

# ***Security When the State Fails; Community responses to armed violence***

**Date: Monday May 30<sup>th</sup> & Tuesday May 31<sup>st</sup>  
Venue: Grote Kerk, The Hague, The Netherlands**

## **General background**

*'Reducing the number of arms is a means to an end, rather than an end in itself – the real objective is not just fewer guns but safer people.'*<sup>1</sup>

In June 2005 Pax Christi Netherlands (PXC.NL) shall organise a workshop on community based responses to armed violence. This workshop aims to be a stepping stone for the formulation of community action perspectives on curbing armed violence in the absence of effective state provided security. The workshop assembles civil society security initiatives from a variety of situations, policy makers and academic experts.

The point of departure is the incapacity of various states to uphold their monopoly on legitimate violence in large parts of their territory. In several areas of the globe, protection of life and property has become a vital concern of civilians themselves since their state security institutions are inadequately equipped to fulfil their legitimate responsibility for citizen security. Therefore, there is a strong need to examine effective community approaches to change environments that foster armed violence and the spread of small arms.

While some existing responses to insecurity may be non-violent, most consist in countering threats from those perceived as risking one's security. Situations where the state leaves its security mandate to other actors become breeding grounds for the uncontrolled proliferation of small arms and light weapons. The problem of small arms proliferation & diffusion, figuring high on the international security agenda, is directly linked to a lack of state capacity to play its role as the legitimate security actor.

*"...small arms proliferation has the potential to undermine government legitimacy. As mentioned, the proliferation of small arms has strong destabilising elements. However, increasing crime and insurgency, fuelled by the availability of small arms, is not likely to cause immediate chaos. Instead, the process of undermining government legitimacy will be gradual and in turn, this regression will certainly affect susceptible countries' economic performance."*<sup>2</sup>

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<sup>1</sup> Don Hubert, Small Arms Demand Reduction from a Human Security Perspective, *Human Security Bulletin*, October 2002, Vol 1 No 3.

<sup>2</sup> R.E. Bedeski, A. Andersen, S. Darmosumarto, *Small Arms Trade and Proliferation in East Asia: Southeast Asia and the Russian Far East*, Institute of International Relations: University of British Columbia, September 1998. Working Paper No.24.

Selected grass root organisations are asked to provide case studies elaborating (in)security situations and community responses to these threats.

Different situations of (in)security can be distinguished in the relations between the state, community (in)security and the proliferation of small arms. Based on its field experience Pax Christi Netherlands has provisionally identified seven situations of community (in)security.

**1. Communities in a context of armed conflict**

- *Sri Lanka* – James Arputharaj (Cordaid Sri Lanka)
- *Southern Sudan* – Paul Pitia Benjamin (Rev. of the Episcopal Church of the Sudan Diocese of Juba)

**2. Communities shifting from conflict to peace under supervision of international forces**

- *Cambodja* - HUOT Thavory (Working Group for Weapons Reduction)
- *Sierra Leone* - Eamonn Hanson & Paul Thuray (CARE International Sierra Leone)

**3. Refugee camps disconnected from state provided security**

- *Libanon* – Mahmoud El-Ali (Aidoun)
- *Atjeh* – Itor Lacomba (Cardi Indonesië)

**4. Communities in relevant peace disconnected from state provided security**

- *Noord-Uganda* – Romano Longole (Kitido Peace Initiative)
- *Noord-Kenia* – Augusta Muchai (Security Research Information Center)

**5. Communities coping with militia's and warlords**

- *Philipijnen* - Cesar Villeneuve (Pax Christi Pilipines)
- *Congo-Ituri* - Flory Kayembe (Groupe de recherche et d'information sur la paix et la sécurité)

**6. Communities dealing with private armies / professional substitutes of state security**

- *Papua Nieuw Guinea* - Kris Hakana (Leitana Nethan Women's Development Agency)
- *Selected overview of private security / armies activities* – Khareen Pech (independent researcher)

**7. Urban communities dealing with armed violence**

- *South Africa* – Judy Bassingthwaighte (Gun Free South Africa)
- *El Salvador* – Luis Romano (Homies Unidos)

## Objectives of the Workshop

The objectives of the workshop read as follows:

**A)** *To analyse and articulate how, where and why people are affected by the intermixture of state failure, citizens' insecurity and small arms proliferation and diffusion.*

Among practitioners, academics and other field related experts:

- A.1.** Facilitate the exchange of information on - and analyses of - particular instances of the intermixture of state failure and arms proliferation.
  - A.2.** Expose and exchange information on typical state response and typical community responses to state failure.
  - A.3.** Generate principles and strategies leading to the enhancement of community security through, among others, control over small arms.
  - A.4.** Identify new productive avenues of research to support development of community based security.
- B)** *To identify the role of community based civil society organisations (CSO) and their activities in the field to promote community based security.*
- B.1.** Collect best practices on community based security.
  - B.2.** Articulate and identify root causes of citizens' (in)security.
  - B.3.** Exchange views and strategies on building communities' capacities to make the national security system transparent and based on respect of human rights.
  - B.4.** Define conditions and needs that will enable communities to gradually reduce the number of arms and the size of their local security forces.

## Expected Results of the Workshop

The expected results of the workshop will be:

- A)** Increased comprehension amongst policy makers, governments, international institutions and civil society organisations (cso) on the lethal intermixture of state failure, (in)security and the proliferation of small arms and light weapons.
- B)** A deeper understanding of the successes and flaws of strategies for community based security as a means to curb Small Arms proliferation.
- C)** New productive avenues for research e.g. to further develop the 'freedom of fear' dimension of human security.
- D)** A network of fieldworkers, grass roots groups, academics and other experts who, through research and action, will further explore the problem of community based security and small arms.

- E) New avenues to practitioners, international NGO's, governments and intergovernmental bodies for policy responses to threats to human security.

## Control Arms Campaign

Pax Christi Netherlands has joined hands with NOVIB (OXFAM NL) and Amnesty International NL in leading the Dutch Control Arms Campaign. The first aim of the International campaign is the to establish an Arms Trade Treaty (ATT) that tightly links arms trade to human rights promotion. However, even though a strong ATT is a giant leap in the right direction, it will never bring armed violence with small arms to a full stop. Second, equally important aim therefore is community safety. The PXC.NL Security When the State Fails workshop aims to provide steppingstones for just that; **community safety world wide**.

## Summary of related PXC.NL activities

### Research

PXC.NL conducts research focusing on community safety. Recently PXC.NL started a series of publications titled 'Civil Society Acting on Community Security'. The first four volumes that published so far accumulate some of the relevant written products (e.g. research and conference reports) of PXC.NL thus far. Since the volumes do not yet fully cover all of PXC.NL's work on the subject, more volumes are planned.

### Cross border conferences

In 2001 PXC.NL convened the first of its cross border conferences on the community security and small arms in Jinja, Uganda. This conference addressed community security issues from a cross border perspective, in this case Kenia, Uganda and Sudan. Given the positive feedback from partners and other interested parties, in 2003 PXC.NL organised another cross border conference in Arua, Uganda. Here issues regarding community security where addressed regarding DR Congo, Uganda and Sudan. The results of these conferences will be published as a new volumes in the PXC.NL 'Civil Society Acting on Community Security' series. Plans for a new cross border conference (Ethiopia, Sudan and Kenya) were stalled due to increased tensions in the region. However, new cross border conferences are envisioned.

### The PXC.NL World Map of Failing States

In May 2004 PXC.NL presented its 'World Map of Failing States'.<sup>3</sup> This map presents an overview of the degree of effectiveness of national governments world-wide. As it turns out, in many parts of the world, particularly in developing countries, the government cannot uphold her monopoly on the legitimate violence in large parts of its territory. Although the underlying reasons may vary, in all these parts citizens live in constant fear for their lives and property.

Often, states do not fail completely; but rather loose their control, or never even had control, over parts of their territory. Therefore the map does not divide the world into failed states and successful states. In doing so PXC.NL wants to emphasise that the focus of the debate of failing states is to be on the ongoing but reversible processes of state failure that contributes to or diminishes citizen's security.

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<sup>3</sup> At [http://www.passievoorvrede.nl/upload/worldmap/040513\\_kaart\\_failing\\_states.pdf](http://www.passievoorvrede.nl/upload/worldmap/040513_kaart_failing_states.pdf)  
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## Outline of the Programme

On Sunday may 29<sup>th</sup>, the workshop participants are invited to a reception and a complimentary diner. During other workshop days lunch and dinner is complimentary for those who have registered at registration for these meals.

On the first day the community researcher will present their findings. These are then discussed by the participants. The discussion will be kicked off by a co referent.

The second day consists of workshops. During all workshops the deliberations will address the following issues

1. Best strategies
2. Future research
3. Future action
4. Future policy

## Day 1

Timetable	Activity	Person
9.00-9.15	Registration	
9.15-9.25	Opening address	Jan Gruiters, Director of PXC.NL
9.25-9.40	<b>Key note address</b> A donor perspective on SALW and Development.	Mr. D. Prins (Deputy Disarmament Ambassador NL, q.q. Member of Geneva process on Small Arms)
9.40-10.05	<b>Key note speech</b> Civil Society Acting on Community Security	Dr. Simonse (PXC Horn of Africa / PXC.NL)
10.10-10.55	<b>Experiences from the Field</b> Presentation of case studies: different (in)security situations worldwide.	Presentation Situation 1 : 2 x 12 min. Co-referent: 5 min. / Discussion: 10 min. Total: 45 minutes James Arputharaj – Sri Lanka Paul Pitia Benjamin – Southen Sudan Coreferent:
<b>COFFEE BREAK</b>		
11.15-12.45	<b>Experiences from the Field</b> Presentation of case studies: different (in)security situations worldwide.	<b>Situation 2</b> Huot Thavory – Cambodja Eamon Hanson – Sierra Leone Coreferent:
		<b>Situation 3</b> Mahmoud El-Hali – Libanon Aitor Lacomba – Atjeh Coreferent :
<b>LUNCH</b>		
14.00-15.30	<b>Experiences from the Field</b> Presentation of case studies: different (in)security situations worldwide.	<b>Situation 4</b> Romano Longole – Uganda Augusta Muchai – Kenya Coreferent:
		<b>Situation 5</b> Cesar Villaneuva – Philipines Flory Kayembe – Democratic Republic of Congo Coreferent: Stephen Ellis, ASC Leiden
<b>TEA BREAK</b>		
15.45.17.15	<b>Experiences from the Field</b> Presentation of case studies: different (in)security situations worldwide.	<b>Situation 6 :</b> Kris Hakana - Papua New Guinea Kahreen Pech – South Africa Coreferent: Michael Ashkenazi – BICC Germany
		<b>Situation 7:</b> Judy Bassingthwaighte – South Africa Luis Romero – El Salvador Coreferent:
17.15-17.30	<b>Summary &amp; closing debate Day 1</b>	Simon Simonse (PXC Horn of Africa / PXC.NL)
<b>SPARE TIME</b>		
19.00-...	<b>Complimentary dinner</b>	

## Day 2

Timetable	Activity	Person
9.00-9.15	<b>Summary day 1 and Introduction day 2</b>	Simon Simonse
9.15-9.35	<b>Mid-term address</b> Responsibility to Protect	Bisshop Van Luyn
9.35-9.50	<b>Introduction to WS 1</b>	Cesar Villeneuve (PXC Philippines)
9.50-10.35	<b>Workshop 1</b> The role of SALW in community (in)security.	4 workinggroups Each group represents a crosscut of the participants.
<b>COFFEE BREAK</b>		
11.00-11.15	<b>Presentation &amp; short debate on WS1</b>	By rapporteurs.
11.15-11.30	<b>Introduction to WS2</b>	By Nicolas Marsh (PRIO Norway).
11.30-12.15	<b>Workshop 2</b> The role of civil society in community (in)security.	4 workinggroups Each group represents a crosscut of the participants.
<b>COFFEE BREAK</b>		
12.30-12.45	<b>Presentation &amp; short debate WS1</b>	Rapporteurs.
<b>LUNCH</b>		
14.00-14.15	<b>Introduction to WS3</b>	By Mr. D. Prins.
14.15-15.00	<b>Workshop 3</b> Role of state actors in community (in)security.	4 workinggroups Each group represents a crosscut of the participants.
<b>TEA BREAK</b>		
15.30-15.45	<b>Presentation &amp; short debate WS3</b>	Rapporteurs.
15.45-16.00	<b>Introduction to Closing debate</b>	Derek Miller (UNIDIR)
16.00-17.00	<b>Outlining of and committing to WS recommendations</b> <ul style="list-style-type: none"> <li>• Best strategies</li> <li>• Future action</li> <li>• Future research</li> <li>• Future policy</li> </ul>	All
17.00-17.15	<b>Closing remarks</b>	PXC.NL
<b>SPARE TIME</b>		
19.00-...	<b>Complimentary dinner</b>	