

Fourth Review Conference of the States Parties to the Convention on the Prohibition of the Use, Stockpiling, Production and Transfer of Anti-Personnel Mines and on Their Destruction

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Item 7 of the Agenda

Review of the operation and status of the Convention

How to implement and monitor gender mainstreaming in the APMBC. Practical recommendations

Submitted by Finland, on behalf of Albania, Australia, Austria, Chile, Costa Rica, Ecuador, El Salvador, France, Germany, Ireland, Italy, Luxemburg, Montenegro, The Netherlands, Norway, Panama, Peru, Romania, Slovenia, Sudan, Sweden, United Kingdom and Uruguay

I. Introduction

1. The Fourth Review Conference of the Anti-Personnel Mine Ban Convention sets ambitious gender mainstreaming objectives, more so than any other previous APMBC review conference. The inclusion of gender specific actions and indicators in the Oslo Action Plan, as well as mainstreaming gender in the Committee structures are welcome steps to promote gender equality and to mainstream gender in mine action operations, and sets a positive example for the disarmament sector.
2. The mine action sector does not have a long and extensive history of gender mainstreaming at a strategic and operational level, and it has below average representation of women in APMBC meetings compared to the broader Disarmament sector¹. Therefore, to successfully implement the Oslo outcome documents, we need to take a cooperative approach, to exchange ideas and lessons learned on gender mainstreaming in mine action and draw upon expertise from other sectors.
3. This working paper outlines a set of practical recommendations, which States Parties can implement to facilitate systematic action and reporting on gender mainstreaming. This may inform the work of the Committees, including the nominated gender and diversity focal points, and encourage progress in the sector. The recommendations represent a starting point for discussion and they are not intended to be exhaustive. Their aim is to drive the conversation and lead to more concrete sector wide good practices to be developed in the first year of the implementation of the Oslo Action Plan.
4. The first part of the working paper focuses on recommendations that can be implemented by affected states, donor states and Committees, while the second part of the

¹ Women's representation in larger disarmament forums (>100 delegates) is an average of 32%, while the APMBC meeting in 2017 had 25.4% women's representation. UNIDIR, *Still Behind the Curve: Gender Balance in Arms Control, Non-Proliferation and Disarmament Diplomacy*, 2019.



paper matches these recommendations with what could be included in voluntary reporting on gender mainstreaming under Article 7.

II. Practical recommendations for gender mainstreaming at a strategic and operational level

Affected states

5. Affected states are responsible for defining national mine action strategies and national standards, as well as for the accreditation of mine action organisations. While a significant proportion of survey, clearance, explosive ordnance risk education (EORE) and victim assistance (VA) work is conducted by non-government actors, such as NGOs and commercial companies, national mine action authorities determine the way in which operators work in areas under their jurisdiction, so they can set positive examples of gender mainstreaming for the entire sector in country.

6. There are extensive resources available on gender mainstreaming at an operational level, including the UN Gender Guidelines for Mine Action Programmes. In essence, good practice on gender mainstreaming includes the following approaches:

- Conducting a gender and diversity analysis as part of the desk assessment for non-technical survey, EORE and VA needs assessments.
- Using the gender and diversity analysis, as well as the analysed sex, age and disability disaggregated data collected during various operations to inform prioritisation and future mine action operations, in line with Action #35 in the Oslo Action Plan.
- Consulting with women, girls, boys and men, including persons with disabilities, in all non-technical survey and impact assessment activities to ensure effective operations and to understand the impact of contamination and of clearance activities on all groups.
- Tailoring explosive ordnance risk education to the most at risk based on a detailed gender, age and diversity analysis, even if this means not achieving gender balance in beneficiary numbers.
- Ensuring an evidence-based approach to risk education, whereby materials and messages reflect the risk taking behaviours undertaken by, and are accessible for, different age and gender groups and persons with specific needs, including but not limited to persons with disabilities.
- Ensuring that women, girls, boys and men have equal access to gender-sensitive emergency aid and that rehabilitation, psycho-social, education and economic services are tailored to their different needs.

7. Considering these approaches, and other sector best practices regarding gender mainstreaming in mine action operations, affected states should consider the following recommendations:

(a) When designing or reviewing National Mine Action Strategies, national authorities should set inclusive consultative mechanisms open to all relevant groups and ensure that a gender perspective is included throughout, in line with the approaches outlined above.

(b) When National Mine Action Standards (NMAS) are drafted or reviewed, they should include a gender perspective, in line with gender mainstreaming efforts in International Mine Action Standards (IMAS).

(c) Mine action authorities should ensure all the data collection forms and systems (survey, impact assessment, VA) allow the collection and analysis of data disaggregated by sex, age and disability status.

(d) If national authorities conduct the prioritisation process themselves, they should analyse and use the disaggregated data, to ensure that they take into account the different impact of mines on different groups. If the authorities do not conduct prioritisation directly, they should require that mine action operators use the data in this process.

(e) Mine action authorities should ensure that mechanisms and processes for reporting explosive ordnance are open, available and sensitised to the needs of different groups. For instance, women should feel comfortable reporting, so they should have the opportunity to report to another woman or to report remotely if the cultural context requires.

(f) Affected States Parties should advocate to remove obstacles to women's employment and advancement at all levels in the mine action sector. Mine action authorities should liaise with other government structures to ensure that there are no legal obstacles to the full and meaningful participation of women in mine action.

(g) States Parties should collect sex-disaggregated data on employment in the mine action sector, including from national mine action structures and from implementing partners.

(h) Affected States Parties should aim to achieve gender balance in their own mine action structures and encourage implementing partners to do the same across all mine action operations.

(i) Mine action authorities should seek synergies and exchange plans and lessons learned with other relevant government departments and multilateral agencies implementing gender mainstreaming activities.

(j) Mine action authorities should require that all operators under their jurisdiction conduct activities in a gender sensitive way, in line with the approaches outlined above and any other guidelines and best practices.

States in a position to provide assistance

8. States in a position to provide assistance can support the implementation of the gender mainstreaming objectives in the following ways:

(a) They should reward good practice in gender mainstreaming and support programmes informed by gender and diversity analysis, where disaggregated data is analysed from a gender perspective and used to inform all stages of the programme cycle. They should also support programmes that promote the full, equal and meaningful participation in mine action and encourage the inclusion of more women and other underrepresented groups.

(b) States funding mine action programmes should seek to fund specific gender mainstreaming efforts and targeted actions.

(c) States Parties with dedicated gender mainstreaming capacity should offer to second Gender Advisers to support mine action authorities in affected countries with specialist advice on gender mainstreaming and promoting women's participation.

APMBC Committees

9. Integrating gender and diversity directly into the mandates of each Committee at the Fourth Review Conference and assigning one member of each Committee to act as a gender and diversity focal point are bold and positive steps towards achieving gender mainstreaming in the sector.

10. As outlined in the proposals to adjust the treaty machinery, the purpose of the focal points is to provide advice on the implementation of the gender and diversity mainstreaming objectives of the Oslo Action Plan and to support the Chair in ensuring that the Committee includes gender and diversity in its work.

11. In order to perform these functions successfully, the focal points need to have sufficient knowledge of gender mainstreaming in mine action. Therefore, those selected to

be gender and diversity focal points should have completed gender and diversity in mine action training before being appointed to this role. Gender and diversity training is also recommended for all Committee members. When taking up a role in any Committee, States Parties should consider from the start the option of being a focal point and factor in the costs associated with the training. The Chair of each Committee should announce the focal point each year at the first meeting of the Coordinating Committee to ensure clarity and coordination on gender mainstreaming.

12. The Committees, through their Chairs or through the gender and diversity focal points should engage in the following activities:

(a) They should assess the extent to which gender mainstreaming and women's participation has been addressed in the reports submitted by States Parties, considering the approaches and recommendations made above.

(b) If insufficient information is reported voluntarily on gender and diversity mainstreaming, the Committees should request additional information in bilateral meetings with affected states.

(c) Committees should provide advice and support in a cooperative manner to States Parties on the fulfilment of the gender targets set out in the Oslo Action Plan. They may consult with gender experts in their own governments, the UN, international organisations, GICHD and civil society to come up with tailored recommendations, as required.

(d) Focal points should prepare and submit to the States Parties in advance of Meetings of the States Parties an analysis of the information reported on, and summarise sector trends with regards to gender mainstreaming and women's empowerment. Committees should provide a summary of this analysis and any recommendations during each section of the plenary meeting relevant for their area of work.

(e) Focal points should exchange information among themselves on the extent to which States are successfully mainstreaming gender in each area.

(f) Focal points should organise a side meeting at intersessional meetings and Meetings of the States Parties to facilitate discussion and an exchange of information among States Parties on progress and challenges to implement gender sensitive mine action programmes and promoting women's empowerment.

(g) The focal points may also choose to support regional or national dialogues on integrating a gender perspective in the implementation of the treaty.

III. Suggestions of gender mainstreaming information to be voluntarily included in Article 7 reporting

13. In line with the recommendations made in the previous section, affected states should report on:

(a) Has gender been mainstreamed in any new or recently revised national mine action strategies;

(b) Has gender been mainstreamed in any new or recently revised national mine action standards;

(c) Which forms allow for disaggregated data collection (e.g. non-technical survey, risk education, impact assessment, victim assistance);

(d) Is disaggregated data analysed and used in the prioritisation of mine action activities;

(e) Are mechanisms and processes for reporting explosive ordnance open, available and sensitised to the needs of different groups;

(f) Are there any legal or structural obstacles to women's employment and advancement at all levels in the mine action sector;

(g) Provide sex-disaggregated data on employment in mine action (including mine action authorities and implementing partners);

(h) List measures taken to promote women's participation in the mine action sector;

(i) Is there engagement with other relevant government departments and multilateral agencies implementing gender mainstreaming activities.

14. In line with the recommendations made in the previous section, states in a position to provide assistance should report on:

(a) Proportion of mine action projects they are supporting which are either gender sensitive, as per the approaches outlined above, or which actively encourage women's full, equal and meaningful participation in the sector.

(b) Proportion of mine action projects supported which include a dedicated gender component and budget.

(c) Number of Gender Advisers seconded to mine action authorities in affected countries.

(d) Details of any other actions or projects directly aimed at gender mainstreaming in the APMBC and the mine action sector.

IV. Conclusion

15. This working paper aims to offer a range of recommendations for the successful implementation of the gender mainstreaming ambitions of the Fourth Review Conference. States Parties are encouraged to implement as many as possible, to share best practices and challenges and report in a voluntary manner on the gender mainstreaming initiatives they are undertaking. This will facilitate the analysis by the gender and diversity focal points in each Committee and help drive discussions in the sector, so that as we advance towards the landmine free 2025 objective, we ensure mine action is effective and it leaves no one behind.
