ECOWAS COMMISSION
COMMISSION DE LA CEDEAO
COMISSÃO DA CEDEAO

Co-funded by the
European Union

cooperation
germany – ecowas
ZUSAMMENARBEIT DEUTSCHLAND – ECOWAS

# MAINSTREAMING GENDER INTO THE ECOWAS PEACE AND SECURITY ARCHITECTURE

## Baseline Study on the Integration of Gender Dynamics into ECOWAS Small Arms Control Interventions: Promoting Gender Responsive Small Arms and Light Weapons Control in the ECOWAS Region

www.ecowas.int

Supported by
giz Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH



ECOWAS COMMISSION
COMMISSION DE LA CEDEAO
COMISSÃO DA CEDEAO

Copyright © 2022 by Economic Community of West African States

All rights reserved.

No portion of this report may be reproduced in any form without written permission
from the publisher or author, except as permitted by Nigerian copyright law.

MAINSTREAMING gender into the ECOWAS peace and security architecture: baseline study on the integration of gender dynamics into ECOWAS small arms control interventions: promotion gender responsive small arms and light weapons control in the ECOWAS region

ECOWAS Commission
1. Gun control—West Africa
2. Arms transfers —West Africa
1. Gender mainstreaming—West Africa

I. Title
HV7439. W516 M225 2024 363.330966
ISBN: 978-978-61012-5-5 (pbk) AACR2



Picture taken at the training on the identification, documentation and tracing of illicit Small Arms and Light Weapons in Diffa, Republic of Niger within the framework of the United Nations Trust Facility Supporting Cooperation on Arms Regulation (UNSCAR) funded project on the implementation of Article 19 of the ECOWAS Convention on Small Arms and Light Weapons.

## Acknowledgement

The ECOWAS Commission wishes to express appreciation to the European Union (EU) for the financial support to carry out this Baseline Study and to produce the accompanying Action Plan on integrating gender dynamics into ECOWAS small arms control interventions. This Study was carried out within the framework of the EU Support to ECOWAS Regional Peace, Security and Stability Mandate (ECOWAS-EU PSS) Project.

Profound gratitude to Dr. Sintiki Ugbe Tarfa, the Director of Humanitarian and Social Affairs who promoted the initiative to mainstream gender dynamics into ECOWAS small arms control interventions and for the constructive supervisory role she provided from conceptualization and to completion of the study with the solid support and collaboration of Mr. Joseph Ahoba, the Principal Program Officer/Head of ECOWAS Small Arms Division.

The completion of this Study could not have been made possible without the close guidance, supervision and technical support of the following:

Dr. Cyriaque Agnekethom, Director, Peacekeeping and Regional Security
Dr. Sani Adamu, Program Officer, Disarmament and Arms Control
Mr. Bankale Oluwafisan, former Program Officer, Communication and Advocacy
Mr. Adeomi Abayomi, Program Officer, Arms Control (Lead officer for the Study)

Appreciation is also extended to the EU/BMZ funded Support to ECOWAS Peace and Security Architecture and Operations (EPSAO) Project implemented by GIZ for providing the funding and technical support for the publication of this report and to all policy makers and subject matter experts whose inputs contributed to the preparation and finalization of the Study and the accompany Action Plan. The experts contributed to the huge successes recorded throughout the Study.

# Foreword

The proliferation, trafficking and illicit circulation of Small Arms and Light Weapons (SALW) continue to impact negatively in the ECOWAS region with attendant destructions of lives, properties, and socio-economic livelihoods of the people due to misuse. It was in response to this menace that the ECOWAS Convention on Small Arms and Light Weapons, their Ammunition and Other Related Materials was put in place in June 2006 and it came into full force in September 2009. As a legally binding instrument, Member States in the region continue to implement its key provisions, including practical measures on transfer controls, physical security, and stockpile management as well as the promotion of the culture of peace.

Despite these measures, manifestations of gender-based violence perpetrated with SALW are trending phenomenon with great impacts on women, men, girls and boys. Thus, examining the ways in which the scourge of SALW proliferation affects men and women in the different ways, offers important insight that can help to inform policy and project interventions.

The ECOWAS Commission came to the recognition that the SALW control initiatives in the region will only attain the desired impact only if it is free of misuse of SALW. It was the realization of this objective that inspired the conduct of this Baseline Study to assess the current practice and approach as well as existing legal instruments on SALW control if they were consistent with gender dynamics.

This Baseline Study therefore demonstrates ECOWAS strong commitment towards balancing the perspectives, perceptions and experiences of men, women, boys and girls relating to the scourge of SALW as they affected them. This Study examines the relevance of gender perspectives in the design and implementation of policies, projects and programs as well as legal and normative frameworks related to addressing the proliferation, illicit circulation and trafficking of SALW in the ECOWAS region. It also establishes that an alternative approach to addressing the scourge of SALW misuse is to enhance gender-sensitive and gender-responsive programming and interventions.

The Study is a compendium of evidence – based resources put forward for both Member States as well as for small arms control practitioners for project conception and their implementation. The ECOWAS Commission wishes to commend the European Union for availing the funding of the Study through the European Union support to ECOWAS regional Peace, Security and Stability mandate programme (ECOWAS-EU PSS Project) as well as ECOWAS Commission and Member States whose expertise contributed to this outcome study and the accompanying action plan.

The Baseline Study and the Action Plan contain valuable insights and key findings on the nature of the scourge of illicit circulation and proliferation of SALW with wide ranging gender implications. It also proffers concrete practical measures, guidance and solution – based on gender inclusive approaches to designing, implementing and monitoring SALW control initiatives and interventions.

The ECOWAS Commission calls on all actors across the spectrum of arms control practitioners, including researchers, policy makers and project managers in the ECOWAS region and beyond to avail themselves with the vast resources in this Study and the Action Plan in discharging their duties.

In all, we are delighted that the Study and the accompanying Action Plan will contribute significantly to mainstreaming gender dynamics in Small Arms and Light Weapons Control and by extension, enhancing the noble objectives of ECOWAS Peace and Security Architecture.

**Gen. Francis A. BEHANZIN**
Commissioner, Political Affairs, Peace and Security

**Dr. Siga Fatima JAGNE**
Commissioner, Social Affairs and Gender

# Table of Contents


Acknowledgement 3
Foreword 4
Abbreviations and Acronyms 8
Executive Summary 10

1.0 Introduction 18

2.0 Methodology of the study 23

2.1 Objectives of the Baseline Assessment 25
2.2 Study Respondents and Target Audience 26

3.0 Small arms proliferation Gender analysis 27

4.0 Regional context: a gendered perspective of the scourge of small arms and light weapons in the ECOWAS region 31

4.1. Men and small arms and light weapons in the ECOWAS region 33
4.2. Women and small arms and light weapons in the ECOWAS region 35

5.0 Gendered impact of the scourge of SALW in the ECOWAS region 38

5.1. Impact on men and boys 39
5.2. Impact on women and girls 41
5.3. Direct and Indirect effects of SALW proliferation 44
5.4. The youth and small arms and light weapons 46

| | | |
|---|---|---|
| 6.0 | Characteristics of key gender-responsive small arms and light weapons programme and policy interventions | 48 |
| 7.0 | National, regional and international normative and legal frameworks on SALW control in the Ecowas region and Gender responsiveness: gaps & challenges | 56 |
| 8.0 | Gender and institutional mechanism on small arms control: Gender analysis of institutional mechanisms on small arms control in the ECOWAS region | 67 |
| 9.0 | Gender and practical measures on small arms control: Gender assessment of approach to program interventions on small arms control in the ECOWAS region | 72 |
| 10. 0 | Strategies for mainstreaming gender in ECOWAS SALW control initiatives | 80 |
| 11.0 | Conclusion | 83 |
| 12.0 | Recommendations | 85 |
| Bibliography | | 89 |
| Annex 1 - Glossary | | 94 |
| Annex 2 - Action Plan | | 97 |

## Abbreviations and Acronyms

| | |
|---|---|
| ATT | Arms Trade Treaty |
| ACLED | Armed Conflict Location and Event Data Project |
| CAR | Conflict Armament Research |
| CSOs | Civil Society Organisations |
| DCAF | Geneva Center for Security Sector Governance |
| ECOSAP | ECOWAS Small Arms Program |
| ECOWAS | Economic Community of West African States |
| ECOWAS-EU PSS | European Union Support to ECOWAS Regional Peace, Security and Stability Mandate |
| ECPF | ECOWAS Conflict Prevention Framework |
| EDF | European Development Fund |
| EPF | ECOWAS Peace Fund |
| EU | European Union |
| GAFF | Girls Associated with Fighting Forces |
| GBV | Gender Based Violence |
| GoN | Government of Nigeria |
| ISACS | International Small Arms Control Standards |
| ITI | International Tracing Instrument |
| IPV | Intimate Partner Violence |
| MAG | Mines Advisory Group |
| MoGD | Ministry of Gender and Development |
| OECD | Organization for Economic Cooperation and Development |
| NATCOM | National Commission on the Control of Small Arms and Light Weapons |
| NGO | Non-Governmental Organization |
| PAPS | Department of Political Affairs Peace and Security |
| PCASED | Programme for Coordination and Assistance for Security and Development |
| PSA | Peace and Security Architecture |
| PSSM | Physical Security and Stockpile Management |

| | |
|---|---|
| RESFPACO | Network for Peace and Security of the ECOWAS Region |
| RPG | Rocket Propelled Grenade |
| SALW | Small Arms and Light Weapons |
| SALWD | Small Arms Division |
| SAS | Small Arms Survey |
| SEA | Sexual Exploitation and Abuse |
| UN | United Nations |
| SDGs | Sustainable Development Goals |
| UNDP | United Nations Development Programme |
| UNGA | United Nations General Assembly |
| UNMAS | United Nations Mine Action Service |
| UNPoA | United Nations Program of Action to Prevent, Combat and Eradicate the Illicit Trade in Small Arms and Light Weapons in All its Aspects |
| UNREC | United Nations Regional Centre for Peace and Disarmament in Africa |
| UNSCAR | United Nations Trust Facility Supporting Cooperation on Arms Regulation |
| UNSCR | United Nations Security Council Resolution |
| UXO | Unexploded Ordinance Devices |
| WAANSA | West African Action Network on Small Arms |
| WAWA | West African Women's Association |

## Executive Summary

Approximately 560,000 people lost their lives violently in 2016, translating to interpersonal or collective violence killing at least one person every minute of every day of the year (Small Arms Survey Global Violence Death Report 2017). Firearms were utilized to kill about 210,000 people—38 per cent of all victims of deadly violence in 2016. About 15 per cent of these persons were killed in direct conflict, while the majority were victims of intentional homicide (81 per cent) (SAS, 2017). Fifty (50) per cent of all killings were conducted with a firearm in countries characterized by the highest levels of lethal violence, as opposed to about 12 per cent in countries with the lowest rates (SAS, 2017). In many African states, firearms were also utilized in at least half of all lethal violence incidents—Benin, Cape Verde, Mauritania, Senegal, and Togo (Small Arms Survey Global Violence Death Report, 2017).

Underpinning the proliferation of Small Arms and Light Weapons (SALW) which has influenced and/or facilitated these lethal violence and killings are bad governance, high rate of poverty, struggle for scarce resources, competition for economic and political power among the elites, oil theft, money laundering, corruption, exploitation, terrorism, militancy, ethno-religious violence, scrambling for resource control, and other premeditated violence with huge gender dynamics and implications (International Journal of Development and Sustainability Vol.6 No.11, 2017).

The UN Sustainable Development Goals (SDGs) as embodied in the 2030 Agenda for Sustainable Development underscored the need for both full gender equality and arms control for sustainable development: SDG 5 seeks to 'achieve gender equality and empower all women and girls', while SDG 16 aims to 'promote peaceful and inclusive societies', with Target 16.4—aiming, inter alia, for a significant reduction of illicit arms flows especially for the small arms control regime (United Nations General Assembly UNGA, 2015). Similarly, United Nations Security Council Resolution - UNSCR 2106 (2013a) and 2220 (2015a) on small arms encourage women's meaningful participation in combating the illicit small arms trade and emphasize the need for gender-informed data collection to better understand its social impacts. Article 7(4) of the Arms Trade Treaty (ATT) requires supporting states to evaluate the risks of misuse of small arms for serious acts of gender-

based violence or violence against women and children (UNGA, 2013, art. 7(4)).

Thus, this Baseline Study examines the relevance of gender perspectives in the design and implementation of policies, projects and programs as well as legal and normative frameworks related to addressing the proliferation, illicit circulation and trafficking of SALW in the Economic Community of West African States (ECOWAS) region. The Study provides guidance for consideration in the reviewing of the ECOWAS approach to SALW Control. The Baseline Study is intended to assist the ECOWAS Commission and the National Commissions on Small Arms and Light Weapons (NATCOMs) of ECOWAS Member States in their work with the aim of enhancing efficiency and effectiveness of their interventions through in-depth gender-sensitivity analysis, practices and approaches. It is specifically aimed at the ECOWAS Commission as it seeks to enhance the operational capacity of the ECOWAS Peace and Security Architecture.



With regards to the scourge of SALW proliferation, it is important to recognize that gender means more than focusing on women as victims and that gender issues are not solely women issues. Indeed, women and men are both direct victims and perpetrators of violence related to SALW proliferation. Thus, the definition of gender in this Baseline Study implies women and girls as well as men and boys. Thus, gender mainstreaming in this Study refers to ensuring that the interests, the experience and the perspective of women, girls, men and boys are integrated equally in interventions related to SALW Control.

The Study identifies a number of key issues that make gender mainstreaming relevant in the context of SALW control initiatives:

- Ninety (90%) of those directly killed by SALW globally are men (ISACS, 2006). In the great majority of cases in conflict and non-conflict settings, the victims of firearm-related violence—whether lethal or not—are young and adult men (UNODC, 2011a; WHO, 2002).
- While the majority of the victims and perpetrators of firearms-related homicides are male, many more women than men are killed, injured, and intimidated by firearms in the context of Intimate Partner Violence (IPV) (Small Arms Survey, 2013)
- Women are often the survivors of SALW violence and bears the longer lasting negative social and economic impacts of the scourge of SALW proliferation.
- Intimate partner murder followed by suicide ('murder–suicide') is primarily perpetrated by men, and firearms are the predominant weapon (Small Arms Survey, 2013).
- Most gun owners are men, as are the majority of individuals in professions using guns—such as the armed forces, police, or private security. The risk of lethal IPV for women, as well as injury and intimidation, is increased by the presence of guns in the home, including work-related guns (Small Arms Survey, 2013).
- Men and boys as well as women and girls belong to combatant or insurgent groups and are bearers of SALW.

- The illicit use and illicit possession of SALW fuel violent crimes against both men and women.

- The participation of women in initiatives related to SALW Control is generally low when compared to the participation of men.

- Women and girls possess the potentials to contribute positively and impactfully to weapons collection/SALW Control interventions.

Thus, examining the ways in which the scourge of SALW proliferation affects men and women in different ways, offers important insight that can help to inform policy and interventions. It is important to look at the diverse roles of men, women, boys and girls and how their different experiences, expertise, perception and perspectives can directly impact on and/or influence SALW control measures. Gender dynamics is important for understanding the human factors involved in the prevention and control of SALW proliferation. It is important to recognise that the SALW control initiatives in the ECOWAS region will not attain the desired impact of effective control unless gender is taken into account in all aspects from design to implementation.

In addition, the effective implementation of projects and ECOWAS regional legal and normative frameworks on SALW control will be greatly enhanced by incorporating key gender considerations, where relevant. Thus, the Baseline Study establishes that the best approach to addressing the scourge of SALW in the region must include gender-sensitive and gender-responsive interventions.

## Key Findings:

This Baseline Study contains key findings as follows:

- There is a general inconsistency of ECOWAS small arms control policy, approach, legal and normative frameworks with existing international policies on gender dynamics in peace and security. The Study emphasizes the precedents related to gender and SALW control that have been set over the past decade on the international scene, which deal on integrating gender in terms of substantive thrusts and participation of men, women,

boys and girls as well as integrating gender specific protection needs into all policy and practice related to SALW control but for which ECOWAS is yet to take conscious step to integrate in its SALW control initiatives.

- The gendered nature of the scourge of SALW in the ECOWAS Region is such that impact negatively on men, women, boys and girls albeit at varying levels. While men are more directly affected by this scourge recording the most direct deaths of SALW related death, women suffer the adverse social and economic effect of the loss of loved ones and also suffer directly through direct violence meted against them such as in femicide.

- There have been many practical interventions in terms of projects and programs to address the proliferation, trafficking and illicit circulation of SALW in the ECOWAS region since the late 1990s. However, these interventions have largely not been sensitive to gender dynamics. While there are notable steps that are now being taken, particularly the most recent interventions, to take gender perspectives into considerations, the majority of the practical interventions at both the regional and national levels are blind to mainstreaming gender both in terms of participation of all genders and in the integration of gender dynamics into the thrusts of conceptualization and implementation of such interventions.

- There is a predominant and high level of gender inequality in the human resources component of the institutional mechanisms that are charged with the responsibility of designing, implementing and managing policies, programs and practical interventions on SALW control at both the regional and national levels in the ECOWAS region. There are very few female personnel who are engaged at both regional and national levels.

- The ECOWAS Commission Department of Political Affairs, Peace and Security (PAPS) is currently gearing up towards ensuring the mainstreaming of gender perspectives into its policy, programs and interventions.

- The ECOWAS Peace and Security Architecture is benefiting from the

political will that presently exist within the staff and management cadre of PAPS where to this existent a PAPS Women, Peace and Security Committee has been created and some divisions and directorates have taken deliberate steps to assess the gender sensitivity of their interventions and to proffer entry points to becoming gender responsive.

- The Study identifies specific entry points within the ECOWAS legal and normative frameworks where effectiveness can be improved by integrating gender considerations in SALW Control.

- There is a dearth of latest, sufficient and reliable data on the nexus between gender dimensions and the scourge of SALW proliferation in the ECOWAS region. The Baseline Report particularly found it difficult to access data that are indigenous to the region. It was difficult to access sufficient sex-disaggregated data that allows a thorough assessment of differential impacts of the scourge of SALW on men, women, boys, and girls partly due to the desk study nature of this assessment and partly due to the general difficulties of data collection in many ECOWAS Member States, the inadequate capacity of the National Commissions on SALW (NATCOMs) who are supposed to be repository of such data to collect and analyze data, the widespread non-payment of attention by the region to gendered nature/dynamics of SALW Control as well as the under-reporting of gender based violence due to social taboos and stigmatization. Sex-disaggregated data on gender dimensions of SALW proliferation is needed to track patterns and trends, and to guide interventions and their evaluation.

- The present ECOWAS approach to SALW Control is largely state security centric with little or no reference/recognition of the human security dimensions. A lot of effort and resources are being expended on enhancing Member States' arms transfer regime, enhancing the physical security and management of national stockpiles of SALW, improving accountability of States SALW management through the rolling out of national SALW databases but little or no effort and resources are targeted at addressing human security dimensions such as

youth and SALW, intimate partner violence, gender and SALW, civilian arms possession control, gender based violence, femicide among others.

- The awakening to the gendered nature of SALW proliferation is budding within the ECOWAS Commission and the knowledge area on gender responsive SALW Control is at its infancy at the ECOWAS regional and national levels. The knowledge area on gender responsive SALW Control is practically new or was unknown to the national institutions that are charged with the responsibility of SALW Control in ECOWAS Member States.

## Key Recommendations

This Baseline Study provides recommendations for gender inclusive approaches to designing and implementing SALW control initiatives and interventions in the ECOWAS Region such as:

- The need for a more systematic approach to collating, analyzing and documenting gender-sensitive and sex-disaggregated qualitative and quantitative data that allows a thorough assessment of differential impacts of the scourge of SALW on men, women, boys, and girls such as those relating to identifying trends in casualties; deaths; gang violence; domestic violence; sexual violence; abduction and forced slavery; forced recruitment into armed groups; and homicides among others in order to develop the appropriate regional and national level policy and intervention response;

- The promotion of strong systematized gun laws at the national level that link interventions on SALW to the gendered nature of the proliferation, trafficking and illicit circulation of SALW;

- The review of legal instruments and normative frameworks on SALW Control at the regional and national levels to incorporate gender dynamics and to incorporate compliance with all relevant international instruments relating to gender mainstreaming in arms control;

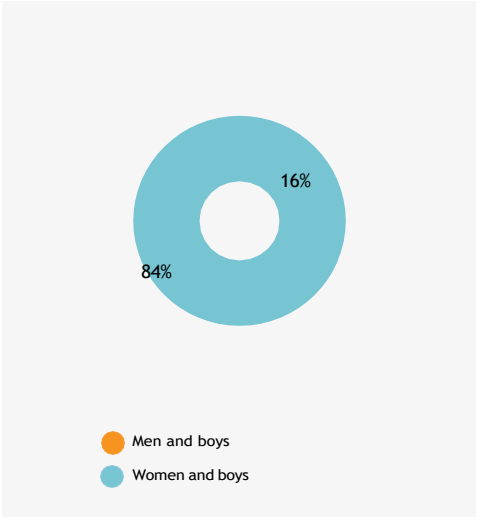
- Promotion of gender responsive approach to the design and implementation of interventions related to SALW Control;
- Facilitate the employment of women, through institutional human resource policy development and implementation, at both statutory and career professional cadres into the institutional mechanisms that are tasked with the responsibility of design and implementation of policies, programs, projects and other relevant interventions on SALW Control at both the national and regional levels;
- Promotion of knowledge capacity on the essence, relevance and impact of gender sensitive SALW Control and build technical skills on the mainstreaming of gender dynamics into SALW Control initiatives and interventions at both national and regional levels.



# 1.0 **Introduction**

# 1.0 Introduction

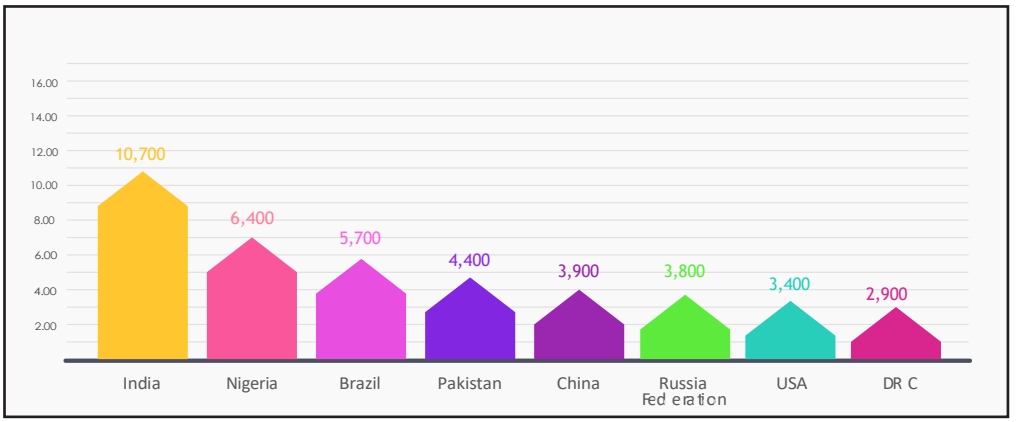
Globally, approximately 560,000 people lost their lives violently in 2016, meaning that, on average, interpersonal or collective violence killed at least one person every minute of every day of the year and while men and boys accounted for 84 per cent of the people who died violently in 2018, 16% of the deaths (87,300) were women and girls. These are the same proportions as in 2015, 2016 and 2017. (SAS Report 2019).




*Gender dis-agregation of Global violent Death in 2018 (% percent analysis)*

In 2016, the greatest number of women and girls were killed in countries with large populations, such as India (10,700 deaths), followed by Nigeria (6,400), Brazil (5,700), Pakistan (4,400), China (3,900), the Russian Federation (3,800), the United States (3,400), and the Democratic Republic of the Congo (2,900) (Small Arms Survey Global Violent Death Survey Report, 2017).

The 2017 Global Violent Deaths Survey Report showed that in 2016 only, firearms were used to kill about 210,000 people of whom 38 per cent were all victims of lethal violence. About 15 per cent of these individuals died in direct conflict, while the majority fell victim to intentional homicide (81 per cent). The report also documented that firearms were also used in at least half of all lethal violence incidents in many African countries including Benin, Cape Verde, Mauritania, Senegal, and Togo. In countries characterized by the highest levels of lethal violence, 50 per cent of all killings were committed with a firearm, as opposed to about 12 per cent in countries with the lowest rates. In Nigeria, between November 2006 and February 2007, out of the 212 cases of violent crime that were documented, 189 of these were carried out with firearms, two involved bombs/ explosives and 34 were conducted with other tools. (Chuma-Okoro, 2011).




*Number of women and girls killed in 2016 as victims of firearms.*

*- Source: Small Arms Survey Global Violent Death Survey Report, 2017*

The proliferation, trafficking and illicit circulation of SALW manifest clear biased gender dimensions. Similarly, violence perpetrated with SALW is a highly gendered phenomenon and has vastly different impacts of women, men, girls and boys. While the majority of perpetrators and direct victims of the scourge of arms proliferation are men, women and children also suffer direct and indirect consequences of this plague. These are experiences in post-conflict situations, in contexts of urban violence and also with regards to domestic, intimate partner and sexual violence as well as femicide. It is significant to highlight that women and girls can also partake as combatants or insurgents, obtain small arms for protection, or become involved in violence or misuse of SALW. It is also important to understand that divergent attitudes towards women, girls, men and boys in conflict regions affects the consequences of SALW related violence on their lives.

Gender mainstreaming and gender-sensitive small arms control initiatives implies ensuring that the different impact on females and males of all SALW control initiatives is considered in decision-making as an issue that affects everyone's security and at every stage of planning, implementation, monitoring and evaluation whether they be at the level of legislation, policy, programme or project. As a result, gender mainstreaming in SALW Control or gender responsive SALW Control makes the development of responses and interventions that are holistic,

better targeted and more effective possible. As this has traditionally and practically been a male domain, ensuring equal participation by women requires a strong focus on the inclusion of women, and a commitment to gender-sensitive monitoring and evaluation.

Under pinning the proliferations of SALW are bad governance, poverty, struggle for scarce resources, the competition for economic and political power among the elites, oil theft, corruption, money laundering, exploitation, terrorism, militancy, ethno-religious violence, scrambling for resource control, and other premeditated violence (International Journal of Development and Sustainability Vol.6 No.11 (2017).

As the Sustainable Development Goals (SDGs) embodied in the 2030 Agenda for Sustainable Development have embraced the need for both full gender equality and arms control for sustainable development: SDG 5 seeks to 'achieve gender equality and empower all women and girls', while SDG 16 aims to 'promote peaceful and inclusive societies', with Target 16.4 aiming, inter alia, for a significant reduction of illicit arms flows—being of particular importance to the small arms control regime (UNGA, 2015). The UNSCR 2106 (2013a) and 2220 (2015a) on small arms encourage women's meaningful participation in combating the illicit small arms trade and emphasize the need for gender-informed data collection to better understand its social impacts. Article 7(4) of the Arms Trade Treaty requires supporting states to evaluate the risks of misuse of small arms for serious acts of gender-based violence or violence against women and children (UNGA, 2013, art. 7(4).

Acknowledging the importance of mainstreaming gender perspective in its full spectrum of activities, the ECOWAS Commission through the support of the European Union within the framework of the Project European Union Support to ECOWAS Regional Peace, Security and Stability Mandate (ECOWAS-EU PSS) commissioned the conduct of this Baseline Study to assess the consistency of the existing practice and approach of the ECOWAS Commission with gender dynamics and to provide concrete and comprehensive guidance on the integration of gender perspectives in ECOWAS SALW control interventions.

The Baseline Study and its accompanying Action Plan aim to:

- Promote the understanding of gender dynamics and its mainstreaming in the fight against SALW proliferation
- Assess the gendered nature of small arms control initiatives and interventions at both national and regional levels
- Assess the regional context of the proliferation, illicit circulation and trafficking of SALW and the gendered impacts on women and girls compared to the same impact on men and boys in the ECOWAS region
- Assess gender dynamics consistency of legal frameworks, interventions, processes, policies and technical tools for arms control used at regional levels
- Identify capacity building and operational needs for integration of gender considerations in small control initiatives
- Propose concrete and innovative activities to effectively and systematically facilitate gender mainstreaming in ECOWAS small arms control interventions.

# 2.0 **Methodology of the Study**

## 2.0 Methodology of the Study

This Baseline Study was undertaken using qualitative and quantitative method of research and comparative case studies. The study utilized primary and secondary sources to collect data through a review of national, regional and international legal texts and normative frameworks related to small arms and light weapons control, publications of the governments of ECOWAS Member States, relevant project documents, report on past projects implementation, speeches, consultative meetings and policy briefing sessions with key stakeholders to include relevant directorates in the ECOWAS Commission, National Commissions on Small Arms in seven (7) ECOWAS Member States, civil society organizations and technical partners.

The primary information and data were collected through the development and administering of questionnaires on key stakeholders and interviews with selected personnel in the ECOWAS Commission Department of Political Affairs, Peace and Security and the selected National Commissions on Small Arms (NATCOMs) while the secondary sources included desk review using archived documents and online based academic journals and library resources.

Due to the limitation of funds allotted for this Study, fieldwork was not carried out in the course of the conduct of this Baseline Study. In Abuja, consultative sessions were held with the Small Arms Division staff and also some one-on-one interviews were held with the personnel of the relevant Divisions and Directorates of the ECOWAS Commission under the guidance and leadership of the Small Arms Division and the Gender Directorate. Consultations and communication with stakeholders who are outside of Abuja were done via telephone calls as well via internet-based and electronic means of communication.

This final version of the Baseline Study benefited from the inputs and comments that emanated from the first independent experts' validation workshop on the first draft of the Study that held in Abuja, Nigeria in June 2018 and from the inputs and comments that stemmed from the final independent expert's validation workshop on the Baseline Study which held in Abidjan, Cote d'Ivoire in October 2019.

## 2.1 Objectives of the Baseline Assessment

This Baseline Study was aimed to elicit knowledge to inform critical strategies for mainstreaming gender dynamics in ECOWAS Commission's Small Arms Control interventions. It is also aimed at generating knowledge towards the development of an Action Plan to implement concrete activities and practical measures on gender responsive SALW Control in the ECOWAS region. In all, the knowledge generated will contribute significantly to the strengthening of the ECOWAS Operational Capacity for integrating Gender Dynamics in ECOWAS Peace and Security Architecture – the Small Arms and Light Weapons Control component.

Below were some of the specific tasks of the consultant as contained in the Terms of Reference (ToR) for the Study's consultancy;

- Examine the gendered nature of the trends and dynamics of Small Arms proliferation in the ECOWAS region
- Assess the gender responsiveness of ECOWAS policy, legal instruments and normative frameworks on SALW Control
- Examine the gender responsiveness of initial and existing ECOWAS projects and programs on SALW Control
- Carry out a comparative analysis on the ECOWAS approach vis-à-vis relevant international legal instruments, normative frameworks, standards and best practices on Gender Mainstreaming
- Document challenges, lessons learnt and best practices in integrating gender dynamics into past initiatives
- Identify capacity and operational needs for an enhanced integration of gender in SALW Control processes
- Identify entry points to mainstreaming gender in SALW Control for ECOWAS Commission
- Propose concrete and innovative ways to ensure and facilitate gender mainstreaming into SALW Control Initiatives in ECOWAS region
- Make suggestions on relevant ECOWAS policy formulation and review

## 2.2 Study Respondents and Target Audience

The respondents were as follows:

- The team of the ECOWAS Commission particularly the Gender Directorate and the Small Arms and Light Weapons Division
- The Directorate of Early Warning and the Directorate of Political Affairs
- National Commissions on Small Arms (NATCOM) in selected Member States namely Mali, Sierra Leone, Cote d'Ivoire, Liberia, Niger, Togo and Guinea
- Non-Governmental Organisations partners of ECOWAS Commission such as: West African Action Network on Small Arms (WAANSA) and the Network for Peace and Security of the ECOWAS Region (RESFPACO)
- ECOWAS Gender Center in Dakar, Senegal
- The Armed Forces, Security and Para Military Forces (Customs, Water and Forestry and Justice) of the seven (7) Member States respondents of the Study.

# 3.0 Small Arms Proliferation Gender Analysis

## 3.0 Small Arms Proliferation Gender Analysis

This section of the Study focused on specific approaches to gender analysis based on gender disaggregated data and reporting primarily as a way of assessing the nexus between gender and scourge of SALW. Boxes 1-4 (Adapted from the modular Small-arms-control Implementation Compendium (MOSAIC): 06.10: women, men and the gendered nature of Small Arms and Light Weapons - Version 1.0 2017-10-05) provides a comparison of the relevant probing questions for analysis and specific impacts and roles relating to the scourge of SALW as experienced by men, women, boys and girls.



### Box 1:

**Examples of gender-informed armed violence analysis questions**

- How do all people experience and participate in armed violence?
- How do the roles and behaviours of people of different gender identities evolve or change during the conflict and post-conflict, in both private and public spheres?
- How do gender norms (including norms of masculinity and femininity) influence crime or violence?
- How is violence used, and by whom?
- What is the overall impact of crime, violence, and armed conflict on all people?
- Who has access to and control of benefits, assets, resources, or opportunities—including related to small arms? Who benefits more and who benefits less?
- What are the primary reasons (demand factors) for acquiring firearms?
- What are the perceptions of women and men about the impacts of illicit firearm ownership by women and men?
- How does gender intersect with other identities (age, social class, sexuality, disability, ethnicity, religion, urban/rural setting, etc.) and attitudes towards safety and security?
- What are the gender norms that may support peace and improved individual or community safety?
- What are the interplays between institutional dynamics and gender norms, particularly within the police, military, and judicial institutions?



**Box 2:**
**Examples of stand-alone gender analysis questions**

- What are the key responsibilities or activities (formal and informal) of different members of society?
- Why are these individuals tasked with these responsibilities?
- How do the different members of society accomplish their responsibilities? What resources are available to them?
- Who has ownership of key resources or assets?
- Who is entitled to which rights or assets?
- Who controls income and spending power?
- Who makes key decisions? Which decisions do they make?
- Who distributes which resources? What resources are distributed, and when?
- Who gains and who loses from the redistribution of resources or assets?
- What are the rules, laws, norms, or customs that drive key dynamics between people of different gender identities?



**Box 3: Examples of Prevailing Gender Specific Impacts and Roles Relating to SALW (assessment of vulnerabilities by gender): Women and Girls**

- Health providers and 'carers' dealing with victims of gun violence
- 'Peacemakers'
- Survivors, responsible for social cohesion at household/community level in times of crisis
- Survivors, preserving the social order at community level in absence of men

- Responsible for daily household survival strategies
- Targets of rape and sexual violence/killings
- Targets of domestic violence
- Combatants
- Combatant Associates – 'informers', 'combatant wives'/'sex slaves'/'cooks'
- Information of whereabouts and sometimes carriers of SALW
- Employed on weapon production lines



**Box 4: Examples of Prevailing Gender Specific Impacts and Roles Relating to SALW (assessment of vulnerabilities by gender): Men and Boys**

- Killed and wounded in fighting
- 'Defenders' / 'protectors' / 'aggressors'
- 'Providers'
- Subject to mass arrest/murder, deportation
- Combatants
- Members of security forces
- Dominant security policy decision makers
- Carriers and users of SALW
- Victims and perpetrators of gun crime
- Organising licit trade and brokering of SALW
- Organising illicit trade and brokering of SALW
- Designing and manufacturing SALW
- Employed on weapon production lines

# 4.0 Regional Context: A Gendered Perspective of the Scourge of Small Arms and Light Weapons in the ECOWAS Region

# 4.0 Regional Context: A Gendered Perspective of the Scourge of Small Arms and Light Weapons in the ECOWAS Region

The proliferation, trafficking, illicit circulation and misuse of arms are some of the dynamics of the scourge of Small Arms and Light Weapons (SALW) in the ECOWAS Region manifesting in the fueling of armed conflicts, political & electoral violence, kidnapping, armed banditry, drug and human trafficking, communal conflicts, militancy, cultism, terrorism, violent extremism and armed crimes and criminalities among others. These manifestations have taken a terrible human toll and have seriously disrupted social, political and economic orders and development in the ECOWAS Region.

**Table 1: Number of violent events and facilities per ECOWAS Member State, 1997-2019**

| Country | No of events | No of fatalities | Major conflicts (fought predominatly with SALW) |
|---|---|---|---|
| Benin | 53 | 83 | No major conflict |
| Burkina Faso | 697 | 1,716 | Islamist insurgency (2016-) |
| Cape Verde | - | - | - |
| Cote d'Ivoire | 979 | 3,822 | 1st Ivorian War (2002 - 07), 2nd Ivorian Civil war (2010 - 11) |
| Gambia | 64 | 97 | No Major conflict |
| Ghana | 286 | 491 | No Major conflict |
| Guinea | 420 | 2,767 | Sierra Leone - Liberia conficts (2000-03), Guinea clashes (2013) |
| Guinea Bissau | 135 | 946 | Guinea Bissau civil war (1997-99) |
| Liberia | 824 | 1,168 | 2nd Liberian civil war (1999-2003) |
| Mali | 2211 | 6,845 | Tuareg rebellion (2007-09), Malian civil war (2012 -) |
| Niger | 623 | 3,265 | Taureg rebellion (2007-09), Islamist Insurgency (2012-), Boko Haram Insurgency (2013-) |
| Nigeria | 9017 | 67,512 | Boko Haram insurgency (2009-), North Central communal violence, Niger Delta Insurgency (2003-) |
| Senegal | 442 | 1403 | Casamance conflict (1982-2014) |
| Sierra Leone | 2195 | 143 | Sierra Leone civil war (1991-2002) |
| Togo | 44 | 57 | No major conflict |

Table Key

| | |
|---|---|
| - | No Information |

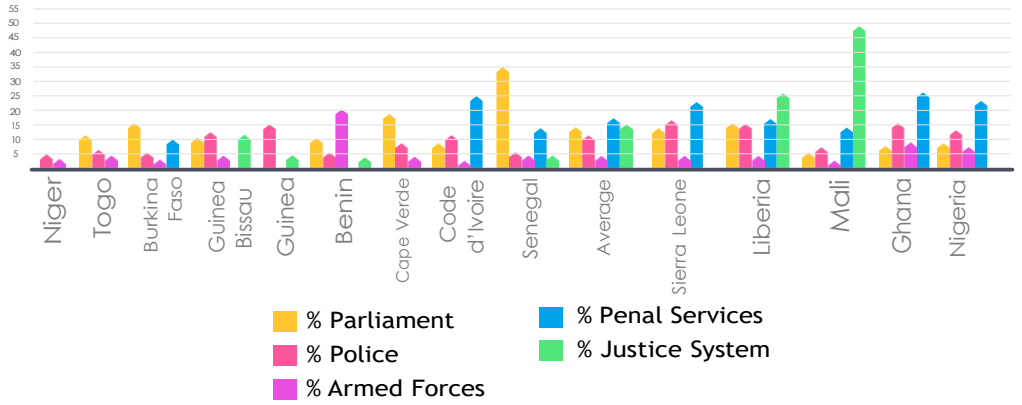
*Note: The number of events and fatalities for Sierra Leone and Liberia are underreported. Source: The calculations of table 1 are based on The Armed Conflict Location and Event Data Project (ACLED) data, 2019. The dataset which started in 1997, only partially covers the Sierra Leone civil war 1991-2002 and the 2nd Liberian civil war (1999-2003) (OECD/Sahel and West Africa Club 2020).*

This dreadful human toll and disruptions elicited by the consequences of the scourge of SALW proliferation in the ECOWAS region reverses decades of progress, places enormous burden on the family settings and have overwhelmingly negative consequences for the men, women, boys and girls of ECOWAS Member States. These trends of the scourge of SALW proliferation and its manifestations have also challenged Member States from reaching their full potentials and have challenged the traditional conceptions of femininity and masculinity.

## 4.1. Men and Small Arms and Light Weapons in the ECOWAS Region

**Gendered Nature of Gun Ownership:** The predominant owners and users of SALW are men. The Small Arms Survey estimated in 2007 that there were approximately 650 million civilian-owned firearms in the world, out of a total of some 875 million weapons (Small Arms Survey, 2007b, p. 39) According to the Integrated Small Arms Control Standards (ISACS), most of the world's estimated 875 million SALW are in hands of young and adult men. Thus, based on available data, most guns are owned and used by young men and adult. In addition, in the professions that require the use of SALW such as the police, military, immigration and other law enforcement agencies, in ECOWAS Region, women are underrepresented. Female representation is lowest in the armed forces and highest in the penal services, averaging 3.76% and 17.01%, respectively. The regional averages for female personnel in the police services are 10.46%. While almost no positions are off-limits to women in the police services, the armed forces of at least 3 Member States do not allow women to serve in certain units, such as in the infantry, and there are no women in gendarmerie of Cote d'Ivoire (a Survey of the Geneva Center for the Democratic Control of Armed Forces (DCAF) on Gender and Security Sector in the ECOWAS).

**Percentage of Female Security Sector Personnel in the ECOWAS Region**




*Source: The Security Sector and Gender in West Africa: A Survey of Police, Defence, Justice and Penal Services in ECOWAS States, DCAF Survey, 2011.*

Furthermore, the use of small arms for recreational purposes such as hunting and sport shooting is a common practice and tradition in practically all the ECOWAS Member States notably in Senegal, Nigeria, Mali, Togo and Burkina Faso and most of the users of small arms for recreational purposes in these states are also males. In addition, women are less likely than men to possess guns for self-defence (SAS 2013).

The causes and consequences of the use of weapons are highly gendered in the ECOWAS Region. Across all affected societies, young men are the most common perpetrators of armed attacks, as well as the most likely direct victims. The phenomenon is of particular concern in societies with a high percentage of young people combined with high youth unemployment.

The proportion of the young male population in ECOWAS Member States that are often marginalized socially, economically and politically perpetrates the most armed violence such as political & electoral violence as it was experienced in the post electoral crisis of Cote d'Ivoire in 2010/2012 and in the general elections in Nigeria in 2014 and 2019. These marginalized young men in ECOWAS Member States have continued to see violence particularly armed violence as a means to attain positions of political, social and economic influence to which they believe they are entitled but are denied of them. This was the experience of Nigeria where the Niger Delta region of the country is still awash till date with the SALW that were acquired by the young men/militant groups to perpetrate the Niger Delta militancy which was at its height in the period 2008 to 2013. The same goes for arms

in the hands of young men in Cote d'Ivoire, Mali, Burkina Faso, Niger, Sierra Leone and Liberia that were acquired to perpetrate political violence, armed robbery, terrorism, kidnappings to attain some political, social and economic status they feel they are entitled.

Young men, who would otherwise have little influence in their communities in the ECOWAS Region have been empowered by small arms to wield significant control even over the traditional perception of authority.

## 4.2. Women and Small Arms and Light Weapons in the ECOWAS Region

In the ECOWAS Region, a small proportion of small arms-related misuse is committed by women and they also generally represent a minority of SALW owners. Women do also engage in violent conduct including those committed with small arms but women tend to do so less frequently and for different reasons to the men.

**Intimate Partner Violence:** Intimate partner violence (IPV) is broadly used to refer to violence perpetrated by current or former spouses, partners, or friends involved in a close personal or sexual relationship (WHO, 2002; 2010; UNGA, 2012). The term has largely replaced the term 'domestic violence' (WHO, 2005). IPV does not imply only violence against women, but also violence by women against men, in dating relationships and between partners of the same sex. The violence could be sexual, physical, or psychological (Small Arms Survey, 2013). IPV is an important gendered dynamics of the nexus between women and SALW proliferation. The importance of gender differences in gun ownership and gun violence becomes obvious when their role is considered in non-conflict environments such as family and domestic violence. Studies in a number of countries have shown that between 40 and 70 per cent of female murder victims are killed by an intimate partner (WHO, 2002, p. 93; UNODC, 2011a). Gun-related intimate partner violence is one part of the much wider problem of violence against women globally. In States where guns are easily available, they are often the weapon used to carry out such homicides. In stark contrast, most men who fall victim to

gun violence are killed by persons who are not their intimate partners outside the home.

The presence of guns in the home increases the risks of accidents, murder, and suicide for family members, and they play a significant role in the intimidation and long-term abuse of female partners. Thus, the relationships between guns, the gendered nature of firearm ownership and use, violence, and intimidation by intimate partners should significantly influence policymaking on gun violence prevention in many contexts within the ECOWAS space.

**Women as Users of SALW and its Dynamics:** Women have conventionally been thought of as being on the receiving end of armed violence but their role as users of weapons, combatants or arms traffickers is increasingly being noted. The civil wars in Liberia, Sierra Leone and Cote d'Ivoire and the militancy and terrorism in Mali, Burkina Faso and Nigeria recorded the participation of female combatants and women or girls associated with non-State armed groups. During armed conflict, there are significant changes to the role of women including the increased participation of women in direct combative roles. Thus, women are not always victims of violence but have also been known to be direct combatants and perpetuators of violence. Some are even reputed to be better fighters than men (Awa Ceesay-Ebo, 2011).

Women were part of the belligerent forces in both combative and non-combative roles in the Liberian civil war. There were some units wholly composed of female fighters such as the as Women's Artillery Commandos (WAC) (peacewomen.org, 2010 – Liberia Women Killers). WAC was led by a 22-year-old woman who commanded fear and followers during the brutal civil war (The Wall Street Journal, 2003). Significant proportion of the child soldiers in the civil wars in Liberia and Sierra Leone were girls. The News Agency of Nigeria reported in June 2013, that 500 female ex-combatants were profiled to have benefited from the post amnesty training programme of the Government of Nigeria (GoN). The number is very insignificant compared to the number of female combatants who took part in conflicts in the Niger Delta region (Lawrence A. Fejokwu, 2013).

The recruitment of the women and girls into armed groups are into two categories, voluntary or forced

(Williams, H, 2003). The commander of the WAC for instance reported that she joined the rebel forces after being gang-raped by forces loyal to former President Charles Taylor in the northern Lofa county in 1999 (peace women. org, 2010). The Christian Children's Fund (CCF), a Non-Governmental Organization (NGO), allotted the share of forced recruitment versus voluntary recruitment of Girls Associated with Fighting Forces (GAFF) in Sierra Leone and Liberia at about 50%. These estimates relate to GAFF (those under 18), while for girl combatants aged 18-24 years the percentage forcibly recruited is much lower (ILO, Geneva).

Some motives for the possession of SALW by women and girls or for their participation in armed violence range from the quest to prove their bravery in the face of discrimination against the female gender, to the search for means of living. Other reasons include the urge to fight against oppressive regimes and multinational corporations, as witnessed in the Niger Delta region of Nigeria.

In addition, in these situations, women and girls carried out essential support functions such as spies, smugglers, paramedics, logistic and clerical roles, couriers, cooks, sex partners, etc, in such armed groups. Just as the men and boys who were involved in those armed groups, women and girls joined the armed groups either voluntarily and or they were conscripted by force into the groups. Either by voluntary will or conscription, the women became vulnerable to gender-based violence and sexual exploitation and abuse such as sexual slavery, rape and forced marriage. Thus, the women and girls who were engaged in armed violence and conflicts in the ECOWAS Region found themselves in a position both as a perpetrator and a victim of armed violence conducted with SALW.



# 5.0 Gendered Impact of the Scourge of SALW Proliferation in the ECOWAS Region.

# 5.0 Gendered Impact of the Scourge of SALW Proliferation in the ECOWAS Region.

According to the United Nations, of the 560,000 people who die from armed violence every year globally, either in conflict situations or elsewhere, more than four fifths (84%) are male and less than one fifth (16 %) are female. The United Nations (UN) data further assert that a small arm is used in almost half of all violent deaths all over the world (ISACS, 2006). Globally, around half of all homicides are committed with firearms (UNODC, 2011a; Geneva Declaration Secretariat, 2008; 2011).

While men constitute the majority of victims in countries with high levels of small arms related violence in ECOWAS Region, a woman's risk of being killed is also highest in these settings. While the majority of the victims and perpetrators of firearms-related homicides are male, many more women than men are killed, injured, and intimidated by firearms in the context of IPV (Small Arms Survey, 2013).

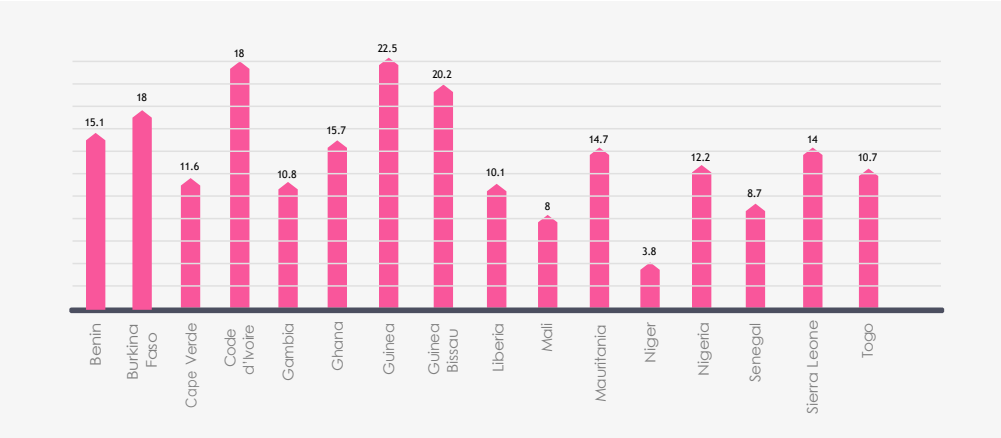
In any Member State where small arms violence presents a serious problem, the risk of victimization is increased for the entire male and female population. Whether as perpetrators, victims or witnesses of small arms related violence, men, women, boys and girls in the ECOWAS Region have suffered extreme psychological trauma as a result and this trend may continue except concerted effort is made by the relevant stakeholders to address the scourge of SALW proliferation in the region.

## 5.1 Impact on men and boys

The findings of this Baseline Study revealed greater male preponderance as direct victims of small arms related incidents and violence in the ECOWAS Region and ranges from ages between 15 and 40 in most of the affected member states.

The impact of SALW proliferation on young men in the ECOWAS Region has been widely observed in armed conflict situations and much the same is true in peacetime. According to WHO, males of all ages comprise 80 per cent of homicide victims and males are 3 to 6 times more likely than females to

commit murder, with both victims and assailants drawn largely from the ranks of men aged 18-49. (Michael Fleshman, 2011). Intimate partner murder followed by suicide ('murder–suicide') is primarily carried out by men, and firearms are the predominant weapon that are utilized.




*Homicide in ECOWAS Region WHO, 2008 (in %)*

### *Gender-based and sexual violence:*

Women and girls have been victims of gender-based and sexual violence in the ECOWAS Region either during peace or armed conflict times. However, such violence is also directed against men and boys especially during armed conflicts as it was the case in the civil wars of Sierra Leone, Liberia and Cote d'Ivoire and can be magnified by the use of small arms and light weapons. In those civil wars, non-combatant men suffered more from gender-based violence than do active fighter for instance in the form of sex-selective massacres, forced conscription and sexual violence. Globally during the first decade of the 21st Century, incidents of sexual violence against men and boys were reported in over 25 armed conflicts.

### *Suicide:*

A serious risk factor for male suicide is the availability of small arms. Like in many parts of the world, it has been mainly men who use small arms to commit suicide in ECOWAS Member States and the suicides that are carried out with a small arm take place in the home most of the times with influence of alcohol and other forms of drugs on the men.

## 5.2 Impact on women and girls

Women and girls are affected disproportionately by small arms in a number of ways. For example, their rate of death by gunshot is disproportionate to (i.e. lower than) their share of the population (since more men than women are killed with small arms). Hence, women in the ECOWAS Region are many times more likely to be a victim of armed violence, usually at the hands of men, than as perpetrators of it. In addition, the very fact that most of small arms in circulation are owned, used and misused by men, puts women in a vulnerable position Gender-Based Violence (GBV) in many ECOWAS States.

### *Violence against women:*

Small arms play an important role in deadly violence generally and specifically in violence against women in many States in the ECOWAS Region. Many women have experienced and are still experiencing the brandishing of small arms against them by men in order to intimidate, threaten coerce them for an act of rape, robbery and other acts of armed violence. According to the Small Arms Survey, of the estimated 66,000 annual homicides of women committed each year, roughly 40 percent involve firearms. Guns are even more commonly used to injure, intimidate, and coerce women (Small Arms Survey, 2014). Women's burden of income generation and care giving has increased substantially with the death or injury of so many men who were their families' breadwinners. SALW have also placed women and girls at increased risk of severe injury or death. Levels of abuse and domestic violence have increased in post-conflict West African societies, as ex-combatants return home with arms, and these small arms are used to carry out sex crimes.

### *Femicide:*

Femicide is a sex-based crime broadly seen as the intentional killing of a woman or girl, in particular by a man on account of her gender (Online Dictionary.com 2019). In many cultures and societies in the ECOWAS Region, this violence has long been in practice. Many women who have fallen victim of femicide have hitherto often reported that they have been threatened with small arms as part of a broader pattern of coercive violence perpetrated against them by male partners or their counterparts. Albeit the creation of laws against femicide in many ECOWAS Member States, this violence is still rampant. Femicide is a global phenomenon. There are different forms

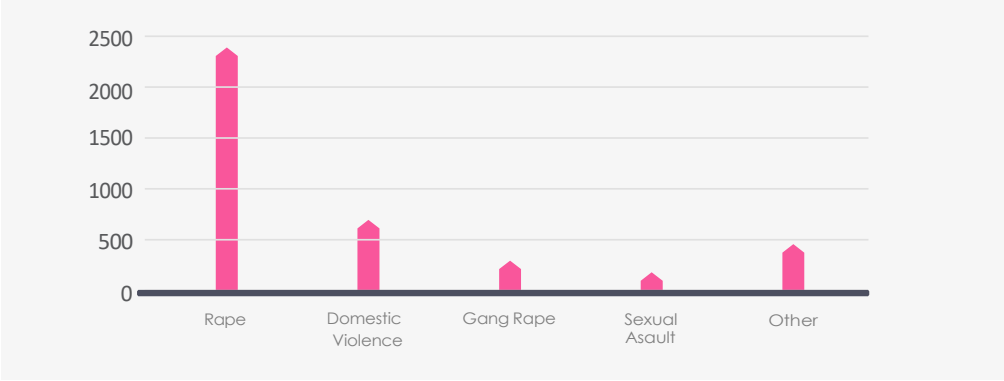
of femicide, but the most prevalent in the ECOWAS Region are beating, mutilating for ritual purposes, intimate femicide, non-intimate femicide, genital mutilation, sex trafficking and torturing. In many States in the ECOWAS Region, women are often found dead having had their breasts cut off and their genitals severed in suspected ritual killings and/or their bodies brutally and sexually abused. In those States, significant killings of women and girls are perpetrated with small arms. In order words, the illicit circulation and misuse of small arms fuels femicide in the region.

In a recent analysis of femicides worldwide, the Geneva Declaration on Armed Violence and Development investigates some of these gender differences. Based on data for 111 countries and territories, the study finds that around 66,000 women are killed violently each year around the world, representing some 17 per cent of all intentional homicides. These femicides generally occur in the domestic sphere. About one in three of these femicides is committed with a firearm (Alvazzi del Frate, 2011).

### *Gender-based and sexual violence:*

A connection exists between SALW proliferation and Gender-Based Violence (GBV). In most cases, women and girls are the primary victims but this does not suggest that men and boys are not also victims of GBV. The women refugees who fled armed conflicts as were recorded in the civil wars in Liberia, Cote d'Ivoire, Sierra Leone and in the insurgency in Nigeria often alluded to rape as a core reason for fleeing their homes. However, there are cases of rape and other forms of sexual violence particularly outside of armed conflict situations which often go unreported in many ECOWAS Member States. The civil war in Sierra Leone, where SALW were the major and choice weapons of violence, saw some 50,000 people killed, 30,000 had their limbs amputated, and 215,000–257,000 women were victims of sexual violence (Ploughshares, 2002).

**GBV cases reported to the Liberia MoGD between January 2009 and May 2011**




*Source: Liberia MoGD GBV database, unpublished (January 2009–May 2011) adapted from the Small Arms Survey Issue Brief: Peace without Security Violence against Women and Girls in Liberia, September 2012*

The figure above illustrates the number of GBV cases reported to the Ministry of Gender and Development (MoGD) of Liberia between January 2009 and May 2011, disaggregated by the different types of violence. Almost two-thirds (65.9 per cent) of the 3,520 cases registered in the MoGD database are classified as rape. Sexual violence, including gang rape and sexual assault, comprises 73.8 per cent of all reported cases. The second most reported type of abuse is domestic violence, which accounts for 668 data entries (19 per cent) for the period covered (Small Arms Survey, Issue Brief No. 2 September 2012).

## 5.3 Direct and Indirect Effects of SALW Proliferation:

The direct and indirect consequences of SALW proliferation manifesting in armed violence of different kinds are suffered by both men and women in ECOWAS Member States and these consequences are multiple and interrelated. SALW have devastated lives, properties and the physical environment, aggravated conflicts, fuelled insurgency, terrorism, homicide, communal clashes, uprooted populations, undermined the rule of law and stimulated and sustained a culture of violence in many Member States. When a community is awash with SALW and its consequences, it creates an atmosphere of fear that impedes and/or paralyses economic activities, leading to reduced trade and foreign investment and impeding economic development (Michael Fleshman, 2011).

Furthermore, small arms violence, be it crime- or conflict-related, has had a particularly significant negative impact on tourism in ECOWAS Member States which has resulted in the decline or complete dry-off of revenue that the sector generated hitherto. This has translated in reduced fund for development purposes. The Yankari Game Reserve in Bauchi State of northeastern Nigeria was a hub of tourism that constituted a significant source of revenue for Nigeria in the pre-Boko Haram insurgency period. The reserve is a large wildlife park which was designated as the biggest national park in 1991 and attracted tourists in droves from all over the world. As a result of the insurgency fuelled by SALW and the heightened insecurity, the game reserve has practically crumbled and the revenue hitherto accrued from has dried off.

Moreover, the low cost and ready availability of SALW has promoted a "culture of violence," in some ECOWAS Member States where gun ownership has become a symbol of power and status, and gun violence has become a first resort for the settlement of personal and political or electoral disputes with their attendant direct and indirect impacts on women and men.

In addition, there is a strong connection between SALW violence and deteriorating public services in the region. Government services and aid programmes have to be curtailed or withdrawn because of insecurity. Over time, this has represented a huge

cumulative loss in productivity and wealth (UNIDIR Disarmament Forum Four, 2008). Effective control of SALW has become increasingly important to ECOWAS Region's development prospects. The widespread abuse of SALW has destroyed social infrastructure, diverted scarce State resources from health and education to public security and defence and has disrupted vital health and education services, impeded economic and social development and the development of democracy and good governance.

In the region, a civil war that started in Liberia in 1989 later triggered conflicts in neighboring Sierra Leone, Cote D'Ivoire, and Guinea. The conflicts were fueled by a steady supply of SALW. The war caused widespread death and destruction, triggered huge refugee flows, and undermined development throughout the region. The cost of the armed conflict is usually enormous such as it was in the Liberia civil war. The United States had spent more than $430 million in Liberia, mostly on food aid by the end of the war in 2003. The regional peacekeeping operation, Economic Community of West African States Monitoring Group (ECOMOG), cost more than $4 billion. The United Nations Observer Mission (UNOMIL) cost some $104 million from 1993 to September 1997. The United Nations Mission in Liberia (UNMIL) which replaced UNOMIL peaked at approximately 15,000 personnel and cost several billions of dollars between 2003 to 2007 (Stohl and Hogendoorn, 2010).

## 5.4 The Youth and Small Arms and Light Weapons

An important dynamic of the proliferation, trafficking and illicit circulation of SALW in the ECOWAS Region is the youth dimension of the scourge. The high rate of unemployment and penury in the region engender youth restiveness and makes them ready instruments for armed violence and violent crimes. For instance, as at 2009, the largest economy in the ECOWAS Region, Nigeria, had an unemployment rate of 19.7% (SAS paper, 2009). In the absence of gainful employments, young people turned to all kind of vices to include armed robbery, kidnapping among others, fueled by their possession of SALW, as a means of livelihood. In some instances, in order to draw attention to their cause, frustrated young people take up arms against the government. This facilitates the procurement of arms and weapons by the youth population.

There is a significant number of armed groups of young people in the region. Such groups are present in the communities and in some instances, they are regarded as misguided young people. However, armed groups of young people are not always regarded as threats to the peace and security and in some instances the groups are perceived as community defenders. In these situations, the armed group of young people receive community support through logistics, food, money, information and arms.

In general, in many ECOWAS Member States, armed groups of young people could be characterized as ethnic militias, insurgents, terrorists, confraternities or cults, vigilante groups and criminal gangs. Some groups fall into more than one typology.

Ethnic militias are youth groups that are formed to promote and protect the interests of a specific ethnic group and therefore operate across the territory of that ethnic group (Adejumobi, 2003). They are not rebel movements but they serve as a pressure group on governments. Confraternities and cults are small groups that originate in tertiary academic institutions. They have developed over the past few decades into armed groups that are often involved in criminal activities. While they operate on campus, their affiliated cults operate in off-campus locations. Vigilante groups are community groups created to fill a security vacuum and provide security from violent crime and armed robbery

to a specific community (AI, 2002, p. 6). Criminal gangs are armed groups of unemployed youths who engage in armed crimes and offer their services for hire to politicians and others (ICG, 2007a).

While these groups are often armed, the level varies and some of the groups rely on less sophisticated small arms (or 'local' arms), traditional charms, knives and machetes. The types of weapons possessed by these armed groups of young people include AK-47 and other assault rifles, shotguns, handguns, automatic and semi-automatic rifles, general purpose machine guns and Rocket Propelled Grenade (RPG). In March 2013, thirty nine thousand eight hundred and eighty (39,880) SALW recovered from former militants (who were mostly made up of young people and youth groups) in the Niger Delta region of Nigeria by the inter-agency taskforce set up by the Government of Nigeria (GoN) were handed over to the Nigerian Army. The weapons and ammunition consisted of four hundred and eighty two (482) automatic arms, twenty thousand one hundred and thirty two (20,132) ammunition, two hundred and ninety five (295) magazines and eighteen thousand nine hundred and seventy one (18,971) locally made guns. (GunPolicy.org, 2013)

The main sources of weapons for these armed groups of young persons include neighboring countries, local arm manufacturers, captures from opponents, captures from security agencies, leakages from government stockpiles of weapons and ammunition, politicians and their patrons.

Though the vast majority of members of the armed group of young persons in the ECOWAS Region are male, nevertheless, a handful of active armed group members are young females. Women play significant roles in these armed groups. While women may not be active in fighting, they play a substantial supporting role with regards to logistics, the movement of arms and ammunition and the trafficking of drugs. Findings of this Baseline Study revealed that armed groups are favorable to recruiting women because women are believed to be able to easily pass-through security inspection than men.



# 6.0 Characteristics of Key Gender-Responsive Small Arms and Light Weapons Programme and Policy Interventions

## 6.0 Characteristics of Key Gender-Responsive Small Arms and Light Weapons Programme and Policy Interventions.

A comprehensive strategy on gender-responsive small arms and light weapons control and armed violence reduction programs is essential to define the impact of policies and interventions on women, men, girls and boys and to identify lessons learned. In analyzing ECOWAS SALW Control interventions and practice in the ECOWAS region within the scope of this baseline study, a systematic approach to gender and other markers was applied. They were adapted from the Small Arms Survey, Graduate Institute of International and Development Studies Practical Guide, 2019. See box 5 below;



**Box 5:**
**Adapted from Gender-responsive Small Arms Control: A Practical Guide, 2019**

*Taking a systematic approach to gender and other markers*
Gender is central to understanding the impacts of small arms and designing effective programming. Gender is sometimes misunderstood as pertaining only to women, or being a stand-alone category. To successfully integrate gender into policy and programming, it needs to be approached in a way that is:

**Comprehensive:** examining femininities, masculinities, and other gender identities (and not assuming that 'gender' refers to women and girls only);

**Intersectional:** examining how gender interacts with other social identity markers—such as age, class, ethnic caste, sexual orientation, religion, rural/urban location, disability, or marital status—to affect not only power and agency but also needs and vulnerability;

**Relational:** examining how the relations between gender identities are co-

constructed in society (for example, expectations of what it means to 'be a man' come from not only men but also women), and how these define power relations and dynamics;

**Highly context-specific:** examining how the gendered dynamics and expectations that have a bearing on small arms vary within an area (for example, between an informal settlement and a middle-class suburb in a given city) or between sub-groups of a given broader population (for example, young men with a specific sub-group identity, such as gang membership, compared to the rest of the population).

In specific terms, the baseline study further interrogates SALW Control interventions in the ECOWAS Region with the aim to assess their sensitivity and responsiveness to gender dynamics. The further interrogation in the Study utilized specific thematic indicators which are crucial to integrating gender into policy, programs and projects that are related to SALW Control. These indicators are adapted from the modular Small-arms-control Implementation Compendium (MOSAIC): 06.10: women, men and the gendered nature of Small Arms and Light Weapons - Version 1.0 2017-10-05. See boxes 6 to 9 below;



**Box 6:**
**Gender-responsive interventions:**
**Key indicators to ensure that small arms and light weapons control interventions are gender responsive may include:**

a. Are there activities to increase the participation of women in planned interventions?
b. Are there specific indicators to monitor gender-related objectives and the impact of gender activities?
c. Are funds earmarked for gender objectives, activities and outputs?
d. Has gender expertise been made available in the design of the intervention?
e. Are women's organizations and those working on gender issues

included as partners?

f. Are the needs for interventions to reduce small arms violence in the home, and to prevent armed gender-based violence identified and addressed?



**Box 7:**
**Gender-responsive monitoring and evaluation process: Key questions to ensure that the monitoring and evaluation process of small arms and light weapons control interventions are gender-responsive may include:**

a. Is monitoring and evaluation of sex and age data disaggregated? Does monitoring and evaluation address specific gender aspects, like gender roles and gender-based violence and trafficking?
b. Have gender-related objectives, indicators and benchmarks been met? If not, what is being done about it?
c. Are field research teams adequately staffed and trained to collect information from men and women?
d. What is/was the overall impact of the intervention on men, women, boys and girls? For example, is there a mechanism in place to monitor if survey respondents have been exposed to reprisals for participating in the process?



**Box 8:**
**Promoting the equal participation of women and men:**

a. Do men and women participate equally in monitoring and evaluation?
b. Are specific measures taken as part of the monitoring and evaluation process to reach the marginalized groups? For example, how do survey protocols address the fear many women feel if they are approached about family violence when their partner is present?
c. Did the intervention adequately involve men and women? Were their views incorporated into the programme?
d. How has the programme affected participation of men and women in small arms and light weapons control process?



**Box 9a:**
**Key indicators to measure gender aspects of intervention results and process may include:**
**Public health impacts:**

a. Death and injury rates and trends related to firearms (homicide, suicide, and unintended shootings) disaggregated by sex and age.
b. Psychological and psychosocial trauma related to armed violence disaggregated by sex and age.

**Particular security needs, perceptions and priorities of men, women, girls and boys:**

a. Relative perceptions of security and danger.
b. Actual numbers of small arms in the community/country and typology of small arms owners.
c. Number of women and girls involved in small arms and light weapons smuggling.
d. Attitude towards small arms and light weapons possession, exhibition and use.
e. Media representation of men, women, boys and girls in relation to small arms and light weapons issues



**Box 9b**
**Violence against boys and girls:**

a. Rates of violence-related death and unintentional firearm death and injury of boys and girls.
b. Incidence of psychosocial and psychological trauma associated with small arms violence disaggregated by gender.
c. Presence of boys and girls in fighting forces, armed groups and gangs, and their respective functions.
d. Incidence of armed forced recruitment of boys and girls.

**Violence against and among men and women:**

a. Firearm prevalence or use in violence against and among men and women.
b. Rates of young men and women injured or killed through small arms violence.

c. Incidents and typology of violence in the home in general and, specifically, involving firearms.
d. Small arms-related intentional and unintentional death and injury rates disaggregated by gender.
e. Existence of gender-based violence prevention measures. Impacts on humanitarian and development assistance:

**Impacts on humanitarian and development assistance:**

a. Small arms-related mortality and injuries among aid workers.
b. Armed robberies, rapes or other crimes.
c. Psychological trauma linked to small arms violence.
d. Perceptions of security.
e. Perceptions of arms availability in the community.
f. Actual number of small arms in the community.



## Box 9c
## Refugees and internally displaced people:

a. Incidence of firearm-related death, injury and disability among displaced people, disaggregated by sex.
b. Armed intimidation (may require case definition) and assault among displaced people.
c. Armed sexual violence against women and men reported or observed.

**Governance:**

d. Women's role and participation in national, community and local organizations decision-making structures, by level.
e. Attention given to mainstreaming gender in new legislation.
f. Women's and gender-based civil society participation in advocacy and public awareness.

g. Capacity gaps of civil society and especially women's organizations to fully and effectively participate in small arms and light weapons control.
h. Ratio of female staff in security institutions and the military.



# 7.0 National, Regional and International Normative and Legal Frameworks on SALW Control in the ECOWAS Region and Gender Responsiveness: Gaps & Challenges.

# 7.0 National, Regional and International Normative and Legal Frameworks on SALW Control in the ECOWAS Region and Gender Responsiveness: Gaps & Challenges

There exist legal and normative frameworks and instruments on SALW Control at the national, regional and international levels. This segment will examine the commitments related to the gendered dimensions of SALW Control of these instruments which are in force in the ECOWAS Region;

**a. The ECOWAS Convention on Small Arms and Light Weapons, Their Ammunition and Other Related Materials:** The operational, normative and institutional initiatives, interventions and efforts to combat the scourge of SALW in the ECOWAS Region are largely sprouts of the ECOWAS Convention on Small Arms and Light Weapons, Their Ammunition and Other Related Materials which came into force in 2009. It is an instrument that is legally binding on the fifteen (15) ECOWAS Member States. It is a legal framework of seven (7) chapters and thirty-two (32) articles that deals with the legal and illicit control as well as demands and supply dynamics of SALW Control. The ECOWAS Convention on SALW has proven to be an instrument of confidence building and promotion of transparency on arms transfer among ECOWAS Member States. Practical measures and provisions, as enshrined in the ECOWAS Convention on SALW, that underpin the initiatives and interventions that are being deployed by the ECOWAS Commission to address the scourge of SALW include Weapons Marking; Weapons Documentation and Tracing; Arms Brokering Control; Management and Physical Security of National Stockpiles of SALW; Establishment of SALW Databases and Registers; Transparency and Exchange of Information; Arms Transfer Control – the Exemption Procedure; Public Awareness; Harmonization of Legal Frameworks; Border Control and Management; International Cooperation and Assistance; Arms Collection and Destruction; Control of SALW Manufacture; and Control of Civilian Possession of among others.

Albeit the fact that the ECOWAS Convention on SALW is globally

celebrated as a leading regional instrument on SALW Control, the instrument does not deal adequately enough on the dimension that addressing the scourge of SALW requires. For instance, as it is currently, it falls short of paying attention to the human factors behind the supply, demand and misuse of SALW at all levels of society. The instrument is more of state security centric than of human security.

In addition, the entire seven (7) chapters and thirty-two (32) articles of the instrument do not take gender dynamics of SALW Control and the gendered nature of the scourge of SALW into consideration. In essence, there is no stated commitment in the instrument related to gender dimensions. The instrument does not consider how women, girls, boys and men are differently affected by SALW proliferation and its impact and thus, the differing perspectives, perception, interests and experiences of women, girls, men and boys on the problems associated with SALW proliferation; and its impact are not factored into in the practical measures and provisions on addressing the scourge of SALW as enshrined in the regional instrument.

**b. Practical Guide on the Exemption Procedure to the ECOWAS Convention on Small Arms and Light Weapons, Their Ammunition and Other Related Materials:** The chapter two (2) of the ECOWAS Convention on SALW deals on the control of arms transfer into and out the ECOWAS Region. As provided in the ECOWAS Convention, there is a complete prohibition on the transfer of SALW and their parts and components into/ from/through the national territories of ECOWAS Member States. In addition, the Convention requires Member States to ban, without exception, transfer of SALW to Non-State Actors except they are explicitly authorized by the appropriate authority. However, the chapter two of the convention provides for an exemption to this provision for Member States to enable them meet; 1) legitimate national defense needs; 2) needs of internal security; and 3) to participate in Peace Support Operations (PSOs). The Practical Guideline on the Exemption Procedure is the normative framework for the implementation of chapter two (2). This chapter outlines the conditions for exemption on arms transfer and the procedures for Member States to fulfil in order to obtain exemption (the ECOWAS Exemption Certificate) for arms transfer either into or through

their national territories.

The Chapter two (2) of the ECOWAS Convention on SALW and, by extension, the accompanying Practical Guide have proven to be a corner stone for the regulation of arms transfer in the ECOWAS Region. ECOWAS Member States have demonstrated an unusual solidarity and respect for the principle of supra-nationality by ensuring that the relevant national security agencies undergo the regional procedure to obtain the ECOWAS Exemption Certificate prior to their importation of arms and ammunition for their legitimate needs.

However, the Practical Guide is largely state security centric. The Practical Guide does not call the attention of Member States to put into consideration how women, girls, boys and men are differently affected by armed violence of different kinds that are prevalent in the region. In addition, the Practical Guide as it is does not impose any obligations on Member States to put into consideration the risks of arms being utilized to facilitate differing kinds of gender-based violence or violation of human rights when they are importing arms nor does the Practical Guideline contain any provision and/or measures of verification on both the part of the ECOWAS Commission and Member State to assess and/or preempt whether arms and ammunition to be imported by Member State are likely to be used to perpetrate acts of gender-based violence, violation of human rights or acts of violence against women and children.

**c. The ECOWAS Commission Five Year Priority Plan of Activities for the Implementation of the ECOWAS Convention on Small Arms:**

The Five Year Priority Plan is a guiding normative tool consisting of practical measures and activities in pursuant of effective implementation of the ECOWAS Convention on SALW and the Practical Guide on the Exemption Procedure. The documents contain 14 outputs and an average of 5 activities and 4 sub activities per outputs respectively with clearly identified verification indicators and monitoring and evaluation parameters.

Some of the interventions outlined in the document include; building the capacities of the NATCCOMs, Civil Societies and the Small Arms Division; enhancing the management of supplies, physical security and management of national stocks of weapons and ammunition; enhancing

the management of the Exemption Procedure to the ECOWAS Convention on SALW; effective and efficient border controls; sensitization and general public awareness on dangers of SALW proliferation; regulation and control of local production of arms; and creation of national and regional database and register on SALW. It also includes collaboration between ECOWAS Commission and its Member States with key actors globally renowned in the field of SALW Control to include United Nations Agencies, Non-Governmental Organisations and the civil society. None of the outputs of the document reflects the gender sensitive nature of the scourge of SALW nor is there any interventions in the outputs that seeks to mainstream gender dynamics in the regional normative document for the implementation of the ECOWAS Convention on Small Arms and the Practical Guide on the Exemption Procedure.

In addition, the monitoring indicators in the document are not gender disaggregated and are largely insensitive to measuring the gender responsiveness of the interventions of the ECOWAS Convention on SALW or interventions of the ECOWAS related to SALW control in general. Moreover, while the document highlight conceptualised collaboration with civil society in the general sense, there is no specific recognition or envisaged or conceptualized collaboration with women organizations that are dedicated to promoting the interests of women and girls on issues related to SALW Control.



**Box 10: International and regional instruments:**

In order to comply with international and regional laws and instruments on gender mainstreaming, policies and laws on SALW Control must be gender-sensitive and both women and men should be involved in decision-making and implementation processes. Key instruments include the following:

- UN Convention on the Elimination of All Forms of Discrimination against Women (1979)
- ECOWAS Revised Treaty, Article 63 on "Women and Development" (1993)
- The Beijing Declaration and Platform for Action (1995)
- UN Security Council Resolutions 1325, 1820, 1888, 1889, 1960 on Women, Peace and Security (2000, 2008, 2009, 2010)
- African Union Protocol to the African Charter on Human and People's Rights on the Rights of Women in Africa (2003)
- African Union Solemn Declaration of Gender Equality in Africa (2004)
- ECOWAS Gender Policy (2004)
- United Nations Program on Small Arms (UNPoA)
- The Arms Trade Treaty (ATT)

**d. National Legal Frameworks on Small Arms and Light Weapons Control/National Firearms Laws:**

This Baseline Study examined national laws on arms control and/or regulation of eight (8) ECOWAS Member States namely Burkina Faso, Liberia, Sierra Leone, Guinea, Nigeria, Niger, Togo and Mali. The Study focused on how policies and legal frameworks on national security and specifically on SALW/Firearms Control address gender issues and how existing gender policies address the scourge of SALW proliferation, trafficking and illicit circulation.

Geneva Centre for Security Sector Governance (DCAF) conducted a survey on the sensitivity and responsiveness of national security/ defence policies of some ECOWAS States to gender considerations/ dynamics. Those of Nigeria, Sierra Leone and Liberia addressed the issue of equal participation of women and men in Security Sector Agencies and governance, but make no reference to the different security threats faced by men and women, such as various forms of Gender Based Violence (GBV). According to the survey, the 2006 Nigerian National Defence Policy highlights the role of both men and

women in promoting national defence but does not refer to GBV. The 2008 Liberian National Security Strategy calls for gender mainstreaming, but also does not mention GBV. The security policies of Burkina Faso and Mali are said to take gender into consideration, but no further information was available.

| Table 2 national legal framework and mechanism indicators | Benin | Burkin Faso | Cape Verde | Cote d'Ivoire | Ghana | Guinea | Guinea Bissau | Liberia | Mali | Niger | Nigeria | Senegal | Sierra Leone | Togo |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| Existence of national security related policies. | ✓ | ✓ | ✓ | ✓ | ✗ | – | ✓ | | | | | | | |
| Existence of a national gender policy | ✓ | ✓ | ✓ | ✓ | ✓ | ≅ | ✓ | | | | | | | |
| Ministry of gender participates in security sector oversight | ≅ | ✗ | – | ✗ | ≅ | ✗ | ✗ | | | | | | | |

**TABLE KEY**

| | |
|---|---|
| ✓ Yes/Formal and established | – No information |
| ✗ None | ≅ Informal, partial and/or being established |

*Source: DCAF Survey on Gender and the Security Sector in ECOWAS States, 2011*

While a comprehensive review of gender legislation in ECOWAS Member States is beyond the scope of this Baseline Study, this report uncovered both good legislative practices and gaps in legal frameworks. Equality of male and female is enshrined in the constitutions of most States. Furthermore, nearly all ECOWAS Member States possess national gender policies or strategies and some of them have additional action plans to address various forms of GBV and for the implementation of UN Security Council Resolution 1325. Security issues were specifically addressed in about half of the national gender policies (DCAF Survey on Gender and the Security Sector in ECOWAS States, 2011). In Liberia, Sierra Leone and Togo, the policies addresses female representation in the security sector and the policies in Liberia, Niger, Sierra Leone and Togo addresses the issue of GBV. The gender policies of Benin, Burkina Faso and Ghana promotes improved representation of women in decision making structures. While many ECOWAS States have a government ministry dedicated to gender or women's affairs, the involvement of these institutions in the oversight of the security sector is limited.

The legal framework related to arms control that is in force in five (5) out of the surveyed Member States were promulgated in the 1950s and 1960s. At that period the States and the ECOWAS region as a whole were not confronting the contemporary challenges related to arms proliferation, trafficking and illicit circulation that have pervaded and constitute threats to the peace, security and stability of the region in this contemporary era. Thus, in that regard, the legal frameworks themselves does not adequately address the scourge of SALW and SALW Control. In addition, the 1950s and 1960s marked an era in the history of the ECOWAS region when the knowledge on gender mainstreaming were generally not popular. It was an era when knowledge, attitude and perception of gender sensitivity were not considered in discourse related to social development, peace and security. Besides, many traditional beliefs, customs and traditions at the time in the region could not make any sense to facilitating the equal participation of all gender on issues related to social development, peace and security.

| Table 3 National legal framework on SALW Control Indicators | Benin | Burkin Faso | Cape Verde | Cote d'Ivoire | Ghana | Guinea | Guinea Bissau | Liberia | Mali | Niger | Nigeria | Senegal | Sierra Leone | Togo |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| Existence of national legal framewwork on SALW/Firearms Control. | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✗ | ✓ | ✗ | ✓ | ✓ |
| Reference to gender responsive SALW Control | − | ✗ | − | − | − | ✗ | − | ✗ | ✗ | ✗ | ✗ | − | ✗ | ✗ |
| Reflection of gendered nature of SALW Proliferation. | − | ✗ | − | − | − | ✗ | − | ✗ | ✗ | ✗ | ✗ | − | ✗ | ✗ |

**TABLE KEY**

| | |
|---|---|
| ✓ Yes/Formal and established | − No information |
| ✗ None | |

In this light, the legal frameworks on arms regulation in the five (5) States do not recognize nor do they reflect any element of commitment or sensitivity to gender responsiveness in SALW Control. Two (2) of the States have their respective legal frameworks reflecting the ECOWAS Convention on SALW, thus, containing practical provisions compatible to combating contemporary challenges related to the scourge of SALW. However, none of the two (2) legal frameworks contain provisions that reflect a sensitivity of the gendered nature of SALW proliferation in their respective States nor do they contain provisions that reflect specific responsiveness to mainstreaming gender dynamics in SALW control.

**e. The United Nations Programme of Action on Small Arms:** Women and men have a right to equal participation in all activities relating to the elimination of illicit trade in SALW. Security Council resolution 1325 (2000) recognizes the need to consider the impact of conflict on women and men, including issues related to the proliferation of small arms and light

weapons. These guidelines underscore the human rights-based rationale for the inclusion of gender perspectives in the implementation of the Plan of Action and the added efficacy of the Plan of Action in doing so. Accordingly, this means that understanding and analyzing the different roles played by men, women, boys and girls both as part of the SALW proliferation problem and potential solutions through the implementation of the plan of action is key for effective control interventions. The United Nations (UN) agreed to the United Nations Programme of Action to Prevent, Combat and Eradicate the Illicit Trade in Small Arms and Light Weapons in All its Aspects (UNPoA) in 2001. The UNPoA is targeted at the regional and international problem of the proliferation of SALW. Unlike the ATT (Arms Trade Treaty) which is legally binding, the UNPoA is only a political instrument that sets out a range of measures to control small arms transfers, regulate brokers, manage stockpiles, and trace small arms.

Although, all the ECOWAS Member States have ascribed to it, but its implementation is on a state-by-state voluntary basis, thus there is no enforcement and only voluntary biennial reports to the UN on its implementation is required of Member States.

In the UNPoA, gender nature of the scourge of SALW is taken into consideration and the instruments provided for commitments to gender dimensions on SALW Control. In the instrument, all UN Member States declare themselves a) "Gravely concerned about […] the negative impact on women [of the illicit trade in small arms and light weapons in all its aspects]" (section I, paragraph 6). In addition, in the outcome document of the 2012 UNPoA Review Conference, all UN Member States undertake to b) "facilitate the participation and representation of women in small arms policymaking, taking into account relevant resolutions of the Security Council and the General Assembly, and to explore means to eliminate the negative impact of the illicit trade in small arms and light weapons on women" (section II, paragraph A.2.i).

**f. The Arms Trade Treaty:** The Arms Trade Treaty (ATT) is a multilateral treaty and the first legally binding instrument that establishes a control system to regulate the international trade in conventional weapons, their parts and components. It entered into force in December 2014 and seeks to regulate the international trade of conventional weapons - from small arms and light weapons to battle tanks, combat aircraft and warships

for the purpose of contributing to international and regional peace and security; reducing human suffering; and promoting co-operation, transparency, and responsible action by and among states on arms transfer. Fourteen (14) out of the fifteen (15) ECOWAS Member States have ratified the ATT and the ECOWAS Commission has launched the process to facilitate the seamless simultaneous implementation of both the ATT and the ECOWAS Convention on SALW in the ECOWAS Region.

The ATT recognizes the human factors and take into consideration the gendered perspectives of conventional arms control. The instrument recognizes clearly "that civilians, particularly women and children, account for the vast majority of those adversely affected by armed conflict and armed violence" (preamble paragraph 10). In this light, the ATT request State Parties to commit themselves, when exporting conventional arms (inclusive of SALW), to "take into account the risk of the conventional arms being used to commit or facilitate serious acts of gender-based violence or serious acts of violence against women and children" (Article 7.4).

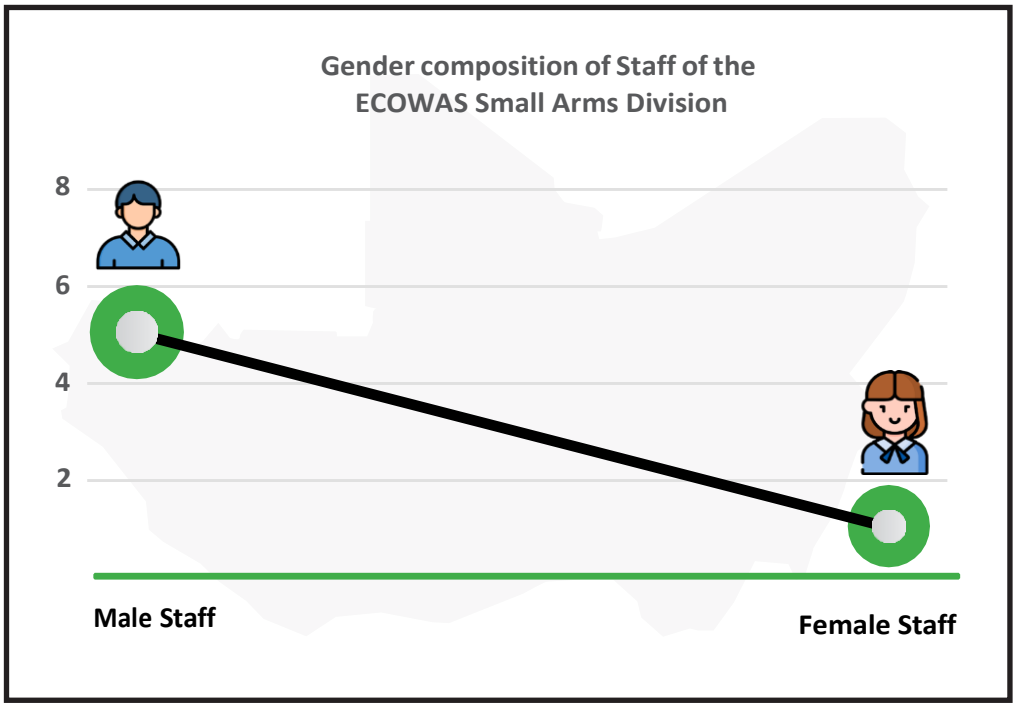
# 8.0 Gender and Institutional Mechanism on Small Arms Control: Gender Analysis of Institutional Mechanisms on Small Arms Control in the ECOWAS Region

# 8.0 Gender and Institutional Mechanism on Small Arms Control: Gender Analysis of Institutional Mechanisms on Small Arms Control in the ECOWAS Region

There are largely two overarching institutions that are statutorily charged with the mandate and responsibility on SALW Control in the ECOWAS Region. They are the ECOWAS Commission, at the regional level, through the Small Arms Division situated within the ECOWAS Architecture of Political Affairs, Peace and Security and at the national level, the National Commissions on the Control of Small Arms and Light Weapons or their equivalent national agencies in the respective ECOWAS Member States.

**The ECOWAS Commission Small Arms and Light Weapons Division:** The Small Arms Division was created in 2004 and became fully functional in 2005. The principal mandate of the Division is to define, coordinate and implement ECOWAS Policy on SALW Control. In this light, the roles of the Division include developing, implementing and monitoring regional practical measures, policies, initiatives, projects and programs on SALW Control. The Division also has the mandate and responsibility to mobilize and/or facilitate the mobilization of financial and technical resources for the ECOWAS Commission for the NATCOMs for the implementation of interventions at both regional and national levels.

Not only are women underrepresented in the current staff composition of the Division, but there is also an imbalance in both skills and functions. Currently, there are six (6) staff members in the Division which are made up of five (5) male technical staff and one (1) female support staff. This finding indicates that the proportion of the staff composition of the Division responsible for the conceptualization and implementation of policies, initiatives, project, programs and all interventions of the ECOWAS Commission on SALW for the ECOWAS Region are predominantly males.




**The National Commissions on Small Arms and Light Weapons**:

The ECOWAS Authority of Heads of State and Government signed the regional decision establishing National Commissions for the Control of the Proliferation and Illicit Circulation of Small Arms and Light Weapons (NATCOMs) on the 10th of December 1999. The Decision directed to be established in each Member State a NATCOM. (Decision A/ DEC13/12/99 "Establishing of National Commissions").

In its conceptualization, a NATCOM is to serve as a national coordinating umbrella body wherein all the relevant national bodies that deals on issues and handle responsibilities related to arms and ammunition control are constituted. Thus, according to this Decision, the NATCOMs are to be composed of representatives of Ministries and Agencies on Defence, Internal Affairs and Security, Justice and Foreign Affairs as well as the civil society.

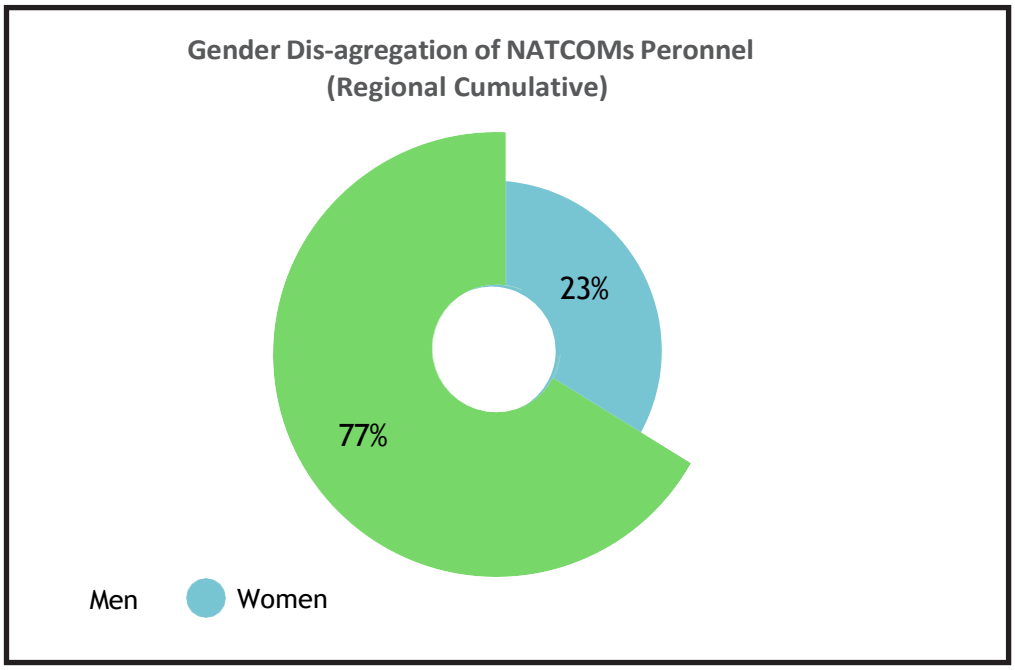
The overarching role of the NATCOMs is to design and implement national policies, strategies and interventions on control of the proliferation, trafficking and illicit circulation of SALW. The NATCOMs are also to support and coordinate the activities of the various agencies related to or involved in the effort on SALW Control. NATCOMs have been established in all ECOWAS Member States except in Nigeria and the Gambia where an equivalent government agency is in existent and carrying out the roles of NATCOMs.

As per their present composition, the leadership of the NATCOMs are predominantly males. Out of the present fifteen (15) head of NATCOMs, only one (1) is female. In the fifteen (15) Member States only one (1) State has had a female at the head of affairs of the NATCOMs since their creation in early 2000s till date.

| Table 4: Heads of National Commission on SALW indicators | Benin | Burkin Faso | Cape Verde | Cote d'Ivoire | Gambia | Ghana | Guinea | Guinea Bissau | Liberia | Mali | Niger | Nigeria | Senegal | Sierra Leone | Togo |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| Female Head | ✗ | ✗ | – | ✗ | – | ✗ | ✗ | ✗ | ✗ | ✓ | ✗ | ✗ | – | ✗ | ✗ |
| Male Head | ✓ | ✓ | – | ✓ | – | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ≋ | – | ✓ | ✓ |
| Ministry of gender participates in security sector oversight | ≋ | ✗ | – | ✗ | ≋ | | ✗ | ✗ | ✓ | ✗ | ✗ | ✓ | – | ✗ | ✗ |

✓ Yes/Formal and established
– No information
✗ None
≋ Informal, partial and/or being established

The NATCOMs usually have a secretariat that is comprised of staff members both in the technical and support staff categories. A study of staff strength of the NATCOMs, based on data made available for this Baseline Study, reveals that about 77% of entire staff strength are males while about 27% are females and most of the female staff are in the support role cadres.


Gender Dis-agregation of NATCOMs Peronnel
(Regional Cumulative)
23%
77%
Men
Women



# 9.0 Gender and Practical Measures on Small Arms Control: Gender Assessment of Approach to Program Interventions on Small Arms Control in the ECOWAS Region

# 9.0 Gender and Practical Measures on Small Arms Control: Gender Assessment of Approach to Program Interventions on Small Arms Control in the ECOWAS Region

Here, the Baseline Study examines some of the projects and programs of SALW Control that the ECOWAS Commission has implemented and/or implementing at the regional and national levels in an attempt to evaluate the gender sensitivity of the interventions.

However, it should be highlighted that the case studies utilized were not exhaustive of all the interventions of the ECOWAS Commission on SALW Control but rather a selection of some key efforts for the purpose of gender sensitivity analysis of the interventions.

**ECOWAS-EU Small Arms Project:** The ECOWAS-EU Small Arms Project is part of the 10th EDF EC-West Africa Regional Indicative Programme and the EU-ECOWAS PSS programme which is also called the "Pilot Weapons Collection Programmes". The Project is related to 'Practical Disarmament' component of the ECOWAS Conflict Prevention Framework (ECPF). It was an ECOWAS project that is financed by the European Union (EU) and implemented by the United Nations Development Programme (UNDP) in Niger, Cote d'Ivoire, Guinea, Sierra Leone, Liberia and Mali and it is to be directly implemented by the Presidential Committee on Small Arms (PRESCOM) in Nigeria.

The Project specifically addresses the following challenges:

1. Knowledge gaps on dangers of SALW through advocacy and sensitization programmes;
2. Weak enforcement capacity and lack of modern equipment by providing capacity building to stakeholders;
3. Availability and circulation of SALW within the communities through collection, recordkeeping and destruction of SALW; and
4. Lack of social amenities in border communities through provision of development projects as incentives.

The intervention focused on the common border areas among the target

countries. The targeted geographical locations identified along these borders formed the pivot for arms collection. Interventions were developed based on the needs of the respective zones and upon conducting an assessment with relevant stakeholders in the regions.

The ECOWAS-EU Small Arms Project reflects commendable level of integration of gender dynamics in addressing the scourge of SALW proliferation in the ECOWAS Region when compared to other interventions in the region particularly in terms of the participation of all genders in the project implementation and in the substantive integration of gender dynamics in the content of the project activities. Under Output 1 which seeks to address knowledge gaps on dangers of SALW through advocacy and sensitization programs, the project implemented sensitisation and awareness campaigns against armed violence, dangers on the possession and misuse of SALW, awareness on Unexploded Ordnance (UXO) and Explosive Remnants of War (ERW) as they touch and/or impact on all genders. Advocacy campaigns were implemented with mass communication tools (e.g. billboard adverts, television programs, community radios, community sensitizations etc.) which highlighted, among other issues, the benefits and the roles of women and youth in the promotion of a weapons free environment.

Under Output 2, trainings were conducted for civil society organizations and the NATCOMs in the beneficiary States on techniques and skills in analysing dimensions of and addressing Sexual Exploitation and Abuse (SEA) and Gender Based Violence (GBV) within a framework of SALW Control.

Under Outputs 3 and 4, youth groups and women groups were involved alongside their male counterpart in the collection of weapons (from the conceptualization to implementation of strategies and related activities) within the target communities.

In addition, there was commendable participation of men, women and youth groups in the assessment and development of community needs, in the identification, implementation and management of community micro development projects that were given to the target communities in exchange for the weapons that were surrendered. In a country like Guinea for instance, some micro development projects were specifically tailored to the needs

of women groups and handed over to them.

**The European Union Support to ECOWAS Regional Peace, Security and Stability Mandate (EU-ECOWAS PSS):** The EU-ECOWAS PSS is an intervention under the Second Focal Sector "Consolidation of Good Governance and Regional Stability" of the 10th European Development Fund (EDF) for West Africa Regional Indicative Programme. It seeks to support an enhanced proactive regional approach to conflict prevention and resolution by directly supporting the implementation of selected thematic components of the ECOWAS Conflict Prevention Framework (ECPF) and strengthening the institutional capacity of the ECOWAS Commission.

The activities that are related to SALW Control within the framework of the EU-ECOWAS PSS are the ECOWAS-EU Small Arms Project (referred to in the preceding segment of this chapter); Setting up of Effective Mechanisms for Secured Management of the Exemption Procedures to the ECOWAS Convention on SALW; Improving Physical Security and Management of Member States SALW stockpiles; Enhance transparency in the area of SALW registry and arms registry in peace support operations; and Enhance capacity of National Commissions on SALW through organization of Annual Meeting of National Commissions on SALW.

The EU-ECOWAS PSS marks a paradigm shift (a complete turn-around) in the approach and/or interventions of the ECOWAS Commission on the gender dimensions of SALW Control. It marks the beginning of an era of institutional awakening on the urgent need to facilitate the incorporation of the differing impact of SALW proliferation on women, men, boys and girls and their varying experiences, interests, perspective and perspective into ECOWAS SALW Control initiatives and interventions.

In an initiative that is led by the Directorate of Gender of the ECOWAS Commission, an entire component of the EU-ECOWAS PSS is dedicated to a project on the Integration of Gender Dimensions into ECOWAS Peace and Security Architecture through Gender Responsive Interventions. It is the first time ever that a project component will be specifically dedicated to gender mainstreaming in SALW Control. The project seeks to assess the sensitivity of the existing legal and normative frameworks, practice, approach, projects, programs and policies of

ECOWAS on SALW Control to gender dimensions and to proffer concrete actions to facilitate the responsiveness of ECOWAS to gender perspectives in a bid to ensure that the women, men, boys and girls in ECOWAS Members are equally impacted by the interventions of the ECOWAS Commission on SALW Control.

**Documentation and Tracing of Illicit Small Arms and Light Weapons:** A United Nations Trust Facility Supporting Cooperation on Arms Regulation (UNSCAR) funded project which aims to establish systems for SALW Tracing in selected pilot Member States and to support the ECOWAS Commission's efforts in the management of tracing requests formulated or submitted by Member-States is presently being implemented in Nigeria, Niger, Burkina Faso and Republic of Benin.

The project intends to:

- build administrative systems and capacity in target countries to use international tracing mechanisms, particularly those mandated under Article 19 of the ECOWAS Convention on SALW;
- develop Standard Operating Procedures (SOPs) and standard tools for SALW identification, documentation and tracing;
- to support national focal points to develop and monitor indicators for tracing of illicit SALW stocks;
- to support the ECOWAS Commission to develop further its role as clearing house for SALW tracing requests in the ECOWAS region and to enhance its wider analytical and reporting functions.

The project has three (3) key components namely:

- training on the methodologies of identification, documentation and tracing of SALW;
- documentation exercise of already seized SALW in the custody of relevant national agencies of beneficiary states; and
- development and validation of regional SOPs and standard tools for SALW Tracing.

An assessment of the participation at the trainings that have been conducted within the framework of the project reveals that the number of women trainees in comparison to their male counterparts has been significantly low. Only a few number of women have been involved in the trainings. Out of rough figure of about one hundred and thirty (130) persons of different national agencies only about fifteen (15) were females representing

a significantly low 16% percentage of training beneficiary.

**Annual Meeting of National Commissions on Small Arms and Light Weapons:** The Annual Meeting of NATCOMs is a regional platform that rally the leadership of NATCOMs or their equivalent in the fifteen (15) ECOWAS Member States every year. The forum meets at least once in a year on a rotational basis in the Member States and there have been instances where this regional coordination platform has held two (2) times in a year. It is a platform for regional experience sharing on national SALW Control initiatives and interventions and a platform for the coordination and harmonization of regional initiatives and interventions on SALW Control. The Annual NATCOM Meeting is the highest technical body on SALW Control for the ECOWAS Region where any initiatives and interventions related to SALW Control for implementation in Member States must be deliberated and agreed to by the collective leadership of the NATCOMs.

The meetings' agenda and the reports of previous meetings on the issues and matters that were discussed and agreed to by this highest regional technical decision-making platform in the past five (5) years (2014-2019) were made available to this Baseline Study. From a substantive perspective, the agenda and reports of these meetings do not reflect explicit considerations and discussions on gender perspectives in the program and activities of the NATCOMs and of the ECOWAS Commission. There were no substantive considerations for integrating gender dynamics in practical measures related to SALW Control. From a participation perspective, the composition of delegations of the fifteen (15) NATCOMs or their equivalent and of the ECOWAS Commission is predominantly male centric. This highest regional technical decision-making body is predominantly male dominated. In the last five (5) years under review, fourteen (14) out of the fifteen (15) Heads of NATCOMs have been males and out of the usual size of thirty (30) delegates to the Annual NATCOM Meetings (the allotment is 2 delegates per Member States), at least twenty-eight (28) delegates were males every year.



*A Regional Meeting of the Heads of ECOWAS NATCOMs which held in January, 2018 in Abuja, Nigeria with only one (1) female delegate (front row standing 3rd left)*

**Arms Transfer Control - implementation of ECOWAS Exemption Procedure:**

This Baseline Study had in a preceding section highlighted that the ECOWAS Exemption Regime is widely adjudged as the cornerstone of the ECOWAS Convention on SALW. For effective implementation of the provisions related to the Exemption Procedure in the Convention, the ECOWAS Commission has developed a guideline of procedures on the request for the ECOWAS Exemption Certificate for arms transfer into/through any Member State.

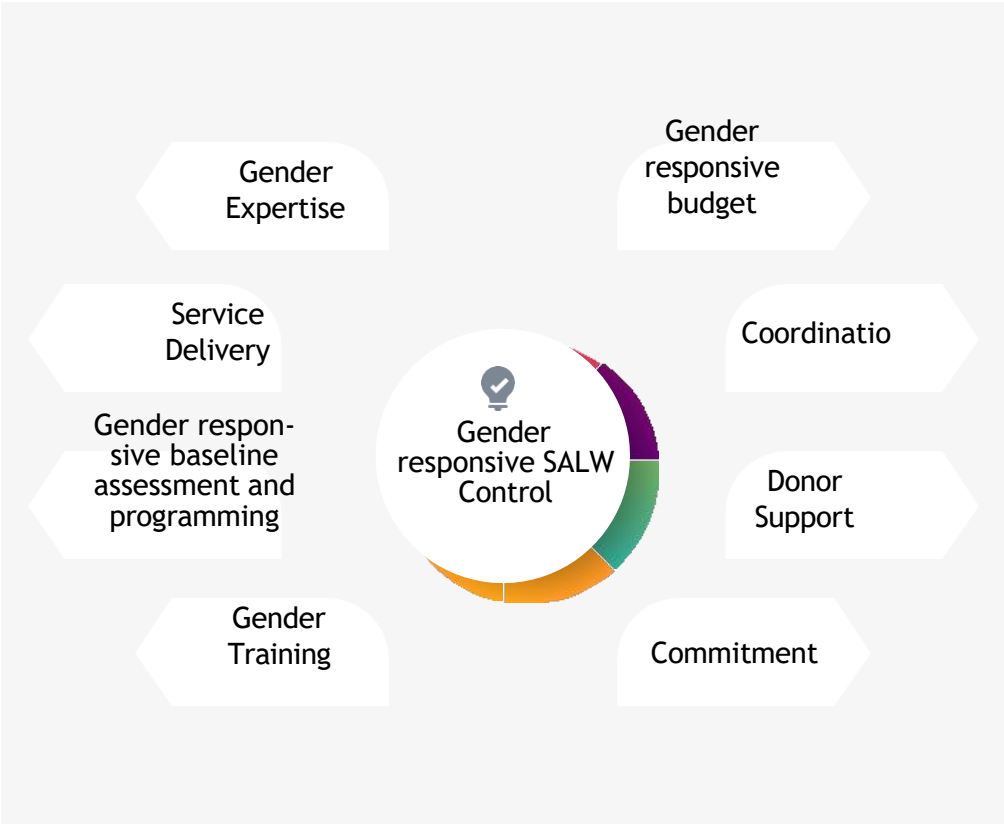
The guideline does not provide explicit gender-sensitive guidance on the transfer of SALW and over the end-use of such weapons respectively. In addition, interviews with the Small Arms Division reveal that the process of the technical evaluation of requests (usually carried

out by the Division) from Member States for the authorization to import/ transfer SALW does not directly and/ or explicitly take into account the risk (an assessment) of the SALW to be imported/transferred being used to commit or facilitate serious acts of gender-based violence or serious acts of violence against women and children.

# 10.0 Strategies for Mainstreaming Gender in ECOWAS SALW Control Initiatives.

## 10.0 Strategies for Mainstreaming Gender in ECOWAS SALW Control Initiatives.

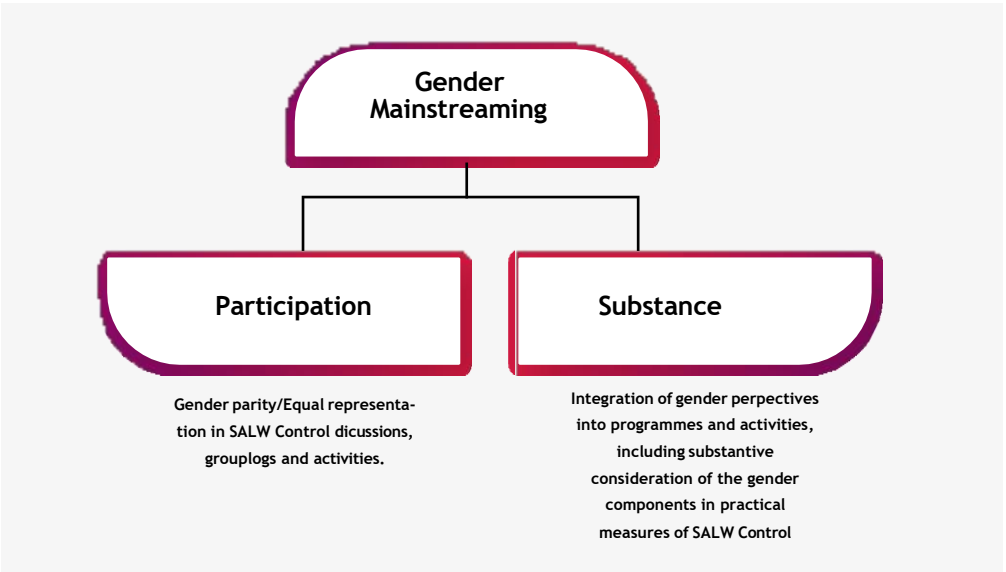
Taking into consideration the preceding sections of the Study, mainstreaming gender dynamics in the initiatives of ECOWAS on Small Arms and Light Weapons Control, the following key elements must be factored into the approach and practical measures of the ECOWAS Commission at the regional level and of the NATCOMs at the national level, See diagram below:




Gender considerations in programming/Gender-responsive small arms and light weapons control: Adapted from Figure 1 of IDDRS 05.10, Women, Gender and DDR (version 1 August 2006).

## The Dual Approach

To implement the above stated strategies, the ECOWAS Commission will need to pursue dual goals with regards to gender mainstreaming in its SALW Control efforts and initiatives namely (1) Participation: gender parity in all SALW Control-related discussions, activities and groupings and (2) Substance: the integration of gender perspectives in all interventions whether they be at the level of legislation, policy, programme or project




The details of the specific interventions to be undertaken by the ECOWAS Commission in the light of these two (2) goals (dual approach) are outlined in the ''Operational Plan of Action/ Action Plan on Gender Mainstreaming in Small Arms and Light Weapons Control for the ECOWAS Commission'' attached as annex to this report as a guiding tool to implement the findings and recommendations of this Baseline Study.

The Gender Action Plan is an articulation of a practical approach to the theoretical concept of mainstreaming gender in the substantive tasks of the Small Arms Division. The Action Plan is a concrete working tool that describes both a vision for gender mainstreaming in the SALW Control interventions of the ECOWAS Commission as well as practical steps to achieve the vision.

# 11.0 **Conclusion**

## 11.0 Conclusion

As documented by this Baseline Study, the proliferation, trafficking and illicit circulation of SALW manifest clear gender dimensions. SALW proliferation is a problem that affects both sexes, and indeed all sections of society, though in different strokes and ways. The Study also underscored that violence perpetrated with SALW is a highly gendered phenomenon and has vastly different impacts of women, men, girls and boys. As much gender disaggregated data must be collected in order to highlight trends so that appropriate solutions can be found.

While the ECOWAS Commission is recently making efforts to mainstream gender perspectives into its interventions on SALW Control, the practice and approach before now were largely not responsive to the gendered phenomenon of the scourge of SALW in the ECOWAS region as evident in the legal instruments and normative frameworks at both national and regional levels and in many projects and programs that have been implemented in the region to address the challenges associated with SALW proliferation, trafficking and illicit circulation. Hence, there is need to review all existing instruments (Conventions, etc) and frameworks.

The Study has explored the potentials of gender responsive SALW Control and has proffers concrete and practical approach to guide gender mainstreaming in SALW Control in the ECOWAS region.

As underscored in the Study, gender-sensitive small arms control initiatives – whether they be at the level of legislation, policy, program or project, have more effective impact in addressing the proliferation, trafficking, illicit circulation and misuse of small arms and light weapons than the control initiatives that do not take gender perspective into consideration. Thus, ensuring that gender perspective is incorporated into all stages of a small arms control initiative is essential to assuring its maximum quality and impact.

# 12.0 **Recommendations**

## 12.0 Recommendations

The following recommendations are proposed towards a gender responsive SALW Control in the ECOWAS region:

- A review of all relevant legal instruments, strategies and normative frameworks of the ECOWAS Commission and Member States related to SALW Control and their M&E Performance Indicators should be conducted to integrate gendered impacts of uncontrolled proliferation and misuse of SALW as well as gendered dimensions of SALW Control;

- ECOWAS Commission should provide guidance and mentoring to NATCOMs on implementing gender-responsive small arms and light weapons control program development and implementation;

- Trainings packages should be developed and delivered on gender sensitivity, gender mainstreaming and gender analysis (using sex-disaggregated data) for relevant national and regional actors;

- ECOWAS Commission should undertake outreach and advocacy to promote knowledge and build a strong consensus on gender responsive SALW Control in decision making, participation in activities, legislation, policy, programme and project among all regional and national stakeholders;

- ECOWAS Commission and NATCOMs should collect and integrate gender and age disaggregated data in programming to facilitate the understanding of the gender-specific impacts and for designing evidence-based, gender-responsive initiatives to address them;

- Set up an armed violence monitoring mechanism at the ECOWAS Commission and in Member States to gather, monitor and analyze information and data on SALW related violence based on gender and age disaggregation;

- ECOWAS Commission and NATCOMs should conduct and integrate gender analysis into their interventions which will reveal the connections between gender relations and the scourge of small arms;

- The ECOWAS Commission should identify and address the specific gender dynamics in relation to the use, misuse and effects of small arms proliferation, as well as in relation to impediments that may exist to the participation of women in initiatives to control small arms;

- SALW Control should not be treated as the exclusive domain of men. The participation of women should be facilitated meaningfully in all aspects, from assessments and design, through planning and implementation, to monitoring and evaluation. Women's participation should permeate all levels, including policymaking, programming and budgeting;

- ECOWAS and NATCOMs should develop and implement gender-sensitive performance indicators in interventions: In order to achieve that, women and men participate in all aspects and ensure that the benefit of the SALW Control initiative are shared equally among men and women; also performance indicators referring to individuals in monitoring and evaluation should be disaggregated according to sex;

- National coordinating mechanisms should promote the participation of civil society organizations, especially women's groups and men's groups working to eradicate gender-based violence;

- The processes for the development of regional and national policy on SALW Control should be informed by gender expertise and the processes should ensure a balanced representation of women and men in the teams charged with the responsibility for the assessment, drafting, implementation, monitoring and evaluation of SALW Control interventions;

- Small Arms Division should promote synergy and cross-cutting collaboration with relevant Divisions and Directorates within the PAPS and within the ECOWAS Commission on Gender Mainstreaming

- ECOWAS Commission should develop a template and share with NATCOMs to measure results of gender mainstreaming in SALW interventions through gender sensitive reporting, monitoring and evaluation;

- Conceptualized and implement an intervention to address the youth dynamics to SALW proliferation in the region;

- The Small Arms Division should integrate gender perspectives into the conceptualization and development of project and activities;

- The management of the ECOWAS Commission should strengthen Small Arms Division's internal capacity to ensure the continuous incorporation of gender perspectives into its work.

# Bibliography

## Bibliography


1. UN Security Council resolution 1325 on Women, Peace and Security, 2000 (UN SC resolution 1325, Article 13, 2000)

2. UN Secretary General's report, Section G, paragraph 72, S/2004/814 (The report of the Secretary-General on the implementation of resolution 1325 (October 2002))

3. International Journal of Development and Sustainability Vol.6 No.11 (2017): 1638-1652 1640 ISDS www.isdsnet.com

4. Modular Small-arms-control Implementation Compendium (MOSAIC): 06.10: women, men and the gendered nature of Small Arms and Light Weapons - Version 1.0 2017-10-05

5. Small Arms Survey Occasional Paper 20, 2007: Small Arms, Armed Violence, and Insecurity in Nigeria: The Niger Delta in Perspective

6. UNSCR 1325 (2000, paras. 10 and 16); UNSCR 1820 (2008); UNSCR 1888 (2009a); UNSCR 1960 (2010); UNSCR 2106 (2013a); UNSCR 2242 (2015b); UNSCR 2467 (2019, preamble p. 3).

7. Emile LeBrun, 2009: Gender-responsive Small Arms Control, a Practical Guide; Small Arms Survey, Graduate Institute of International and Development Studies, Geneva 2019

8. Mc Evoy and Hideg Global Violent Deaths 2017, Time to Decide. Small Arms Survey, Graduate Institute of International and Development Studies, Geneva, 2017 First published in December 2017

9. Small Arms Survey Report, Global Violence Death Survey, 2017

10. Conference Report. United Nations Conference to Review Progress made in the Implementation of the Programme of Action to Prevent, Combat and Eradicate the Illicit Trade in Small Arms and Light Weapons in All Its Aspects. New York, 26 June-7 July 2006

11. South Eastern and Eastern Europe Regional Micro-Disarmament

Standard/Guideline. (RMDS/G) RMDS/G 06.30 1st Edition (2007)

12. Geneva Center for Democratic Control of Armed Forces: The Security Sector and Gender in West Africa - A survey of police, defence, justice and penal services in ECOWAS states, 2011

13. Small Arms Survey Issue Brief, No. 3, September 2012: Peace without Security – Violence against Women and Girls in Liberia

14. Ploughshares, 2002, Armed Conflicts Report: Sierra Leone, at <www.ploughshares.ca/libraries/ACRText/ACRSierraLeone.html>.

15. UNIDIR Disarmament Forum Four, 2008: The Complex Dynamics of Small Arms in West Africa

16. Small Arms Survey, 2013 (Chapter 2- Too Close to Home: Guns and Intimate Partner Violence)

17. Alvazzi del Frate, Anna. 2011. 'When the Victim Is a Woman.' In Geneva Declaration Secretariat, pp. 113–44.

18. Psychological Consequences of Intimate Partner Violence for Women and Men in Canada.' Journal of Interpersonal Violence, Vol. 26, No. 8, pp. 1628–45.

19. 'A Matter of Survival: Non-lethal Firearm Violence.' In Small Arms Survey. Small Arms Survey 2012: Moving Targets. Geneva: Small Arms Survey, pp. 78–105.

20. Bevan, James and Nicolas Florquin. 2006. 'Few Options but the Gun: Angry Young Men.' In Small Arms Survey. Small Arms Survey 2006: Unfinished Business. Geneva: Small Arms Survey, ch. 12.

21. Bloom, Shelah. 2008. Violence against Women and Girls: A Compendium of Monitoring and Evaluation Indicators. Chapel Hill, NC: MEASURE Evaluation.

22. Bricknell, Samantha. 2012. 'Firearms Trafficking and Serious and Organized Crime.' Research and Public Policy Series 116. Canberra: Australian Institute of Criminology

23. CEDAW (United Nations Committee on the Elimination of Discrimination against Women). 1992. General Recommendation No. 19.

24. Small Arms Survey. 2007a. 'Annexe 4: The Largest Civilian Firearms Arsenals for 178 Countries.' http://www.smallarmssurvey.org/fileadmin/docs/A-Yearbook/2007/en/Small-Arms-Survey-2007-Chapter-02-annexe-4-EN.pdf

25. Michael Fleshman, Small arms in Africa: Counting the cost of gun violence culled from Africa Renewal. https://www.un.org/africarenewal/magazine/december-2011/small-arms-africa

26. Small Arms Survey, 2014, Chapter 2: Chapter 2. Converging Agendas: Women, Peace, Security, and Small Arms

27. Small Arms Survey, 2014, Chapter 1: In War and Peace: Violence against Women and Girls

28. GunPolicy.org www.gunpolicy.org

29. Decision A/DEC13/12/99 "Establishing of National Commissions for the Control of the Proliferation and Illicit Circulation of Light Weapons," Lome, Togo, 10 December 1999

30. Rachel Stohl and EJ Hogendoorn, Stopping the Destructive Spread of Small Arms: How Small Arms and Light Weapons Proliferation Undermines Security and Development, March, 2010.

31. Awa Ceesay-Ebo: "Gender Dimensions of the ECOWAS Peace and Security Architecture: A Regional Perspective on UN Resolution 1325" In ECOWAS and the Dynamics of Conflict and Peace Building, CODESRIA, 2011

32. Yaroslav Trofimov, The Wall Street Journal, 2003: In Liberia's War, One Woman Commanded Fear, Followers: <https://www.wsj.com/articles/SB106150471418504300>

33. Liberia: Liberia's Women Killers <https://www.peacewomen.org/content/liberia-liberias-women-killers>

34. Lawrence Fejokwu, Female Combatants in Africa: A Case Study of the Niger Delta Crisis, Institute of Diplomacy and International Relations, University of Nairobi, 2014

35. International Labour Office, Geneva: Red Shoes - Experiences of girl-combatants in Liberia: Programme on Crisis Response and Reconstruction

36. OECD/Sahel and West Africa Club 2020, Mapping Political Violence in North and West Africa, in The Geography of Conflict in North and West Africa OECD Publishing, Paris. DOI: https//doi.org/10.1787/0b97bd15-en

37. Chuma Okoro (2011) "Proliferation of Small Arms and Light Weapons in Nigeria: Legal Implications" in Law and Security in Nigeria

38. Soetan, Stephen Olayiwola, Proliferation of Arms and Security Challenges in Nigeria: International Journal of History and Cultural Studies (IJHCS) Volume 3, Issue 3, 2017

39. ACLED (2019a), "Armed Conflict Location and Event Data Project", https://www.acleddata.com/data

40. Claire Mc Evoy and Gergely Hideg, 2017, Global Violent Deaths 2017: Time to Decide, Small Arms Survey, 2017

## Annex 1: Glossary

**Gender Analysis** is the collection and analysis of sex-disaggregated information. Men and women both perform different roles. This leads to women and men having different experience, knowledge, talents and needs. Gender analysis explores these differences so that policies, programmes and projects can identify and meet the different needs of men and women. Gender analysis also facilitates the strategic use of distinct knowledge and skills possessed by women and men.

**Gender balance** is the term given to issues relating to staffing. Gender balance is seen as a human resources issue and is dealt with under those structures. ***OCHA***

**Gender Equality** entails the concept that all human beings, both men and women, are free to develop their personal abilities and make choices without the limitations set by stereotypes, rigid gender roles, or prejudices. Gender equality means that the different behaviors, aspirations and needs of women and men are considered, valued and favored equally. It does not mean that women and men have to become the same, but that their rights, responsibilities and opportunities will not depend on whether they are born male or female. ***ILO 2000***

**Gender Equity** is the process of being fair to men and women. To ensure fairness, measures must often be put in place to compensate for the historical and social disadvantages that prevent women and men from operating on a level playing field. Equity is a means. Equality is the result.

**Gender Mainstreaming** is the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in any area and at all levels. It is a strategy for making women's as well as men's concerns and experiences an integral dimension in the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and social spheres, such that inequality between men and women is not perpetuated. ***ECOSOC 1997***

**Gender-responsive objectives** are programme and project objectives that are non-discriminatory, equally benefit women and men and aim at correcting gender imbalances. UNESCO's gender mainstreaming framework

**Gender Sensitivity** is the ability to perceive existing gender differences, issues and inequalities and incorporate these into strategies and actions. ***WHO***

**Disaggregated Data (Sex)**: Sex-disaggregated data is quantitative statistical information on differences and inequalities between women and men. ***DFID, April 2002***

There is a widespread confusion over, and misuse of, the terms "gender disaggregated data" and "sex-disaggregated data". Data should necessarily be sex-disaggregated but not gender-disaggregated since males and females are counted according to their biological difference and not according to their social behaviors. The term gender-disaggregated data is often frequently used, but it is nevertheless should be understood as sex-disaggregated data.

**Gender:** Gender is a concept used to explain different learned identities associated with masculinity and femininity. It focuses on socially constructed as opposed to biologically determined identities. Gender shapes the roles, relationships, experiences and expectations of men, women, boys and girls in a society. The concept of gender includes men, women, boys and girls.

**Sexual Harassment:** means any action (verbal, physical, gesture-based or psychological) exerted on an individual under another's authority for the purposes of winning sexual favour without such individual's consent.

**Gender Parity:** means all actions to ensure equal participation of men and women in politics, employment (access to a profession, equal opportunities in recruitment, employment on the right level, commensurate salary) at top management level of companies and institutions.

**Sex:** means various biological differences between women and men.

**Small Arms:** Arms used by one person, and which include notably: firearms and other destructive arms or devices such as an exploding bomb, an incendiary bomb or a gas bomb, a grenade, a rocket launcher, a missile, a missile system or landmine; revolvers and pistols with automatic loading; rifles and carbines; machine guns; assault rifles; light machine guns.

**Light Weapons:** Portable arms designed to be used by several persons working together in a team and which include notably: heavy machine guns; portable grenade launchers, mobile

or mounted; portable anti-aircraft cannons; portable anti-tank cannons, non-recoil guns; portable anti-tank missile launchers or rocket launchers; portable anti-aircraft missile launchers; mortars with a calibre of less than 100 millimetres

**Small Arms and Light Weapons Control**: Practical measures (to include institutional, operational and technical initiatives and interventions – which could be in the form of legislation, policies, projects, programs and activities) to address and/or mitigate the proliferation, illicit circulation and trafficking in Small Arms and Light Weapons.

**Arms Trafficking:** Also known as gunrunning, is broadly defined as the illicit trade of contraband small arms and ammunition, which constitutes part of a broad range of illegal activities often associated with transnational criminal organizations.

**Arms Tracing:** The systematic tracking of illicit small arms or light weapons from their point of manufacture or most recent import, through their lines of supply, to their last legal titleholder, in order to determine the point, in space and time, at which they became illicit.

**Gender-based violence:** All actions against women, men, girls and boys by coercion as a result of their sex, leading or could lead to bodily, sexual, psychological or economic harm to such individuals, including threat of using such actions or the imposition of arbitrary restrictions or denial of fundamental freedom in private or public life, in times of peace and during periods of armed or unarmed conflict.

# Annex 2: Five Year Action Plan on Mainstreaming Gender in ECOWAS Small Arms and Light Weapons Control (2021 - 2025)

**EU Support to ECOWAS Regional Peace, Security and Stability mandate - ECOWAS-EU PSS - EuropeAid/134834/D/SER/Multi**

| GOAL (S) | | PERFORMANCE INDICATOR (S) | MEANS OF VERIFICATION | | | ASSUMPTION (S) |
|---|---|---|---|---|---|---|
| Promote the knowledge on the linkages between gender mainstreaming and effective SALW Control | | Increase in the integration of gender perspectives in program, legislation, projects etc during the plan period | Reports of the ECOWAS Commission; Member States; CSOs, development partners and donors as well as from the media | | | |
| **OUTPUT 1:** Knowledge of the ECOWAS Commission, NatComs and CSOs on the inter-relation between greater gender mainstreaming and effective SALW is built<br><br>Knowledge on the gendered nature and gender perspectives of SALW proliferation and in the fight against it is promoted | | Understanding levels of ECOWAS Commission, NatComs on the subject are deemed sufficient | Reports of the ECOWAS Commission<br><br>Annual reports of NatComs<br><br>Reports from CSOs | | | Continued support from Member States, ECOWAS Commission, Partners and other key stakeholders |
| **Activities:** | **Sub-activities** | **M & E Indicators** | | | **Actor** | **Partner/ Donor** | **Remarks/ Assumptions** |
| Further research and analysis (field based with gender disaggregated data) on gendered nature of SALW proliferation in ECOWAS region with a view towards gaining deeper knowledge on the issue<br><br>Institutionalize country specific periodic publication of research on the trends and dynamic gendered nature of SALW proliferation<br><br>Promote allocation of substantial gender disaggregated budget to NatComs | Commission a consultancy to carry out further field research<br><br>Carry out publication and dissemination of research findings to targeted relevant national agencies related to SALW control<br><br>Carry out high level advocacy visits to Member States on the implementation of research recommendations<br><br>Organize periodic panel discussions/debates at the regional and national levels on the trends and dynamics of gendered nature of SALW proliferation<br><br>Resource the Small Arms Division (SALWD) Library and Resource Center with research materials on gender mainstreaming and effective SALW Control | No. of trainings conducted for NatComs and SALWD personnel<br><br>No. of persons undergoing gender mainstreaming training at any particular time<br><br>Composition and no of advocacy visits carried out<br><br>No. of persons trained<br><br>Ratio of gender disaggregated budget (dedicated to NatComs) to the national budget<br><br>No. of personnel added to SALWD | | | ECOWAS Commission<br>Member States<br><br>ECOWAS Commission<br>NatComs<br>CSOs<br><br>ECOWAS Commission | ICRC<br><br>UNREC<br><br>SAS<br><br>KAIPTC<br><br>UNODA<br><br>GICHD<br>AOAV | Formal decision is taken by the leadership of PAPS on gender mainstreaming in SALW Control |

| GOAL (S) | | PERFORMANCE INDICATOR (S) | MEANS OF VERIFICATION | | | | ASSUMPTION (S) |
|---|---|---|---|---|---|---|---|
| Strengthen Small Arms Division's internal capacity to ensure the continuous incorporation of gender perspectives into its work | | Enhanced security in the region;<br><br>Reduced incidences of armed violence and conflict during the plan period | Reports of the ECOWAS Commission; Member States; CSOs, development partners and donors as well as from the media | | | | |
| **RESULT (S):**<br>The Small Arms Division is provided with adequate human and financial resources for the incorporation and implementation of gender-sensitive programs<br><br>All programme staff of the Small Arms Division are capacitated to integrate gender perspectives more explicitly in their works | | Materials developed and approved<br><br>Training materials developed and available for programme staff uptake | Reports of the ECOWAS Commission<br><br>Annual reports of NatComs<br><br>Reports from CSOs | | | | Module developed |
| **Activities:** | **Sub-activities** | **M & E Indicators** | **Timeline** | | **Actor** | **Partner/ Donor** | **Remarks/ Assumptions** |
| | | | **Begin** | **End** | | | |
| Conduct periodic trainings for all programme staff on mainstreaming gender into projects and programmes<br><br>Promote continuous assess to the implementation of the Action Plan's goals and adequately resource all staff member<br><br>Develop training materials for internal staff capacity development on gender mainstreaming<br><br>Incorporate Action Plan in the annual work plans of SALWD.<br><br>Request report from staff on gender mainstreaming issues in SALW monthly activity reports | Periodically evaluates impact of training and makes recommendations on improving curriculum<br><br>SALWD works with HR to integrate materials on gender mainstreaming in induction trainings for new SALWD staff and prioritizes new staff for inclusion in mainstreaming training<br><br>Incorporate the implementation of the Action Plan in individual staff members' annual work plans reviewed by supervisors as part of Performance Appraisal System<br><br>Recruit additional personnel as a desk officer for the design and implementation of SALW control interventions<br><br>Develop relevant manual, guidelines and training kits | Training materials developed and available for programme staff uptake<br><br>Percentage of ITC programme staff trained in gender mainstreaming practices (cumulative)<br><br>Percentage of trained staff reporting having using skills after three months<br><br>Percentage of trainees showing improvement over pre-test<br><br>Induction module developed<br><br>Percentage of new staff having received a gendered induction training | | | ECOWAS Commission<br>CSOs<br><br>ECOWAS Commission<br>Member States<br><br>ECOWAS Commission<br>Member States<br>CSOs | WAANSA<br>FOSDA<br><br>UNREC<br><br>SAS<br><br>EWD | |

| GOAL (S) | | PERFORMANCE INDICATOR (S) | MEANS OF VERIFICATION | | | ASSUMPTION (S) |
|---|---|---|---|---|---|---|
| Undertake outreach and advocacy on the importance of including gender perspectives in SALW Control in all interventions whether they be at the level of participation in decision making, participation in activities, legislation, policy, programme or project. | | Enhanced security in the region;<br><br>Reduced incidences of armed violence and conflict during the plan period | Reports of the ECOWAS Commission; Member States; CSOs, development partners and donors as well as from the media | | | |
| **RESULT (S):**<br>The consciousness and significance of gender sensitivity in all interventions is appreciated by relevant stakeholders<br><br>Knowledge on gender-sensitivity SALW control is promoted among key stakeholders<br><br>Interventions of relevant national and regional actors on SALW Control is reflective of gender-sensitivity | | Competency levels of NatComs, ATT Agencies, CSOs and SAD are deemed sufficient<br><br>Ability of NatComs/ATT Agencies, SAD and CSOs to respond to conventional arms control issues | Reports of the ECOWAS Commission<br><br>Annual reports of NatComs<br><br>Reports from CSOs | | | Continued support from Member States, ECOWAS Commission, Partners and other key stakeholders |
| **Activities:** | **Sub-activities** | **M & E Indicators** | **Timeline** | | **Actor** | **Partner/ Donor** | **Remarks/ Assumptions** |
| | | | **Begin** | **End** | | | |
| Develop and implement a campaign and sensitization program on gender-sensitive SALW Control<br><br>Incorporate gender perspectives in regular briefings to Member States<br><br>Incorporate and periodically update SALWD section on ECOWAS website to underscore linkages and promote research findings on gender perspectives in SALW control<br><br>Engage with processes and mechanisms such as Annual NATCOM meetings through which a gendered understanding of arms control can be underscored<br><br>Assist with gender analysis for improved lobbying to arms control. | Commission a consultancy to develop a campaign and sensitization program<br>Disseminate and advocate for gender-disaggregated information on SALW proliferation to stakeholders.<br><br>Engage with parliamentarians on gender-sensitive budgeting for SALW Control<br><br>Promote programs to build response capacity of women's organisations.<br><br>Carry out advocacy/sensitization visits to national stakeholders and to management of the ECOWAS Commission on gender mainstreaming and SALW Control<br><br>Incorporate civil society including women's organizations into training programs and as a resource tool for training and awareness purposes and for the implementation of campaign and sensitization program<br><br>Conduct trainings on gender sensitive SALW Control at Annual NatComs Meeting | Number of NatComs that participate in meetings and harmonization of practices | | | ECOWAS Commission<br>Member States<br><br>ECOWAS Commission<br>WAANSA<br><br>ECOWAS Commission<br>NatComs<br>WAANSA | UNODA | |

| GOAL (S) | | PERFORMANCE INDICATOR (S) | MEANS OF VERIFICATION | | | ASSUMPTION (S) |
|---|---|---|---|---|---|---|
| Support equitable participation in SALW Control discussions, groupings and activities (with an emphasis on bringing in new constituencies and involving gender equality advocates in SALW Control discussions, groupings and activities) | | Ability and capacity of the ECOWAS Commission to track the transfers of conventional arms in the region improved | Reports of the ECOWAS Commission; Member States; CSOs, development partners and donors as well as from the media | | | |
| **RESULT (S):**<br>Opportunities of gender parity for equal representation are created in discussions, groupings and activities related SALW Control<br><br>There is equal representation of gender in all discussions, groupings and activities related to SALW Control | | Monitoring reports indicating progress of equal representation is available<br><br>Women's organization report satisfaction with the equal representation | Reports of the ECOWAS Commission<br><br>Annual reports of NatComs<br><br>Reports from CSOs | | | Continued support from Member States, ECOWAS Commission, Partners and other key stakeholders |
| **Activities:** | **Sub-activities** | **M & E Indicators** | **Timeline** | | **Actor** | **Partner/ Donor** | **Remarks/ Assumptions** |
| | | | **Begin** | **End** | | | |
| Bring SALW Control issues to gender equality advocates.<br><br>Strengthen the capacity of women to participate in SALW Control discussions through targeted trainings.<br><br>Incorporate the knowledge and experience of different civil society groups, including women's organizations in exchanges and training processes, ensuring that the diverse knowledge bases, technical capacities and experiences of men and women, boys and girls, old and young as well as persons with disabilities are included. | Incorporate civil society groups, including women's organizations into training programs and as a resource tool for training and awareness purposes to ensure that gender perspectives are reflected in all training programmes.<br><br>Develop rosters of female SALW control related experts<br><br>Advocate and facilitate 50 percent female representation in all relevant SALW Control fora, including the NatComs Meetings, consultancies, Advisory Board on SALW Control, Groups of Governmental Experts, regional meetings/activities and trainings on Exemption Procedure among others | Number of men and women involved in SALW control discussions, groupings and activities | | | | SAS<br><br>UNREC<br><br>SIPRI<br><br>SIDA<br><br>UNDIR<br><br>CAR | |

| GOAL (S) | | PERFORMANCE INDICATOR (S) | MEANS OF VERIFICATION | | | | ASSUMPTION (S) |
|---|---|---|---|---|---|---|---|
| Legislation: Review all relevant legal and normative frameworks of the ECOWAS Commission related to SALW Control and their M&E Performance Indicators to become gender responsive. | | Percentage of ECOWAS SALW Control instruments' objectives and indicators that are reviewed for gender-responsiveness | Reports of the ECOWAS Commission; Member States; CSOs, development partners and donors as well as from the media | | | | |
| **RESULT (S):**<br>ECOWAS Convention on SALW, Guideline on the Exemption Procedure, Action Plan on ECOWAS Convention Implementation, Arms Documentation and Tracing SOPs are made gender responsive [e.g. "men and women" perception, perspectives and experiences , "inclusive" and/or "equitable"] in all performance indicators | | Percentage of ITC Operational Plan objectives and indicators that are reviewed for gender responsiveness<br><br>Percentage of ITC Strategic Plan objectives and indicators that are reviewed for gender-responsiveness | Reports of the ECOWAS Commission<br><br>Annual reports of NatComs<br><br>Reports from CSOs | | | | Continued support from Member States, ECOWAS Commission, Partners and other key stakeholders |
| **Activities:** | **Sub-activities** | **Monitoring Indicators** | **Timeline** | | **Actor** | **Partner/ Donor** | **Remarks/ Assumptions** |
| | | | **Begin** | **End** | | | |
| Small Arms Division revises ECOWAS Convention on SALW, Guideline on the Exemption Procedure, Action Plan on ECOWAS Convention Implementation, Arms Documentation and Tracing SOPs to be gender responsive.<br><br>Adopt the findings and recommendations of the legal and normative framework review process<br><br>Promote the domestication/harmonization of a revised gender responsive legal and normative frameworks on SALW Control at the national level | Commission a consultancy to review legal and normative frameworks<br><br>Design and implement a program towards the adoption of the outcome of the review process in line with ECOWAS procedure for developing and adopting regional documents<br><br>Build the capacity of civil society to engage NatComs for harmonization of revised documents and the parliamentary for domestication and implementation<br><br>Carry out Parliamentarian outreach for the domestication of revised gender responsive instruments<br><br>Support NatComs to integrate gender-responsiveness in their Countries' National Action Plans on SALW Control | The objectives and indicators in ECOWAS SALW control instruments are reviewed for gender-responsiveness | | | ECOWAS Commission<br><br>Member States<br><br>SAD<br><br>Legal Direct.<br><br>CCC | SAS<br><br>UNREC<br><br>SIPRI<br><br>SIDA<br><br>UNDIR<br><br>CAR | |

| GOAL (S) | | INDICATOR (S) | MEANS OF VERIFICATION | | | | ASSUMPTION (S) |
|---|---|---|---|---|---|---|---|
| To mainstream gender in all Small Arms Division's programmes, projects and activities | | | Reports of the ECOWAS Commission; Member States; CSOs, development partners and donors as well as from the media | | | | |
| **RESULT (S):** All Small Arms Division's projects, activities and programmes are responsive and reflective of the differential impact on women and men[1] | | | | | | | |
| **Activities:** | **Sub-activities** | **M & E Indicators** | **Timeline** | | **Actor** | **Partner/ Donor** | **Remarks/ Assumptions** |
| | | | **Begin** | **End** | | | |
| Review project templates and all other processes related to project cycle management to include gender-responsiveness<br><br>PPOs/DPKRS ensure gender-responsiveness in project design, implementation and reporting.[2]<br><br>Use knowledge of the context-specific impacts of SALW proliferation on communities according to age, gender, disabilities, economic status to form the basis for intervention.<br><br>Develop and integrate gender-sensitive budgeting for SALW Control projects, programs and activities | Program officers sensitize beneficiaries to gender responsiveness<br><br>Engage women in SALW Collection campaigns as part of the advocacy, monitoring and verification processes.<br><br>Develop and integrate gender and age disaggregated data in all interventions<br><br>Integrate gender analysis and gender-inclusive implementation strategies as a component of all SALW programmes development, planning and execution.<br><br>Program officers integrate gender responsiveness in project consultations, design, implementation and reporting<br><br>Develop and implement a gender-responsive indicators checklists in SALWD programming | Project templates and guidelines are gender responsive<br><br>Percentage of SALWD projects gender-mainstreamed (rated gender-targeted or gender-mainstreamed) in annual gender assessment (cumulative)<br><br>Gender analysis and gender inclusive implementation strategies for SALW Control are incorporated into projects, program and activities<br><br>The definitions of combatants in weapon collection project, SALW users and victims of SALW proliferation are broadened to encompass men, women, boys and girl in project design and implementation | | | ECOWAS Commission<br>Member States<br><br>CCC<br>SAD<br><br>ECOWAS Commission | SAS<br><br>UNREC<br><br>SIPRI<br><br>SIDA<br><br>CAR<br><br>INTERPOL | Member States will decide on a national agency as a hub for national database and register<br><br>Member States will decide on a legal framework for exchange of information among relevant institutions |

[1] SALWD capacity to screen for gender to be enhanced to consider, inter alia, a) including women as targeted beneficiaries of training, or b) in project activities, or c) as recipients of SALW control information & dissemination practice.
[2] At a minimum DPKRS and SALWD will screen each project for differential impacts on men and women

| GOAL (S) | | INDICATOR (S) | MEANS OF VERIFICATION | | | ASSUMPTION (S) |
|---|---|---|---|---|---|---|
| To measure results of gender mainstreaming in SALW interventions through gender sensitive reporting, monitoring and evaluation | | Reliability of information and data on gender-responsiveness of SALWD's programs, projects and activities | Reports of the ECOWAS Commission; Member States; CSOs, development partners and donors as well as from the media | | | |
| **RESULT:**<br>All SALWD reporting, monitoring and evaluation of programmes, projects and activities is gender-responsive | | Viability and rate of accessibility of information and data on gendered nature of SALW proliferation | Reports of the ECOWAS Commission<br><br>Annual reports of NatComs<br><br>Reports from CSOs | | | Continued support from Member States, ECOWAS Commission, Partners and other key stakeholders |
| **Activities:** | **Sub-activities** | **Monitoring Indicators** | **Timeline** | | **Actor** | **Partner/ Donor** | **Remarks/ Assumptions** |
| | | Development Marker process adopted | **Begin** | **End** | | | |
| SALWD adopts the Gender-responsive Development Marker for project monitoring and trains staff in its use[3]<br><br>Conducts annual gender mainstreaming assessment based on Development Marker<br><br>Initiate a more systematic approach to the gathering of gender-disaggregated data, thus facilitating more effective actions for combating the illicit SALW. | Program officers report the gender level in their projects in the Division's annual report with the Development Marker<br><br>ECOWAS Commission Monitoring and Evaluation Unit revise the evaluation policy and guidelines to be gender responsive<br><br>Develop a regional database on the differential impact of SALW proliferation on women, men, boys and girls.<br><br>Develop and integrate a system of gender and age disaggregated data collection in the reporting format of NatComs and SALWD<br><br>Develop and integrate gender-sensitive budgeting financial reporting system in all reporting, monitoring and evaluation of programs, projects and activities | Number of staff trained on the Development marker<br><br>Annual assessment on the use of the Development Marker conducted<br><br>Percentage of projects reporting gender level in the SALWD's quarterly and annual report | | | ECOWAS Commission M & E Unit<br><br>CCC<br>SALWD<br><br>NATCOMs | SAS<br><br>UNREC<br><br>FBA<br><br>SIDA<br><br>UNODA | NatComs will cooperate to feed information into their report utilizing the gender-responsive reporting format |

| GOAL (S) | | INDICATOR (S) | MEANS OF VERIFICATION | | | | ASSUMPTION (S) |
|---|---|---|---|---|---|---|---|
| To achieve gender parity in staffing at all levels and good work-life balance | | Percentage of women and men at support and professional staff levels | Reports of the ECOWAS Commission; Member States; CSOs, development partners and donors as well as from the media | | | | |
| **RESULT:**<br>Gender parity in staffing at the SALWD and in NatComs is achieved<br><br>SALWD and NatComs applies work-life balance policies for men and women | | Information and data on conventional weapons are readily traceable | Reports of the ECOWAS Commission<br><br>Annual reports of NatComs<br>Reports from CSOs | | | | Continued support from Member States, ECOWAS Commission, and Partners |
| **Activities:** | **Sub-activities** | **M & E Performance Indicators** | **Timeline** | | **Actor** | **Partners/ Donors** | **Remarks/ Assumptions** |
| | | | **Begin** | **End** | | | |
| Promote the recruitment of women experts in the NatComs from the highest hierarchy to the lowest | | Percentage of women and men at support and professional career levels at the Small Arms Division and in the NatComs<br><br>Quarterly and annual report on usage/ implementation. This may include instituting a gender scorecard<br><br>Percentage of women and men making use of work-life balance policies | | | ECOWAS Commission<br><br>SAD<br><br>Member States<br><br>ECOWAS Commission<br><br>Member States | UNREC<br><br>SIDA | Member States will cooperate to align with the vision of the ECOWAS Commission for Weapons Marking |

| GOAL (S) | | INDICATOR (S) | MEANS OF VERIFICATION | | | | ASSUMPTION (S) |
|---|---|---|---|---|---|---|---|
| Promote synergy and issues based cross-cutting collaboration with relevant Divisions and Directorates within the PAPS and within the ECOWAS Commission on Gender Mainstreaming | | | Reports of the ECOWAS Commission; Member States; CSOs, development partners and donors as well as from the media | | | | |
| **RESULT (S):**<br>A working relationship on gender mainstreaming is established between the Small Arms Division and other relevant divisions and directorates of the ECOWAS Commission | | Documentation of the procedures of engagement | Reports of the ECOWAS Commission<br><br>Annual reports of NatComs<br><br>Reports from CSOs | | | | |
| **Activities:** | **Sub-activities** | **Monitoring Indicators** | **Timeline** | | **Actor** | **Partner/ Donor** | **Remarks/ Assumptions** |
| | | | **Begin** | **End** | | | |
| Formalize collaboration with all relevant directorates and divisions on Gender Mainstreaming<br><br>Identify the areas of synergy and potential collaboration on gender mainstreaming with relevant divisions and directorate<br><br>Promote dialogue with relevant directorates and divisions on gender mainstreaming | Carry out sensitization sessions on gender mainstreaming with identified collaborating divisions and directorate<br><br>Create and implement procedures to engage relevant directorates and division<br><br>Establish periodic round table on areas of mutual engagement related to gender mainstreaming<br><br>Work with HR to define and incorporate gender-sensitive guidelines for recruitment of staff into SALWD<br><br>Work with finance directorate on implementation of gender-sensitive budgeting | Areas of collaboration with relevant divisions and directorates are identified and available in a document/report<br><br>Procedures/strategy of engagement with relevant divisions and directorate is created and available<br><br>No. sensitization/advocacy sessions and visits conducted<br><br>No. of activities jointly implemented with identified collaborating divisions and directorates<br><br>Level of usage of gender-responsive guidelines for the recruitment of staff into Small Arms Division | | | HR Diretorate<br><br>Gender Diretorate<br><br>All Divisions and Diretorate in PAPS | SAS<br><br>UNREC<br><br>FBA<br><br>SIDA<br><br>UNODA | |

| GOAL (S) | | INDICATOR (S) | MEANS OF VERIFICATION | | | | ASSUMPTION (S) |
|---|---|---|---|---|---|---|---|
| Set up an armed violence monitoring mechanism at the ECOWAS Commission and in Member States to gather, monitor and analyse information and data on SALW related violence based on gender and age disaggregation | | | Reports of the ECOWAS Commission; Member States; CSOs, development partners and donors as well as from the media | | | | |
| **RESULT (S):**<br>Trends and dynamics of the gendered dimensions of the proliferation, trafficking and illicit circulation is known and policies and interventions designed thereupon | | Documentation of the procedures of engagement | Reports of the ECOWAS Commission<br><br>Annual reports of NatComs<br><br>Reports from CSOs | | | | |
| **Activities:** | **Sub-activities** | **Monitoring Indicators** | **Timeline** | | **Actor** | **Partner/ Donor** | **Remarks/ Assumptions** |
| | | | **Begin** | **End** | | | |
| | | | | | CCC<br><br>Gender Diretorate<br><br>Early Warning Diretorate | SAS<br><br>UNREC<br><br>FBA<br><br>SIDA<br><br>UNODA | |

| GOAL (S) | | INDICATOR (S) | MEANS OF VERIFICATION | | | | ASSUMPTION (S) |
|---|---|---|---|---|---|---|---|
| Conceptualized and implement an intervention to address the youth dynamics to SALW proliferation in the region | | | Reports of the ECOWAS Commission; Member States; CSOs, development partners and donors as well as from the media | | | | |
| **RESULT (S):** Weapons and ammunition in the hand of the youth population is reduced and the possession and misuse of weapons by the youth population is discouraged | | Documentation of the procedures of engagement | Reports of the ECOWAS Commission<br><br>Annual reports of NatComs<br><br>Reports from CSOs | | | | |
| **Activities:** | **Sub-activities** | **Monitoring Indicators** | **Timeline** | | **Actor** | **Partner/ Donor** | **Remarks/ Assumptions** |
| | | | **Begin** | **End** | | | |
| | | | | | CCC<br><br>Gender Diretorate<br><br>Early Warning Diretorate<br><br>ECOWAS Youth Center | SAS<br><br>UNREC<br><br>FBA<br><br>SIDA<br><br>UNODA | |

ECOWAS COMMISSION
COMMISSION DE LA CEDEAO
COMISSÃO DA CEDEAO

## Promoting Peace, Security Stability in West Africa

**ECOWAS Commission**
101, Yakubu Gowon Crescent,
Asokoro District P.M.B. 401
Abuja, Nigeria

**ECOWAS Peace Fund**
www.peacefund.projects.ecowas.int
peacefund@ecowas.int
ECOWAS Peace Fund
ecowaspeacefund

This publication was co-funded by the European Union and the German Federal Ministry of Economic Cooperation and Development (BMZ) Its contents are the sole responsibility of ECOWAS and do not necessarily reflect the views of the European Union or the BMZ.



ISBN 978-978-61012-5-5
9 789786 101255