PART II – MINE ACTION IN PRACTICE

MANAGEMENT OF MINE ACTION PROGRAMMES
KEY MESSAGES

• Quality management (QM) in mine action is a means to ensure and enhance the efficiency of organisations.

• Results-based management (RBM) emphasises the importance of methods tailored to objectives pursued in the non-profit sector.

• Information management (IM) provides managers with the evidence needed to make informed decisions, in addition to enabling quality and results-based management systems.

• Mainstreaming gender and diversity considerations in management, ensuring a thorough analysis is conducted to inform the strategy, planning and implementation of a mine action programme brings significant benefits.

SUMMARY

In business, management is often referred to as the factor that enables thousands of people with different skills and knowledge to achieve a common goal. Good management makes people’s strengths effective and compensates for their weaknesses. It fosters continual capacity development and innovation at the individual, work unit, organisational and community levels. Senior managers should have their eyes set on long-term goals and the strategy to get there.

Quality management systems (QMS) include tools and methods to focus an organisation on the quality of its deliverables, and the extent to which its ‘customers’ are satisfied. The client and beneficiary are not always the same in the mine action sector and, as a result, the concept of customer can be complex. Results-based management (RBM) emphasises the importance of methods tailored to the type of objectives pursued in the non-profit sector, and ensures that an organisation contributes to the achievement of desired results (outcomes and impacts), not just the delivery of outputs.

Information management (IM) provides managers with the evidence they need to make informed decisions:

• It enables quality and results-based management systems.

• It informs management about progress, describes performance targets, details how much has been done and how much is left to do, shows
whether outcomes are being achieved and helps create a greater likelihood of positive impact.

• It highlights success as well as areas of concern in terms of productivity, effectiveness and efficiency.

Information management drives continual improvement processes, through better understanding of the characteristics of mine action problems and the performance of people, resources and systems as they respond to those problems.

QM, RBM and IM all require resources, effort and commitment, but they provide the structure, principles and processes that allow organisations to define and achieve their aims, and to do so efficiently. They encourage transparency and accountability, while inhibiting inefficiency and corruption.

Mine action can affect the different genders and diversity within populations in different ways. Gender and diversity considerations need to be mainstreamed in management, with thorough analysis to inform strategies, plans and the implementation of mine action programmes; doing so helps ensure that the right priorities are identified and that the gender and diversity profile of the programme’s staff is optimal for effective delivery.

**STRATEGIC MANAGEMENT**

**Institutional architecture and capacity development**

**What is institutional architecture?**

Institutional architecture refers to how a national mine action programme:

• is structured (ie how the different mine action actors relate to one another); and

• relates to other ‘arenas’, which typically include:
  ▸ Government arena
  ▸ International arena
  ▸ Local communities arena
  ▸ Market arena.

In both cases the behaviour of mine action actors and actors in other arenas is shaped by institutions (laws, standards, regulations, norms) that establish ‘the rules
of the game’ and hence the incentives (rewards and penalties, plus enforcement mechanisms) facing each actor.

Figure 5 depicts some of the key features considered when analysing options for the architecture of a national mine action programme. Some are reasonably straightforward, others more complex. Careful thought is needed in terms of how best to establish linkages between mine action and other arenas.

Mine action programmes are typically first established as a country emerges from conflict. This is a dynamic time during which there are rapid changes in the political, economic, socio-cultural, and demographic dimensions and, often, the size and focus of international engagement.

Understanding the drivers of change during this period is critical. Three are of particular importance for mine action:

- Progress in the peace process itself is critical for all activities, including mine action.

- Linkages between formal government structures and local communities. Conflict often severs the links between the government and communities in parts of the country and it takes time to re-establish them once peace emerges. Until linkages are restored the government lacks information, capacity and, in some cases, trust with many conflict-affected communities. These are required to understand local needs, establish priorities, and deliver public services, including for mine action. Mine action actors working in conflict-affected areas (typically, local or international NGOs, or the UN) have an important role in community-level needs assessments, prioritisation and service delivery. This NGO/UN niche diminishes over time as the normal apparatus of government is re-established in affected communities.

- The overall relationship between the government and the international community. As peace emerges and during the immediate post-conflict period, capacity and financial constraints mean the government must focus on a few issues of overarching importance, leaving the international community to play a major role in addressing other matters, which typically include mine action. Normally this is a temporary situation and ‘ownership’ is reasserted by the government as post-conflict emergencies are resolved and the government’s capacities grow.
Support for capacity development

One of the key concerns regarding mine action is the development of local capacities. International actors do not develop local capacities: local people and organisations develop local capacities, and international actors support their efforts. Understanding the dynamic environment, and drivers of change that shape the environment, is important to ensure that the mine action architecture meets the special requirements of the immediate post-conflict period, but also adapts as the context evolves.

Such understanding is also critical in planning support for capacity development. International actors often play a leading role in determining the technical and operations management skills that are required, and in providing the training, designing the procedures, and helping to get a programme up and running.
Capacities also have to emerge to coordinate the national programme and to establish effective working relationships with other arenas. For this the mine action programme must adapt to the broader institutional arrangements in the country including:

- the legal framework given by the constitution and other legislation;
- the division of responsibilities across ministries and levels of government;
- national planning and budgeting systems;
- the role of security institutions (military; police; civil protection); and
- civil society.

International mine action personnel rarely have much expertise in these areas. National actors are more likely to understand these issues. Progress in developing ‘higher level’ capacities depends on the leadership of local managers and experts. Accordingly, international advisors try to avoid writing capacity development plans for high-level capacities. Instead, they seek to encourage national mine action officials to formulate the country’s own capacity development plan for mine action and to indicate their priorities for international support.

**Priority-setting**

Priorities are set to ensure scarce resources are assigned to the most urgent and important matters. Priorities should be set to deliver the most value possible, given the resources available. It is widely accepted that the value of a mine action programme stems from how well it promotes the following four objectives:

1. Saving lives and limbs
2. Economic growth
3. Poverty reduction
4. Compliance with international treaties and norms.

Effective promotion of all four objectives requires good information on the location and nature of mine/ERW. The first three also require socio-economic information: the existing demographic and economic patterns, national and local development plans, seasonal migration routes of pastoralists, and other country-specific aspects. The location of contamination determines which areas will eventually need to be cleared, but socio-economic data determines which contaminated areas need to be cleared first (and often to what depth).
Many mine action operators have significant experience in setting sound priorities for the resources directly available to them. Similarly, the United Nations Mine Action Service (UNMAS) has extensive experience in prioritisation to support peace-keeping or stabilisation programmes. From a national perspective a mine action programme will never deliver value-for-money if each agency sets its own priorities in isolation. This is so, no matter how good the prioritisation mechanisms of the individual agencies are.

Coordination among individual agencies can help to some extent, but eventually a systematic approach is required – a national prioritisation system to support a national mine action programme. Such a programme-wide system is required to ensure appropriate allocation of available resources between different parts of the country, organisations, mine action ‘pillars’, and between current operations and investments in future capacities.

National authorities, in consultation with international donors, must also ensure that total resources are allocated appropriately in terms of the relative weight accorded to:

- saving lives and limbs;
- supporting development investments (eg infrastructure projects); and
- promoting poverty reduction (eg clearance of areas for returning refugees and other landless households).

National authorities, in dialogue with international donors, are well placed to ensure the bulk of resources flow to where they are most needed. However, an office in the capital city rarely has the kind of detailed information needed to determine which specific tasks should be implemented first. Decisions concerning task priorities are normally best decentralised to reflect local needs and preferences.

**Aid effectiveness and mine action**

The need for national authorities, in consultation with international donors, to ensure that total resources available to mine action are allocated appropriately on a programme-wide basis raises the issue of aid effectiveness. The Paris Declaration of 2005, agreed by international donors and recipient countries, laid down the following principles of aid effectiveness:

- Ownership: developing countries set their own strategies for poverty reduction, improve their institutions and tackle corruption.
- Alignment: donor countries align behind these objectives and use local systems.
• Harmonisation: donor countries coordinate, simplify procedures and share information to avoid duplication.

• Results: developing countries and donors shift focus to development results and results get measured.

• Mutual accountability.

Since then, high-level meetings have taken place in Accra (2008) and Busan (2011) to advance the aid effectiveness agenda. A number of governments in mine-affected countries have established their own national mechanisms to promote aid effectiveness. Mine action features explicitly in a number of cases.

At their core these efforts are designed to move from a situation in which each donor sets its own strategy for a country, or for mine action, to one where recipient countries (governments, but also parliaments and civil society) are more firmly in the driver’s seat. For mine action, this implies that the government takes the lead formulating a single national strategy (replacing multiple donor strategies) and coordinating all parties to implement the agreed strategy. Coordination entails setting priorities and working with donors on a joint monitoring and evaluation system to track progress, with effort applied at both national and programme levels.

**Transition and national ownership**

The international community follows the principle that ultimate responsibility for landmines and ERW rests with the State under whose jurisdiction the contamination exists. This principle has long been recognised and accepted, including in international law. Affected states and the international community have worked to:

• promote national ownership;

• use approaches that can be sustained;

• establish competency and capacity; and

• adhere to international standards and good practices.

Transition approaches differ and results have been mixed. There is also limited guidance on how to plan and implement the transition of UN-managed mine action programmes to full national ownership.
WHAT IS NATIONAL OWNERSHIP?

In 2005, the Paris Declaration established ‘country ownership’ as a key principle of aid effectiveness whereby ‘partner countries exercise effective leadership over their development policies and strategies and co-ordinate development actions’. The measure of ownership was to be (i) the government’s ‘operational development strategy’ coupled by (ii) donor alignment on this strategy. Subsequent international meetings have broadened the concept of ownership to recognise the roles of other development actors such as civil society organisations, parliaments and local governments.

Ownership is not a simple concept or one that is easy to measure. It is best thought of as a set of rights and responsibilities, including:

- the right to determine whether an initiative is required and to request assistance for it;
- the responsibility to make a tangible commitment;
- the right to exercise some control over the resources available and the benefits created; and
- the responsibility, together with donors, to determine whether an initiative has been successful and should be continued.\(^6\)

Accordingly, some countries may exhibit high ownership in one dimension, but little in another.

QUALITY MANAGEMENT AND RESULTS-BASED MANAGEMENT SYSTEMS

Introduction

The main goal of Quality Management (QM) in Mine Action Programmes has been to provide confidence to the beneficiaries, the operator and the NMAA that clearance and quality requirements have been met and that released land is indeed safe to use.\(^7\)
‘Quality’ means ‘the degree to which a set of inherent characteristics fulfils requirements’. A guiding principle of quality management is its focus on satisfaction of the ‘customer’.

When modern mine action first started the focus of quality management was primarily on land that had been subject to full clearance. The direction today is more comprehensive. It encompasses all parts and activities of mine action organisations to ensure that key principles of quality management, such as evidence-based decision making, continual improvement and customer focus, are enshrined in every aspect of the work.

In the not-for-profit domain it is often necessary to differentiate between clients and beneficiaries, both of which can be seen as customers. An output from a mine action activity can be hard to tie to a broader outcome, such as a change in the number of casualties. The results-based management (RBM) approach provides a tool to help overcome this challenge.

**Mine action standards**

IMAS 07.30 outlines that QM in MA consists of accreditation, monitoring and post-clearance inspection, highlighting that not all elements will always be necessary to achieve confidence. Requirements are defined in other IMAS chapters: 09.10 for clearance of land, 09.11 for battle area clearance, 09.20 for post-clearance inspections and sampling, 07.11 for land release, 08.10 for non-technical survey and 08.20 for technical survey.

IMAS originally treated ‘cleared’ land as different from ‘released’ land, but the standard now is that all released land should have the same characteristics: there should be a very high level of confidence that no hazardous objects are left in the ground when it is handed-over, within depth and item specifications. The challenge is how to achieve a similar level of confidence regardless of whether land has been released through non-technical survey (NTS), technical survey (TS) or clearance.

**Traditional approach to QM in mine action**

Traditionally definitions and descriptions of quality management in mine action focused on one output (cleared land) and limited application to a small number of core tools (accreditation, monitoring and post-clearance inspection).

Interpretation of terminology was equally restricted. Quality Assurance (QA) was used interchangeably with the term ‘monitoring’ and was taken to refer to field
inspection visits. Quality Control (QC) was applied specifically to the inspection of cleared land prior to its handover.

Today, clearer definitions of terminology and broader application of principles forms the basis for development of QMS in many countries, organisations, and institutions.

QA has a formal definition of ‘the part of quality management that focuses on providing confidence that quality requirements will be fulfilled’, but is more easily understood as meaning ‘pro-actively building quality and success into an organisation’.

The term monitoring is often used to mean a continuing process of observation and opinion-forming about an organisation and its activities. In the development sector it has a more specific meaning. In that context it refers to a continuing function that uses the systematic collection of data on specified indicators to provide management and other stakeholders of an on-going project, programme or policy with indications of the extent of progress and achievement of intended outputs and results, and in the use of allocated funds. This is much more to do with the systematic tracking of key performance indicators (KPIs) than the narrow application of field inspection visits.

QC is formally defined as ‘the part of quality management focussing on confidence that requirements are fulfilled’, but is easier to understand as ‘checking that what you got is what you wanted’. It can certainly be applied to the inspection of land. It can also be used throughout an organisation’s processes wherever it is appropriate to check that products (such as trainees completing a training course, reports, or a purchased piece of equipment) meet requirements.

Improved understanding of terminology and application of principles is of direct benefit to all mine action activities. It also ensures consistency with the way such terms are applied and understood in other sectors and industries.

The main tools that have been used to gain confidence have also developed over time. In their traditional forms they consist of:

- Accreditation of operating organisations/implementing partners. Accreditation is normally performed by a national or UN-run MAC and ensures that organisations have, and apply, Standard Operating Procedures (SOPs) that satisfy the requirements of NMAS.9

- Monitoring through inspection visits by, or on behalf of, the MAC (often referred to as QA).
- Post-clearance inspection of cleared land, combined with definitions of non-conformities, such as missed items (usually referred to as QC).

**Limitations of the traditional QM approach**

Traditional understanding and practice had a number of limitations:

1. It treated ‘safe cleared land’ as the only product of mine action, whereas there can be a number of other ‘products’ both in terms of released land (cancelled and reduced) and in terms of other processes integral to mine action (training, capacity development, mine risk education, stockpile destruction, priority-setting etc.).

2. The narrow focus on field monitoring inspections and post-clearance inspections, as constituting QA and QC, ignored the importance of broader application of quality assurance and control principles throughout an organisation’s processes and procedures.

3. It did not address either ‘quality-at-entry’ (ie project/programme design) or quality at the outcome level (ie do the outputs flow to the target beneficiaries and are they used in the expected way).

4. It might not be integrated with the country’s overall system for standards.

**Comprehensive approach to QM**

To address some of these limitations, trends in the industry are to:

1. Increase emphasis on the application of comprehensive QA methods within an organisation (pro-actively building in quality and success), over the historical reliance on post-clearance QC inspection.

2. Make more use of the ISO 9001 QM standard and of business excellence models.

3. Revise IMAS 09.20 (Post-clearance inspection) and IMAS 07.40 (Monitoring of demining organisations) to make them adhere to broader QM approaches, and to ensure that other IMAS, as they come up for review and revision, exhibit relevant QM principles.

4. Adopt the ISO 9001 QM principles:
   - Customer focus
   - Involvement of people
The adoption of improved QMS and principles has important implications for improved effectiveness, efficiency and confidence within mine action. It can still be limited in that it addresses processes and activities up to the point where a product is delivered. Questions of whether an affected population benefits as a result of the products delivered by mine action operations fall outside the scope of normal industrial quality management systems. Management of the results of mine action work requires additional tools and techniques.

**Results-based management**

Results-Based Management (RBM) is a performance management system used when supplying public services, including through official development assistance (such as mine action). When selling to the private sector, people and organisations purchase goods and services to meet their own requirements, so the customer is both the ‘client’ and the ‘beneficiary’. However, in providing public services, the client and beneficiary are often not the same.

In mine action programmes, it is not always clear who the customer is. Is it the client (ie who pays, often a donor), the citizens (ie intended beneficiaries), or the recipient government (ie those responsible for the resolution of the landmine problem)?

In providing public services, and particularly when these are financed by official development aid, defining customer satisfaction is often difficult. RBM provides an extra set of concepts and tools to implement QM when there are different categories of customers to satisfy.

QM typically focuses on the quality of the products or services delivered by an organisation (its outputs). RBM widens the scope of the management process to include the changes (the outcomes) that result from the delivery of outputs. It helps address questions on whether a programme or project is making a difference, rather than simply delivering services or products.
A key component of RBM is performance measurement – the process of objectively measuring how well an agency is meeting its stated goals or objectives. It typically involves:

- articulating and agreeing objectives;
- selecting indicators and setting targets;
- monitoring performance (collecting data on results); and
- analysing and reporting those results in relation to the targets.

Performance measurement is concerned specifically with the production or supply of performance data. Performance management is the broad management strategy aimed at achieving important changes in the way government agencies operate, with improving performance (achieving better results) as the central purpose. In an effective performance management system, achieving results and continual improvement based on performance measurement is central to the management process.\textsuperscript{10}

There is a clear connection between QM and RBM. Performance measurement is concerned with measuring both implementation progress and results achieved. Implementation measurement addresses whether or not project inputs and activities are in compliance with designed budgets, workplans, and schedules. Results measurement considers whether planned results are actually achieved.

Results are usually measured at three levels – immediate outputs, intermediate outcomes and long-term impacts. This helps build agreement around objectives and commitment to the performance measurement process.\textsuperscript{11}

**INFORMATION MANAGEMENT**

**Role of Information Management in mine action**

Information management (IM) is fundamental to all mine action activities. Indeed it can be argued that land release is entirely an information management process, other than at the point of physical removal or destruction of devices when they are discovered. Everything else revolves around the collection of information, through non-technical and technical means, and its analysis to support decisions about which land is safe and which requires further investigation/action before it can be released.

From this perspective a mine detector is simply a tool for information collection about land to support a decision as to whether it contains hazard items or whether
it can be declared clear. Other aspects of mine action (survey, risk education, victim assistance) all rely upon the availability of reliable information that provides a picture of problems that need solving, and of progress towards their solution.

IM aims to supply decision makers throughout the mine action organisation with reliable, valid information on which to base their decisions. It is directly linked to the concept of evidence-based decision making – one of the fundamental principles of QM.

IM comprises the process of continually specifying information requirements, and the collection, analysis and timely provision of required information to all mine action stakeholders. That information contributes to understanding of and decision-making about:

- the nature, characteristics and distribution of contamination;
- performance of organisations and programmes in responding to contamination;
- implications of contamination for affected populations, organisations and governments;
- the needs, requirements and preferences of affected populations;
- prioritisation of action and allocation of resources; and
- progress towards compliance with treaty obligations.

Understanding what information is for and who needs it, how they will analyse it and what they intend to do with it, is essential to the success of any IM system. Different users may need the same data for different purposes. That in turn may influence the accuracy, frequency and format in which data is collected and reported. IM is not the sole responsibility of an IM department. Responsibility lies with those who will use it (and who must specify their requirements), those who collect it (and who must comply with requirements), and those who store it, secure it, analyse it and disseminate it.

Ineffective IM can force decision-making in ignorance based on intuition rather than evidence. Lack of information discourages decision-makers from taking efficient decisions, steering them towards unnecessarily cautious positions. Ignorance, a lack of comprehensive information and the inability to measure performance impedes transparency and opens the door to corruption and inefficiency.

It is common to see IM as an isolated task of the IT department – limited to archiving; it is a mistake to do so. IM is a basic function of any decision-maker
and manager at every level in an organisation, and especially so in mine action. All those who come into contact with information have a role to play.

Stakeholders are encouraged to use the data in databases and to look for errors. Providing feedback to database administrators allows them to correct those errors and, in the IM cycle, plan how to prevent future errors. If data is not used, or if feedback is not provided, errors go uncorrected and stakeholders become less interested in using the data or in contributing to data collection – a vicious circle.

All data is collected for a purpose. If it does not satisfy that purpose then the system fails. Combining operational, quality and information management as facets of a single activity is increasingly recognised within mine action programmes. The future will see an increasing emphasis on a common understanding of the interconnectedness of these functions and the need for mine action managers to understand, and apply, principles of all three (operational, quality and information management) throughout their work.

**Information Management System for Mine Action (IMSMA)**

The GICHD started developing IMSMA in the late 1990s with the goal of providing the mine action community with one comprehensive IM package. IMSMA is now in use in over 65 countries. It is arguably the most successful information management achievement, not only in mine action, but also in the wider humanitarian and sustainable development context.

IMSMA was always intended as a tool that is user friendly and flexible. It should support and encourage the capacity development of its users, providing them with an easy start, followed by the adoption of increasingly powerful decision-support tools. The GICHD provides certifications for Administrators of IMSMA at three levels of complexity. The majority of mine action programmes will not need administrators with more than a foundation certification, which requires two weeks of training. The administrators are then capable of setting up and customising the system, as well as training all the users across their organisation.

The system is installed and in use on about 2,000 computers, a figure that is still growing rapidly. The core IMSMA is part of an ecosystem of software solutions provided by the GICHD to cover the needs of the mine action community. This includes tools external to IMSMA such as:

- the online Mine Action INTelligence tool (MINT);
- the Collaborative ORDnance data repository (CORD); and
- add-ons to other software such as the mine action toolbars for Esri ArcGIS.
IMSMA allows for data exports, and live connections to the data, using a wide range of analytical tools including Excel. Giving users a regular export of IMSMA data into an analysis tool of their choosing minimizes their need to develop duplicate databases and helps maintain the quality of the IMSMA data.

Important system developments which support demining operations include GICHD’s Tool for Management of Demining Operations, GIS Geo Portal, and Mine Action Intelligence Tool. The former two will serve to quickly identify and address the reasons for operational downtime. The latter is designed to conduct a sophisticated computer analysis to improve efficiency in a mine action programme.

There is nothing wrong with using tools other than IMSMA, indeed most programmes are likely to require other software tools to help address wider aspects of project management, but for IMSMA to work it needs to be used, questioned and analysed by stakeholders to prevent its data quality from deteriorating. Setting up parallel databases and spread sheets containing mine action information introduces risks of incoherent statistics and poor quality of information. It is not generally recommended. Combined with the functionality of MINT, IMSMA will provide most features offered by Microsoft Excel, but on a centralised platform that eases standardisation and dissemination of statistics.
GENDER AND DIVERSITY

Introduction

If mine action programmes are to be inclusive, efficient, effective and benefit all affected groups they need to mainstream gender and diversity into planning, implementation, budget, monitoring and evaluation. QM in mine action revolves around the central principle of satisfying customer requirements. The ‘customers’ of mine action comprise different genders and diverse groups.

Quality of mine action cannot be assured unless the different needs of those different groups are understood and reflected within every aspect of the mine action programme. This is both in relation to those people who work within the programme, and for those who benefit from, or come into contact with, the programme.

Gender and Diversity Terminology

Diversity refers to differences in values, attitudes, cultural perspectives, beliefs, ethnic background, sexual orientation, ability or disability, skills, knowledge, age and life experiences. These differences need to be recognised, understood and valued if an organisation is to ensure that all groups of people are able to benefit equally from mine action and that it does not add to discrimination experienced by already marginalised groups.

Gender is defined as ‘culturally and socially constructed differences between males and females that determine their roles and responsibilities in society and vary from place to place and time to time’. The concept was introduced in the 1950s to distinguish between biological sex and the social construct of attributes and opportunities associated with being male or female.

IMAS 04.10 contains key terminology related to gender:

- Gender Analysis – the study of the differences in male and female roles as well as their different access to and control over resources. It is a tool for improving understanding of how differences between men and women influence their opportunities and problems and can identify challenges to participation in development.

- Gender Equality – the equal rights, responsibilities and opportunities of men and women. It implies that the interests, priorities and needs of both are taken into consideration equally.
• Gender Mainstreaming – the process of assessing different 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 the concerns and experiences of both women and men 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.

• Gender-sensitive – takes into consideration the different impact landmines have on women, girls, boys and men. The ultimate aim of gender-sensitive mine action is to conduct mine action in such a way that respects and is based on gender equality.

Whilst not addressed in IMAS, another important term is Gender Based Violence (GBV), which refers to ‘any harm that is perpetrated against a person’s will and is the result of gendered power inequities that exploit distinctions between males and females, among males, and among females; that has a negative impact on the physical or psychological health, development, and identity of the person. Although not exclusive to women and girls, GBV principally affects them across all cultures. Violence may be physical, sexual, psychological, economic, or sociocultural.’

Even though fighting GBV is beyond the mandate of mine action, it is nevertheless important that organisations are able to identify cases of GBV and have a system in place on how to deal with it internally and externally.
Why Gender and Diversity in Mine Action?

Mine action does not happen in a vacuum. It takes place in a context where there are differences and inequalities between women and men in terms of assigned responsibilities, activities undertaken, access to and control over resources, as well as decision-making opportunities. Consequently, mine action programmes do not automatically benefit women and men from different backgrounds equally. They need to make efforts to ensure that they neither sustain nor exacerbate existing inequalities between different affected groups and individuals.

Gender and diversity influence:

- exposure to landmines and ERW;
- the risk of becoming a victim;
- ability to access medical and psychological services;
- long term reintegration;
- mine risk education and awareness (MRE); and
- the likelihood of getting employed in mine action.

As a result of their gender specific roles and responsibilities, women, girls, boys and men from different backgrounds are affected differently by landmines and ERW and need to be assisted in different ways. Gender-distinct mobility patterns often mean that different age and sex groups hold different information about contamination and may have different priorities for survey and clearance. In some countries division of labour can be identified according to other protracted features, such as ethnicity, age or disability.

The inclusion of all stakeholders in consultations and surveys leads to more complete information on the nature and extent of the problem and a more accurate understanding of all the different priorities and needs in the affected communities. This contributes to enhanced security and sustainable and inclusive development for affected women, girls, boys and men from all backgrounds.

In other areas of mine action, such as victim assistance and MRE, services need to be tailored to reach the specific target groups. For example, men might be harder to reach during daytime; or they might be reluctant to seek psychological help after being maimed by a mine/ERW. Women in some contexts might not be able to go to public meetings or to speak to male surveyors. Children might need more interactive and dynamic forms of MRE; or if they lose a limb in a mine/ERW accident, they will need to change their prosthesis more often than adults.
In some countries there may be differences in levels of access to activities for people from certain ethnic backgrounds. Stigmatisation and discrimination may create a barrier for others (based on disability or sexual orientation for instance) in terms of accessing services.

Mainstreaming Gender and Diversity in mine action programmes

A gender and diversity analysis is essential to identify, and develop an understanding of, the differences between women, girls, boys and men in terms of risky behaviour:

- who is affected and how;
- access to resources, opportunities, decision-making, services;
- specific needs/priorities;
- obstacles for participation;
- impact of mine action activities; and
- potential effects on gender equality.

Gender and diversity are cross-cutting issues that can be mainstreamed at all levels of a mine action programme.
• Planning: mainstream gender and diversity in the national mine action strategy, national mine action standards (NMAS), work-plans and SOPs; collect, analyse and use quantitative and qualitative information disaggregated by sex, age and other relevant dimensions to inform the design of mine action programmes.

• Priority-setting: consult actively with both female and male representatives from all different affected groups; develop gender-sensitive indicators as part of the weighting-system to reflect the priorities of females and males from different backgrounds.

• Non-technical survey: use mixed sex teams from diverse backgrounds to facilitate the collection of information from women, girls, boys and men; in areas where direct contact with women and girls or marginalised groups is not possible, adapt the methodology accordingly.

• Technical survey and clearance: offer equal access to employment opportunities to qualified men and women from diverse backgrounds; offer appropriate facilities for male and female staff, including those with disabilities; have a code of conduct in place and clear mechanisms to deal with breaches of the code.

• Handover procedures: make sure that male and female beneficiaries are accurately informed about the land that is safe to use.

• Pre and post-clearance impact assessment: ensure that affected females and males are consulted and verify if they benefit equally.

• Community Liaison and Risk Education: use mixed teams from diverse backgrounds Design and deliver sessions in an age, gender and diversity-sensitive way

• Victim Assistance: train and hire male and female professionals to provide services; make sure that there are no barriers for any group/individual to access the services; offer assistance to direct and indirect victims.

• Information Management: make sure that forms are designed to collect data disaggregated by sex, age and other relevant dimensions; develop gender and diversity-sensitive indicators to monitor and evaluate outputs and outcomes.

• Quality Management: mainstream gender and diversity in the relevant NMAS, SOPs, quality assurance forms and accreditation processes.
Normative Framework and Key References

A number of guidelines, UN documents and resolutions, reports and action plans stress the importance of including gender and diversity perspectives and considerations in mine action programmes:

REFERENCE TO GENDER AND MINE ACTION

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| Beijing platform (1995) | ‘Women living in poverty, particularly rural women, also suffer because of the use of arms that are particularly injurious or have indiscriminate effects…’
<p>| | Actions to be taken by governments include: recognizing that women and children are particularly affected by the indiscriminate use of anti-personnel land-mines. |
| United Nations Security Council Resolution (UNSCR) 1325 on Women, Peace and Security (2000) | Emphasises ‘[…] the need for all parties to ensure that mine clearance and mine awareness programmes take into account the special needs of women and girls’. UNSCR 1325 represents a legal reference to stakeholders’ obligations to ensure that mine action addresses the special needs of women and girls. |
| UN Millennium Development Goal 3: ‘Promote gender equality and empower women’ | Mine action organisations should contribute to ensure gender equality and to actively empower women in their activities. |
| APMBC Cartagena Action Plan (2010-2014) | Mentions gender explicitly in nine action points and other instances in relation to MRE, victim assistance and the importance to collect and analyse all data in an age and sex-disaggregated way. |</p>
<table>
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<tr>
<th>Convention on Cluster Munitions (2008)&lt;sup&gt;18&lt;/sup&gt;</th>
<th>Makes reference to gender on a number of occasions, in particular in relation to the importance of ensuring victim assistance (VA) is age and gender-sensitive.</th>
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<tr>
<td>CCM Vientiane Action Plan (2010-2015)&lt;sup&gt;19&lt;/sup&gt;</td>
<td>Presents a number of concrete action points, explicitly mentioning the importance of gender, especially in relation to the importance of collecting and analysing all data in an age and sex-disaggregated way, to ensure gender-sensitive consultation and participation, and to ensure any risk reduction activities are designed and implemented, taking into consideration age and gender specific issues. All States Parties are responsible for the effective implementation of the action points of both the Cartagena Action Plan and the Vientiane Action Plan.</td>
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<tr>
<td>Convention on the Rights of People with Disabilities (2006)&lt;sup&gt;20&lt;/sup&gt;</td>
<td>This UN treaty identifies the rights of persons with disabilities as well as the obligations on States Parties to the Convention to promote, protect and ensure those rights. In this convention persons with disabilities are no longer viewed as passive receivers of charity in need of social protection, but are active members of society with rights.</td>
</tr>
<tr>
<td>UN Gender Guidelines (2010)&lt;sup&gt;21&lt;/sup&gt;</td>
<td>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.</td>
</tr>
<tr>
<td>Gender and Landmines: from Concept to Practice (2008)&lt;sup&gt;22&lt;/sup&gt;</td>
<td>This report by the Gender and Mine Action Programme (GMAP) studies the significance of gender in the impact and the effectiveness of mine action. It provides the reader with an overview, together with concrete examples from 5 different countries (Colombia, Lebanon, Mozambique, Sri Lanka, Sudan), on how gender can be mainstreamed in mine action.</td>
</tr>
</tbody>
</table>
Promotes gender mainstreaming and contains specific indicators on gender, for instance on the provision of age and gender victim assistance services and on the collection of sex and age-disaggregated data.

GMAP runs an international programme to raise awareness of the importance of taking into consideration the different needs, priorities, capabilities and knowledge of women, girls, boys and men affected by landmines and ERW. The programme encourages and supports the mine action sector to mainstream gender in policies, programming and operations, complementing similar efforts by the UN and other actors. It is the main source of information on all aspects of gender and mine action and the only programme focusing exclusively on this issue.

MINE ACTION AND THE ENVIRONMENT

By its very nature mine action involves interaction with the environment directly (through physical activities such as clearance or demolition) and indirectly (through the effect it has on land newly released to users).

Humanitarian actors are increasingly recognising that environmental impacts caused by disasters and conflicts as well as by relief operations threaten people and communities. Humanitarian actors therefore need to consider the possible negative impacts of their relief and recovery operations to ensure they do no harm\textsuperscript{25} with regards to longer term vulnerability and livelihoods. Mine action organisations are no exception. Some aspects of mine action work have always been subject to environmental assessment – most obviously the effects of using mechanical flails and tillers on potentially vulnerable land. Others have not attracted so much attention, such as the impacts of explosive detonations on soil and air, or of temporary field camps on their immediate environment.

IMAS 10.70 Safety and Occupational Health – Protection of the Environment provides general guidance to mine action operators about the identification and assessment of potential environmental impacts associated with their work.\textsuperscript{26}
More recent developments have been associated with aspects of stockpile destruction and the application of other recognised international standards (such as ISO 14001) to mine action operations.

There has been some fear in the past within the mine action sector that the adoption of formal environmental management systems would prevent some important activities, such as the in-situ destruction of landmines and ERW. There is little evidence to suggest that such fears are justified, but there is clear enthusiasm on the part of many donors and governments for the application of normal environmental management principles within mine action. Considering the impact of operations on the environment can contribute to faster socio-economic recovery within mine/ERW-affected communities. For example, minimising soil contamination and degradation can enable communities to restart small-scale farming, contributing to more secure and sustainable livelihoods in the longer-term.  

ENDNOTES


2 Another way of stating that mine action programmes should attempt to maximise value-for-money is that they should aim at maximising the ratio of benefits to costs.

3 The four objectives are valid for all mine action programmes through all stages of the mine action Programme Life Cycle (see Chapter 2, Figure 1). Mine action programmes may have additional objectives in specific countries at specific times: for example, mine action organisations may be asked to hire former combatants to support a disarmament, demobilisation and reintegration (DDR) programme.

4 In its *Issue Briefs* on priority-setting the GICHD refers to the resource allocation decisions as ‘big-P Prioritisation’ and decisions concerning task priorities as ‘small-p prioritisation’ to reinforce the fact that all these decisions should be viewed as part of an inter-connected system.


Chapter 4


9  IMAS 07.30 provides details on accreditation, including organisational and operational accreditation, application, desk assessment and on-site assessment, modifications to the accreditation as well as suspension and termination


11 Ibid.


13 Sexologist John Money introduced the terminological distinction between biological sex and gender as a role in 1955. Before his work, it was uncommon to use the word ‘gender’ to refer to anything but grammatical categories. Money’s meaning of the word did not become widespread until the 1970s, when feminist theory embraced the distinction. Today, the distinction is strictly followed in some contexts, but in many contexts, even in some areas of social sciences, the meaning of gender has expanded to include ‘sex’ or even to replace the latter word.


25 The Do No Harm framework is based on the belief that humanitarian actors should take steps to ensure that they do not make a situation worse through the assistance that they provide.
