

Securing Development:



UNDP's support for addressing
small arms issues



United Nations Development Programme

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This report was written by Peter Batchelor and Spyros Demetriou, edited by Emile LeBrun and coordinated by Laura Ngo-Fontaine with contributions from Alessandra Heinemann.

For further information please contact:

**United Nations Development Programme
Bureau for Crisis Prevention and Recovery
11-13 Chemin des Anémones
1219 Châtelaine
Geneva Switzerland**

Tel: 41 22 917 8547

Fax: 41 22 917 8060

email: bcpr.sadu@undp.org

<http://www.undp.org/bcpr/smallarms>

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Acronyms & Abbreviations

AfD	arms for development
AVPP	Armed Violence Prevention Programme
BCPR	Bureau for Crisis Prevention and Recovery
BMS	Biennial Meeting of States to Consider the Implementation of the PoA
CASAC	Central American Small Arms Control project
CCA	Common Country Assessment
CO	Country Office
CPR	crisis prevention and recovery
DDA	Department for Disarmament Affairs
DDR	disarmament, demobilization and reintegration
DfID	Department for International Development (UK)
DPA	Department of Political Affairs
DPKO	Department of Peacekeeping Operations
ECOSAP	ECOWAS Small Arms Control programme
ECOWAS	Economic Community of West African States
FDI	foreign direct investment
FYROM	Former Yugoslav Republic of Macedonia
GDP	gross domestic product
HDI	human development index
IDP	Internally Displaced People
IOM	International Organization for Migration
MDG	Millennium Development Goals
OCHA	Office for the Coordination of Humanitarian Affairs
PoA	Programme of Action to Prevent, Combat and Eradicate the Illicit Trade in Small Arms and Light Weapons in All Its Aspects
PRSP	Poverty Reduction Strategy Paper
RoC	Republic of Congo
RP	Regional programme
SACIM	Small Arms Control in the Former Yugoslav Republic of Macedonia

SADC	South African Development Community
SADU	Small Arms Demobilization Unit
SARP	Small Arms Reduction Programme for the Great Lakes Region
SAS	Small Arms Survey
SEESAC	South Eastern Europe Small Arms Control project
UN	United Nations
UNDAF	UN Development Assistance Framework
UNDP	UN Development Programme
UNGA	UN General Assembly
UNIDIR	UN Institute for Disarmament Research
UNOPS	UN Office for Project Services
WfD	weapons for development
WHO	World Health Organization

Foreword

Many of the world's poorest countries are affected by high levels of armed violence, whether in situations of crime or conflict. Small arms, which are cheap, durable and widely available, are the weapons of choice in gang warfare, organized crime, civil wars and inter-state conflict. They make armed violence even more deadly and exacerbate its spread. Across the globe, the phenomenon of rampant gun violence destroys lives and livelihoods, breeds fear and insecurity, and hampers prospects for human development. Those caught in the crossfire are often left with physical injury, no access to basic services, or killed.

There is now growing recognition within the international community that countries plagued by high levels of armed violence are unlikely to achieve the Millennium Development Goals by 2015. To make good on our promise to help countries achieve these goals, we must make enhancing human security—*freedom from fear*—a key priority in our efforts to reduce poverty and promote sustainable development. Where gun violence creates insecurity, and undermines a country's development prospects, UNDP's key concern is to help these countries find solutions to reducing armed violence, while at the same time providing people with alternative livelihoods and opportunities to live in safety and security.


This publication considers the impact of armed violence on development and provides an overview of UNDP support to more than 40 countries to address issues of small arms control, armed violence reduction and the disarmament, demobilization and reintegration of ex-combatants. It highlights how UNDP's approach to these important issues of human security and development has evolved over the last few years. Drawing on lessons learned, and the distillation of best practice within the organization, it indicates possible future directions for our work.

UNDP remains committed to enhancing awareness about the impact of armed violence on sustainable development. It will continue to provide the resources and expertise required to help countries apply innovative solutions to reduce armed violence and promote long-term human development.

Kathleen Cravero



Assistant Administrator and Director
Bureau for Crisis Prevention and Recovery, UNDP



Executive Summary

“The accumulation and proliferation of small arms and light weapons continues to be a serious threat to peace, stability and sustainable development”

UN Secretary-General Kofi Annan, *In larger freedom*, 2005

The persistence of armed violence in its many forms can have catastrophic consequences for development. For countries in the midst of long-term conflict, to states in crisis or in a post-conflict phase, to nations otherwise nominally ‘at peace’, armed violence can exacerbate poverty, disease and malnutrition, inhibit access to social services and divert energy and resources away from efforts to improve human development.

Countries plagued by armed violence in situations of crime or conflict often perform poorly in terms of the Millennium Development Goals (MDGs). All but two of the 28 countries involved in armed conflict in 2003 were in the bottom half of states ranked according to UNDP’s human development index (HDI). A country with a civil war within its boundaries typically only has one-third the per-capita income of a country with similar characteristics but at peace. Africa and Asia, which together account for the overwhelming majority of top-and high-priority countries for MDGs, were home to 84 percent of the world’s armed conflicts in 2003.

The widespread incidence of armed violence is inextricably linked with the easy availability of small arms.¹ The failure to curb the global proliferation of small arms has made them readily accessible for inter-personal and gang violence, organized crime, civil wars and inter-state conflict. Systematically recycled from one conflict to another, small arms are extremely durable, thus posing a long-term threat to human security and stability across the world. With more than 600 million already in circulation, the majority among civilians, small arms are an entrenched feature of armed violence the world over.

Armed violence in the context of crime can be equally disastrous for both human security and development. Global firearm homicides outnumber direct conflict deaths by a factor of two to one, and in countries where armed criminality is particularly high—such as Brazil and South Africa—the states ability to address poverty and the basic safety and security of its citizens are critically compromised. The volatile post-conflict period is routinely threatened by armed criminality caused by guns remaining in circulation. Thus in conflict, post-conflict and peaceful settings alike, the fear and insecurity resulting from armed violence are major concerns, especially for the poor.

The detrimental impacts that armed violence can have on a country’s development prospects means that armed violence reduction strategies will be fundamental to helping those countries that are afflicted by armed violence to meet the MDG targets by 2015. Given the central role that small arms play in armed violence in both conflict and crime, it is essential that development programming prioritize small arms issues, from weapons reduction to

efforts to understand and address the demand for small arms and assistance to states in building and strengthening national controls.

Since 1998, as part of its commitment to promoting human security and sustainable development, UNDP has supported countries in addressing the issue of small arms availability and armed violence at national, regional and global levels. UNDP support is consistent with its development-oriented approach to addressing crisis and post-conflict issues, and through this perspective, to creating the foundations for good governance, poverty reduction and greater equality.

UNDP has provided support to small arms-related initiatives in more than 40 partner countries worldwide. The experience and lessons learned from each successive project has enabled UNDP to refine its support strategies and programmatic focus to more accurately and effectively address the needs and realities of countries most affected by small arms-related violence. Through its country offices, UNDP provides technical assistance, policy advice and expertise to help countries strengthen their capacities to implement small arms control programmes in the context of national development strategies. UNDP further supplements and strengthens national efforts through regional and global programming.

UNDP's support for armed violence and small arms programming focuses on three mutually reinforcing approaches currently being used by national and international actors:

- **Small arms control**, encompassing a range of weapons control, management and destruction interventions, including 'weapons for development' strategies for voluntary disarmament.
- **Armed violence reduction and prevention**, focusing on establishing and strengthening local capacities to address violence, promoting non-violent livelihoods and addressing root socio-economic causes of violence, as well as public awareness efforts.
- **Disarmament, demobilization and reintegration**, supporting the transition from conflict to peace by facilitating the return of combatants to civilian life and demilitarization through the removal and destruction of weapons used in conflict.

As UNDP's support in the areas of small arms and armed violence has expanded, it has sought to promote longer-term, multi-phase programming strategies that combine weapons reduction with efforts to explore and address the demand factors and the deeper causes of armed violence. The quality of UNDP support services has also been refined over time in response to on-going institutional experiences, lessons learned in the field and an expanding research base.

Among the important lessons learned in recent years is that coercive disarmament and cash-based incentives have limited impact and can often be counterproductive and create new markets for weapons. When undertaken, these incentives must be supplemented with **community-based incentives** for reducing arms availability to build safer and more secure societies. Similarly, practitioners have stressed the importance of addressing the **demand** for weapons, so that a focus on supply of weapons is complemented by measures to address the socio-economic causes of violence and promote alternatives to gun-based livelihoods. There is also growing recognition that **confidence-building measures** within target populations can effectively shape community perceptions about small arms, and that **local ownership and involvement** are key to catalysing community mobilization and engagement in violence reduction processes.

Addressing issues of small arms and armed violence, whether in situations of crime or conflict, will remain a significant challenge for UNDP and its partners. These issues strike at the heart of people's most basic need for security, and the delicate relationship between states and their citizens over the provision of security as a public good. The ability to address these issues in an effective and sustainable manner also requires innovate long-term strategies and high levels of political will on the part of governments.

Despite these challenges, UNDP remains committed to supporting partner country's efforts to address small arms and armed violence issues within the framework of development programming, specifically through strengthening national capacities to address these issues in a comprehensive, effective, and sustainable manner. In this way UNDP hopes to be able to promote both 'freedom from fear' and 'freedom from want'.

Section 1



Small arms and armed violence as threats to human security

The nature of the problem

There are more than 600 million small arms and light weapons in circulation worldwide, more than half of which are in civilian hands.² Cheap, durable and widely available, they are the weapons of choice for inter-personal and gang violence, organized crime, civil wars and inter-state conflict. Every year small arms kill, maim and injure hundreds of thousands of people, fuel fear and instability and exacerbate poverty throughout the world. These weapons are often systematically recycled from conflict to conflict, and pose a persistent threat to human security and sustainable development in many parts of the world.

The phenomenon of small arms-related violence is not restricted to crisis and post-conflict settings; it afflicts countries nominally 'at peace' with widely varying levels of development. Some of the countries with the highest levels of inter-personal violence are relatively stable middle-income countries, such as Brazil or South Africa, both of which have some of the highest levels of firearm homicide in the world.³ In these countries, weapons and violence constitute serious threats to stability and peace. In conflict and crisis-prone regions the easy availability of small arms often helps to ignite and fuel conflicts, thereby multiplying their intensity and lethality. The ubiquitous presence of these weapons can contribute to breaking fragile peace agreements and plunging countries back into protracted war. In conflict and non-conflict settings alike, the fear and insecurity resulting from armed violence are prime concerns for the poor.

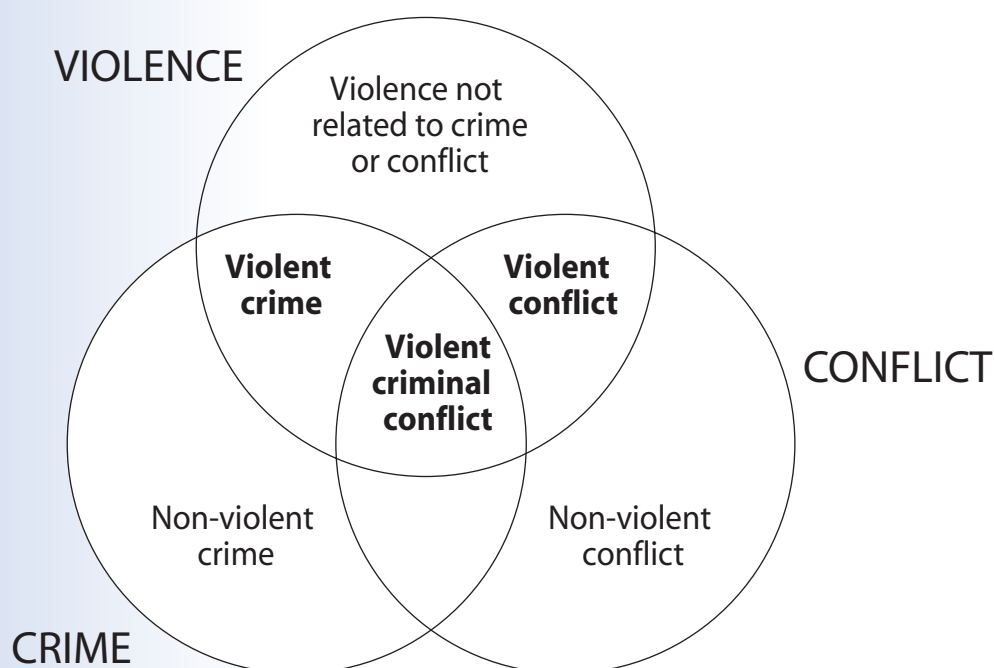
Armed violence and development

The impact of armed violence on development is considerable.⁵ Every year small arms kill, maim and injure hundreds of thousands of people, destroy livelihoods, and promote cultures of fear and terror, compromising the development of many countries worldwide. It is estimated that in Latin America armed violence has reduced the GDP of the region by 12 percent each year over the last decade.⁶ The consequences of armed violence on development are often difficult to quantify, but can be more easily understood in terms of direct and indirect impacts.

BOX 1 Understanding armed violence

Armed violence can be defined generally as the use of armed force (usually with weapons) to achieve specific political, social and/or economic goals. The manifestations of armed violence often occur where violence, crime and conflict intersect. As a number of recent reports have pointed out, contemporary conflicts and crime often fuel and overlap with one another.⁴

Violent crime includes individual acts such as violent assault, sexual violence, premeditated murder, armed theft, extra-judicial killings, kidnappings and assassinations. **Violent conflict** refers to collective acts such as gang wars, ethnic conflict, rebellions, civil wars and interstate conflict. **Violent criminal conflict** includes mercenary violence, armed rebellions, terrorism and the illegal use of state force.



The **direct impacts** of armed violence include:

- **Direct conflict deaths** are estimated at about 100,000 per year,⁷ most of which are caused by small arms. The number of additional indirect conflict deaths is thought to be much greater, though precise war-related death and injury figures remain elusive, since health reporting diminishes or vanishes during conflict. It is clear, however, that guns are often the primary weapons used to wage wars, insurgencies, rebellions and other acts of collective armed violence.
- Small arms violence kills at least 200,000 people per year in the context of armed criminality (e.g. homicides) as well as suicides.⁸ Even in societies 'at peace', armed criminality has widespread negative implications for the quality of life of civilians, labour productivity, the cost of goods and services and the value of property, investment and tourism. In countries as varied as Cambodia, Jamaica, Papua New Guinea, the Philippines, South Africa, and the United States firearms figure prominently in violent crime and are the dominant weapon used in attempted murders. Criminal violence can be extremely costly in terms of economic activity.
- Millions are **seriously injured** in armed conflict and criminal violence every year, some with permanent disability, destroying millions of productive life years. Caring for and rehabilitating

the victims of gun violence can be extremely costly, even in countries with relatively high levels of development. In Jamaica, where murder and armed crime rates rank among the highest in the Western Hemisphere, the World Bank has estimated the cost of crime and violence at approximately 4 percent of Jamaica's GDP.⁹

- Deaths and injuries resulting from armed violence also impact the **public health sector** by reducing access to health facilities and restricting vital health interventions. The cost of treating firearm injuries in developing countries can be astronomical. In Haiti, where the average annual income is only \$350, treating a firearm injury to a patient's extremities costs around \$5,170. The cost of treatment rises to over \$8,000 if there are injuries to the head or the abdomen.¹⁰

The **indirect impacts** of armed violence include:

- The **deterioration of access to (and availability of) social services** is a frequent consequence of armed violence. Education and health care are often deliberately targeted in situations of firearm-related insecurity. Armed groups often target health clinics and schools in search of young recruits, food, equipment or medical supplies. Eroded education and health services lead to a decline in school enrolment rates, missed immunization campaigns, higher death rates from non-violent causes, particularly with regard to maternal health and child mortality rates. In the Democratic Republic of Congo, net primary school enrolment dropped by nearly 20 percent between 1990 and 1998 as the country's war intensified.¹¹ In areas particularly affected by armed violence, such as North Kivu, more than 68 percent of children aged 5-14 were out of school between 1995 and 1996.¹²
- Armed violence **inhibits economic activity**. High levels of armed violence can undermine livelihoods and food security, and can also impact on formal and informal trade, investment and production. In situations of increased insecurity, transport costs rise and physical infrastructures are often destroyed which may prevent rural communities from gaining access to markets and thus jeopardize any opportunities for economic activities. The total cost of armed violence to economies can be crippling: it is estimated that Africa's economy loses \$15 billion per year due to armed conflicts.¹³
- Widespread armed violence can dramatically **reduce government revenue**, due to interrupted tax collection services and lower domestic savings. Armed insecurity also keeps foreign investors at a distance and discourages tourism. According to the World Bank, more than 50 percent of foreign direct investment (FDI) that poured into Sub-Saharan Africa in the 1990s was concentrated in only eight countries.¹⁴ Foreign investments drop significantly during periods of violent conflict. According to an Oxfam/Amnesty International report, during the war in Mozambique, FDI dwindled to \$12 million per year compared to \$443 million per year after the conflict ended.¹⁵ In countries where armed violence is widespread, governments are forced to spend more on defence and security, diverting important resources from public and social services.¹⁶
- Armed violence can also **damage the social structure** of societies in terms of family and communal cohesion, gender relations, and customary institutions. This is often reflected in the number of child soldiers, membership of armed gangs, levels of armed sexual violence and general criminal activity. In Rio de Janeiro's favelas, at least 5,500 of the 12,000 children involved in the narcotics trade carry arms.¹⁷ Children, in particular, are at greater risk of being recruited as soldiers or as members of non-state armed groups. There are currently over 300,000 children under 18 fighting as soldiers in more than 30 countries across the globe.¹⁸ In Africa alone, there were an estimated 100,000 children, some as young as nine, involved in armed conflict in mid 2004.¹⁹ Child soldiers not only lose their childhood and opportunities for education and development but are often at risk of sustaining debilitating physical injuries and psychological trauma. The loss of social cohesion drastically reduces the capacities of communities to address broader human security problems and to organize collective action towards shared objectives. This loss in social capital is often accompanied by the militarization of society, which disrupt established patterns of authority, and favour violent means of regulating social interactions.

- The incidence of armed violence is a critical factor inducing the **forced displacement** of people and inhibiting or delaying their resettlement and return. Forced displacement destroys families and communities and disrupts normal economic activities. The magnitude of displacement in recent years is tremendous: since the 1990s, one in every 120 persons on earth has been forced to flee their home.²⁰ Evidence shows that firearm-related insecurity is a significant factor influencing individual and household decisions on whether to flee or migrate, as measured by rates and numbers of displacement from areas affected by gun violence.²¹ As a result of the scale of armed intimidation, internally displaced people (IDP) have also been known to flee from areas of high political volatility to regions vulnerable to natural disasters and urban violence. In Sierra Leone, the scale and lethality of armed violence (which took place between 1991 until a peace agreement was signed in 2002) has displaced 24 to 40 percent of the population at any one time, and more than 500,000 refugees have crossed over into neighbouring countries.²²
- The **withdrawal of development assistance** is often a consequence of high levels of armed violence. Throughout Sub-Saharan Africa, local and international development and humanitarian agencies have often had to reduce the distribution of relief supplies, including food aid, for fear of armed attack. Significant numbers of humanitarian workers report not being able to access their beneficiaries due to situations of armed insecurity. From 1997 to 2003, 291 humanitarian and development workers were killed in acts of violence.²³ This does not include UN peacekeeping and civilian deaths.

Armed violence and the Millennium Development Goals (MDG)

The MDGs are an ambitious agenda for reducing poverty and improving lives that world leaders agreed on at the Millennium Summit in September 2000. While the MDGs do not specifically mention armed violence or the relationship between security and development, it is abundantly clear that armed violence, whether in situations of crime or conflict, can undermine human development and even reverse hard-won development gains, and thus impede the achievement of the MDGs. The Millennium Declaration of 2000 does, however, highlight the relationship between peace, security and development. In the Declaration, UN member states commit themselves to renew their efforts to promote peace and good governance, and to allow people to live in conditions free of violence, oppression or injustice. It places crisis prevention, peacebuilding and recovery from conflict at the centre of its agenda.

While the relationship between the incidence of armed violence and the achievement of the MDGs is not easy to quantify, it is possible to highlight the ways in which the achievement of specific MDGs can be compromised by the incidence of widespread armed violence:

- All but two of the 28 countries involved in armed conflict in 2003 were in the bottom half of states ranked according to the **human development index** (HDI),²⁴ a key development indicator that combines life expectancy, literacy, education, and GDP. For states in the bottom half of the HDI ranking, there is almost an even chance (47 percent) of having being involved in a conflict in the last decade.²⁵ Countries that have experienced positive national development trends despite the persistence of armed conflict—Sri Lanka and Indonesia are two examples—tend to be those where the fighting is concentrated in particular regions. However, the HDI is likely to be lower in areas of armed violence within a country than in the nation as a whole.²⁶
- The association between widespread armed violence and **poverty** in particular is now well-established: more than 20 of the 34 poorest countries in the world are severely affected by armed conflicts.²⁷ A country with a civil war within its boundaries typically only has one-third the per-capita income of a country with similar characteristics but at peace.²⁸ Africa and Asia, which together account for the overwhelming majority of top- and high-priority countries for MDGs, were home to 84 percent of the world's armed conflicts in 2003.²⁹

- Armed violence in the form of conflict is the leading cause of **food insecurity** and is strongly associated with widespread **malnutrition**.³⁰ Armed conflicts around the globe in the 1990s left more than 14 million people on the brink of starvation.³¹ Twenty-eight of the 54 countries that experienced armed conflict between 1991 and 2002 had at least 20 percent of their populations undernourished.³²

In every major category of the MDGs—from poverty reduction to the prevention of disease—armed violence can act as an obstacle to progress. The following table summarizes some of the concrete ways in which armed violence can have a negative impact on the achievement of the MDGs.

The causes of armed violence

The causes of armed violence are complex, and are largely context specific. The wide variety of types of armed violence—from inter-state conflict, to social violence, and local criminality—makes generalizations on root causes problematic. Despite these challenges, a number of factors can be identified that play a significant role in creating the conditions for, or that spark, armed violence:³³

Structural or macro factors. Weak state regulatory capacities and social, political and economic forms of inequality are commonly associated with the structural causes of armed violence. Systemic upheaval, such as the transition from one political system to another or the gradual disintegration of a state can also provide the conditions for armed violence. Weak governance systems as well as poverty and disenfranchisement are also considered key factors that can contribute to (albeit indirectly) the outbreak of, or return to, armed violence. For example, the more undernourished a population, the more likely it is to suffer armed violence.³⁴ Environmental degradation such as deforestation and water scarcity can also escalate competition for scarce resources to a critical level. As the report, *Investing in Development* notes, 'Poor and hungry societies are much more likely to fall into conflict over scarce vital resources.'

Situational factors. Culture and identity—defined broadly to encompass social, political and religious behaviours—shape both why and how people interact, including how and why they engage in violence. Situational factors affecting the likelihood of armed violence include political competition, ethnic and religious rivalry, and economic self-interests. Although rarely the only cause of armed violence, combatants are routinely defined—and define themselves—in terms of their culture and identity, including their socio-economic, political, class, ethnic or religious interests.

Catalytic and 'trigger' factors. Other factors, while not the cause of violence, can push an existing crisis situation past the tipping point into violence. A primary catalytic factor is the proliferation and availability of small arms, which predominate in many types of armed violence, from acts of criminality to wider conflicts that engulf actors in multiple countries. Small arms not only play a role in determining when fighting begins (as when, for example, weapons suddenly become available), they can also affect how long a conflict will last, what percentage of those killed are civilians, and the magnitude of forced displacement.³⁵

A multidimensional approach to addressing the causes of armed violence should focus on both the structural factors, and the weapons themselves. Thus addressing poverty or inequality as a cause of armed violence in a particular context may not be sufficient. A focus on the vectors of armed violence—in this case controlling or reducing the availability of small arms—may also be just as important for addressing armed violence in a meaningful and sustainable manner.

In its work with partner countries, UNDP has tried to adopt a comprehensive approach to armed violence which addresses both the supply of, and demand for, small arms, while at the same time attempting to reduce armed violence within the framework of sustainable human development and alternative livelihoods. In this way, both the causes of armed violence and the vectors of armed violence are addressed.

BOX 2. Armed Violence and the Millennium Development Goals: How are they linked?

Millennium Development Goal	Armed conflict and armed criminal violence
Eradicate extreme poverty and hunger	<p>Armed violence can inhibit economic activity, compromise livelihoods, and force people to relocate to places where food supplies may be low</p> <p>Widespread armed violence can exacerbate the effects of famine and hunger by inhibiting coordinated responses in affected areas</p>
Achieve universal primary education	<p>Armed violence in the context of conflict often results in the destruction of educational infrastructure, including schools</p> <p>Student-age children may be forced to forgo education for roles in armed violence, including as child soldiers</p> <p>The availability of teachers may be reduced due to increased levels of armed violence</p>
Promote gender equality and empower women	<p>Widespread armed violence can disempower men and women, who are often coerced to adopt violent roles against their will</p> <p>Women are often victims of sexual abuse in situations of armed violence</p> <p>Armed violence can perpetuate gender imbalances in societies that carry over into post-conflict life</p>
Reduce child mortality	<p>Child mortality rates due to disease and malnutrition can increase in situations of widespread armed violence</p> <p>Young children often fare poorly when they experience the loss of one or more of their parents due to armed violence</p> <p>Infant mortality tends to increase in situations of armed violence, as pregnant women's access to prenatal care is severely restricted</p>
Improve maternal health	<p>Maternal mortality can increase in situations of widespread armed violence as women's access to medical attention is restricted</p>
Combat HIV/AIDS, malaria and other diseases	<p>Mortality from a wide range of preventable diseases often increases during armed violence, as health infrastructures deteriorate and people's access to medical services is reduced</p> <p>Refugee flows out of zones of armed violence can contribute to increased levels of disease</p> <p>Most deaths in situations of armed conflict are due to disease or malnutrition</p>
Ensure environmental sustainability	<p>Widespread exploitation of natural resources is often a precipitating or exacerbating feature of widespread armed violence</p>

Securing development through armed violence reduction

Given the strong evidence that armed violence imperils development prospects, armed violence reduction efforts—that address both the supply of and demand for small arms within an overall human security framework—are fundamental to help countries meet their development targets by 2015. Similarly, addressing armed violence must be a priority for the development community. There has been an increasing recognition that poverty reduction strategies should include specific interventions aimed directly at enhancing peace and security; a recent report by the UN's Millennium Project indicates that the proper regulation of weapons should be included.³⁶ These efforts should be more fully integrated into national and international development strategies, with a focus on creating enabling conditions for the achievement of the MDGs.

In September 2005, world leaders will gather in New York to review progress made on the implementation of the MDGs. There is a global consensus that current and new threats such as terrorism and nuclear and biological weapons require a renewed approach in order to achieve the MDGs by 2015. The UN Secretary-General issued a report, *In larger freedom: towards development, security and human rights for all*, in early 2005, which serves as a blueprint for decision-making at the 2005 World Summit. In the report, he re-emphasizes the inter-relationship between development and security and suggests that security measures should become an integrated aspect of all development efforts. As he writes, 'We will not enjoy development without security, we will not enjoy security without development.'³⁷ To be effective, these efforts must include measures to address small arms proliferation as well as the incidence of armed violence.



Section 2

An overview of UNDP support for small arms control and the reduction of armed violence

UNDP's crisis prevention and recovery mandate

Many countries are increasingly vulnerable to violent conflicts or natural disasters that can erase decades of development and further entrench poverty and inequality. Through its global network, UNDP develops and shares innovative approaches to conflict prevention and peace-building, disaster mitigation and post-crisis recovery. UNDP is on the ground in almost every developing country—on hand to operationalize crisis prevention and recovery and to help bridge the gap between emergency relief and long-term development.

The UN's comprehensive review of peacekeeping operations—the Brahimi report of August 2000—noted shortcomings in the UN system and urged the UN family to work to improve its work in crisis prevention, peace-building and recovery from both political and development perspectives. It identified UNDP as being well positioned to provide leadership in this regard. To give effect to these and other calls for reform of the UN's role in crisis prevention and peace-building, UNDP established a specialized Bureau for Crisis Prevention and Recovery (BCPR) in November 2001.

BCPR's primary role is to assist UNDP country offices to set up and provide a quicker and more effective response for natural disaster reduction, justice and security sector reform, small arms control, disarmament and demobilization, mine action, conflict prevention and peace-building, and recovery. BCPR strives to ensure UNDP plays a pivotal role in transitions between relief and development; promotes linkages between UN peace and security and development objectives; and enhances governments' responsibilities and technical and national capacities to manage crisis and post-conflict situations. BCPR also supports the Secretary-General's agenda in conflict prevention, through building capacities of governments and civil societies to analyse potential risk factors that could give rise to violent conflict and through developing strategies to address the structural root causes of conflict.

The rationale for UNDP's engagement

Increasingly, recognition of the inter-dependence of security and development—articulated in the relationship between poverty, inequality, lack of opportunities and causes of violence and conflict—has driven the international community to focus more closely on linkages between security sector initiatives and broader development programmes. Programmes to address the availability and misuse of small arms fall squarely within this broad focus in that they emphasize supply issues, such as the collection and better management of weapons in circulation, while at the same time trying to understand demand issues by addressing the underlying causes leading to the use of such weapons in situations of crime and conflict.

Since 1998, and as part of its commitment to promoting human security and sustainable development, UNDP has been supporting efforts to address the issue of small arms availability and misuse at national, regional and global levels. Support provided by UNDP is consistent with its development-oriented approach to addressing crisis and post-conflict issues, and through this perspective, to creating the foundations for good governance, poverty reduction and greater equality. In many crisis and post-conflict contexts, addressing small arms availability and the dynamics underlying violence and conflict at the local level are critical to creating and sustaining an enabling environment for economic recovery and reconstruction as well as the re-establishment of democratic governance. In recognition of this critical role, small arms programming constitutes one of UNDP's priorities.

Moreover, UNDP's institutional capacities make it uniquely capable of addressing the security and development dimensions of small arms. UNDP's broad thematic and cross-sectoral scope, which incorporate democratic governance, poverty reduction, rule of law, justice and security sector reform, conflict prevention, and peace-building within a broad human security and development framework, enables UNDP to support partner countries in developing comprehensive and integrated approaches to complex problems such as the availability and misuse of small arms. Further, UNDP's commitment to capacity development means that it can help to strengthen and ensure national ownership and the long-term sustainability of efforts.

Finally, UNDP's commitment to knowledge management means that lessons learned and best practices on addressing the availability and misuse of small arms are effectively captured and disseminated to policymakers and partners in the countries where UNDP works. Thus, a wide range of actors benefit from UNDP's experiences and can pursue the best possible development solutions for addressing the small arms issue.

UNDP's strategic objective

UNDP seeks to support countries in their efforts to reduce the impact of small arms-related violence on the lives of people in crisis and post-conflict contexts, and to make a concrete contribution to conflict prevention, peace-building and sustainable human development. Through the support and assistance it provides in the areas of small arms control, armed violence reduction and disarmament, demobilization and reintegration of ex-combatants (DDR), UNDP aims to contribute to improving a country's human security and development prospects by linking measures to improve security with the promotion of alternative livelihoods and the strengthening of national and local capacities.

BOX 3. Guiding principles

UNDP has been actively engaged with the issue of small arms and armed violence since 1998, and its approach to the issue has evolved substantially since then. A number of key principles inform UNDP's approach, and are used to support existing and new programmes in this area. These include:

- The promotion of local and national stakeholder participation in the development and implementation of interventions;
- The use of an evidence-based approach to designing, monitoring and evaluating interventions;
- The importance of strengthening national and local capacities to address security and development issues;
- The need to design holistic and comprehensive strategies for addressing armed violence, recognizing the complex and multi-dimensional nature of the phenomenon;
- The critical role of awareness-raising and sensitization;
- The explicit recognition of local and national communities as the ultimate beneficiaries of improved security, while adequately addressing groups involved in violence through a 'security first' orientation;
- Support for weapons control should include collection, as well as longer-term institutional regulation (both internal and civilian), stockpile management and destruction;
- The provision of neutral third-party support for implementing agreed solutions; and
- The promotion of local solutions to national problems.

UNDP resources

UNDP has the resources at both field and headquarters levels to strengthen national capacities on small arms issues through the provision of technical assistance, policy advice and expertise within the context of long-term development support. While many governmental and non-governmental actors have been involved in supporting various *project* initiatives, UNDP has taken a comprehensive, multi-faceted *programme* approach, placing small arms and armed violence issues squarely within an overall framework of security and development. The experience acquired by UNDP in addressing small arms problems in a number of different contexts, together with its extensive field presence, provides it with the necessary capacity to support a range of small arms control initiatives with our national partners.

BOX 4. UNDP small arms-and armed violence-related services

UNDP provides a range of support services to governments, civil society and local community actors to address small arms-related violence. These include:

- Integrating a development perspective into security sector and post-conflict policies and approaches by advocating the socioeconomic dimensions and causes of violence and conflict, as well as the importance of 'development-focused' solutions such as alternative livelihood creation;
- Integrating small arms control, armed violence reduction and DDR into country-level development programming frameworks such as the Common Country Assessments (CCA), UN Development Assistance Frameworks (UNDAF) and national Poverty Reduction Strategy Papers (PRSP);
- Strengthening national institutional capacities in the area of small arms control, armed violence reduction and DDR through improved mechanisms, systems and procedures, training and provision of tools and instruments;
- Supporting public awareness and sensitization campaigns to highlight the importance of small arms control and armed violence reduction for the restoration of community safety and sustained economic recovery;
- Supporting countries to combat the illicit supply of small arms through regional initiatives, capacity building of customs agents, police, explosive ordinance disposal teams and other government agencies (national commissions) in controlling small arms at national, regional and international levels;
- Providing technical assistance for developing and implementing innovative programming drawing on best practices and lessons learned from around the world;
- Facilitation of informed dialogue, consensus-building and coordination between national and local stakeholders, focusing in particular on the creation of spaces for policy discussion and analysis, as well as the dissemination of experience and practice between different levels of government to strengthen interactions between policy and technical levels of government and stakeholders; and
- Development of strategic partnerships with government bodies, civil society, the private sector, academia and other international organizations in order to increase opportunities for synergies, communication, collaboration and coordinated action between UNDP and various stakeholders.



Section 3

Overview of UNDP's programming support

With its global presence and direct experience of the impacts of armed violence on human development, UNDP has been at the forefront of international efforts to address the proliferation and misuse of small arms. Since 1998, UNDP has supported initiatives on small arms in more than 40 countries, while at the same time backstopping these national efforts with regional and global activities, all of which support the peace-building and crisis prevention mandate of UNDP. Through regional programmes and its country offices, UNDP provides technical assistance, policy advice and expertise to help countries develop their own capacities to implement small arms control and armed violence reduction programmes in the context of national development strategies.

UNDP's focus on small arms issues has evolved over time in response to increasing requests for assistance from governments, lessons learned from project implementation and better research and empirical information. In the late 1990s, the critical link between weapons control and development was re-emphasized as a key issue in the disarmament discourse within the UN.³⁸ This coincided with the increasing recognition among UN member states that the widespread availability and misuse of small arms, particularly in crisis and post-conflict environments, not only undermined peace and stability but also represented a tremendous obstacle to the achievement of sustainable development.

As awareness of these linkages grew among UN member states and development practitioners, UNDP sought to translate this understanding into programming. The first step was the establishment in 1998 of the UNDP Trust Fund for Support to Prevention and Reduction of the Proliferation of Small Arms. A project for 'weapons in exchange for development' in Albania was initiated that same year with support from UN Office for Project Services (UNOPS), Department for Disarmament Affairs (DDA) and UNDP.³⁹ From this starting point, UNDP support for small arms programmes was gradually expanded both in number and scope, particularly as curbing the availability and misuse of small arms emerged as one of the key priorities in the area of crisis prevention and recovery. This expansion was also accompanied by an evolution in the conceptual scope and definition of programme strategies, which increasingly recognize small arms control as a component within a broader armed violence reduction approach to addressing human security issues.

Programming strategies supported by UNDP

UNDP currently supports three distinct programmatic strategies and approaches currently being used by countries to address the manifestation and consequences of small arms-related violence. These are small arms control, armed violence reduction and disarmament, demobilization and reintegration (DDR). Each is described below and illustrated with specific case studies.

BOX 5. UNDP's global support for addressing small arms, armed violence and DDR

UNDP has supported small arms control, armed violence reduction and DDR projects in a number of partner countries including Afghanistan, Albania, Argentina, Bosnia and Herzegovina, Brazil, Bulgaria, Burundi, Central African Republic, Colombia, Comoros, Costa Rica, Côte d'Ivoire Democratic Republic of Congo, El Salvador, Ghana, Guatemala, Haiti, Honduras, Kenya, Kosovo, Liberia, Macedonia, Mozambique, Nepal, Niger, Papua New Guinea, Republic of Congo, Serbia and Montenegro, Sierra Leone, Solomon Islands, Somalia, Sudan and Uganda.



The boundaries and names shown and the designations used on this map do not imply official endorsement or acceptance by the United Nations.

*Dotted line represents approximately the Line of Control in Jammu and Kashmir agreed upon by India and Pakistan. The final status of Jammu and Kashmir has not yet been agreed upon by the parties.

**Appears without prejudice to the question of sovereignty.

Small arms control

The widespread availability of small arms acts as a catalyst to violence and crime, exacerbating both its severity and scope and generating a proclivity towards violent dispute resolution. Although the presence of small arms cannot be considered a cause of violence, a reduction in, or better control over small arms will increase the costs of using violence and contribute to a long-term reduction in the access to these instruments of violence.

UNDP's strategy for addressing both weapons control and disarmament issues is targeted at two levels: support for improving the institutional capacities of states to manage and control weapons within their territorial jurisdiction (and thus enhancing efforts to stem the proliferation and uncontrolled availability of small arms), and support for innovative strategies linking a process of voluntary disarmament to the creation of non-violent livelihoods. This strategy is reflected in the support that UNDP has provided to small arms control projects in countries such as Albania, Bosnia and Herzegovina, Central African Republic, Colombia, Haiti, Honduras, Kosovo, Macedonia, Niger, Sierra Leone, Somalia, and the Solomon Islands.

Weapons control, management and destruction

UNDP supports the strengthening of national capacities to address the availability and supply of weapons through assistance in the areas of weapons control, management and destruction. Such support is provided through national projects, as well as technical assistance provided through regional and global frameworks, and includes:

Weapons control. UNDP supports the strengthening of national regulatory capacities on small arms, including the establishment of dedicated national institutions on small arms (national commissions), definition of national small arms control strategies, as well as the development of legal and regulatory frameworks covering civilian possession, transport and sale of small arms, as well as trafficking and cross-border proliferation issues. Technical support is also provided for the development of national weapons licensing systems, as well as training on application of control regulations for security agencies.

Secure management of weapons stockpiles. UNDP supports the strengthening of national capacities to manage weapons stockpiles through assistance for the development of internal weapons registration and inventory systems (e.g. for the police), procedures for the safe and secure transportation and centralization of collected weapons, management and distribution of service weapons and infrastructure for secure and safe storage and stockpiling of weapons.

Weapons destruction and disposal. UNDP supports the development of plans and capacities to destroy and dispose of weapons from both surplus and confiscated stockpiles (for instance in the context of a weapons collection project). Specific areas of support include the development of destruction and disposal technical plans and capacities, the identification and acquisition of required equipment and infrastructure, identification of appropriate destruction methods and requirements and development of training material.

Voluntary disarmament measures

UNDP has also supported the use of voluntary disarmament strategies to reduce the incidence of small arms misuse (and armed violence in general) in community settings linked to broader social and economic measures to facilitate reintegration and promote alternative livelihoods. An integral component of this strategy is awareness-raising among government and civil society on the need for small arms control and to 'demilitarize' mindsets.

This innovative approach, commonly referred to as the weapons for development (WfD) strategy was initially developed to respond to two important issues in a range of crisis and post-crisis contexts. The first is the recognition that security is a prerequisite for economic recovery and sustainable development, and that reducing small arms availability and demand is key to creating an 'enabling environment' for development. The second is the need for security and development concerns to be addressed simultaneously due to the effects of poverty and perceived inequality as a catalyst for insecurity. Combining both provides an integrated response to the complex and multi-dimensional nature of human insecurity in post-conflict contexts, provides a mechanism for addressing both the tools of and the propensity for armed violence, and is essential to peace-building and conflict prevention.

Key outcomes of the WfD approach include:

- Consolidating peace-building and stability by addressing human security and sustainable development concerns in an integrated manner;
- Increasing trust and confidence between communities and authorities; and
- Contributing to conflict prevention through provision of alternative livelihoods, behavioural change and community empowerment.

This type of approach, with an explicit focus on small arms-related insecurity, consists of four main types of activities that are implemented within a framework of community empowerment and ownership:

- Public awareness raising and community sensitization with all stakeholders;
- Voluntary weapons collection with public destruction;
- Community development assistance as disarmament incentives and alternative livelihoods; and
- Capacity-building support to local authorities (notably police) in addressing community security.

UNDP has supported voluntary disarmament projects that include development incentives in Albania, Central African Republic, Colombia, Kosovo, Liberia, Niger, Republic of Congo, Sierra Leone and the Solomon Islands.

BOX 6. Arms for development in Sierra Leone

While the war in Sierra Leone is over, the country is still awash with small arms, and illicit cross-border trade continues to bring new weapons into the country. Among jobless youth and juveniles, a culture of gun ownership has become commonplace. As a result, many communities live in a state of fear and insecurity that limits the movement of people and their access to basic services.

In response to these factors, UNDP and the Government of Sierra Leone developed an arms for development programme in 2003 that included a voluntary weapons surrender in exchange for small-scale, community-building projects such as schools, health and sports centres and markets. In a parallel process, community members obtained training in disarmament education and conflict resolution. The community fully participated in the decision-making process and was granted ownership of the project, thus enhancing local capacities for the longer term.

The approach has proven effective in improving perceptions of safety and security among many community members, who report increased confidence in moving around freely, accessing services, visiting local markets and tending crops. As of June 2005, 14 chiefdoms voluntarily surrendered their weapons stocks in exchange for community development projects. The programme is now expanding to cover an additional 50 chiefdoms by 2006.

Armed violence reduction

Coercive law enforcement measures are not sufficient on their own to address situations of endemic armed violence. For this reason, such measures should be complemented by longer-term initiatives, as part of broader national programmes, that attempt to address systemic problems—such as deficits in education, housing, economic opportunities and access to justice—that may contribute to the incidence of armed violence.

These long-term solutions are often coupled with shorter-term violence reduction measures that seek to interrupt cycles of violence, such as providing immediate livelihood opportunities to members of armed street gangs, video surveillance and street lighting in high crime areas, temporary bans on carrying weapons in public, a variety of legal enforcement efforts including enforced restrictions on alcohol sales and modified methods of policing violent areas.

UNDP's support for armed violence reduction has focused on both long-term and short-term measures, as part of a broader public security approach. Key elements of its strategy in this sub-sector include strengthening integration of armed violence prevention and reduction strategies in national plans and policies for security sector reform, as well as the establishment of linkages with other sectors such as education, culture, sports and employment creation, among others, drawing on its rich programming base. Moreover, UNDP utilizes the experiences of other countries in armed violence prevention to support the development of violence prevention programming at local levels.

Through this assistance, UNDP helps bridge the gap between advocates of 'hard' law enforcement approaches to public security with those actors primarily concerned with the social and developmental aspects of crime and violence. UNDP has provided support for this approach to armed violence reduction in a number of countries, including in El Salvador, Ghana, Kenya, and Papua New Guinea.

BOX 7. Armed violence reduction in El Salvador

Since the end of its civil war in 1992, El Salvador has been plagued by rampant armed violence. In 1998, the homicide rate was approximately 80 deaths per 100,000 citizens⁴⁰—far above the global norm—and the country had one of the highest crime rates in the Americas.⁴¹ Much of the violence has been attributed to the widespread proliferation of small arms—numbering approximately 450,000 at the time—many of which continue to circulate throughout the civilian population.

Since 1998 UNDP has supported local and national efforts to address the issue of small arms-related violence in the country through the Toward Building a Society without Violence programme, which focuses on youth awareness, the design of communication strategies and training courses, and improvements in the administration of criminal justice.

Within this framework, in 2001 UNDP together with the Government of El Salvador launched a new programme, which included the following activities:

- a baseline assessment on small arms trafficking and controls in the country;
- legal reforms on civilian gun laws; and
- a high-profile communication campaign featuring public awareness raising on the issue, public debates and political advocacy.

The project enjoyed wide success and was more effective than anticipated, with the exception of the slow progress regarding legislative change. The public awareness campaign, in particular, had a tremendously positive impact, and linked well to other projects promoting anti-violence, moral values and drugs/AIDS awareness.⁴⁷ This project has become a basic institutional reference point for all small arms control activities in El Salvador. It has since been used to develop a follow-up initiative within the framework of a global Armed Violence Prevention Programme, undertaken in partnership with the World Health Organization (WHO).

Disarmament, demobilization and reintegration (DDR)

Disarmament, demobilization and reintegration (DDR) is a strategy to support the transition from war to peace by facilitating the return of combatants to civilian life and demilitarization through the removal and destruction of weapons used in conflict. Although DDR is usually implemented as a stand-alone process or programme, in practice it is very closely related to, and indeed shaped by, peace negotiations in a given country, as well as the broader peace-building and post-conflict recovery processes and context in a given country. In this regard, DDR programmes are situated squarely at the intersection between peace-building, security sector reform and socio-economic recovery, and as such, are a central element in integrated strategies for addressing the complex and multi-dimensional nature of conflict and post-conflict recovery.

UNDP has been one of the key international actors in the area of DDR since the early 1990s and has supported the management and implementation of DDR programmes in both peacekeeping and non-peacekeeping contexts. As a development organization that is often given the responsibility to implement or manage the longer-term aspects of reintegration of ex-combatants, UNDP's key objective is to support sustainable DDR of ex-combatants within broader recovery processes to reinforce national peace-building and reconciliation, address security related issues, and provide alternative livelihoods for this high-risk group.

UNDP's institutional expertise, capacities and resources in DDR focus on short- and long-term technical assistance to national entities managing DDR, institutional and community capacity development, and community-based armed violence reduction and weapons control, among others.

UNDP's country team coordination role at the country level, together with its involvement in a range of post-conflict transition and recovery initiatives, including joint assessment missions and post-conflict needs assessment processes, also enable it to promote coordinated UN action on DDR, and integrate it with broader peace and recovery processes and frameworks.

In peacekeeping contexts such as Sudan, UNDP collaborates closely with the UN's Department of Peacekeeping Operations (DPKO) in the development of a common UN approach to DDR within 'integrated' peacekeeping missions. Such collaboration strengthens the DDR capacities and expertise of PKOs, provides greater strategic and programmatic depth, improves management of financial and UN system inputs, and provides a seamless interface between the security and military functions of DDR, as well as broader transition and reconstruction processes. UNDP's participation also ensures an efficient mission exit strategy and follow-on. In non-peacekeeping contexts such as Republic of Congo, however, UNDP takes on a larger share of the programmatic, coordination and operational functions in DDR owing to the absence of a mission.

UNDP has provided support for DDR in UN peacekeeping contexts in Afghanistan, Angola, Côte d'Ivoire, Democratic Republic of Congo, El Salvador, Haiti, Liberia, Mozambique, Sierra Leone and Sudan. UNDP support for DDR in UN non-peacekeeping contexts includes Central African Republic, Comoros Islands, Niger, the Philippines, Republic of Congo, Somalia, the Solomon Islands and Tajikistan.

UNDP's technical expertise on DDR

- **Disarmament and weapons control.** UNDP support includes strengthening national capacities for weapons collection, stockpile management and destruction in the context of disarmament, as well as support for institutional and legal regulation of civilian weapons possession. UNDP also supports community disarmament as part of broader human security and armed violence reduction programmes.
- **Demobilization.** UNDP support includes establishment of discharge and registration facilities, registration and profiling of ex-combatants, needs assessments and mapping of economic opportunities, supporting special and vulnerable groups, administering transitional subsistence support services and providing limited training and employment referral services.
- **Reintegration.** UNDP provides support for all aspects of reintegration, including rapid employment and professional/vocational training opportunities, ex-combatant-focused reintegration schemes (micro-enterprises, employment referral), and broader community-based reintegration frameworks. UNDP places a priority on ensuring that reintegration for ex-combatants is integrated into broader community recovery and reintegration processes, focusing particularly on area-based development frameworks and measures to strengthen community absorptive capacities.

Integrated and comprehensive approaches

Although constituting distinct programming areas, the three approaches described above (small arms control, armed violence reduction and DDR) are not mutually exclusive and can be combined within a more general strategy to provide an integrated solution to the complex causes of conflict and weapons-related insecurity. In such contexts, the different approaches can be combined sequentially or in phases, or implemented simultaneously but responding to different aspects of the same issue.

A clear example of this approach is the strategy UNDP helped develop in Haiti to address problems arising from widespread weapons proliferation and pervasive violence. In this context, UNDP has been pursuing a three-pronged strategy aimed at:

BOX 8. UNDP support for DDR in Republic of Congo (RoC)

A series of violent armed conflicts in the 1990s took a serious toll on RoC, killing tens of thousands of people and leaving more than 800,000 displaced. In late 1999, following the announcement of an amnesty for the warring militias and the signing of a ceasefire, the government was left facing the task of demobilizing and reintegrating an estimated 15-25,000 former combatants and collecting some 57,000 weapons in circulation.⁴³

At the request of the Government of RoC, UNDP launched a DDR project in May 2000.⁴⁴ Implemented by the International Organization for Migration (IOM), it aimed to assist ex-militia members with their own efforts to reintegrate into civilian life, restore peace and rebuild a normal life that is both economically and socially sustainable. Specific programme goals were to provide reintegration assistance to 4,700 ex-combatants and to collect 5,000 weapons.

During the first phase of the project, completed in August 2001, all programme goals were surpassed. Approximately 8,000 ex-combatants were successfully reintegrated and 12,000 weapons and explosives were collected and destroyed. More than 2,000 micro projects were financed, providing an array of reintegration opportunities in agricultural, commercial, handicraft and educational sectors.

While this DDR initiative contributed to promoting a measure of peace and stability in some parts of the country, conflict re-erupted in RoC in 2002. The country remains unstable, particularly in some areas, and in light of this, UNDP is currently supporting a follow-up weapons reduction and DDR effort.

- supporting the development of a legal regulatory framework for weapons possession, together with strengthened national capacities to collect and control weapons;
- reducing levels of armed violence by combining a process of voluntary weapons collection and alternative livelihood creation for high-risk youth with a broader violence prevention focus targeting communities to enhance their capacities to address root causes; and
- promoting the demilitarization of politics through a disarmament, demobilization and reintegration process targeting members of armed groups and ex-military forces and providing them with support for reintegrating into civilian life.

Each specific strategy within this broad framework contributes to the achievement of the main objective of reducing levels of armed violence in Haiti and creating an environment for sustainable peace-building and development.

The case of Macedonia (see Box 9) also describes an integrated approach. Other countries where UNDP has supported similar integrated strategies to address small arms issues include Afghanistan, Brazil, Central African Republic, Colombia, El Salvador, Honduras, Liberia, Sierra Leone, Solomon Islands and Somalia.

Monitoring and evaluation

Over the past five years, UNDP has devoted considerable attention to ensuring that projects are as effective as possible. Both 'successes' and 'deficits' are carefully scrutinized, and lessons have been distilled and channelled back into small arms-related programmes. Moreover, UNDP has worked to mainstream pre-intervention assessments and feasibility studies into all of its small arms programming. This process of active reflection and action is perceived by practitioners to be critically important in order to ensure that interventions successfully engender conditions of safety and security.

BOX 9. UNDP support in Macedonia

Four years after the end of its crisis, Macedonia is struggling with armed crime, a depressed economy, and ethnic tensions between Albanians and Macedonians. Between 100,000 to 450,000 illegal small arms are thought to remain within Macedonia's borders as legacies of the conflicts that gripped the region during the 1990s. There is also a pervasive perception among civilians that guns are needed for individual and collective self-defence, and weak border controls have facilitated illicit trafficking.

UNDP has been supporting national and local authorities in addressing armed violence issues to reduce the supply of illegal small arms, improve security, foster national reconciliation and the necessary conditions for economic recovery. Phase one of the Small Arms Control in the Former Yugoslav Republic of Macedonia, completed in March 2004, encouraged disarmament among civilians through 'a weapons for incentive' lottery combined with an awareness-raising campaign. The results were:

- The creation of a legal framework for weapons collection;
- 7,500 weapons surrendered during the amnesty and collection periods;
- High levels of public discussion about the risks of gun ownership and misuse; and
- A decrease in the number of small arms-related incidents and the display of weapons in public.

Phase two, begun in May 2004, builds on these successes by focusing on reducing the demand for small arms in urban areas and providing assistance to the government in developing strategies, action plans, legislation and weapons reduction efforts. Positive results to date include:

- More than 2,200 weapons collected by authorities over the last ten years were destroyed and 3,000 additional guns are planned for destruction in July 2005.
- Security has improved considerably in cities where demand reduction efforts have been instituted. In Tearce, there have been no murders since the project began, and no armed incidents in 2005. In Vratnica, there have been no murders or armed incidents during the entire duration of the project. In Gostivar, formerly one of the most dangerous cities in the country, criminality dropped by 40 percent in 2004.
- The government adopted a new weapons law and further legislation is expected to be adopted in August 2005.
- A National Strategy and National Action Plan have been developed.
- A significant number of children in primary schools have been sensitized about the risks of gun violence through 'police open days'.

Among the lessons learned is the need to move away from performance indicators such as the numbers of weapons collected and micro-credit programmes, towards increasingly specific evidence-based indicators, including measures related to improved safety and security. For example, early initiatives in Albania typically linked achievement to quantities of weapons collected, while more recent activities have focused on measuring community perceptions of personal security by surveying opinions of police performance and the numbers of violent incidents recorded by the police.⁴⁶ Thus, UNDP is now applying more rigorous quantitative and qualitative benchmarks to monitor both the *process* (i.e. discrete measures taken towards arms reduction) and *performance* (i.e. the direct impact on armed violence) of programmes.

Looking to the future

UNDP's support in the area of small arms and armed violence continues to evolve to meet new circumstances, the challenges of national partners and local scenarios. The contours of a number of themes are emerging that will feed into the evolution of future programming.

There is a growing body of experience from a number of settings that highlights the limits of coercive disarmament and cash-based incentives (weapons buy backs). Thus UNDP is increasingly promoting **community-based incentives** that underscore the importance of non-material incentives for reducing small arms availability to build safer and more secure societies.

UNDP is also increasingly focusing on addressing the **demand** for small arms. Public awareness campaigns with governmental and non-governmental partners and strong messaging have helped to stigmatize arms acquisition and ownership, and can simultaneously raise the price of, and reduce the preference for, firearms.⁴⁷ This approach has led to positive outcomes in the Solomon Islands (2003-2004), for example, where UNDP programmes helped influence cultures of violence and change community attitudes towards small arms. Reducing demand, at both an individual and collective level, remains a relatively new thematic priority for policymakers, even if widely acknowledged by practitioners on the ground.

There is a growing recognition that **confidence-building measures** within target populations are needed to effectively shape community perceptions about small arms. Local ownership and involvement in projects is a cornerstone of confidence building, ensuring that communities develop a vested interest in a project's success. Engaging local stakeholders also helps avoid the creation and implementation of top-down initiatives that remain notoriously weak at addressing community needs and interests.

Data collection and analysis, while particularly challenging in settings where capacity remains weak, is a fundamental prerequisite for the development of improved small arms programming.

Section 4



Overview of regional and global initiatives

Small arms proliferation and misuse can have transnational dimensions. Armed conflicts routinely spill across national borders and involve actors located in more than one country, sometimes engulfing an entire region. Illicit weapons trafficking almost by definition occurs between states, and can impact the likelihood and duration of violence in multiple locations. For these reasons, a purely national-level response to the problems of small arms and armed violence is not sufficient.

In addition to providing support to national initiatives, UNDP also provides support at the regional and global levels to a range of efforts to reduce armed violence and address small arms proliferation. In the Great Lakes Region in Africa, South Eastern Europe, Central America and West Africa, these programmes complement country level programming by addressing specific issues that transcend national boundaries.

Regional programming

The ***Small Arms Reduction Programme for the Great Lakes Region (SARP)***, which ran from January 2002 to March 2005, aimed to raise awareness of the problem of small arms proliferation in the Great Lakes Region; enhance the understanding of the impact on longer-term development; strengthen the capacities to respond, as well as integrate responses to the problem into UNDP's longer term programming; and develop specific projects to tackle small arms proliferation.

An evaluation revealed that the strongest impacts of the project included awareness raising among parliamentarians in the region, initiating cross-border consultations, and providing assistance to UNDP country offices. Further UNDP support at the regional level in the Great Lakes Region will be closely linked to the International Conference for Peace, Security and Development in the Great Lakes Region, as well as the Nairobi Secretariat on Small Arms and Light Weapons in the Great Lakes Region and the Horn of Africa.

The ***South Eastern Europe Small Arms Control project (SEESAC)*** started in May 2002 and grew from the need to share the successful experiences from Albania on weapons collection. SEESAC is a joint UNDP/Stability Pact venture and supports the implementation of

the Regional Implementation Plan on Combating the Proliferation of Small Arms and Light Weapons in South Eastern Europe, adopted by the Stability Pact for South Eastern Europe. SEESAC's work has evolved and, taking into account the results of a programme assessment, it has begun a new phase in January 2005 that will last until December 2006. The partnership with the Stability Pact as well as SEESAC's accomplishment in the provision of high quality technical expertise has bolstered UNDP's role in the field of small arms control. Requests for SEESAC services have grown continuously and are still much in demand as effective operational responses to the threat of small arms and light weapons remain an important need in the region.

Between June 2003 and May 2004 a preparatory assistance project was implemented in Central America, which initiated the building of partnerships, as well as the development of a regional **Central American Small Arms Control project (CASAC)**. This regional initiative, to be executed by the Central American Integration System's General Secretariat, is now being finalized. Its main objectives are to contribute to the elimination of illicit trafficking and the control of small arms in Central America with the aim of reducing armed violence and strengthening the conditions for security, stability and development.

UNDP is currently supporting the development of a regional initiative in West Africa called the **ECOWAS Small Arms Control Programme (ECOSAP)** which will serve to build capacity for the implementation of the ECOWAS Moratorium on small arms at the national level through support for National Commissions and at a regional political level through staffing support to the ECOWAS small arms unit based in Abuja, Nigeria. The objectives of ECOSAP are (1) to build the capacity of the National Small Arms Commissions in ECOWAS member countries to implement the moratorium and reduce the circulation of illicit weapons; (2) to establish mechanisms to control and manage weapons circulation in the ECOWAS region; and (3) to develop the capacity of the Small Arms Unit to support the Peace and Development agenda of ECOWAS.

Global programming

Armed Violence Prevention Programme (AVPP)

In 2004, UNDP and WHO launched an Armed Violence Prevention Programme that seeks to promote effective responses to armed violence through the development of an international policy framework founded on a clear understanding of the causes, nature and impacts of armed violence, and best practices generated from armed violence reduction and prevention initiatives to date.

This programme promotes informed discussion and dialogue on the nature of armed violence and elements of an international policy framework. It has a two-pronged approach:

- **At the country level**, a series of initiatives designed to survey national and local armed violence prevention initiatives, research the causes, nature and impacts of armed violence, and strengthen national policy and institutional capacities are being implemented to distil best practices and lessons learned and create a conduit for channelling further technical and policy support from the international level. Brazil and El Salvador are the pilot countries for this country-level work.
- **At the global level**, a process of technical dialogue between key stakeholders and practitioners in the field of armed violence prevention is taking place, complemented by research, to discuss and analyse the lessons and practice generated in this area, to mainstream the issue within broader development assistance frameworks, and to identify optimal strategies and approaches which could eventually form the basis of a broader international policy framework.

UNDP support for implementation of the UN Programme of Action

As part of its commitment to supporting the development of national capacities to address small arms issues, UNDP actively supports the implementation of the UN Programme of Action to Prevent, Combat and Eradicate the Illicit Trade in Small Arms and Light Weapons in All Its Aspects (PoA), which was adopted by consensus in July 2001.

As a result of increasing requests from UN member states for technical assistance in preparing their national reports on implementation of the PoA, UNDP, DDA and the UN Institute for Disarmament Research (UNIDIR), in cooperation with the Geneva-based Small Arms Survey, initiated a project 'Capacity Development for Reporting to the UN Programme of Action on Small Arms' in early 2003. The project was prompted by the occasion of the first Biennial Meeting of States (BMS), which was held in New York in July 2003 to consider the implementation of the UN Programme of Action.⁴⁸ The project is now in its second phase, which runs until September 2006.

The project has undertaken a number of activities to assist UN member states, including:

- A **Reporting Assistance Package and a brochure** (in five languages) provide states with comprehensive and detailed guidelines on the collection of information and preparation of a national report.
- UNIDIR and the Small Arms Survey have published an **analysis of the national reports** submitted to the 2003 BMS. The study ascertains current levels of state commitment to the PoA by reviewing the various national initiatives underway and also highlights the strengths and gaps of the reporting process. The study helps to identify areas where progress has been made in implementation of the PoA, and where more support or assistance is needed.
- Additional **awareness-raising material** has been developed for the 2005 BMS. This includes flyers to promote a UNDP Help-Desk and CD-ROMs compiling all the assistance instruments developed to date. This material has been widely disseminated to UN member states before the 2005 BMS.
- During phase one of the project (April 2003-September 2004), **25 governments were provided with assistance** to produce their national reports in preparation for the 2003 BMS, through desk-bound and field mission assistance. Of the 25 governments that received assistance, 20 subsequently submitted reports to the BMS.
- Phase two (September 2004-September 2006), utilizes a series of regional workshops to target countries that have not yet benefited from assistance. Since the launch of phase two, **more than 80 countries have received assistance** through regional workshops in: Algeria, the Bahamas, China, Fiji, Kazakhstan, Kenya, Mali, Peru, and Tunisia.

The project has also supported a number of national workshops with relevant authorities and national commissions in six countries in southern Africa (Lesotho, Malawi, Mozambique, Swaziland, Zambia and Zimbabwe).

Section

5



Conclusion

In the last decade our understanding of the relationship between the proliferation of small arms, the dynamics of armed violence and their consequences for sustainable peace, stability and development have all improved considerably. This has been accompanied by a rapid evolution and diversification of policies, programming strategies and measures to address these issues. It is within this context that UNDP has been providing technical and financial support to governments, civil society and local communities, with an emphasis on building national capacities for small arms control, armed violence reduction and DDR.

In light of this rich and dynamic body of practice, shared experience and lessons learned, the further evolution of UNDP support on these issues is both inevitable and necessary. During the course of 2005, UNDP will be conducting a strategic review of programmes it has supported in the areas of small arms control, armed violence reduction and DDR. It is hoped that the results of this review will contribute to the evolving discussion between UN member states on emerging priorities and future policy directions, and inform the further development and provision of UNDP support at national, regional and global levels.

Some future directions for UNDP's work in these areas are already taking shape. First, a more *integrated approach* to human security programming across UN agencies is emerging. In the future, the mainstreaming of capacities, mechanisms and expertise on this issue throughout UNDP and within the UN system will allow for more coherent, consistent and comprehensive support to countries. In this regard UNDP already supports the integration of small arms, armed violence and DDR issues into CCA/UNDAF and national development frameworks at the country level.

Second, UNDP will seek to move beyond a project-based approach to a *comprehensive country programme focus* that widens the scope, impact and effectiveness of interventions and support that UNDP can provide in an integrated manner. This development reflects the recognition that strategies to address small arms and armed violence issues cannot be

separated from other UNDP-supported strategies and frameworks that deal with post-conflict peace-building, security sector reform and socio-economic recovery more broadly.

Third, UNDP intends to take a pro-active role in the upcoming discussions of *UN peace-building operation reform* initiated by the Secretary-General. Peace-building is a critical issue that will have profound implications for how the UN organizes itself and provides support at both global and country levels. Given the importance of small arms control, armed violence reduction and DDR to the security and development dimensions of peace-building, UNDP will be working to help ensure that these issues are central to more integrated and holistic UN peace-building strategies and peace support operations in the future.

These directions represent in many ways an appropriate evolution of UNDP's support to UN member states on these and related issues over the past few years. UNDP will continue to support member states in linking the small arms issue to broader issues of peace-building while at the same time helping to develop the appropriate strategies required to address the incidence and impact of violent conflict, and to establish the solid foundations for peace and recovery from crisis.



Endnotes

- ¹ UNDP uses the term “small arms” to cover both small arms and light weapons, as defined by the UN Panel of Governmental Experts on Small Arms (UN, 1997). This definition includes both military-style small arms and commercial firearms.
- ² Small Arms Survey 2002.
- ³ Small Arms Survey 2004.
- ⁴ See, for example, UNODC 2005. Crime and Development in Africa
- ⁵ See Muggah and Batchelor (2002) and Small Arms Survey (2003) for a more detailed analysis of the impacts of armed violence on human development.
- ⁶ Buvinic and Morrison 1999.
- ⁷ Small Arms Survey 2005.
- ⁸ Small Arms Survey 2004.
- ⁹ World Bank, Jamaica: The Road to Sustained Growth, Jan 2004. See: [<http://wbi018.worldbank.org/LAC/LAC.nsf/ECADocbyUnid/12C128BA971C348A85256E0400684CB9?Opendocument>] June 2005.
- ¹⁰ Muggah 2005.
- ¹¹ UNDP 2003.
- ¹² Small Arms Survey 2003.
- ¹³ IRIN report 13 March, 2003. “AFRICA: Wars costing US \$15 billion per year”
- ¹⁴ World Bank Indicators 2003.
- ¹⁵ Shattered Lives, p. 37.
- ¹⁶ A recent evaluation of UNDP’s El Salvador project found that high levels of armed violence have increased government spending on defence and public security from US \$259m in 1999 to US \$280m in 2000.
- ¹⁷ Dowdney 2003.
- ¹⁸ Machel, 2000.
- ¹⁹ See [<http://www.child-soldiers.org/childsoldiers/some-facts>] June 2005.
- ²⁰ Muggah and Batchelor 2002; UNDP 2000.
- ²¹ Muggah and Batchelor 2002.
- ²² World Bank/ADB 2000.
- ²³ Buchanan and Muggah 2005.
- ²⁴ Based on the 28 states involved in armed conflict as identified by the Project Ploughshares Armed Conflict Report 2004 and the Human Development Report 2003.
- ²⁵ Project Ploughshares 2004.

- ²⁶ UNDP 2003.
- ²⁷ UN Millennium Project 2005.
- ²⁸ UN Millennium Project 2005.
- ²⁹ Project Ploughshares 2004.
- ³⁰ FAO 2005.
- ³¹ UNDP 2003.
- ³² Project Ploughshares 2002.
- ³³ The European Commission has developed a concise “Check-list for Root Causes of Conflict” to facilitate early warning. It lists specific warning signs for conflict related to the legitimacy of the state, the rule of law, respect for fundamental rights, civil society and media, relations between communities and dispute-solving mechanisms, sound economic management, social and regional inequalities, and geopolitical situation. See [http://europa.eu.int/comm/external_relations/cpcm/cp/list.htm] June 2005.
- ³⁴ Project Ploughshares 2002.
- ³⁵ Small Arms Survey 2005.
- ³⁶ UN Millennium Project 2005.
- ³⁷ UNGA 2005.
- ³⁸ See for example UNGA 1997, 1998a, 1998b.
- ³⁹ The Trust Fund was established pursuant to an initiative of the Government of Norway, and supports programmes on practical disarmament and related development issues, including capacity building, SALW legislation, support for weapons collection and destruction, and DDR. UNGA 1999, para. 12.
- ⁴⁰ Cruz 2000.
- ⁴¹ According to the Pan-American Health Organization (PAHO), the homicide rate had dropped to 45 for every 100,000 inhabitants in 2003, making El Salvador fourth among Latin and Central American countries in terms of homicide rates that year. By comparison, WHO’s World report on violence and health provides rates of homicide for Japan, Norway and Canada that are all under 2 per 100,000 and just under 8 per 100,000 in the USA.
- ⁴² Most noteworthy was a campaign named “Angels of Peace” that worked with more than 2,500 children between the ages of 7 and 13 in almost 40 schools, helping them become agents for disarmament and the peaceful resolution of conflicts.
- ⁴³ UNDP 2004; Demetriou, Muggah and Biddle 2002.
- ⁴⁴ The project, entitled “Ex-combatants Reintegration and Collection of Small Arms in the Republic of Congo”, was funded by UNDP BCPR, the RoC, Norway, Sweden, the United States, the United Kingdom, Switzerland and the European Union.
- ⁴⁵ SEESAC 2004.
- ⁴⁶ This most recent project in Albania, completed in 2005, focused on security sector reform. Programme components aimed to improve police transparency and accountability, as well as community safety and security.
- ⁴⁷ A joint project examining demand factors from the Quaker United Nations Office (QUNO) and the Small Arms Survey, based on a series of workshops with affected communities and practitioners, has provided a strong base of information for understanding demand factors and ways of addressing them.
- ⁴⁸ See [<http://www.undp.org/bcpr/smallarms/PoA.htm>] June 2005.

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United Nations Development Programme

One United Nations Plaza
New York, New York
10017 USA

web: www.undp.org