



Gender and Priority-Setting

KEY MESSAGES

- > Small 'p' prioritisation is a vital component of land release. Mainstream gender in the priority-setting process to obtain comprehensive and accurate information for identifying preferences, conducting surveys and mapping, and prioritising clearance.
- > Encourage participation of all gender and age groups in each mine-affected community to obtain comprehensive and accurate information for survey, mapping and prioritising clearance.
- > Consult a full range of stakeholders – women, girls, boys and men – to increase the quality and relevance of information gathered. This will inform decisions on cancellation and release of land through survey and clearance.
- > Collect and analyse sex and age-disaggregated data and use findings to inform planning, prioritisation, implementation and monitoring/evaluation
- > Ensure priority-setting indicators, and weighting systems used for the prioritisation of clearance tasks, are gender-sensitive.

in Mine Action

GICHD POLICY BRIEF 5 | DECEMBER 2012

INTRODUCTION TO THE SERIES

The most important measure of performance for a mine action programme is value for money: the ratio of benefits to costs. The main determinant of whether a mine action programme delivers good value for money is not the quality of its survey and clearance technology, nor how hard the staff work, how well managers are trained, or how complete its database is. It is how well priorities are set at each level. The aim of prioritisation is to achieve high value for money.

The GICHD is publishing a series of briefs on priority-setting in mine action. This Issue Brief is number 5 in the series so far, following on from:

- > Issue Brief 1: An introduction to the series: key terms and basic concepts; common challenges
- > Issue Brief 2: The need for a national priority-setting system; components of national priority-setting systems; what such systems should accomplish and how responsibilities and authorities should be defined
- > Issue Brief 3: Establishing a national priority-setting system and adapting it over time; how to assess the quality of the system
- > Issue Brief 4: A more detailed examination of values, decision criteria and indicators

Additional Briefs are planned for the future.



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INTRODUCTION

Priority-setting in a national mine action programme requires a number of inter-linked processes and decisions consisting of a combination of top-down and bottom-up components:

- > Gathering information and **preferences** from affected communities to determine how available resources should be used to prioritise specific demining tasks. This is a bottom-up approach and is associated with small ‘p’ priority-setting¹.
- > **Allocation of resources** from the national to provincial to district levels is a top-down element, which is associated with big ‘P’ priority-setting;

Big ‘P’ and small ‘p’ priority-setting are intrinsically linked because, if the allocation of resources is closely connected to the preferences of stakeholders, the programme will be more likely to deliver value for money as resources will be targeting key purposes (e.g. demining to support development or to assist refugee return or to enhance community security) or areas of the country. To ensure value for money, mine action actors should have a coordinated process to ensure that the majority of assets are allocated to the most heavily impacted areas of the country.

This policy brief focuses on the gender dimension of small ‘p’ priority-setting for land release.² Preferences identified through consultation with stakeholders from different gender, age and socio-economic groups should lead to the allocation of resources to, and concentration of activities on, tasks where impact will be the greatest.

GENDER

For the purpose of this brief, 'gender' refers to the socially-constructed roles and opportunities associated with women, men, girls and boys. These attributes, opportunities and relationships are:

- > 'socially constructed' (as opposed to being biologically determined)
- > learned through social norms
- > are context/time-specific and changeable.³

Gender mainstreaming is 'the process of assessing the implications for women and men of any planned action.' It seeks to guarantee that the concerns and experiences of individuals of both sexes are taken into consideration in the design, implementation, monitoring and evaluation of programmes, with the aim of achieving gender equality.⁴

The ADAPT and ACT framework developed by the Inter-Agency Standing Committee Taskforce on Gender in Humanitarian Action⁵ is cited here as a reference for promoting gender equality programming in mine action and as a tool to improve the quality of small 'p' priority-setting:

- A** nalyse gender differences
- D** esign services to meet the needs of all
- A** ccess for women, girls, boys and men
- P** articipate equally
- T** rain women and men equally

and

- A** ddress Gender Based Violence (GBV) in sector programmes
- C** ollect, analyse and report sex and age-disaggregated data
- T** arget actions based on a gender analysis⁶

If mine action organisations adhere to these principles in all aspects of the land release process, they will ensure gender equality programming and avoid worsening any existing gender inequalities.

WHY GENDER MATTERS IN MINE ACTION

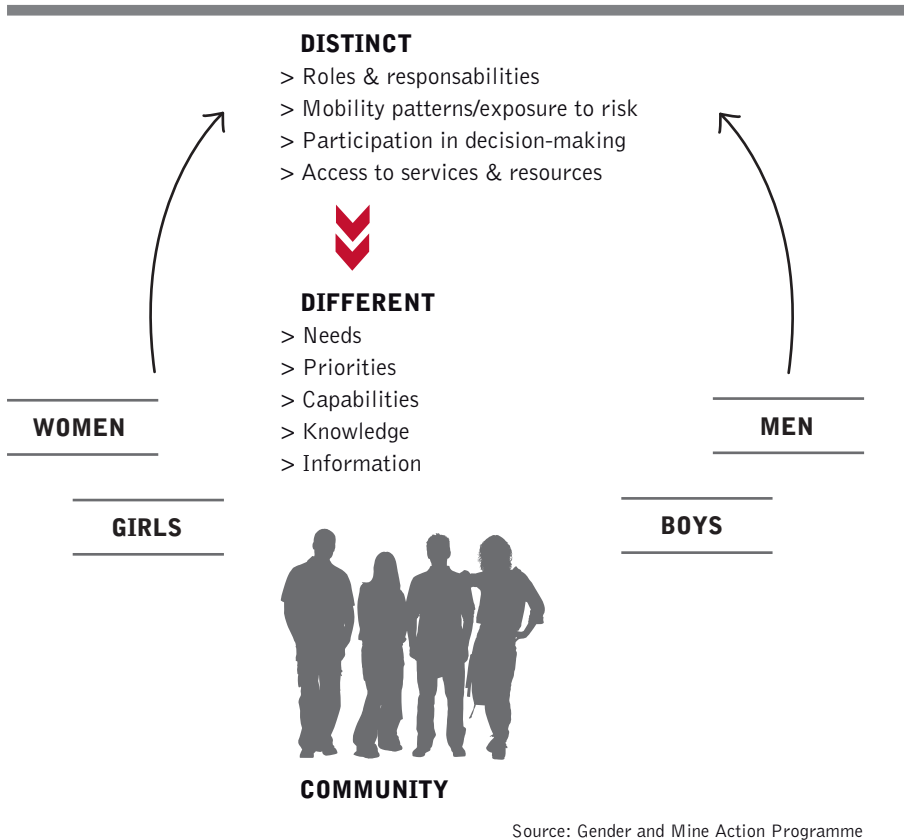
Landmines and Explosive Remnants of War (ERW) represent a key barrier to development in 66 countries and seven other areas worldwide, affecting the lives of women, girls, boys and men in the communities long after the conflict is over.⁷ Landmines and ERW contamination block fertile, agricultural land and access to infrastructure such as housing, roads, education facilities and health care. Landmines and ERW create obstacles for livelihood activities and also represent key barriers for the safe and peaceful return of displaced populations.

Due to their gender-specific mobility patterns, roles and responsibilities, women, girls, boys and men often hold different information on areas that are contaminated, or suspected of being contaminated, in their communities. Vital, life-saving information may be lost if not all groups are consulted during information gathering activities. In other areas of mine action, such as victim assistance and risk education (RE), gender determines access to and impact of activities and services, where females often face more restrictions compared to males. Women can be hard to reach when implementing surveys as a result of gender-based discrimination. This means that their priorities – and frequently the priorities of their children – may be excluded from the priority-setting process.

This concern, among others, is specifically raised in the United Nations Security Council Resolution (UNSCR) 1325 on Women, Peace and Security (2000), which 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*'.⁸

Consequently, there is a growing awareness within the mine action sector that including a gender perspective will make mine action operations more inclusive and effective.

Figure 1 | Gender matters in mine action



WHY GENDER MATTERS IN PRIORITY-SETTING

Many mine action priority-setting systems are not gender-sensitive, which means they do not mainstream gender and do not reflect the different needs, interests and priorities of women, girls, boys and men. Gender-blind priority-setting processes do not identify or acknowledge difference on the basis of gender. This may not lead to the best selection of tasks which will maximise the impact of survey and clearance activities on beneficiaries.

Priority-setting should involve a systematic gender analysis of needs in the field, as well as of balanced consultation at all levels of decision-making. At the community level, mine action personnel should actively seek inputs from individuals representing all gender and age groups in each mine-affected community. This will allow them to obtain comprehensive and accurate information for identifying preferences, conducting surveys and mapping and prioritising clearance.

In line with the ADAPT and ACT framework:

- (i) Involve women, girls, boys and men in the decision-making process for establishing preferences that then influence priority-setting
- (ii) Collect and use good quality sex and age-disaggregated data in priority-setting
- (iii) Carry-out regular updates and analysis of data to generate useful information that guides decision-making

The following table summarises the key questions for mine action organisations to consider when consulting communities to establish preferences for priority-setting. It also proposes a set of tools to assist in gender-sensitive data-gathering and analysis:

Table 1 | Ensuring gender-sensitive data-gathering and analysis

| Questions for mine action organisations | What are the implications for priority-setting | Tools to assist in data-gathering and analysis |
|---|---|---|
| Who takes decisions in the community and how? | Decisions on the work of the community should not be considered to be the special right or responsibility of a knowledgeable few – perhaps an elite leadership who have always run community affairs. In fact, all individuals in a community have the right to participate in decision-making and in collaborating to set goals, organise themselves and mobilise the resources to achieve these goals. It must not be assumed that leaders represent the preferences and priorities of the wider community. | Individual Interview |
| Who are the representative leaders? | | Focus Group Discussion |
| Who do they actually represent? | | Ranking Exercises History Timeline |
| Are women involved? | The priorities of women and other marginalised groups may differ from those of representative leaders. Gender-blind priority-setting processes, that do not identify or acknowledge difference on the basis of gender, will not lead to the best assignment of resources to tasks that maximise the impact of survey and clearance activities on beneficiaries. | Community Mapping |
| Are their views heard and taken into account? | | Transect Walk Daily Activity Clock |
| | | Seasonal Calendar |
| Who has what rights to the land? | When land is blocked by mines/ERW and access to services is limited, land and property disputes can be worsened as competition increases to control access to, and use of, uncontaminated land. Evidence suggests that female and child-headed households are more vulnerable to land-grabbing. They are not as well informed on their land rights and how to advocate for them in situations where land rights are disputed. | Venn Diagram |
| Are there any land conflicts or historical grievances between communities? | | Stakeholder Analysis |
| What was the past land use and what is the expected future use once the land is released? | | |
| Will the value of the released land increase the risk of land-grabbing? | | The release of land through survey and clearance is not neutral and can affect land rights and land use. When prioritising which tasks to clear, mine action organisations should consider land issues. |

HOW GENDER IMPROVES PRIORITY-SETTING

According to the International Mine Action Standard (IMAS) 08.20⁹ Land Release ‘is the process of applying all reasonable effort to identify or better define Suspected or Confirmed Hazardous Areas and remove all suspicion of mines/ERW through non-technical survey, technical survey and clearance using an evidence based and documented approach.’¹⁰ Through the collection and analysis of data in this way, stakeholders are better able to understand the situation and establish preferences and priorities for land to be cancelled or cleared, and then released.

The different types of surveys that are commonly used are: General Mine Action Assessment (GMAA), Non-Technical Survey (NTS) and Technical Survey (TS).

These surveys collect different types of data and use different approaches to data analysis and priority-setting.

Non-technical and technical surveys have direct gender implications. During the collection and analysis of information, and the subsequent decision-making processes, mine action organisations constantly need to be aware of:

- > different perspectives and priorities that affected women, girls, boys and men may have
- > how these differences can affect the tasks that are prioritised, the outcomes of the planned intervention and the eventual release of land.¹¹

Consultation with different age, gender and social groups increases the quality and relevance of data gathered. This data can then be used to make better informed decisions on the cancellation and release of land through survey and clearance.¹² It is also essential to consider the possible effects that the prioritisation of certain tasks could have on women, girls, boys and men.



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The UN *Gender Guidelines for Mine Action* outline the following actions which can be used to improve the quality and accuracy of survey data compiled for influencing small ‘p’ priority-setting:

Gather information from all stakeholders about the location and nature of the landmine/UXO threat

Women, girls, boys and men in affected communities may experience the problem of landmine/ERW contamination in their daily life in different ways, based on cultural-specific gendered roles and responsibilities. Examples include:

- > women and girls gathering water from a river will have knowledge of different areas than men who hunt in a forest
- > boys and girls attending school will have knowledge of different areas of suspected contamination than children involved in agricultural activities
- > in many countries, boys are more highly exposed to the danger of mines than girls because they have greater freedom to play or undertake other activities outside the home. In some cultures, girls are encouraged to stay close to the home with other women and girls.

Consult women, girls, boys and men on how:

- > suspected mined areas obstruct daily life
- > clearance could improve life in their community
- > different community groups plan to use land once it is released.

Box 1 | Increasing female voices in mine action planning and prioritisation*

Three international organisations have collaborated to develop a complex plan addressing the issues and impediments facing the residents of many Cambodian villages. The plan's implementation demonstrates the sweeping changes necessary for participation by all villagers and the promise of truly integrated mine action strategies.

Pilot Project to Boost Participation in Planning and Prioritisation¹³

The Community Strengthening Project outlined a three-part plan to organise village meetings with broad participation. The first step was to enlist input from both Mine Action Planning Unit (MAPU)** and project staff to design a pilot project focused on increasing participation. The project used this input to design training sessions for local volunteer facilitators. These volunteers were members of existing gender networks, village-development committees and livelihood groups in project villages. Finally, the volunteers held village meetings to gather information from both men and women on local landmine/UXO threats and presented their findings to village chiefs to prepare them for meetings at the commune level.

Groups of two to five volunteer facilitators in all four villages successfully organised meetings with 40 to 65 participants, with active female participation and leadership. Female participation ranged from 40 to 80 per cent and, in Chisang village, more than half of the 60 participants were women. Meetings focused on mapping mined areas near the village, an activity that was unfamiliar and sometimes intimidating to many villagers who attended.

Box 1 contd. | Increasing female voices in mine action planning and prioritisation*

Through small-group mapping exercises and large-group discussions, participants came to agreement on areas that contain landmine/UXO threats. They also prioritised these sites for clearance. During the small-group exercises, an International Women's Development Agency (IWDA) facilitator encouraged members to take turns holding markers that were used to draw the maps and ensured that group members had equal opportunity to participate in the exercise. These small groups gave more people confidence to participate. In O Daikla village, a few women were quite outspoken as they took the lead in drawing maps. In Chisang village, women participated actively in two of the five groups.

* Based on an extract from the article 'Increasing female voices in mine-action planning and prioritisation', by Catherine Cecil and Kristen Rasmussen, International Women's Development Agency (IWDA), The Journal of ERW and Mine Action, Issue 12.2, Winter 2008/09

** In Cambodia the coordination of planning processes has been decentralised to provincial Mine Action Planning Units (MAPU), under the leadership of Provincial Mine Action Committees (PMAC), which coordinate with affected communities, demining operations and development organisations to prepare annual clearance plans, based on guidance from the Cambodian Mine Action Authority.

Use gender-sensitive data-gathering approaches for priority-setting

Participatory methodologies have tended traditionally to focus on 'communities' as homogenous entities with unified interests. However, approaching a community in this way obscures the different interests of different social groups and denies some of these groups the opportunity to state their clearance preferences. As a result, often only dominant and, frequently, male voices are heard.¹⁴

Mine action actors should therefore:

- > ensure all genders and ages, as well as marginalised groups, are represented in consultations
- > share information on demining activities through consultation with females and males of different age groups
- > use a variety of tools to facilitate discussion and develop an accurate and inclusive understanding of the situation
- > consider childcare arrangements when consulting those who care for young children, so that women can give their full attention to the data-gathering activity being carried out

Please see Annex 1 for a description of several tools that can be used by mine action organisations to facilitate data-gathering activities and establishing preferences in a gender-sensitive way.

Box 2 | Gender-sensitive priority-setting in humanitarian mine action*

The purpose of prioritisation is to set priority tasks for clearance. MAG aspires to be impact and beneficiary-focused when planning operations and mobilising resources. In some of the countries where MAG works, there is an absence of, or a weak, external prioritisation body that is unable to comprehensively task mine action organisations.

For these reasons MAG has developed an internal prioritisation process as an aspect of its impact monitoring (IM) process. In addition, through the prioritisation process, community needs can be communicated to other development agencies. They may be able to address needs that fall outside MAG's remit.

MAG employs a needs-based methodology when setting priorities. They assess:

- > vulnerability (safety context)
- > affect on household livelihood assets
- > number of beneficiaries
- > likelihood of conflict occurring over released land
- > requests by external development actors (NGOs, government or commercial companies).

MAG also considers potential constraints on proposed uses of released land and practical logistical considerations.

The methodology used to acquire information about priorities involves three or more representative focus group discussions (FGD), forming part of MAG's IM process.

The three core focus group discussions:

- > implemented with local authorities (mixed genders),
- > a group of women (mixed ages)
- > a group of youths (mixed genders)

take place in areas containing SHAs.

The decision to include women in a separate focus group was made based on lessons learned from MAG's previous efforts to collect priority-setting data through key informant interviews and mixed focus group discussions. MAG found that the women's opinions and concerns were marginalised in most operational contexts. Key informants in many operating contexts tended to be men- traditional authorities, military, police and doctors, for example. Also, in many mixed gender FGDs with adults, although women were physically present, their voices were often muted by domineering adult male participants.

Boualaphanh Inthaxay, National Community Liaison Manager for MAG in Lao PDR explains why consulting women separately is important. 'In meetings with a big group of men and women, women are usually very shy to speak out and just sit behind other male participants. We have experienced many times that it is very difficult to ask women to sit in front or sit next to male meeting participants. When we separate participants into small groups, especially women only groups, they [women] will talk a lot and we can get more information, they feel comfortable to tell you what they know. And feel like their opinion is valued.'

Box 2 contd. | Gender-sensitive priority-setting in humanitarian mine action*

Conducting FGDs with women separately from male community members has often proven to add depth and accuracy to data collected and the ability to triangulate findings. In communities where a strong gendered division of labour exists, those that engage in particular activities are exposed to different types of information and risk. If women traditionally collect water in a certain community, for example, and if the SHA under assessment is blocking or is near a water source, then water collectors (in this case, women) are exposed to the hazard posed by the SHA frequently and regularly. Women in this example, not only become a target group for Risk Education but can also offer information for safe routes to access the water point as well as offer alternative water collection sources. These can be discussed and shared with the community as part of local safety strategies adopted by community members.

Another case-specific example of the different information about priorities that may be provided by women was highlighted in Sudan. Following a FGD with a group of women, MAG realised that middle-aged women were putting themselves at risk by entering the SHA to collect palms for making roofs for their shelters and prayer mats. Had this activity and resource not been cited by the women, this SHA would have ranked low on MAG's priority list. The other segments of the community interviewed had cited that the SHA was not blocking any livelihood assets and other focus group participants were not entering the area for any reason.

Similar to age and status, gender may also play a role in preferences on how to use released land. Allowing these opinions to be aired in an environment that encourages participation and then integrating these preferences at the community level, will increase the likelihood of land use post-land release and also aid in promoting positive community dynamics.

* Adapted from the article 'Gender-sensitive Priority-setting in Humanitarian Mine Action', by Emily Akalu, Mines Advisory Group

Conduct interviews at times and places suitable for participation by women, girls, boys and men

Women are often not represented among those groups typically consulted by mine action personnel regarding clearance priorities, such as local authorities, senior military personnel, government administrators, or community leaders. Those present will not necessarily represent the interests and preferences of women in the community. Gendered division of labour between women, men, boys and girls means that mine action organisations need to be creative and proactive to obtain information from all stakeholders in a community. Conduct meetings at times and locations that facilitate the participation of males and females in separate or mixed groups, depending on the local context.

Include women on survey teams

Ensure equal opportunity for men and women to be hired for assessment/survey teams. This will promote equal access to earn income and also facilitate the consultation of women, girls, boys and men in a community. It will lead to better informed priority-setting decisions. For example, women and girls will probably speak more easily to a woman of a similar age, while some men may not feel comfortable speaking with younger female surveyors. Therefore, gender and age-balanced teams make it easier to consult all community members. This leads to a greater degree of awareness of gender issues. At the same time, it is essential to train survey/clearance teams in gender considerations. Refer to best practices in collecting data by and from individuals of both sexes, because pre-existing attitudes within survey teams can have a direct impact on data collection practices in the field

Box 3 | Gender and survey in Afghanistan: Lessons learned*

In 2003-2005, the Mine Action Coordination Centre for Afghanistan (MACCA) carried out a landmine impact survey in Afghanistan. Women were not part of the survey team, nor were any women interviewed for the survey. The survey itself was developed entirely by men. During September 2008, for the first time, the MACCA systematically solicited the views of Afghan women.

A MACCA team conducted a survey in three provinces of the country with the purpose of assessing the attitudes of women to mine clearance and mine risk education. The survey interviewed 300 women.

The aim of this survey was to challenge the assumptions:

- > of the LIS, including that
 - having women surveyors for the LIS would not lead to different information about mine/ERW contamination and impact than a survey just targeting men that it would be an increased expense to consult them.
- > of mine action field staff who believed:
 - that access to women and girls is difficult and as they are not the most impacted (victims) there is little need to access them.
 - women and girls' knowledge of mine action was limited and would have little impact on mine action planning and activities.

Although this research is interesting and represents a step in the right direction, some critical gender issues were neglected. The new survey¹⁵ found that:

- > women knew more about mine action than was previously thought (90% said they understood the benefits of mine action)
- > women understood the prioritisation process
- > they tended to agree with the priorities for clearance chosen by the Mine Action Programme of Afghanistan (MAPA)
- > the women expressed sadness and anger about relatives who had been injured or killed in a mine related incident
- > they felt that more needs to be done in terms of mine clearance and also to increase Mine Risk Education, particularly focusing on women and children
- > although access to women and girls is more challenging**, it can be achieved through the use of female facilitators and in collaboration with community elders and religious leaders.

Box 3 contd. | Gender and survey in Afghanistan: Lessons learned*

The survey also found a number of specific differences in the information that was gathered between the LIS carried out exclusively with men and the subsequent one that targeted women. These included:

- > women were more concerned about the close proximity of mine fields, whereas men were more concerned with roads, agricultural land and irrigation systems
- > women were afraid of mine contamination in all communities, regardless of the actual mine situation
- > women felt that minefields, no matter what size, presented a risk to the community and family the closer they were to their home
- > women felt that the government had a responsibility for mine action
- > the majority of women interviewed felt they should be involved in mine action and should be given the chance to work in mine action
- > women valued MRE and wanted more MRE specifically targeted at them through radio and television

* Based on a presentation made by Susan Helseth of the Mine Action Coordination Centre of Afghanistan at the Second Review Conference of the Anti-Personnel Mine Ban Convention in Cartagena, Colombia, 2009.

** It is referred to as 'more challenging' due to the cultural context of Afghanistan which means special measures have to be taken to ensure access to women. This does not equate to more expensive if it is planned for from the outset.

Collect sex and age-disaggregated data and conduct a full gender analysis of this data

Sex and Age-Disaggregated Data (SADD) is quantitative, statistical information on differences and inequalities between women, girl, boys and men. It is essential to enable mine action organisations to better identify and understand differences, needs and priorities of all stakeholders. It helps to distinguish:

- > access to and control over resources
- > labour patterns
- > patterns of resource use
- > the status of rights
- > the distribution of benefits between and among women, girls, boys and men.

For example, if data on property and land ownership is recorded at the household level during surveys, it can mask gender inequalities. However, if this data is collected at an individual level, and is disseminated according to the sex of the owner, gender inequality becomes apparent.¹⁶



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Mine action organisations should disaggregate all data collected from informants by sex and age. This will help to provide a clear indication and social analysis of the activities that put the informants at risk and which activities are curtailed due to the presence of mines or ERW. The benefits and costs of an intervention should also be disaggregated by sex and age to understand the effect of the intervention on different groups of people.

Box 4 | SADD in Southern Sudan¹⁷

IMSMA sex and age-disaggregated data (SADD) for landmine/ERW victims (as of June 2010) in Southern Sudan clearly indicates a gendered pattern. This data related to accidents and activities undertaken by victims at the time of these accidents. Data collected from ten states in Southern Sudan shows that, out of a total number of 2,762 mine and unexploded ordnance (UXO) victims, 2,240 were male, 419 were female and 103 were 'unknown'. This supports the general perception among mine action organisations that most landmine/ERW victims are male.

SADD from IMSMA indicates a relationship between gender and age-specific activities and accidents, where different groups are affected differently. This is due to the distinct gender activities, responsibilities and roles of different groups in their communities. Data shows that the majority of women have accidents when collecting food, firewood and water (traditional female responsibilities in Southern Sudan).

To compare, most men have accidents while in the army and when carrying out traditional male activities such as farming, fishing and hunting. A very small number of women's accidents occurred from tampering and/or playing with UXO, but this is more common with men. Travelling is the second most common activity at the time of accidents for both women and men. The most common activities of girls and boys at the time of accidents are the same: playing and recreation, followed by tampering and 'passing/standing nearby'.

GENDER-SENSITIVE VALUE, CRITERIA AND INDICATORS FOR PRIORITY-SETTING IN MINE ACTION

GICHD’s Issue Briefs 1 and 4 provided a detailed outline of the importance of value, criteria and indicators for priority-setting, which should be implemented by National Mine Action Authorities according to their own country’s context. Quantitative weighting systems based on indicators, such as the number of accidents in an area in the previous 12 months, are unlikely to be affected by gender considerations.

However, adding a gender analysis of these indicators can enhance priority-setting by making decisions clearer and more informed. Taking the example of ‘human life’ and the commonly used indicator of ‘number of accidents in the past 24 months’, the collection of SADD will help to reveal how gender influences exposure to mines/ERW and the risk of becoming a victim due to gender-specific mobility patterns, roles and responsibilities.

It also feeds into the broader mine action strategy by enabling a full analysis of who is most at risk and the mine action services that can be provided to help mitigate that risk.

The following table illustrates this point:

Table 2 | Improved priority-setting through use of gender analysis

| Value | Possible Criteria for Mine Action Programmes | Possible Indicators (sex and age disaggregated where possible) | Gender considerations to improve priority-setting |
|-------------------|---|---|--|
| Human life | Reducing risk from mines/ERW | Number of accidents in past 24 months | <ul style="list-style-type: none"> > SADD collected on individual victims > what were they doing when the accident happened? > what are the implications for the family of the victim? > if applicable, who inherited the land of the victim? |
| | | The suspected hazard is within 500 metres of the community | <ul style="list-style-type: none"> > who uses the area? (SADD) > for what? > who wants the area to be cleared? > number of direct beneficiaries (SADD) > number of indirect beneficiaries (SADD) > how will the land be used after clearance and by whom? > are there any disputes over ownership of the land? |
| | | Percentage of population that received mine risk education (MRE) | <ul style="list-style-type: none"> > was the Risk Education targeted at a specific group according to an identified need? > were appropriate MRE activities carried out for women, girls, boys and men? > were appropriate materials tested and used for women, girls, boys and men? |

Table 2 contd. | Improved priority-setting through use of gender analysis

| Value | Possible Criteria for Mine Action Programmes | Possible Indicators (sex and age disaggregated where possible) | Gender considerations to improve priority-setting |
|-------------------|---|--|---|
| Human life | Reducing risk from mines/ERW | Percentage of population that received mine risk education (MRE) | <ul style="list-style-type: none"> > has SADD been collected and analysed to assess the impact of the MRE? |
| | | Civilians are 'harvesting' scrap metal in that community | <ul style="list-style-type: none"> > who is harvesting scrap metal? > why are they harvesting it? > what are the alternative income-generating activities that they could engage in? |
| Human life | Providing emergency medical care to mine victims | Percentage of victims receiving emergency medical treatment within 6 hours | <ul style="list-style-type: none"> > SADD collected on individual victims > SADD collected on those receiving emergency medical treatment to see if all genders have equal access > impact on wider family > increase in female / child-headed households |
| | | Percentage of survivors reaching a clinic within 24 hours | <ul style="list-style-type: none"> > what more long-term rehabilitation is available? > do women, girls, boys and men have equal access to this and if not, why not? > are male and female survivors viewed differently in a community? > does social & economic exclusion exist? > are there gendered patterns of isolation, stigmatisation, discrimination and abandonment? > is there gendered exposure to poverty? > are women with disabilities more exposed to gender-based violence? |

When developing priority-setting indicators, ensure the terminology used is not gender-blind and that the data gathered is disaggregated by sex and age. In task prioritisation gender-blind terminology and a lack of SADD analysis can have a negative impact when groups are viewed as homogenous entities with similar interests and experiences.

The following table summarises the risks of not using gender-sensitive terminology and not collecting SADD:

Table 3 | SADD in Southern Sudan¹⁷

| Examples of gender-blind terminology | Non-exhaustive list of victims, identities masked | Implications in small 'p' priority -setting |
|---|---|---|
| `Household` | <ul style="list-style-type: none"> > male household head > female household head > child household head > father, wife, son, daughter, sister, brother > orphans and vulnerable children (OVC) > elderly relatives > other dependents > etc | <ul style="list-style-type: none"> > assumption that head of the household represents the interests of all those living in the house > female and child-headed households can be more vulnerable to land-grabbing > gendered division of labour within households means different people have different preferences for clearance |
| `Community` | <ul style="list-style-type: none"> > marginalized groups > women's groups > chief > elders > men > women > boys > girls > leaders of opinion > religious leaders > etc | <ul style="list-style-type: none"> > assumption that community leaders represent the interests and preferences of all community members > assumption that all members of the community have the same experiences and needs > gendered division of labour within the community means different people have different preferences for clearance |

GENDER AND PRIORITY-SETTING IN MINE ACTION
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Annex 1 | Tools for facilitating data-gathering and identifying preferences
in a gender-sensitive way

Individual Interviews: This allows community liaison personnel to record specific and detailed information, necessary for dangerous areas to be prioritised and tasked. The information assists the clearance decision process and may be used in post-clearance evaluations as a valuable record of impact. In order to be gender-sensitive, the interviews must be carried out with women, girls, boys and men to develop understanding about who uses the SHA/CHA (if at all), what it was used for previously, if there are any disputes over ownership of the area and what are individual preferences for how the land would be used, if cleared. The timing of interviews should be convenient to the interviewees, with little interruption to their daily tasks. Community liaison personnel should arrange an appropriate venue, depending on the cultural context, where interviews can be conducted with as little interruption as possible.

Focus Group Discussion: In a focus group discussion a moderator or facilitator guides a group of between 8 – 12 people who share similar characteristics (age, sex, level of education, rural, urban, etc.). The moderator facilitates discussion of a selected topic, allowing the participants to talk freely and spontaneously. As a method of more in-depth qualitative research, focus groups provide a means to obtain greater insights into the settings and contexts in which potential clearance activities may occur. This allows the mine action organisation to gain in-depth information on beliefs, perceptions, interests, concerns and can provide information to help guide small 'p' priority-setting.

Ranking exercises: Preferences and priorities for the clearance of specific areas of contaminated land will vary according to the different interests of social group. This must be taken into consideration by mine action actors. Ranking exercises can be used to help the community identify a specific humanitarian need that allows a mine action organisation to prioritise the land for clearance. Depending on the cultural context it can be better to carry out separate ranking exercises with women, girls, boys and men to ensure that not only dominant voices are heard. The exercise can also be used to reach consensus on how cleared land will be used, as this is not an assumption that can be made by the mine action organisation, and must be established through a consultation process with all stakeholders.

History timeline: Before, during and after conflict, women, girls, boys and men have different experiences based on their age and gender. Therefore, during data-gathering exercises to establish preferences for clearance, community liaison teams can work with groups, separated according to age and sex, and use the 'history timeline' participatory tool. This enables participants to inform the mine action organisation about the history of mines and ERW in their area and the negative humanitarian impact of this on the different groups.

Community mapping: This is a visual map made by local people of their village / neighbourhood during a community meeting. It includes the main sites of interest according to the group of participants and identifies the suspected dangerous area(s). The primary concern is not with cartographic accuracy, but with gathering useful information that sheds light on the mine/ERW situation in the community¹⁸. The activity should be done with separate groups of women, girls, boys and men to take into account their different zones of operation and knowledge of specific areas due to the gendered division of labour. The tool can also be used to identify those who live in close proximity to the suspected hazard area and to facilitate discussion of direct and indirect beneficiaries of clearance activities.

Transect Walk: A transect walk is a walk taken by community liaison personnel with villagers to gain a more precise understanding of the community map that was developed at an earlier stage by a representative group of women, girls, boys or men. It is useful for confirming problems and opportunities related to the physical geography and topography of a community and also to identify the owners of land in suspected hazard areas.

Daily Activity Clock: Daily Activity Clocks illustrate all of the different kinds of activities carried out in one day. The tool is particularly useful for looking at relative work-loads between women, girls, boys and men in the community and for identifying when certain individuals will be available for mine action activities¹⁹. An understanding of the daily timetables of different groups in the community will allow the mine action organisation to plan when to carry out data-gathering activities targeting women, girls, boys or men with the minimum disruption to their daily lives and to ensure the maximum participation of different stakeholders. The daily activity clock can also give insights into different exposure to mines/ERW changes during the course of a day. This information is useful for the design of and planning for risk education activities.

Seasonal Calendar: This tool is useful to learn about changes in livelihoods during the year and to show the seasonality of agricultural and non-agricultural workloads of women, girls, boys and men. It can enable discussions on when mine action actors can best target certain groups with activities and identify times when interventions will have the maximum impact. It can also help mine action actors plan operationally by identifying when the seasonal conditions will be appropriate for the deployment of specific resources and assets for minefield or battle area clearance. As with the daily clock, the seasonal calendar can provide useful insights into how women, girls, boys and men's different exposure to mines/ERW is influenced by seasonal activities.

Venn Diagram: the Venn diagram offers another way to 'map' a community, focusing on the social relationships that exist both internally and externally. The tool highlights vital information on relationships that have influence on resources, in particular the resources or facilities that are blocked by mines or other ERW.

Types of issues that can be addressed in a Venn diagram:

- > role of organisations in local decision-making
- > role of external forces on the community
- > community leaders and decision-makers
- > decision-making processes
- > role of government and NGOs
- > relationship with other villages
- > conflicts and conflict resolution mechanisms
- > access to land and other resources
- > who participates in local organisations/institutions by gender and wealth
- > how the different organisations and groups relate to each other in terms of contact, co-operation and flow of information

Stakeholder Analysis: Stakeholders are all those who need to be considered in achieving project goals and whose participation and support are crucial to its success. Stakeholder analysis identifies all primary and secondary women, girls, boys and men who have a vested interest in the issues with which the project or policy is concerned. The goal of stakeholder analysis is to develop a strategic view of the human and institutional landscape and the relationships between the different stakeholders and the issues they care about most.



ENDNOTES

- ¹ See Issue Briefs 1-4 for a more detailed explanation of small 'p' and big 'P' priority-setting.
- ² This Issue Brief on Gender and Priority-Setting in Mine Action was drafted by Abigail Jones of the Gender and Mine Action Programme (GMAP) with input from GICHD.
- ³ United Nations Gender Guidelines for Mine Action Programmes, New York, March 2010.
- ⁴ *ibidem*.
- ⁵ The Inter-Agency Standing Committee (IASC) is the primary mechanism for inter-agency coordination of humanitarian assistance. It is a unique forum involving the key UN and non-UN humanitarian partners. Established in June 1992 in response to United Nations General Assembly Resolution 46/182 on the strengthening of humanitarian assistance. General Assembly Resolution 48/57 affirmed its role as the primary mechanism for inter-agency coordination of humanitarian assistance. See: <http://www.humanitarianinfo.org/iasc/>
- ⁶ IASC, 'Women, Girls, Boys and Men: different needs – equal opportunities'.
- ⁷ ICBL, Landmine Monitor 2010.
- ⁸ UNSCR 1325 'Women, Peace and Security' (2000), page 2, preamble.
- ⁹ http://www.mineactionstandards.org/fileadmin/user_upload/MAS/documents/imas-international-standards/english/series-08/IMAS-08-20-land-release-Ed1-Am1.pdf.
- ¹⁰ IMAS 08.20, 'Land Release', 2009.
- ¹¹ ICIMOD, 'Guidelines for a Gender-sensitive Participatory Approach' Prepared by Min Bdr. Gurung and Brigitte Leduc, 2009.
- ¹² GICHD, 'A guide to land-release: non-technical methods', 2008.
- ¹³ 'Policy Guidelines and Operational Guidelines on Socio-Economic Management of Mine Clearance Operations,' Cambodia Mine Action and Victim Assistance Authority, (2006).
- ¹⁴ BRIDGE development _ gender, 'Gender and Participation: overview report', Supriya Akerkar, 2001.
- ¹⁵ Attitudes towards Mine Action: An Afghan Women's Perspective, MACCA, 2009.
- ¹⁶ 'UN State of the World's Women', 2010.
- ¹⁷ GICHD, 'Landmines and Land Rights in Southern Sudan', Gabriella McMichael and Asa Massleberg, 2010.
- ¹⁸ IMAS Mine Risk Education: Best Practice 6, 'Community Mine Action Liaison', 2005.
- ¹⁹ IMAS Mine Risk Education: Best Practice 6, 'Community Mine Action Liaison', 2005.