

# Convention on Cluster Munitions

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**Twelfth Meeting of States Parties**

**Geneva, 10-13 September 2024**

Item 10 (i) of the provisional agenda

**Review of the status and operation of the Convention and other matters  
important for achieving the aims of the Convention**

**Gender mainstreaming**

## **Taking stock of gender, diversity and inclusion in the Convention on Cluster Munitions: A mid-point review of the implementation of the Lausanne Action Plan**

**Submitted by Albania, Australia, Austria, Belgium, Canada, Chile,  
Colombia, Czech Republic, Ecuador, France, the Gambia, Germany,  
Ireland, Italy, Mexico, Moldova, Montenegro, Netherlands, Norway,  
North Macedonia, Slovenia, Spain, Sweden, the United Kingdom and  
the United Nations Institute for Disarmament Research (UNIDIR)\***

### **I. Why gender matters in the implementation of the Convention on Cluster Munitions**

1. Cluster munition attacks and cluster munition remnants continue to harm people and communities around the world. In 2022, there were at least 1,172 new cluster munition casualties across eight countries.<sup>1</sup>
2. Due to gendered social and economic roles, men and boys are more likely to be killed or injured by cluster munition remnants.
3. Women and girls are more often indirect victims. Because of predominant gender norms, they are often expected to take on a caregiving role for survivors and provide financial support for their families when the main provider is injured or killed.
4. Gender norms and other identity factors – e.g., age, disability, race – can influence risk exposure, access to risk education, ownership and control of cleared land, as well as the ability for direct and indirect victims to access their rights and benefit from medical care, mental health and psychosocial support, rehabilitation and socioeconomic inclusion services.
5. Incorporating gender and diversity considerations into programming helps ensure that survey, clearance, risk education, advocacy and victim assistance activities deliver for all, including those that are often marginalized and face more obstacles to access their rights.

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\* The present document is being issued without formal editing.

<sup>1</sup> Press release by the Landmine and Cluster Munition Monitor, “Dramatic increase in cluster munition victims highlights need to respect global ban” (2023) <[https://backend.icblcmc.org/assets/reports/Cluster-Munition-Monitors/CMM2023/Downloads/Monitor\\_Release5Sept2023\\_Final.pdf](https://backend.icblcmc.org/assets/reports/Cluster-Munition-Monitors/CMM2023/Downloads/Monitor_Release5Sept2023_Final.pdf)>. The eight countries are Azerbaijan, Iraq, Lao PDR, Lebanon, Myanmar, Syria, Ukraine, and Yemen.

6. Field estimates and observations indicate that mine action is a male-dominated area of work, both at technical and policy levels. A 2023 study with 11 non-governmental organizations involved in land release and landmine clearance showed that men make up approximately 70% of the workforce, while women represent 30% of personnel.<sup>2</sup>
7. Studies in Afghanistan,<sup>3</sup> Iraq,<sup>4</sup> Lao People's Democratic Republic<sup>5</sup> and Sri Lanka<sup>6</sup> show that the employment of women in demining activities leads to an improvement in women's access to resources and services, as well as to changes in gender norms beyond the mine action sector.
8. Mine action teams that are gender balanced and diverse (ethnically, religiously, linguistically etc.) can ensure better access to the entire population, more effective communication and active participation in community-facing activities.
9. When it comes to disarmament diplomacy, women are underrepresented in official meetings of the Convention on Cluster Munitions (CCM), comprising, on average, only 34% of national delegates.<sup>7</sup>
10. Women's underrepresentation in this field can reinforce stereotypes that devalue women's expertise and lead to a vicious cycle where perspectives and knowledge of large segments of the population continue to be excluded, resulting in less effective risk education and clearance operations and ultimately, security outcomes for all.

## II. Gender, diversity and inclusion in the CCM Lausanne Action Plan

11. The CCM, in force since 2010, mandates States Parties to provide age and gender-sensitive victim assistance. This encompasses medical care, rehabilitation, psychological support, and ensuring the social and economic inclusion of victims, as stipulated in Article 5.
12. The Lausanne Action Plan (2021-2026) adopted at the Second Review Conference of the CCM in 2020-21 takes gender and diversity mainstreaming further by calling on States Parties to collect and analyse gender, age and disability disaggregated data in relation to a number of cross-cutting actions, such as surveying and clearance of cluster munition remnants, risk education, victim assistance and the development of laws, policies and programmes.<sup>8</sup>
13. Through these actions, State Parties commit to ensure that the different needs, vulnerabilities and perspectives of women, girls, boys and men from diverse populations and all ages are considered and inform the implementation of the Convention.

<sup>2</sup> Mines Action Canada and Bénédicte Santoire, "Gender and Employment in Mine Action by the Numbers: An Update" (2023) [https://assets.nationbuilder.com/minesactioncanada/pages/443/attachments/original/1700477529/Gender\\_and\\_Employment\\_in\\_Mine\\_Action\\_by\\_the\\_Numbers\\_2023\\_.pdf?1700477529](https://assets.nationbuilder.com/minesactioncanada/pages/443/attachments/original/1700477529/Gender_and_Employment_in_Mine_Action_by_the_Numbers_2023_.pdf?1700477529).

<sup>3</sup> GICHD et. al., "Afghanistan's First Female Deminers: An Analysis of Perception Changes among Deminers, Families, and Communities" (2020) [https://www.gichd.org/fileadmin/uploads/gichd/Publications/Afghanistan\\_s\\_First\\_Female\\_Deminers\\_An\\_Analysis\\_of\\_Perception\\_Changes\\_among\\_Deminers\\_Families\\_and\\_Communities.pdf](https://www.gichd.org/fileadmin/uploads/gichd/Publications/Afghanistan_s_First_Female_Deminers_An_Analysis_of_Perception_Changes_among_Deminers_Families_and_Communities.pdf).

<sup>4</sup> UNMAS Iraq, "Baseline Study of the Socio-Economic Empowerment of Women through Mine Action in Ninewa Governorate, Iraq" (2021) [20210919\\_unmas\\_iraq\\_baseline\\_study\\_women\\_in\\_mine\\_action\\_in\\_ninewa\\_governorate\\_final.pdf](https://www.unmas.org/sites/default/files/20210919_unmas_iraq_baseline_study_women_in_mine_action_in_ninewa_governorate_final.pdf)

<sup>5</sup> Dominic Wolsey and Laura Biscaglia, "Monitoring & Evaluation of Gender Equality and Inclusion in Explosive Ordnance Risk Reduction" (2023) [https://aseanmineaction.org/wp-content/uploads/2023/08/GICHD\\_ARMAC\\_Gender\\_Diversity\\_in\\_Mine\\_Action\\_ME\\_FINAL\\_20June23.pdf](https://aseanmineaction.org/wp-content/uploads/2023/08/GICHD_ARMAC_Gender_Diversity_in_Mine_Action_ME_FINAL_20June23.pdf).

<sup>6</sup> Marion Provencher, Laura Biscaglia, and Geneva International Centre for Humanitarian Demining, "The Socioeconomic Impact of Employing Female Deminers in Sri Lanka: Key Findings" (2020) [https://www.gichd.org/fileadmin/uploads/gichd/Publications/GICHD\\_Sri\\_Lanka\\_Study.pdf](https://www.gichd.org/fileadmin/uploads/gichd/Publications/GICHD_Sri_Lanka_Study.pdf).

<sup>7</sup> Information extracted from official reports published in 2022 (CCM/MSP/2022/11), 2023 (CCM/MSP/2023/8) and 2024 (CCM/MSP/2024/7).

<sup>8</sup> See actions 4, 23, 28, 29, 31, 34, 36, 41 of the Lausanne Action Plan.

14. The Second Review Conference also designated the Coordinators on General Status and Operation as focal points for gender mainstreaming and for ensuring that matters related to the diverse needs and experiences of people in affected communities are considered in the implementation of the Lausanne Action Plan.

### III. Overview of implementation of actions related to gender, diversity and inclusion (2022-2024)

15. Article 7 of the CCM obliges each State Party to submit an initial transparency report, which shall be updated by the States Parties annually, covering the previous calendar year.

16. Since the adoption of the Lausanne Action Plan, States Parties have been reporting on agreed actions and indicators. This information is compiled in progress reports, which are presented to States Parties on an annual basis.<sup>9</sup>

17. It should be noted that not all States Parties submit their annual transparency reports, it is estimated that only 65% do so.<sup>10</sup> This hinders a comprehensive understanding of CCM implementation and poses obstacles to international cooperation and assistance.

18. The analysis of progress reports issued in 2022, 2023 and 2024 shows that the rate of implementation of gender-related action points varies significantly. However, none of the action points has been implemented by 100% of relevant States Parties thus far.

19. With regards to the guiding principles and action of the Lausanne Action Plan, only six States Parties reported having national work plans and strategies that integrate gender, as well as the diversity of populations (Action 4, Indicator 1).

20. Indicator 2 of Action 4 focused on women's participation shows stagnation, with women comprising, on average, 34% of delegates attending CCM meetings (2021-2023). In addition to this, the average proportion of women leading delegations was just 30% across the past three years.

21. A positive development is the increase of women presiding over the Conference, with Ambassador Francisca Méndez Escobar of Mexico presiding the 12th Meeting of States Parties (2024).

22. Indicator 1 of Action 23 shows that only two States Parties affected by cluster munitions are reporting the inclusion of humanitarian and sustainable development considerations in survey and clearance planning and prioritization. These low numbers may indicate challenges, such as the need for awareness raising, capacity enhancement and resources allocation.

23. In accordance with Indicator 2 of Action 23, six States Parties reported the inclusion of gender, as well as the diversity of populations in survey and clearance planning and prioritization.

24. The majority of affected States Parties (8 of 10) reported on tailor-made risk education, in line with Indicator 1 of Action 28. The picture is less positive when it comes to

<sup>9</sup> See President of the Tenth Meeting of States Parties, "Convention on Cluster Munitions 10MSP Progress Report Monitoring Progress in Implementing the Lausanne Action Plan" (2022) CCM/MSP/2022/11 <<https://www.clusterconvention.org/files/meetings/10msp/G2239472%20-%20English.pdf>>; President of the Eleventh Meeting of States Parties, "Convention on Cluster Munitions 11MSP Progress Report: Monitoring Progress in Implementing the Lausanne Action Plan" (2023) CCM/MSP/2023/8 <<https://www.clusterconvention.org/files/meetings/11msp/11MSP%20Progress%20Report.pdf>>; President of the Twelfth Meeting of States Parties, "Convention on Cluster Munitions 12MSP Progress Report: Monitoring Progress in Implementing the Lausanne Action Plan" (2024) CCM/MSP/2024/7.

<sup>10</sup> Workshop on Gender and Diversity of Populations Reporting under the Convention on Cluster Munitions, Co-hosted by Australia, Belgium, Germany, UNIDIR and CCM ISU, 30 May 2024.

detailed reporting on risk education disaggregated by gender, age and disability (Action 29, indicator 1). In this instance, only 6 out of 10 States Parties provide such details in 2024.

25. In 2024, half of affected States (5 of 10 States) reported on their efforts to assess the impact of risk education (Action 29, Indicator 2). There is no information available on whether the impact assessment is informed by data disaggregated by gender, age and disability.

26. Regarding victim assistance, most affected States Parties (9 of 11) reported collecting and analysing gender, age, and disability-disaggregated data, showing a commitment to understanding victims' diverse needs (Action 31, Indicator 1).

27. Action 34 refers to the provision of medical care, rehabilitation, psychological and psychosocial support services to cluster munition victims. The associated indicators show that 10 of 11 affected States Parties provide emergency and continuing medical care to cluster munition victims (Action 34, Indicator 1). However, only 8 States Parties reported having in place services that are accessible in a non-discriminatory, gender-sensitive, disability and age-sensitive manner (Action 34, Indicator 2). Overall, these numbers show that a majority of affected States Parties are implementing their victim assistance obligations.

28. In 2024, a majority of affected States Parties (9 of 11) reported the inclusion of cluster munition victims in work related to the CCM, be it in the development of laws, policies or programmes (Action 36, Indicator 1).

29. Over the past three years, only one State Party reported including cluster munitions victims as part of their delegation to CCM meetings (Action 36, Indicator 2).

30. In order to promote the effective implementation of the Convention, States Parties are encouraged to cooperate with one another. As specified in Indicator 1 of Action 41, States Parties seeking assistance should develop national plans that take into account broader frameworks, such as the Sustainable Development Goals (SDGs). Official reporting shows that only 2 States Parties have done so.

31. The number of States Parties providing information on progress, challenges and requirements for international cooperation through Article 7 reports has been 13 (2022), 10 (2023) and 11 (2024) (Action 41, Indicator 2).

32. In 2023, the 11th Meeting of States Parties of the CCM adopted new templates for reporting, including a dedicated form on “Gender and Diversity of Populations” (Form J).

33. Form J represents an opportunity for more detailed reporting, allowing States to voluntarily disclose information on areas not explicitly covered by the Lausanne Action Plan, such as number of women employed or engaged in mine action activities, affirmative action policies to ensure gender equality in recruitment practices, and assistance projects that include specific efforts on gender and diversity of populations.

34. By requiring detailed gender-specific data, this new form enables States to identify and address the distinct vulnerabilities and needs of different genders, fostering more targeted and effective interventions. This improved transparency and accountability can benchmark progress, promote gender mainstreaming in all aspects of mine action, and inform better policy development.

35. Thus far, only a few States have opted to use Form J in their reporting. This may indicate an opportunity for awareness raising and capacity enhancement activities related to reporting on gender and diversity of populations.

#### **IV. Conclusions and recommendations**

36. The Lausanne Action Plan provides a solid base for gender and diversity mainstreaming in the CCM. Several actions and indicators remain ongoing areas for “work in progress” and therefore deserve attention from States Parties, such as metrics to monitor the presence of a gender component in national work plans and strategies; gender balance at meetings; the delivery of risk education programmes to all segments of the population; and data collection disaggregated by gender, age and disability.

37. The Twelfth Meeting of States Parties offers an opportunity for States to take stock of the ongoing implementation of the Lausanne Action Plan, as well as to reiterate their commitment to that framework.

38. There are a number of initiatives that States Parties could undertake in order to strengthen the implementation of gender, diversity and inclusion action points, both at the Twelfth Meeting of States Parties and during the intersessional period ahead of the Thirteenth Meeting of States Parties, including:

- i. CCM Gender Focal Points could organize consultations i.e. with State Parties, CSOs and the ISU, to understand what is needed to improve progress towards the full implementation of agreed actions covering gender, diversity and inclusion;
  - ii. States Parties, together with the Implementation Support Unit and relevant civil society organizations, could organize activities to raise awareness of reporting obligations and tools available (e.g., Form J) among national authorities and mine action centres in affected states;
  - iii. States Parties could support and fund research initiatives and outreach programmes to support inclusive participation in CCM-related work, including baseline assessments, barriers assessments, sponsorship programmes, mentoring and networking initiatives;
  - iv. States Parties, including Gender Focal Points, could work towards enhancing synergies on gender and diversity efforts between the CCM and other humanitarian disarmament treaties and commitments.
  - v. States Parties, together with the Implementation Support Unit and relevant civil society organizations, could host discussions about the synergies between the CCM and global frameworks such as the Sustainable Development Goals and the Women, Peace and Security agenda. This is particularly important given the ambition set forth in the Lausanne Action Plan regarding international cooperation and assistance programmes in line with the SDGs.
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