MONITORING PROGRESS
on the Implementation of Gender and Gender-based Violence Considerations Adopted by the Fifth Conference of States Parties to the Arms Trade Treaty
About Control Arms

Control Arms is the international movement working to stop irresponsible arms transfers that fuel conflict and armed violence.

The Control Arms Coalition brings together over 200 non-governmental and civil society organisations from different fields, including human rights, poverty alleviation, conflict reduction, weapons specialists, health, youth, gender experts, survivor networks, parliamentary networks, and legal experts.

Together we work toward universal membership to the Arms Trade Treaty (ATT) through in-depth policy analysis and tailored regional and national campaigns. We work to ensure the effectiveness of the ATT by providing high-quality implementation support to States Parties seeking to develop new legislation, regulations, procedures, and arms control systems.

Control Arms works to achieve its mission through three key objectives:

- Amplify the Voices of Civil Society in the Arms Control Dialogue
- Strengthen Regulations Governing the International Trade in Conventional Arms
- Advance Accountability and Transparency in the Global Arms Trade

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I. INTRODUCTION

The Arms Trade Treaty (ATT), established in 2013, stands as a groundbreaking international instrument, being the first to explicitly recognize the nexus between arms and gender-based violence (GBV). The treaty incorporates provisions aimed at preventing GBV, acknowledging the disproportionate impact of armed conflict and violence on women and children. Subsequent treaties, such as the Treaty on the Prohibition of Nuclear Weapons (2017) and the Convention on Cluster Munitions (2018), have since integrated gender considerations into their reporting mechanisms.

Article 7(4) of the ATT mandates States Parties to consider the potential risk of arms covered by the treaty being used to perpetrate or facilitate serious acts of GBV or violence against women and children during export assessments.

In 2019, gender and GBV took center stage at the Fifth Conference of States Parties (CSP5), led by the Latvian Presidency. During this conference, decisions and recommendations were adopted to advance gender-balanced representation, deepen understanding of the gendered impact of armed violence, and strengthen the implementation of GBV-related risk assessments.

The subsequent analysis in this paper is geared toward monitoring the advancements made by ATT States Parties in implementing gender and GBV considerations outlined at CSP5. It examines the key decisions made during CSP5 and evaluates how States Parties have followed through on these commitments.

II. METHODOLOGY

This paper represents the culmination of the ATT Gender Action Plan Project initiated by Control Arms in 2022, generously supported by the Government of Canada.

The methodology involves a comprehensive approach, utilizing data gathered through surveys and open-source analysis, focusing on gender-related commitments made during CSP5. The initial phase involved a meticulous examination of the composition of delegations from CSP5 to CSP9. Specific indicators, including the representation of women in delegations, the involvement of women in facilitating ATT working groups, and the gender makeup of the ATT Sponsorship Programme, thematic panels, and side events, were scrutinized.
To increase our understanding, a survey was distributed to ATT States Parties and Signatories in October 2023. The survey sought information on four key areas: (i) gender-balanced representation in ATT-related decision-making processes, (ii) the gendered impact of armed violence within the context of the ATT, (iii) the implementation of Gender-Based Violence (GBV) related risk assessments, and (iv) the consideration of gender and GBV in Voluntary Trust Fund (VTF) projects. A follow-up questionnaire with a condensed set of queries was administered to selected governments.

It is important to note that the survey collected responses from a restricted number of States Parties, totaling eight participants. Consequently, the analysis presented is not intended to be fully representative, as it relies on conclusions drawn from the information provided by these specific respondents.

III. GENDER COMMITMENTS IN THE ATT PROCESS

Advocating for gender equality and ensuring equal participation of women is essential for fostering inclusive and diverse societies. However, achieving gender parity in the realm of arms control and disarmament poses a persistent challenge. Women continue to be underrepresented in official initiatives and meetings related to arms control, and the Arms Trade Treaty (ATT) is no exception. Notably, the ATT made strides in incorporating gender provisions, but it was not until 2018-2019 that gender gained more prominence in the ATT process.

On October 25, 2018, during the presentation of its ATT resolution at the UNGA First Committee, Latvia declared gender and arms-related Gender-Based Violence (GBV) as the official theme for its Presidency. Ambassador Jānis Kārkliņš of Latvia, serving as the President of CSP5, outlined three priority areas for this theme in a Working Paper presented during the first informal preparatory meeting in February 2019:

- gender representation,
- gendered impact of armed violence and conflict, and
- GBV risk-assessment criteria

Delegates from 15 governments from all regions as well as other stakeholders shared national perspectives, and recommendations and provided information about their efforts to advance gender and GBV preventive measures.² During CSP5, held in August 2019, more than 32 delegations offered statements during the thematic debate, showing a strong endorsement of Latvia’s gender and GBV theme.

In terms of gender representation, 78% of statements during the CSP5 conference called for improving gender balance in delegations and encouraging women to pursue careers in security. Promoting meaningful participation involves not only increasing the representation of women in the security agenda but also providing them with platforms to voice their opinions in relevant forums. South Africa, Montenegro, and South Korea explicitly called for greater gender balance in ATT delegations, and several states endorsed the proposal to institute a gender criterion when selecting ATT sponsorship beneficiaries. New Zealand, the European Union, and the United Kingdom called for greater gender mainstreaming across the board.³

Guatemala also noted the importance of women's participation in global forums, noting that 'women's meaningful participation measurably strengthens protection efforts, accelerates economic recovery, deepens peacebuilding efforts and leads to sustainable peace'.⁴ Sweden, on the other hand, emphasized the principle that women should be regarded as decision-makers and actors, not just victims, citing its alignment with the UN Secretary General’s disarmament agenda of ‘promoting gender parity and the full and active participation of women in all decision-making processes related to disarmament and international security.’⁵

On the gendered impact of armed violence and conflict, many delegations specifically called for the production and analysis of data on arms-related harms that are disaggregated by gender, to better understand and demonstrate the differential gendered impact of the arms trade. In a joint statement, Uruguay emphasized the broader impact of gender-based violence, stating that countries are concerned about any act causing harm based on gender, not just violence against women.⁶

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Eight delegations, including Switzerland, the European Union, Mozambique, Mexico, the Netherlands, Control Arms, WILPF, and IANSA, emphasized the importance of collecting gender-disaggregated data. Mexico emphasized the need for measurable data, noting that ‘only what is measured is subject to being improved.’

Mozambique urged for the exchange of best practices to understand the differentiated impact of armed violence on gender. Germany stressed the importance of studying the gendered impact of armed violence within the context of ATT and welcomed diverse inputs from states parties, civil society, and academia.

Finally, concerning **GBV risk assessments**, there was a strong endorsement from delegations to ensure that States Parties assess the risk of gender-based violence before authorizing the export of conventional arms, under Article 7.4 of the Treaty. Almost 73% of the statements referred to this topic. South Africa, for example, supported the Women, Gender, and Security Expert Group’s recommendation to adopt a comprehensive perspective on Articles 6 and 7, extending beyond the confines of Article 7.4, in evaluating risks. Germany underscored the challenge of assessing the risk of an export against ATT’s Article 7.4 but expressed interest in discussing various approaches. New Zealand endorsed the value of a better understanding of the practicalities of risk assessments under Article 7.4 to better position all States Parties to meet their obligations under this provision.

**IV. MONITORING GENDER AND GBV CONSIDERATIONS ADOPTED BY CSP5**

In August 2019, the ATT Fifth Conference of States Parties (CSP5) endorsed the CSP5 Gender and GBV Action Plan, a substantive action plan that sets clear objectives for ATT States Parties within which to consider gender and gendered perspectives. To analyze how States Parties have implemented the commitments made after CSP5, we analyzed the following variables: (i) composition of delegations during CSP5, CSP7, CSP8, and CSP9, (ii) composition of working groups and inclusion of specific gender themes in their agendas, (iii) gender balance under the ATT Sponsorship Programme, and gender balance in thematic panels and side events. The analysis in this section is based on information published on the ATT Secretariat website.

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**Composition of CSP delegations**

Our examination revealed a consistent gender distribution across various years when these sessions were conducted, with women constituting between 34% and 40% of the total number of delegates.

It is important to emphasize that this percentage is based on the women listed on the official delegations, offering an overview of their registration. However, it does not provide a precise reflection of their active participation in the sessions or their physical presence in the conference room.

Regarding geographical distribution, the analysis indicates that States Parties from Oceania tend to have more gender-balanced delegations. In broader terms, women delegates from Oceania fluctuated from 75% in CSP5 to 55% in CSP9. Europe and the Americas consistently maintained a mid-range presence, with approximately 40% of women delegates listed in all the CSPs. Asia’s women delegates remained stable at one-third of the total, while Africa had the lowest representation, with women delegates accounting for just one-quarter of the total. These insights underscore the importance of ongoing efforts to enhance gender balance across geographical regions within ATT sessions.
Gender balance in the ATT Sponsorship Programme

A key recommendation that emerged from CSP5 was to enhance gender representation among delegates sponsored by the ATT Secretariat. Ironically, the year witnessing the highest number of sponsored female delegates was during the CSP5 cycle. However, with CSP6 and CSP7 occurring amid the constraints imposed by the COVID-19 pandemic, our analysis focused on the sponsored delegates for the CSP8 and CSP9 cycles.

During CSP8, a total of 70 participants were sponsored by the ATT Secretariat, revealing that 79% were male, while 30% were female. In CSP9, where 81 participants were sponsored, the gender distribution changed slightly, with 58% being male and 42% being female. This data underscores the evolving landscape of gender representation in sponsored delegations, emphasizing the importance of continued efforts to ensure diverse and equitable participation in future ATT conferences.

Gendered balance in thematic panels and side events

CSP5 adopted a recommendation emphasizing the encouragement of gender-balanced panels in plenary sessions, side events, and other forums. Event organizers were urged to strive for gender balance at an early planning stage. Since then, progress in this area has had mixed results. A commendable step was taken during the informal meetings of CSP8 in April 2022, when the Working Group on Transparency and Reporting (WGTR), also co-facilitated by two women, organized an all-female panel featuring experts from civil society discussing transparency and reporting.

Composition of ATT Working Groups

Since CSP5, there has been a noticeable trend of men predominantly leading ATT Working Groups. Notable exceptions include the leadership of Ms. Stela Petrović of Serbia, who facilitated the WGETI sub-working group on Article 11 during CSP6 and CSP7. Additionally, the Working Group on Transparency and Reporting (WGTR) saw diverse leadership, with Ms. Iulia Vladescu of Romania co-chairing during CSP7 and Ms. Griselle Rodriguez of Panama along with Sabine Visser of the Netherlands co-chairing during CSP8.

Furthermore, Ambassador Seong-mee YOON of the Republic of Korea, who presided over CSP9, also held a significant role as co-chair of the Working Group on Treaty Universalization. While these instances showcase positive examples of gender diversity in leadership, the overall pattern indicates a need for increased efforts to ensure equal opportunities for men and women in guiding ATT Working Groups.
As part of the Control Arms Gender Action Plan project, we initiated a survey to assess the progress or challenges encountered by Arms Trade Treaty (ATT) States Parties and Signatory States in implementing the commitments established at CSP5. The survey, conducted between October and December 2023, aimed to gather valuable insights into the efforts made in integrating gender considerations within the context of the ATT.

Regrettably, as of the current writing, responses were received from only eight States Parties. While the limited number of responses prevents comprehensive representation, the information gathered offers valuable insights into the practices of these participating countries concerning the incorporation of gender as a pertinent variable for analysis. The results are categorized into four key areas, providing a glimpse into the experiences and approaches adopted by these eight states in fulfilling their gender-related commitments.

In contrast, during the CSP8 conference, a panel discussing the theme of Germany's CSP Presidency on post-shipment controls consisted entirely of male participants. This sparked backlash from multiple delegations and civil society organizations, who promptly expressed their concerns on social media and in official statements.

The diverse and gender-balanced thematic panel at CSP9 regarding the role of the industry highlighted another positive shift. Yet, the experience with side events, where a healthier mix of genders is common, suggests that there is room for improvement within the main conference settings. For example, Control Arms' proactive policy not to participate in side events dominated by male speakers or moderators sets a noteworthy example, emphasizing the importance of commitment and actions toward achieving gender balance.

V. OPERATIONALIZING CSP5 DECISIONS ON GENDER AND GENDER-BASED VIOLENCE

As part of the Control Arms Gender Action Plan project, we initiated a survey to assess the progress or challenges encountered by Arms Trade Treaty (ATT) States Parties and Signatory States in implementing the commitments established at CSP5. The survey, conducted between October and December 2023, aimed to gather valuable insights into the efforts made in integrating gender considerations within the context of the ATT.

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1. Gender Balance In CSP Meetings And Participation Of Delegates With Gender Expertise

We wanted to have information on three key aspects related to gender representation in Arms Trade Treaty (ATT) Conference of States Parties (CSP) meetings between 2019 and 2023. Firstly, we asked if they had achieved full gender-balanced representation, defined as 50% male delegates and 50% female delegates. Secondly, we sought information on whether States Parties had achieved "meaningful participation" of women in ATT CSP meetings or related processes during the same period. Lastly, we inquired if they had ensured the participation of delegates with gender expertise in CSP meetings or related processes since 2019.
Four States Parties reported achieving full gender-balanced representation since CSP5. Additionally, seven States Parties claimed to have achieved "meaningful participation," with statements predominantly drafted by female delegates and six instances where women delivered these statements. However, the presence of women as heads of delegations was noted in only two States Parties since CSP5. In terms of women participating as speakers or moderators in side events, five States Parties responded positively. Finally, two States Parties indicated that they included delegates with gender expertise in ATT meetings.

These findings underscore the varied progress among States Parties in achieving gender balance, meaningful participation, and inclusion of gender expertise in the ATT process. While strides have been made, there remains room for further improvement to enhance gender inclusivity and expertise in future CSP meetings.

2. Gendered Impact Of Armed Violence In The Context Of The ATT

Under this area, we asked States Parties if their state: (i) collects sex-disaggregated data within any national statistics system, (ii) collects sex-disaggregated data on victims of armed violence and conflict (e.g., femicides), (iii) collects this data through a specific entity or process such as a National Observatory against domestic and gender-based violence, Crime Observatory, National Register of Femicides or other, and (iv) provides funding for research on issues concerning gender and arms transfers, armed violence, or conflict.

Seven States Parties disaggregate data by gender, and four of them break down statistics on arms violence by sex. Five States Parties maintain a national observatory on gender, with their data being publicly accessible. In the same vein, five States Parties stand out for their comprehensive approach, collecting sex-disaggregated data within the national statistics system, on victims of armed violence and conflict, and through specific entities such as a National Observatory against Domestic and gender-based violence or a Crime Observatory, making the data publicly available.

What is meaningful participation?

Meaningful participation is referred to as the active participation of delegates, which may include but is not limited to principal responsibility for the drafting of interventions and/or statements; direct or indirect contribution to interventions and/or statements; involvement in side events in speaker or moderator roles. Active participation also includes delegates taking the floor, formally or informally, to express official or unofficial views; providing clarification and/or feedback to other delegates, Chairs, speakers, and panelists; asking questions of other delegates, Chairs, speakers, and panelists.¹⁰

We also sought information regarding States’ financial support for research on gender and arms transfers, armed violence, and conflict, with a specific focus on understanding the funding allocated to investigate the gendered impact of armed violence within and beyond the Arms Trade Treaty (ATT) framework. Three States Parties affirmatively responded to this inquiry. The three confirmed their financial contributions to organizations such as DCAF, PAX, UNIDIR, Control Arms, Small Arms Survey, and to various other peace and justice projects. One of them offered additional insights, specifying its provision of ad hoc funding through diverse programs and partnerships with universities.

3. Gender-Based Violence Risk Assessment Criteria

The incorporation of gender considerations into risk assessments holds paramount importance for the effective implementation of Article 7.4. States that actively integrate gender into their risk assessments exhibit a nuanced approach, recognizing the gender-specific dimensions inherent in armed violence. In our inquiries, we sought to understand whether states include gender-based violence (GBV) risk assessment criteria when conducting export risk assessments under the Arms Trade Treaty (ATT). Additionally, we inquired about the integration of these criteria into the broader framework of human rights and humanitarian law risk assessments that the state considers before issuing export authorizations. Furthermore, we explored the extent to which these considerations are taken into account in relation to transnational organized crime and terrorism risk assessment procedures and criteria.

Seven States Parties indicated that they consider GBV criteria in their risk assessments, with six of them integrating GBV into their human rights considerations and in relation to transnational organized crime and terrorism. Five States Parties have applied GBV criteria as part of their IHL considerations. Notably, only one State Party has denied transfers for gender considerations based on Article 7.1 or 7.4 of the ATT (in part or in full) since the ATT came into force. Another State Party requires importing states to make commitments related to GBV by including specific references in end-use or other documentation related to arms transfers.

Positively, three States Parties have included references to gender considerations based on Article 7.4 of the ATT when recording denials/outcomes of arms transfer decisions. Additionally, four States Parties have developed or applied a definition of ‘serious acts of gender-based violence or serious acts of violence against women and children’ in the context of their arms transfers.

It is clear from these responses that certain States Parties have made notable progress but there is still an opportunity for further improvement and alignment of practices to guarantee a thorough and uniform integration of GBV in the decision-making process regarding arms transfers.
During CSP9, Argentina submitted a paper aimed at facilitating effective risk assessments under Art 2 (category h: small arms and light weapons), Art. 3 (ammunition) and Art. 4 (parts and components) through the development of a guide on good practices in the prevention of GBV.

To that end, a questionnaire was developed to gather voluntary information from States parties regarding:

- National legislation aimed at protecting women and diversities in situations of GBV;
- Criminal classification of acts of GBV;
- Official statistics GBV;
- Government organizational structure aimed at promoting gender and inclusion policies;
- Training Programs with a gender perspective for the National Public Administration and society in general;
- Internal disciplinary procedures for members of the Security Forces, Police, and Armed Forces involved in acts of GBV;
- Sentences handed down for GBV, etc.

The questionnaire was distributed to all ATT States Parties after CSP9 and its outcomes are expected to be presented during the CSP10 cycle.

4. Gender And GBV In Voluntary Trust Fund (VTF) Projects

The VTF was adopted at the Second Conference of States Parties and has become a sustained source to support the national implementation of the Treaty. Since its establishment, it has received US$ 11,945,590.51 in voluntary financial contributions from 28 States and has supported a multiplicity of States Parties and Signatories to implement the ATT.

In our survey, we inquired with States Parties regarding their submissions to the Voluntary Trust Fund (VTF) and whether these proposals incorporated dimensions related to gender and/or gender-based violence (GBV). Only one State Party included GBV dimensions in its proposal, highlighting a potential area for increased attention and integration.

We also sought to gauge the perspectives of States Parties contributing to the VTF on the prospect of enhancing the focus on gender and GBV within VTF-funded projects. Additionally, we explored their willingness to see an increased emphasis on gender and GBV within regional meetings supported and/or funded by the VTF. Among the respondents to the survey, three States Parties had submitted proposals to the VTF, while six were contributors to the fund.

An interesting outcome emerged as the five States Parties emphasized the importance of including gender considerations in regional meetings, advocating for a heightened focus on gender and GBV within the context of the Arms Trade Treaty. This collective sentiment underlines a growing recognition among States Parties of the need for enhanced attention to gender-related dimensions in both VTF projects and broader regional discussions supported by the VTF.

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VI. GENDER INCLUSION AND FUTURE PERSPECTIVES

In addition to the comprehensive survey, we conducted targeted outreach to specific States, employing a condensed questionnaire to gain insights into the challenges they encounter in implementing the decisions adopted during CSP5. Regarding gender representation in ATT meetings, one State Party reported that, in response to CSP5 recommendations, it has embraced a more inclusive gender approach in both informal and formal sessions. Nevertheless, the State Party emphasized the critical need for designated and suitable spaces within Working Groups, ensuring female experts have continuous and active participation in ongoing debates.

In a similar vein, another State Party conveyed a strong commitment to gender inclusion, highlighting a consistent track record of predominantly female delegations, even at the head of the delegation level, in recent years. However, achieving consistent gender parity across delegations remains a challenge due to occasional limitations in individuals availability and the rotation of officials.

Responding to our query about the future of the ATT, one State Party emphasized the need to actively pursue gender parity in delegations and subsidiary bodies/Working Groups over the next decade. This includes setting specific targets for female representation in leadership positions, such as CSP Presidencies and the ATT Secretariat. It further stressed the importance of fostering meaningful participation for all genders in the ATT process to ensure inclusivity and diverse perspectives.

Respondent States also agreed on the need to share good practices among ATT stakeholders in the implementation of Art. 7.4. However, they agree that they do not have knowledge of GVB as the sole reason for a transfer denial. Rather, GBV seems to be linked to the broader risk assessment done under international human rights and international humanitarian law criteria.
VII. FINAL RECOMMENDATIONS

After nine years of the Arms Trade Treaty (ATT), there is still a significant gap in the implementation of commitments related to gender and Gender-Based Violence (GBV). To bridge this shortfall and promote a more inclusive and responsible approach as the ATT approaches its tenth anniversary, we recommend the following actions.

States Parties and Signatories should initiate concrete discussions on risk assessments:

- Facilitate meaningful discussions within the ATT process on the development and application of risk assessment criteria, particularly concerning Article 7.4.
- Encourage other States Parties to share concrete examples of cases where gender considerations played a pivotal role in the denial of an export, fostering transparency and learning from best practices.

The ATT Secretariat should increase female delegates through the ATT Sponsorship Programme and ensure gender-balanced side events:

- Continuously strive to augment the percentage of female delegates attending ATT meetings through the Sponsorship Programme.
- Monitor and assess the impact of these efforts on gender balance within delegations.
- When reviewing applications for side events, prioritize gender balance and discourage all-male panels.
- Actively encourage event organizers to propose all-male panels to include more women, promoting diverse perspectives and expertise.

The ATT Working Groups and CSP President should enhance representation in expert panels:

- Actively include more women in expert panels to ensure a diverse range of perspectives and expertise.
- Reject events that feature all-male panels, promoting a more inclusive and balanced representation within expert discussions.

The VTF Committee should incorporate gender and GBV dimensions in funding proposals:

- Ensure that new funding proposals explicitly reflect gender and GBV dimensions and components.
- Develop clear and specific questions in application forms that prompt applicants to outline how gender considerations will be incorporated into the project.
- Implement mechanisms to monitor and evaluate the integration of gender and GBV dimensions in funded projects.
- Encourage open communication and information sharing among stakeholders to foster accountability in addressing gender-related aspects within the VTF projects.