



## **Quaker United Nations Office**

# **Dealing with Small Arms Demand: A Report of QUNO Activity at the 2006 Small Arms Review Conference**

**New York, 26 June to 7 July 2006**

### **1. Overall Goal:**

Reducing the negative human impacts resulting from the widespread availability of small arms requires efforts to address the factors that drive the flow of weapons and lead to their misuse. The Quaker UN Office (QUNO) recognized that this “demand” agenda had not received sufficient emphasis from the international community and began a research and advocacy programme in 1999 to promote a better understanding of demand issues. Having concluded most of the initial research by 2005, QUNO shifted its efforts to encouraging more international support for demand-side policies by promoting political attention to what it assessed to be the most crucial demand issues. This advocacy focused on seeking to influence the UN Review Conference on the Illicit Trade in Small Arms and Light Weapons (26 June to 7 July 2006), with the goal of including direct reference to such demand issues in the conference outcome document and eliciting new commitments on demand-related issues for the post-Review Conference period.

### **2. Strategy:**

QUNO sought to influence the attitudes of those negotiating the 2006 conference outcomes by shaping demand issues into a feasible political package, promoting this package to those groups engaged in UN negotiations and collecting and publishing evidence of political support for the package in the months leading up to the Conference. Tactically this involved five inter-related kinds of actions:

- Publishing documents that outlined the rationale for a focus on demand issues and clearly identified the list of crucial policy issues based on recent research;
- Presenting the main research lessons through presentations by practitioners from around the world during the time of major UN meetings on SALW issues;
- Testing the appeal of specific demand issues at off-the-record luncheons or other special events;

- Drafting working papers and other documents that provided specific negotiating text on crucial demand issues; and
- Monitoring and publicizing the specific statements on demand issues made by states, agencies and NGOs at formal UN meetings with an emphasis on demonstrating the increasing political support for demand issues.

### 3. Activity before the Review Conference:

In the twelve months leading to the Review Conference QUNO carried out a variety of events as part of its overall strategy.

***Publications and Meetings:*** At the Second UN Biennial Meeting of States (BMS2) in July 2005 QUNO presented the summary report “Security Together: A Unified Supply and Demand Approach to Small Arms Control” at a panel presentation that illustrated its conclusions with project reports from four different geographic regions.<sup>1</sup> During the autumn period when UN First Committee met in New York, QUNO invited delegations to discuss specific aspects of the demand agenda at four off-the-record luncheons. At the time of the January 2006 UN Preparatory Committee (PrepCom) session for the Review Conference, QUNO and its partner Small Arms Survey organized a panel presentation to launch the publication of “Demanding Attention: Addressing the Dynamics of Small Arms Demand,” which summarized the most recent research on small arms demand and made suggestions as to how a demand agenda could usefully be incorporated into a document resulting from the Review Conference.<sup>2</sup> In February 2006 QUNO distributed a detailed summary of the support expressed for demand issues at the PrepCom and identified the steps required to translate this support into effective political action at the upcoming Review Conference.<sup>3</sup>

***Promotion and Monitoring:*** In direct support of this process QUNO traveled to Nairobi Kenya in February to present a day programme on demand issues at the 3<sup>RD</sup> Sub-Regional Civil Society/National Focal Points Dialogue Forum on the Implementation of the Nairobi Declaration/The Protocol on Small Arms and Light Weapons. QUNO followed this up with interviews and other meetings in New York and Geneva with a range of UN member states, as well as some UN Secretariat, UN agency and NGO staff.<sup>4</sup> The purpose of these efforts was to ascertain attitudes toward QUNO’s proposed agenda of demand issues and to build support.

***Working Paper on Development:*** Based on all of this input QUNO and others could see that the demand issue that was drawing the widest political support was that of mainstreaming small arms control into national development plans, including poverty reduction programmes. This

---

<sup>1</sup> David Jackman and David Atwood, “Security Together: A Unified Supply and Demand Approach to Small Arms Control,” Quaker United Nations Office, Geneva, February 2005. Available on [www.quno.org](http://www.quno.org).

<sup>2</sup> David Atwood, Anne-Kathrin Glatz, and Robert Muggah, *Demanding Attention: Addressing the Dynamics of Small Arms Demand*, Small Arms Survey and Quaker United Nations Office, Geneva, 2006. Available on [www.quno.org](http://www.quno.org).

<sup>3</sup> David Jackman and Marin O’Brien, “A Clear Step Forward: Attention to Demand Issues at the UN Prep Com on Small Arms,” Quaker United Nations Office, Geneva, January 2006. Available on [www.quno.org](http://www.quno.org).

<sup>4</sup> The interviews were timed to coincide with UN consultative sessions to review the Non-Papers on Review Conference outcomes drafted by the President-designate of the Review Conference, Sri Lankan Ambassador Prasad Kariyawasam. In March informal conversations and in some cases, more intensive interviews were conducted with representatives of Canada, Costa Rica, Egypt, Finland, Indonesia, Korea, Nigeria, Sierra Leone, South Africa, Jamaica, the UN Department for Disarmament Affairs, International Committee of the Red Cross and Oxfam International. In May further opinions were gleaned from participants at an informal luncheon of the New York Small Arms Forum and from other conversations in New York. In June QUNO elicited views from diplomats at an informal luncheon arranged for this purpose in Geneva.

small arms and development focus became one of the core themes of the Review Conference strategy of the International Action Network on Small Arms (IANSA). As part of this effort, QUNO, OXFAM and other members of the IANSA Working Group on Development, drafted a working paper focusing on this priority and worked to promote it with the President of the Conference and interested state delegations, agencies and NGOs. The Working Paper provided the basis for IANSA's systematic replies to each of the Conference President's Non-Papers on draft outcomes for the Review Conference. As each Non-Paper was released to delegations, QUNO and its partners composed detailed comments for inclusion in IANSA's response to the President's document. (*A copy of the IANSA Working Paper is included as Appendix 2.*)

***Progress before the Conference:*** By the start of the UN Review Conference on 26 June 2006, all of this activity made it clear to QUNO and others that there was a clear majority of states that would support paragraphs in the outcome document that addressed a cluster of the most crucial demand issues, including the focus on development but extending also to aspects connected with policing, Disarmament/Development/Reintegration (DDR), gender, children, culture of peace, research and more. What's more, the overall lessons that QUNO had been promoting—that small arms control required a comprehensive, supply-demand approach and that it was inevitably a multi-disciplinary activity—also were emphasized in the documents drafted by many states and agencies. What was not known on 26 June was how much of this agenda would be approved by all UN Member states and thus would find its way into a final Conference outcome document.

## 4. The QUNO Team at the Review Conference

In keeping with previous experience QUNO focused its efforts at the Review Conference on the promotion of attention to demand issues and the monitoring of political support for them. In addition QUNO worked to support the efforts of IANSA to present these and other issues in an effective manner within the Conference process.

To do this QUNO organized a special team that included three staff members (from Geneva and New York), a consultant from Canada and four experienced NGO organizers from around the world who were familiar with small arms demand issues. The non-staff team members were:

- Fadi Abi Allam, Permanent Peace Movement, Lebanon
- Nadira Mallik, South Asia Partnership, Bangladesh
- Folade Mutota, Women's Institute for Alternative Development, Trinidad and Tobago
- Rukia Subow, Pastoralist Peace and Development Initiative, Kenya

All of these “external” team members were recognized organizers or researchers in their own geographic regions and had worked previously with QUNO staff on events in the Middle East, South Asia, or Caribbean regions or at the Second UN Biennial Meeting in New York. The full team of eight members worked together during the first week of the Review Conference and focused on the following activities:

- organizing a panel presentation and other talks based on each members work
- monitoring public sessions inside and outside the UN
- meeting together to share observations and evaluation

## 5. Specific QUNO Activities at the Review Conference:

During the first week of the Review Conference QUNO organized two “sidebar” events to be held inside the UN during lunch breaks. Both of these were panel presentations consisting of

introductions by QUNO staff and short talks by a variety of experienced NGO speakers. The first of these was sponsored by QUNO, the second by IANSA. The QUNO team also participated in a third event, a workshop on youth-related issues organized by the regional office of American Friends Service Committee. Team members also oversaw the preparation and presentation of two NGO speeches to the Conference plenary and took part in drafting and revising the IANSA policy positions during the Conference. QUNO published and distributed a pamphlet on demand issues being considered at the Conference and produced a revised version in response to the ongoing negotiating process.

### **a) Panel Presentation on Lessening Demand**

QUNO sponsored and organized a panel presentation on demand issues during the lunch break on Tuesday, 27 June. The event, “Reducing Small Arms Demand: Priorities for the Review Conference and After,” focused on several aspects of lessening the demand for small arms in different regional contexts. Its goals were to:

- introduce the significance of demand-related work
- advocate for demand text in the Conference Outcome Document
- expand the awareness of practical work being done to affect the root causes for small arms demand and its relationship with preventing violent conflict
- increase the appreciation of civil society’s role in lessening demand for small arms
- identify policies that would better support these practical directions.

Members of QUNO team addressed specific projects and issues that were significant in their geographic regions and QUNO staff members provided an introduction that set the project descriptions in the context of the preceding research lessons and the Review Conference. The individual presentations covered the following topics:

- “Multidimensional Demand Programming in Rural Kenya” (Rukia Subow, Pastoralist Peace and Development Initiative, Garissa, Kenya)
- “Focusing on Crucial Actors: The Roles of Women, Young Men and Boys” (Folade Mutota, Women’s Institute for Alternative Development, Trinidad and Tobago)
- “Aspects of Demand in South Asia” (Nadira Mallik, South Asia Partnership, Bangladesh)
- “Aspects of Demand in the Middle East” (Fadi Abi Allam, Permanent Peace Movement, Lebanon)

Thirty people attended the event, mostly NGO representatives, with a few diplomats and agency staff.

### **b) Panel Presentation on Development and Small Arms:**

On behalf of IANSA’s Working Group on Development, QUNO and OXFAM International organized a second panel presentation, this time during the lunch break on Thursday, 29 June. The agenda for the event, entitled “Development and Small Arms: Priorities for the Review Conference and After,” described the importance of linking development and small arms issues, illustrated the many dimensions of the relationship, and outlined ways that the interconnections might be addressed in the Conference outcome document. Two members of the QUNO team participated in this event: David Atwood as the facilitator and Folade Mutota as a panelist. The individual presentations covered the following topics:

- “Priority Issues at the Review Conference” (Jeremy Hobbs, Executive Director, Oxfam International)
- “NGO Experience at the national Level” (Abeba Berhe, FECCLAHA, Kenya)

- “Importance of Work at the Community Level” (Carmine Curci, VIVAT International and Johnstone Kibor, Kenya Coalition against Landmines)
- “Gender Perspectives: Involvement of Women and Men, Old and Young” (Folade Mutota, Women’s Institute for Alternative Development)
- “Incorporating a Public Health Approach” (Robert Mtonga, MD, IPPNW, Zambia, and IANSA Public Health Network.

This event was attended by around 40 people.

### **c) Workshop on Youth Issues:**

Some local New York and New Jersey organizers sought an opportunity to interact with the international NGO participants attending the Conference, particularly with a view to sharing experiences and approaches related to youth anti-violence programmes. QUNO assisted this process by consulting with the planning team before the event and by providing a speaker to brief the local NGO representatives on the aims, programme and central issues of the Review Conference. The workshop, organized by the Conflict Resolution Program at the New York Regional Office of American Friends Service Committee, on Thursday, 29 June, attracted more than thirty-five representatives from local and international NGOs. For most of the local participants this was their first opportunity to meet with international colleagues and learn about the significance of the UN review Conference.

### **d) Formal NGO Presentations to the Conference Plenary**

The formal NGO input to the Conference proceedings included 15 presentations by NGO speakers on topics that paralleled the five priority issue areas chosen by IANSA. QUNO and OXFAM helped to draft the presentations on development and demand issues. Fadi Abi Allam, a member of the QUNO team, was chosen by IANSA to be one of the three NGO presenters on demand issues. These texts emphasized points that were previously drawn up by the IANSA Working Group on Development in which QUNO took a central part.

### **d) Advocating Specific Demand Issues in the Outcome Document**

QUNO designed and distributed a 4-page pamphlet outlining the most crucial demand issues and indicating how these were addressed in the President’s Non-Paper the draft negotiating text of the Conference outcome document. The QUNO pamphlet was the only document available at the Conference that identified the specific text of the eleven demand issues under consideration and suggested improvements based on QUNO’s prior research. QUNO later produced an updated pamphlet on 27 June, taking into account changes in a later draft of the President’s Non-Paper (*The pamphlet is reprinted in Appendix 1.*)

### **e) Assessing and Revising the NGO Position on Development Issues**

IANSA replied in detail to each new version of the President’s Non-Paper as it was released to the Conference participants. (There were three such versions before the Conference session began and at least two more during Conference itself.) For each separate draft QUNO and OXFAM worked to analyze the paragraphs related to demand and development issues and offered specific comments on the proposed text and suggestions for new wording.

## 6. Support for Demand Issues at the Review Conference

In general it is fair to say that the political support for a comprehensive supply and demand approach to SALW control and for addressing crucial demand issues remained quite high at the opening of the Review Conference. The momentum evident at earlier UN meetings continued into the presentation of formal statements by states during the High Level Segment and later by multilateral agencies and NGOs at other sessions of the Conference.<sup>5</sup> Demand issues dominated the special thematic session<sup>6</sup> at the Conference as well. As at previous UN meetings, some states already committed to demand issues expressed a further more sophisticated development of their ideas and several other states chose to address demand issues for the first time. A solid majority of states, along with many multilateral agencies and all of the IANSA NGOs, clearly supported the inclusion of a “demand agenda” into the Conference draft outcome document.

However, while support for the inclusion of demand issues remained high, this did not represent the unanimous view of all states. As negotiations continued during the Conference, many references to demand priorities were dropped from the draft outcome document or watered down considerably. A look at the various ways that demand was addressed at the conference will provide a more detailed description of this process.

### a) Statements at the Conference

Close to 180 statements were made to the plenary sessions of the Review Conference by states, regional groups, multilateral agencies, and NGOs. (This does not include statements made during closed sessions.) Of these statements, some 88 included direct support for inclusion of elements of the demand agenda in the conference final outcomes. This support included statements by 56 individual states, two regional groups (EU and AU), two sub-regional groups (RECSA and Pacific Islands Forum) and two thematic networks (Human Security Network and Geneva Declaration states). In addition, 9 multilateral agencies and UN officials spoke in support of action on demand issues, as did 11 of the 16 speakers at the special thematic session. *(See Appendix 3 for a list of states, agencies and others that made statements to the conference regarding demand issues, plus relevant excerpts from many of these texts.)*

Based on this evidence, if the Review Conference had come to a simple vote on its outcome document, then one might have seen roughly one hundred states, a clear majority, voting in support of action on demand issues. This support would be based strongly among European and African states, with support from states in parts of North America, Central America, the South Pacific and a scattering of states in South America and Asia.

This geographic distribution of support for demand issues roughly followed the pattern evident at the BMS II and the PrepCom, but there were a few new elements at the Review Conference. The clear support from the Pacific Islands Forum and more vocal support from Central America, Mexico and a few Caribbean states were positive signs. In addition, the strong support

---

<sup>5</sup> The attention to demand issues at UN events preceding the Review Conference is analyzed in two reports: David Jackman, “A Broader Outlook: Progress on Demand Issues at the UN Second Biennial Meeting on Small Arms”, Quaker United Nations Office, Geneva, August 2005, and David Jackman and Marin O’Brien, “A Clear Step Forward: Attention to Demand Issues at the Prepcom on Small Arms,” Quaker United Nations Office, Geneva, January 2006. Both are available on the QUNO web site ([www.quno.org](http://www.quno.org)).

<sup>6</sup> “Thematic Discussion: Exchange of views on progress and problems in the implementation of the Programme of Action with specific emphasis on international cooperation and assistance and best practices of small arms and light weapons projects,” 3:00 - 6:00 p.m., Friday, 30 June, 2006.

from thematic groups (the Human Security Network and Geneva Declaration<sup>7</sup> states) offered the promise of new ways of connecting states across regional lines to support demand issues.

Although the review conference did not produce a final document, this does not mean that attention to demand issues suffered a mortal blow. The clear support at the conference for demand issues and a “comprehensive approach” likely will be expressed in new international policy instruments. The central aspects of the demand agenda are understood by an increasing number of states and agencies. This was amply demonstrated at the Review Conference. In the coming period one might expect to see demand issues highlighted in deliberations at UN First Committee, in the Security Council and in the unfolding work of the new Peacebuilding Commission, as well as in national and local programmes supported by the international donor community.

## **b) Conference Side Events**

The Review Conference included a full complement of sidebar meetings, held before, between and after the formal plenary sessions. Generally there was continuing evidence of significant attention to demand issues at these sidebar events. The Conference schedule, prepared by the UN Department for Disarmament Affairs in collaboration with IANSA and others, listed more than 38 thematic events (as opposed to organizational or networking ones) over the full two-week period. Of these, roughly eleven were devoted to demand-related themes. These included sessions on development (2), children, gender/women, survivors, youth violence (2), violence prevention and the demand approach itself. Some individual demand themes did not receive specific attention among these sessions, notably DDR, policing and Security Sector Reform, and governance issues in general.

## **c) The Conference President’s Non-Papers**

As noted above, possible consensus language for the Review Conference outcome document was drafted in a series of Non-Papers by the President-designate Prasad Kariyawasam in the months leading up to the Conference. These were presented to UN delegations (and the wider UN community) and considered at consultations in March and May, 2006 in New York and in a series of meetings of the Geneva Process in Geneva in the spring of 2006. This process then continued during period of the Review Conference itself. The pre-conference versions of the Non-Paper showed a very clear recognition of a comprehensive supply-demand approach and of specific demand issues. The first draft (17 February 2006) closely followed the results of the January PrepCom, where demand issues had been very prominent in statements, working papers and other inputs. For example, the draft (Declarative) Section I included some 13 paragraphs relevant to demand issues and a comprehensive approach. By the time of the second draft (21 March) there were some 16 operative paragraphs (in Sections II and III) that addressed demand-related issues directly.

The 18 May draft continued to include some reference to most of the crucial demand issues identified in QUNO reports and supported by many states, agencies and NGOs. While all of the relevant demand paragraphs could have been improved, most supporters would have regarded this draft as a good basis for fruitful negotiation, particularly considering the President’s need to consolidate and shorten the lengthy text. The 18 May version of the Non-Paper’s (Declarative)

---

<sup>7</sup> The United Nations Development Programme and Switzerland organized a ministerial summit on armed violence and development which was held in Geneva on 7 June 2006. At the end of the summit, a Geneva Declaration on Armed Violence and Development was adopted by the 42 States present. The content of the Declaration is summarized in a statement by Switzerland in Appendix 3 of this report.

Section I still included 7 paragraphs related to development and demand issues and Sections II and III added another 17 operative paragraphs that touched on most of the crucial demand issues (including policing reform, DDR, development, gender, children, confidence building and awareness, dialogue and culture of peace, and research on demand issues). QUNO's pamphlet critiquing the 18 May draft suggested some 12 additions to the text that would have brought it even more in line with our research on effective demand programming. In retrospect, this version was the best we could have expected to achieve at the Conference. We were soon to learn how much resistance we still faced.

The 27 June draft, produced just after the Conference began, gave evidence of the considerable resistance to demand issues from some states. Section I no longer included *any* references to demand or development issues and Sections II and III now included only 11. Most of those paragraphs still remaining were much watered down from previous versions. By the 3 July draft the number of demand-related paragraphs in Sections II and III had dropped to just 6 and further negotiations were seeking to lower that number further.

By the last days of the Conference there was not even unanimity on pursuing any kind of follow up process, let alone strengthening or reinserting references to demand or development issues. The Review Conference ended without agreeing on a final outcome document. Those states that had resisted the inclusion of demand or development issues, those that refused to accept references to transfer control guidelines, along with the USA position refusing any further review conferences, effectively doomed the outcome. Although these results are very disappointing, the non-result at least leaves the 2001 Programme of Action on Small Arms as is, the weakening of the Programme of Action having been a serious possibility had some of the language on the table in the final days of the Conference found its way into an agreed outcome document.

## 7. Next Steps for the Demand Agenda

The failure of the Review Conference to produce an outcome document marked the end of a multilateral process that sought to treat all small arms issues as one package. Clearly, based on this frustrating experience, it would be likely to be very difficult to reach unanimity on creating any new, overarching UN document that extended or improved on the 2001 Programme of Action. At least a small minority of states, including the USA, Russia, India, Indonesia and others, did not view development and other aspects of the demand agenda as ones that were necessary to curtailing the illicit trade in small arms. There seems little hope of a change in this view in the near future. With no formal follow-up processes emerging from the Review Conference, there will be no way of testing any such changes in any case.

On the other hand, the equally clear majority support for demand-related measures, as seen at the Review Conference and at the meetings that led up to it, suggests that other avenues should be pursued and that these offer substantial prospects for the advancement of a more holistic supply-demand agenda.

For example, seeking to have the emerging consensus around development as a core element in future progress on the reduction of armed violence incorporated in an appropriate resolution, approved by voting if necessary, in the First Committee of the UN General Assembly offers one such possible avenue. One such resolution, UN GA 60/68 on humanitarian and development aspects of small arms, was approved in 2005 by an overwhelming majority (one vote against). The demand-related paragraphs from the earlier versions of the President's Non-Paper that focus on development, gender, children, policing, confidence building, research, and other issues could form the core of a new First Committee resolution. Moving ahead in this way would

require careful timing so as not to overload the First Committee agenda, which already includes several existing resolutions on small arms and the proposed initiative on the ATT. For the 2006 meeting of the First Committee, however, there appears little willingness by any state to undertake such an effort, except perhaps a reference to the Geneva Declaration in either the traditional “omnibus” resolution or as a separate resolution.

Other international initiatives might also be built on the areas of agreement established by the Human Security Network, which already has a history of involvement with small arms issues, and by the newly created Geneva Declaration group. Both these cross-regional groupings have members from donor and developing states and include a number of states heavily affected by small arms violence. A multilateral effort could be initiated using one or both these groupings as its activist core. It could be imagined, for example, that the Geneva Declaration group could institutionalize an ongoing coalition of the willing that would undertake to identify research, policies and lessons relevant to lessening armed violence and demand for small arms. They might even provide an informal means for brokering project funding. The meetings of such a coalition might also provide a forum for proposing joint actions at the UN General Assembly on specific aspects of small arms policy. This kind of grouping might also look at the possibilities for engaging development, human rights and conflict management institutions and other fora in work related to control of small arms. While some examples of this kind of cross-disciplinary work exist, there is a great deal to be done in initiating more focused and sustained collaboration.

Regional and sub-regional organizations could also form the basis for new initiatives to lessen small arms demand. Africa’s Bamako Declaration of 2000 and the Nairobi Declaration and Protocol already include declarative language referring to demand issues. More practical initiatives could be established on this base and be extended to other African sub-regional agreements on small arms, such as the ECOWAS Small Arms Control Programme (ECOSAP) in West Africa. The members of sub-regional groups often experience small arms and other security problems in similar ways and find it easier than regional or global groupings to reach agreement on new initiatives. The sub-regional experiences in Africa could be used in support of such initiatives in other regional bodies, such as the Pacific Islands Forum.

The outcome of the Review Conference and evolving practice in other spheres suggest that the small arms demand agenda could be pursued as effectively through other streams of action at the international level such as development, human rights and conflict management practice as through arms control. The 2005 World Summit outcome document, a consensus document, underlines the emerging understanding of the important links between security, human rights, and development. This can serve as a critical legitimizing tool for the pursuit of the demand-agenda themes in ways other than through the arms control lens which has so far characterized most international attention to the small arms and light weapons issue-area. Similarly, the emergence of the UN Peacebuilding Commission, emphasizing as it does the importance of longer-term engagement by the international community in post-conflict settings, demonstrates the critical linkage to sustainable peacebuilding of not only small arms control but also such-demand dimensions as economic development, DDR, and Security Sector Reform.

The understanding of these linkages are exemplified by the emphasis now being put on the mainstreaming of small arms action in development programming, such as in the OECD Development Assistance Committee and the UN Development Programme. This is further exemplified in bilateral agreements between national donor agencies and individual developing countries. However, the fears expressed by developing countries that such “mainstreaming” smacks of tied aid or will somehow reduce the total amounts of aid being offered for development—fears which made up a good part of the resistance of some small arms affected

states to the inclusion of language on development in the Review Conference outcome document—will need to be carefully and sensitively addressed if this is to prove a positive avenue for action in the years ahead.

Much of the early work on demand issues was carried out by individual or small groups of NGOs sometimes in concert with local levels of government. Given the importance in demand work of work at the community level, it is likely that many of the more effective new initiatives will continue to be organized outside of the multilateral or even the state system. While such initiatives may not be very visible at the multilateral level, they will continue to offer a core avenue for action in the future, including the targeting of donor funding.

Finally, it can also be noted that most of the reports on demand issues and many of the drafts of the President's Non-Paper included references to the need for much more action-oriented, participatory, inter-disciplinary research on demand issues. While QUNO and others have mapped out the broad topics that apply to demand, there is a great deal to be done in understanding how demand functions in specific settings. This knowledge is crucial to acting effectively at the local and sub-regional levels where demand appears to be initially formed. A great deal of the progress in the next few years will depend on whether appropriate research is carried out, documented and the results shared and analyzed widely. The current work, both within and outside the UN, to better analyze and reform DDR programming is a useful model for ways that states, agencies, NGOs and others can collaborate on issues requiring a multidimensional and interdisciplinary approach. DDR is itself part of the demand agenda. Other crucial demand issues – e.g., youth employment and inclusion, community-based security and policing reform, conflict prevention – could benefit from the kind of participatory, action focused research already familiar within the development community. The inclusion of small arms issues in national (and local) development planning is a positive, practical step toward facilitating the integration of such research into the content and implementation of programmes on the ground.

2 October 2006

Quaker United Nations Office  
13, avenue du Mervelet  
1209 Geneva  
Switzerland  
Tel: +41-22-748 4800  
Fax: +41-22-748 4819  
E-mail: [quno@quno.ch](mailto:quno@quno.ch)  
Web: [www.quno.org](http://www.quno.org)

Financial support for the QUNO work reported here was received from the Joseph Rowntree Charitable Trust and the Ministry of Foreign Affairs of Norway. QUNO wishes to thank these donors for their generous support of QUNO's small arms demand work.

## Appendix 1: QUNO Conference Pamphlet on Demand Issues

### *Taking a Step Forward at the UN Review Conference* **Balancing Supply and Demand Aspects of Small Arms Programming**

From the earliest discussions at the UN the control of small arms proliferation has been analyzed from the point of view of supply and demand. Since 2001 an increasing number of analysts, policy makers and field organizers have been urging the international community to give equal attention to small arms demand factors. More than half the world's small arms are in the hands of civilians and are considered valuable tools for security and protection by those who acquire and keep them. This perceived need won't disappear, even if governments can better reduce and control the available supply. So, there is a need for parallel and equally significant programmes aimed at lessening the perceived value of and need for these weapons, i.e. programmes that seek to lessen demand.

At the Second UN Biennial Meeting of States in 2005 and more recently at the Preparatory Committee in January 2006 there were a large number of statements in support of a "comprehensive approach" to small arms control, one that would treat supply and demand aspects in a balanced and integrated way. In addition, many states, regional groups, international agencies and NGOs spoke directly about the specific issues that are generally considered significant in lessening the demand for small arms and light weapons. At the Preparatory Committee in January speakers representing some 147 UN member states (a clear majority) supported the central aspects of demand programming, either separately or in combination.

**Actions to reduce the civilian demand for SALW usually focus on\*:**

Economic and Social Development;  
 Conflict Prevention and Resolution;  
 Post-Conflict Peacebuilding;  
 Disarmament, Demobilization, and Reintegration (DDR) of ex-combatants;  
 Children and Youth;  
 Gender;  
 Security Sector Reform;  
 Research on all of the above

**QUNO and others advocating a comprehensive supply and demand approach have continued to emphasize several additional overarching requirements:**

The need for multi-dimensional and interdisciplinary programming;  
 The vital significance of focusing on participatory organizing at the community level; and  
 The establishment of an assistance and cooperation mechanism that would facilitate the implementation of demand and supply initiatives.

\*For more details see "Demanding Attention: Addressing the Dynamics of Small Arms Demand" [www.quno.org](http://www.quno.org)

### **Supporting the Paragraphs Related to Demand in the Draft Outcome Document (18th May 2006)**

While the concept of demand has not been fully embraced in the context of this draft Outcome Document, references to various elements of demand work may suffice to keep the approach alive. States should give priority to retaining in the document those references to demand-related issues that have been incorporated into the most recent draft of the Outcome Document. These include paragraphs on the following subjects:

<b>Economic and Social Development</b>	This is now the most significant example of a demand approach in the text, with the greatest potential for encouraging relevant new initiatives and funding. <u>Section I, paragraphs 3, 4, 7, 9,10;</u> <u>Paragraph II.24</u> on mainstreaming SALW into development is of central importance; <u>Paragraph III.17ii</u> on strengthening governance, and <u>Paragraph III.17.iv</u> supporting socio economic development agendas.
<b>Conflict Prevention and Resolution</b>	<u>Paragraph II.27:</u> refers to the need to implement “confidence building measures and public awareness and education programmes”, which could be interpreted as aspects of conflict resolution. <u>Paragraph II.45:</u> supporting “promotion of dialogue and culture of peace” via education and awareness programmes “involving all sectors of society.”
<b>Post-Conflict Peacebuilding</b>	There are currently a few references to the importance of small arms control in post-conflict situations: <u>Paragraph II. 24</u> on development, <u>Paragraph II. 27</u> on Confidence Building Measures, and <u>Paragraph III.17i</u> on financial assistance.
<b>DDR of ex-combatants</b>	<u>Paragraph II.23:</u> addressing Disarmament, Demobilization and Reintegration (DDR); <u>Paragraph II.34c:</u> a regional reference to DDR; <u>Paragraph III.3g:</u> assistance for DDR of adult ex-combatants and child soldiers.
<b>Children and Youth</b>	<u>Paragraph I.11:</u> including an extensive consideration of the impact of SALW violence on children; <u>Paragraph II. 26:</u> on the need to address specific needs of children, including those who have been forced to become child soldiers; <u>Paragraph III.3g:</u> calls on States to provide assistance to address the need for “assistance for ex-child soldiers”.
<b>Gender</b>	<u>Paragraph II.25:</u> Reference to the importance of a gender-sensitive approach.
<b>Security Sector Reform</b>	<u>Paragraph II.22:</u> Addresses the performance of national law enforcement officials and the implementation of UN basic Principles on the use force. Relations with police are a significant factor affecting the demand for weapons by civilians, and this is the first time that the broad issue of Security Sector Reform has found a toehold in the UN small arms negotiations.

<b>Research on all of the above</b>	<u>Section III.18:</u> Provides a specific paragraph on action oriented research on supply & demand factors. This is a welcome addition to dealing with demand issues and has often been a recommendation from practitioners and policy analysts at QUNO’s demand workshops.
<b>Multi-dimensional &amp; Interdisciplinary programming</b>	<u>Paragraphs I.7, I.8 and I.9:</u> Underline the multi-dimensional nature of SALW problems & solutions. <u>Paragraphs III.17 and III.20</u> also reflect this approach.
<b>A Focus on Participatory Work at the Community Level</b>	While the importance of work at the community level is not explicitly included, <u>Paragraph II.24</u> includes references to “national and <u>local</u> plans and strategies”, <u>Paragraph II.45</u> mentions “involving all sectors of society.”

<b>Cooperation and Assistance</b>	<p><u>Paragraph III.13</u>: Encourages support from states to existing UNDDA and UNDP Trust Funds for small arms and to creating trust funds at the national level.</p> <p><u>Paragraph III.19</u>: Requests that UNIDIR “carry out a study on the financial and technical needs of developing countries for the full implementation of the Programme of Action.”</p>
-----------------------------------	---

### Towards a Comprehensive Approach

A number of relatively small changes to the current draft text would strengthen the demand-related paragraphs:

<b>Demand Approach</b>	Paragraph I.7	Add a short, direct reference to the need for a supply and demand approach that refers to dealing with issues in a “coordinated and interdisciplinary manner...” acknowledging the multi-dimensional aspects of SALW control.
<b>Economic and Social Development</b>	<p>Paragraphs II.29, II.34 and III.3.</p> <p>Paragraph III.3</p>	<p>Add text that connects the mainstreaming concept in paragraph II.24 to the paragraphs on national reporting, regional cooperation and financial assistance.</p> <p>Add a new sub-section as follows: “action to mainstream the elimination of illicit small arms and light weapons and the integration of armed violence prevention programmes in national and local plans and strategies related to national security, development, poverty reduction, crime prevention and post-conflict reconstruction”</p>
<b>Post-Conflict Peacebuilding</b>	Section I Section II	Reinstate the paragraph on the UN Peacebuilding Commission. Add a paragraph that invites representatives of DPKO and the Peacebuilding Commission to future small arms meetings.

<b>Disarmament, Demobilization and Reintegration (DDR) of ex-combatants</b>	Paragraph I.23	<p>Bring the current paragraph up to date by making reference to the primary UN process that is guiding DDR planning, as underlined below:</p> <p>“Taking into account that a number of disarmament, demobilization and reintegration programmes have yielded positive results and <u>taking note of the new guidance provided by the UN Integrated DDR Standards</u>, to urge the further development and implementation, where needed, of effective disarmament, demobilization and reintegration programmes.”</p>
<b>Children and Youth</b>	Paragraph II.26	<p>Minimally revise to widen the definition of affected children to include those involved in peacetime criminal violence:</p> <p>“To enhance efforts to address the special needs of children affected by armed conflict, including those who are forced to become child soldiers <u>or are involved in organized armed violence</u>, in particular the reunification with their family, their reintegration into civil society, and their appropriate rehabilitation.”</p> <p>Add the following text to the same paragraph:</p> <p><u>To urge States that have not already done so, to fully implement the measures on small arms and children and armed conflict, as specifically outlined in Security Council Resolutions 1539, and 1612, particularly the provision of information on small arms flows as mandated and ending arms transfers to violators of</u></p>

		<u>children's rights.</u> "
<b>Gender</b>	Paragraph II.25	Expand the gender approach to include the needs of men as well as women, in line with research that has highlighted the role of young men as the principle users and direct victims of armed violence.
<b>A Focus on Participatory Work at the Community Level</b>	Paragraph II.24	Add the following to emphasize the recognized importance of local involvement and participation in planning and decision making: <u>"the need for measures to be conducted in consultation and collaboration with all members of the community and stakeholders engaged in the community, and that they make use of locally-appropriate development incentives."</u>

## Quaker United Nations Office

13 Avenue du Mervelet, CH-1209, Switzerland

Tel: +41 22 748 48 00

Fax: +41 22 748 48 19

Email: [quno@quno.ch](mailto:quno@quno.ch)

[www.quno.org](http://www.quno.org)

With special thanks to the governments of Norway and Canada, and the Joseph Rowntree Charitable Trust for providing generous support for this publication

## Appendix 2: IANSA Working Paper on small arms and development

### Integrating development and small arms control

#### Introduction

From States in long-term conflict, in crisis or in the post-conflict phase, to countries beset by social violence and crime, arms availability and armed violence exacerbate poverty, discrimination, disease and malnutrition, inhibit access to social services and divert resources away from efforts to improve human security and development. Small arms proliferation and violence also have a profound impact on middle-level income countries, where armed criminality compromises the State's ability to address poverty and provide basic security for its citizens. The purchase of weapons and investment in increased security also diverts resources from social spending.

Development cannot be sustained in an environment made insecure either by conflict or by high levels of armed crime. Small arms are estimated to be the cause of hundreds of thousands of deaths each year, injuring and maiming many more. During wartime, civilians are often disproportionately affected by small arms violence, through intimidation, rape, forced migration and the coerced recruitment of child soldiers. Long after conflicts have ended, arms remain at large within societies where they act as multipliers of violence. Even in non-conflict zones, death and injury from small arms is an enormous barrier to development; countries like Brazil, Kenya and South Africa are plagued by some of the highest firearm mortality and morbidity rates in the world.

At the local level, livelihoods are destroyed and opportunities to escape poverty are lost; health and education services are devastated. On a wider scale, national and international companies can be driven out of operation: trade and foreign direct investment are reduced, tourists stay away and the management of infrastructure and national resources is disrupted.

The global earnings from legal exports of small arms and light weapons amount to US\$4 billion worldwide – a paltry sum compared with the human, economic, security and development costs that result from their uncontrolled proliferation.

- According to World Bank economist Paul Collier, a typical civil war in a low-income country is estimated to cost US\$50 billion per year, or 250% of an average country's GDP.
- Net losses to agricultural production from armed violence in Africa are estimated at \$25 billion for 1970-1997, or three-quarters of all aid in the same period; in several African States, violence reduced tourism by up to 50% in the late 1990s, depriving these countries of valuable foreign exchange.
- The Inter-American Development Bank roughly estimated that the cost of armed violence to Latin America was some US\$140 billion, or 12% of GDP.

#### Progress since 2001

The link between development and small arms control has been increasingly recognised, with much progress at the international level, including:

- The UN Secretary General's March 2005 report, *In Larger Freedom*, stated that 'the accumulation and proliferation of small arms and light weapons continues to be a serious threat to peace, stability and sustainable development.'
- The 2005 edition of the UNDP *Human Development Report* makes the links between armed violence and underdevelopment even clearer, indicating that 'conflict disrupts food systems, contributes to hunger and malnutrition and undermines progress in health and education'.
- The September 2005 World Summit acknowledged the clear link between security and development: 'peace and security, development and human rights ... are interlinked and mutually reinforcing ... and the foundations for collective security and well-being'. It also supported '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' (paragraph 94).
- The General Assembly resolution 60/68 of December 2005 called upon States to address the humanitarian and development impact of small arms more effectively by:
  - a) 'Developing, where appropriate, comprehensive armed violence prevention programmes integrated into national development strategies, including poverty reduction strategies;'
  - b) '...seriously considering rendering assistance, including technical and financial assistance where needed, such as small arms funds...'
  - c) 'Encouraging United Nations peacekeeping operations to address the safe storage and disposal of small arms and light weapons as an integral part of disarmament, demobilization and reintegration programmes;'
  - d) 'Systematically including national measures to regulate small arms and light weapons in longer term post-conflict peacebuilding strategies and programmes;'
  - e) taking 'full account of the roles that women and women's organizations could play in small arms DDR processes; the requirement that the needs of women and girl combatants and dependants be addressed in DDR programmes; and the commitment to promote and protect the rights and welfare of children in armed conflicts.'
- The OECD Development Assistance Committee (DAC) has noted that 'a secure environment is fundamental to long-term growth, sustainable development and poverty reduction in developing countries'. At the OECD DAC High Level Meeting of Ministers and Heads of Aid Agencies held in Paris on 3 March 2005, it was agreed that Official Development Assistance (ODA) could in future be used for a range of conflict prevention and peacebuilding activities, including activities related to 'controlling, preventing and reducing the proliferation of small arms and light weapons.' The Conflict, Peace and Development Cooperation (CPDC) Network of the OECD Development Assistance Committee has agreed to develop guidance on armed violence issues for OECD members during its 2007-2008 work programme.
- At the regional level, organisations in Africa have repeatedly addressed the links between development and small arms control. Both the Bamako and Nairobi Declarations of 2000 emphasised this relationship, and in April 2004 the Second Ministerial Review Conference of the Nairobi Declaration acknowledged that 'a comprehensive strategy to arrest and deal with the [SALW proliferation] problem must include putting in place structures and processes to promote democracy, the observance of human rights, the rule of law and good governance, as well as economic recovery and growth, and practical measures to ensure peace and security in Africa as expressed in the New Partnership for Africa's Development (NEPAD) initiative

and the African Union (AU) protocols and structures agreed in the Durban and Maputo Summits of 2002 and 2003 respectively.’

The issue of small arms and development is maturing with several key meetings before the Review Conference:

- An expert seminar in Oslo in March 2006, organised by the Norwegian Ministry of Foreign Affairs and the Norwegian Initiative on Small Arms Transfers, to support the integration of development into the UN PoA process with concrete recommendations for the UN Review Conference Outcome Document
- A workshop on ‘*Securing Development: Reducing Arms Availability and Armed Violence*’ at Wilton Park in mid April, organised by DFID and UNDP.
- A Ministerial Summit in Geneva in early June, organised by the Swiss Government and UNDP, to develop a Declaration on Armed Violence and Development.

### **Key policy concerns for the Review Conference to consider**

#### **Language in the PoA**

In the opening declarative statements of the PoA, States agree that:

- ‘The illicit manufacture, transfer and circulation of SALW and their excessive accumulation and uncontrolled spread in many regions of the world, have a wide range of humanitarian and socio-economic consequences and pose a serious threat to..... sustainable development at the individual, local, national, regional and international levels’ (paragraph 2),
- and its demand-side reflection, that poverty and underdevelopment may have implications for the illicit trade (paragraph 3)

States also acknowledge that the challenge of the illicit trade is multifaceted and involves a development dimension (paragraph 15).

In the operative provisions, States agree to:

‘address problems related to human and sustainable development, taking into account existing and future social and developmental activities, and should fully respect the rights of the States concerned to establish priorities in their development programs’ (Section III, paragraph 17).

The Review Conference offers a major opportunity to elaborate how these problems related to human and sustainable development might be addressed and to provide some concrete recommendations for States.

#### **How can this be reflected at the Review Conference?**

The preamble of the Programme of Action commits States to consider the problem of small arms from both a development and demand perspective. Both these perspectives suggest that successful programmes will have some fundamental requirements:

- Be driven by local civil society actors. Initiatives typically begin and are sustained at the local level. This is a dimension that is almost completely overlooked in most supply-side initiatives.
- Be undertaken in effective partnerships between State, local authorities and civil society actors.

- Involve the differing needs and perspectives of all relevant community stakeholders – including women, men, boys, girls, older people, youth, marginalised or conflicting groups, former combatants, traditional and religious leaders etc. In particular, gender and age sensitivity is critical – often boys and young men are the principal users/holders of small arms and their demand for arms is a critical factor behind the diffusion of violence within and between communities; women’s roles in addressing this, and in contributing to peacebuilding are often overlooked.

In order to reflect these aspects, it is critical that the UN small arms process be reoriented to include action at community level. The PoA acknowledges that small arms proliferation has far-reaching impacts ‘at the individual, local, national, regional and international levels’ (preamble para 2), and the need for international cooperation and assistance to ‘support and facilitate efforts at the local, national, regional and global levels’ (preamble para 14). It recognises the important contribution of civil society (preamble para 16), but does not contain a specific section with concrete recommendations for tackling the issue at the sub-national level. Commitments at the national level include measures such as designating national coordination agencies, introducing laws and regulations, which are very valuable; but they do not directly focus on community needs, security, participation and perspectives. Communities should be key actors in tackling illicit small arms proliferation in conflict, post-conflict and non-conflict areas, and a community dimension should be added to the UN PoA process.

A multidimensional/inter-disciplinary approach to the problem of small arms (preamble, para 15) should be concerned not only with the weapons themselves, but with structural factors related to the root socio-economic causes of armed violence and the need for alternatives to gun-based livelihoods. Hence, there is an urgent need to address the divide between the global institutions and structures that are concerned with either small arms or development. Only in a very few cases is there a high level of integration and generally, cooperation, partnership and joint activities are low. Work needs to be done at a high level to build stronger links and understanding between institutions such as the World Bank, the OECD, major regional banks, multilateral peacekeeping and peacebuilding bodies and national or community organisations which are developing and implementing development projects which focus on victims as well as perpetrators of armed violence.

## **Recommendations**

The support for making a clear link between small arms and development has grown significantly in the past year. States must work – through strong statements in the conference plenary, bilateral lobbying, side events, and robust negotiation – to agree on concrete measures to elaborate the current PoA commitment.

The RevCon Outcome Document should include language on the following key issues:

### **Section II: National level**

- **A new focus on action at community level.** There is an urgent need to fully address the community dimension within the UN small arms process, to underscore and support the importance of local initiatives. Initiatives at this level should have genuinely participatory, bottom-up approaches, in partnership with civil society and giving specific attention to all affected groups, with particular focus on gender and age.<sup>8</sup>

---

<sup>8</sup> This builds particularly on preamble para 2, the various references to civil society in the PoA and the need for dialogue and culture of peace (PoA II, 41).

- **Reflect small arms in national development initiatives and vice versa.** National action plans on small arms, armed violence prevention programmes and other initiatives to address the availability, misuse and demand for small arms should be integrated with poverty reduction strategies. These measures should be conducted in consultation and collaboration with members of the affected community and stakeholders engaged in the community, including survivors of armed violence, and make use of locally-appropriate development incentives. Similarly, small arms experts should be involved in the development of poverty reduction strategy papers and frameworks to ensure that policies and programmes are sensitive to and address armed violence and conflict.<sup>9</sup>
- **A focus on the root causes of armed violence and demand factors for small arms.** Surveys, research and assessments of the root causes of violence and the demand factors for small arms should be undertaken and integrated into national action plans on small arms and other relevant programmes and policies, such as those relating to development, security sector reform, governance etc.<sup>10</sup>
- **Opportunity cost of arms purchases.** Bearing in mind Article 26 of the UN Charter, which calls for ‘the least diversion for armaments of the world’s human and economic resources’, development considerations must be a key element of decision-making on international arms transfers.<sup>11</sup>
- **Enhance efforts to develop and implement public awareness, education and confidence-building programmes.** In particular this should include developing and supporting initiatives in formal and informal education facilities and curriculum at primary and secondary school levels.
- **Encourage and support States to enhance community-based security measures.** This to be done through prevention and measures such as accountable community policing, neighbourhood-watch associations, support to traditional and peaceful conflict transformation mechanisms, gun free zones, appropriate time- bound restrictions and prohibitions on alcohol and gun carrying, and local judicial and penal alternatives.
- **To establish national data collection and analysis mechanisms.** The collection of data can play a critical role in measuring the impact of the illicit trade in small arms on public health and development. These mechanisms can assist in identifying local and national factors which shape the demand for small arms and be used to enhance programmes on armed violence reduction in national development strategies.
- **To encourage and support public-private partnerships in the design, implementation and monitoring of armed violence reduction and small arms control measures.** These partnerships could include a number of stakeholders such as community groups and associations, government bodies, international and regional organisations and the private sector.

---

<sup>9</sup> This builds particularly on GA resolution 60/68 1a) and d), the need for funding (60/68 1d) and PoA III, 3) and development programming (PoA III, 17).

<sup>10</sup> This builds particularly on preamble para 7.

<sup>11</sup> This builds particularly on UN Charter Article 26, as well as combining all PoA references to development and transfers.

## Section II: Regional Level

- **Regional and sub-regional work linking small arms and development:** Regional and sub-regional organisations contributing to PoA implementation should commit to integrating development into small arms control:
  - To fully integrate human security and development approaches in defining and implementing regional security strategies;
  - To integrate, enhance and implement measures related to small arms control and violence reduction strategies into regional policies, programmes, and funding streams of regional development banks;
  - To harmonize national legislation within regions, recognising the importance of such harmonization in reducing transnational demand for and flows of small arms.

In addition, developing initiatives to address developmental aspects of the small arms problem will involve coordinating with State agencies and civil society, reporting on progress against PoA implementation, and working with regional economic and development institutions, regional banks and integrating small arms into development frameworks such as NEPAD. Wherever possible, the lessons learned from such programmes should be shared with other interested regions.<sup>12</sup>

## Section II: Global level

- **Increased reporting:** To assist cooperation, complementarity and synergy, States should specifically include development aspects (including funding, programmes and policies) in their national reporting on Programme of Action implementation, including steps undertaken and problems encountered in seeking to integrate small arms control and violence reduction programming through national, sub-regional and regional programmes.<sup>13</sup>

## Section III: Implementation, international cooperation and assistance

- **Increased funding:** States and international and regional organisations should provide increased technical and financial assistance, including small arms funds, to explicitly integrate armed violence prevention and reduction measures into peacebuilding, reconstruction and long-term development programming as well as funding action-orientated research for the development of evidence-based policies. This should include weapons collection and destruction, stockpile management, weapons for development programmes, adequate national arms regulation and legislation and the prevention of illicit transfers of small arms.<sup>14</sup>
- **Increased partnerships and coordination of funding:** Priority should be given to enhancing coordination between international actors and donors, and ensuring effectiveness through matching available international resources with the specific needs of communities, countries and regions, strengthening partnerships and building capacities.<sup>15</sup>

---

<sup>12</sup> This builds particularly on the role of regional organizations and action (II, 24, 28), tying this with commitments elsewhere in the PoA on development.

<sup>13</sup> This builds particularly on reporting (II, 33) and III, 2, 3 and 17.

<sup>14</sup> This builds particularly on the need for technical and financial assistance (GA resolution 60/68 1b, PoA III, 3) and development programming (III, 17), as well as action-oriented research (III, 18)

<sup>15</sup> This builds particularly on references in Section III on cooperation and coordination (paras 1, 2, 5, 6)

#### Section IV. Follow up

- **Continued discussion on small arms and development linkages:** Ways should be found to establish and strengthen best practices, cooperation, partnerships and linkages on small arms and development, potentially through intersessional meetings or similar. This may lead to the development of best practice guidelines in this area.<sup>16</sup>
- **Ensuring input from and learning across relevant organisations:** Invite representatives of the Department for Peacekeeping Operations and the Peacebuilding Commission (to be established) to future UN small arms meetings, including intersessional meetings, to contribute to discussions on effective DDR, collection, safe storage and disposal, as well as national SALW controls for long term peacebuilding.<sup>17</sup>
- **A review of development and small arms linkages:** Make a request to the Secretary-General of the United Nations, through the Department for Disarmament Affairs, to address the institutional divide between the small arms and development fields of expertise and operations by commissioning a high level report on the links between small arms and development, in search of ways to expand, strengthen and ensure the implementation of the PoA.<sup>18</sup>
- **Developing stronger institutional links:** Appoint a Special Rapporteur or Representative on small arms and development to explore options for work across UN and other institutions to give recommendations for concrete action in a variety of fora.<sup>19</sup>

---

<sup>16</sup> This builds on all references to development in the PoA, as well as preamble paras 22a), b) and d).

<sup>17</sup> This builds particularly on GA resolution 60/68 1c) and World Summit Declaration on the role of the Peacebuilding Commission.

<sup>18</sup> This builds particularly on the commitment to mobilize political will throughout the international community (preamble para 22c) and the multifaceted nature of the problem (preamble para 15).

<sup>19</sup> This builds particularly on the commitment to mobilize political will throughout the international community (preamble para 22c) and the multifaceted nature of the problem (preamble para 15).

### **Appendix 3: Support for Attention to Demand Development Issues at the Review Conference**

#### **a) Regional groups, states, offices, agencies and NGOs whose statements included support for attention to demand or development issues at the Review Conference**

**Regional Organizations:** African Union (Nigeria), European Union (Austria), OSCE, Pacific Islands Forum, RECSA, East Africa Community, Human Security Network.

**States:** Andorra, Angola, Armenia, Australia, Bangladesh, Benin, Brazil, Burundi, Cambodia, Canada, Central African Republic, China, Congo, Costa Rica, Croatia, Cuba, Democratic Republic of Congo, Egypt, El Salvador, Fiji, Gabon, Haiti, Holy See, Iceland, Iraq, Jamaica, Japan, Kenya, Lesotho, Liberia, Liechtenstein, Macedonia, Mexico, Moldova, Mozambique, Netherlands, New Zealand, Nigeria, Norway, Pakistan, Panama, Papua New Guinea, Peru, Philippines, Samoa, Senegal, Sierra Leone, Slovenia, Solomon Islands, Sri Lanka, Sudan, Switzerland, Tanzania, Uganda, UK.

**Offices, Agencies and NGOs:** ICRC, IPU, UNDP, UNICEF, UNIDIR, UNODC, WHO, IANSA, President of the General Assembly, Chair of the Conference Thematic Session.

#### **b) Selected References to Demand Issues at the UN Review Conference**

##### ***Statement to the Review Conference by Julius Arile Lomerinyang, the Million Faces Campaign, Kenya, a Member of IANSA:***

In my area, West Pokot, in the Rift Valley, illegal firearms are easily available, and these arms are highly destructive. I know, because I had an AK-47. I have raided for livestock. I can tell you that when a young warrior gets hold of a firearm, he thinks of no other means of livelihood, apart from violence.

I have seen many of my friends die this way. There are better alternatives. That's what I am here at the United Nations to tell you. I traded in my AK47 in 2004 in exchange for an athletic training kit. I am being trained to engage in professional athletics and this is so much better.

##### ***Statement to the Review Conference by the President of the United Nations General Assembly Jan Eliasson:***

The mere availability of weapons, in itself, does not necessarily lead to armed conflict. It is a combination of factors, often associated with political tensions and low levels of social and economic development, which foster the demand for and use of illicit weapons. Thus a vicious cycle of misery and insecurity is created.

While we implement measures to choke the sources of illicit small arms and light weapons, we must deepen our understanding of the links between the illicit trade in small arms and light weapons and development, as well as the factors that fuel the demand for such weapons. We need to explore ways to adopt a more integrated approach in addressing the issues of the illicit trade in small arms and light weapons in all its aspects, as called for in General Assembly resolutions.

##### ***Statement to the Review Conference by Austria on behalf of the European Union:***

The European Union is convinced that assistance to countries affected by armed violence should be provided as an integrated part of development strategies....Given the close link between security and development, the conference should call on Member States that require assistance to increase their capacity to control small arms and reduce armed violence and to address these issues within their poverty reduction planning processes. The conference may also take note of the "Geneva Declaration on Armed Violence and Development" . . . and clearly spells out the linkages between armed violence and development.

The EU believes that Member States should mainstream action to eliminate illicit SALW and to integrate armed violence prevention programmes in plans and strategies related to security, development and poverty reduction. In this regard, we are pleased with the text contained in the draft outcome document as many donor countries need such references in order to be able to provide substantial

assistance. By making more resources available to affected Member States mainstreaming action on illicit SALW will certainly improve the implementation of the Programme of Action.

***Statement to the Review Conference by Armenia:***

Development being an integral part of the security architecture, they can be considered as part of both development and humanitarian /post-conflict recovery agendas of the countries concerned, and efforts to provide assistance to that end could be highly rewarded.

***Statement to the Review Conference by Australia:***

We also provide assistance to regional countries to address small arms and light weapons proliferation concerns.... Australian overseas aid assistance has been active in supporting post-conflict reconstruction both in the region, including Bougainville, Cambodia, Timor Leste, Papua New Guinea, the Philippines, the Solomon Islands, and further afield in Burundi, Rwanda and Sudan. Australia is also supporting the Regional Policing Initiative, in cooperation with New Zealand, Fiji and the University of the South Pacific. An innovative 5-year commitment, the aim of this initiative is to contribute to a safer, more secure and more stable region through improving basic policing skills through training and other practical assistance.

But recent events, including the renewed disturbances in Timor Leste and the Solomon Islands, clearly demonstrate that, despite the considerable achievements which we have made both collectively and individually since the PoA was agreed in 2001, much more remains to be done, particularly with regard to capacity-building. Those events underline the importance of effective and sustainable 'disarmament, demobilization and reintegration' and security sector reform, including the vital component of providing alternate livelihoods for former combatants and discharged members of military and police forces . Other key elements we are working on include stockpile security and management, and sustainable peace-building.

***Statement to the Review Conference by Canada:***

In addition to matters related to the 'supply' of small arms and light weapons, it is important to identify factors that lead to the demand for such weapons for illicit purposes. It is equally important to support initiatives that will effectively address the demand for small arms within the broader national and international .political, social, economic, and cultural contexts.

Since young men continue to be the main perpetrators and victims of gun violence, our analysis should include gender considerations. It is also critically important that we meet the physical and psychological needs of the survivors of armed violence, and ensure that they are reintegrated into their societies as full, productive members.

Where appropriate, small arms and light weapons programming should be mainstreamed into the national development plans and strategies of developing countries and the international development community, including the World Bank, Regional Development Banks, relevant UN agencies, Official Development Assistance agencies and development NGOs .

***Statement to the Review Conference by China:***

[A]comprehensive approach should be adopted to address both the symptoms and underlying causes. Poverty and social instability is the breeding ground of the illicit SALW. The international community should take effective measures to help countries concerned to eradicate poverty and develop economy, so as to create favourable conditions for fundamentally resolving the issue of the illicit trade in SALW.

***Statement to the Review Conference by Cuba:***

In order to attain the eradication of illicit trade of small arms and light weapons in the short and medium term, we need to confront the causes generating it. When we notice that international efforts have been basically aimed at confronting the signs of this phenomenon in developing countries rather than in fighting its deepest and determining causes, such as growing poverty, underdevelopment, lack of opportunities for all, namely, the existing international order, the main responsible element in perpetuating the vicious circle of exclusion and inequality, we have to be concerned.

***Statement to the Review Conference by Egypt:***

[E]lements of importance to enhance national, regional, and international efforts towards full implementation of the POA:

The importance of strengthening the legal framework and political efforts for the settlement of disputes and to enhance the principles of justice and equality in addressing such disputes, and their settlement based on the respect for International Law and the principles and purposes enshrined in the Charter of the United Nations, including respect for the sovereignty of states and their territorial integrity and the right to self-defense, as well as the right to self-determination, in particular of peoples under foreign occupation.

[T]he importance of achieving coordination among the Peace-building Commission, the General Assembly and ECOSOC to address the adverse economic and social conditions that lead to reemergence of conflicts.

To enhance the implementation of commitments by the developed countries and international financial institutions to provide assistance to developing countries in achieving their development goals, thus eliminating the causes of conflicts and reducing the demand for the illicit trade in small arms and light weapons as reflected in the POA with regard to the effects of poverty and under development on the illicit trade.

***Statement to the Review Conference by Fiji:***

Regional disarmament, demobilization and reintegration (DDR) projects have used short-term amnesties with strong penalties to facilitate weapons collection. Swift disarmament and demobilization combined with community based initiatives such as the Weapons Free Village program in the Solomon Islands have revived public confidence in affected areas and reduced the potential for further armed conflict. Demobilization and reintegration of ex combatants and armed civilians including through income generating activities and development strategies has been essential for longer term peace building. We see security sector reform SSR as a necessary complement to DDR. There is an evident need for further external assistance to help ensure the success of DDR/SSR programs.

***Statement to the Review Conference by the Holy See:***

[M]y delegation is pleased to note the number of interventions . . . on the need to address not only the easy availability of arms, but also the demand for arms, an evident requirement if states sincerely wish to avoid the diversion of small arms and light weapons towards the illegal market. If we think of the human cost of small arms and light weapons, and the links, sometimes subtle, sometimes evident, between them and the slow progress in sustainable development, actions aimed at reducing the demand for small arms and light weapons surely merit much greater attention. Working to address demand will require solid research on the dynamics of conflicts, crime and violence. With the 2006 Review Conference, states should grasp the opportunity to acknowledge the links between disarmament, development and humanitarian concerns, and commit themselves to strategies and programmes to reduce the demand for arms and armed violence.

The Holy See attaches great importance to the special needs of children affected by armed conflicts, their reunification with their family, their reintegration into society and their appropriate rehabilitation. Provisions for disarmament, demobilization and reintegration already pay attention to the needs of child soldiers; this could be extended beyond peace accords, where it is already common, and considered for insertion in peacekeeping and peace-building projects, as well as in development programmes, using a community-based approach.

***Statement to the Review Conference by Iraq:***

The national and regional strategies to combat poverty would ensure an active implementation of the United Nations programme of action to combat the illicit trade in small arms and light weapons. Reference should be made to this trade in the plans of action aimed at improving the societies' infrastructure. The link between this trade in small arms and the illicit use of natural resources in conflict areas should also be addressed.

***Statement to the Review Conference by Jamaica:***

There have been overwhelming costs to our national health sector due to the effects of the use of small arms. Not only does the treatment of victims divert resources from infrastructural projects, social amenities, educational projects and other health care needs, but the psychological effects of crime and

violence on families and communities has attendant consequences on the development of many states, particularly small ones.

In addition, gun violence weakens the rule of law, threatens governance and prevents the delivery of social assistance to vulnerable groups.

There is need to pay greater attention to the needs of our women and children, who have been the most affected by gun violence. At the same time, equal if not more attention needs to be paid to young men who in most cases are often both the victims and perpetrators of violence through the use of small arms. There is need in this connection to pursue the strengthening of national and regional programmes that address youth crime. More attention needs to be paid to the development of crime prevention programmes so as to reach out to this group as well as to provide more outlets for more positive and productive activity.

***Statement to the Review Conference by Japan:***

[W]e will also give closer attention to individuals and local communities affected by conflict. In conflicts where small arms are employed, many people, including child soldiers and women, as well as communities suffer adversely. Even post conflict, the illicit circulation of small arms still poses a residual threat to individuals. To ensure human security, Japan will support their efforts in the collection of illicit weapons as well as the smooth reintegration of demobilized soldiers and assistance to their families and communities.

[Moreover, deepening our knowledge of demand factors by addressing such fundamental questions as “why do people possess weapons illicitly,” would be valuable for formulating more effective projects.

[I]n the first half of next year we will hold a Tokyo Workshop focusing on international assistance, including best practices of small arms projects and demand factors, as a follow-up to the discussions at this conference.

***Statement to the Review Conference by Kenya:***

Over the last five years, States, International and Civil Society Organizations have carried out a number of studies. The link between small arms related violence and development is incontrovertible. The Geneva Declaration on Armed Violence and Development, agreed upon on 7 June 2006 provided a road map on the manner in which small arms issues can be integrated into National Development Plans. I would also wish to acknowledge efforts towards this end through the International Conference on The Great Lakes Process.

***Statement to the Review Conference by Liberia:***

Liberia is...undertaking a number of novel programs such as the "Arms for Development" being implemented by the United Nations Development Program with the support of friendly governments like Japan and others all aimed at using balanced development initiatives to promote and consolidate peace in local communities....

Liberia believes, from experience, that our newly won peace can only be consolidated and peace dividends gained when we do what we are doing including the promotion and implementation of the UNPOA. Among what we expect to gain and for which we solicit international support and cooperation are:

1. The creation of jobs and more jobs for our restless young population among whom is the unacceptably high rate of unemployment which provides a ready source of followers of charlatans or demagogues who could once again exploit legitimate grievances to pursue selfish aims through war.
2. Creation of easy access to adequate educational opportunities.
3. The building of other socio-economic facilities aid programs including support to the ongoing efforts by the new Government to provide functioning central reliable public electricity, water and sewer systems aid roads as well as encourage agricultural programs.

***Statement to the Review Conference by Macedonia:***

The Republic of Macedonia firmly believes that more must be done to stop armed violence and intimidation. In this context, Macedonia strongly supports the Geneva Declaration on Armed Violence and Development. We consider the Geneva Summit as an important step to develop measures that reduce the negative impact of armed violence in the world for the benefit of sustainable development....

Macedonia is implementing initiatives to reduce the demand for weapons at local level through nation wide public awareness campaigns and a safer community component. Municipalities in close cooperation with the local police design safer community plans to address the root causes for the use and demand for weapons. The approach has been successful, since the pilot communities where the projects were implemented showed [a] 70% crime rate reduction.

***Statement to the Review Conference by the Netherlands:***

Putting the Programme of Action truly into effect requires a structured approach. It means that national plans on reducing illicit small arms and armed violence must be part of an articulated broader vision on a nation's future development. Last year, in its Resolution 60/68, the international community acknowledged this. It called for developing, where appropriate, comprehensive small arms and armed violence prevention programmes that are integrated into national development strategies, including poverty reduction strategies. Also, the OECD decided that contribution towards curbing small arms proliferation may be classified as official development aid. Combined, all Member States now have the opportunity to put the holistic vision of last year's Summit Outcome into practice. When measures to tackle illicit arms availability are embedded in broader frameworks, donors will much better be able to provide additional funds for such programmes. This is crucial for enhancing of the Programme of Action.

***Statement to the Review Conference by Norway:***

[W]e must address the demand for small arms. Our approach to the complex problem of illicit small arms must be an integrated and comprehensive one. Last year's UN World Summit underlined the relationship between security and development. I am convinced that we will never be able to stop the flow of illicit weapons as long as we only focus on the supply. Today, we know more about the complex relationships between the demand for small arms and poverty, insecurity, injustice and the abuse of natural resources. We know that development approaches can reduce the availability and misuse of weapons, and improve human security. We also know more about the different ways violence caused by illicit arms affects women and men, and we see that measures must be adapted to gender to be effective. Norway strongly advocates better integration of efforts to fight armed violence into programmes for development, peacebuilding and reform of the security sector. This Conference should agree on common objectives and actions that can guide our cooperation in this respect.

***Statement to the Review Conference by Pakistan:***

Challenges also persist among States in the approach and modus operandi of combating the illicit trade in SALW. As we have stated before, the entire debate and policy prescriptions by many continue to be dominated by a supply perspective. The Conference would do well to pay equal attention and action to address the demand factors, particularly the existence of wars and conflicts. In our view, as long as conflicts and disputes fester, and solutions to them are not found, the demand for weapons will remain strong....

***Statement to the Review Conference by Papua New Guinea:***

In furthering the efforts of the PoA, Papua New Guinea has recently participated in a Ministerial Summit on Armed Violence and Development in Geneva. I am pleased to announce that Papua New Guinea endorsed the Geneva Declaration on Armed Violence and Development....

The Guns Control Committee [in our country] consulted and traveled widely to develop a strategy to control SALW and reduce violence and then developed a plan of action. The objectives of the National Strategy [include one to]: Restore law and order, foster community empowerment and support opportunities for lawful, sustainable livelihoods in the communities most affected by violence.

***Statement to the Review Conference by the Philippines:***

The success of implementing the PoA will not be judged simply by the amount of weapons destroyed or by the number of regulations passed, but, more important, by widespread inculcation of a culture of peace among the general population and aversion to the illicit trade in small arms and light weapons as well as the culture of violence associated with it. Following the mandate of the World Leaders to foster a culture of peace through the different initiatives on dialogue among cultures and civilizations . . . we can further operationalize the "battle for the hearts and minds" of the people by ensuring that more education and public awareness projects and other related activities are undertaken in the future on this issue.

Civil society plays an important role in the promotion of a culture of peace. The role of civil society itself has been recognized in several provisions of the PoA. We should continue to engage the assistance and cooperation of civil society, whose members look at this issue through the prism of humanitarian considerations. . . . The Philippines, in particular, recognizes the role of faith communities and interfaith cooperation in the implementation of the PoA. We also recommend measures to promote interfaith dialogue so that the different faith communities would adopt a coherent and unified stand on this issue. The Tripartite Forum on Interfaith Cooperation for Peace, participated in by 50 governments, 15 UN agencies and 110 religious NGOs accredited with the UN can be called upon to extend its support in this regard.

***Statement to the Review Conference by Sierra Leone:***

We see the principal objective of the UN Programme of Action on the illicit trade in small arms and light weapons in the context of the objectives of our Poverty Reduction Strategy Paper (PRSP). In other words, we recognize the linkage between the excessive accumulation and misuse of arms (especially illicit arms) and human security in all its aspects. We also recognize the linkage between the UN Programme of Action and our efforts to achieve the Millennium Development Goals (MDGs). Following the successful Community Arms Collection and Destruction (CACD) initiative conducted under the auspices of the Sierra Leone Police Force, we have the ongoing UNDP-sponsored Arms for Development Programme which has succeeded in completely disarming forty (40) of the country's 149 Chiefdoms through voluntary exchange of arms for community development projects.

***Statement to the Review Conference by Solomon Islands:***

My delegation agrees with the argument that development and security are both different sides on the same coin. Issues of development, in particular economic development, if not given enough attention, could see countries emerging from conflict, slip back into an insecure and uncertain future. A large portion of Solomon Islands populations are youths. The youthful population remains the strength of Solomon Islands future, however, should the country fail or lag behind in investing and providing opportunities for them, the threat of instability will be like a time bomb, waiting to explode. In this regards Solomon Islands has placed emphasis on rural development in an effort to see a wider and active participation of its population of which 85% resides including youths in the rural areas....

Against this dark experience, my delegation pays more attention [to] examining preventive measures. At international level, Solomon Islands wish to note the valuable role of UNDP in integrating former militants back into the communities, and sincerely believe that the recently established Peace Building Commission should carry out a stock take of all threats occurring in post conflict countries, and provide advisory support where necessary. Solomon Islands further would like to acknowledge the proactive role of United Nation Capital Development Fund (UNCDF) jointly with UNDP to support strengthening governance at provincial level....

***Statement to the Review Conference by Switzerland:***

The United Nations Development Programme and Switzerland took the initiative of calling a ministerial summit on armed violence and development which was held in Geneva on 7 June. At the end of the summit, a Geneva Declaration on Armed Violence and Development was adopted by the 42 States present. On behalf of these 42 States, we submitted to you the Declaration of Geneva. . . .In our view, the main priorities are as follows:

- to integrate armed violence reduction and conflict prevention programmes into national, regional and international development frameworks as well as into humanitarian assistance, emergency, and crisis management initiatives ;
- to make available the funds necessary for this purpose ;
- to plan for follow-up mechanisms on this subject, which need to be implemented

***Statement to the Review Conference by Tanzania:***

We . . .believe that it would be more productive if the issues relating with Small Arms and Light Weapons would be included in the development agenda and national development strategies, so that development partners can devote more resources in the implementation of UN Programme of Action at all levels.

***Statement to the Review Conference by Uganda:***

The second issue that calls for resolute action by the Review Conference is the interrelationship between the PoA and development, poverty reduction and humanitarian assistance. My delegation calls for emphasis by the Review Conference, of the importance of the interrelationship between the PoA and development, poverty reduction and humanitarian assistance; and for appropriate and effective integration of national SALW plans into national poverty reduction and development plans, and national security strategies.

In Uganda an effort has been made to integrate the SALW national action plan into the national development plan. The Poverty Eradication Action Plan (PEAP), which is the principle guide to all GoU development activities, highlights the importance of a secure environment for the achievement of recovery and development. The PEAP makes reference to the National Action Plan on SALW, citing its implementation as a priority. The Karamoja Integrated Disarmament and Development Programme, features in PEAP as an example of a local community integrated programme where efforts to remove weapons from the community are linked with initiatives to address the root causes of conflict and insecurity and long-term development.

***Statement to the Review Conference by Slovenia on behalf of the Human Security Network:***

How we approach this issue is critically important. Clearly it is a multi-faceted problem, which should be addressed both as a discrete area of humanitarian activity and as an integral element of broader efforts in conflict prevention and resolution, post-conflict stabilization and longer term development.

These linkages were clearly noted in the World Summit Outcome Document, in which States reaffirm commitment to implementing the Programme of Action and recognize that "development, peace, security, and human rights are interlinked and mutually reinforcing."

Small arms and light weapons pose a particular threat to children, millions of whom have been killed or injured by small arms and light weapons. They are victimized in other ways as well. As many as 300,000 children still participate in armed conflicts around the world as child soldiers. For this reason, we particularly support the references to child protection and to Security Council resolution 1612 in the draft final document and urge States to consider including child advocates on their national small arms commissions.

It is also appropriate to acknowledge and reaffirm the importance of gender dimensions in implementing the Programme of Action. We know, for example, that young men are both the main victims and perpetrators of armed violence, and that women can and have contributed immensely to conflict prevention and resolution. We also know that the diverse needs of women and men must be considered when designing and delivering disarmament, demobilization and reintegration programmes, if they are to achieve maximum impact....

I would like to express strong support of the members of the Human Security Network to the parts of the draft final document that are related to the negative humanitarian and development impact of illicit trade in small arms and light weapons. To us, these references form the essential basis for increased practical cooperation under the Programme of Action, to be elaborated in the follow-up section of the Final Document.

Members of the Human Security Network would also like to reiterate the practical commitments aimed at reducing the negative impact of armed violence on sustainable development, contained in the Geneva Declaration on Armed Violence and Development adopted at the Geneva Summit on 7 June.

***Statement to the Review Conference by the Inter-Parliamentary Union:***

The IPU recommends that parliaments in countries engaged in disarmament, demobilization, reintegration and rehabilitation (DDRR) programmes encourage their governments to prioritize "weapons in exchange for development" schemes to provide community-based incentives for the voluntary surrender of illicitly held firearms. The IPU also stresses the need to incorporate a gender perspective in DDRR and peace-building strategies and activities.

...The IPU recommends that parliaments work together with civil society, including NGOs, to prevent the outbreak of conflict and to resolve social and economic problems underpinning armed conflict, including efforts to fight poverty, social exclusion, trafficking in human beings, trafficking in drugs, organized crime, terrorism and racism.

***Statement to the Review Conference by UNDP:***

In all of our work UNDP's primary concern is to help countries find effective solutions to reducing armed violence, while at the same time providing people and communities with alternative livelihoods and the chance to be free from fear and from want. Our work includes a focus on the supply and availability of small arms and light weapons, the impact of weapons-related violence and the demand factors that prompt people to acquire these weapons.

Based on our experience, it is clear that we will never be able to effectively prevent, combat and eradicate the illicit trade in small arms and light weapons without addressing supply, impact and demand at the same time. The multidimensional nature of the small arms issue and the factors driving the illicit trade in small arms require a comprehensive response....

Although the Programme of Action makes limited references to the development dimensions of the small arms issue, the new global consensus on the links between armed violence and development means that the new outcome document of this review conference should contain commitments that more fully reflect this new consensus – i.e., that the further implementation of the Programme of Action will only be achieved through a comprehensive, development-oriented approach.

***Statement to the Review Conference by UNICEF:***

[P]oints that UNICEF feels are central to this Review Conference's outcome....

- Ensure that all Disarmament, Demobilization and Reintegration programmes pay attention to the specific needs of children. This includes girls who have been taken into armed groups to serve as sex slaves and girls and boys who may not be forced to use small arms but are obliged to serve as cooks and messengers.
- Surveillance relating to child injuries and death due to small arms should be initiated to promote actions aimed at violence prevention and rehabilitation of child victims.
- Governments, civil society and other stakeholders should promote a culture of peace, including peace education and other approaches to conflict prevention and resolution.
- An integrated approach, recognizing both the demand and supply sides of the equation, should be developed.

***Statement to the Review Conference by UNIDIR:***

Research funded by the European Union and the United Kingdom on European action on small arms and light weapons has illustrated the need for a comprehensive approach that requires the integration of the issue into development and humanitarian assistance, not just security matters. This has to be done at all levels, including into political structures for an enhanced impact on the ground.

***Statement to the Review Conference by the World Health Organization:***

The WHO's World Report on violence and health summarized the evidence base for effective violence prevention and showed unequivocally that preventing armed violence requires multisectoral collaboration between experts in diplomacy and development, justice and public health, human rights and education.

Last year at the second Biennial Meeting of States the World Health Organization asserted that we effectively have two choices before us. One way is to continue much as we have done, limiting the focus of this process to the largely normative and legal frameworks that deal with the supply of small arms. The other is to more fully leverage the available resources, competencies, and capacities relevant to the issue by developing a coherent and comprehensive response to the call in the Programme of Action to simultaneously address the demand for small arms.

There is a very real human cost to limiting ourselves to the first path. Without sound interventions to prevent armed violence the projected future for people living in some violent communities across the world looks particularly grim.

***Concluding Statement by Ambassador Pasi Patokallio Co-Chair of the thematic debate on progress and problems in the implementation of the Programme of Action with specific emphasis on international cooperation and assistance and best practices of SALW projects:***

I detected a remarkable convergence of views between recipients and donors on a number of lessons learned with respect to best practices and international cooperation:

- There is a need for an integrated approach to small arms problems within the context of efforts to improve security and socio-economic development....

We will be able to move forward if we build on the broad understanding of the complexity - all aspects - of the small arms issue as expressed in the Programme of Action and subsequent implementation in the field. That broad understanding acknowledges the interdependence of small arms misuse, development and respect for human rights, and seeks to put in place practical measures that reflect that triangle of interdependence.

***Speech to the Thematic Session by Yasumitsu Kida, Project Manager for the Japan Assistance Team for Small Arms Management in Cambodia:***

Why do people in post-conflict countries want to keep their SALW? While the situation is improving thanks to the efforts made by the Government of Cambodia as well as by donors, deepening our knowledge of demand factors by addressing this fundamental question would be valuable for formulating more effective projects. We have identified three major factors from our experience in Cambodia. First, people try to protect their families from dangers on their own due to the sense of insecurity. Second, the long conflict may have undermined a “Culture of Peace.” Finally, in Cambodia, some people still believe that SALW have economic value and expect to receive other goods or services in exchange for turning them [in].

[Our] first project is the Weapons Reduction and Development for Peace (WDP) Project, in which JSAC encourages civilians to voluntarily surrender SALW through educational workshops and offers development projects to communities which have surrendered weapons. In addition, JSAC supports local police capacity by providing necessary training and materials in order to improve public security and residents’ confidence in the relevant authorities.

***Recommendations presented at the Review Conference by Pacific Islands Forum:***

The success of the Regional Assistance Mission to Solomon Islands (RAMSI) demonstrates how integrated efforts to improve governance, for example in the area of justice, law and order, as well as efforts to reduce the availability of SALW, can impact demand for weapons. Community-based initiatives focused on reconciliation and confidence-building have made positive contributions in reshaping perceptions of the need for weapons. Broader development efforts will address some of the underlying factors that influence demand, such as poverty and unemployment. The Review Conference should:

- Acknowledge the importance of good governance, particularly in law, order and justice, in reducing the demand for SALW.
- Encourage the [UN] Peacebuilding Commission to take into account effects on SALW demand and supply of post-conflict reconstruction plans.
- Affirm the role of civil society at the international, regional and local levels in addressing the demand for SALW.