ibid.*

³⁸³ UN PoA SALW Fifth BMS, *Recent developments in small arms and light weapons manufacturing, technology and design and implications for the implementation of the International Instrument to Enable States to Identify and Trace, in a Timely and Reliable Manner, Illicit Small Arms and Light Weapons: Report of the Secretary-General (A/CONF.192/BMS/2014/1)*, 2014, p. 4.

³⁸⁴ Austria, Belgium, & Germany, *Recent developments in small arms and light weapons manufacturing, technology and design and their implications for effective marking, record-keeping and tracing*, 2015.

³⁸⁵ *Ibid.*, p. 2.

³⁸⁶ UN PoA SALW Second Open-ended MGE, *Discussion Paper*, 2015, p. 2.

³⁸⁷ *Ibid.*

³⁸⁸ Austria, Belgium, & Germany, *Recent developments in small arms and light weapons manufacturing, technology and design and their implications for effective marking, record-keeping and tracing*, 2015, p. 2.

³⁸⁹ UN PoA SALW Second Open-ended MGE, *Discussion Paper*, 2015, p. 2.

³⁹⁰ *Ibid.*

³⁹¹ *Programme of Action to Prevent, Combat and Eradicate the Illicit Trade in Small Arms and Light Weapons in All its Aspects*, 2001.

³⁹² UN PoA SALW Fifth BMS, *Recent developments in small arms and light weapons manufacturing, technology and design and implications for the implementation of the International Instrument to Enable States to Identify and Trace, in a Timely and Reliable Manner, Illicit Small Arms and Light Weapons: Report of the Secretary-General (A/CONF.192/BMS/2014/1)*, 2014.

Marking and Tracing

There is a great variability of options for labeling and tracking weapons. It is necessary however, for these technologies to be in compliance with the ITI.³⁹³ The ITI specifies that the respective code has to be placed on an “exposed surface conspicuous without technical aid or tools, easily recognizable, readable, durable, and, as far as technical possible recoverable”; three very distinct methods are: RFID, Microdot technologies and Nano Tracing.³⁹⁴

RFID is a technology that allows the collection of data from a coded object.³⁹⁵ The technology is comprised of a coded microchip with an antenna and a device to read the encoded information and is commonly used in libraries.³⁹⁶ This system has many advantages especially for the purpose of stockpile management, since a larger amount of data can be collected from a narrow distance and thus speed up registration processes.³⁹⁷ Additionally, RFID can store much more data than traditional bar codes and is compatible with most information technology systems.³⁹⁸ The disadvantages of using RFID for the marking and tracing of SALW consist of the strategic placement of the microchip within a weapon, in order to fulfill the ITI standard of durability.³⁹⁹ Furthermore, upgrading old weapons with RFID in accordance with international standards is impossible, making it only an option for new models.⁴⁰⁰

Microdot technology is a common method to apply serial numbers to objects and is mainly used by the automobile industry.⁴⁰¹ It consists of a small mark, glued to an object and can only be read with a special device.⁴⁰² In comparison to RFID, it can only store a small amount of data, but is much easier to apply and can be used to upgrade an older weapon.⁴⁰³ Though it cannot be applied to all materials, it is almost invisible and can resist high temperatures, making it very durable.⁴⁰⁴

Nano Tracing is commonly used to encode valuable items such as art works.⁴⁰⁵ The technology is composed of tiny particles that contain an identification code.⁴⁰⁶ This code can only be made visible with a microscope or certain lights.⁴⁰⁷ Though it is a very secure method to mark and trace objects, it is rather unpractical for the use in SALW as the technology is rather expensive.⁴⁰⁸ It is still important to follow the developments in this specific technology, since its further development might make it more useful to SALW and the PoA SALW in the future.

Stockpile Management and Record Keeping

Efficient stockpile management is one of the key aspects of the PoA SALW in preventing the illicit trade of SALW.⁴⁰⁹ The PoA SALW stresses the importance of accurate record keeping in chapter two.⁴¹⁰ A crucial facet is weapon surplus, which is often sold instead of destroyed and may then be traded into conflict zones.⁴¹¹ This diversion is fueling conflict and aiding organized crime.⁴¹² To improve the efficiency of stockpile management, several technologies may be seen as be useful: Barcodes, RFID, and Biometric Technologies.⁴¹³

³⁹³ Austria, Belgium, & Germany, *Recent developments in small arms and light weapons manufacturing, technology and design and their implications for effective marking, record-keeping and tracing*, 2015, p. 6.

³⁹⁴ UN General Assembly, *International Instrument to Enable States to Identify and Trace, in a Timely and Reliable Manner, Illicit Small Arms and Light Weapons (A/RE/60/81)*, 2005, art. 7.

³⁹⁵ Austria, Belgium, & Germany, *Recent developments in small arms and light weapons manufacturing, technology and design and their implications for effective marking, record-keeping and tracing*, 2015, p. 7.

³⁹⁶ *Ibid.*

³⁹⁷ *Ibid.*

³⁹⁸ *Ibid.*

³⁹⁹ *Ibid.*

⁴⁰⁰ *Ibid.*

⁴⁰¹ *Ibid.*

⁴⁰² *Ibid.*

⁴⁰³ *Ibid.*, p. 8.

⁴⁰⁴ *Ibid.*

⁴⁰⁵ *Ibid.*

⁴⁰⁶ *Ibid.*

⁴⁰⁷ *Ibid.*

⁴⁰⁸ *Ibid.*

⁴⁰⁹ UN Security Council, *Small arms and light weapons: Report of the Secretary-General*, 2015, p. 11.

⁴¹⁰ *Programme of Action to Prevent, Combat and Eradicate the Illicit Trade in Small Arms and Light Weapons in All its Aspects*, 2001.

⁴¹¹ UN Security Council, *Small arms: Report of the Secretary-General (S/2011/255)*, 2011.

⁴¹² UN Security Council, *Small arms and light weapons: Report of the Secretary-General (S/2015/289)*, 2015, p. 11.

⁴¹³ UN PoA SALW Second Open-ended MGE, *Discussion Paper*, 2015, p. 5.

Barcodes are a very simple method to maintain records of weapons in stockpiles.⁴¹⁴ A barcode is visibly attached to a weapon, where it can be read by a special device.⁴¹⁵ The information is then transferred to a computer where all data contained by the barcode becomes available for further use.⁴¹⁶ This is an inexpensive and simple technology.⁴¹⁷ In comparison to barcodes, RFID codes do not have to be visible for the naked eye.⁴¹⁸ Of special importance is an additional device that can be attached to weapon enabling it to only be used by the person owning a compatible device.⁴¹⁹ Though this does enhance the process of identifying a weapon, it has certain disadvantages such as the reliance on special reading devices that may be connected to a single person.⁴²⁰ Another option is biometric technologies.⁴²¹ These create a “lock” to a weapon, much like the additional RFID device, but in order to unlock it, the user has to provide certain biometrical data such as fingerprints.⁴²² This technology can also be used to identify the timeframe and the person, who used a certain weapon.⁴²³

Conclusion

Technological advances in SALW are a new topic for the PoA SALW and were thoroughly discussed for the first time at the second MGE in June 2015.⁴²⁴ As well, only in the last four years has the SC, the GA, and fellow UN entities discussed these developments and their impact on the existing mechanisms and instruments relating to SALW. Issues relating to the adaption of new technologies in SALW also include: the stockpile management, maintaining of the records collected. More experts need to verify the accuracy of these documents, as well as supervise their secure storage and accessibility. These developments, such as modular weapons and the use of polymers in producing them are not only challenging the abilities of the ITI, the ATT, and the PoA, but they also severely limit the effect and success of these instruments.

Further Research

In preparation for the conference, delegates should familiarize themselves with the technological aspects of weapons: parts, materials, old systems and new systems. This will be useful in understanding these developments and their impact on existing methods and instruments. Delegates should review how the PoA SALW and related frameworks are equipped to address new developments and how the existing frameworks could be improved in order for them to be more effective. Key questions to consider include: Is it necessary to amend the PoA SALW itself to address technological developments? Which methods of coding and tracing are the most efficient and cost-effective? How can Member States cooperate in order to overcome the challenges imposed by the new developments? Though implementing new mechanisms for marking and tracing of SALW would be possible, how could the old system be bridged with to the new system of such technologies?

⁴¹⁴ UN PoA SALW Fifth BMS, *Recent developments in small arms and light weapons manufacturing, technology and design and implications for the implementation of the International Instrument to Enable States to Identify and Trace, in a Timely and Reliable Manner, Illicit Small Arms and Light Weapons: Report of the Secretary-General (A/CONF.192/BMS/2014/1)*, 2014, p. 7.

⁴¹⁵ UN PoA SALW Second Open-ended MGE, *Discussion Paper*, 2015, p. 5.

⁴¹⁶ *Ibid.*

⁴¹⁷ *Ibid.*

⁴¹⁸ *Ibid.*

⁴¹⁹ *Ibid.*

⁴²⁰ UN PoA SALW Fifth BMS, *Recent developments in small arms and light weapons manufacturing, technology and design and implications for the implementation of the International Instrument to Enable States to Identify and Trace, in a Timely and Reliable Manner, Illicit Small Arms and Light Weapons: Report of the Secretary-General (A/CONF.192/BMS/2014/1)*, 2014, p. 7.

⁴²¹ *Ibid.*

⁴²² UN PoA SALW Second Open-ended MGE, *Discussion Paper*, 2015, p. 6.

⁴²³ *Ibid.*

⁴²⁴ UN PoA SALW, Second Open-ended MGE, *Chair’s Summary*, 2015.

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Austria, Belgium, & Germany. (2015). *Recent developments in small arms and light weapons manufacturing, technology and design and their implications for effective marking, record-keeping and tracing*. Working paper presented at the Second Open-ended Meeting of Governmental Experts on the UN Programme of Action to Prevent, Combat and Eradicate the Illicit Trade in Small Arms and Light Weapons in All Its Aspects (MGE2), 1-5 June 2015, UNHQ New York. Retrieved 21 July 2015 from: <https://s3.amazonaws.com/unoda-web/wp-content/uploads/2015/03/Working-paper-Austria-Belgium-and-Germany.pdf>

This working paper explores the recent developments in small arms and light weapons design that were monitored through the International Tracing Instrument (ITI). It offers solutions in addressing and adapting to new developments such as strengthening the functionality of ITI as protocols for weapons marking, record keeping, and tracing change. This source also describes the technological advances in a simple way, distilling the complex topic into an easily accessible explanation.

Holtom, P. (n.d.). *Prohibiting Arms Transfers to Non-State Actors and the Arms Trade Treaty* [Report]. United Nations Institute for Disarmament Research. Retrieved 21 July 2015 from: http://www.sipri.org/research/armaments/transfers/publications/other_publications/Prohibiting%20Arms%20Transfers.pdf

Though this source does not focus mainly on technical developments, it highlights the importance of maintaining international standards. The analysis explores the root causes for the illicit trade in SALW and argues for the existing mechanisms to be implemented more strongly. This document will give delegates a good overview over what has led to the illicit diversion of SALW in the past.

Kyömäki, E. & V. Yankey-Wayne. (2006). *Five Years of Implementing the United Nations Programme of Action on Small Arms and Light Weapons: Regional Analysis of National Reports (UNIDIR/2006/6)* [Report]. United Nations Institute for Disarmament Research. Retrieved 21 July 2015 from: <http://www.smallarmssurvey.org/fileadmin/docs/E-Co-Publications/SAS-UNIDIR-2006-5-years-impl-UN-PoA.pdf>

The report focuses on the important developments of the Program of Action for Small Arms and Light Weapons. It highlights the progress achieved in implementing the POA at the global, regional and national level. Moreover, it offers different options to enhance capacity-building in addressing the issue. This source will give delegates a realistic overview over the implementation of PoA so far.

Paoli, G. (2009). *Comparative Analysis of Post-Manufacture Marking Instruments and Practices for Small Arms and Light Weapons* [Report]. United Nations Institute for Disarmament Research. Retrieved 18 September 2015 from: <http://www.poa-iss.org/CASAUplod/Members/Documents/13@Full%20text.pdf>

This rather elaborate analysis of marking instruments is a great source for finding more information about the process of labeling the weapons that are already on the market. It analyses existing mechanisms and explore new possibilities. This is the first document ever to evaluate existing measures of post-manufacture marking and import marking. It provides delegates with an overview of existing mechanisms and their effectiveness.

Small Arms Survey. (2015). *Behind the Curve – New Technologies, New Control Challenges*. Retrieved 17 September 2015 from: <http://www.smallarmssurvey.org/fileadmin/docs/B-Occasional-papers/SAS-OP32-Behind-the-Curve.pdf>

From a key civil society partner, Small Arms Survey produced this report, which has extensive information on the technological developments in SALW. Though it is a technical piece, it is the best source to learn about new weapon types and the challenges of tracing them. The report is a comprehensive paper that elaborates on the topic to extensively and will provide delegates with a solid foundation from an independent source. For technical questions, this source will be most useful for delegates as questions arise during research.

United Nations Conference on the Illicit Trade in Small Arms and Light Weapons in All its Aspects. (2001). *Report of the United Nations Conference on the Illicit Trade in Small Arms and Light Weapons in All Its Aspects*. Retrieved 21 July 2015 from: <http://www.un.org/events/smallarms2006/pdf/N0150720.pdf>

The report addresses one of the most pressing issues in international peace and security, the illicit trade in small arms and light weapons in all its aspects. It discusses the need to establish and monitor private ownership of different SALWs and the steps to prevent their sales to non-state actors. It also emphasizes the importance of cooperation, coordination, and complementarity to deal with illicit trade in small arms and light weapons at the international, regional and national level and to encourage the participation and involvement of international, intergovernmental organizations and civil society.

United Nations, Programme of Action to Prevent, Combat and Eradicate the Illicit Trade in Small Arms and Light Weapons in All its Aspects, Fifth Biennial Meeting of States. (2014). *Recent developments in small arms and light weapons manufacturing, technology and design and implications for the implementation of the International Instrument to Enable States to Identify and Trace, in a Timely and Reliable Manner, Illicit Small Arms and Light Weapons: Report of the Secretary-General (A/CONF.192/BMS/2014/1)*. Retrieved 17 September 2015 from: <http://undocs.org/A/CONF.192/BMS/2014/1>

This report by the Secretary-General is a great resource for general overview over the topic to be discussed. In a condensed manner he highlights the most important developments in SALW and their impact on the existing mechanisms within the international framework. This is also one of the first documents from PoA that mentions technological advances.

United Nations, Programme of Action to Prevent, Combat and Eradicate the Illicit Trade in Small Arms and Light Weapons in All its Aspects, Second Open-ended Meeting of Governmental Experts. (2015). *Chair's Summary*. Retrieved 20 September 2015 from: https://s3.amazonaws.com/unoda-web/wp-content/uploads/2015/03/2015-06-17-Chairs_Summary-MGE2.pdf

This is the report of the session. As it was written by the chair of the meeting, it gives a good overview over what has been discussed, which questions arose and which answers were proposed during the session. This basically is the most current information one can get on the discussion of recent developments in SALW. The challenges are clearly identified and it gives a great overview over the proposed solutions by states.

United Nations, Programme of Action to Prevent, Combat and Eradicate the Illicit Trade in Small Arms and Light Weapons in All its Aspects, Second Open-ended Meeting of Governmental Experts. (2015). *Discussion Paper*. Retrieved 13 October 2015 from: https://s3.amazonaws.com/unoda-web/wp-content/uploads/2015/03/20150522_-_MGE2_discussion_paper.pdf

This paper was created for the delegations participating in the Second Open-ended Meeting of Governmental Experts as a preparation much like this background guide. It contains most of the aspects that this topic is discussing. It identifies the challenges that were discussed and already provides some ideas for their solution.

United Nations, Security Council. (2015). *Small arms and light weapons: Report of the Secretary-General (S/2015/289)*. Retrieved 21 July 2015 from: http://www.un.org/ga/search/view_doc.asp?symbol=S/2015/289

This is the most recent report by the Secretary-General on SALW. It highlights the importance of stockpile management and good record keeping in order to avoid the diversion of SALW into conflict zones. The report further evaluates the existing methods and instruments, identifying their weaknesses. This source is great to understand how technological development is challenging existing standards.

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