

Report of the CPCC Small Arms Working Group Meeting

**March 27th to 28th, 2003
Oakham House, Ryerson University, Toronto**

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The views expressed here do not necessarily reflect the views of CIDA.*

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SUMMARY

2003 is a significant year for all those working on issues related to small arms and light weapons (SALW) as it brings the first global follow-up meeting to the 2001 UN Conference in July where governments will report on their progress in implementing the Programme of Action. In the lead up to the July event, it is important for Canadian NGOs working on SALW to engage in policy dialogue with the government and to share within the network and internationally, through the IANSA network, what initiatives they have undertaken since the July 2001 UN Conference.

The meeting in March was the first of the year for the CPCC Small Arms Working Group (SAWG) and also the first in support of the Voluntary Sector Initiative project, which is funded by the Canadian International Development Agency (CIDA). The two day meeting allowed participants the opportunity to discuss issues related to the upcoming UN Review Meeting in July, Canadian government SALW policy and activities, share experiences, and plan strategically for the future role that Canadian civil society can play in raising awareness about SALW and continuing to pressure the Canadian government to uphold and strengthen its stated commitments to deal with this problem.

SAWG seeks to provide Canadian organizations and individuals working on SALW, either on policy issues here in Canada or with overseas partners in the field, with space to explore the role that civil society can play in developing government commitment to implementation of the Programme of Action. As the Programme of Action specifically mentions the role that civil society can play in helping to solve the problems caused by SALW and light weapons, and commits governments to cooperate with NGOs working on this issue there will also be a session for Canadian NGOs to report on their SALW activities. If you wish to take part in this session and share your work experiences/expertise, or that of partner organization(s) with the group, please be sure to indicate that on the registration form.

The main objectives of the meeting included:

- Facilitating connections between SAWG members and interested individuals and organizations from the civil society community – peace and disarmament organizations, NGOs, faith-based groups, academics;
- An opportunity to share experiences and explore ways to build support amongst likeminded individuals and organizations working on SALW issues;
- Advancing the understanding of a wide range of humanitarian and arms control issues and policy related to SALW;
- Communicating the process leading up to the UN Review Meeting;
- Discussing how to expand and make more effective the engagement of the Canadian public.

The event was organized over two days with representatives from a wide variety of civil society organizations in attendance. Diverse perspectives were put forward further reinforcing the fact that SALW is a multi-faceted problem that requires a variety of responses to meet the challenge it poses.

On Thursday morning, a series of workshops provided participants with the opportunity to develop a more in-depth understanding about a variety of issues related to the humanitarian and arms control issues: Neil Arya, Physicians for Global Survival, Public Health; Ken Epps, Arms Trade Treaty Steering Committee; Kathy Vandergrift, World Vision Canada, Children and SALW. In the afternoon, Wendy Cukier, Coalition for Gun Control, led a session on Gender and SALW.

The nature of the SALW issue means that a number of different approaches to dealing with the problem can and are being addressed. These workshops, raised awareness about some of the avenues for members should they wish to become more involved.

On day two, Edward Laurance from the Monterrey Institute of International Studies made a presentation, which included an overview of the SALW problem, and work that is being undertaken in various parts of the world by a variety of actors - governments, regional organizations, NGOs – and, which also highlighted the policy challenges and opportunities facing civil society particularly stressing the need for norm development around this issue. His paper, 'Making Global Public Policy: The Case of SALW and Light Weapons', was used as the background document and can be accessed at <http://www.smallarmssurvey.org/OPapers/OPaper7UNConference.pdf>.

In the second session, participants were asked to share what they had been working on over the past year, and a number offered their insights. In the afternoon, Katherine Verrier-Fréchette, from the Department of Foreign Affairs, reported on activities that the government has undertaken since July 2001 in implementing the PoA, and what current plans they have in the lead up to the Review Meeting. Specifically, they will produce a comprehensive report on Canadian government SALW programme, specifically:

- a) Canadian performance related to implementation of the PoA;
- b) Current national legislative and regulatory framework;
- c) Initiatives at the national, regional and international levels;
- d) Issues linked to SALW proliferation not included in PoA.

Katherine Verrier-Fréchette discussed the report that the Canadian government was publishing on its activities since July 2001. The introduction to the report was made available, which provided some food for discussion. The full draft report should be available at the end of April.

As IDA is the government department that has been given responsible for coordinating SALW activities and acts as the National Point of Contact on SALW for Canada. Along with the report, IDA is organizing a meeting of the National Committee on SALW. This committee will be comprised of representatives from government tasked with SALW related activities. As well, two members of civil society will be invited to sit on this Committee and input into the final draft of the report. It was decided at the meeting that given the time frame, the SAWG Steering Committee would select representatives for this coming year. (*Postscript: the first meeting of the National Committee takes place on May 14th, and a short report from the meeting will be issued*).

In the final strategy session, participants drew upon the information received during the meeting to come up with some initial steps to move the process forward and seek to engage civil society and what are the policy priorities in the lead up to 2003 UN Review Meeting.

The meeting was successful in that it allowed members the opportunity to network with one another, share experiences and ideas, and raised their awareness about a variety of issues. Having members from two of the other CPCC working groups – Children and Armed Conflict and Gender and Peacebuilding – enabled an opportunity to think strategically about how SALW fits into their programming and exploring ideas for joint programming in the future. It is hoped that the momentum gained at this meeting can be maintained in the run-up to the UN Review Meeting in July, and beyond.

The meeting was organized by Lynne Griffiths-Fulton, Project Ploughshares, and Justyna Susla, SAFER-Net. Rapporteur for the meeting was Kristiana Powell, Project Ploughshares, and, David Lochhead, Coalition for Gun Control, for the Gender session. For any further information, contact Lynne Griffiths-Fulton, lgriffiths@ploughshares.ca.

SESSION 1

Welcome

Lynne Griffiths-Fulton welcomed participants and briefly outlined the format and objectives for the meeting, and introduced Steering Committee members who were present – David Lord, CPCC Executive Director, Faruq Faisal, South Asia Partnership Canada, and Wendy Cukier, Coalition for Gun Control/SAFER-Net. The remaining members of the Steering Committee, Peggy Mason, NPSIA, and Bernard Taylor, Partnership Africa Canada, were absent but had sent their well wishes; and Ernie Regehr, Project Ploughshares would be at Friday's session. She also expressed her gratitude for SAWG members who were committed to making the network a success and her hope that this meeting would create the impetus needed to improve networking among participants, raise-awareness and further understanding about SALW and each other's work, and strengthen the interest among new and old members to remain involved.

SALW and Public Health

Discussant: Neil Arya, Physicians for Global Survival

SALW are considered a public health priority in both conflict and non-conflict zones. An estimated 300,000 people die annually from injuries inflicted by firearms used in armed conflict situations. In non-conflict zones, 200,000 people are killed each year by SALW. When one considers that AIDS claims 2.6 million lives a year and tuberculosis kills another 1.6 million annually, it becomes clear that SALW, like disease, have a profound impact on public health.

The medical effects of SALW are well documented. Death and injury are the most obvious consequences and may include damage to major organs or vital structures, rupture of major vessels, shattering of bones, trauma to the brain or severing of the spinal cord. More longer-term, psychological effects including trauma and stress experienced by survivors, the families of victims, and even the perpetrators, means that rehabilitation may be required, thereby drawing on health care resources. Health care workers may not fully appreciate the indirect economic, social and environmental costs that result from levels of violence due to SALW.

Social instability makes protecting the environment essentially impossible and more often irrelevant to victim and perpetrator alike. Natural resources are destroyed in armed conflict exacerbated by SALW. The economic well being of populations is significantly affected by SALW use. These include direct medical care and rehabilitative services, the disruption of basic human services, the impacts on property values, tourism, the undermining of governance and indirect effects on investment lost growth and productivity.

In his discussion of the 'demand-side' initiatives that can be pursued, Dr. Arya identified six levels at which efforts can be concentrated: individual, inter-personal, community, society, culture, and international. Former combatants must be effectively reintegrated into society. Otherwise they are susceptible to returning to the life with 'skills' honed over the years become mercenaries, rebels or criminals. Control of SALW therefore, depends ultimately on social and political conditions that discourage their possession and use.

A whole range of peacebuilding and development imperatives exists. Awareness building and educational programmes to promote cultures of peace; international norms that stigmatize the possession of guns and programmes to provide real economic opportunities have all been postulated to reduce harm from SALW, but are more difficult subjects of study.

Specific areas where action recommendations are being identified include security sector reform, weapons collection and destruction, post-conflict re-construction and reintegration, community engagement and awareness strategies, cultural reorientation and education projects, long-term

development initiatives, government reform (transparency, accountability and effectiveness), and community-based programs to build confidence through social/economic growth and income generation.

Societal changes are sometimes necessary. Areas of failed states with poverty economic disparity, insecurity due to ineffective law enforcement will all fuel demand. Until root causes are addressed, instability will persist. Cultures where gun traditions are a rite of passage, honour killings and vendettas are accepted, where murder is allowed in defence of property must be transformed

- education and awareness-building to reverse cultures of violence and promote cultures of peace;
- creating international norms and cultural attitudes against the possession of guns
- programs to reintegrate former combatants into local society and provide real economic opportunities;
- link SALW control and collection programs specifically to development and anti-poverty measures.
- security sector reform, weapons collection and destruction, post-conflict re-construction and reintegration, community engagement and awareness strategies, cultural reorientation and education projects, long-term development initiatives, government reform (transparency, accountability and effectiveness), and community-based programs to build confidence through social/economic growth and income generation

During the discussion of initiatives at the societal level, one participant pointed to the concept of 'weapons free zones' that have been introduced in Colombia and Northern Ireland. Schools, soccer fields, and youth group meetings, for example, are declared 'weapons-free' and people are not permitted to enter if they are carrying a weapon. Not only do such zones provide a 'safe space' but they also help to change attitudes toward the acceptability of arms in society.

Another participant noted that governance structures tasked with documenting and regulating weapons availability are overwhelmed and preoccupied with addressing the 'root causes of conflict.' In this context, SALW are considered symptoms, not causes, of conflict. What is required is more information on the scope of the problem and the connection between SALW and the exacerbation of conflict as well as on the effects of successful disarmament programs.

With respect to the cultural level, one participant suggested that change is very difficult at this level. Weapons are often viewed as a rite of passage for young men. They are also used for 'traditional reasons' such as cattle rustling in the Horn of Africa and honour killings. There appears to be a correlation inasmuch as weapons are most prevalent in societies where violence is more acceptable.

At the international level, there is a need to stigmatize the possession and manufacturing of SALW. This process could be modeled on the campaign against landmines and nuclear weapons.

Discussion

Q: Are there ways to measure the psychological effect of SALW in society on public health?

R: There have been studies undertaken to measure fear. In addition, the United Nations' definition of human rights includes 'freedom from fear' as a basic human right, suggesting, therefore, there is international recognition of the importance of feeling secure. Moreover, there has recently been increased attention paid to post-traumatic stress disorder.

Comment: It is possible to make measurable gains at the local level but these will not be sustainable if changes do not also occur at the macro-level.

Comment: It is also worth exploring the link between SALW and specific public health issues such as AIDS, Internally Displaced Persons (IDPs), effects on infrastructure, and access to food.

Comment: It is important to emphasize the human costs of SALW. People do live in fear. Parents have changed where their children sleep to protect them from drive-by shootings or Molotov cocktails. When they hear gunshots, they run to the basement.

There was agreement that there were many issues that still needed to be looked at more carefully to see the links between various health issues and the availability and misuse of SALW. Doing so would help to put the issue in a more traditional development framework which would be useful in terms of getting more organizations involved. For more information Neil Arya may be contacted at narya@mc1adm.uwaterloo.ca. and see the Physicians for Global Survival website at <http://www.pgs.ca>

Arms Trade Treaty

Discussant: Ken Epps, Arms Trade Treaty Steering Committee

The Framework Convention on International Arms Transfers (commonly known as the “Arms Trade Treaty”) is a proposed binding international agreement to prohibit irresponsible weapons transfers in accordance with states’ obligations under international law. Transfers that would be considered under the parameters of the Arms Trade Treaty are those which would include human rights violations, genocide, crimes against humanity, war crimes, threats to peace, breaches of peace, acts of aggression and interference in the internal affairs of another state.

The Programme of Action of the 2001 UN Conference on SALW calls on states to assess applications for the export of SALW using regulations, which “are consistent with States’ existing responsibilities under relevant international law.” The efforts to draft an Arms Trade Treaty rely on a “building block” approach including, among other elements, the development of relevant regional agreements, which would add to the momentum towards an international treaty. The core principles and mechanisms relating to international transfers articulated in the Arms Trade Treaty can be supplemented with more detailed and technical measures, including restrictions on brokers.

While national and regional systems of control remain the primary safeguards against irresponsible transfers, international codes also play a key role in developing core, common, minimum standards. International codes serve to prevent irresponsible weapons sales turned down from one supplier from being picked up by another. They could also:

- provide a tool to press for change on the ground
- foster a culture of compliance by creating a permanent legal connection between arms and abuses
- bring standards into line with existing responsibilities under international law.

At present, states do have obligations under existing international law but they do not always comply with these obligations.

What can we do? Governments have the responsibility to ensure that all arms transfers are authorized and that each application for a transfer is appropriately reviewed. More than half of Canada’s weapons exports are to the US and these do not have to be authorized. We should push the Government to tighten its restrictions. We can also pressure governments to make sure that transfers are not directly violating international law. Finally, governments must be pressured to ensure that weapons are not used illegally.

The following projects must be undertaken:

- We're going to need to do more **research** to develop an irrefutable body of evidence of when, where, how state authorized weapons transfers have contributed to such human suffering.
- We're going to need to do work in **regions** to build national and regional systems of effective arms control and restraint, and to build consensus and momentum towards an international agreement.
- We're going to need a strong and simple **popular message** (like 'no arms for atrocities') to make it comprehensible to everyone, and that allows people to make the connection, in a direct and compelling way, between the unregulated trade in weapons and the violence in their communities or on their television screens.
- And, equally importantly, we're going to need a **steering mechanism** for the campaign, which is open, transparent, and inclusive of a broad cross section of regional and thematic representation.

Discussion:

Q: What have been the reactions from governments?

R: There has been some positive reactions and support from governments, including Canada, Costa Rica, and some European countries because of the EU code. Consider, as well, the UK's support for the Lancaster House conference. A UK hosted conference on 'Strengthening Export Controls on SALW and Light Weapons (SALW)', considered how to implement the commitments and take forward the work laid out in Programme of Action. Participants *agreed* to work together on measures to strengthen and enforce controls on arms transfers. For Chairman's summary see: http://www.smallarmssurvey.org/source_documents/Regional%20fora/Other%20fora/Lancaster%20House%20Jan%20202003.pdf

Comment: We need to also take into consideration mechanisms to regulate products exported for torture. Amnesty International has done a great deal of work on this issue.

Comment: American members of the steering committee suggest that there is no longer much interest on this issue within the American government. Developments have stalled.

R: The volume of legal transfers decreased in the 1990s. Transfers peaked in the late 1980s to \$ 80 billion/ year. They are now estimated at \$ 25 billion. However, this may change.

Comment: The CPCC is getting involved with the European Centre for Conflict Prevention, which is working in collaboration with Latin American organizations. There will be room there to work with the OAS.

Q: What mechanism will be used stop "irresponsible transfers"? The determination of what constitutes an irresponsible transfer will inevitably be a political decision. Can a legal instrument handle it?

R: What constitutes an "irresponsible transfer" will essentially be an interpretation of international law. It is possible to make use of existing obligations, such as those governing human rights violations. The main advantage of the ATT (Framework Convention) is that it is an international rather than regional agreement. In addition, it is basically building on the experience of the UN code and bringing us closer to an international treaty.

Q: Is it more politically attractive to build on an old treaty or to create a new one?

R: We are still waiting to find out.

Q: The underlying principles have been established and are recognized but they are not yet customary law. What happens in the 'interim period'?

R: During the 'interim period' there will be interpretive questions. Civil society will play an important role in monitoring and impelling compliance. However, the European code is developing rapidly. It is possible that the 'interim period' will be shorter than we are anticipating.

Those interested in finding out more or becoming involved in this work can contact Ken Epps at Project Ploughshares: kepps@ploughshares.ca and see <http://www.armslaw.org>.

Children and SALW

Discussant: Kathy Vandergrift

Canada is developing a National Action Plan for Children to implement commitments made at the UN Special Session for Children. Based on the UN Special Session on Children and the document, *A World Fit for Children*, National Action Plans are supposed to contain specific, time-bound, measurable goals and targets, covering both domestic and international agendas.

(<http://www.unicef.org/specialsession>)

Security issues are included in *A World Fit for Children* under the theme of “Protecting against abuse, exploitation and violence.” National implementation of the section on “General Protection” would be a significant contribution to demand-reduction strategies on the SALW agenda. In addition, the section on children and armed conflict contains the following specific reference:

“Curb the illicit flow of SALW and light weapons and protect children from landmines, unexploded ordnances and other war material that victimize them and provide assistance to victimized children during and after armed conflict.”

(*A World Fit for Children*, paragraph 44.26)

Security Council resolution 1460, the most recent resolution covering Children and Armed Conflict, has the potential to bridge the gap from general, hortatory injunctions to more specific measures. It urges action to implement the SALW Action Plan in general. It also calls for attention to this issue in relation to the specific countries included in this year’s report by the Secretary General, which includes two lists, depending on a narrow or wide interpretation of the previous resolution 1379. The “short-list” of countries, for which specific action needs to be taken by the Security Council, includes: Afghanistan, Burundi, DRC, Liberia, and Somalia. A longer list includes: Colombia, Myanmar, Nepal, Philippines, Sudan, Uganda, and Sri Lanka. The next report must be submitted by October 31, 2003.

At the “International Conference on War-Affected Children” held in Winnipeg in 2000, children identified as their second priority the need to “stop selling guns to people who kill children.” The children adopted a slogan to articulate their position: “No arms for SALW.”

Children are still treated as a ‘soft’ issue, whereas arms are treated as a ‘hard’ issue. Consequently, the convergence between these issues is often overlooked. In general, children’s advocacy groups have not engaged the SALW issue. In situations where the relationship between children and SALW is considered, the focus tends to be on child soldiers. While a very important issue, child soldiers are only a one part of the problem. More attention needs to be paid to armed street violence, to reducing recruitment by gangs and paramilitaries, and to the root causes that compel children to take up arms or that make children more vulnerable to being victims of armed violence.

Is there a framework for dealing with this issue? It may be possible to borrow from the concept of a ‘weapons-free space’ and apply it to social, economic, political, and cultural space. This would require focusing on the three D’s – Development, Defence and Diplomacy – and determining how a weapons-free approach to decision-making and programming in these fields can serve to curtail the use and trade of SALW. For example, there is evidence to suggest that the post-September 11th regulation of remittance flows has adversely affected children’s access to education. This in turn has made children more susceptible to recruitment. A weapons-free approach to decision-making in this context may lead to more targeted restrictions on financial transfers.

What we need to do is emphasize the link between the supply of arms and the treatment of children, and to support dialogue among all parties to the conflict. It may also be possible to push for a Security Council Resolution to address these issues. This would require bringing credible and reliable evidence to the Security Council.

Discussion:

Q: How do we bring the link between children and SALW to the attention of policy-makers?

R: We need to do interviews to make the experience of children more public. We can build on much of the work that has already been done on the issue. For example, there is a wealth of material on the issue in Liberia and the DRC because of the information available on sanctions and on children in conflict. It may just be a matter of consolidating information.

Comment: We tend not to look at cultural tools (i.e. media) and how they are affecting 'gun culture.'

Comment: We need to bridge the gap between security and development NGOs. Development NGOs tend to have little interest in SALW.

R: It is difficult to make a direct link between security and development. World Vision conducted a study on the connection between preventing terrorism and development.

Comment: There have been discussions about cuts to the Human Security Program at DFAIT. There has been a great deal of pressure since September 11th to move away from Axworthy's human security agenda and to focus more on Canada-US relations. We cannot ignore this shift while still maintaining a human security focus.

Comment: The dynamics of the Security Council have changed and will continue to change. We need to be well informed and work at maintaining pressure on Canadian government to uphold its international commitments.

Comment: We need to use the Security Council to make the point that children still need to be on the agenda. However, we also still need to work through the individual member states. The Human Security Network (HSN) created under Axworthy has been helpful in this regard.

Comment: The Centre for Humanitarian Dialogue looks at arms transfers of the members of the HSN.

Comment: Children in the South are sick of having the people of the North come into their lives, analyze an issue and define the parameters for discussion. This is why the Arms Trade Treaty is so important. It makes clear that the North is taking responsibility for its role in the arms trade.

Comment: I am struck that the Security Council Resolution on Children and Armed Conflict does not consider the psychological dimensions of SALW. Carrying a weapon in some societies marks the difference between being a boy and being a man. It is particularly important to consider the psychosocial and sexuality issues at play. At the same time, however, we need to be cautious of looking at the trauma of a single child as this distracts from the broader issue and may limit the scope of discussion.

Comment: We need to keep focused despite the war in Iraq and especially in light of the cuts to the human security budget.

For more information or to become involved with the CPCC Children and Armed Conflict Working Group contact Kathy Vandergrift, kathy_vandergrift@worldvision.ca. The Children and Armed Conflict Watchlist is also a good source of information relating to this issue <http://ww.watchlist.org>.

Gender and SALW

Discussant: Wendy Cukier

This session was chaired by Wendy Cukier and began with a conference call with participants from organizations working on SALW and gender around the world: Jessica Galeria, Viva Rio, <http://www.vivariorio.org.br>; Nidia Zuniga, Arias Foundation, <http://www.arias.or.cr/Eindice.htm>; Lisa Vetten, Gun Free, South Africa, <http://www.gca.org.za>; Nicola Johnston, International Alert, <http://www.international-alert.org>; Rebecca Peters, IANSA, <http://www.iansa.org>. Each of the callers gave a brief overview of their work and then the session was opened up for participant response and questions.

Lisa Vetten: Gun Free South Africa: The primary focus of Gun Free South Africa has been domestic firearms legislation, and an examination of the relationship between guns and gender-based violence. This became critical in the post 1994 era when large numbers of both legal and illegal guns came onto the market, including some from the conflicts in Angola and Mozambique. While initially the focus in South Africa was on military style weapons, research into small arms used in violence revealed that these were not the largest problem. Rather the proliferation of handguns possessed by civilians was not only fuelling violence in South Africa but in the entire region. The work of GFSA became necessary in order to deal with increases in criminal violence involving firearms as well as the growing incidences of children being killed with guns, including infant homicide, and violence against women.

GFSA is particularly focused on strategies aimed at countering the siege mentality developing among South Africans where gun ownership was seen as essential for self-protection. Research undertaken of incidents where armed and unarmed citizens were victimized showed, for example, that armed victims were more likely to be injured than unarmed victims. Other research showed that the experience of women victimized by gun violence and the attitudes of women to guns in South Africa were distinct. Other studies have examined the role of small arms in the militarization of culture.

GFSA worked to ensure that those involved in incidents of domestic violence would not have access to firearms. GFSA works closely with women's organizations to argue for gun control, including the Firearms Control Bill, emphasizing that controls must be put in place to deal with the fact that many of the guns used in domestic violence are legally held. GFSA has also had some success in advocating the creation of 'gun free zones' in schools and other institutions in South Africa. GFSA's strength has been the ability to play a coordinating role between a range of agencies, including the mobilization of women and children's groups around the Firearms Control Bill. For further information, see also, <http://www.gca.org.za/facts/pamphlets/women.htm>.

Nicola Johnston: International Alert: International Alert deals with conflict transformation and sees gender, peacebuilding, small arms and security sector reform as cross cutting issues. IA has been closely involved in advocating UNSC resolution 1325 on women and peacebuilding, and now focuses on the issues of women in peace-support operations, early warning, post-conflict reconstruction and gender and small arms. While not specifically focused on small arms, IA sees attention to small arms as part of its overall strategy.

Nidia Zuniga, Arias Foundation: The Foundation was involved in this issue as part of the 1995 Central American Dialogue, helping to identify the security needs of Central Americans including police reform, peace and security. As a result of the Central American Dialogue, Arias initiated a study on small arms proliferation in the region. Although compared to other countries in the region, Costa Rica is relatively safe, there is evidence of increased crime and murders associated with firearms. The country is a trans-shipment point in the illicit firearm trade routes and the problem of small arms proliferation and misuse is considered a major threat to human security.

The Arias Foundation has recognized the importance of gender analysis because of the problem of the misuse of small arms in domestic violence but also because of the significant differences in

male and female attitudes to small arms, notably the link between demand for small arms and traditional notions of masculinity. The Arias Foundation strives to address the broader issues associated with the culture of violence. A gendered approach to this is critical.

On a regional level, Nidia Zuniga noted the ongoing efforts on small arms control. These included the 2000 Antigua Declaration on the Proliferation of Light Weapons in the Central American Region, which encouraged states to increase their efforts to combat small arms production and trafficking. It called on Central American governments to sign the 1997 OAS Inter-American Convention on the Illicit Manufacturing of and Trafficking in Firearms, Ammunition, Explosives and other Related Materials, as well as other related treaties. The Antigua declaration also served as the starting point for increased cooperation to combat small arms trafficking, notably between various sectors (NGOs, governments, etc.) and between various countries of the region.

Other initiatives include the December 2001 San José meeting, which produced a matrix of recommended actions for the national and regional implementation of the UN Programme of Action as well as the OAS Firearms Convention. By combining the Programme of Action and the OAS Convention, the San José matrix looks to join what has so far been two separate realms when looking at small arms: the civilian, or private trade and the international market. There has, however, been a growing recognition for the need to treat these two matters as one, as the overlap between the commercial and state markets for small arms is increasingly apparent. The importance of regulations of civilian possession is particularly evidence in the region given the flow of guns from unregulated areas to regulated areas. The San José matrix aims to be a comprehensive document that joins together the recommendations of both sectors. To view the matrix, see http://www.iansa.org/un/follow_up/san_jose_full.htm.

The Foundation's regional and local activities are not only geared towards ensuring localized support for the Framework Convention but also focus on promoting peace, disarmament, human rights and development, both internationally and at the local level. Various task groups within The Foundation work to build up grassroots support for small arms control, as well as build up local knowledge of the implications of these weapons on communities and on international peace and stability. There are currently several case studies looking at various irresponsible arms transfers. The Foundation has also educational campaigns to encourage small arms education and awareness within the general public. The outreach group, and the Foundation as a whole, works in many Central American countries, partnering with a vast array of local NGOs and local security personnel.

Jessica Galeria, Viva Rio: Viva Rio has a wide range of programs aimed at reducing the proliferation and misuse of guns. Its strategy combines legislative action with community mobilization. For example, in 1998 it had a very successful weapons collection program, which was supported by the media and a wide range of public figures. Viva Rio has long recognized not only that weapons represent a particular threat to the safety of women and children but also that the women have huge potential as agents of social and political change. Gun ownership is a predominantly male enterprise and in some instances is connected with notions of 'machismo'. Trying to counter these embedded cultural values has led Viva Rio to undertake a wide range of education and community based programs including campaigns tied specifically to International Women's Day and Mothers Day. One of its most successful campaigns targeted women and girls to communicate to men the fact that guns did not make them desirable. The "Choose gun-free! It's your gun or me!" Campaign also asked Brazilian women to celebrate International Women's Day by pressuring the government to make the changes that will improve the lives of all Brazilians. The individuals who make up the women's disarmament campaign, "Choose gun-free! It's your weapon or me!" know that the active participation of women is fundamental in order to build a less violent society. Using factual information and solid arguments, women put their power into practice by imprinting values of conflict prevention and reconciliation at home and in society.

One of the most important violence reduction measures is stricter gun control. In 1999, the Brazilian government presented a law to the National Congress proposing an end to the sale of

firearms to civilians, but the law was watered down. The state of Rio, however, has made some legislative progress. Viva Rio has also led community based violence prevention programmes targeting the poorest and most dangerous communities in the favelas with some success. In 2002, Project Ploughshares and Viva Rio undertook a comparative study on national legislation and institutional mechanisms in the MERCOSR region related to ownership, possession, sale, transfer and use of small arms and ammunition. The report can be accessed at <http://www.desarme.org> or contact Lynne Griffiths-Fulton at lgriffiths@ploughshares.ca for further information.

Rebecca Peters: IANSA: Rebecca Peters noted that it was important to point out that most victims of guns are not women, they are mostly young men. However, women have an important role to play as advocates for gun control and have a high degree of moral credibility when it comes to the devastating effects of gun violence. Women are more often killed by their intimate partners and are more likely to be killed by a legally held gun. Women also keep the family together after violence has occurred.

Patterns of violence involving firearms are remarkably consistent across cultures. The impact on women extends beyond the deaths and injuries, which are recorded. Often guns are part of the cycle of violence against women, which also includes explicit and implicit threats to harm the children. Women in Canada, in South Africa and in Australia, for example, have all reported men deciding to clean their firearms in the midst of a family quarrel in an effort to exert their authority and power.

The mobilization of “soccer moms” to exert pressure for change has been effective in the USA, as evidenced by the Million Mom March. Women’s groups have readymade networks that have quick turnaround when pressure needs to be applied as part of a lobbying or advocacy campaign. In developing countries linking small arms and domestic violence issues could be very effective, as it has been in Australia, South Africa and Canada.

IANSA plans to re-activate its women’s caucus to focus on women and small arms.

Q: Will these anti-violence campaigns (those that target women to change the behaviour of the men in their lives with respect to gun ownership) work in the long run given that men in many societies use guns to shape their identity?

R: The campaign has a short-term goal to empower women and build knowledge of the issues and develop effective arguments. It compels women to think more deeply about the issue. It may have a long-term effect in as much as it may serve to put women in the position to pressure governments and to put gun violence on the political agenda. Women have something to say on the political agenda, and this message doesn’t have to rely on tragedy. We need to have the same sort of short-term campaign to change the opinions of men. For example, we need to get local movie and TV stars, and popular hip-hop artists to demonstrate the sex appeal of non-violent lifestyles. There is a real need to educate the younger generations. We need to change gender conceptions that depict men as the stronger sex and women as the weaker sex, as well as the perceived association between guns and masculinity.

Q: Are there campaigns directed towards men (like the white ribbon campaign of men against violence against women)?

R: Police officers and security guards are frequently involved in the killing of their partners. There was an idea circulating that police officers that abuse their partners should not be allowed to keep their gun when they are off-duty. To do this, however, we need to change perceptions that a gun will not actually protect you in many situations. There are also many incidences of off duty police and private security officers becoming involved with their firearms in the context of violence and suicide.

Q: What is the role of governments in this? How can we create links with governments?

R: We can work and have worked through the UN. We also need to use the media and, for example, capture women speaking to politicians.

R: In Brazil (Viva Rio), we have been working on a women's campaign to encourage and facilitate more direct political lobbying. For example, due to the campaign that we ran in Rio that empowered women to take a lead in regulating violence, it is now the most difficult place in Brazil to purchase arms. Despite the history of authoritarian regimes over the last few decades, and the consequent lack of transparency, some women's groups have been successful.

Comment: There is evidence from micro-disarmament campaigns that highlight one of the main reasons men pass in their guns is because they cannot deal with the hassle their wives give them for possessing these weapons.

R: In South Africa, the legislative process has allowed us to identify people with whom we can collaborate the lobbying for you. . By providing Government and the police with statistics and research results, you can get other people to push the agenda for you. Packaging domestic violence and gun ownership has been a successful strategy for lobbying.

Comment: There is a need to determine how/ why women are being attacked in order to develop a specific plan and policy approach. Health policy research needs to be better and information collected through the police and ministry of health needs to be disaggregated. Also need to look at how to engage men as part of the solution not just problem.

Comment: There is also a great need to have more input from women in peace processes as they will more than likely push for disarmament issues to be high on the agenda. Studies have shown that the level of violence, particularly at the community/family levels, does not decrease after the cessation of armed conflict.

Comment: Along with this, women are represented far more at the community/national level than at the international level on SALW issues and policy development – this needs to change.

It was clear that most participants felt that more awareness raising and education on the gender dynamics of small arms is necessary.

Wendy Cukier, Coalition for Gun Control, <http://www.guncontrol.ca>, SAFER-Net, <http://www.ryerson.ca/SAFER-Net/>

There has been a great deal of work done on linking gender and international humanitarian and human rights law. To take a gender perspective one must consider the differentiated effects and attitudes towards small arms (the gender aspect of demand). Consider the following:

- There is a link between legislation and values, where laws re-enforce values that re-enforce laws. In this way it will be easier to tighten laws even further.
- Women often have an instinctively different relationship with guns than men do. Where men may see guns as a source and a type of power, women are often scared of them. Men are more likely to be killed by guns but women are more afraid of them.
- Women represent a higher percentage of the victims than they do users. This is why we need to look at the gender dimension of small arms.
- Women are as at risk of gun-related violence from their intimate partners as they are from combatants. In post-conflict situations violence continues. For example, in Sierra Leone, 91% of women worried about sexual violence. Thirty-nine percent were quite or extremely worried about violence by non-combatants.
- Violence against women is not product of class, culture or income. In places where weapons are available, in a pervasive way, they are likely to be used on women.
- The gender aspects of small arms are not documented or studied enough. Data collection is very uneven, even in industrialized countries. There is need for research on this aspect of SALW.

- Gendered perspectives give us tools to move forward. Women are very much an under-utilized resource. Women are generally excluded because ‘expertise’ in this issue is thought to depend on the amount of knowledge one has about weapons, rather than public health or social violence, for example. Men tend to have more knowledge and experience with guns than women.

Gender Differences

- Because women represent a higher percentage of victims than users this is a gender issue. While women are roughly 10% of victims, they are also a target of sexual violence. Studies in industrialized countries show that women are as much at risk from their intimate partners as they are from combatants. Domestic violence is often under-reported and the psychological damage that this violence causes is also not tracked.
- Risk of murder by intimate partner increases with the availability of small arms and for every death or injury many more are threatened.
- Freedom from fear is a human right. Psychological trauma and disruption of social cohesion affects women differently as mothers and family care-givers
- From this gendered perspective: the distinctions between crime vs conflict; military vs non-military weapons and legal vs illegal weapons, may not be helpful when looking for solutions. While violence against women is pervasive, the availability of weapons (of any type) increases the chances it will be lethal. The types of weapons used to threaten and kill women in a given area are those that are readily available.
- Worldwide, most small arms owners and users are male. Men dominate the military and police. Women represent a very small percentage of gun owners, but tend to be victims in greater proportions.
- Women are more fearful of guns: Canadian Study: 36% males, 59% females feared “you or someone in your household would be threatened or injured with a firearm”, gender split in attitudes: 35% of gun owners (mainly male) oppose the gun control law, 55% of people who live with gun owners (mainly female) support it.

Culture of Violence

- A culture of violence is both a cause and a consequence of violence. Small arms are a part of that culture. Violence is often linked to masculine identity and guns are linked to a dominant masculine code in many different cultures.
- Gun culture includes: “consumerist, militarism” the normalization and glorification of war, weaponry, military force and violence through TV, books, songs, dances, games, sports and toys. Societies frequently at war have higher rates of interpersonal and within group violence.

Mobilization by Women Against Gun Violence

- Women less likely to want small arms and more likely to support stronger measures to control access
- Women have played a critical role in the worldwide movement against small arms: NGO community, women’s organizations involved in ‘culture of peace’, micro-disarmament and conflict prevention workshops (eg: Liberia)
- Women involved in encouraging and carrying out peace processes (Chad, Burundi, Niger, Sierra Leone, Somali); Women in weapons collection (Mali)
- Women often play an important role in mobilizing around gun control. For example, through International Alert, the Million Mom March and Viva Rio.

Marilou McPhedran, York University, CEDAW, <http://www.yorku.ca/iwrp/un>

Marilou McPhedran’s presentation looked at the use of international law to move the agenda on small arms forward. Her opening remark was that one needs to be guarded in her/his optimism about using international law to address the issue of small arms. There is such a range in national strategy that it is difficult to create and integrate international law into domestic legal frameworks.

For example, the Supreme Court of Canada very rarely uses international law. However, international law is observed in South Africa where it is part of domestic law.

But, law is not necessary to make an impact. The Nairobi Declaration <http://www.ploughshares.ca/CONTENT/BUILD%20PEACE/NairobiDeclar00.html>; Bamako Declaration, <http://www.unesco.org/cpp/uk/declarations/bamako.pdf>; and Windhoek Declaration, http://www.reliefweb.int/library/GHARKit/FilesFeb2001/windhoek_declaration.htm, are all examples of policy development, not legally binding but still effective instruments to move forward. As is UN Resolution 1325 on women, peace and security, <http://www.peacewomen.org/un/UN1325/1325index.html>. Need to use and have knowledge of these instruments as a way to pressure governments to uphold their commitments.

This highlights the differences within international frameworks between law and policy. There is an assumption that law will be more effective at influencing the development of norms and behaviour. However, when comparing the Beijing Platform for Action with the Convention to Eliminate All Forms of Discrimination Against Women (CEDAW), the Beijing Platform for Action has actually captured more resources than the CEDAW in spite of the fact that the CEDAW is international law and the Platform for Action is an agreed policy position.

The UN Special Rapporteur on Violence Against Women has focused on the important issue of translating international law into domestic regulation, hoping that the continued use of gender references in international policy declarations will have a ripple effect upon domestic norms, laws and conditions.

Article 6 of The International Convention on Civil and Political Rights clearly defines the responsibilities of States to prevent violence. In this convention there is a positive obligation for states to protect. State responsibility for the actions of private actors may also be interpreted to require state actions to protect when perpetrators are agents of the state, when there is state complicity or when states fail to exercise due diligence of control over private actors.

UN Security Council resolution 1325 is another powerful document which not only emphasizes the effects on women and children of situations of armed conflict, but also advocates affirmative action measures to address these conditions, the role of women as actors and initiators as well as the need for further research on impacts and efforts to guarantee and protect the interests of women and girl children in peace processes.

Comment: Gender sensitizing during peacekeepers training was not very popular among peacekeepers. The name of the program had to be changed to 'cultural' sensitizing. It did not have much effect in the field but it did impact the dynamics of male/female relations when the peacekeepers returned home.

Q: Was the Canadian gun law successful?

R: The Canadian Coalition on Gun Control worked hard to provide sustained support for this initiative. Ninety percent of gun owners are licensed in large part because people need to have a license in order to buy ammunition. The government engaged in very aggressive outreach program. For example, it set up kiosks in shopping markets where people could register their guns. The costs for this project were so high because the government did everything it could to encourage registration.

R: Women may have had influence in compelling their spouses to register their guns in Canada.

Q: How do we make international law domestic law, especially regarding children and small arms (National Plan), and gender and small arms?

R: We must increase the number of women and minorities making legislation. This will only happen through Parliament. The judiciary is not well educated in this area.

Open discussion:

The overall sense was that participants felt that Canadian NGOs working on this and related issues should work to identify areas for collaboration, and share lessons learned through the CPCC Working Groups network. Women's groups from around the world are pushing for disarmament to be covered in peace agreements and support should be given for this. Canadian government peacebuilding funds should recognize this as part of their programming.

SESSION II

Making Global Public Policy: The Case of SALW and Light Weapons

Presenter: Edward Laurance, Monterey Institute of International Studies

Chair: David Capie, Centre of International Relations, UBC

Edward Laurance began his presentation by noting that the fact that Katherine Verrier-Fréchette from DFAIT was in attendance at the meeting demonstrated that the work of civil society on this issue was valued and being taken into consideration by the government.

The discussion addressed two central issues. First, Edward Laurance gave a brief overview of developments since the creation of the Program of Action (PoA) in 2001. Secondly, the presentation considered what the working group could do to maintain the momentum and push the SALW agenda forward with respect to global policy norm development. He stressed that, in addition to working toward creating local initiatives to tackle the SALW problem, it is imperative to work toward developing a global public policy system. Therefore, the main focus of the presentation was to look at steps that can be taken to facilitate the creation of global norms governing SALW.

At the international level, one option that he posited was in order to move this agenda forward reform in the UN process was needed. He argued that one of the major failures of the UN SALW Conference was that the problem was only discussed within a disarmament framework, in First Committee of the UN General Assembly, even though due to the multifaceted nature of the problem many UN agencies are vital to its resolution. While, this body is a vital component to global action on small arms, there is also a need for structures that will support work that is more inclusive and multi-dimensional. Fortunately, since July 2001, donor states have recognized this shortcoming and have funded other UN agencies to enhance their roles. UNDDA still has a primary coordinating role, but even it has recognized that it cannot cover all the issues involved in this multidimensional problem and has breathed new life into CASA.

Although involvement of UN agencies is beneficial efforts should not be limited to a purely intergovernmental approach. A broader range of actors, especially those from civil society, is needed in order to make the SALW regime a reality. The *PoA* provides ways for follow-up that give civil society actors an opportunity to develop monitoring mechanisms for evaluating progress in addressing the issue, a crucial element of any global policy framework.

Other options for civil society working outside the UN process are, pushing for the acceptance of the ATT (Framework Convention) and other legally binding conventions (such as OAS, UN Protocol), promote action that moves implementation of the PoA (ie. awareness raising and monitoring projects), creating and encouraging the recognition of global guidelines, standards and best practices, focusing on consensus problems or weapons systems, and highlighting to businesses the effects SALW can have on the economy (Financial institutions such as the World Bank, IMF need to recognize SALW as a problem that requires funding to deal with. The Japanese Ambassador who presided over the July Conference highlighted this need).

Edward Laurance encouraged participants to take hold of the momentum gained through this and other related meetings, and in the run-up to the Review meeting, to ensure that this issue did not become subsumed beneath other political developments at the international level, such as terrorism, and the war on Iraq. In fact, he raised the point that the networks that have been set up to deal with terrorism could also be utilized for routing out illicit SALW networks due to the fact that SALW are the usual weapons of choice for terrorists. On the downside, the stepped up security/military assistance to countries that can ill-afford expenditures on this only continues to perpetuate environments that can fuel terrorist activity. The media focus on weapons of mass destruction also makes it more difficult to keep public attention focused on the weapons that account for the most deaths worldwide every year. Therefore, raising public awareness about this

issue also needs to be stepped up, as do links with regional and international campaigns that continue to pressure states to act and strengthen their networks.

The creation of a global policy regime on SALW, like those that have arisen to tackle such problems as global warming and HIV/AIDS, is the most ideal scenario for the future. An environment where the mechanisms, processes, and additional venues for the development of norms, measures, and policy tools are elaborated, would ensure that all dimensions of the problem are addressed and that all actors are fully involved, collaborating and partnering at all levels.

Discussion

Q: The Program of Action is narrow in scope. What type of research is required to move beyond the Program of Action to implementation and norm development, particularly in the South?

R: PoA does provide some of the tools to move things forward but is still underdeveloped in some areas such as brokers, transparency. So how can we further develop these tools? One of our top priorities is to get governments to pay attention to the issue and to comply with their commitments. What is required is more research on the consequences of SALW. SALW are linked not only to crime but also to under-development. These less tangible links must be made clear to governments through the collection of as much evidence as possible. Such research must meet very high standards. Consider, for example, the impeccable research conducted by Viva Rio on gun violence and the origin of confiscated weapons in Rio.

Another priority is conducting program evaluation. This requires cumulative research of the highest standards. Several guides, including one by BICC, are available on how to introduce and run SALW programs. As well, research that shows where conflicts are occurring assistance programmes are being dropped or donors are pulling funding so therefore development is halted – examples of this should be brought to the attention of sympathetic governments, such as Canada, who can use this to push for more attention to getting rid of the weapons that lead to violence and conflict escalation. This would be very worthwhile research.

Q: Are 'demand factors' worth exploring?

R: Supply and demand factors must be considered simultaneously. We need to know who is providing the guns and why people are using them. This requires linking the global and the local. There is a need for some organization to collate all the information available on these issues.

Q: It is important to consider the enormous influence that arms manufacturers have on politicians in a democracy. How do we change political will? What are civil society's entry points?

R: We can look at the landmines case as a helpful example. There were only a limited number of manufacturers and they were not making very much money. The United States was able to persuade these manufacturers to stop production. Only a small percentage of the arms that are causing widespread humanitarian disasters are new. Most of them that are in circulation were manufactured during the Cold War. Manufacturers recognize this and argue that the problem lies more with the dealers. Indeed, it is more difficult in the SALW case to identify how manufacturers contribute to the problem. In addition, manufacturers in many countries must abide by rules. However, there is still a case to be made to try and strengthen these rules and make governments who are not in compliance do so.

Comment: But governments are part of the problem. In many cases, they are the ultimate source of proliferation. In other cases, like in parts of India, people themselves are learning how to make their own weapons to defend themselves against squads hired by the government.

Comment: As well, brokers are a problem because they are used to circulate the weapons from stockpiles and therefore another way that manufacturers get out of not being held accountable for over-production in the first place.

Q: How do we increase the acceptance of norms?

R: We need 'norm entrepreneurs' (those who introduce and push for the acceptance of norms in certain forums). This may require some compromising and a deep respect for the needs of the people whose lives are affected by guns. For example, it may require relaxing prohibitions on 'possession' to combating 'visibility.' This was the case in Haiti where the US had a mandate to create a 'safe and secure' environment. The US introduced a weapons buy-back program and encouraged those who did not want to hand in their guns to keep their weapons inside their homes.

Comment: It is necessary to talk to communities about what rules they have to govern their weapons and build on these rules. In doing so, we need to consider three dimensions: 'the users', 'the uses' and the 'types of weapons.'

Comment: In Bangladesh, there are many guns. However, carrying guns in public is associated with criminality and completely stigmatized.

Comment: In general, guns will only be handed in when programs also deal with economic issues.

Comment: There is room for norm development surrounding the concept of a 'weapons-free space.' This needs to be linked to the Geneva Convention, especially since the lines have blurred between civilians and combatants. We also need to consider the possibility of developing 'weapons-free' norms around age, for example, by prohibiting the sale of weapons to anyone under the age of 18.

Comment: We need to be aware of the perverse effects of some arms reduction projects. For example, individuals who gave up guns could only access the DDR program in Sierra Leone. Children without guns went out and bought them just so they could access the program.

Another issue that was raised in this presentation, and by many of the participants during previous discussions was the importance of mainstreaming the SALW issue into development policies and programs. It was suggested that civil society needs to focus on building consensus and raising awareness of the negative or humanitarian costs of SALW in order to generate the interest and support of development NGOs in order to quell the proliferation of SALW and their excessive and destabilizing impacts.

Edward Laurence can be reached at elaurance@miis.edu for further information on norm development and civil society involvement. See also his paper for the Small Arms Survey, which provided the background for this session <http://www.smallarmssurvey.org/OPapers/OPaper7UNConference.pdf>

Diverse Solutions – Canadian NGOs report on SALW activities
Chair: David Jackman, Consultant – Quaker UN Office

Faruq Faisal, Canadian Programme Manager
South Asia Partnership Canada, <http://www.sapcanada.org>

SAP Canada serves as a forum of Canadian organizations that, together and with South Asian partners, works for sustainable human development in the region. Faruq Faisal gave a brief overview of SAP Canada's SALW programme. The organization took up the SALW initiative one year before the 2001 UN Conference because its founding members felt that the SALW issue was not receiving enough attention in South Asia at the governmental level, nor was it an issue inter-governmental organizations or civil society was really focusing on, and yet SALW were a huge problem in the region. SAP Canada discussed the SALW issue with its partners and the agenda was picked up by DFAIT who agreed to support 5 discussions on the issue throughout Asia.

The organization found that most think tanks in South Asia claimed to be independent but in fact had tight links with their respective government. SAP was able to draw on these links and use the links to engage in dialogue with governments.

In May 2001, civil society groups organized a regional meeting in Colombo that brought together activists from all over South Asia. The meeting resulted in the creation of a SALW South Asia regional network - SASA-Net – that met in Colombo in February. It has a 7-member steering committee that guides its programme.

SAP has been very involved with SAWG and has worked with Project Ploughshares to raise awareness and share lessons learned from the South Asia experience.

Last year, a meeting was organized to try and bring civil society and governments together to discuss this issue in relation to commitments outlined in the PoA. The governments in Bangladesh and Sri Lanka were very open and the Canadian High Commission was also very supportive. However, for political reasons in the region, the meeting could not be held in Bangladesh and was postponed so SAP is looking to hold a meeting in Sri Lanka instead.

With respect to those issues that focus on the Program of Action, the South Asia Partnership is engaged in:

- 1) Working toward the development of legislation on SALW in South Asian countries. This requires focusing mainly on implementation and filling gaps through the development of national mechanisms;
- 2) Working toward creating committees;
- 3) Developing partnerships between governments and civil society;
- 4) Looking at pressuring governments to engage in security sector reform;
- 5) Focusing on the humanitarian impact of SALW;
- 6) Trying to create of roster of research as well as support for research on a variety of key issues.

Neil Arya

Physicians for Global Survival (PGS), <http://www.pgs.ca>

Physicians for Global Survival (PGS) (the Canadian affiliate of International Physicians for the Prevention of Nuclear War (IPPNW), represents 1,000 physicians and has 5,000 supporters. Out of concern for global health, members are committed to the abolition of nuclear weapons, the prevention of war, the promotion of non-violent means of conflict resolution and social justice in a sustainable world. In 1994, the organization changed its name from Canadian Physicians for the Prevention of Nuclear War to Physicians for Global Survival (Canada) to reflect the growing concern for other emerging threats to global health and survival, such as SALW.

PGS links research, education and advocacy, and supports small-scale research projects in Africa. The organization has published on the SALW problem and also writes letters to the Government, particularly regarding the strengthening of Bill C68. PGS also participates in international meetings and conferences to raise awareness and share research findings related to SALW.

David Capie

Centre of International Relations, UBC, <http://www.iir.ubc.ca>

David Capie was wearing two hats at the meeting. His main focus on SALW is the research work that he carries out mainly on South East Asia and the Pacific as an academic at The Centre for International Relations, UBC. He has recently published a book, *Under the Gun: The Small Arms Challenge in the Pacific*, in which he focuses on the Solomon Islands, Papua New Guinea, Vanuatu and Fiji. He found that gathering quality data for this region is difficult because most countries tend not to keep relevant records.

However, it is clear from his findings that even a small number of these weapons can and have had tremendous impact and created huge problems for these countries. The movement of weapons from legal stockpiles is on the increase and most civilians are now armed, which increases the likelihood of conflict escalation. As well, there are also large numbers of abandoned WWII weapons in these countries, which have been salvaged, particularly the ammunition, and reused.

His research findings indicate that the Pacific states are very supportive of the PoA, however, they often lack the capacity to implement it. As well, the focus on terrorism has meant that limited resources have been applied to dealing with this issue. Some of the most pressing needs are strengthening and harmonizing legislation in the region. As well, attention should be paid to armory security to stop the illicit trade, stockpile management, and security sector reform. Larger regional states need to increase technical and financial assistance in order to assist these countries in their attempts to deal with this problem. He is keen to explore ways of using his research to impact on policy development, not only in the regions he focuses on but in Canada as well.

Wearing his other hat, David Capie spoke about the Canadian Consortium on Human Security (CCHS), a recently created research network, which he is affiliated with. The Consortium is an academic-based network promoting policy-relevant research on human security. Its core missions are to facilitate the exchange of information and analysis on human security issues, and to help build a human security community in Canada and internationally. One of the issues that the Consortium is interested in is SALW and they would be happy to receive information from SAWG and linked to members in the network as a means of bridging the academic – NGO divide on this issue.

Ernie Regehr
Project Ploughshares/CPCC Small Arms Working
<http://www.ploughshares.ca/content/CONTROL%20WEAPONS/Mines&SmallArmslist.html>

Ploughshares has been working on SALW issues for a number of years. The momentum for this work was gained in the lead-up to and follow-up from to the 2001 UN Conference. Ploughshares was instrumental in the creation of SAWG and has organized meetings, workshops, dialogues between government and civil society for this network. Ploughshares now acts as the coordinator for the two-year VSI project, which supports the policy development and network capacity building work of SAWG.

Ploughshares also works with overseas partners on SALW projects in Africa, South and Latin America and, more recently, in South Asia with SAP Canada. This work is mainly focused on policy development and support for regional instruments for control such as the Nairobi Declaration. The most recent project, funded by the Canadian government, will focus on the humanitarian impact of small arms in the Horn of Africa.

As a member of the NGO Steering Committee of the Framework Convention on International Arms Transfers, Project Ploughshares has participated in the development and promotion of the Framework Convention since 1998. In the context of the Programme of Action implementation process, Project Ploughshares and its partner NGOs are working to build support among civil society and a core group of governments for a “Small Arms Trade Treaty” to provide harmonized international standards for small arms transfers. During 2003 these efforts will focus on building member state support for a draft declaration at the OAS General Assembly in Chile in June. If approved, the draft declaration would be an important contribution to the subsequent UN SALW Review Conference.

At present, the focus will be on monitoring Canadian government activities in relation to the Programme of Action and preparing for the UN Review Meeting in July.

Elizabeth King

The Canadian Landmine Foundation, <http://www.canadianlandmine.org/home.cfm>, Mines Action Canada, <http://www.minesactioncanada.com>

Elizabeth King spoke as a representative of Mines Action Canada and the Canadian Landmines Foundation. She shared an overview of the work that these organization do as an example of some of the initiatives that those working on small arms may want to adapt for their own purposes.

Mines Action Canada is the Canadian arm of the International Campaign to Ban Landmines. It works on the advocacy side to maintain enthusiasm for the issue. Mines Action Canada produces the Landmine Monitor and is responsible for the Youth Against War Treaty, a large-scale petition mechanism initiated in Cambodia.

The Youth Mines Action Ambassador Program is run with Mines Action Canada, the Canadian Red Cross and the DFAIT Mines Action Team. Ten people are selected as youth ambassadors to encourage youth to become more engaged in the landmine issue. The SALW/ light weapons campaign may want to consider replicating this program.

The Canadian Landmine Foundation is involved in fundraising for de-mining and survivor assistance. It works towards raising money at the grassroots level.

Christine Vincent

CANADEM, <http://www.canadem.ca>, CPCC Gender and Peacebuilding Working Group, <http://www.cpcc.ottawa.on.ca/wgggender-e.htm>, Women, Peace and Security Committee, http://www.sen.parl.gc.ca/mjaffer/issues/women_security.htm

CANADEM maintains a national roster of Canadians skilled in human rights, peacebuilding, democratization, admin-logistics, security, reconstruction and other field experience. One of the areas that CANADEM is keen to enhance is the DDR roster in order to connect people interested in this issue and other related to SALW.

The CPCC Gender and Peacebuilding Working Group has welcomed this opportunity to connect with a wider range of Canadian civil society groups and to understand more fully the gender and small arms issue and to explore possible avenues for collaboration on future events.

The Women, Peace and Security Committee meets regularly with government officials, parliamentarians and civil society members and maintains a list-serve that disseminates related information. To subscribe visit: list.web.net/lists/listinfo/women-peace-and-security

Kathy Vandergrift

World Vision Canada, <http://www.worldvision.ca>, CPCC Children and Armed Conflict Working Group, <http://www.cpcc.ottawa.on.ca/cachm.htm>

World Vision focuses on the conflict prevention and peacebuilding elements of development work. World Vision seeks to bring specific community-based conflict resolution initiatives to the attention of policy-makers, as an example to the international community of the power of grassroots peace making and takes the view that if economic opportunity is denied to poor communities recovering from conflict, violence is very likely to continue. Some of World Visions recommendations related to SALW include:

- Address issues of poverty and increase Official Development Assistance as a preventative measure. Of countries in the poorest half of the Human Development Index, 45% experienced war in the past decade.
- Support initiatives specifically designed to promote non-violent conflict resolution and to reduce demand for weapons

- Codify international standards for disarmament, demobilization and re-integrations programs to avoid repeating known errors in post-conflict reconstruction.

There is a need to develop a more strategic approach to move forward on the SALW issue.

The CPCC Children and Armed Conflict Working Group aims to provide a forum to develop and consolidate NGO thinking and action on Children and Armed Conflict (CAC). Like the other working groups it also serves as a link between the NGO community and various Canadian government departments. An electronic list-serve allows people across the country to share information and contribute to on-going discussion of policies and priorities. [Click here to be added to our list serve.](#)

Hari Sharma

South Asian Network for Secularism and Democracy/ International South Asian Forum

These two organizations uphold the principles of secularism, democracy, and social-economic justice, and aim to bring concerned members of the South Asian Diaspora together in Canada, to discuss the many burning issues the countries and people face in the South Asian region, to share each others' experiences, and to plan collective actions. Both organizations have an interest in this issue based on the fact that these weapons are exacerbating conflicts in the region. As well, they fuel the potential for increased violence. An added challenge for civil society in the region is state-sponsored violence, which access to weapons makes more brutal and widespread. The networks that both these organizations have could be useful in terms of sharing information and lessons learned to other members in the group.

David Jackman

Consultant – Quaker UN office, <http://www.geneva.quno.info>

The major focus of QUNO's weapons-related work in recent years has been on small arms and light weapons issues and on landmines. This emphasis has been chosen in the belief that sustainable peace processes are, to a major extent, dependent on the evolution of effective national, regional and international policies aimed at the demand and supply of such weapons.

QUNO has worked with two other Geneva-based institutions, the United Nations Institute for Disarmament Research (UNIDIR) and the Programme for Strategic and International Security Studies of the Geneva Graduate Institute for International Studies in the presentation of a series of Geneva Forum seminars for the diplomatic and international agency community on issues related to the management and control of the proliferation of small arms and light weapons.

The Quaker UN office plays a facilitative role and works toward making NGOs more visible in the process in 2006. As part of the SAWG network, David Jackman would like to make possible more opportunities to meet regularly, and explore collaborative processes in the lead up to and following this meeting.

Canadian Government Report Card – Policy and SALW Activities

Discussant: Katherine Verrier-Fréchette, Policy Advisor, DFAIT – Non-proliferation, Arms Control and Disarmament Division (IDA)

Katherine Verrier-Fréchette was representing the government department, IDA, responsible for coordinating the government's SALW programme and acts as the National Point of Contact internationally. IDA is in the process of drafting a report, a "systematic appraisal", of Canada's performance with respect to the PoA at the national, regional and global levels. IDA is also responsible for writing and presenting Canada's national statement (also called the Canadian Government Report for the UN Review Meeting 2003) at the UN Biennial Review Meeting of States on SALW in July 2003.

Katherine Verrier-Fréchette's presentation reviewed the draft Table of Contents of the Report, and the schedule for the UN Biennial Review Meeting in July, as well as, a draft copy of the Introduction to the Report, which will form the basis of the Canadian government's statement for the Review Meeting.

The national statement will serve as a framework for guiding Canada's action on SALW until the 2006 UN Conference. The statement is narrow in focus and will concentrate on key issues, especially those that resonate with the human security agenda. However, the Canadian government can also play a role in addressing other issues that are part of the problem. Katherine Verrier-Fréchette noted that the human security agenda enables Canada to move beyond the PoA. Consequently, Canada's policies, programs and projects will not be limited to the PoA.

IDA is also in the process of organizing The National Committee on SALW, which will be comprised of NGOs and government departments that work on SALW issues (e.g. DFAIT, CIDA, DND, Justice, Canadian Firearms Centre, RCMP, CCRA, NRCan, Provincial and Military police Forces). This Committee will review and analyze the report and national statement before a final copy is published. The national report will be made available at the end of April and around that time the first meeting of the National Committee will take place. IDA will send CPCC an invitation to select representatives from the NGO community to on the National Committee.

Katherine Verrier-Fréchette also said that although the Review Meeting will be limited in scope, it does provide governments and NGOs with an opportunity to make presentations. She suggested a number of ways that NGOs can take advantage of the access provided in the BMS: 1) NGOs can bring the voice of the victims of SALW to the table, as was done during the landmines campaign. 2) NGOs can share the facts surrounding the trade, proliferation and effects of SALW with heads of states. 3) NGOs can broaden the debates surrounding SALW by highlighting the links between SALW and human rights violations, children and gender, for example.

Discussion:

Comment: The original draft statement for the 2001 UN Conference, the Human Security Network and other interested states pledged to work towards advocating a ban on civilian possession of "civilian assault rifles" and that states had an obligation to adequately prevent violence. However, the draft Introduction to the Canadian government's report focuses on "military assault rifles." ("Implementing our Vision: A Canadian Action Plan" 1: International Agenda, bullet point three). This signals a departure from a human security approach. The Canadian government needs to take a more principled position on this issue, similar to the position of the South African government.

This is a position shared not only by many NGOs, including the International Action Network on Small Arms (IANSA), but also by the governments of many affected and likeminded states. Controls on the possession, use and storage of small arms within states, including strong domestic firearms regulations and a ban on civilian possession of military weapons, are essential in a human security approach to the problem of small arms.

- The lack of text emphasizing the importance of developing comprehensive international norms around domestic regulations to control the legal civilian possession of all small arms is of great concern. As the Small Arms Survey has noted, most small arms worldwide are in the hands of civilians not states. While civilian possession of fully automatic military weapons is undeniably a problem, inadequate regulation of civilian possession and use of handguns and non-military long arms is actually responsible for more civilian deaths and injuries.
- From the perspective of women and children, the current constructions of the small arms issue is largely irrelevant, since women worldwide are as much at risk of violence with small arms held by intimate partners as they are from strangers or combatants.

- The international harmonization of domestic regulations and penalties is also critical to avoid 'jurisdiction shopping' by organized arms traffickers. The licensing and registration of firearms is a critical element in any attempt to prevent the diversion of legally owned civilian weapons into the illicit market.
- The UN Sub-Commission on Human Rights has issued a report (<http://www1.umn.edu/humanrts/demo/FreyPaper.pdf>), which adds further impetus to international efforts to develop norms around civilian possession of small arms. Many state endorsed national and regional agreements since the July 2001 UN Conference have also affirmed the importance of this issue, especially amongst affected states.

R: The Government has had some discussion internally. Canadian exports and imports have legislation for automatic weapons and this frames the Government's debate.

Comment: This clause seems to be a repetition. We need to change to the phrase to demonstrate that the Canadian government supports the regulation of civilian possession of all SALW.

Q: DFAIT used to convene meetings on SALW and invite NGOs. Are these meetings still being held?

R: This is what the National Committee will undertake and the first meeting will be held at the end of April. They tend to be held three times a year and involve all relevant government departments.

Comment: We need to add health to the discussion alongside human rights and the humanitarian implications of SALW.

Comment: We need to ensure that we bring the voice of victims into the debate, particularly of children and youth. It is very important to provide direct testimony. It is also important not to further victimize these individuals. Young people are tired of talking about horror. They want to be involved in the creation of policy.

Comment: (Specific point) Reference to IDRC should be removed from footnote 3 of the Introduction.

Q: What can NGOs bring to the table?

R: NGOs need to provide facts and share their experiences with respect to what they have encountered. Moreover, NGOs can raise more contentious issues in ways that the Government cannot.

Comment: We need to look at the issue of export controls and legal transfers at both the regional and international level. It is also worthwhile to encourage states to introduce restrictive measures at the national level.

Comment: The British government had a meeting in January on the issue of export controls (the Lancaster House meeting see p. 8 reference) and dealt with the issue of brokering.

Q: What is the actual budget allocated to SALW by the Government?

R: The DFAIT human security fund allocates \$500,000/ year. The disarmament budget is \$400,000/year. CIDA's peacebuilding unit allocates \$500,000/ year. It is important to note that these numbers fluctuate because they are all part of a wider budget and are allocated slightly differently each year depending on priorities. Furthermore, these numbers do not take into consideration specific bilateral initiatives.

Comment: Canada provides records on holdings and transfers that are made available to the public. Canada's approach can serve as a model for other countries.

R: This was ruled out for inclusion in the draft because transfers are not the purpose of the report.

Comment: This is something NGOs could make public. The RCMP has separate reporting on non-military and dual-use weapons. Britain provides a permit for exports for specific timeframes. Canada permits a single transfer. Consequently, we have moved ahead of the PoA in terms of end-use. However, we have not ratified the OAS Convention because the legislation is still before parliament. Agencies involved, however, are actually abiding by many of its provisions.

Q: Could the broader approach that the Government of Canada endorses be introduced into regional and international measures?

R: This issue has not been raised. NGOs can play an important role in popularizing this approach.

Q: NGOs were involved in the PrepComs. How effective have they been?

R: NGOs have a lot more scope than do governments. They can bring important points to the table and make more forceful arguments.

Q (for Ernie Regehr who was part of the government delegation at the 2001 Conference): Did you feel constrained in your delegation role? Do you feel NGOs had a particular advantage participating in this delegation?

R: NGOs could speak freely. The role of NGOs in this context is to advise governments. However, it is not clear what type of impact they have.

Strategy Session

Chair: Ernie Regehr, Project Ploughshares

Ernie Regehr opened the session with a brief account of the meeting he had just attended in New York organized by the Human Security Network (HSN), and the Centre for Humanitarian Dialogue. (for a summary report of the meeting see:

<http://www.hdcentre.org/Programmes/smallarms/NYC%2027%20March%20meeting%20summary.pdf>

The HSN is a network of 13 state members – Canada, Norway, Austria, Jordan, the Netherlands, South Africa (observer status), Chile, Greece, Ireland, Mali, Slovenia, Ireland, Switzerland, and Thailand. It is an informal, flexible mechanism, which identifies concrete areas for collective action. It plays a catalytic role by bringing international attention to new and emerging issues, such as SALW (<http://www.humansecuritynetwork.org>).

Both government officials and NGOs were represented at the meeting. Member states showed a great deal of interest in creating a strategy to see that the humanitarian consequences and human security values are part of the SALW agenda at the global level. NGOs inputted their expertise from fieldwork, etc, into the discussion.

The HSN will produce a monograph length strategy, which will be drafted by the states and produced by the Centre for Humanitarian Dialogue (CHD), Switzerland utilizing information gained from the Ministerial meetings and research work that has been commissioned by CHD. Member states will be asked to buy into this strategy paper, in order to have it ready for presentation at the biennial meeting at the UN in July. Although Canada is keen to push through the humanitarian aspects of the SALW issue, it remains to be seen what reaction other states will have due to the fact that they are all part of other regional and multilateral groupings that will have to be taken into consideration. So, there are no foregone conclusions about what the statement will include.

Suggested follow-up: Monitor progress of the drafting of this document and future HSN meetings through contacts within DFAIT and CHD.

Two central questions were addressed in this session:

- 1) *How do we develop effective means for engaging NGOs on the issue of SALW in the shorter and longer term?*

2) *What do we want to do in the lead up to 2003?*

The questions elicited many comments, and the following is a summary of what participants felt were some of the areas that could be focused on:

1) Generate the support of the voting public through raising public awareness.

Action:

It was felt that if the voting public was behind any initiative(s) undertaken it would help to keep pressure on the government

Creating an information package that will provide Canadian NGOs with organized information, reliable data and research in order to generate more interest could raise public awareness. The SAWG website could also be utilized for this purpose.

Lynne Griffiths-Fulton will draft a short (2 page) information 'hand-out' that accessible and can be widely disseminated. The Steering Committee will discuss before disseminating. Wendy Cukier suggested that perhaps we could draw on the work that IANSA has done in this regard. Lynne Griffiths-Fulton would look into the work that has been done by Lore Lumpe et al on the 'Guns know no borders' campaign and initiatives undertaken by others (ie. UN agencies).

Another suggestion was to harness and build upon the momentum created by the Iraq crisis using an email campaign. It was felt that it would be good to try and reach out to those organizations that have been active on the Iraq crisis also. This would mean ensuring that all of material is available in English and French. SAWG members with experience/contacts with translators could assist with this.

2) Further mobilize Canadian civil society around the SALW issue.

Action:

For those organizations with direct mailings, the information that is put together could be added – this would reach a wider number of people but would need therefore to include information relevant to a wide-range of civil society actors.

Put together a list of 'SALW experts' that could be sent out via listserves to let organizations know who is doing what on SALW in Canada. Coupled with this, ask organizations to inform SAWG about what events are taking place and see if there might be a link to the SALW that could be

3) Engage in lobbying with government on policy issues.

Action:

Wendy Cukier will find out who the Ministers responsible for reporting on the Report Card are and draft a letter to reiterate key issues, and to make it clear that the Government should be prepared to go beyond the PoA. We need to work toward strengthening Canada's position; they cannot be allowed to go backwards.

Make sure the points we want to raise are on the government's 'radar screen'. To ensure that these issues are addressed constructively it is important to take action now rather than waiting until the Government wants to discuss the issues. Some NGOs, CPCC, North-South, Project Ploughshares, to name a few, are developing responses to the Canadian government's foreign policy review. If their material contains SALW related material SAWG could highlight the key policy issues (and key politicians) that people should write to and a short statement that NGOs could sign on to.

CIDA is undergoing an exercise that considers the relationship between development and conflict. Find out about this and see how we might build on this work. Take the lead from other countries,

like the UK, who are looking seriously at this issue. Steering Committee will consider the suggestion that SAWG organize a meeting between development and security organizations here in Canada.

4) Organize for participation on the National Committee.

Action:

DFAIT will send a letter to CPCC inviting NGO participation (number tbc) on the National Committee that is being set up to address policy and programming around SALW. It will also be a forum for civil society-government dialogue. It was decided that the Steering Committee would undertake an appropriate process that would ensure those selected are representative of the diverse membership of SAWG. Participants will be elected for one year.

DFAIT is suggesting that the first meeting will be at the end of April when the government's report is produced. It was suggested that SAWG starts to plan now for a meeting (May) to discuss the outcome of the report. Those who are appointed to be part of the National Committee need to provide feedback, reports, and identify follow-up work that is needed, to SAWG. It is very important that we respond to the Canadian Government's draft. It is very important that DFAIT knows that civil society is very engaged on this issue.

Organizing for the 2003 Biennial Meeting:

A variety of Canadian organizations will be present. It would be good for those who are going to identify themselves and keep others abreast of what they are planning.

Lynne Griffiths-Fulton to send out a message inquiring from members what they are planning and then use any feedback as an opportunity to provide information to them or a resource person.

There will be an IANSA facilitation committee meeting in May that will stress the need to put a face on victims of SALW use. The SAWG mailing list will be utilized to provide members with information related to this and any other IANSA information.

APPENDIX A – Discussant bios

Neil Arya has been President of Physicians for Global Survival and a co-Vice President of International Physicians for the Prevention of Nuclear War the winner of the 1985 Nobel Peace Prize. He is currently an Adjunct Professor of Environment and Resource Studies at the University of Waterloo and will be co-teaching a Peace through Health course at McMaster University in January 2004. In the last two years he has written and spoken extensively about Afghanistan, Iraq, small arms, nuclear weapons, medical ethics and social responsibility and Peace through Health in medical schools, and the community in North America, Europe, Asia and Latin America and been published in such journals as the Canadian Journal of Public Health, the British Medical Journal, the Croatian Medical Journal, Medicine and Global Survival, Medicine, Conflict and Survival, the Ottawa Citizen and the Record.

David Capie is a Research Fellow and Co-Director of the Armed Groups Project in the Centre for International Relations (CIR) at the University of British Columbia, Vancouver. He is a graduate in law and political science and holds a PhD in international relations from York University in Toronto. He is the author of two books on small arms issues in Asia and the Pacific: *Under the Gun: The Small Arms Challenge in the Pacific* (Victoria University Press, Wellington, 2003 <http://www.vuw.ac.nz/vup/recenttitles/underthegun.html>) and *Small Arms Production and Transfers in Southeast Asia* (Australian National University, Canberra, 2002). He is also the author of *The Asia-Pacific Security Lexicon* (Institute of Southeast Asian Studies, Singapore, 2002). His current work on small arms is looking at human rights violations in the Thai/Burma border area.

Wendy Cukier is the co-founder and President of the Coalition for Gun Control (Canada), which is supported by 350 public safety organizations and has been credited with playing a major role in the passing of two major pieces of Canadian legislation, including the 1995 law that required all gun owners to be licensed and all guns registered. She is also very active in international efforts to curb the misuse and illicit trade in small arms and has acted as a consultant to the Government of South Africa on small arms issues, as well as NGOs worldwide, and has an international reputation based on her work on illicit trafficking of firearms as well as on gendered analysis of crime and conflict. This year she was elected to the Facilitations Committee of the International Action Network on Small Arms (IANSA) and also coordinates the Small Arms Firearms Education and Research Network (SAFER-Net) which is part of the Small Arms Survey. Along with these activities, Wendy Cukier is also a tenured professor at Ryerson University in Toronto teaching courses on the Information Technology Management, Justice Studies, and Communications and Culture degree programmes.

Ken Epps has been a staff member of Project Ploughshares since 1986. His areas of research, writing and public commentary include Canadian military production and export, international arms trade, and armed conflict. Ken produces Ploughshares annual 'Armed Conflict Report', and maintains the Canadian Military Industry database. Currently, Ken works on the Arms Trade Treaty Campaign as part of the NGO Working Group. This NGO Working Group promotes the campaign at the national, regional and global levels. The Working Group recognizes that the campaign towards a Framework Convention on International Arms Transfers needs to unite a diversity of voices from around the world. In order to build a campaign that is representative and accountable, the Working Group seeking to engage civil society actors in every region of the world.

Faruq Faisal is South Asia Partnership (SAP) Canada's Canadian Program Manager, and has been responsible for their small arms programme since 2001. The SAP regional network has encouraged a strategically-oriented initiative using 2001 UN Conference on small arms as a catalyst for increased governmental involvement in the near-term, and as launching-point for greater regional cooperation in the longer term. Their programme also promotes the engagement of a wide-range of civil society organizations on this issue. Faruq Faisal was responsible for organizing five national GO-NGO consultations in Bangladesh, Pakistan, India, Nepal and Sri Lanka as well as a regional civil society strategy meeting in Sri Lanka prior to the UN Conference of July 2001. Currently he is involved in organizing an inter-governmental meeting of South Asian

countries on Small Arms. He attended the UN Conference on Small Arms in 2001 and is on the Steering Committee of the CPCC Small Arms Working Group and a member of the Canadian Committee for Women, Peace and Security.

Edward Laurance, since 1995, has focused his research and policy work on the problems associated with the accumulation, proliferation and misuse of small arms and light weapons. He was a co-author with BICC for the publication *Tackling Small Arms and Light Weapons: A Practical Guide for Collection and Destruction*, an outgrowth of extensive research on weapons collection programs (<http://sand.miiis.edu>). His most recent publication on small arms, *Making Global Public Policy: The Case of Small Arms and Light Weapons*, an Occasional Paper published by Small Arms Survey, was used as a resource paper for the meeting. He served as the consultant to the first U.N. Panel of Experts on Small Arms (1996-97) and in January 1998 founded the Preparatory Committee (Prep Com) for a Global Campaign on Small Arms and Light Weapons, which was transformed into the International Action Network on Small Arms (IANSA) in May 1999. From October 2000 until July 2001, he served as the consultant to the United Nations Department of Disarmament Affairs for the UN Conference on the Illicit Trade in Small Arms and Light Weapons in all its Aspects, held in the summer of 2001.

David Jackman is currently assisting the Quaker UN Office in Geneva and other partners to develop and implement a multi-year program that focuses on lessening the demand for small arms. This program includes research, regional networking and outreach dimensions and seeks to create a well-documented body of information on effective demand-side programs and policies. In relation to this program David Jackman will participate extensively in the UN Biennial and Review Conference processes on small arms issues. Previously, he was the Associate Middle East Representative for American Friends Service Committee and based in Amman, Jordan. His responsibilities focused on an exploration of the possibilities for regional Middle East dialogue on a range of security issues including controls on small arms proliferation. In concert with partner organizations David organized two regional workshops on demand issues and helped to found a regional NGO network on small arms. From 1994 to 2001, David served as Associate Representative at the Quaker United Nations Office in New York. His focus there was on facilitating informal dialogue to support the UN's involvement in disarmament, peacemaking and peacekeeping issues.

Marilou McPhedran is the Project Director of the International Women's Rights Project (IWRP) at York University Centre for Feminist Research in Toronto. The IWRP was founded in 1998 to strengthen the capacity of women's NGOs and to influence the implementation of international human rights standards, to the benefit of women, through research and evidence-based advocacy. IWRP operates on project-by-project funding from private and governmental sources. Currently, the focus is on partnership with the Afghan Women's Organization (located in Canada and Afghanistan) in capacity-building for women's leadership and governance. A lawyer, Marilou McPhedran specializes in health and equality. Ms. McPhedran is a founder of Canadian NGOs, including LEAF (The Women's Legal Education and Action Fund) and METRAC (Metropolitan Action Committee on Violence Against Women and Children) and continues to volunteer much of her time working with NGOs in the non-profit sector.

Ernie Regehr is the Executive Director of Project Ploughshares and has worked on small arms issues since 1998 when Ploughshares organized the conference at which the decision to form IANSA was made. In 2001, Ernie Regehr acted as an NGO Advisor on the Government of Canada's delegation to the UN Small Arms Conference, was an Advisor for the World Council of Churches at the Conference, and an advisor for the Government of Kenya during the discussions leading up to the creation of the Nairobi Declaration on small arms. More recently, Ernie Regehr has worked with South Asia Partnership acting as an Advisor at the Canada/Bangladesh-sponsored South Asia Conference on Small Arms. In addition to writing/editing six books/monographs on peace and security issues, publications include journal articles, newspaper and magazine articles, conference papers, and Parliamentary briefs.

Kathy Vandergrift is Senior Policy Advisor for World Vision Canada, and Chair of the CPCC Children and Armed Conflict Working Group, which works to promote the use of humanitarian cease-fires to protect children during armed conflict, improve implementation of the Convention on the Rights of the Child and prevent the use of child soldiers particularly by advocating for states to adopt the optional protocol. In addition, she co-chairs the Watchlist on Children and Armed Conflict, which monitors and reports on the situation of children in specific conflict countries, including the prevalence of small arms as one of several factors affecting children.

Katherine Verrier-Fr chet has recently taken up the position of Policy Advisor in the Non-proliferation, Arms Control and Disarmament Division (IDA) at the Department of Foreign Affairs and International Trade. A main area of focus is policy development related to small arms. IDA is the department responsible for coordinating the government's work on small arms and it acts as the National Point of Contact internationally. Katherine Verrier-Fr chet is currently working on the government's report, a "systematic appraisal", of Canada's performance with respect to the PoA at the national, regional and global levels.

APPENDIX B - Agenda

Small Arms Working Group Meeting
March 27th– 28th, 2003
Oakham House, 63 Gould Street, Ryerson University, Toronto

DAY I, Thursday March 27th

9.00 – 9.15 Registration

WORKSHOPS

9.15 – 10.15

Small arms and Public health

Discussant: Neil Arya, Physicians for Global Survival

An overview of the impact of small arms from a public health perspective will be presented.

The workshop will also provide an opportunity to explore the root causes of use and misuse of small arms as well as the most effective way to prevent the devastation they inflict on populations.

10.15 – 11.15

Arms Trade Treaty

Discussant: Ken Epps, Arms Trade Treaty Steering Committee

The workshop will explore opportunities to engage Canadian NGOs and government in building support for the “Framework Convention on International Arms Transfers”

(commonly referred to as the Arms Trade Treaty), particularly in the context of the PoA. The Framework Convention codifies existing state obligations under international human rights and humanitarian law with respect to arms transfers.

11.15 – 11.30 Break

11.30 – 12.30

Children and small arms

Discussant: Kathy Vandergrift, Children and Armed Conflict Working Group/World Vision Canada

The workshop will seek to raise-awareness about the impact of small arms on children. To explore ways to use strategically the opportunity provided by the inclusion of small arms in Security Council’s work on Children and Armed conflict. It will also be an opportunity to discuss policy recommendations for Canada’s National Action Plan for Children.

12.30 – 1.30 Lunch (provided)

1.30 – 5.00

Gender and small arms

Discussant: Wendy Cukier, Coalition for Gun Control, Small Arms Firearms Education and Research Network (SAFER-Net)

The principal objective of this workshop will be to seek to find ways that organizations working on gender and peacebuilding, women’s health, etc., can incorporate small arms into their agenda. The workshop will provide participants with the needed information on the gender perspectives of the small arms problem as well as advocacy tools, and will also try and mobilize participants to be involved in the follow up to the UN 2001 small arms conference.

Small Arms Working Group Meeting
March 27th– 28th, 2003
Oakham House, 63 Gould Street, Ryerson University, Toronto

DAY II - Friday, March 28th

PLENARY SESSIONS

8.45 – 9.15 Registration & Coffee

9.15 – 9.30 **Welcome – members of the SAWG Steering Committee**

Session I

9.30 – 11.30 **Making Global Public Policy: The Case of Small Arms and Light Weapons**
Presenter: Edward Laurance, Monterey Institute of International Studies
Chair: David Capie, Institute of International Relations, UBC
Framing the discussion – an overview of the small arms problem, policy issues in the context of the Programme of Action

11.30 – 11.45 *Break*

Session II

11.45 – 1.00 **Diverse solutions - Canadian NGOs report on small arms activities**
Chair: David Jackman, Consultant – Quaker UN Office
10-minute presentation by each speaker, describing their organization's work on small arms in relation to the PoA.

1.00 – 2.00 *Lunch (provided)*

Session III

2.00 – 3.30 **Canadian government report card - Policy and small arms activities**
Discussants: Katherine Verrier-Fréchette, Policy Advisor, DFAIT – Non-proliferation, Arms Control and Disarmament Division;
Chair: Wendy Cukier, Coalition for Gun Control, Small Arms Firearms Education and Research Network (SAFER-Net), IANSA
This session will provide an opportunity for dialogue with government and further discussion and analysis of government initiatives on small arms.

3.30 – 3.45 *Break*

Session IV

3.45 – 5.00 **Strategy session**
Chair: Ernie Regehr, Project Ploughshares
Panel: Faruq Faisal, South Asia Partnership Canada; Edward Laurance, Monterey Institute
Developing a 'campaign' strategy for Canadian NGOs - how to engage civil society and what are the priorities in the lead up to 2003 UN Review Meeting.

APPENDIX C – Participants List

CPCC Small Arms Working Group Meeting March 27th/28th, 2003, Oakham House, Toronto

Name	Organization	
Dina Aloï	Consultant	dinaaloi@canad
Neil Arya	Physicians for Global Survival	narya@mc1adm
David Capie	Centre for International Relations, UBC	dhcapie@interc
Wendy Cukier	Coalition for Gun Control/SAFER-Net	wcukier@acs.ry
Linda Dale	Children as Peacemakers Project	ldale@web.ca
Ken Epps	Arms Trade Treaty Steering Committee	kepps@ploughs
Faruq Faisal	South Asia Partnership Canada	ffaisal@sapcana
Lansana Gberie	Partnership Africa Canada	agberie@yahoo
Arghavan Gerami	Osgoode Hall Law School	Arms control ins
Lynne Griffiths-Fulton	Project Ploughshares/CPCC Small Arms Working Group Coordinator	lgriffiths@plough
Malu Hamidi	CPCC Gender and Peacebuilding Working Group	maluhamidi@ho
Timothy Healey	Project Ploughshares Niagara	thealey198@aol
Greta Hoffmann Nemiroff	Sisterhood is Global	sigi@qc.aibn.co
David Jackman	Consultant - Quaker UN Office	djackman@cybe
Elizabeth King	Mines Action Canada	eking@canadian
Jeannethe Lara	Primate's World Relief Development Fund	jlara@pwrdf.org
Edward Laurance	Monterey Institute of International Studies	elaurance@miis
David Lochhead	Coalition for Gun Control	dlochhea@ryers
David Lord	Canadian Peacebuilding Coordinating Committee (CPCC)	cpcc@web.ca
Marilou McPhedran	York University	marilou@yorku.
Kristiana Powell	Project Ploughshares	kpowell@plough
Ernie Regehr	Project Ploughshares	eregehr@plough
Ayesha Rekhi	DFAIT- Peacebuilding & Human Security Division	ayasha.rekhi@d
Eve Rotstein	Consultant	everotstein@ho
Gerd Schönwälder	International Development Research Centre (IDRC)	gschonwalder@
Hari Sharma	Simon Fraser University	sharma@sfu.ca
Justyna Susla	Small Arms Firearms Education Research Network (SAFER-Net)	jsusla@ryerson.
Celina Tuttle	Consultant	celina.t@sympa
Kathy Vandergrift	World Vision Canada/Children & Small Arms Working Group	kathy_vandergr
Katherine Verrier-Fréchette	DFAIT – Non-proliferation, Arms Control & Disarmament Division	katherine.verrier
Christine Vincent	CANADEM/Gender & Peacebuilding Working Group	christine.vincent

APPENDIX D - SAWG information and members list

Objectives

The Small Arms Working Group seeks to engage the Canadian peace, human rights, disarmament, humanitarian and development communities in the development and promotion of national and international policies and measures to reverse the diffusion and misuse of small arms and light weapons. The SAWG seeks to:

- Engage a wide range of CPCC members in the program of the working group;
- Engage Canadian and international NGOs in ongoing exploration of ways and means of integrating small arms control and demand reduction into their respective development and peacebuilding programs;
- Provide and improve opportunities for the exchange of information, policy discussion, and planning of joint activities within the Working Group membership, especially regarding the UN conference and review process;
- Engage in policy dialogue with relevant government departments on small arms related policy initiatives;
- Link Canadian NGO activity to international networks including the International Action Network on Small Arms (IANSA).

Participation in the working group is open to all, and we encourage Canadian NGOs exploring ways and means of integrating small arms into their respective development and peacebuilding programs to join.

Steering Committee

Wendy Cukier - Coalition for Gun Control
Faruq Faisal - South Asia Partnership (SAP) Canada
Peggy Mason - Peace & Security Consultant
Ernie Regehr - Project Ploughshares
Bernard Taylor - Partnership Africa Canada (PAC)
Lynne Griffiths-Fulton – Coordinator

Members represent organizations that work on a wide-range of issues related to small arms and light weapons and bring their expertise and experience to the group through planning, strategizing and participating in SAWG events. The Steering Committee aims to ‘meet’ on a regular basis either face-to-face or via conference calls.

Disseminating information

The SAWG webpage is currently being hosted on Project Ploughshares website <http://www.ploughshares.ca/content/CONTROL%20WEAPONS/Mines&SmallArmslist.html> until the construction to the CPCC site is completed.

Aside from direct contact between members either at SAWG events or through joint initiatives, the web page is a way to disseminate information about your work, share lessons learned and post reports, relevant documents, and provide details of upcoming events that may be of interest to members.

As well as posting this information on the website to reach a wider audience, the material will also be disseminated via the electronic mailing list maintained by Ploughshares. Any contact information that needs updated should be directed there.

Current work

Currently, working group activities focus on carrying out the objectives of a two-year policy development project with funding provided by CIDA through the Voluntary Sector Initiative. Project activities seek to further engage the Canadian peacebuilding community in the development and promotion of national and international policies and measures to reverse the diffusion and misuse of small arms and light weapons (SALW) and to extend the policy momentum provided by the UN conference through a more extensive program of NGO-government engagement and policy dialogue through a series of forums, complemented by the production of policy papers and related materials.

CPCC Small Arms Working Group Mailing-list Members – May 2003 (cont'd)

Organization	Name
ActiveCreation Productions	Pamela Teitelbaum
Alternatives	Alex Hill
Arias Foundation	Greg Puley
Amnesty International Canada	Hilary Homes
CAMEO Land Mine Clearance	Frank Jewsbury
CAMEO Land Mine Clearance	Jim Megill
Canadian Consortium on Human Security	Andrew Mack
CANADEM/Gender and Peacebuilding Working Group	Christine Vincent
Canadian Consortium on Human Security	Oliver Rohlfis
Canadian Friends Service Committee	Gianne Broughton
Canadian Friends Service Committee	Jane Orion Smith
Canadian Peacebuilding Coordinating Committee	David Lord
CPCC Gender and Peacebuilding Working Group	Malu Hamidi
CARE Canada	Nancy Gordon
Canadian Red Cross	Jyoti Singh
Cause Canada	Sean Krausert
CCIC	François Legault
CERAS	Daya Varma
Children as Peacemakers Project	Linda Dale
Christian Reformed World Relief	Matt Van Geest
Coalition for Gun Control	Amelie Baillargeon
Coalition for Gun Control/Ryerson University/SAFER-Net	Wendy Cukier
Coalition for Gun Control	David Lochhead
Consultant	Dina Aloï
Consultant	Philip Bury
Consultant	Douglas Fraser
Consultant	Paul George
Consultant	David Jackman
Consultant (Peace & Security)	Peggy Mason
Consultant	Shaukat Hassan
Consultant	Helene Moussa
Consultant	Clyde Sanger
Consultant	Eve Rotstein
Consultant	Celina Tuttle
Consultant/Gender and Peacebuilding Working Group	Beth Woroniuk
CUSO	Debby Cote
Evangelical Lutheran Church in Canada	David Pfrimmer
FAFO	Mark Taylor
Hope International	Matthew Redekop
Horizons of Friendship	Anneli Tolvanen
Human Concern International	Kaleem Akhtar
International Development Research Centre	Gerd Schonwalder
Inter Pares	Molly Kane
Lutheran World Relief and Development	Valerie Stam
Mennonite Central Committee – Ottawa	Bill Janzen
Mines Action Canada	Paul Hannon
Mines Action Canada	Elizabeth King
MSF	David Morley
Osgoode Law School	Arghavan Gerami
Oxfam Canada	David Gallagher
Partnership Afghanistan	Omar Zakhilwal
Partnership Africa Canada	Ralph Hazelton
Partnership Africa Canada	Flora MacDonald
Partnership Africa Canada	Bernard Taylor
Partnership Africa Canada	Lansana Gberie
Peace Fund Canada	Murray Thomson
Physicians for Global Survival	Neil Arya
Physicians for Global Survival	Debbie Grisdale
Presbyterian World Service and Development	Rick Fee

CPCC Small Arms Working Group Mailing-list Members – May 2003 (cont'd)

Primate's World Relief & Development Fund	Jeannethe Lara
Primate's World Relief & Development Fund	Rob Shropshire
Project Ploughshares	Ken Epps
Project Ploughshares	Lynne Griffiths-Fulton
Project Ploughshares	Kristiana Powell
Project Ploughshares	Ernie Regehr
Project Ploughshares Calgary	Julie Hrdlicka
Project Ploughshares Fraser Valley	Elsie Wiebe
Project Ploughshares Niagara	Timothy Healey
Royal Military College	Walter Dorn
SAFER-Net	Justyna Susla
Save the Children	Marlen Mondaca
Sisterhood is Global Institute	Marjan Radjavi
Sisterhood is Global Institute	Greta Hofmann Nemiroff
UBC Centre for International Relations	David Capie
South Asia Patnership Canada	Janice Burke
South Asia Partnership Canada	Faruq Faisal
South Asia Partnership Canada	Richard Harmston
South Asian Network for Secularism and Democracy	Hari Sharma
UNICEF	Cathie Guthrie
United Nations Association Canada	Robin Collins
USC Canada	Marie Dulude
Voice of Women for Peace	Clara Jimeno
Voice of Women for Peace	Joy Warner
World Literacy of Canada	Mamta Mishra
World Vision Canada	Chris Derksen-Hiebert
World Vision Canada/Children & Armed Conflict Working Group	Kathy Vandergrift
WUSC	Marianne Wightman
Xefina Consulting	Michael Adams
York University	Amani El Jack

APPENDIX E – SAWG survey English/Français

Small arms survey/questionnaire (please respond as appropriate)

Name:

Organization:

Focus: (*Please highlight no more than 5*)

National gun laws
Crime
Public health
Women's issues
Mobilizing youth

Armed conflict
Peace & security
Landmines
Ex-combatants
Children in war

Human rights
Arms trade/industry
Development/
Humanitarian aid
Reform of police/military

Scope: What countries or regions does your work cover? (*Please list*).

Skills: What skills/expertise can you/your organization share with other participants? (*Please highlight as appropriate*).

Drafting legislation

Negotiating international agreements

Data / Research

Working with the media

Raising awareness

Campaigning

Weapons collection/destruction

Technical/ballistics

Humanitarian assistance in post-conflict environments – working with vulnerable groups such as refugees, displaced persons, women and children

Reintegration of ex-combatants

Working with child combatants

Truth, reconciliation and justice initiatives in post-conflict environments

Gender dimension of small arms

Other (please specify):

Areas of interest for future activities:

1. Are you interested in small arms and light weapons issues related to a particular geographical area/conflict zone? Please specify.

2. Are there any other specific issues related to small arms and light weapons that you would benefit from further information about, either during a session at a SAWG event and/or documents posted on website? (ie. Framework convention, Canadian government's record on implementation of Programme of Action)

3. Have you/your organization been involved and/or organized any small arms and light weapons activities since July 2001? Please list.

4. What issues do you feel SAWG should be pressing the Canadian government on?

5. What would you like to see as a specific accomplishment or achievement of the working group in the lead up to the UN Review conference? What do you feel are priorities for implementation vis-à-vis the UN Programme of Action? What do you feel are priorities for implementation by the government of Canada?

Enquête-questionnaire sur les armes de petit calibre (répondre aux questions qui vous sont pertinentes)

Nom :

Organisation :

Vos domaines d'intérêt : (*en souligner un maximum de 5*)

Lois nationales sur armes à feu	Conflits armés	Droits de la personne
Crime	Paix et sécurité	Commerce et industrie des armes
Santé publique	Mines terrestres	Développement/ Aide humanitaire
Condition de la femme	Ex-combattants	
Mobilisation de la jeunesse	Les enfants et la guerre	Réforme de la police et du militaire

Scope : Quels pays ou régions votre travail recouvre-t-il? (*Dressez-en la liste*).

Compétences : Quelles aptitudes et compétences pouvez-vous partager, vous et votre organisation, avec d'autres participants? (*Soulignez les sujets pertinents*).

Propositions législatives
Négociation d'ententes internationales
Données/ Recherche
Travail avec les médias
Conscientisation
Campagnes
Cueillette et destruction d'armes
Technologie/balistique
Aide humanitaire en environnement post-conflit – travail auprès de groupes vulnérables tels que les réfugiés, les personnes déplacées et les enfants
Réintégration des ex-combattants
Travailler aux côtés des enfants combattants
Initiatives de vérité, réconciliation et justice en environnement post-conflit
Dimension égalitaire, quant au sexe, de la question des armes de petit calibre
Autres (préciser) :

Domaines d'intérêt pour activités futures :

1. Êtes-vous intéressés par des questions touchant aux armes de petit calibre et aux armes légères dans une région géographique ou une zone de conflit particulières? Prière de préciser.
2. Existe-t-il d'autres problèmes particuliers relatifs aux armes de petit calibre et aux armes légères sur lesquels vous aimeriez être renseignés davantage, soit lors d'une session dans le cadre d'une activité du SAWG, soit par de la documentation affichée sur le site Web? (exemples : convention-cadre, dossier sur la mise en oeuvre, par le gouvernement canadien, de son Programme d'action)
3. Est-ce que vous-même et votre organisation avez participé à des activités reliées aux armes de petit calibre ou aux armes légères, ou avez-vous organisé de telles activités, depuis 2001? Prière d'en dresser la liste.
4. À quels sujets le SAWG, selon vous, devrait-il exercer des pressions auprès du gouvernement canadien?
5. Quelle réalisation particulière attendriez-vous du groupe de travail préalablement à la Conférence d'examen des Nations unies? Quelles sont, à votre avis, les priorités d'application par rapport au Programme d'action des Nations unies? Quelles sont, selon vous, les priorités d'application en ce qui concerne le gouvernement canadien?