PARLIAMENTARY FORUM
ON SMALL ARMS AND LIGHT WEAPONS

STRATEGIC PLAN 2023-2026
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Executive Summary

Armed conflicts and violence, independent of scale, are perpetuated by the illicit proliferation of Small Arms and Light Weapons (SALW), causing deaths, injuries, as well as severe impact on the everyday lives of humans. Constituted as an organisation by parliamentarians, for parliamentarians working for human security, sustainable development and peace, the Parliamentary Forum on Small Arms and Light Weapons (hereinafter the Forum or PFSALW) is the only membership-based organisation gathering parliamentarians globally across party-political lines, specifically related to the reduction and prevention of SALW-related violence.

The overall vision of PFSALW is to contribute to the achievement of more peaceful and sustainably developed societies. The vision is realised by means of PFSALW’s mission of enhancing parliamentary action for the prevention and reduction of SALW-related violence through the implementation and universalisation of relevant international frameworks, as to safeguard human security for the benefit of the right-holders, the entire population.

The added value of PFSALW consists in its vital role in bridging the gap between international instruments relevant for arms control and the regional and national implementation levels, as well as through strengthening parliamentary capacity by the threefold mutually reinforcing methodology of policy-shaping, capacity-development and awareness-raising.

To underpin PFSALW’s overall vision and as to maximise the political impact of PFSALW, the Strategic Plan 2023-20261 outlines certain strategic priorities, identified based on recent international policy development on SALW-related violence and to address the needs of PFSALW and its Members;

- The role of parliamentarians in relation to the fulfilment of the United Nations Programme of Action to Prevent, Combat and Eradicate the Illicit Trade in Small Arms and Light Weapons in All Its Aspects (UN PoA), the Arms Trade Treaty (ATT), the United Nations Secretary General’s Disarmament Agenda “Securing our Common Future: An Agenda for Disarmament”, the Protocol against the Illicit Manufacturing of and Trafficking in Firearms, their Parts and Components and Ammunition (Firearms Protocol) and the 2030 Agenda, specifically Sustainable Development Goal (SDG) 16, target 16.4 “by 2030, significantly reduce illicit flow of arms (...)", and its connection to SDG 5 on gender equality and SDG 17 on strengthening global partnerships for sustainable development.

- Continued strengthening of the gender equality perspective and the youth perspective of PFSALW, both organisationally, by targeting women and young parliamentarians as well as in PFSALW’s thematic work related to the United Nations Security Council Resolution 1325 on

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1 The Strategic Plan 2023-2026 was approved by the Board of the Parliamentary Forum on Small Arms and Light Weapons on 16 December 2022.
Women, Peace and Security (UNSCR 1325), and the United Nations Security Council Resolution 2250 on Youth, Peace and Security (UNSCR 2250) as well as subsequent resolutions.

- Continued consolidation of the financial and operational sustainability of PFSALW.

1. Introduction

The Strategic Plan 2023-2026 constitutes a summarised, overall presentation of the objectives and scope of the organisation for the four-year period. The multi-annual Strategic Plan is translated into, and complemented by, detailed annual operational plans.²

PFSALW is the only membership-based organisation gathering parliamentarians globally across party-political lines, specifically related to the reduction and prevention of SALW-related violence. PFSALW is an organisation constituted by parliamentarians, for parliamentarians working for human security, sustainable development and peace.

PFSALW’s work aligns parliamentary action with international frameworks and initiatives to prevent and reduce the illicit proliferation of SALW, that constitutes a holistic obstacle to human security, sustainable development, peace, human rights, good governance, and compliance with International Humanitarian Law (IHL). Parliamentarians have a central role to play in the mentioned processes to achieve more peaceful and sustainably developed societies, with focus on conflict prevention.

2. Context

Problem statement

Given the state of the world, marked by violence and conflict, the need to prioritise the prevention and reduction of SALW-related violence is urgent. The United Nation’s (UN) Sustainable Development Goals Report 2022 highlights that one of the interconnected crises currently threatening human security, sustainable development and peace is the fact that the world is witnessing the largest number of conflicts since 1946.³ Moreover, the Global Peace Index 2022 finds that global peacefulness deteriorated for eleven out of the last 14 years.⁴ Armed conflicts and violence, independent of scale, are perpetuated by the uncontrolled availability of SALW. Hence, the prevention and reduction of illicit proliferation of SALW is vital for safeguarding human security, sustainable development and peace, and to regain momentum in efforts to achieve the 2030 Agenda, including paving the way for

² The annual operational plans are outlined according to available financial and human resources and subject to the Board’s decision.
socio-economic development. According to the Small Arms Survey, over one billion SALW are circulating globally, of which approximately 85% are in civilian hands, resulting in 211,000 people losing their lives in SALW-related violence in 2020, and injuring many more. While the number of people killed in violence caused by SALW decreased slightly between 2018 and 2020, the situation is severe and the impact of ongoing conflicts as well as a recent increase in homicide rates in some countries, constitute significant risks to reversing the emerging trend. As can be observed in a number of conflicts around the world today, uncontrolled proliferation of SALW as a result of armed conflict poses a significant risk to neighbouring countries.

In addition to the profound human costs, the uncontrolled proliferation of SALW has widespread economic and social consequences, posing a threat to human security and impeding sustainable development. The ones most affected by deteriorating living conditions as a result of violence and insecurity are people living in poverty. Hence, PFSALW’s work ultimately aims to benefit the most affected and vulnerable groups, the poor and marginalised. Furthermore, uncontrolled proliferation of SALW threatens democracy and good governance and facilitates violations of human rights and IHL. Civilians are the main victims of violations of IHL in armed conflicts, and the conditions behind forced displacement are highly linked to the misuse of SALW. The number of forcibly displaced people due to conflict, violence and persecution has exceeded 100 million. Civilian lives as well as short- and long-term health are at risk by injuries caused by SALW-related violence. The costs of hospitalisation, complex surgeries, ambulances fees, become a burden for public budgets as a consequence. Moreover, the presence of SALW leads to increased insecurity, real and perceived, in both conflict and non-conflict zones. Situations of insecurity, in turn, lead to increased public security costs. When the state cannot meet the additional demand, it can result in a heightened privatisation of the security sector, which ultimately may constitute a challenge to democracy.

**Prevention and reduction of SALW-related violence: the vital role of parliamentarians**

The prevention and reduction of SALW-related violence require a complex set of interventions. At the national level, regulations can be introduced regarding the acquisition and possession of SALW, transfers (including import, export, transfer, brokering, transit and transhipment), its manufacture and selling, marking and record-keeping, as well as the misuse of SALW. Beyond these types of controls,

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7 Ibid.


the demand for SALW can be targeted through awareness-raising in order to change perceptions associated with SALW possession or by increasing the level of compliance with the law. Initiatives at the regional and international levels are also crucial for the prevention and reduction of the illicit proliferation of SALW, including harmonisation of legislation across regions and enhancing cross-border cooperation.

Parliamentarians are positioned to take important actions at each level, based on the three main functions of parliamentarians. As legislators, parliamentarians have the mandate to introduce law proposals and review existing legislation, ensuring that legislation adequately regulates emerging practices. Parliamentarians also play an important oversight function vis-à-vis the government. By exercising the right to interpellation, requesting and reviewing reports on government achievements and, equally important, approving the budget, parliamentarians can positively influence the extent to which laws are implemented. In addition, parliamentarians play a central role in outreach and advocacy work for raising awareness among colleagues, constituents and the public on the negative effects of SALW-related violence for societies. Increased awareness on the importance of reducing and preventing armed violence for the promotion of human security, sustainable development and peace is vital for a better understanding of the provisions of national legislation to control SALW and international frameworks relevant for arms control. Enhanced awareness and understanding is necessary both for compliance with existing frameworks but also to gather the political support needed to initiate policies and to implement the policies already adopted.

Parliamentarians’ role as elected representatives of citizens is also key. Parliamentarians interact with the public and translate contemporary concerns into policies as to contribute to increased awareness among the public on the negative implications of SALW-related violence, including through the promotion of education for youth on the topics of peace and security, human rights and democracy. Likewise, parliamentarians play a vital role in the stimulation of public debate and can contribute to cultural and behavioural changes. With regards to international processes, parliamentarians can promote ratification of international frameworks and initiate discussions with fellow colleagues in other countries, contributing decisively to the formation of international norms on SALW and harmonisation at the regional level.

Parliamentary action is crucial for the prevention of uncontrolled SALW proliferation at national, regional and international levels. However, parliamentarians remain underutilised actors in the context of international development cooperation and the need is palpable for increased support on behalf of the international community to underpin initiatives to develop the capacity for parliamentary action, enabling parliamentarians to realise the full potential as actors of change.10

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As the UN Secretary General recently highlighted, the current global context continues to be characterised by democratic backsliding, a trend that has been further exacerbated in the aftermath of the COVID-19 pandemic. In a democratic system, parliamentarians, as the elected representatives of the people, represent broad segments of society. However, a recent upward trend of violations against parliamentarians documented by the Inter-Parliamentary Union (IPU) undermines the right to freedom of expression of parliamentarians. The function of parliaments can only be fulfilled if parliamentarians’ right to freedom of expression is protected, which is essential for parliamentarians’ ability to represent and advocate on behalf of their constituents. Moreover, women parliamentarians especially face sexism and violence which further undermines gender equality. PFSALW’s mission to enhance the capacity of parliamentarians is vital for underpinning national ownership, political accountability and consolidating the parliamentary role as a whole, ultimately strengthening democratic institutions.

3. The Overall Vision, Mission and Theory of Change

The overall vision of PFSALW is to contribute to the achievement of more peaceful and sustainably developed societies. The vision is realised by means of PFSALW’s mission of enhancing parliamentary action for the prevention and reduction of SALW-related violence through the implementation and universalisation of relevant international frameworks, as to safeguard human security for the benefit of the right-holders, the entire population. The mission is realised through the three, mutually reinforcing methodological pillars of capacity-development, policy-shaping and awareness-raising.

By serving as a platform for inter-parliamentary dialogue, consensus building, exchange of good practices and harmonisation of initiatives, PFSALW supports the development of parliamentarians’ capabilities to realise their full potential in preventing and reducing SALW-related violence through legislative, oversight, and awareness-raising actions.

The Theory of Change of PFSALW describes the intervention logic and focuses on the Members of PFSALW, the parliamentarians, and their pathways of change towards undertaking legislative, oversight and awareness-raising actions for the prevention and reduction of SALW-related violence based on support from PFSALW.

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The Theory of Change is structured around three levels. The **sphere of control** relates to events and change where PFSALW has a high level of control, the **sphere of influence** relates to processes and change which PFSALW is able to influence, but not directly control, and the **sphere of impact** relates to structural changes beyond the control and influence of PFSALW but where the organisation is aspiring to have an impact.

Within the **sphere of control**, PFSALW carries out activities such as capacity-developing and policy-shaping seminars and awareness-raising activities, and elaborates policy material, including Parliamentary Action Plans (PAPs). The expected output of these activities is that participating Members and targeted parliamentarians become more aware of the importance of preventing and reducing SALW-related violence as a basis for action, along with increased awareness among other stakeholders, such as governments and Civil Society Organisations (CSOs) attending the activities.

Within the **sphere of influence**, following the activities, PFSALW would like to see Members and targeted parliamentarians take initial action in their context based on the knowledge gained from PFSALW’s activities. For example, in the form of parliamentary actions to strengthen the legislative framework related to SALW control, oversight actions to ensure policies are being implemented and awareness-raising actions to strengthen the political will to address SALW-issues.

Finally, at the overall level, within the **sphere of interest**, PFSALW would love to see its work contributing to achieving more peaceful and sustainably developed societies safeguarding human security for a resilient world, through parliamentary action on the prevention and reduction of SALW-related violence.

**a. Outcomes**

Based on its Theory of Change and the underlying working methodology described above, PFSALW has developed three outcomes. The methodology is continuously refined based on accumulated experience and global context, which enables PFSALW to carry out work that is topical in relation to the needs of its Members, as well as to keep building on past results achievement.

Since political processes are long-term, and parliamentarians have congested agendas, regular contact and supportive capacity-developing, policy-building and awareness-raising activities are vital to keep momentum going for parliamentary initiatives related to SALW control.

During 2023-2026, the trajectory of PFSALW’s work will adhere to the following three outcomes:

**Outcome 1: Legislative actions for increased universalisation, harmonisation and implementation of international instruments relevant to SALW control**

Members identify possible gaps in legislation in their context. Members seek to acquire increased knowledge in order to act upon possible gaps, e.g. undertaking fact-finding actions, consulting CSOs,
organising national/regional roundtables. Based on gaps found and policy material from PFSALW including PAPs, Members identify needs for amending legislation/the need for introducing new laws and develop strategies for how to proceed. Members rally support and allies in parliament and also seek cooperation with likeminded CSOs.

Members take legislative actions for increased universalisation, harmonisation and implementation of international instruments relevant to SALW control, specifically the UN PoA, ATT, the UN Secretary General’s Disarmament Agenda, the Firearms Protocol, 2030 Agenda and SDG 16 as well as UNSCR 1325 and UNSCR 2250, based on the capacity-developing, policy-shaping and awareness-raising pillars from PFSALW, including PAPs.

**Outcome 2: Oversight actions for increased universalisation, harmonisation and implementation of international instruments relevant to SALW control**

In the respective context, Members seek to find information on and review the level of compliance and implementation of policies and legislation, e.g. through consulting CSOs. Based on identified needs and policy material from PFSALW including PAPs, Members develop strategies for undertaking oversight actions, including rallying support from fellow parliamentarians and likeminded CSOs.

Members take oversight actions for increased universalisation, harmonisation and implementation of international instruments relevant to SALW control, specifically the UN PoA, ATT, the UN Secretary General’s Disarmament Agenda, the Firearms Protocol, 2030 Agenda and SDG 16 as well as UNSCR 1325 and UNSCR 2250, based on capacity-development, policy-shaping and awareness-raising from PFSALW, including PAPs.

**Outcome 3: Awareness-raising actions for increased universalisation, harmonisation and implementation of international instruments relevant to SALW control**

Members reflect on possible gaps in relation to public and political awareness, seek to find evidence on the state of public and political awareness in their contexts by undertaking fact-finding actions and consulting with different stakeholders, including parliamentary colleagues and CSOs. Based on gaps found in public and political awareness, as well as based on policy material from PFSALW including PAPs, Members identify strategies and solutions to address lacking awareness. Members rally support and allies in parliament and also seek cooperation with likeminded CSOs.

Members take awareness-raising actions for increased universalisation, harmonisation and implementation of international instruments relevant to SALW control, specifically the UN PoA, ATT, the UN Secretary General’s Disarmament Agenda, the Firearms Protocol, 2030 Agenda and SDG 16 as well as UNSCR 1325 and UNSCR 2250, based on capacity-development, policy-shaping and awareness-raising from PFSALW, including PAPs, to increase public and political awareness on SALW.
b. Strategic Priorities

To underpin PFSALW’s overall vision and as to maximise the political impact of PFSALW, the Strategic Plan 2023-2026 outlines certain strategic priorities, based on recent international policy development on SALW-related violence and in response to the needs identified by PFSALW’s Members. The strategic priorities will permeate the overall trajectory of PFSALW’s work. The UN PoA, ATT, Secretary General’s Disarmament Agenda, Firearms Protocol and the 2030 Agenda and a strengthened gender equality perspective and youth perspective will be important topical priorities. Efforts to further consolidate the financial and operational sustainability of PFSALW will also be a priority.

**UN PoA, ATT, Secretary General’s Disarmament Agenda, Firearms Protocol and the 2030 Agenda**

The added value of PFSALW consists in its vital role in bridging the gap between international instruments relevant for arms control and the national and regional implementation levels. The role of parliamentarians in this regard is central to ensure that the potential of instruments such as the UN PoA, ATT, UN Secretary General’s Disarmament Agenda, Firearms Protocol and the 2030 Agenda, more specifically SDG 16 target 16.4, are realised. Given parliamentarians’ three key functions related to legislation, oversight and awareness-raising, the parliamentary responsibility concerns translating international development ambitions, policies and agreements to the regional and national implementation levels for the benefit of the right-holders. With less than eight years remaining of the Decade of Action to realise the SDGs of the 2030 Agenda, accelerated initiatives on peace and development are needed. Synergies between the aforementioned frameworks are essential. Supporting parliamentary action is key for the implementation of policies and strengthened compliance relevant to the prevention and reduction of SALW-related violence. The close link between SDG 16, SDG 5 on gender equality and SDG 17 on strengthening global partnerships for sustainable development will also be an important part of the work of PFSALW.

**Gender equality perspective**

PFSALW applies coherently a gender equality perspective, both thematically and organisationally. Organisationally, it is a continued priority to further strengthen the gender equality perspective, including by making targeted outreach to attract more women parliamentarians to become Members. The objective to have a gender equal balance among Members connects to the focus of PFSALW to involve and empower women’s meaningful participation in peace and security processes, which are traditionally male dominated areas.

Thematically, UNSCR 1325 on Women, Peace and Security and subsequent resolutions are vital guiding frameworks. UNSCR 1325 urges for the increased participation of women, reaffirms the important role of women in peace processes and calls for protective measures against gender-based
violence (GBV).\textsuperscript{15} In its Policy Statement on Women Peace and Security,\textsuperscript{16} PFSALW reaffirms its support for the resolution and draws attention to the clear link between GBV and the proliferation of SALW. SALW are among the leading types of weapons implicated in acts of GBV,\textsuperscript{17} and reports further show that the presence of a weapon in the household leads to higher rates of lethal domestic violence.\textsuperscript{18}

**Youth perspective**

UNSCR 2250 and subsequent resolutions on Youth, Peace and Security affirms that the active participation of youth is crucial for the successful efforts to reduce and prevent violence and conflict.\textsuperscript{19} Yet traditionally, young people have been seen as either victims or perpetrators of violence, to the detriment of recognising their active role and potential as peace-builders.

As recognised in its Policy Statement on Youth, Peace and Security, PFSALW supports the implementation of UNSCR 2250 and subsequent resolutions,\textsuperscript{20} which will be a continued thematic priority in the work in the coming years. Likewise facilitating an enabling environment for the meaningful participation of youth in efforts to prevent and reduce armed violence, by fostering dialogue with parliamentarians and supporting young stakeholders and lawmakers, including young women, shall also be a continued priority for PFSALW.

**Consolidated financial and operational sustainability of PFSALW**

Another strategic priority for PFSALW is to further consolidate the financial and operational sustainability of the organisation. Qualitative results have been achieved recent years regarding financial and operational routines and policies, including clarification of roles and systematisation of operations. However, the financial and operational sustainability of PFSALW will remain a priority in the upcoming period, especially concerning diversifying the funding base. The financial sustainability of the organisation is vital for quality assurance and a precondition for thematic and political impact in the short-, mid- and long-term.

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4. Strengthening Global Partnerships

Based on the overall vision of PFSALW, the organisation benefits from close cooperation with international organisations, governments, research institutions, and civil society. Through individual Members’ networks, actions and presence in national, regional and international contexts, as well as through its Secretariat, PFSALW maintains a large network of experts at the national, regional and international levels, enabling PFSALW to draw on additional policy knowledge and competencies on complex SALW-related issues.

PFSALW adheres to and promotes the idea that effective intervention aimed at preventing or reducing SALW-related violence needs to be all-encompassing in nature. SALW-related violence manifests itself in a broad range of behaviours and in various contexts, and is a result of the interaction of a multitude of risk factors, having far-reaching consequences on various aspects of societies. PFSALW therefore pursues a comprehensive multi-stakeholder approach towards the prevention and reduction of SALW-related violence, collaborating with parliamentarians, governments, international organisations and CSOs.

In order to achieve the strategic priorities for the period, PFSALW aims to further increase cooperation with key actors and to consolidate existing partnerships and previous results achievement. Based on the approach, the capacity-developing, policy-shaping and awareness-raising pillars will be further strengthened as to assure quality and long-term impact.

Cooperation with different actors takes place through well-established partnerships and also ad hoc coordination. Partnerships are expressed through a Memorandum of Understanding (MoU), which is signed with organisations whose objectives align with the overall mission of PFSALW.21

PFSALW has focused on securing a more institutionalised setting for the implementation of its work at the regional level, concretely by strengthening collaboration with regional parliamentary assemblies and organisations. Aforementioned institutions are key stakeholders, given the contextual expertise, political ownership and the need for translation of international instruments to the regional and national level, but are often overlooked as actors in regards to the universalisation and implementation of relevant international instruments on the topic. Hence, it is prioritised for PFSALW to build on solid existing partnerships and to further cooperation with regional parliamentary assemblies and organisations, as well as other relevant organisations, including research organisations and CSOs.

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21 As of the time of the adoption of the Strategic Plan 2023-2026, PFSALW has signed MoUs with: Small Arms Survey, the Latin American and Caribbean Parliament (PARLATINO) and the Pan-African Parliament. Moreover, a well-established relationship exists between PFSALW and the IPU, institutionalised in the form of PFSALW’s Permanent Observer Status to the organisation, obtained in November 2021.
5. Transparency, Quality Assurance and Accountability

PFSALW is committed to principles of transparency and accountability, in line with the democratic and inclusive character of the organisation. The principles apply both to the internal organisational and financial aspects as well as the thematic scope and content. Through various communication channels, PFSALW transmits the results of its work and the actions of its Members to the entire membership, partners, donors and the general public alike. In addition, the inclusive character of PFSALW facilitates dialogue with different partners and stakeholders, creating a solid process of communication and accountability that adequately channels the impact and challenges of PFSALW and its Members.

Based on its overall vision and the state of the world, PFSALW has a political relevance and a solid foundation in its global parliamentary membership base. Since its foundation in 2002, the organisation has developed to encompass a broader geographical and thematic scope, and vital results, experiences and partnerships have been achieved.

The effective fulfilment of PFSALW’s work is underpinned by an adequate platform to maximise sustainability of outcomes. To further strengthen its strategic long-term planning, impact and financial management, PFSALW has established policies to regulate financial and administrative practices and principles. Results, risks and challenges are assessed, evaluated and reported on a yearly basis. Narrative and financial reports are provided as stipulated in the agreements with donors. The Board of the organisation has a vital role to play as ambassadors for the organisation and in providing strategic guidance to the Secretariat on the overall thematic and financial situation, being the entity with final responsibility for the organisation.

PFSALW applies a Code of Conduct - a document that guides the behaviour of PFSALW Members, staff, its Board and other stakeholders that interact with PFSALW in order to safeguard a professional, sound and respectful working environment for all involved. The Code of Conduct also aligns to the European Union legislation for General Data Protection Regulation (GDPR) to respect the privacy of all stakeholders involved in PFSALW’s work, only sharing information that is already public. Other vital steering documents, complementary to the Code of Conduct, are for example the Anti-Corruption and Procurement policies. The policies are based on applicable laws and regulations to follow the principles of effective use of resources, promotion of solid administrative routines and transparency in the management of financial resources.

In conclusion, mentioned measures are therefore in place to ensure continued organisational and thematic sustainability and accountability.