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GENDER GUIDELINES

FOR MINE ACTION PROGRAMMES

March 2010

United Nations



In 2004–05, the Inter-Agency Coordination Group for Mine Action (IACG-MA) endorsed the first UN *Gender Guidelines for Mine Action Programmes* to enhance the integration of gender considerations into UN mine action programmes. The guidelines were developed with the assistance of the International Women's Development Agency (IWDA). This effort followed the launch by DPKO in 2004 of the *Gender Resource Package for Peacekeeping Operations*, which identified key gender issues and provided an overview of how they could be addressed most effectively. The package, designed on the strong foundation of the UN Security Council Resolution 1325 (2000), recommended elaborating detailed guidelines

within each functional work area, to further guide field staff on how to translate gender mainstreaming objectives into their projects.

The UN *Gender Guidelines for Mine Action Programmes* provided one of the first useful models in this regard, and served as a vital tool for gender-conscious decision-making in programme formulation and the identification of good practice and lessons learned in mine action.

The guidelines contained in this document build on lessons learned since the publication of the first set of guidelines and seek to make them more operational and ensure that they continue to be applicable to work in the field in each country and territory.



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Cover image (front): NPA female battle area clearance team in south Lebanon. © Ali Hashisho.

Cover image (back): girls and boys receiving mine risk education in Juba, southern Sudan.

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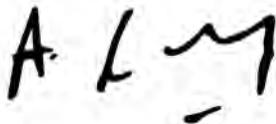
PREFACE

The United Nations (UN) has endorsed the strategies of gender mainstreaming and gender balance to achieve the objective of gender equality. The UN *Gender Guidelines for Mine Action Programmes* are intended to help policymakers and programme personnel incorporate gender considerations into all relevant mine action initiatives and operations. The development of the guidelines has been informed by the Inter-Agency Steering Committee on Gender and Mine Action, a working group of the Inter-Agency Coordination Group on Mine Action (IACG-MA). The Steering Committee is chaired by the United Nations Mine Action Service (UNMAS) and composed of representatives of the Office of the High Commissioner for Human Rights, the Office of the High Commissioner for Refugees, the United Nations Children's Fund (UNICEF), the United Nations Development Programme (UNDP), the United Nations Office for Disarmament Affairs, and the Department of Peacekeeping Operations (DPKO)/Best Practices Section.

The guidelines in this document build on and are an update to those formulated and endorsed by the IACG-MA in 2005. In addition, they reflect a broad consultative process, during which UN programme and Headquarters' staff, as well as a large number of UN partners, including representatives of national mine action authorities, provided valuable input on lessons learned and examples of best practices, as well as recommendations for improvements to the guidelines. The revised guidelines provide practical examples of gender mainstreaming challenges and successes from programmes across mine-affected countries, to facilitate lessons and knowledge sharing and to ensure the guidelines are applicable to the field context. All of these contributions informed the revised guidelines, making them more operational. It is hoped that these revised guidelines will be a useful tool for the continued mainstreaming of gender in all pillars of mine action and at all stages of the programme process.

Experience of the first version of the guidelines reveals that mainstreaming gender in programming leads to better outputs in mine action. The first version of the guidelines was discussed during a series of global field consultations organised by the IACG-MA Steering Group on Gender and held in Dubai (2006) and Nairobi (2007) and at the United Nations Logistics Base (UNLB) (2008), as well as in smaller framework contexts such as regional workshops and bilateral consultations. Furthermore, the purpose of these guidelines is not only to 'check boxes' but to enhance mine action work through the use of developed information and tools, to provide better services to all beneficiaries in the communities, and to ensure that mine action has an equal impact on women, girls, boys and men and to ensure that women and men have improved access to decision-making roles related to the prioritisation of mine action programmes.

Feedback on implementation of the guidelines at the programme level has enabled some refinement to make them more user-friendly, including the addition of a set of practical examples of implementation, a set of troubleshooting checklists, and a collection of case studies, all covering various mine action activities. Moreover, field surveys carried out during 2009 to monitor the implementation of the *United Nations Inter-Agency Mine Action Strategy: 2006–2010*¹ and to collect data to inform the 2009 *Assistance in Mine Action: Report of the Secretary-General*² have been used (and will continue to be used) as feedback mechanisms to measure progress in the implementation of gender-sensitive mine action projects. ■

A handwritten signature in black ink, appearing to read 'A. L. Roy'.

Alain Le Roy

Under-Secretary-General for Peacekeeping Operations

Chair of the Inter-Agency Coordination Group for Mine Action Principals

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Numerous people assisted with the research for and the production of these guidelines. The following members of the project's peer review group—comprising field practitioners and other experts from the Department of Peacekeeping Operations (DPKO), the International Campaign to Ban Landmines, the Office of the High Commissioner for Human Rights (OHCHR), the Norwegian Refugee Council (NRC), the Office for the Coordination of Humanitarian Affairs (OCHA), the Swiss Campaign to Ban Landmines (SCBL), the United Nations Development Programme (UNDP), the United Nations Children's Fund (UNICEF) and the United Nations Mine Action Service (UNMAS)—each supplied practical suggestions based on careful assessments of the drafts: Shaza Ahmed (UNMAS), Klelija Balta (UNDP), Justin Brady (UNMAS), Eirin Broholm (OHCHR), Kate Burns (OCHA), Arianna Calza Bini (SCBL), Shahrinisso Davlyatova (UNDP), Rana Elias (UNMAS), Amela Gaganovic-Tutnjevic (UNDP), Shadin Goussous (UNDP), Sara Greenblatt (ODA), Tammy Hall (UNMAS), Susan Helseth (UNMS), Alexandra Hiniker (UNDP), Eirin Hollup Broholm (UNHCR), Zebo Jalilova (UNDP), Olaf Jurgensen (UNDP), Sadio Kante (UNMAS), Vladimir Kmec (UNMAS), Jose Neil A.C. Manzano (UNDP), Hala Marzoog (UNMAS), Åsa Massleberg (SCBL), Julie Myers (UNMAS), Yuka Ogata (UNDP), Kent Paulusson (UNDP), Allan Poston (UNDP), Madelaine Rees (OHCHR), Elena Rice (UNMAS), Steven Robinson (UNMAS), Melissa Sabatier (UNDP), Nika Saeedi (UNDP), Toril Skjetne (NRC), Kai Peter Stabell (UNDP), Keita Sugimoto (UNDP), Naoko Takasu (UNDP) and Martina Tomassini (OCHA).

The following members of the Peacekeeping Best Practices Section, Fabrizio Damiani, Kyoko Ono, Thanda Thanda, helped inform the Gender Learning Cycle, the Pilot Gender Community of Practice as well as ensure consistency

of style and format of the guidelines. Particular support has been consistently provided by Ilene Cohn (OROLSI) and Maxwell Kerley (UNMAS).

Numerous other national and international mine action practitioners and members of national mine action authorities also contributed their expertise to the early stages of the review of the guidelines by informing the Stocktaking Workshop on Good Practices and Lessons Learned Mainstreaming Gender in Mine Action Programmes held at the United Nations Logistics Base in Brindisi (UNLB) in 2008 and the Regional Workshop on Gender Mainstreaming in Mine Action held in Geneva in 2009.

Finally, thanks go to the Inter-Agency Steering Committee on Gender and Mine Action, chaired by Gabriele Russo (UNMAS), and its members: Sharif Baaser (UNICEF), Dominique Bush (OHCHR), Lydia Good (UNDP), Clare Hutchinson (DPKO), Gustavo Laurie (UNMAS), Maya Lindberg Brink (UNDP), Hideki Matsuno (ODA), Christine Tobler (UNHCR) and Maria Vardis (UNDP). ■

INTRODUCTION

Member states have requested that the Secretary-General ensure that all UN programmes pursue the strategies of gender mainstreaming and gender balance. Gender mainstreaming is ‘the process of assessing the implications for women and men of any planned action’.³ It focuses attention on guaranteeing that the concerns and experiences of individuals of both sexes are taken into consideration in the design, implementation, monitoring and evaluation of programmes.

Mines and explosive remnants of war (ERW) pose a significant threat to the lives, well-being and socioeconomic development of individuals (women, girls, boys and men) and communities in more than 40 countries worldwide.⁴ These guidelines are intended to help ensure that gender perspectives are incorporated into mine action programmes. It is hoped that this effort, undertaken to facilitate the application of the UN system-wide policy on gender mainstreaming and gender balance, will contribute to the evolution of more efficient, cost-effective, and culturally appropriate mine action programmes.⁵ ■

PURPOSE AND SCOPE

These guidelines have been developed primarily to help UN mine action field-based personnel and Headquarters' staff to mainstream gender considerations and to strive for gender balance in the planning, implementation and evaluation of UN mine action programmes.

They are also aimed at national and international implementing partners, national authorities, and other relevant national and international counterparts, including the donor community and non-governmental organisations (NGOs). It is hoped that the guidelines will also be of use to other mine action stakeholders, such as the International Committee of the Red Cross (ICRC), the Geneva International Centre for Humanitarian Demining (GICHD), and academic institutions.

These guidelines are informed by the findings of a number of consultations on good practice and lessons learned in the field, making them more accessible and operational. A Peer Review Group⁶ assessed the draft revised guidelines, offering further input and suggestions.

Finally, these guidelines are designed to assist mine action programmes and national authorities to fulfil their obligations under UN Security Council Resolution 1325 (31 October 2000),⁷ the Department of Peacekeeping Operations/Department of Field Support (DPKO/DFS) *Policy Directive on Gender Equality in United Nations Peacekeeping Operations*, the Millennium Development Goals and other relevant documents, including national action plans. ■

RATIONALE

In 2005, the United Nations IACG-MA adopted its first *Gender Guidelines for Mine Action*. Subsequently, these guidelines have proved a valuable tool for both Headquarter and field staff. Nevertheless, gender mainstreaming is undertaken in very different environments and with different context specific challenges. To support implementation by all mine action employees, the guidelines need to be operational and practical and continuously build on and incorporate lessons from the field.

The revised gender guidelines in this document draw on broad consultations with a large number of stakeholders and provide specific examples of how challenges have been approached across different country programmes. The role played by representatives of national programmes and international implementers and UN field practitioners in the mine action sector in revising the guidelines has been of great importance in making sure that they remain relevant and applicable to the end-user and have an impact on implementation and the outcomes achieved.

Those who participated in the field consultations that informed these guidelines produced an extensive list of challenges to gender mainstreaming. They include the different levels of literacy, security and freedom of movement of women, girls, boys and men, the exclusion of women, girls and boys from consultations leading to project prioritisation, the lack of participation of women in decision-making processes in their communities, and a shortage of affirmative action policies in recruitment practices.

Programme personnel and practitioners consulted agreed that the added value of ensuring that women, girls, boys and men have equal access to and participate in mine action programmes as beneficiaries, employees and decision-makers is tangible and has ensured better programmes that benefit the community as a whole.

Practitioners also agreed that including a gender perspective in mine action programming has promoted gender equality in beneficiary communities, thus reducing overall social injustice and discrimination based on gender. The systematic increased engagement of both women and men in mine action programmes as employees and decision-makers ensures that more women are able to contribute to the establishment of a more peaceful and stable society.⁸

In addition, since the adoption of the first set of guidelines in 2005, mine action practitioners and gender focal points have attended global workshops in Dubai (2006), Nairobi (2007) and UNLB (2008) to identify common strategies for mainstreaming gender in the design and implementation of mine action programmes. The discussions of these practitioners and decision-makers resulted in the adoption of the Gender National Action Plan model (hereafter Action Plan), adapting it to the context of each country. Action Plans have been implemented over the past two years with encouraging results, as illustrated by feedback and interventions during the 2008 National Directors and United Nations Advisers meeting in Croatia and Slovenia.⁹ Lessons drawn from this process have been useful in further improving the gender guidelines.

Parallel to UN efforts, the Swiss Campaign to Ban Landmines (SCBL)¹⁰ conducted global research in 2007 on the importance of gender in mine action and gathered data on its impact and effectiveness. The resulting report, *Gender and Landmines: From Concept to Practice*,¹¹ is part of a programme designed to empower and enhance the capacity of women's organisations in mine-affected countries and to advocate with donors, governments, and practitioners. During its research, the SCBL also noted that many gender initiatives had already been implemented but that practical examples of implementation were not being shared sufficiently and therefore did not inform the learning process.

The *Gender Guidelines for Mine Action Programmes*¹² complement the *United Nations Inter-Agency Mine Action Strategy: 2006–2010* and assist policymakers and field personnel in incorporating a gender perspective in mine action initiatives and operations and thereby improve mine action programming and outputs. The guidelines also complement gender approaches developed by each agency within their broader mandates.¹³

Progress made in gender mainstreaming in mine action thus far is illustrated in the 2009 *Assistance in Mine Action: Report of the Secretary-General*.¹⁴ In this report, the Secretary-General encouraged 'member states to continue



▲ Prosthetics ready to be used by landmine victims. © UNDP.

their efforts to ensure that mine action programmes have an equal impact on women, girls, boys and men and that all enjoy equal access to mine action as employees and beneficiaries, and as such, that both women and men have a decision-making role in mine action in their respective communities'. Consequently, it is crucial that good practices pertaining to gender are transferred equally to and fully embraced by national authorities. ■

Gender: a priority area for the United Nations

The *United Nations Inter-Agency Mine Action Strategy: 2006–2010* states explicitly that 'United Nations mine action work plans will address the impact of mine action on women, girls, boys and men and seek to involve them to the extent possible in the planning and implementation of mine action initiatives'.¹⁵

Finally, *Mine Action and Effective Coordination: The United Nations Inter-Agency Policy* lists gender equality in mine action as one of the common positions. In particular, it 'requires the mainstreaming of a gender perspective into all policies and programmes in the United Nations System'.¹⁶ It goes on to underline that the 'United Nations takes the distinct capabilities, needs and perspectives of women, girls, boys and men into consideration in the design, implementation and evaluation of all aspects of its mine action programmes and encourages its partners to do the same'.¹⁷ ■

GENDER GUIDELINES IN MINE ACTION¹⁸

The guidelines address issues pertaining to four of the five main pillars of mine action: demining; mine risk education; victim assistance; and advocacy. While the fifth pillar, stockpile destruction, might offer opportunities to advance the goal of gender equality, no relevant gender considerations have emerged as yet warranting inclusion in the guidelines. In all of these aspects, the UN can help to ensure that the guidelines are implemented in such a way as to enhance access and participation by women, girls, boys and men. In addition, the guidelines may prove instrumental to governments in developing partnerships with civil society, international bodies, the donor community and other relevant entities.

The recommendations included in the guidelines reflect good practice in specific contexts and, while indicative of considerations to be borne in mind by mine action programme personnel, will not be directly applicable in all circumstances. The guidelines should be adapted to the local context.



▲ Farmer herds livestock received through victim assistance. © UNDP.

1. Demining

Demining involves surveying to gather mine-related information, the mapping and marking of contaminated ground, and the release of land through survey or clearance.

Gender considerations in demining

Women, girls, boys and men often have distinct gendered roles and responsibilities within a community. Consequently, their exposure to and knowledge of any possible mine/ERW threats will differ. Mine action personnel must therefore seek input from individuals representing all gender and age groups in each mine-affected community to obtain comprehensive and accurate information for surveying, mapping and prioritising clearance. The following considerations are recommended when planning demining activities:

- **Gather information at times and locations convenient for all individuals.** Coordinate creative, proactive efforts to procure information from women, girls, boys and men. Conduct meetings at times and locations conducive to the participation of males and females in separate or mixed groups, de-

Gender inclusive planning and prioritisation

In Cambodia, training on gender and facilitation was held in 2008 for the provincial mine action planning unit (MAPU) established by the governors of mine-affected provinces. At the training, participants involved with planning and prioritisation meetings learned how to work with both male and female beneficiaries. Findings were then shared with national officials. Furthermore, a pilot project involving community organiser training took place to help village chiefs gather information from all sources, including women. Meetings were broadly inclusive, ranging from 45–65 persons. Women actively participated in and/or led a majority of the meetings. Village chiefs from pilot target villages brought village maps and forms to the MAPU meeting in the Sdau Commune, and reported that these had helped them to complete MAPU prioritisation forms and represented a broader range of villager views on minefield prioritisation. Village chiefs from non-target villages did not hold any type of village meeting prior to the MAPU commune-level minefield identification meeting. Building on the positive experience of this exercise, the Cambodian Mine Action Authority (CMAA) will encourage village chiefs to hold inclusive meetings before they attend commune-level meetings. The CMAA has developed instructions for the village chiefs, asking them to host meetings with male and female participants to broaden participation. ■

Expanding the perception of gender roles

Throughout Jordan's history, employment opportunities for women in mine clearance have been limited by local customs and the cultural context. Along the country's northern border, NPA has taken a small step towards expanding the income-generating opportunities for women living in one of the poorest parts of the country. Apart from the material benefits associated with employment as a relatively well-paid NPA deminer, women have become more empowered and traditional roles have been redefined, in the family as well as in the community. The NPA worked carefully with local community leaders and explained the hazardous and difficult work that the female deminers would undertake on a daily basis. In October 2008, 38 women were accepted for deminer training: 16 passed and 10 were eventually offered a position on one of the few female demining teams working in the world today. The deminers' backgrounds ranged from university graduates to farmers and housewives. In 2010, the NPA will launch a mine detection dog handler school. Several women have already expressed interest in becoming dog handlers. This would represent a new milestone in the industry and for the women of Jordan. ■

pending on the local context. Consider whether women are represented among those groups typically consulted by mine action personnel, such as local authorities, senior military personnel, government administrators, or community groups. Even if women are present in these groups, also seek information from women who are not in leadership positions.

- **Gather information from women and men about the location and impact of the threat and the projected use of cleared land.** In addition to discerning the location of suspected mines and ERW, it is important to collect the views of women and men on how suspected mined areas obstruct daily life, how clearance could improve life in their community, and how different sectors of a community plan to use cleared land. In training survey teams, highlight the need to draw such information from both women and men, and include examples of the different methodologies recommended to find out about the knowledge, views and aspirations of each group. Disaggregate all data collected from informants by sex and age, providing a clear indication and social analysis of the activities that put them at risk, the activities curtailed owing to the presence of mines or ERW, and the activities that, ideally, from the informants' perspectives, would be conducted on the land in question if it were cleared.



▲ Opani Mary, team leader of the NPA all-female demining team, in Bungu, southern Sudan.
© Elena Rice, UNMAS.

- **Seek to achieve a gender balance on survey and clearance teams.** Engaging women to serve on survey teams can help to ensure the participation of female community members in the information-gathering discussions. Take appropriate steps to make sure that vacancy announcements for survey and demining job opportunities are accessible to women and men and do not contain requirements that unnecessarily discourage female applicants or preclude their employment. Experience from a number of field programmes indicates that women can demine just as well as men. Moreover, gender-balanced mine action teams benefit the community as a whole by ensuring a more coherent and multidimensional response to the different needs of women, girls, boys and men affected by landmines. Female deminers can also serve as role models to other female community members. These examples encourage affirmative action towards women, with the aim of making the traditionally male-dominated mine action sector more gender balanced. Hence, affirmative action measures geared towards enhancing the role of women in mine action are at the basis of many of the recommendations made in these guidelines.

Equal pay for equal work

In Sudan, deminers earn between \$250 and \$400 per month. The salary scale is fixed by the South Sudan Demining Authority, to ensure a fair wage across NGOs and commercial contractors working in the country, and to avoid staff poaching, which is all too common. It may not seem much, but in the difficult context of south Sudan, where teachers and members of police forces only get paid every few months, it is a stable and regular income source. And for the women at the NPA, the job is accompanied by a maternity cover package of three months' leave. During and after pregnancy, the women work in the operations centre and radio room. This time is used also to receive additional computer training, enabling them to return to the minefield after six months of maternity leave with new knowledge and skills. The work is a source of pride for the women and their families, who acknowledge the public service they are performing. 'We suffered a lot during the war and I like my work because I want to serve the people of Sudan', stated Opani Mary, a female demining team leader. The NPA is ready to deploy its second all-female team: a survey unit. In the meantime, Opani and her team will continue to clear the minefields, a hands-on contribution to making south Sudan a safer place for their children. The NPA Programme Manager proudly noted that: 'Women are very accurate and very organised. They don't get drunk as the men often do and you don't have any problem with them. Over the past two years, they are the teams that have found the most mines'. ■

- Finally, when releasing land, it is paramount that **both women and men are involved in the land release process** (investigation, decision-making, and handover) **and have access to and benefit from the use of released land**. Be sure to include women and men in completion signing ceremonies. As an example, in south Lebanon, once land is cleared, the community liaison team asks landowners (mostly males) to sign the completion certificate. Given that the land is being utilised by all family members, the clearance team encourages wide participation, including women and girls, every time community liaison members coordinate a meeting with landowners and community beneficiaries to sign the completion and officially hand over the cleared land.

Policies on sexual exploitation and abuse

Mine action activities should not adversely affect local communities. The presence of mine/ERW survey or clearance teams in impoverished mine-affected communities could potentially be a catalyst for sexual exploitation or abuse of women and children at risk in the local population, which could also foster the transmission of the human immunodeficiency virus (HIV) and other sexually transmitted infections.

All UN staff, including peacekeeping personnel, such as police and military troops, must adhere to the relevant codes of conduct and established procedures for the investigation of allegations of sexual abuse and exploitation. There is a 'policy of zero tolerance of sexual exploitation and abuse in United Nations peacekeeping operations'.¹⁹

UN mine action personnel should inform community members of UN codes of conduct, as described in the *Secretary-General's Bulletin: Prohibition of discrimination, harassment, including sexual harassment, and abuse of authority* and *Secretary-General's Bulletin: Special measures for protection from sexual exploitation and sexual abuse*²⁰, and make all residents aware of the procedures for filing a complaint against UN staff and/or their implementing partners. ■

Prioritisation is a fundamental component of demining activities, which offers opportunities to advance the goal of gender equality. To this end, the process should be as participatory as possible, include the concerns of both women and men, and take into account logistical and donor requirements.

Gender considerations in mine action prioritisation

Making certain that both women and men of different ages and backgrounds are involved in the decision-making process regarding prioritising mine action projects is paramount to their success. A survey was conducted in Afghanistan by female employees who reached 300 female beneficiaries ("Attitudes Towards Mine Action: An Afghan Women's Perspective", Kabul 2009) to understand better the impact of mines and ERW on women's daily lives, and to obtain gender-specific information on the attitudes, knowledge and practices of women in their communities. The survey showed that women are most concerned about minefields within 500 metres of the village centre. The Mine Action Coordination Centre of Afghanistan (MACCA) has thus made such minefields a key factor when determining priorities for clearance. Sudan, meanwhile, is experiencing a shift from government-oriented projects, from an emphasis on restoring infrastructure to a focus on community-oriented projects that take into consideration the needs of both women and men.

In setting priorities, it will also be important to promote inter-agency collaboration to build support and share specific skills, such as gender analysis, and to ensure that messages from different agencies are consistent. Work should also be undertaken with gender focal points and/or gender advisers in other functions in the Mission/Country Team to share experiences and to build effective partnerships in order to advocate with governmental and civil society actors.

To ensure gender sensitive prioritization all prioritisation-related activities should be properly timed and take into consideration the different workloads that women have vis-à-vis men in the community. In south Lebanon, for example, once the initial assessment for mine clearance has been conducted, survey teams communicate with all members of the community informing them of the timeframe for full clearance. Meanwhile, further assessments are carried out to check activities against the annual harvest cycle to ensure that the timing of activities takes into account the needs of women and men given their responsibilities and occupations.

Where this is required by the cultural contexts, female outreach should be carried out by women. In all other contexts, male employees should be ready, willing and able to involve women in their consultations. In order to hire personnel with the necessary skills, this aspect should be emphasised in the job description when vacancies are announced. Norwegian People's Aid (NPA) in Sudan, for instance, surveyed areas with a male survey team, then returned later with female teams. The result was a significantly more comprehensive data set.

Mixed survey teams could also be considered. In Bosnia-Herzegovina, the mixed survey formula was a success. In south Sudan, female-only teams (including female drivers and medics) proved a successful formula. In Yemen, thanks to efforts made by the National Women's Committee, up to 30 per cent of the staff employed to conduct the landmine survey were women. Most of the women were schoolteachers. Hiring a husband and wife in cultural contexts that so require has proven helpful in increasing the number of women in the teams. ■

Checklist for gender mainstreaming in demining

Ensure that the most comprehensive gender sensitive and representative information on the threat of mines and ERW is collected from women, girls, boys and men in the affected communities	
✓	Arrange meeting times and locations to encourage the participation of individuals of both sexes.
✓	Collect information from organisations and/or groups representing both males and females.
✓	Train survey/clearance teams in gender considerations, and recommend best practices in collecting data by and from individuals of both sexes.
✓	Assemble survey teams composed of men and/or women, as appropriate, based on the characteristics of the groups to be interviewed.
✓	Disaggregate survey data by sex and age (with boys and girls defined as those under the age of 18).
Ensure that when prioritising areas for clearance, the various needs of adults and children of both sexes are taken into account and that gender aspects are overtly considered	
✓	Collect the distinct views and assessments of men, women, boys and girls by ensuring gender balance among the interviewers. This objective should be reflected in the terms of reference for major surveys.
✓	Specify the sex and age group of interviewers and interviewees in all data analyses.
Ensure that all individuals, regardless of age and sex, enjoy the same level of access to, and benefit equally from, demining activities (including training and employment opportunities)	
✓	Make vacancy announcements accessible to women and men.
✓	Make sure that vacancy announcements clearly identify aspects of the job that might influence women applicants, such as travel requirements or provisions for lodging or childcare.
✓	Encourage the employment of women deminers wherever possible.
✓	Track the sex of training session participants and periodically review whether women and men have equal access to job training opportunities.
✓	Make all possible arrangements to accommodate the needs of both women and men within the work environment.
Ensure that survey/clearance teams do not adversely affect local populations	
✓	Provide information and training to survey/clearance teams on local customs and behavioural codes associated with gender roles, STI prevention, and UN codes of conduct to ensure that expected standards of conduct are observed to prevent sexual exploitation and abuse.
✓	Inform community members about codes of conduct and procedures for registering complaints or allegations of sexual exploitation or abuse.

Demining: obstacles, remedies and suggestions for implementation

Obstacles	Remedies	Examples
Ensure that the most comprehensive gender sensitive and representative information on the threat of mines and ERW is collected from women, girls, boys and men in the affected communities		
Girls and women do not always take part in consultation processes.	Arrange meeting times and locations to encourage the participation of individuals of both sexes.	In Cambodia, meetings organised with village chiefs in 2008/2009 were broadly inclusive. The meetings involved 45–65 persons, and women actively participated in and/or led a majority of the meetings.
Surveys are often conducted by male staff, who, in some cultural contexts, have only access to boys and men.	Collect formation by and from organisations or groups representing both males and females.	In Afghanistan, female staff conducted a second survey in order to reach girls and women, who had been excluded from a previous survey.
Survey/clearance teams are not sufficiently sensitised to the importance of collecting data and information from individuals of both sexes.	<p>Train survey/clearance teams in gender considerations, and recommend best practices in collecting data/information from individuals of both sexes.</p> <p>Assemble survey teams comprising men and/or women, as appropriate, based on the characteristics of the groups to be interviewed.</p> <p>Disaggregate survey data by sex and age (with boys and girls defined as those under the age of 18).</p>	<p>In Sudan, girls and women, who are the ones collecting water, firewood, and working in the field, have quality information on minefields and the presence of ERW. Therefore, female assessment teams are routinely employed to gather information from these.</p> <p>Most programmes have developed forms and templates designed to aid the collection of sex- and age-disaggregated data. Programmes are encouraged to disseminate these templates through the Gender Community of Practice.</p>
Ensure that when prioritising areas for clearance, the various needs of adults and children of both sexes are taken into account and that gender aspects are overtly considered		
In some contexts, girls and women are not included in the prioritisation surveys, including because they are less accessible than men.	<p>Collect the distinct views and assessments of women, girls, boys and men by ensuring a gender balance among the interviewers. This objective should be reflected in the terms of reference for major surveys.</p> <p>Specify the sex and age group of interviewers and interviewees in all data analyses.</p>	A gender study in Afghanistan showed that women are most concerned about minefields within 500 metres of the village centre. The programme has made such minefields a key factor when determining priorities for clearance.

Ensure that all individuals, regardless of age and sex, enjoy the same access to, and benefit equally from, demining activities (including training and employment opportunities)

In some contexts, women and girls tend to be less educated/ more illiterate than men and boys.

UN human resource policies or those of implementing partners are difficult to implement in the field because they place strict requirements on local applicants (i.e. a university degree) and adversely affect women who are often educated differently to men owing to conflict, social constraints, etc.

Consider which qualifications/ criteria are truly required and be ready to compensate with on-the-job training. The requirement for military service often found in vacancy announcements for deminers does not reflect essential experience for a deminer, who will be fully trained from scratch in humanitarian demining and will often not fall back on previously acquired skills.

Gender considerations should be included in contracts with mine action service providers.

In Jordan, an attempt has been made to maintain a balance between well-educated female recruits and less-educated ones from rural areas.

In Western Sahara, gender elements were added to contracts with the local service provider, Landmine Action.

MACCA staff in Afghanistan found that, although women in the country were denied access to formal education during the Taliban era, many women applicants interviewed were able to demonstrate valuable basic and transferable skills and were suitable for employment while others benefited from on-the-job training. The HALO Trust, a United Kingdom-based mine action NGO, uses traditional female skill sets (tailoring) to ensure that they employ female staff (to make uniforms).

Lack of facilities for women and children.

Provide facilities for women and children on the project site.

Providing childcare might enable more women to attend information-gathering sessions.

In Jordan and the Democratic Republic of the Congo (DRC), the provision of a female-only toilet ensured that women did not need to leave the base.

In Sudan, female demining teams have tented accommodation that is separate from male lodgings, reducing the stigma of women working and sleeping away from home.

<p>Advertisements of new employment opportunities and the placement of advertisements are not always well targeted to both men and women.</p>	<p>Encourage women to apply using existing communication tools (radio, notice board, newspapers, committees, word of mouth).</p> <p>Use women's NGOs and women community organisations as channels of communication. In all contexts, female deminers should be encouraged to inform female relatives or peers to apply for upcoming vacancies.</p> <p>Make sure that it is clear that both men and women can apply. Women applicants should be informed about safety in the work environment and in the facilities allocated to them.</p>	<p>In Jordan, posters were placed in locations frequented by women and close to the minefields as a way of recruiting.</p> <p>In Afghanistan, where radio is one of the most popular mediums among women, notices are being issued by radio stations popular with women.</p>
<p>Customs and pre-conceptions about the work may prevent women from applying.</p>	<p>Use visual images of women and men carrying out mine action (if possible) on the vacancy announcement.</p> <p>In contexts where religion is a significant factor in gender dynamics, solutions identified should align with thinking in the community and among religious leaders. Religious teachings can be drawn on where possible to illustrate points. Religious leaders and government officials could also be involved in reaching the public, especially in rural areas.</p> <p>Local committees, mine risk education teams, and community liaison teams should spread the word that the vacancy announcement extends to women and encourage them to apply. Open days for women and families to see and check the location of the work could also be arranged.</p>	<p>In Afghanistan, women are employed in monitoring and MRE, not as deminers, as the cultural context simply does not allow them to work in mixed or single-sex demining teams.</p> <p>In DRC, women are employed locally so that they do not need to travel to camps.</p> <p>In Albania, one clearance team of female deminers has worked for several years for Danish Church Aid.</p> <p>In Lebanon, the Swedish Rescue Services Agency, Norwegian People's Aid and Danish Church Aid all have battle area clearance teams that are mixed or comprise a male team led by female supervisors or a female team led by male supervisors.</p> <p>In Western Sahara, to encourage the deployment of women in this traditional society, Landmine Action made efforts to encourage</p>

	<p>Make informed choices based on a thorough understanding of the particular context, as opposed to making assumptions about locally appropriate behaviour.</p> <p>Employ staff closer to the area of operation so that women do not need to be away from family and households, thus increasing personal security and reducing the need for chaperones.</p> <p>In some cases, equal employment opportunities are simply not feasible.</p>	<p>women to apply for more traditional office positions. After the first woman was hired as an administrator, more women became interested, eventually resulting in many women applying for technical jobs with clearance teams.</p>
<p>Discrimination in the workplace. Women are asked to perform typically female-administered domestic duties in the workplace.</p>	<p>Monitor behaviour and adjust work schedules and habits accordingly.</p>	<p>In the DRC, as a preventive measure, women working for Handicap International take an earlier lunch break than men to avoid expectations that they will cook for the male team members.</p> <p>In Nepal, even though female deminers are in employment, men cook and do other household chores within demining teams.</p>
<p>Legal and constitutional impediments to women working without the approval of a husband, father or male relative.</p> <p>In some contexts, governmental decrees prohibiting discrimination based on religion or sex, or mechanisms for social redress, especially with respect to labour issues and violence against women and children, are weak.</p>	<p>Accord due diligence to contract renewal, particularly for women, to ensure greater job security.</p> <p>Ensure that terms/conditions/job descriptions are clear and simple and contain specific information relevant to women, such as maternity leave, childcare, and retention of employment.</p> <p>Where relevant and possible, link with broader initiatives in the country that work towards inclusion of gender aspects in relevant legal frameworks.</p>	<p>In Jordan, the recruitment process specifically targeted women. When they applied for positions, they arrived with a male relative and were informed about the nature of the work. Then they signed a form indicating acceptance of the physical and social employment conditions.</p> <p>In Sudan, since December 2008, the government has developed mechanisms to report on violence against women and children. These mechanisms are called Family Protection Units and exist in different states. They were set up in response to requirements posed by the new Constitution (2007), which prohibits discrimination based on race, sex, or religious creed.</p>

<p>In traditional societies much of social life is regulated by type of ethnic group, prominent social and religious figures/elders, or tribe affiliation, dictating acceptable social norms.</p>	<p>While at times this reality can affect women negatively, it can also become a tool that women can use to win the support of an entire tribe and therefore enhance their role in mine action.</p>	<p>In Afghanistan and Sudan, the support of extended families was sought to employ female family members in a local mine action programme, if necessary by developing extra budget lines to cover the cost of chaperones (including for travel to workshops or for attending training sessions) or by hiring a male family member. In Afghanistan, it proved cost-effective to employ married couples to work together.</p> <p>In Western Sahara, Landmine Action has mixed battle area clearance/Explosive Ordnance Disposal teams. With clear and transparent training courses and testing regimes, women members of the teams are seen as just as competent as the men—in one case serving in a supervisory role.</p> <p>In south Sudan, it was found that the benefits of additional income often outweighed the social constraints associated with women working as deminers.</p>
<p>In some cases, health insurance benefits offered to staff are insufficient for women.</p>	<p>Develop more field-sensitive human resource policies. For example, policies that favour longer-term contracts aimed at boosting recruitment and the retention of women.</p> <p>All staff should be aided in benefiting from equal human resource policies and practices. Ensure that health plans offered to staff members adequately cover women's health issues.</p> <p>Transportation to the workplace should be provided (if necessary by female drivers) to those who need it for security or cultural rea-</p>	<p>A field survey on female national staff in DPKO/DFS missions was conducted in 2006. It resulted in a policy dialogue within DPKO/DFS aimed at conducting a gender revision of existing human resource policies and/or eliminating obstacles that hinder the recruitment and retention of women in particularly affected missions.</p> <p>In south Sudan, pregnant women working in the field are offered desk or support jobs so that they can remain at work longer and develop other skills (administrative, computer literacy, etc.).</p>

	<p>sons. Staff should also be allowed to carry out their religious duties.</p> <p>Make sure that women and men are informed of and understand their rights, e.g. to maternity and paternity leave, and devise measure that allow pregnant women to remain in the job longer without impacting negatively on the programmes (rotating staff from field to desk jobs).</p>	
<p>Government representatives are yet to be sensitised to incorporating gender perspectives in long-term policies and plans.</p>	<p>To ensure that political barriers are removed, it is necessary to work in partnership with ministries, such as a department of women's affairs or social welfare, and enable them to work closely with the departments of defence and the interior.</p> <p>Sensitise government representatives to the use of gender as a resource mobilisation tool.</p> <p>Engage with women's NGOs in a manner that enables them to drive forward gender issues.</p>	<p>In Cambodia, the <i>Gender National Technical Guidelines</i>, part of the legal framework in place, influence operations and the development of mine action strategies.</p> <p>In the Action Plan for Lao People's Democratic Republic, one key activity identified is that of revising and reviewing National Standards and Standard Operating Procedures to reflect gender perspectives.</p> <p>In south Sudan, female demining teams attract far greater donor interest than the minimal extra costs associated with deploying the teams.</p> <p>In Bosnia-Herzegovina, an expert from the national gender agency worked in partnership with the Mine Action Centre on a gender-sensitive evaluation of documents and procedures.</p>
<p>No national-level legal instruments.</p>	<p>In partnership with the United Nations Country Team or other agencies, help the local government in designing national-level legislation.</p>	<p>In Nepal, all government offices (including the army, which is the only demining implementing partner) must employ 33 per cent of women in their workforce.</p>

Ensure that survey/clearance teams do not adversely affect local populations

Newly deployed international personnel may be unaware of local customs and their behaviour when approaching local populations may be considered inappropriate.

Provide information and training to survey/clearance teams on local customs and behavioural codes associated with gender roles, STI prevention, and UN codes of conduct to ensure that expected standards of conduct are observed to prevent sexual exploitation and abuse.

Inform community members about codes of conduct and procedures for registering complaints or allegations of sexual exploitation or abuse.

Security Council Resolution 1820 and the *Secretary-General's Bulletin: Prohibition of discrimination, harassment, including sexual harassment, and abuse of authority* and *Secretary-General's Bulletin: Special measures for protection from sexual exploitation and sexual abuse*²¹ offer clear guidance on the issue of sexual exploitation and abuse.

2. Mine risk education

Mine Risk Education (MRE) refers to activities aimed at raising awareness and promoting behavioural change among members of communities affected by mines and ERW in order to reduce the risk of injury by such devices. This is an area in which gender has been mainstreamed most successfully.

Gender considerations in MRE

- **Collect and analyse data and information that reveal the distinct at-risk behaviour of women, girls, boys and men.** Casualty data should indicate the specific activities that led to accidents and should be disaggregated by age and sex, making it possible to derive a more accurate assessment of mine/ERW risks and to discern any patterns of at-risk behaviour specific to particular sex and age groups. This analysis should inform the targeting of certain audiences with tailored MRE messages.

Ethiopia: case study on gender mainstreaming and its impact

In most mine-affected communities of Ethiopia, the roles of women often include collecting firewood, searching for potable water and undertaking most home-related activities on behalf of their families. Due to the unique knowledge acquired, women will often be able to identify different landmine-contaminated areas. So, the participation of women, as well as men, in survey processes becomes especially important in pinpointing mined areas that negatively affect communities. Moreover, women also participate in the prioritisation of identified mined areas for clearance by the Ethiopian Mine Action Office (EMAO). After the handover of mine-free land to communities, women are engaged in different developmental activities, along with men, to help boost their levels of income and welfare, such as farming and herding. The EMAO aims to ensure that all individuals at risk have access to culturally appropriate forms of community liaison and MRE that specifically address the specific behaviours putting them in danger. The unique nature of the different regions, and related differences in what constitutes appropriate approaches from a gender perspective, are taken into consideration when providing MRE in each location, including the selection of suitable venues and the mixture of target audiences. Women are involved in organising assessment and planning, as well as dissemination, of MRE. From May 2002 until September 2009, around 162,000 women and girls were engaged in community liaison and received MRE from EMAO. Every day, EMAO makes efforts to ensure high participation of vulnerable groups of adults and children of both genders in community liaison and MRE activities. ■

Lebanon: advocating equal employment opportunities

In Lebanon, an overwhelming number of civilian casualties are male: 94 per cent up to September 2008. This underlines the importance of gender considerations in MRE and victim assistance. The Lebanon Mine Action Center (LMAC) and mine action NGOs have incorporated gender considerations and emphasised the role of females in all mine action pillars. In south Lebanon, equal employment opportunities are offered to males and females within the mine action sector. More than 50% of recipients of victim assistance are women, a strictly female clearance team has been set up and more than 50% of the medics now working for the NPA are female. Gender-balanced employment in mine action in Lebanon allows MRE messages to be communicated appropriately to men, women, boys and girls in an environment where the mixing of people of different sex is not very common. At the same time, it makes it easier for women to sustain a quality and independent livelihood. ■

- **Collect and analyse data and information that reveal the distinct attitudes held by women, girls, boys and men with regard to mine/ERW risks and threats.** Endeavour not only to obtain factual data on casualties and to identify patterns of at-risk behaviour, but also to determine the depth of knowledge and particular attitudes about mine/ERW risks and threats among each of these groups. When MRE teams conduct house-to-house inquiries, the various family members provide different answers to the same questions about mine/ERW threats. Aim to obtain this information in mixed or segregated settings, as appropriate, to ensure that

Eritrea: female volunteers spread the message about the risk of mines

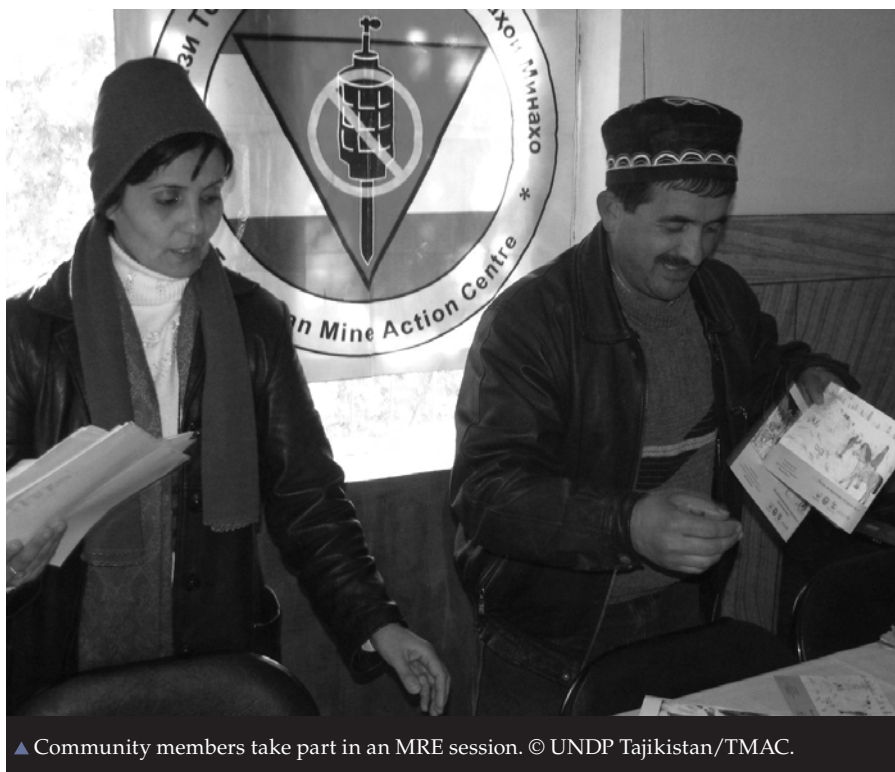
Raising community awareness about the threat posed by mines and explosive remnants of war (ERW) through community-based mine risk education (MRE) is one of the most significant interventions in Eritrea. Community-based volunteers are trained in MRE in order to educate and raise knowledge in communities about mines and ERW. They serve as a key mine action community liaison point. Since the launching of voluntary community-based MRE activities, women have demonstrated more effectiveness than men in raising awareness of the effects of mines and ERW. This is particularly important in communities where there are religious and traditional sensitivities that prohibit men from contacting and mixing with women. Under such circumstances, the women spread the messages effectively while respecting the communities' norms and values. This is a valuable lesson that is now being replicated in other mine action activities in the six administrative regions of Eritrea. ■

Tajikistan: establishing a common understanding on gender

The Tajikistan Mine Action Centre (TMAC) implemented a project on gender mainstreaming in MRE from April–September 2008, which succeeded in establishing a common understanding of the need for gender equity among all MRE stakeholders. Cascade training on the risk of mines and ERW and ways to minimise these risks was provided with the objective of developing gender awareness among government structures and relevant local organisations. The sessions paved the way for improving methods of promoting and teaching gender sensitivity within MRE, and especially increasing awareness of the issue in traditional Tajik villages. Promotion of gender mainstreaming and gender balance in the national MRE programme enhanced the participation of men, women, boys and girls. TMAC is currently developing and publishing dissemination material on gender issues in mine action. Proper materials and guidelines on these issues will help MRE volunteers to raise awareness among community members and will help schoolteachers to educate at-risk rural children (boys and girls) about the dangers of mines and ERW. Taking into account the outcomes of gender mainstreaming activities and the recommendations of the community representatives involved, TMAC developed its plans and projects with the aim of providing equal opportunities to all groups in the community. ■

safety messages address risky forms of behaviour and propose realistic solutions. MRE materials should accurately portray the risks facing and the roles and behaviours of adults and children of both sexes.

- **Credible messengers should be used to convey appropriate MRE messages to individuals of both sexes.** Whether the target audience understands and responds to a particular message often depends on how the message is conveyed. For example, sports figures and other celebrities, mothers, and mine/ERW survivors can be effective and credible MRE messengers for different target audiences. When planning MRE, take into account differences in literacy, mobility, and access to various communications media among women, girls, boys and men.
- **Consider the availability of women, girls, boys and men when planning the venue for and the timing and composition of MRE meetings.** Keep relevant logistical considerations in mind when organising MRE activities so that females and males can assemble in separate or mixed groups to hear messages or participate in assessments and planning. Take care to select times and locations that do not require that members of target audiences miss work or school or neglect daily tasks.



▲ Community members take part in an MRE session. © UNDP Tajikistan/TMAC.

- **Seek to verify that women, girls, boys and men fully understand the MRE messages presented.** Illiterate participants require special attention in this regard. Take note of the sex and age of participants in MRE sessions to help monitor the extent to which all sectors of an affected community are being reached.
- **Strive for gender balance among MRE trainers.** Assemble male and/or female MRE training teams to help ensure access to individuals of both sexes in affected communities. Make vacancy announcements accessible to women and men, and take positive steps to encourage female applicants. In the light of restrictions women candidates and staff may face, including difficulties travelling to interviews and work, consider allowing family members to accompany MRE trainers travelling long distances. Consider the provision of childcare, when warranted. Note that the majority of victims are male, and endeavour to use victim data to inform targeted MRE to men most at risk (such as truck drivers).

Checklist for gender mainstreaming in mine risk education

Ensure that groups at risk are appropriately identified	
✓	Collect casualty data disaggregated by sex and age.
✓	Validate data disaggregated by sex and age through community consultations with men, women, boys and girls.
✓	Analyse casualty data to determine which population groups (identified according to sex and age) are most at risk.
✓	Gather information on the attitudes and behaviour of men, women, boys and girls and on their knowledge of mine/ERW threats to determine how at-risk behaviour might be modified within these groups.
Ensure that all affected women, girls, boys and men have equal access to culturally appropriate forms of MRE that specifically address those activities that put them at risk	
✓	Present MRE materials that accurately portray the risks facing and the roles and behaviours of men, women, boys and girls.
✓	Use appropriate messengers (such as same-sex trainers, peers and respected authorities) to convey MRE messages to specific target audiences.
✓	For all MRE activities, choose times, venues and modes of communication that are convenient and appropriate for the targeted groups (for example, radio messages might be most effective for illiterate communities or those without access to print or video media).
Enhance the participation of at-risk women, girls, boys and men in MRE initiatives	
✓	Planning, monitoring and evaluation of MRE activities must involve women, men, and, to the greatest extent possible, girls and boys.
Ensure that men and women have equal access to the employment opportunities and benefits deriving from MRE initiatives	
✓	Make vacancy announcements accessible to women and men.
✓	Ensure that vacancy announcements identify aspects of the job that might influence women applicants, such as travel requirements, the availability of childcare, and the possibility of employment for husbands and wives.
✓	Record and periodically review information on the sex of trainees to ensure that both women and men have access to training opportunities.
✓	Provide appropriate accommodation and childcare for mixed-sex MRE teams.

Mine risk education: obstacles, remedies and suggestions for implementation

Obstacles	Remedies	Examples
Ensure that groups at risk are appropriately identified		
Quantitative indicators alone, such as the percentage of MRE staff at the field or desk level or the percentage of victims, do not always paint a comprehensive picture.	Develop qualitative indicators, such as the gender appropriateness of MRE education messages and materials, in addition to quantitative ones.	The provision of MRE to affected communities means collecting sex-disaggregated data on beneficiary and target audiences and carrying out gender-sensitive data analysis. More qualitative indicators are being developed.
Ensure that all affected women, girls, boys and men have equal access to culturally appropriate forms of MRE that specifically address those activities that put them at risk		
<p>In some contexts, messages and strategies that are not targeted differently at different sex and age groups do not reach girls and women.</p> <p>Personal family obligations of team members hinder their availability.</p>	<p>Ensure that messages and strategies are targeted differently at the different sex and age groups.</p> <p>Allow families to come along or use other networks such as youth groups.</p>	<p>In Afghanistan, UNICEF uses youth groups to conduct assessments within their networks to monitor MRE activities.</p> <p>In Ethiopia, the national mine action authorities, EMAO, aim to ensure that all individuals at risk have access to culturally appropriate community liaison and MRE specifically address the particular behaviour putting them at risk. The unique nature of the different regions, and differences in what constitutes appropriate gender approaches, are also taken into consideration</p>
Enhance the participation of at-risk women, girls, boys and men in MRE initiatives		
Women are more difficult to reach and the fact that their level of literacy is often lower results in a lack of access to MRE activities.	<p>Devise methods and identify venues that permit the reaching of women and the delivery of messages to all, including the illiterate.</p> <p>Ensure the participation of female and male community members in MRE planning and monitoring.</p>	<p>In Afghanistan, mobile cinemas and theatres have been set up with great success, reaching more women, including in rural areas.</p> <p>In Lao People's Democratic Republic, the mine action programme has conducted meetings with village leaders to obtain agreement on</p>

		the involvement of women and girls and has held focus-group discussions with different constituency groups among those most at risk in the beneficiary community.
Ensure that men and women have equal access to the employment opportunities and benefits deriving from MRE initiatives		
Working conditions are the same but affect women and men differently.	<p>Allow flexible working conditions. Allocate different working days for women and men.</p> <p>Conduct research into community activities and adapt MRE accordingly. Seek feedback from the audience to see what is more appropriate.</p> <p>Foster good relationships among team leaders and leaders in the community.</p>	In Afghanistan, there are good relationships among team leaders and leaders in the community. Team leaders are empowered and can make decisions in the field and have the ability to be flexible in adapting criteria based on field realities.
In programmes in transition, government ministries can act in a vacuum.	<p>Ministries can play an important role in balancing the participation of women and men in mine action if the efforts of the various ministries are coordinated.</p> <p>Ministries of gender affairs or women's affairs can support other ministries.</p>	In Afghanistan, MACCA has liaised with the Ministry of the Interior and the Ministry of Women's Affairs and exchanges information with their branches in the provinces with regard to MRE programmes.

3. Victim assistance

Victim assistance comprises activities undertaken to help those who have been injured by mines/ERW, as well as the collection of data on casualties, injuries and/or access to services. In the context of victim assistance, the term ‘victim’ covers direct and indirect victims, such as dependents or other persons in the immediate environment of a mine/ERW casualty. *The Nairobi Summit of 2004* (First Review Conference of the 1997 Convention on the Prohibition of the Use, Stockpiling, Production and Transfer of Anti-Personnel Mines and on Their Destruction (Ottawa Convention)) was instrumental in the sense that it modified the term victims to include the family and the community of the direct victim. In 2009, the Convention on Cluster Munitions (CCM) modified the meaning of victims even further to include ‘all persons who have been killed or suffered physical injury, economic loss, social marginalisation or substantial impairment of the realisation of their rights caused by the use of cluster munitions. They include those persons directly impacted by cluster munitions as well as their affected families and communities’.²²

Gender considerations in victim assistance

- **Female survivors might experience greater difficulty than male survivors in obtaining medical care.** Men and boys, who tend to comprise the majority of mine/ERW survivors, face different and often fewer obstacles in acquiring appropriate medical care. For cultural reasons, boys and men are more likely than girls and women to receive high-cost medical attention and transport in some countries. Other considerations to take into account include the fact that, because of a lack of information and the absence of reliable accident reporting systems, accidents involving women are often overlooked or go unreported. In Western Sahara, for example, there are concerns that accidents involving women are much less likely to be reported publicly, including through the local media, where much information is obtained. Furthermore, by examining data on occupation before and after the mine or ERW accident, one can gauge the economic consequences of the accident and the differential impacts on women and men.
- **Military personnel, who are mostly men, sometimes receive swifter and better attention than civilians.** Women and girls in some contexts also face additional barriers when follow-up medical care is required. Men may



▲ Victim assistance programme in Sudan, 2007. © Giovanni Diffidenti.

The role of gender in direct and indirect victimisation

The reasons behind the drive for gender mainstreaming in mine action are that women, girls, boys and men are affected differently by landmines, both in terms of direct and indirect victimisation, and that the contribution to mine action of both women and men as employees and beneficiaries ensures better mine action programmes.

Before sex-disaggregated data became available, it was assumed that women made up one-half of mine and ERW victims and that the greater impact on women's bodies was due to them having less body weight than men, which may increase the level of harm experienced by casualties. Thanks to the availability of sex-disaggregated data, it is now estimated that women and girls comprise a minority of direct mine victims in the world.²³ Recent data collected by the survey that was conducted as part of the monitoring and evaluation of the *United Nations Inter-Agency Mine Action Strategy: 2006–2010* reveals that in terms of casualties, boys and men are noticeably the most common victims of landmines and ERW. Nevertheless, the number of boys and men victims has been decreasing significantly. By contrast, the number of women and girls victims has not changed, or has been falling only very slowly. This may be due to lack of access by women and girls to mine risk education (MRE) and to the fact that, compared to men, females injured by a landmine or an ERW are less likely to have access to immediate health care and therefore more likely to die from serious injuries. Women are also more likely to face isolation and stigmatisation. If disabled, they are often abandoned by their partner and/or family, or encounter difficulties in finding a partner because of their supposed incapacity to take care of the children and household tasks). Women and girls are also less likely to find work or to receive financial support, and thus more exposed to the risk of poverty.

Women make also up the largest group of *indirect* victims, being the spouses, mothers, sisters and daughters of men that are injured, disabled or killed by mines and ERW.²⁴

Gender-sensitive programmes should take into account the special needs of men and boys as well as the special contribution that they can make to the advancement of women and girls. On the one hand, it must be acknowledged that male victims are affected differently than female victims. In some cases, in spite of their disabilities, they remain heads of households and have to support their families while working on their own rehabilitation.²⁵ On the other hand, men and boys can and should contribute to the overall household economy. For example, male deminers should be made aware of their rights to paternity leave and be allowed to share the burden of attending to young children with women and girls in the household. ■

be prioritised for receipt of prosthetic devices and services, as the cost of investing time and funds in extensive rehabilitation programmes for children and/or women members of a poor household may outweigh the perceived benefits. In some cultures, girls and women cannot be examined by a male doctor without the presence of a male family member, limiting their access to orthopaedic care. Female and male survivors often face different economic, psychological and social repercussions within their communities. Male survivors who head households frequently experience the devastation of losing their status as the principal income generator. In many conflict and post-conflict countries affected by mines/ERW, a disproportionate number of women are heads of household. The obstacles confronted by these women in obtaining employment are enormous and are compounded if a mine/ERW injury leaves them disabled. Individuals of different age and sex might also differ in the extent to which they are willing to discuss the psychological and social consequences of their injuries, and this can influence recovery. Psychosocial interventions must take into account gender and age differences in coping styles.

- **Provide psychological and other forms of support to the relatives of mine/ERW survivors, as various family members are likely to assume new burdens, depending on their social role.** Women and girls most often

Gender in victim assistance in Sudan

In Sudan, the victim assistance department of the United Nations Mine Action Office (UNMAO) has developed a National Strategic Framework that highlights the importance of ensuring a gender-balanced approach in all phases and sectors of intervention within the area of victim assistance (such as needs assessment, medical and physical rehabilitation, psychosocial care, social reintegration and economic empowerment). It was implemented because data collected indicated a prevalence of male victims—of 4,119 mine/ERW victims identified in the country in August 2008, 87 per cent were male and 13 per cent female—which may have resulted in all available resources being directed to male victims.

The UNMAO victim assistance department has been directly involved, together with NGOs (members of the victim assistance working group), in advocating for people with disabilities and mine/ERW victims to receive free health insurance. The process is ongoing and the office will continue to promote the matter and follow up with the National Health Insurance Authority. ■

Iraq: gender and victim assistance

Mr. Jangir, who died in a mine accident in 1997, left behind a wife, four daughters and three sons. One of the girls, Kawthar Abdulkarim Jangir, is disabled. As a disabled girl growing up in a village without a father, she became a financial and emotional burden on the family. As a beneficiary of the Dohuk Prosthetic Limbs Center (PLCD), one of UNDP's implementing partners, Kawthar was registered to receive vocational training in the tailoring workshop. She completed the course successfully in June 2008, and has since established her own tailoring shop with the assistance of the PLCD. This income-generation project is one of the most successful tailoring projects ever conducted. Usually, female tailors in villages and small towns work inside their houses without a signboard and therefore have a limited clientele. Kawthar's shop differs from others due to its advertising signpost. In addition to the PLCD, UNDP also supports the Diana Prosthetic Limbs Centre for Orthoprosthetics (DPLC) and the Kurdistan Organization for Rehabilitation of the Disabled (KORD). All three NGOs are working to support people with disabilities, including mine victims, in northern Iraq. ■

supply care to survivors and may require economic and psychological assistance. Family members compelled to play a greater role in generating income for the family may benefit from vocational training, microcredit or other types of assistance.

- **Gather, analyse and store age- and sex-disaggregated data on survivors' needs and access to services.** Take steps to ensure that the collection of age- and sex-disaggregated data on the needs of survivors, their socio-economic status, and the care they are receiving form the basis for planning and monitoring victim assistance programmes. If data collection systems do not exist within the public health system, a separate database might be required. When possible, collect data directly from the survivors as well as from members of their family and community; perceived needs may differ substantially among women, girls, boys and men.
- **Pursue advocacy initiatives with and on behalf of mine/ERW survivors.** It is important to support and participate in advocacy and awareness-raising initiatives that engender respect for the rights of mine/ERW victims. Advocacy efforts might focus on a range of issues, among them legislative reforms to eliminate discrimination against persons with disabilities, the incorporation of barrier-free access to public spaces in the planning of reconstruction and infrastructure development projects (such

Sudan: sweet smell of success

Walking through the streets of Yei in south Sudan, one notices children playing among the rusty military tanks that litter the roadsides, and villagers with missing limbs, a stern reminder of the landmines laid during the war. Cecilia Yabo Juma, 33, is one such person. Two years ago, she went to collect firewood for her family. Having recently returned from a refugee camp in Uganda, she was not aware of the landmine threat in the region. As she walked in a field she stepped on a mine and lost her right leg and badly injured the other. Since the death of her husband during the war, she has looked after her three children alone, as well as another four from her late brother. 'I used to travel a lot between Rumbek, Wau and Juba for trade, but suddenly all this stopped. I had to find new products that were much lighter and required less effort to handle'. The Rapid Farmers Development Cooperative Centre, a community-based organisation selected through the victims assistance project, has helped Cecilia with starting a small business—she now sells dried fish at the local market. Demand is high in Yei, and therefore the business is successful enough to allow Cecilia to meet her family's needs. Cecilia's commerce has given her new confidence and much-needed autonomy. She is well respected in the community and the local chief often calls on her to share her story with other people. Her case demonstrates how one can face the most challenging times with a positive attitude—her example offers encouragement to many. ■

Lebanon: creation of new opportunities

In 2008, the Media-Post Clearance Officer with the United Nations Mine Action Coordination Centre (UNMACC) implemented a livelihood project in four villages in south Lebanon contaminated by cluster bombs. The primary beneficiaries were men and women who had lost their only source of income and had dependents. Four hundred agricultural nylon traps were distributed to farmers, including a wide range of women, who depend on farming as their sole source of income. Also in 2008, a public garden was opened in Mayfadoun village, giving men and women (around 5,000 residents) the opportunity to take their children to a safe place for recreation, while UNMACC conducts cluster bomb clearance in their village. In south Lebanon, many men and women depend on raising cows as their main livelihood. In early 2008, 10 cows were delivered to 10 families in Jibshit and Kafer Sir, empowering more than 70 family members, including women, and contributing to economic growth and development. In the last quarter of 2008, another 43 cows were distributed to 43 families in seven villages in the south. A beehive project provided 99 beehives to 33 families and 230 blossoming trees were planted along both sides of the road in Sidiqin. In general, it is mostly women who attend to the beehives, while the men try to increase family income through other means. These types of livelihood projects targeting men and women are improving the role of women in society as income-generating family members. ■



▲ Victim assistance programme for farmers in Sudan. © Giovanni Diffidenti.

as clinics and schools), and the inclusion of survivors in vocational training and employment programmes.

- **Strive for gender balance among health workers and counsellors to address best the specific needs of women, girls, boys and men.** Make vacancy announcements available and accessible to women and men, and take positive steps to encourage female applicants. Consider the restrictions that female candidates and team members may face, including difficulties travelling to and from interviews or work. Barriers can often be overcome by offering practical solutions, such as providing childcare support to female team members.

The Convention on the Rights of Persons with Disabilities (CRPD) is a legally binding international instrument that clarifies the obligations of states to respect and ensure equal enjoyment of all human rights and fundamental freedoms by all persons with disabilities. The convention and its Optional Protocol entered into force on 3 May 2008, signalling a 'paradigm shift' in attitude and approaches to persons with disabilities.

Checklist for gender mainstreaming in victim assistance

Ensure that women, girls, boys and men have equal access to gender-sensitive emergency and continuing medical care for injuries sustained in mine/ERW accidents	
✓	Provide transportation, where possible, to ensure better access to emergency and follow-up medical care for all survivors.
✓	Engage same-sex staff in prosthetic workshops to assist mine/ERW survivors.
✓	Ensure privacy for patients during their physical examinations and consultations.
✓	Make appropriate arrangements and supply suitable accommodation (including for guardians or chaperones) to ensure that women and children are able to obtain treatment, particularly if they must travel from their homes.
Ensure that the planning and provision of services for mine/ERW survivors (including physical rehabilitation, vocational training and psychological support) are tailored to the different needs of women, girls, boys and men	
✓	Collect, analyse and store sex- and age-disaggregated data on mine/ERW survivors and the impact of their injuries on their economic, social and psychological well-being.
✓	Involve male and female survivors of mine/ERW accidents in the planning, implementation and monitoring of assistance programmes.
✓	Provide access to same-sex counsellors or support groups for male and female survivors (as appropriate within the local context).
✓	Provide support services for family members taking care of mine/ERW survivors.
Engage in advocacy to raise awareness of the rights of all disabled persons	
✓	Support existing national programmes addressing disability-related issues, ensuring that equitable care, rehabilitation and vocational/educational opportunities are offered to all individuals, regardless of age or sex.
Ensure that men and women have equal access to employment opportunities in victim assistance programmes	
✓	Implement affirmative action employment and training strategies for women with disabilities.
✓	Prioritise the recruitment of male and female mine survivors in mine action programmes.
✓	Prioritise microcredit or small business loan projects for female mine survivors heading households.
✓	Ensure that victim assistance service providers furnish sex-segregated accommodation.

Victim assistance: obstacles, remedies and suggestions for implementation

Obstacles	Remedies	Examples
Ensure that women, girls, boys and men have equal access to gender-sensitive emergency and continuing care for injuries sustained in mine/ERW accidents		
Adverse security situation that hinders or complicates women's mobility.	<p>Set up a network of local women who can act as focal points in remote areas and provide support to the teams and reduce the need for female staff to travel.</p> <p>Cover the transport costs of men who accompany women and girls (chaperones). Ensure that the services providers reimburse transportation costs. Where possible, provide female drivers for women.</p>	In Tajikistan, the Mine Action Co-ordinator built a network of some 80 women heads of households in some 22 districts covering 331 villages. The 80 focal points are located in areas that are hard to reach or where the security situation is sensitive, including border areas with Afghanistan. The focal points help the coordinator to share information and to support remotely the conduct of activities in their villages.
Ensure that the planning and provision of services for mine/ERW survivors (including physical rehabilitation, vocational training and psychological support) are tailored to the different needs of women, girls, boys and men		
Data collected indicates a prevalence of male victims, which may result in all available resources being directed to them.	Ensure a gender-balanced approach in all phases and sectors of intervention within the area of victim assistance.	In Sudan, the UNMAO victim assistance office developed a National Strategic Framework that helped to ensure a gender-balanced approach in all phases and sectors of intervention within the area of victim assistance despite the fact that data indicated a prevalence of male victims. Of 4,119 mine/ERW victims identified in the country in August 2008, 87 per cent were male and 13 per cent female.
Lack of proper and sex-disaggregated referral systems for women and men with disabilities in some contexts.	Develop referral systems for all persons with disabilities and gather data disaggregated by sex. Explain the importance of disaggregated data to employees.	In Nepal, three separate working groups involved in victim assistance were combined into one overall group to establish a referral body for victims and

<p>Unable/difficult to gather information disaggregated by sex.</p>	<p>Ensure that the immediate family members of the victim are included in the interviews for victim assistance programmes. Design appropriate reporting forms with clear sections dedicated to the sex of the survivor/victim.</p> <p>Provide adequate treatment to all those who are eligible and engage in greater outreach.</p>	<p>to map services at all levels. The combined working group resulted in greater outreach and led to better programming. Data disaggregated by sex was obtained by using a well-developed reporting form.</p>
<p>Lack of dedicated funding.</p> <p>In some contexts, it has not been possible to mainstream gender-related costs in budgets.</p> <p>Difficult to incorporate costs in budgets for targeted practices (such as the costs of chaperones).</p> <p>In some contexts, girls and women cannot be treated in the same unit or in the same unit at the same time as boys and men.</p>	<p>Target donors, particularly those sensitive to gender issues in order to attract extra funding to cover gender-specific costs.</p> <p>Try to budget for gender before planned activities and consolidate gender into the appeal process to raise funds.</p> <p>Always mainstream gender in project planning from the onset rather than 'retrofitting' gender later.</p> <p>Identify a percentage (10) to cover the gender elements in a plan (as is the practice for security costs).</p> <p>Make use of available resources, such as DPKO or Gender Advisers in Humanitarian Action (GenCap Advisers).</p> <p>In some cases, women require different medical procedures than men.</p>	<p>In Afghanistan, every donor approached bilaterally has been responsive to gender-related appeals.</p> <p>In Sudan, a handicraft project targeting women beneficiaries has attracted the attention of donors.</p> <p>Also in Sudan, available medical rehabilitation facilities (the National Association Prosthesis and Orthotics) admit and treat female and male patients without discrimination. However, the two sexes are segregated in different units or are treated in the same unit at different times for assessment, casting and functional training/physiotherapy. At the Juba Rehabilitation Centre, groups of female and male patients are admitted at different periods.</p> <p>In Yemen, plastic surgery was provided to women disfigured by explosions to ensure that they could marry, which would not be possible if they remained disfigured.</p>

Engage in advocacy to raise awareness of the rights of all persons with disabilities

Health insurance plans do not have special provisions for persons with disabilities or are unaffordable.

Ensure that health insurance plans do not discriminate against persons with disabilities.

The UNMAO victim assistance department in Sudan has been directly involved, together with the Organization for Care of War Disabled & Protection from Landmines (ABRAR) and the Rufayda Health Foundation in Afghanistan, in advocating for persons with disabilities and mine/ERW victims to receive free health insurance. UNMAO will continue to promote the matter and follow up with the National Health Insurance Authority.

Lack of access to/participation of women in international victim assistance fora (because of government nominations).

Use general mine action, disability events, and international fora to raise gender-sensitive issues.

Meetings organisers should specify the job function of prospective participants, to make participation more meaningful and useful and more open to women.

The UNMAO victim assistance representative played an active part in international fora as a member of the Sudan Delegation of the Ad Hoc Committee for the CRPD.

In Erbil, Iraqi government officials were invited to attend celebrations on 3 December 2009 at the rehabilitation centre and were sensitised to issues affecting women, girls, boys and men with disabilities.

In 2007, during the Anti-Personnel Mine Ban Treaty Convention intersessional and states parties' meetings, the UNMAO victim assistance office organised a coordination meeting for both Arab and African countries to advocate for the CRPD at regional level and to table gender issues. At the national level, the victim assistance department attended all events organised by the Ministry of Social Welfare and the Ministry of Justice, convening all stakeholders in order to develop common visions and approaches.

Ensure that men and women have equal access to employment opportunities in victim assistance programmes

Some employers discriminate against persons with disabilities, including women, or implement recruitment and training processes that do not consider the special needs of persons with disabilities.	Implement affirmative action employment and training strategies for women with disabilities.	Mine action programmes ensure that implementing partners and local actors implement affirmative action employment and training strategies.
In some cases, mine survivors are not considered fit for employment.	Prioritise the recruitment of male and female mine survivors in mine action programmes.	Mine action programmes in Afghanistan, Lebanon and Sudan have recruited males and females with disabilities, including mine survivors.
Female mine survivors who are heads of households are among the people most economically at-risk.	Prioritise microcredit or small business loan projects for female mine survivors who are heading households.	A number of programmes, including in Lebanon, support the implementation of micro-credit or small business loan projects for female mine survivors who are heading households.
In some context, it may be culturally inappropriate for girls and women to use victim assistance services at the same premises as boys and men.	Ensure that victim assistance service providers furnish sex-segregated accommodation.	A number of programmes ensure that providers furnish sex-segregated accommodation. This should become the norm, where it is required by the cultural context.

4. Advocacy

Advocacy initiatives include: raising public awareness of the mine/ERW problem and mine action interventions; mobilising resources for mine action; promoting adherence to and compliance with international norms and commitments relating to the use of mines and the elimination of the mine/ERW threat, as well as promoting affected populations' rights; integrating mine action into peacekeeping, humanitarian and development programmes and budgets; and incorporating mine action in the work of international and regional organisations, including international financial institutions.

Gender considerations in advocacy

- **Employ appropriate means of communication to ensure that awareness-raising efforts reach women, girls, boys and men.** Use the most suitable and effective means of communication when conducting an information campaign on the mine/ERW threat or responsive mine action interventions, taking into account religious and cultural practices, levels of education, and the special needs of women, girls, boys and men. Where illiteracy rates are high, local language radio is a preferred instrument for dissem-



▲ Press conference to discuss implementation of Security Council Resolution 1325 (23 October 2002). From left to right: Vahida Nainar (India); Angeline Atyam (Uganda); Gabriel Valdés, Permanent Representative of Chile to the UN; Eddie Bernice Johnson (Moderator), Congresswoman of the United States; and Gila Sivirsky (Middle East). © UN/DPI Photo by Mark Garten.

Bosnia-Herzegovina: gender statistics – a first step in planning and policy change

In July 2009, in line with the national gender law and international gender equality treaties, UNDP initiated the establishment of a gender statistics module at the Bosnia and Herzegovina Mine Action Centre (BHMIC). Development of the module is occurring at the same time as the creation of the Mine Action Coordination Information System (MACIS) at the BHMIC. The objective is for the future MACIS database to generate sex-disaggregated data for BHMIC activities and operations related to MRE, victim assistance and mine clearance. It is hoped that the gender statistics module will lead to gender equality-related changes in policy development at the BHMIC. The idea for a gender statistics module emerged after a gender consultant analysed BHMIC documents and forms to identify gaps and to provide recommendations for incorporating gender elements into the MACIS database. A gender workshop was convened for key BHMIC staff from 8–10 July 2009, granting them the opportunity to provide directly recommendations for incorporating gender elements into the MACIS database. A gender report (based on the conclusions of the workshop) was subsequently compiled, constituting the basis for the module. In addition, the report calls for revisions to specific BHMIC policy documents to make them gender sensitive. The MACIS system, including the gender statistics module, is expected to be completed in February or March 2010. ■

inating information, as are visual images, including community-based theatre outputs and posters. To reach a literate female audience, try to utilise non-traditional mine action outlets, such as women's magazines for print advertising campaigns. A public service announcement broadcast on an international news channel will reach an international audience but might be less effective in a mine-affected country (if cable service is required). Select times and channels for radio or television broadcasts that take account of the age and sex composition of the target audience that is likely to be tuning in.

- **Advocacy encouraging adherence to or compliance with international legal instruments should highlight the impact of mines/ERW on specific segments of the affected population.** For instance, when seeking to raise awareness in civil society or to influence policymakers or legislators in a country hosting a refugee population or home to internally displaced persons (IDPs), it might be important to present examples that illustrate that mines and ERW are often found in areas where women and children make up the majority of refugees and IDPs and are at greater risk, such as on borders.

Iraq: keeping the focus on gender in policymaking

As part of the process to formulate the 'Iraq Mine Action Strategy: 2010 to 2012', UNDP conducted a series of strategic planning workshops from September 2008 to June 2009. The formulation process yielded progress towards an enhanced focus on gender issues, although the gender dimension could be more prominent. Gender is included in the situation analysis and in the section on activities to be conducted. One of the planned activities in the three-year strategy is the development and implementation of a 'gender in mine action plan for Iraq'. For government officials, who are not used to analysing issues through a gender lens, it was critical to draw attention to the importance and benefits of including gender issues in national strategies, to ensure that gender concerns are also included in programming and budgeting. The enhanced focus on gender in the draft strategy is a small but important step. ■

- **UN mine action personnel should support national authorities in the provision of sex- and age-disaggregated information in their reports on compliance with the obligations of the Ottawa Convention.** For example, the reports required under Article 7 of the convention could include information on the measures introduced to provide immediate and effective warnings to women, girls, boys and men regarding mines and ERW. The reports could also detail the steps taken to incorporate gender perspectives in victim assistance or demining support.
- **Encourage all individuals in mine-affected and other areas to engage in advocacy to reduce the threat of mines/ERW and to promote respect for the rights of affected persons.** UN staff can help local advocates gain access to governmental, national and international advocacy networks for women, girls, boys and men.

Uganda: do not throw stones if you live in a glass house

All pillars of the Ugandan Mine Action Programme apply a gender-responsive approach. To show the way in gender mainstreaming and equality, the management structure of the programme and the composition of the field teams also reflect gender responsiveness. Of 67 humanitarian deminers, five are women. This constitutes a starting point for achieving gender mainstreaming in mine/ERW clearance and provides encouragement to women with regard to participating in information gathering and reporting suspected hazardous items in their communities. In addition, it serves as a positive example when advocating for gender-sensitive approaches throughout the mine action pillars and beyond. Gender considerations are now part of the work programme of community liaison, MRE, victim assistance etc. ■

Yemen: gender balance in a national mine action authority

Women play an important role in victim assistance, in particular. It is necessary to involve women in visits to affected villages and in initiatives to record and assist victims of landmines. Female members of victim assistance teams enjoy access to female victims for interviews and medical screening. This method fits best with the culture of the communities of Yemen. Women also play an important part in educating women and children at home, as well as in schools, villages and areas affected by mines. When the landmine survey was initiated in Yemen, the national committee sought to employ as many women as possible for the task. Ultimately, 30 per cent of those employed were women, mostly schoolteachers. This survey was considered the best ever assessment to be carried out in Yemen. In subsequent years, a gender consultant has been hired and other initiatives have been instigated both inside and outside the national government framework. ■

- **Ensure that gender balance is considered in all public outreach and public relations events.** For example, encourage donors visiting mine-affected countries to consult with women's organisations and other community groups to learn about their needs and concerns as well as their capabilities and contributions to addressing the threat of mines/ERW.
- **Strive for gender balance when filling advocacy-related positions.** Make vacancy announcements available and accessible to women and men, and take positive steps to encourage female applicants. Attempts should be made to address possible restrictions faced by female candidates and staff. ■

Action points: gender in advocacy

Practitioners recommended differentiating between gender-sensitive advocacy (for mine action as a whole) and advocacy for gender mainstreaming. Practitioners also found that moving beyond initial gender activities to achieve full gender mainstreaming represents a continuum along which country programmes are at different stages. Gender mainstreaming is seen as a strategy to ensure the effective achievement of the overall goals set for mine action, not as an end goal in itself. ■

Checklist for gender mainstreaming in advocacy

Ensure that advocacy initiatives reach women, girls, boys and men, as appropriate	
✓	Take the characteristics of the target audience into account when developing messages and selecting the means of communication for their dissemination.
Ensure that information is conveyed about the benefits to all individuals of compliance with international legal instruments addressing the mine/ERW problem or the rights of affected persons	
✓	In reports submitted by states in accordance with Article 7 of the Ottawa Convention, include references to sex- and age-specific measures introduced to provide immediate and effective warnings to men, women, boys and girls regarding mines and ERW.
✓	In reports compiled for public information purposes, include sex-disaggregated data on and analysis of the different impacts of mine action on the lives of men, women, boys and girls and their diverse needs within this context.
✓	Provide age- and sex-specific information on mine action in specific countries or highlight thematic areas for inclusion in relevant reports of the Secretary-General to the Security Council, General Assembly or Economic and Social Council.
Encourage advocacy activities among women, girls, boys and men in mine/ERW-affected communities	
✓	Encourage and monitor the participation of men, women and children in advocacy efforts.
✓	Involve individuals of all ages and both sexes in planning the implementation of relevant aspects of the UN advocacy strategy for mine action.
✓	Make relevant employment opportunities equally available to women and men.

Advocacy: obstacles, remedies and suggestions for implementation

Obstacles	Remedies	Examples
Ensure that advocacy initiatives reach women, girls, boys and men, as appropriate		
Lack of positive role models for women and girls.	<p>Increase sensitisation by promoting positive examples of women and girls participating in mine action.</p> <p>Identify a new female global icon (like the late Princess Diana) or regional figure to build national and global awareness of mine action issues among women.</p> <p>Conduct a field survey with national actors to identify a potential regional female icon.</p> <p>Communities should be invited to see a particular project and learn for themselves the roles that women can play in mine action.</p>	In Jordan, female deminers have become role models in their communities and within the demining organisation. Several have subsequently applied to become dog handlers, which is pushing the societal envelope even further given the cultural connotations of dogs in the country.
<p>Lack of communication among mine action actors.</p> <p>Lack of exchange of good practices and lessons learned.</p> <p>Lack of reporting on gender issues and sex-disaggregated indicators.</p>	<p>Forge linkages among and alliances with other like-minded organisations involved in gender-sensitive projects.</p> <p>Establish alliances with influential actors (such as state parties, development agencies and civil society coalitions).</p> <p>Reach out to United Nations Country Team partners and NGOs to create partnerships and multiply the resources earmarked for gender mainstreaming in mine action.</p> <p>Ensure that reporting templates include sex-disaggregated indicators</p> <p>Advertise and maintain a formal gender inter-agency gender community of practice that UN and non-UN staff can access.</p>	<p>In 2007, during the APMBT inter-organisational and states parties' meetings, the UNMAO victim assistance office together with Sudanese survivors organised a coordination meeting for both Arab and African countries to advocate at regional levels for the CRPD.</p> <p>At the national level, the UNMAO victim assistance department attended all events organised by the Ministry of Social Welfare and the Ministry of Justice. All stakeholders were brought together to develop common visions and approaches to disability-related issues (from social and medical standpoints) and to develop a framework for implementation of the CRPD.</p>

		In 2008, DPKO Headquarters established a pilot gender community of practice on a commercial platform that allows inter-agency staff to register themselves, to participate in discussion threads and to share and download documents.
Ensure that information is conveyed about the benefits to all individuals of compliance with international legal instruments addressing the mine/ERW problem or the rights of affected persons		
Lack of sex-disaggregated data means that the benefits of treaty implementation for women and girls are unknown.	<p>In reports submitted by states in accordance with Article 7 of the Ottawa Convention, include references to sex- and age-specific measures introduced to provide immediate and effective warnings to women, girls, boys and men regarding mines and ERW.</p> <p>In reports compiled for public information purposes, include sex-disaggregated data and analysis of the different impacts of mine action on the lives of men, women, boys and girls and their diverse needs within this context.</p>	<p>As part of their advocacy efforts, most programmes encourage governments to submit sex-disaggregated data, including by supporting the development of gender-sensitive forms and templates.</p> <p>UNDP has initiated the establishment of a gender statistics module at the Bosnia and Herzegovina Mine Action Centre (BHMIC). Development of the module is occurring at the same time as the creation of the BHMIC Mine Action Coordination Information System. The objective is for the future database to generate sex-disaggregated data for all BHMIC activities and operations.</p>
Lack of sex-disaggregated data in reports to inter-governmental bodies results in a lack of awareness and therefore funding.	Provide age- and sex-specific information on mine action in particular countries or highlight thematic areas for inclusion in relevant reports of the Secretary-General to the Security Council, General Assembly or Economic and Social Council.	Most programmes have developed gender-sensitive forms and templates to ensure that sex-disaggregated data are collected and transmitted to UN Headquarters to inform reports to inter-governmental bodies.
Encourage advocacy activities among women, girls, boys and men in mine/ERW-affected communities		
Lack of awareness of the importance of mainstreaming gender.	Use good practices and lessons learned to strengthen messages about the importance of gender mainstreaming.	In Sudan, around one-half of the beneficiaries of the victim assistance projects are women with disabilities. Approximately two-

Difficulties in explaining clearly why gender issues are important.

Lack of awareness of the difference gender mainstreaming makes.

Lack of gender awareness among national and international mine action employees.

Use existing data, materials developed, experience gained through gender mainstreaming and success stories to emphasise important gains in the efficiency and effectiveness of programming.

Further examine age- and sex-disaggregated data to illustrate the different impacts of mines/ ERW in the local context. Ensure that advocacy campaigns include information on the importance of gender dimensions in different affected communities. Translate this information into local languages to promote ownership and understanding at the local level, including among women village councils.

Make use of data and analysis from the various pillars to illustrate the gender dimension in communities.

Focus on the 'Linking Mine Action and Development' (LMAD)²⁶ approach. Highlight the necessity of mainstreaming gender in this approach and examine the more substantial, developmental and social benefits of including women and girls in mine action.

Make better use of public relations, information and websites.

Produce leaflets and other promotional materials that illustrate women and girls in mine action roles and include anecdotes and tangible data related to the number of women employed and the difference they have made to a given project.

thirds of the beneficiaries have been able to obtain jobs.

In Cambodia, donors can visit an all-women demining team near the capital of Phnom Penh and discover that these women can work as deminers and fulfil family-related duties.

In Nepal, female deminers have been the focus of the mine action newsletter, as well as some press coverage.

In Tajikistan, TMAC engages the women councils in each village and ensures that the voice of their community reaches the governmental structures in charge of women's and family affairs.

Women's participation in mine action programmes in Tajikistan has increased thanks to the development and dissemination, among NGOs and women's groups, of five types of publications in the Tajik language.

	Organise and conduct gender awareness training for programme staff and for others involved in the programme (to follow the induction of newly recruited staff and as an ad hoc training session for existing personnel).	
Lack of plans to mainstream gender and advocate for a focus on gender issues and considerations	Include gender advocacy in programming.	The Office of the Gender Adviser of the United Nations Stabilization Mission in Haiti (MINUSTAH) has assisted programme staff in all sections with incorporating gender perspectives in their personal work plans.

GENDER WITHIN INTERNATIONAL NORMATIVE AND LEGAL FRAMEWORKS

The legal framework for mine action comprises the 1997 Convention on the Prohibition of the Use, Stockpiling, Production and Transfer of Anti-Personnel Mines and on Their Destruction (APMBT), the 1983 Convention on Prohibitions or Restrictions on the Use of Certain Conventional Weapons Which May be Deemed to be Excessively Injurious or to Have Indiscriminate Effects (CCW) and its Additional Protocol II, and the Convention on Cluster Munitions (CCM), which will enter into force in 2010. The APMBT and the CCW do not contain gender-sensitive provisions. The CCM, though, specifically mentions gender in its preamble, as well as in Articles 5 and 7.

A legal framework for gender equality exists, and it has been ratified primarily by mine-affected countries. This framework includes the principles of non-discrimination and equal enjoyment of political rights that are enshrined, inter alia, in the (1948) Universal Declaration of Human Rights and the (1979) Convention on the Elimination of all Forms of Discrimination against Women (CEDAW). Although not legally binding, the 1995 Beijing Platform for Action establishes gender mainstreaming as a global strategy for the promotion of gender equality²⁷ and calls on governments to recognise ‘that women and children are particularly affected by the indiscriminate use of anti-personnel landmines’.²⁸ More recently, in 2008, the CRPD has recognised that women and girls with disabilities are particularly disadvantaged. UNMAS is the CRPD focal point in DPKO and represents the department in the Inter-Agency Support Group for the convention.

In 2000, the adoption of Security Council Resolution 1325 on Women, Peace and Security aided efforts to ensure gender sensitivity in mine action by emphasising *‘the need for all parties to ensure that demining and mine awareness*



▲ A young girl receives MRE in a Cambodian village. © UNDP/Horton.

*programmes take into account the special needs of women and girls’.*²⁹ It urges all actors to increase the participation of women and to incorporate gender³⁰ perspectives in all UN peace and security initiatives. Promoting gender equality and empowering women is also one of the Millennium Development Goals.

Finally, the UN Inter-Agency Policy on Mine Action and Effective Coordination lists gender equality in mine action as a common position. In particular, the policy ‘requires the mainstreaming of a gender perspective into all policies and programmes in the United Nations System’.³¹ It goes on to underline that the ‘United Nations takes the distinct capabilities, needs and perspectives of women, girls, boys and men into consideration in the design, implementation and evaluation of all aspects of its mine action programmes and encourages its partners to do the same’.³² ■

CONCLUSION

Mine action programmes endeavour to help communities all over the world to recover from the devastating effects of anti-personnel landmines and ERW. In providing the necessary assistance and support to post-conflict populations, emphasis must be placed on the principle of equality, regardless of the cultural context. Gender mainstreaming and gender balance are strategies designed to ensure that the capabilities, contributions, concerns and needs of women, girls, boys and men are either utilised or acknowledged and addressed without bias.

The added value of ensuring that women, girls, boys and men enjoy equal access to and participate in mine action programmes as beneficiaries, employees and decision-makers is tangible and has ensured better programmes that benefit communities as a whole.

Participants in the field consultations that informed these guidelines unanimously agreed that failure to mainstream gender or involve both females and males in mine action will decrease the impact of efforts made to date and lessen the contribution of mine action to increasing community development and security. Systematic exclusion of women and girls directly hinders efficient mine action programmes and consequently society's development and advancement.

Lessons learned from gender mainstreaming and gender sensitive programming as part of mine action in various countries and territories show that the engagement of women and girls, both as beneficiaries and as employees across the four pillars, has enhanced female empowerment in societies where women are often not considered part of the public sphere and to have relevant opinions that must be included in consultations and decision-making. The broad inclusion of women as employees and, together with girls, as community members whose advice and input is paramount to the success of



▲ United Nations and mines logos, United Nations Mission in Eritrea and Ethiopia (UNMEE).
© UN/DPI Photo by Jorge Arambuna/UNMEE/PIO.

mine action programmes, has enhanced their visibility, thus demonstrating the importance of their inclusion. Female deminers, surveyors and educators employed in the mine action sector have become role models for their female counterparts in villages, cities and rural areas, and have proved to be a robust and dependable resource.

With a view to implementing the directives of the Secretary-General and the General Assembly, these guidelines will continue to be reviewed based on field implementation as part of an overall outreach and evaluation strategy. Furthermore, their practical application will continue to be assessed through consultations with UN mine action programmes and implementing partners to ensure that the desired outcome is achieved and that they remain relevant towards this end.³³

On behalf of the IACG-MA, UNMAS invites readers to submit comments, suggestions or questions related to the present document. ■

TERMS AND DEFINITIONS

Demining (humanitarian demining)

Activities that lead to the removal of mine and ERW hazards, including technical surveys, mapping, clearance, marking, post-clearance, community mine action liaison and the handover of cleared land. Demining may be carried out by different types of organisations, such as commercial companies, national mine action teams, NGOs or military units. Demining may be emergency-based or developmental.³⁴

Explosive remnants of war (ERW)

ERW are unexploded ordnance and abandoned explosive ordnance, as defined in the 2003 Protocol V to the Convention on Prohibitions or Restrictions on the Use of Certain Conventional Weapons Which May be Deemed to be Excessively Injurious or to Have Indiscriminate Effects.

Gender

This refers to the socially constructed roles and opportunities associated with being male or female. These attributes, opportunities and relationships are socially constructed and are learned through socialisation. They are context-/time-specific and changeable. Gender defines power relations in society and determines what is expected, allowed and valued in a woman or a man in a given context.

The meaning of the term gender, however, is not always clear in all cultural and linguistic contexts. 'Equal opportunities' resonates among some as a better term, although it has to be pointed out that normally it refers only to gender balance and not to the other components of gender mainstreaming; gender equality works well as a phrase in Islamic countries, because equality is a recurring term in the Koran. An Afghan national participant at the 2009

UNLB workshop pointed out that local culture can be discriminative against women, requiring corrective action while respecting ‘the local culture and [entering into] a constructive dialogue on gender issues’.

Gender equality (equality between women and men) refers to the equal rights, responsibilities and opportunities of women and men and girls and boys. Equality does not mean that women and men will become the same but that women’s and men’s rights, responsibilities and opportunities will not depend on whether they are born male or female. Gender equality implies that the interests, needs and priorities of both women and men are taken into consideration, recognising the diversity of different groups of women and men. Gender equality is not a women’s issue; it should concern men as well. Equality between women and men is seen both as a human rights issue and as a precondition for, and an indicator of, sustainable people-centred development.

Gender mainstreaming: ‘Mainstreaming a gender perspective is the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in all areas and at all levels. It is a strategy for making women’s as well as men’s concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated. The ultimate goal is to achieve gender equality’.³⁵

Gender balance

This is a human resource issue and concerns the degree to which men and women hold the full range of positions in a society or organisation. The UN is aiming for a 50–50 division of all professional posts. Achieving a balance in staffing patterns and creating a working environment that is conducive to a diverse workforce improves the effectiveness of policies and programmes and enhances agencies’ capacity to serve better the entire population.

Gender-based violence

Gender-based violence is violence that is directed against a person on the basis of gender or sex. It includes acts that inflict physical, mental or sexual harm or suffering, threats of such acts, coercion and other deprivations of liberty. While women, men, boys and girls can be victims of gender-based violence, women and girls are often the main victims.³⁶

Internally displaced persons (IDPs)

IDPs are those who have been forced to flee their homes suddenly or unexpectedly in large numbers as a result of armed conflict, internal strife, systematic violations of human rights or natural or man-made disasters, and who remain within the territory of their own country.

Marking

This refers to the emplacement of a measure or combination of measures to identify the position of a hazard or the boundary of a hazardous area. This may include the use of signs, paint marks or other indicators, or the erection of physical barriers.

Mine action coordination centre (MACC)

MACC is an organisation that provides mine risk education, conducts training, carries out reconnaissance of mined areas, organises the collection and centralisation of mine data, and coordinates local (mine action) plans with the activities of external agencies, (mine action) NGOs and local deminers. For national mine action programmes, MACC usually acts as the operational office of the national mine action authority.

Protection

This encompasses all activities aimed at securing full respect for the rights of individuals—women, girls, boys and men—in accordance with the letter and the spirit of the relevant bodies of human rights, humanitarian and refugee law. Protection activities seek to create an environment in which human dignity is respected and specific patterns of abuse are prevented or their immediate effects alleviated, and to restore a dignified way of life through reparation, restitution and rehabilitation.³⁷

Sex

Sex refers to the biological characteristics of males and females. These characteristics are congenital and their differences are limited to physiological reproductive functions

Sexual violence

Sexual violence is when ‘the perpetrator committed an act of a sexual nature against one or more persons or caused such person or persons to engage in an act of a sexual nature by force, or by threat of force or coercion, such as

that caused by fear of violence, duress, detention, psychological oppression or abuse of power, against such person or persons or another person, or by taking advantage of a coercive environment or such person's or persons' incapacity to give genuine consent'.³⁸

Technical survey

This refers to the detailed topographical and technical investigation of known or suspected mined areas identified during the planning phase. Such areas may have been pinpointed during the general mine action assessment or have been otherwise reported. ■

ENDNOTES

- 1 United Nations, *United Nations Inter-Agency Mine Action Strategy: 2006–2010*, 5 May 2006, <http://www.mineaction.org/doc.asp?d=558>.
- 2 United Nations General Assembly, *Assistance in mine action: Report of the Secretary-General*, A/64/287, 12 August 2009, <http://www.mineaction.org/downloads/1/A64287E.pdf>.
- 3 United Nations Economic and Social Council, *Agreed Conclusions 1997/2*.
- 4 The *Landmine Monitor Report 2009: Toward a Mine-Free World* (available on <http://lm.icbl.org>) indicates that more than 70 countries and territories are affected by the presence of mines. UN programmes have been established in more than 40 of these countries and territories, starting with Afghanistan in 1989 and Cambodia in 1992.
- 5 For further information on this topic, see United Nations, *Gender mainstreaming in peacekeeping activities: Report of the Secretary-General*, A/57/731, 13 February 2003, <http://www.peacekeepingbestpractices.unlb.org/PBPS/Library/A-57-731%20English.pdf>; and United Nations Development Programme (2003) *Gender Approaches in Conflict and Post-Conflict Situations*, [http://www.reliefweb.int/rw/lib.nsf/db900sid/LGEL-5LLC53/\\$file/undp-gendermanual.pdf?openelement](http://www.reliefweb.int/rw/lib.nsf/db900sid/LGEL-5LLC53/$file/undp-gendermanual.pdf?openelement).
- 6 Comprising field practitioners and other experts from DPKO/Best Practices Section, the International Campaign to Ban Landmines, the Norwegian Refugee Council, the Office for the Coordination of Humanitarian Affairs (OCHA), the Swiss Campaign to Ban Landmines, UNDP, UNICEF, and UNMAS.
- 7 Available at http://www.un.org/events/res_1325e.pdf.
- 8 As mandated by the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), UN Security Council Resolution 1325 (http://www.un.org/events/res_1325e.pdf), and the Beijing Platform of Action (United Nations (1995) *Beijing Declaration and Platform for Action*, Strategic Objective 2, para. 143e, <http://www.un.org/womenwatch/daw/beijing/pdf/BDPfA%20E.pdf>).
- 9 Eleventh International Meeting of Mine Action Programme Directors and United Nations Advisors, 13–18 April 2008, Ljubljana, Slovenia and Šibenik, Croatia. Proceedings available at <http://www.mineaction.org/overview.asp?o=2239>.
- 10 See <http://www.stopmines.ch>.

- 11 SCBL (2008) *Gender and Landmines: From Concept to Practice*, SCBL, Geneva, [http://www.reliefweb.int/rw/lib.nsf/db90osid/ASAZ-7EUHUU/\\$file/SCBL_Gender_Landmines_apro8.pdf?openelement](http://www.reliefweb.int/rw/lib.nsf/db90osid/ASAZ-7EUHUU/$file/SCBL_Gender_Landmines_apro8.pdf?openelement).
- 12 United Nations (2005) *Gender Guidelines for Mine Action Programmes*, UNMAS, New York, <http://www.mineaction.org/doc.asp?d=370>.
- 13 For example, 'The 8 Point Agenda – Practical, positive outcomes for girls and women in crisis' developed by UNDP's Bureau for Crisis Prevention and Recovery focuses on efforts to strengthen women's security in crisis: advance gender justice; expand women's citizenship, participation and leadership; build peace with and for women; promote gender equality in disaster risk reduction; ensure gender-response recovery; transform government to deliver for women; and develop capacities for social change.
- 14 United Nations General Assembly, *Assistance in mine action: Report of the Secretary-General*, A/64/287, 12 August 2009, para. 97 (n), <http://www.mineaction.org/downloads/1/A64287E.pdf>.
- 15 United Nations, *United Nations Inter-Agency Mine Action Strategy: 2006–2010*, 5 May 2006, <http://www.mineaction.org/doc.asp?d=558>.
- 16 See ECOSOC (UN Economic and Social Council) (2004) *Review and appraisal of the system-wide implementation of the Economic and Social Council's agreed conclusions 1997/2 on mainstreaming the gender perspective into all policies and programmes in the United Nations system*, E/2004/59, 5 May, <http://www.un.org/ecosoc/docs/2004/Resolution%202004-4.pdf>.
- 17 *Mine Action and Effective Coordination: The United Nations Inter-Agency Policy*, endorsed by the IACG-MA on 6 June 2005, para. 28. See http://www.mineaction.org/downloads/1/MAEC_8_2_6_20final%20PDF.pdf.
- 18 The key activities undertaken by UN-supported and UN-managed mine action programmes are described below. In situations where more than one agency is working on the same type of activity, the United Nations Country Team should establish relevant coordination mechanisms.
- 19 See UN Security Council Resolution 1820, <http://daccess-dds-ny.un.org/doc/UNDOC/GEN/No8/391/44/PDF/No839144.pdf?OpenElement>; UN General Assembly Resolution, *Criminal accountability of United Nations officials and experts on mission*, A/RES/62/63, 8 January 2008, <http://daccess-dds-ny.un.org/doc/UNDOC/GEN/No7/467/55/PDF/No746755.pdf?OpenElement>; and UN General Assembly Resolution, *Comprehensive review of a strategy to eliminate future sexual exploitation and abuse in United Nations peacekeeping operations*, A/RES/59/300, 30 June 2005, <http://daccess-dds-ny.un.org/doc/UNDOC/GEN/No4/495/13/PDF/No449513.pdf?OpenElement>.
- 20 United Nations, *Secretary-General's Bulletin: Special measures for protection from sexual exploitation and sexual abuse*, ST/SGB/2003/13, 9 October 2003, <http://www.unhcr.org/405ac6614.html>; and United Nations, *Secretary-General's Bulletin: Prohibition of discrimination, harassment, including sexual harassment, and abuse of authority*, ST/SGB/2008/5, 11 February 2008, <http://daccess-dds-ny.un.org/doc/UNDOC/GEN/No8/238/36/PDF/No823836.pdf?OpenElement>.

- 21 United Nations, *Secretary-General's Bulletin: Special measures for protection from sexual exploitation and sexual abuse*, ST/SGB/2003/13, 9 October 2003, <http://www.unhcr.org/405ac6614.html>; and United Nations, *Secretary-General's Bulletin: Prohibition of discrimination, harassment, including sexual harassment, and abuse of authority*, ST/SGB/2008/5, 11 February 2008, <http://daccess-dds-ny.un.org/doc/UNDOC/GEN/No8/238/36/PDF/No823836.pdf?OpenElement>.
- 22 Diplomatic Conference for the Adoption of a Convention on Cluster Munitions (2008) *Convention on Cluster Munitions*, CCM/77, 30 May, [http://unog.ch/80256EDD006B8954/\(httpAssets\)/CE9E6C29A6941AF1C12574F7004D3A5C/\\$file/ccm77_english.pdf](http://unog.ch/80256EDD006B8954/(httpAssets)/CE9E6C29A6941AF1C12574F7004D3A5C/$file/ccm77_english.pdf).
- 23 Women account for nine per cent of landmine/ERW casualties (in which the sex is known) at the global level, according to the *Landmine Monitor Report 2008* (<http://www.reliefweb.int/rw/lib.nsf/db90osid/RMOI-7LMLHZ?OpenDocument>). However, in some countries, the percentage is higher: 15 per cent of civilian casualties in Colombia (source: Acción Contra Minas- República de Colombia, PAICMA), 20 per cent in Angola (see source for note 6), and 23 per cent in Yemen).
- 24 Calza Bini, A. and Massleberg, Å. (2009) *Gender Mainstreaming the Cartagena Summit on a Mine-Free World: Victim Assistance*, SCBL, Geneva.
- 25 During a workshop held in 2009 in Bosnia-Herzegovina one of the participants, a deminer and a mine survivor himself, pointed out that he was unable to attend mine risk education workshops because of having to gather firewood for his family and attend rehabilitation classes.
- 26 LMAD refers to the specific efforts taken by mine action and development actors to improve coordination and to implement coherent policy and programming. The aim of the programme is to promote development and to help reduce poverty in mine-affected countries. See <http://www.gichd.org/operational-assistance-research/linking-mine-action-and-development/>.
- 27 According to the Office of the Special Adviser on Gender Issues and the Advancement of Women (OSAGI), gender equality refers to 'the equal rights, responsibilities and opportunities of women and men, and girls and boys [. . .] Gender equality implies that the interests, needs and priorities of both women and men are taken into consideration, recognising the diversity of different groups of women and men. Gender equality is not a women's issue but should concern and fully engage men as well as women'. The strategy for promoting gender equality is gender mainstreaming, 'which entails ensuring that the analysis of issues and the formulation of policy options are informed by a consideration of gender differences and inequalities, and that opportunities are sought to narrow gender gaps and support greater equality between women and men'. United Nations Office of the Special Adviser on Gender Issues (2002) *Gender Mainstreaming – An Overview*, pp. 1–2, <http://www.un.org/womenwatch/osagi/pdf/e65237.pdf>.
- 28 United Nations (1995) *Beijing Declaration and Platform for Action*, Strategic Objective 2, para. 143e, <http://www.un.org/womenwatch/daw/beijing/pdf/BDPfA%20E.pdf>.
- 29 See UN Security Council Resolution 1325, http://www.un.org/events/res_1325e.pdf.

- 30 According to the OSAGI, the term 'gender' refers to the social attributes and opportunities associated with being male and female and the relationships between women and men and girls and boys, as well as the relations between women and the relations between men. These attributes, opportunities and relationships are socially constructed and are learned through socialisation processes. They are context-/time-specific and changeable. Gender determines what is expected, allowed and valued in a woman or a man, in a given context. In most societies, there are differences and inequalities between women and men in terms of responsibilities assigned, activities undertaken, and access to and control over resources, as well as in terms of decision-making opportunities. United Nations Office of the Special Adviser on Gender Issues (2002) *Gender Mainstreaming – An Overview*, <http://www.un.org/womenwatch/osagi/pdf/e65237.pdf>.
- 31 See ECOSOC (2004) *Review and appraisal of the system-wide implementation of the Economic and Social Council's agreed conclusions 1997/2 on mainstreaming the gender perspective into all policies and programmes in the United Nations system*, E/2004/59, 5 May, <http://www.un.org/ecosoc/docs/2004/Resolution%202004-4.pdf>.
- 32 *Mine Action and Effective Coordination: The United Nations Inter-Agency Policy*, endorsed by the IACG-MA on 6 June 2005, para. 28. See http://www.mineaction.org/downloads/1/MAEC_8_2_6_%20final%20PDF.pdf.
- 33 Appropriate SMART indicators should be developed by each national programme in order for these to measure and monitor progress towards the advancement of the objectives outlined in these guidelines.
- 34 United Nations Mine Action Service (2003) *Glossary of mine action terms, definitions and abbreviations*, UNMAS, New York, p. 9.
- 35 United Nations (1997) *Agreed Conclusions of ECOSOC Coordination Segment on Gender Mainstreaming*, <http://www.peacewomen.org/un/ecosoc/UpdateCoordSegment04.html>.
- 36 'Eleventh Session of the Committee on the Elimination of Discrimination against Women (CEDAW)', Recommendation 19, para. 6.
- 37 United Nations Department of Peacekeeping Operations – Peacekeeping Best Practices Unit (2004) *Gender Resource Package for Peacekeeping Operations*, <http://www.peacekeepingbestpractices.unlb.org/pbps/library/GRP%20Full%20Version.pdf>.
- 38 Elements of Crimes of the International Criminal Court.