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United Nations Entity for Gender Equality
and the Empowerment of Women

WOMEN CONNECT ACROSS CONFLICTS

Using CEDAW and UN SC Resolutions on Women, Peace and Security for Advancing Gender Equality

Training Manual





UN Women is the United Nations organization dedicated to gender equality and the empowerment of women. A global champion for women and girls, UN Women was established to accelerate progress on meeting their needs worldwide. UN Women supports UN Member States as they set global standards for achieving gender equality,

and works with governments and civil society to design laws, policies, programmes and services needed to implement these standards. It stands behind women's equal participation in all aspects of life, focusing on five priority areas: increasing women's leadership and participation; ending violence against women; engaging women in all aspects of peace and security processes; enhancing women's economic empowerment; and making gender equality central to national development planning and budgeting. UN Women also coordinates and promotes the United Nations system's work in advancing gender equality.

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The manual "Using CEDAW and UNSC Resolutions on Women, Peace and Security for Advancing Gender Equality" was first developed in 2006 under UNIFEM's regional project "Women for Conflict-Prevention and Peace-Building in the Southern Caucasus". Since then it has been used for advocacy and awareness-raising activities on the importance of the UN Security Council Resolution 1325.

This updated version was prepared in 2012 within the framework of the UN Women Cross-Regional Programme "Women Connect Across Conflicts: Building Accountability for Implementation of UNSCR 1325, 1820, 1888, 1889", funded by the European Union. The present manual reflects past and current developments in the field of women, peace and security. It also makes reference to the five adopted UNSC resolutions, national action plans (NAP) adopted by Member States, NATO recommendations and EU guidelines and commitments. The purpose of the publication is to raise awareness and advocate for gender equality in governments and civil society in the Southern Caucasus, Central and South Asia through support to the implementation of the Convention of the Elimination of All Forms of Discrimination against Women (CEDAW) and UNSC resolutions on Women, Peace and Security.

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FOREWORD



Increasing women's leadership in peace, security and humanitarian response is one of the top priorities for UN Women. During the last decade the UN Women Sub-regional Office for Eastern Europe and Central Asia has supported various partners' initiatives for the implementation of UN Security Council resolutions on women, peace and security, and for the promotion of gender equality in conflict-resolution, peace-keeping and post-conflict reconstruction.

I am very pleased to present the training manual, entitled *“Using CEDAW and UN Security Council Resolutions on Women, Peace and Security to Advance Gender Equality”*. It has been updated within the cross-regional programme “Women Connect across Conflicts: Building Accountability for Implementation of UNSC Resolutions 1325, 1820, 1888, 1889”. This programme has been

executed in 8 countries* during 2010-2013 in response to the need to build capacity, and to establish close cooperation among women activists and duty bearers in order to set up national mechanisms to successfully realize the commitments made in the UN Security Council resolutions on women, peace and security.

The manual will help gender activists in both government and civil society to move the women, peace and security agenda forward in several ways: through increasing their awareness of the international and national obligations under CEDAW and UNSCRs on women, peace and security; by improving understanding of the linkages between the core principles of these documents; and by providing gender advocates with concepts and practical suggestions in advocacy, and on how to support the effective implementation of these important human rights instruments in their countries.

I would like to thank all my colleagues and partners who participated in developing and revising this comprehensive manual, and wish gender-equality activists courage and every success in applying it.

A handwritten signature in black ink, appearing to read 'D. Sartbaeva'.

DAMIRA SARTBAEVA

UN Women Representative to the Republic of Kazakhstan,
UN Women Regional Programme Director
for Eastern Europe and Central Asia

* The Programme covers the following 8 countries:

Afghanistan, Armenia, Azerbaijan, Georgia, Kyrgyzstan, Pakistan, Tajikistan and Uzbekistan.

ABOUT THE PROGRAMME

The UN Women Cross-regional programme “Women Connect Across Conflicts: Building Accountability for Implementation of UN SCR 1325, 1820, 1888, 1889”, launched in 2010 with the support of the European Union, aims to enhance the capacity of women’s human rights activists and gender equality advocates and their networks to effectively and meaningfully engage, influence, and mobilize for dialogue on security and peace issues at various levels nationally and regionally. The programme covers South Asia (Afghanistan and Pakistan), Southern Caucasus (Armenia, Azerbaijan and Georgia) and Central Asia (Kyrgyzstan, Tajikistan and Uzbekistan).

The Programme has four specific objectives:

- To facilitate the development and adoption of the National Action Plan (NAP) on 1325, 1820, 1888 and 1889 for further replication in other target countries.
- To strengthen referral mechanisms that provide redress for sexual and other forms of violence against women in situations of conflict.
- To incorporate gender equality principles into the internal operations of the security sector to promote zero tolerance for the use of sexual gender-based violence as a weapon of war.
- To mobilize national partners at the local level to engage in evidence-based dialogue and advocacy for reconciliation, tolerance building and compliance with women’s human rights obligations in the Fergana Valley.

ACKNOWLEDGMENTS

UN Women would like to thank all those who have contributed to this work. First of all, the national trainers who have piloted the updated version of the training in the regions of Georgia and provided UN Women with feedback; UN Women colleagues in the South Asia and Central Asian region for their peer review, in particular, Nargis Azizova, Programme Specialist, EECA Sub-regional Office, Gerald Gunther, Gender and Mediation Specialist, EECA Sub-regional Office, and Roshmi Goswami, Senior Consultant, Women, Peace and Security in the South Asia Sub-regional Office; Ekaterina Lazareva, Knowledge Management Analyst for her support and technical advice for the final layout of the publication.

The study greatly benefited from a final complete review by Verena Lahousen, international consultant, and from Graziella Piga, chief technical adviser and manager, cross-regional programme, who also coordinated the project, provided substantive inputs to update the manual and gave feedback throughout the various stages of the manual’s design, writing and production.

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I. INTRODUCTION

What is this training manual about?

The purpose of this training manual is to raise awareness of gender equality in governments and civil society in the Southern Caucasus, Central and South Asia through support to the implementation of CEDAW and UNSC resolutions on Women, Peace and Security.

Specifically, the training manual will provide participants with the following:

- Increased awareness of the obligations under CEDAW and UNSCRs 1325, 1820, 1888, 1889, 1960, and the “how” of the national application of these obligations.
- Improved understanding on the linkages between the core principles found in CEDAW and UNSCRs 1325, 1820, 1888, 1889, 1960. Concepts and practical suggestions on how to advocate for and support the effective implementation of CEDAW and UNSCR 1325 by both governmental and non-governmental sectors.

This training manual has been developed for two-to three day programmes - eight hours daily. If gender equality advocates in different social groups encounter different backgrounds, the training is adjusted to fit the requirements of participants with different levels of knowledge on gender equality, CEDAW, and the women, peace and security agenda:

1. “Basic level” is for participants who have little knowledge of overall gender issues, the conventions and the resolutions.
2. “Advanced” level is for those who already have some background and knowledge about gender concepts, CEDAW and UNSCR 1325, 1820, 1888, 1889 and 1960, but need a better understanding of the linkage between these documents and their implementation at the national level.

The **format** of this manual allows the trainer to adjust to the different training needs and context. It is divided into eight consecutive sessions which span at least 1.5 hours each. Each session is designed to present crucial information on gender-relevant international instruments, and to practice the knowledge with exercises in small groups.

The training and this manual are **intended to support gender advocates working in relevant governmental functions and civil society activists**. Each session can be tailored specifically to the needs of participants. Trainers will find a wealth of exercises and approaches to choose from, based on basic and advanced-level training, and the audience they are working with.

It is also important to note that the manual has been initially developed in the context of the Southern Caucasus, and later updated to serve as an example for countries within the wider region. Each trainer is encouraged to tailor the training sessions to specific needs and the local context.

The **method** of training for each session are to be based on adult teaching and learning methods, which means they are interactive, geared towards self-directed learning and reflection through work in small groups, four to six participants maximum. It is recommended to tailor and structure each session in the following format:

(1) Preparation of each session:

Trainers will acquaint themselves with all materials of the session, and prepare an introductory session on a topic of not more than 20 minutes. Some of the “Background” materials in the sessions are aimed at trainers to prepare them for specific sessions, and they are not intended to serve as actual training materials (e.g. history of CEDAW, and UNSCR 1325)

(2) Structure of sessions proposed:

- Introduction (up to 20 minutes): Introduces the main points and core principles in a simple, clear, and concise way. This will be done through presentations in the form of a hand-out, on a flip chart, or power point presentation. As much as possible, a mix of several of these and other methods (e.g. cases, online materials, quizzes) will be used for the introduction.
- Group work (at least 45-60 minutes): Based on the introduction, use one key group exercise per session. Allow for ample time for the group work, as well as presentation back in plenary. Be clear and concise when giving instructions for the exercise, and keep the session focused on 2-3 priorities to be worked on.
- Recapping main points/follow-up of group work (up to 20 minutes). Based on the group work, trainer shall recap the main points raised, clarify remaining questions, and summarize three to five key learning points for participants.

Background

Under UNIFEM’s Regional Project, entitled “Women for Conflict-Prevention and Peace-Building in the Southern Caucasus”, considerable advocacy and awareness-raising activities have been implemented on the importance of UNSCR 1325. In all three countries, the project has supported the development of “Women for Peace” networks that have based their mandate/charter around the principles of CEDAW and UNSCR 1325. Furthermore, through the advocacy and initiative of the three networks, the Southern Caucasus Regional Coalition “Women for Peace” was created in 2003, and has been working to advocate for the improved implementation of CEDAW and UNSCR 1325, as well as the popularization of a peace culture.

These awareness and capacity-building efforts continued within the framework of the EU/UN Women Cross-regional Programme, Women Connect across Conflicts: Building Accountability for Implementation of UN SC Resolutions 1325, 1888, 1889. In particular, the present manual was tested in 2011 in different regions of Georgia, with a series of pilot trainings, and finalised in 2012 to reflect past and current developments in the field of women, peace and security. The manual makes reference to the five adopted UNSC resolutions, national action plans (NAP) adopted by Member States, NATO recommendations and EU guidelines and commitments.

II. CEDAW AND THE WOMEN, PEACE AND SECURITY AGENDA

The Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), adopted by the UN General Assembly in 1979, is often described as the international bill of rights for women, or the “Women’s Convention”. Consisting of a preamble and 30 articles, it defines what constitutes discrimination against women, and sets up an agenda for national action to end such discrimination and to achieve substantive equality.

By accepting the Convention, states commit themselves to undertake a series of measures to end discrimination against women in all forms, and to ensure “equality of results”, including:

- Incorporating the principle of equality of men and women into the state legal system; the abolition of all discriminatory laws and the adoption of appropriate ones prohibiting discrimination against women.
- Establishing institutional mechanisms to ensure the effective protection of women against discrimination.
- Elimination of all acts of discrimination against women by persons, organizations or enterprises.¹

Countries that have ratified, or acceded to the convention, are legally bound to put its provisions into practice, to move from de jure to de facto equality, and to ensure an equality of results - an equality that is felt by the average woman and man. They are also committed to submitting national reports: an initial report a year after ratifying the convention followed by regular reports every four years focusing on measures they have taken to comply with, as per the treaty obligations.²

On 31 October 2000, the United Nations Security Council adopted resolution 1325 on Women, Peace and Security (UNSCR 1325) to ensure protection of women and girls in conflict and post-conflict situations and their participation in peace and security processes. UNSCR 1325 was the first resolution addressing gender issues to be passed by the Security Council. It emphasized the vital role of women in conflict-resolution and mandated a review of the impact of armed conflict on women and girls, the role of women in peace building and the gender dimensions of peace processes and conflict-resolution, as well as the reconstruction and rehabilitation processes.

Subsequently, during the last five years, the UN Security Council (UNSCR) adopted four resolutions on women, peace and security, whose principles and commitments reinforce UNSC resolution 1325 with the aim to ensure protection of women and girls in conflict and post-conflict situations, and their participation in peace and security processes. In addition, the resolutions provide recommendations to Member States on the needs of women and girls during conflicts and in pre-and post-conflict situations in order to strengthen their rights and opportunities.

The resolutions underline the necessity for Member States and UN bodies to ensure women’s participation in peace-building processes, and to protect them from sexual and gender-based violence during conflicts, as well as strengthen anti-violence measures. A core principle of the UNSCRs on Women Peace and

¹ <http://www.un.org/womenwatch/daw/cedaw>

² <http://www.un.org/womenwatch/daw/cedaw>. Deleted “final version etc. as when doing bibliography found no reference to this “final version - Oct 2006 - transitional level.”

Security is the mainstreaming of gender issues into security sector reform at all stages of its planning and implementation.

All five UNSCR resolutions fully focus on problems of women and girls, and not on gender issues. It is important to remember that this is a homogeneous group that is closely connected with various social categories, such as age, ethnic and religious origin, and sexual orientation. Provision of their security should be based on all of these factors.

The United Nations Security Council resolution 1820 (UNSCR 1820) was adopted in June 2008 and calls on Member States to take measures to protect women and girls from sexual violence during conflicts, and to comply with their obligations to prosecute persons responsible for such acts. UNSCR 1820 underlines the role of peacekeepers in protecting civilians and calls for deployment of a higher percentage of women peacekeepers and police. The resolution calls for the UN to consider developing disarmament, demobilisation and reintegration mechanisms and security sector reforms for the benefit of women and girls affected by sexual violence in armed conflict, and to consult with women and women-led organisations.

The United Nations Security Council resolution 1820 (UNSCR 1888) was adopted in September 2009 and also focuses on protection of women and girls from sexual violence during conflict. UNSCR 1888 emphasizes the importance of addressing sexual violence issues from the outset of peace processes, in particular in the areas of disarmament, demobilization and reintegration, and security sector and justice reform in order to ensure punishment of the perpetrators and legal protection of victims. The resolution is the backbone for the creation of a UN Special Representative of the Secretary-General (SRSG) on Sexual Violence in Conflict. It once more stresses the importance of women's participation in peace negotiations and of support to attain a higher percentage of women peacekeepers.

The UNSC resolution 1889 was adopted in October 2009, and again stresses the importance of women's participation in all stages of peace processes, including by promoting women's leadership and economic empowerment. The resolution calls for gender mainstreaming in the activities of post-conflict rehabilitation and financial provision, as well as in considering the particular challenges and needs of women in the disarmament, demobilisation and reintegration processes.

The UNSCR 1960 on Sexual Violence in Situations of Armed Conflict, in particular against women and children, was passed on 16 December 2010. The resolution was formulated as a response to the slow development and progress in regards to women's rights and the continued use of violence against women and children, and focused in particular on the issue of sexual violence against women and children in armed conflict. Furthermore, it points out the importance of ending impunity and of increasingly prosecuting those responsible for all types of violent crimes.

All the above resolutions represent a normative agenda for the countries aimed at protection of women and girls' rights in conflicts and post-conflict situations, as well supporting women's active participation in public life and mainstreaming gender in peace-building activities. In addition, the resolutions remind countries of their obligations to implement state documents, such as:

- The 1949 Geneva Convention and Additional Protocol (1977)
- The 1951 Refugee Convention and the 1967 Protocol
- CEDAW (1979) and the Optional Protocol (1999)
- Children's Rights Convention (1989) and the Optional Protocol (2000)
- Rome Statute of International Criminal Court (1998)

These normative, legally-binding documents, UNSCR 1325, 1820, 1888, 1889, 1960 and CEDAW, when used to their full potential, can move the gender-equality agenda forward in the peace and security context. Although each set of standards constitutes a critical tool in advocating for women's rights, **using them together strengthens the activity of gender-equality advocates, and works to ensure the realization of *de facto* gender equality in times of peace, as well as in post-conflict environments.**

Nevertheless, the implementation of these resolutions proved to be slow and uneven among the UN Member States. To support the implementation of the UNSCRs on Women, Peace and Security, and underscore once more the destructive impact of wars and conflicts on women and children, the NATO Euro-Atlantic Partnership Council (EAPC) approved the UNSCR 1325 implementation policy and its inclusion in NATO operations.

In September 2009, NATO adopted the Bi-SC-Directive 40-1 Integrating UNSCR 1325 and Gender Perspectives in the NATO Command Structure, including Measures for Protection during Armed Conflict. The directive also includes an operational planning checklist for military personnel.³

On 7 April 2011, the Committee of Ministers of the Council of Europe adopted a landmark convention on preventing and combating violence against women and domestic violence (Convention CETS, No. 210). This convention is the first legally-binding instrument in the world creating a comprehensive legal framework to prevent violence, to protect victims and end the impunity of perpetrators. The Istanbul Convention is the first legally-binding instrument which “creates a comprehensive legal framework and approach to combat violence against women,” and is focused on preventing domestic violence, protecting victims and prosecuting offenders. It defines and criminalises various forms of violence against women (including forced marriage, female genital mutilation, stalking, physical and psychological violence and sexual violence).⁴

³ www.nato.int/issues/women_nato/.../Bi-SC%20Directive%2040-1.pdf and http://www.nato.int/issues/women_nato/meeting-records/2012/pdf/NCGP_Annual_Meeting_2012_BiSC_40-2.pdf.

⁴ Recommendation 1873 (2009) on sexual violence against women in armed conflict; Recommendation 1868 (2009) on action to combat gender-based human rights violations, including abduction of women and girls. Paragraph 3 of the convention provides for its continued applicability during armed conflict because it is viewed as being complementary to the principles of international humanitarian law and international criminal law.

Session I.

Introduction, Background and Expectations

Duration of session: (1 hour)



- The banner is placed in the meeting room, the topic selected. The format: greeting, meeting, completing the questionnaire, defining ground rules, preparing list of expectations, presenting the background and objectives.
- The trainer opens the session and introduces himself/herself to the participants; the participants introduce themselves; each participant states his/her full name, occupation and current position.
- Questionnaire no.1 is distributed among the group and is to be completed (if trainer already has the participants' list, it is strongly recommended to send the questionnaire well in advance to enable a suitable tailoring of the session. However, in those cases when the training is conducted at the local level and it is not possible to have the confirmed list, the trainer will proceed as described above and allocate sufficient time). In addition, ground rules will be delivered to them.
- Subsequently, the trainer asks the participants about their expectations and what they would like get out of the training, and puts the answers on the flipchart with bullet points.
- The trainer presents a background history and training objectives.
- The trainer has the objectives and the expectations of the training on the flipchart, and updates the visual material during each session.

Session II.

Gender Equality and Empowerment

Duration of session: (2 hours)



Objectives:

- Awareness and understanding of gender equality concepts
- How are gender roles developed in society
- “Formal” and “substantive” equality - similarities and differences
- The importance of achieving “equality of results”

Tips:

- It may happen that participants have varying levels of knowledge, especially in mixed groups i.e. with representatives from both governmental and non-governmental organizations. It is important that the trainer tailors the topic to the level of knowledge and experience of the participants, whether they are “basic” or “advanced”. For advanced training, it could be useful to add a column on a flip chart saying “goals for changing gender roles/stereotypes”, in order to spark more stimulation throughout the refresher session.
- Gender issues will be discussed in all cases, and emphasis will be laid on the difference between the definition of “gender” and “sex”. Moreover, the influence of gender stereotypes on the achievement of gender equality, in particular the existing country/region stereotypes will be mentioned, the difference between de jure (i.e. formal) and de facto (i.e. substantive equalities) must be stressed. Moreover, necessary and advisable arrangements for attaining gender equality will be discussed. It is important that the conversation is not confined to debating country-specific gender information, but rather that the trainer offers a wider conception of the issue. At the same time, it is necessary to underline local needs, against the background of global problems, so that participants understand the theories in a practical manner.

Part 1. Gender roles and stereotypes

(Up to 45 minutes for basic training, 30 minutes refresher for advanced training)

Part 1 of the session focuses on establishing, or refreshing, knowledge on gender roles and stereotypes. “Knowledge” here is also understood as attitudes towards gender equality; and resistance to change them may be high.

Although it is important for the trainer to quickly identify the level of knowledge the participants have on the topics of gender, and be able to change the training methods as needed, this part will be dedicated to **refreshing and deepening the knowledge on basic gender concepts**. If the participants show varying levels of knowledge, the trainer should try to use different methods to adapt to the varying levels of knowledge. This implies both offering explanations that are more detailed and benefiting from good knowledge of gender concepts by some of the participants.

Objectives:

- Discuss the difference between the two terms: “sex” and “gender”
- Assess the participants’ awareness-level on gender issues
- The trainer sets the tone and interventions as necessary
- How gender roles in society are developed.

Advocates for gender equality should work towards:

- Raising awareness and understanding on how the role that women play contributes to society's social and economic growth.
- Increasing the understanding of society and private persons on what are accepted as traditional gender roles in order to reach gender equality.

The discussion will answer the following questions:

- How do you understand women's empowerment?
- What determines the empowerment level?

The following questions will help the trainer to guide the discussion:

- What determines women's empowerment as local and national leaders?
- What determines women's empowerment in the area of income generation?
- What determines women's empowerment in the rights over her body - gender-based violence and reproductive health?

After presenting the main points below, a discussion is to be held on how gender roles change and how they have evolved in different countries. This shift of roles, which goes against the traditional "role", may entail heated debates among the participants. They must be prepared for the fact that promotion of women's rights empowered by gender roles and stereotypes may challenge male and female roles, and many participants may declare that it is not acceptable for their culture. For example, if a man chooses to stay home when a child is sick, do state social benefits allow for this? Alternatively, does his work allow for this? This is going to be a very useful discourse, but the next question will be put as follows: if all these issues are not allowed either on a government level or on the work level, then would raising the issue in the future be topical and acceptable?! Because it is society itself that constructs the roles and determines how they change. (It is important here to also to bring up the discussion more overtly on how ideologies keep these social constructs in place and to note that ideologies are rooted in institutions, which are essentially patriarchal in nature).

Also, note should be taken of the fact that such repartition of the roles is impossible without certain changes occurring. For example, in Western developed nations, up until the late 20th century, the "feminist" movement did not really deal with the issue of "double duty" - i.e. a woman is working more and more outside of the home, but the husband is not helping inside the home -- so she becomes the "super woman". Roles are now shifting in North American culture with men and women are sharing the household chores. This is an example of a culture assimilating changes in gender roles.

Tips:

It is possible to identify the level of knowledge of participants in group discussions. The questions asked by the trainer helps him/her to assess the level of their knowledge. The most important objective of the trainer at the first session is to ascertain that the participants understand the difference between formal i.e. de jure and substantive, i.e. de facto equality. The training session is quite intensive and therefore it is important that the discussion during this session is not limited to debating country-specific gender issues. However, the more specific the discussion, the easier it is to understand these theories.

Main points to present:

- Gender is the socially-constructed differences between men and women. This is different from sex, which is the biological difference between men and women.
- Gender roles are in a constant state of flux in response to changing social and economic conditions. For example, in a crisis situation, women may take on traditional male roles, e.g. heads of families, industrial workers or soldiers, etc.
- Gender roles sometimes change throughout the course of a day. For example, if a mother stays at home away from work to take care of her sick child, she is playing a traditionally “female gender role”. That same mother, once the child is healthy, may go outside of the home to work and act as the main wage earner for the family - in this, she is playing a traditionally “male gender role”.
- Because gender is constructed by society and not fixed, stereotypical notions of male and female roles can be challenged. In all societies, these roles have evolved and have changed throughout a culture’s history.
- The term “gender roles” and “gender stereotypes” are often used interchangeably. These are the roles that tradition has created - i.e. it may be that the culturally acceptable definition of a “good” woman is one who marries young, has many sons, works hard for her sons and husband, puts their needs above her own, is gentle and kind, does not argue, etc. These stereotypical traits of what is a “good” woman are the gender roles she may play in that culture.
- When we say that men and women are not the same, we refer not only to differences in biology (biological/sex differences), but also to the different roles that have been created by society (gender differences).
- Because of both biological/sex and gender differences, women and men have different needs and different levels of access to resources and power, which create gender inequalities.
- Policies and strategies that recognize gender inequality constraints seek to address them in ways that promote women’s full participation in community and political life.

The trainer gradually moves to the barriers hindering/challenging the equity and dwells a little on the difference between equity and equality:

- Financial problems, less access to knowledge, information, resources.
- The ideologies that justify gender-related inequality. Ideas of what is “acceptable” in a woman and what is not.
- Job and other institutions (family, media, educational programmes, social economic and legal institutions) fostering gender inequality.
- Limited understanding/capacity/resources on the part of decision-makers to ensure that policies, plans and legislation are in place which will help address the challenges women face in certain sectors.
- Eliminate low individual self-esteem as an inspirer of “internalized oppression”.

Exercise 1 (15 minutes), Gender roles: innate or acquired?

Suggested for basic /advanced training - for all audiences

The trainer gives the presentation and allows for discussion throughout. The presentation should be as interactive as possible to allow the trainer to assess the level of knowledge of participants, as well as their understanding of gender issues, and to ensure the training session achieves good results.

If the knowledge of participants is very basic, the trainer goes directly into brainstorming about what is meant by “gender”. He/she asks the participants to list the “gender roles” that they are aware of, and prescribes traditional “female” characteristics and “male” characteristics to each role.

The trainer asks the following questions:

- Are these traits innate or acquired?
- Can they be applied to either sex or to both men and women?
- Which of these are of distinctively ‘male’ or ‘female’ in nature?

The questions will prompt a debate among participants. It is important that this debate stays focused on the concepts of gender-based differences (power, empowerment, socially- constructed roles, trafficking). It is recommended to apply the law on gender equality and local and international statistics. Local issues are also important, but only against the background of the international situation.

The trainer may find that the participants have a clear understanding of the differences between “sex” and “gender”. However, another quiz on roles and stereotypes will help participants to better understand the differences between “gender” and “sex”.

Exercise 2. “Sex” or “gender”? (10 minutes)

Suggested for all levels of training - all audiences

The trainer distributes pre-prepared lists and requests participants to decide if these roles/stereotypes may be attributed to “sex” or “gender”. When disagreement/allegedly mistake occurs, the trainer asks them to justify their opinions.

The list:

- Women give birth to babies - (Answer - sex).
- Little girls are gentle and timid, whereas boys are tough and adventurous - (Answer - gender role).
- In many countries, men are conscripted into the army, but women are not - (Answer - gender role, but many persons/governments would disagree and state the policy was because of “sex”).
- Peace agreements are mainly negotiated and signed by men - (Answer gender role).
- Women breastfeed babies, men feed them from a bottle - (Answer - sex).
- According to UN statistics, women do 67% of the world’s work, yet their earnings amount to only 10 % of the world’s income - (Answer - gender role).
- Mother Theresa helped the poor - (Answer - neither sex, nor gender; personal characteristics);
- Men are decision-makers - (Answer - gender role).

The trainer discusses the following questions:

- Did any of the statements surprise you?
- How do gender roles vary across age differences, classes, races, cultures and historical periods?
- Why is this differentiation/attribution important?
- Why do we separate/stereotype roles?

Tips:

- The statements: “Peace agreements are mainly negotiated and signed by men” and “Men are decision-makers” are interconnected - essentially, men are in power and make decisions.
- “Mother Theresa was helping the poor” has an unimportant gender role. It is more important to look at it as leadership and/or at the religious role of Mother Theresa.

Part 2. How to achieve women’s equality: from formal to substantive equality

(Duration: 30 minutes advanced training, 1 hour basic training)

Part 2 of the session on gender equality and empowerment focuses on substantive equality. It is structured to start with a short presentation, followed by exercises that can be chosen for basic and advanced audiences.

Objectives:

- Understand concepts of discrimination
- Learn about the principles of equality and “equity to achieve equality”
- Differentiate between formal (*de jure*) and substantive (*de facto*) equality, emphasize equality of results

Presentation and discussion According to the constitutions of most countries in the region (each trainer will make reference to their region/country), everyone is free at birth and is equal before the law without distinction of any kind, such as race, colour, language, sex, and religion, political or other opinion. Respectively, governments are obliged to ensure the equal rights and opportunities for women and men in all spheres of their work (through programmes, policies, projects, actions, budgets, etc.). Governments should ensure equal rights and opportunities for women and men (obligation to protect and promote), and the realization of these rights (obligation to fulfil).

- Governments need to recognise the principles of equality in all spheres of life - and must provide a framework for introducing and implementing measures for prevention and elimination of all forms of discrimination on the ground of sex.
- **Objective is equality of results:** Differentiate between formal i.e. *de jure* and substantive i.e. *de facto* equality, and emphasize the importance of “equality of results”.

There are three core strategies to achieving substantive i.e. *de facto* equality:

1. Mainstreaming of gender throughout policies and programmes.
2. Specific actions in priority areas - special/temporary measures; effective institutional support for monitoring and implementation of gender equality commitments; and allocation of necessary financial and human resources to ensure implementation.
3. Enhanced capacity of government and NGOs to advocate implement and monitor gender equality commitments at the local and national level. **Terms and concepts to understand:** It is recommended to distribute the concepts below as a handout with/just after the presentation.

Gender - refers to cultural expectations and assumptions on behaviour, attitudes, personality traits, and physical and intellectual capacities of men and women based solely on their identity as men or women.

Gender equality means equal visibility, empowerment and participation of women and men in all spheres of public and private life. It is an integral part of human rights, and it aims to promote the full participation of women and men in society⁵.

Equity generally refers to ensuring parity or even-handedness when it comes to representation - i.e. ensuring similar treatment for men and women, - and is often equated with “formal equality”. To many gender equality advocates, working towards “equity” is often seen as an attempt to set a lower standard for “equality”, in that it focuses on basic measures to improve representation of women. It is important to note that “**equality**” is a human rights concept, but “**equity**” has no status in international human rights law. It is therefore “equality” which states are obligated to achieve under international law, not “equity”.

Sexual Discrimination is direct discrimination on the grounds of sex, and occurs when a difference in treatment is based directly and explicitly on distinctions based exclusively on sex and characteristics of men and women, which cannot be justified objectively. Indirect discrimination occurs when a law, policy or programme does not appear to be discriminatory on its face, but has a discriminatory effect when implemented.

Discrimination Against Women, as defined by the CEDAW is “... any distinction, exclusion or restriction made on the basis of sex, which has the effect, or purpose, of impairing or nullifying the recognition, enjoyment or exercise by women, irrespective of their marital status, on the basis of equality of men and women, of human rights and fundamental freedoms in the political, economic, social, cultural, civil or any other field”.

Specific Actions referred to in international law as **special measures** are aimed to remedy or redress historical injustices, reduce structural disadvantages and overcome gender stereotypes and prejudices. They include a variety of actions from legal reform, designing and implementing specific strategies and projects aimed specifically at correcting the position of women in one or more aspects of their social life, to organizing educational activities to actions addressing negative cultural stereotypes.

⁵The definition is borrowed from the Council of Europe’s “Gender Mainstreaming: Conceptual Framework, Methodology and Presentation of Good Practices: final report of activities of the Group of Specialists on Mainstreaming” (Strasbourg, May 1998).

“Positive Actions” or “Special Temporary Measures”⁶ are actions aimed at favouring access by members of certain disadvantaged or underrepresented categories of people to rights, which they are guaranteed, to the same extent as members of other categories.

Gender Mainstreaming. The integration of gender equality perspective is the reorganisation, improvement, development and evaluation of policy processes so that a gender equality perspective is incorporated into all policies and programmes at all levels and at all stages, by the actors normally involved in policy-making⁷.

Tip for basic training: It is important to end the session on a clear understanding of the notion of equality of results. Ask participants for a small example from their experience and explain/discuss with audience the difference, importance and different steps from de jure to de facto equality.

Tip for advanced training: The trainer could do a “gender terms quiz”, and let participants come up with definitions or examples for each concept.

Part 3. The importance of achieving “equality of results”

(Duration: 1 hour)

For advanced training - all audiences

Note to trainer: The main concepts of part 3 will be covered for all levels of trainees. When preparing the session, the trainer is to focus on this, and integrate the main points into part 2 of the session, which introduced the concept.

Objectives:

- Differentiate between formal and substantive equality
- Deepen knowledge and understanding on substantive equality
- Learn different approaches towards gender equality

Background notes for trainer⁸ and presentation (10 minutes)

The basic introduction is both for basic and advanced-level training.

The session focuses on various models of women’s equality and different approaches for achieving equality. Below is an exercise, which will help the trainer to explain the differences between the various forms of equality.

⁶ The definition is borrowed from the Council of Europe’s “Gender Mainstreaming: Conceptual Framework, Methodology and Presentation of Good Practices: final report of activities of the Group of Specialists on Mainstreaming” (Strasbourg, May 1998).

⁷ The definition of term Specific Actions or Special Measures is elaborated based on the Council of Europe, “Positive Action in the Field of Equality Between Women and Men,” Final Report (Strasbourg, 2000).

⁸ Much of the background notes in this section are taken from the publication, “From Global to Local; Orientation on the CEDAW - Training Manual”, International Women’s Rights Action Watch, Asia Pacific (IWRAP Asia Pacific, July 2004).

- “Formal equality” takes the approach that men and women are equal and sets out to treat women the same as men. “Formal equality” promotes the idea that men and women must be treated equally and under the same set of standards - and the standards are usually set by what is relevant and applicable to men.
- This model does not take into consideration the differences between men and women - differences that exist because of the different biological and gender roles, which men and women traditionally play in their societies. For example, in “x” city, a new factory was opened, and the management announced equal opportunity to employment for men and women without restrictions. They also explained that this would require doing work on night shifts. However, the women of this city did not apply for the jobs since the social/safety environment was not conducive to women for moving around at night. Sometimes, policies and legislations that treat men and women as equals may result in *de facto* discrimination against women.
- There is also the protectionist approach to equality,⁹ which supports measures that “protect” women from doing certain activities that may cause them harm or work against their own interest. Using the above example as a case study, under a “protectionist” approach, women would be barred from doing work on night shifts since it would be considered unsafe for them to do so. In effect, the protectionist approach recognizes the differences between women and men, but regards these differences as weakness in women. This approach does not provide for special arrangements by the government to ensure the full participation of women in certain jobs by creating a safe and open environment for them.
- Substantive equality, on the other hand, recognizes the differences between men and women, and works to address these differences, so as to ensure “equality of results”.
- Substantive equality aims at ensuring equal access and equal benefits, but recognizes the need at times for special steps and measures to ensure real *de facto* equality.
- To ensure substantive equality, governments need to look at “how” and “why” women and men are treated differently, and develop policies/programmes and special measures to address this. This is called the “**corrective approach**”. According to the substantive equality approach for the above example, the factory management should have provided assistance, such as safe public transportation for women.¹⁰ This would be the arrangement allowing equal access to proposed economic opportunities - that would be ensuring substantive equality by correction.
- Therefore, substantive equality recognizes that sometimes men and women need to be treated differently in order to ensure equal access to opportunities and benefits.

⁹ Trainers in each country can give different examples. For instance in some countries MoD policies “protect” women with children under six years old, by not allowing them to serve.

¹⁰ In the case of the security sector, one of the measures to be undertaken are the adaptation of infrastructures to host women in police and defence academies, as well as in cadet colleges.

Handout/slide 1

Approaches to women's equality

Formal	Does not recognize differences
	<p>Based on gender-neutral legislation, which treats women similarly to men and, therefore, expects women to access the opportunities and to perform according to male standards.</p> <p>Creates disabling conditions for women, since women and men are not similar.</p> <p>Characterized by: Difference, Disparity, Disadvantage.</p>
Protectionist	<p>Recognizes differences between men and women, but in a way that attempts to protect women from practices/employment which are seen as harmful. Through this approach women are at times denied their rights to equal access and equal opportunities, which can have long-term negative implications for women and society.</p>
Substantive	<p>While recognising equality between men and women, it acknowledges the differences and focuses on how to address these differences using a “corrective” approach. This approach is meant to lead to an “equality of results”.</p> <p>Establishes conditions/special measures to correct an environment which discriminates against women and thus is also called... The “corrective approach”</p> <p>Establishes equal rights on the playing field, while recognizing that inequalities exist, and attempts to address the root causes of these inequalities.</p> <p>Calls for various initiatives (often called “special measures”, such as special policies, legislation or programmes, to promote:</p> <p>Equal opportunities, Equal access, Equal results and benefits.</p>

Exercise - Formal and Substantive Equality (up to 1 hour)

Based on the above information, the trainer explains the difference between formal and substantive equality.

Tips:

- If the group of trainees is quite large, break them up into three different groups, with each working on one case study and take into consideration the country context, then present the results in plenary.
- The case studies provide examples of what happens when the government focuses attention on formal equality, and not on an equality of results. The trainer could ask the group if they have witnessed similar/parallel cases in their own communities/countries.
- Ensure that work in groups stays focused and does not exceed 30 minutes, with another 30 minutes for the presentation and discussion in the plenary (10 minutes per group).
- The case study touches upon ensuring safety and protection of girls and women taking into account their rights to equal opportunity and equal education.

Handout/slide 2

Case study 1 - Protection or discrimination?

(Real-life story)

In country “x”, with a new cease-fire agreement in place, the government has begun the process of resettling the IDP population. The government has located a portion of the IDPs in the mountainous village of Gordana. As the local school in the village is already overcrowded with the children of the resident population, the children of the IDP community must attend a school approximately 3 km beyond the village boundaries. Only occasional and unreliable public transport (buses) is available, and given the burden of extra costs for transportation on the family, most of the children walk the distance to the school. As a main trade route, the road is very busy with large transportation trucks coming and going. There are several small stalls on the road where truck drivers stop to rest and get food and drink. During winter, the children often walk to school at dawn and return home at dusk.

Within the first six months of resettlement, the IDP girls’ attendance at the primary and secondary school had decreased significantly in Gordana. To address this drop in attendance, the government launched an awareness-raising campaign about the importance of girls’ education among IDP communities.

The parents claim that their girls are not safe going to school, as there has been an increasing number of harassment of girls by the truckers, and even one case of abduction. The local authorities assert that it is the family’s obligation to ensure that boys and girls are both equally granted the same educational opportunities, and that the parents had violated “gender equality legislation” recently adopted by the state.

Questions for discussion:

1. What steps have been taken by the government towards “formal equality”?
2. The parents’ response was to “protect” their daughters, which, in the longer term, leads to discrimination. What corrective approach could the government or local community have adopted to ensure “substantive equality” or “equality of results”?
3. If the situation in the above case study is not addressed, what are the long-term implications for IDP girls and at what cost to the government in the end?
4. What actions could civil society or the parents themselves have taken to address the above gap between de jure and de facto equality?

Handout/slide 3

Case Study 2 - Different ideas about what constitutes equality¹¹

(Real-life story)

In (country “x”), there are two different state-sponsored running competitions - one for men, and one for women. The men’s race consisted of three different categories - boys, adults and seniors. The women’s race only had one category which includes women and girls of all ages. Furthermore, the adult men’s race had three awards while the women’s race had only the first prize. On top of that, the first prize for the adult men’s race was worth three times that of the single prize for the women’s/girl’s race.

¹¹ “Orientation on the CEDAW - Training Manual”, op.cit.

The Association of Women Athletes (AWA) protested against this situation which they considered discriminatory and in violation of Article 1 of the CEDAW. However, AWA was divided as to how to remedy this situation. One group wanted the women to be allowed to run in the three male races, arguing the equality between men and women required that there be no sex segregation in races. The other group insisted that in order for women to enjoy equality, they did not have to run as fast as men, there should be two distinct races, one for men and another for women, but that each race should have the same number and quality of awards and the same number of categories. When approached the organizers of the races said they had no funds or resources to hold the same number of races for both men and women or to have the same quality and quantity of awards. The AWA decided to take the case to the Supreme Court as a case of discrimination. The Supreme Court decided that this was not a case of discrimination against women. The court argued that, on the contrary, it was a case of affirmative action as having a specific race for women ensures that they can compete and win, which would not be the case if they had to compete in a race with men who are generally physically faster and physically stronger. Thus the court concluded that having a specific race for women constituted affirmative action to compensate for women's physical inability to compete on an equal basis with men in most athletic competitions. However, the court did not address the issue of the separate races for men and women having the same number/quality of awards and categories, stating that as it was up to the municipal leaders to decide the degree of funding and resources to be allocated to the respective races.

Questions for discussion:

1. Do you agree with the court decision?
2. Did the state enforce formal equality by this decision or was "real" equality achieved?
3. How could the principles of non-discrimination and substantive equality have been better met?
4. What actions could civil society have taken to address the above gap between de jure and de facto equality?

Case Study no. 3

Authorities network - Cause and result

(Case study)

Ether was 14 when abducted by her future husband. This is still a custom in some Central Asian and South Asian countries, as well as the Caucasus, a practice associated with an old tradition. Although such an action is punishable by law, the law is seldom observed, and the abducted girl does not return home out of the fear that nobody will marry her. Not infrequently the parents are reluctant to receive her back. Ether and her husband had been married for 17 years. During this period, she experienced physical, sexual and psychological assault. They had three children and Ether was pregnant with the fourth child when her husband brutally beat her and she ran away from home. The husband was the local police chief and the woman was afraid to appeal to the police for help. Therefore she took shelter at her parents' home. The father, who was concerned about his daughter's fate and humiliated with the son-in-law's behaviour, quarrelled and killed the son-in-law. The police arrested Ether's father based on his confession. Surprisingly, Ether too was arrested on charges related to provoking conflict, although the law against domestic violence had already been adopted by then. However, the appropriate public service institutions were not in place and special shelters were not opened. That was why Ether had to seek her parents help. Beating by the husband and the arrest resulted in a miscarriage. (Every country can change this case study and adapt it to local issues: case study of Zina, case of bride kidnapping, etc).

Questions for discussion:

1. Why were Ether's rights not protected in this situation?
2. What should the government have done to prevent this situation from happening?
3. How could Ether's rights have been protected?
4. How/did gender stereotypes play a role in the above scenario?
5. Within this scenario, how do you understand women's empowerment?
6. What is it that defines women's rights and obligations?

Session III. CEDAW - Significance and Legal Authority

Duration of session: (2.5 hours)



Objectives:

For Basic-Level Training:

- Understanding the significance of CEDAW to the advancement of gender equality on the national level.
- Enhancing practical analytical skills in understanding the national application of CEDAW and government obligations therein.

For Advance-Level Training/Training for 3 days:

- Identifying opportunities and strategies for improving the implementation of CEDAW at the national and local levels, with particular focus on gender justice and women's public participation

Part 1. CEDAW- Working for equality of results (1 hour 30 minutes)

Objective: This section provides participants with a general background on CEDAW and the Convention's national application

Handout/slide 6

Tips:

For better understanding of the CEDAW Convention and its general recommendations, it is important that a list of definitions be distributed among the participants.

1. Overview of CEDAW - Main points

- a. A convention is an agreement under international law dealing with different aspects of international relations. This is a voluntary written agreement on acceptance of certain practices, or regulations and their fair observance. A state becomes a party to the convention by ratifying it, or acceding to it.
- b. CEDAW was adopted on 18 December 1979 by UN General Assembly Resolution 34/180 and entered into force on 5 September 1981.
- c. The convention defines discrimination against women as any distinction, exclusion or restriction made on the basis of sex which has the effect, or purpose, of impairing or nullifying the recognition, enjoyment or exercise by women, irrespective of their marital status, on the basis of equality of men and women, of human rights and fundamental freedoms in the political, economic, social, cultural, civil or any other field.

The convention consists of a range of articles on specific areas of life, in particular:

- a. Social and cultural patterns of conduct of men and women and stereotypes (Art.5)
- b. Exploitation of women (Art.6)
- c. Political and public life (Art.7)
- d. Representation and participation on international level (Art.8)
- e. Citizenship (Art. 9)
- f. Education (Art.10)
- g. Job (Art.11)
- h. Healthcare (Art.12)
- i. Social and economic rights (Art.13)
- j. Rural women (Art.14)
- k. Equality before the law and civil rights (Art.15)
- l. Marriage and family relations (Art.16)
- m. The convention recognizes that even when women enjoy equal rights with men it does not guarantee actual equality. Therefore, Article 4 allows the member countries to temporarily adopt special measures of positive discrimination for the period while inequality of opportunities exists. These special measures are aimed at accelerating de facto equality between men and women.

2. Main points to review for both basic and advanced-level training

- a. The main provisions of the convention refer to all aspects of life of women and are conducive for equality, non-discrimination and liability of the states:
 - (i) Principle of “real equality”
 - (ii) Principle of non-discrimination
 - (iii) Principle of liability of the Member States to CEDAW

3. CEDAW Committee

The Committee on CEDAW was set up in compliance with Article 17 of the convention and has the following rights:

- Reviews and assesses national reports submitted by the states on the implementation of CEDAW norms, as well as alternative (“shady”) reports.
- Makes general recommendations with regard to Member States and defines their liabilities in this regard.
- Makes final recommendations based on national reports. These recommendations are sent to the states and are published.
- In accordance with the procedure of the Optional Protocol, takes measures with regard to the review of incidents.
- Monitors the implementation of national measures to fulfil the obligations and the committee’s final recommendations.

b. General recommendations by CEDAW Committee

- For many states, while it is clear what the CEDAW hopes to achieve, it is not clear in the convention what steps/measures governments should take to make the CEDAW a living document.
- As such, the CEDAW Committee has developed a number of “General Recommendations” on certain topics covered by the Convention. The recommendations provide additional explanation on state’s obligations in certain areas (i.e. prevention of trafficking) and recommended actions/special measures, which states can take to address certain gender equality issues.
- Recommendations are strong tools for gender equality advocates as they provide clear guidance on special steps/measures that governments should take to address the civil, political and socio-economic causes of discrimination and gender inequality.
- Some important General Recommendations (GR) are listed below:
 - GR 19: gender-based violence against women
 - R 23: the participation of women in public life (article 7)
 - GR 25: temporary special measures (article 4.1)¹²

The CEDAW Committee is now conducting consultations to finalise the General Recommendations on Women, Peace and Security.¹³

In particular:

- General recommendation No.15 (1990) - Avoidance of discrimination against women in national strategies for the prevention and control of acquired immunodeficiency syndrome (AIDS). In 1979, when the convention was adopted, AIDS was not known yet. So the problem of HIV infected women is not addressed there. General Recommendation No.15 adopted in 1990, addresses these problems. Therefore, when discussing certain problems it is advisable to have read the convention and its General Recommendations.¹⁴
- General Recommendation no. 19 (1992) - Violence against women;
- General Recommendation no. 21 (1994) - Equality in marriage and family relations;
- General Recommendation no. 23 (1997) - Women in political and public life;
- General Recommendation no. 24 (1999) - Women and Health
- General Recommendation no. 25 (2000) - On provisional special measures, etc.

¹²Website of IWRAP Asia Pacific, www.iwraw-ap.org.

¹³ Look for more info at http://www.securitycouncilreport.org/monthly-forecast/2012-02/lookup_c_gIKWLeMTIsG_b_7966265.php and for complementarities of CEDAW and 1325 see http://www.peacewomen.org/assets/MENA/cedawandunscr1325_eng-1.pdf.

¹⁴ See <http://www.un.org/womenwatch/daw/cedaw/recommendations/recomm.htm#recom6>.

4. State reporting obligations on CEDAW

In compliance with Article 18 of the Convention, a state undertakes to submit its first report within one year after the enforcement of the convention for the state concerned, and thereafter - every four years.

The reports shall indicate legislative, judicial, administrative or other measures that the state adopted to give effect to the provisions of the convention. The report shall contain the information on progress with regard to women's rights.

At the same time, reports may indicate factors and difficulties affecting the degree for fulfilment of obligation under the convention. The reports reflect the compliance of the states with their obligations under the convention.

The CEDAW Committee now allows for the formal presentation of "shadow reports", which provide additional information on implementation of the convention's principles in their states.

Handout/slide: CEDAW - relevant terms and concepts

Discrimination: (*Latin*. Discrimination, difference) means to treat one particular group of people less favourably than others, especially because of some special characteristics. Discrimination, in any form, contradicts the principles of equality and is prohibited by both international and national laws.

Discrimination: any restriction or violation of human rights based on race, colour, sex, language, religion, political or other opinion, national or social origin, property, birth or other status is contravening the principle of equality and is inconsistent with the principles of a democratic and constitutional state. (See the Universal Declaration of Human Rights (1948); International Covenant on Civil and Political Rights (1966); International Covenant on Economic, Social and Cultural Rights (1966); European Convention for the Protection of Human Rights and Fundamental Freedoms (1950); International Convention on the Elimination of All Forms of Racial Discrimination (1969); International Convention on the Suppression and Punishment of the Crime of Apartheid (1973); Declaration on Fundamental Principles concerning the Contribution of the Mass Media to Strengthening Peace and International Understanding, to the Promotion of Human Rights and to Countering Racialism, Apartheid and Incitement to War (1978); International Labour Organization Convention concerning Discrimination in Respect of Employment and Occupation (1958); UNESCO Convention against Discrimination in Education (1960); and other international legal document against all forms of discrimination). In compliance with the Constitution of Georgia, everyone is free at birth and is equal before law regardless of race, colour, language, sex, religion, political and other opinions, nationality, ethnicity and social belonging, origin, property and title (Editor's note: refers to noble title, not property title), place of residence.

Direct discrimination: discrimination against a person based on sex on the grounds of a legal act, program or other public policy tools.

Indirect discrimination: a legal act, program or any other tool of public policy that does not directly indicate discrimination, but is associated with a discriminatory result through enforcement.

Gender-based discrimination: occurs mainly in the field of labour. In particular, unequal compensation to equally productive groups, recruitment practices, wages, training and promotion. Thus working women's rights and opportunities are constrained by such factors.

Positive discrimination is regarded as preferential treatment of members of a minority group over a majority group. Positive discrimination may be applied to women when their qualification is equal to that of men. Positive discrimination here means support to female representatives in order to restore gender equality. One of the measures here is establishing quotas (a system of quotas ensures women's participation rate in different bodies. e.g. percentage of women in parliaments: Sweden - 40%, Germany - 30%, etc.). Equal Opportunities Laws contain separate provisions on positive discrimination during recruitment. The quota facilitates fair representation of various interest groups at various institutions. In some countries, political parties have developed various quota systems for elected positions, e.g. according to the Equal Opportunities Law adopted in Norway in 1975, positive discrimination in favour of one sex can take place, if it contributes to resolving the issue of equal opportunities in general. There are also separate provisions regarding positive discrimination towards men in terms of learning or childcare. Belgium and France have included provisions on fixed quotas (50/50 representation of men and women) in their election laws, and strict punitive measures for any violations thereof.

Gender distribution of labour, and behavioural norms of men and women are not universal. They are subject to change, and their critical examination is necessary. The question that often arises is whether a woman can assume leading positions. The answer is often linked to existing stereotypes, which obstruct women from becoming leaders. A common stereotype is that women can only hold posts up to certain level; they would not be able to cope with higher responsibilities. Such stereotypes negatively impact women's career advancement. They influence people's attitudes and reaffirm women's traditional role as a mother and a wife.

Ratification - a process through which country's legislative body affirms the signature of the agreement by the government, an official binding procedure that obliges the government to fulfil the agreement following accession.¹⁵

Ratification, approval and accession - are forms of recognizing the binding character of international treaties, including conventions, following which a country is obliged to fulfil its obligations arising under the treaty. Signing signifies the consent of the State, which, as a rule precedes ratification, approval and accession, and does not impose any legal obligations upon the state in terms of complying with the agreement.

¹⁵ <http://www.nplg.gov.ge/gwdict/index.php?a=term&d=5&t=5291>

5. History of the CEDAW Convention¹⁶ and main points summarised:

Tips:

- If a group is well-informed and well prepared, it is possible to skip exercise 1.
- While considering background materials, questions might arise as to how strong the UN and international human rights system are in general. It will take much more time to provide more detailed information and explain the linkages with CEDAW than is allocated for the exercise. Generally possessing detailed information is not necessary for those engaged in promoting gender equality. It is recommended that a trainer collects the questions, and later, either gives the participants the following links -- www.un.org and www.ohchr.org, -- or provides the participants with the answers to their questions the following day.
- CEDAW, as a human rights convention, is a binding source of international law for those states that have become parties.
- While previous international conventions addressed the issue of non-discrimination and equality, they did not approach the issue of “substantive equality,” “equality of results”, or of the underlying social power issues, which has ensured the continuation of inequality among men and women.
- To address this “gap”, in 1979, the UN General Assembly adopted the CEDAW and opened the treaty for ratification and accession.
- The CEDAW is one of the first international conventions to bridge the gap between civil, political, and socio-economic rights, recognizing that all three play a role in determining the level of equality in society.
- Thus, the CEDAW recognizes that to ensure real equality, issues of power relations, socially established roles and traditions, and people’s perceptions, must be addressed.
- The backbone of the CEDAW is contained in the first four articles of the convention, which deal with discrimination (Article 1), policy measures (Article 2), human rights and freedoms (Article 3) and special measures (Article 4).
- To date, 187¹⁷ countries have ratified CEDAW, which means that they are legally bound to the treaty. States that have signed the convention, but not yet ratified it, pledge not to act in any way that contradicts the principles of the CEDAW.
- Many states have ratified the CEDAW with reservations to certain articles, which indicate their reluctance to implement a part of the convention. Reservations against the first four articles of the convention bring in the serious question on the state’s commitment in implementing the convention.

¹⁶ For further information on CEDAW, please visit UN Women webpage: www.unwomen.org

¹⁷ Data as of May 2012. For updated information on CEDAW Member States, please visit: www.un.org/womenwatch/daw/cedaw/states.htm. Also http://treaties.un.org/Pages/ViewDetails.aspx?src=TREATY&mtdsg_no=IV-8&chapter=4&lang=en.

- CEDAW standards may become national law and directly applicable within the courts and processes of a country, or they may be implemented through statutes or regulations, depending on the status of international law in the national legal system. This status is often mentioned in detail in a country's constitution.
- Where CEDAW is directly applicable, the national administrative and judicial processes are obligated to enforce and ensure its compliance with national law. Where it is not directly applicable as national law, but has another status, CEDAW can be used to interpret and support national obligations, or it may be implemented through legislation, regulations or directives based on its provisions.
- States have the right to use any of these mechanisms for ensuring that national legislation complies with their international obligations.

The CEDAW Committee judges a country's progress in women's rights protection not by a state's legislative activity i.e. adoption of gender equality legislation (2010 in Georgia; Adoption of a State Action Plan on Women's Empowerment - Action Plan for the Implementation of Gender Equality Policy in Georgia 2010-2013). More importantly, the committee is concerned by what has been achieved as a result of such activity (i.e. the number of cases lodged and results of court rulings in cases of gender discrimination, increased women's participation in the labour market, and the decision-making levels in elected bodies, reduced number of early marriages, etc). Trainers are encouraged to search the relevant information from their own countries and ensure it is shared with participants.

- Thus, gender equality under the CEDAW is measured by "equality of results".
- In simple terms, the CEDAW works to close the gap between de jure and de facto equality.
- In compliance with the CEDAW, the state must:
 - Incorporate the principle of equality of men and women in the legislative system, invalidate all discriminatory laws, and adopt relevant laws prohibiting discrimination against women.
 - Establish tribunals (courts) and other public institutions ensuring efficient protection of women against discrimination.
 - Ensure the elimination of all actions by individuals, organizations and enterprises that discriminate against women.

Exercise 1. CEDAW priorities (1 hour 20 min for basic/advanced training, all audiences)

Tips:

- This exercise aims to increase the knowledge of participants on CEDAW's contents, and practical understanding of its importance.
- If the convention is familiar to the participants, it is recommended to work on the next exercise.
- Trainer splits the participants in 2 or 3 small groups.
- Trainer tasks each group to review the convention (it should not take more than 15 minutes), and come up with 2 or 3 articles, which is most relevant to their country/region/community.
- Next, each group presents their work, while the trainer puts down the priorities on a flipchart.
- Priority list should be put up on the wall, to be later used by the trainer and participants.
- For advanced training: Do the exercise in concise way in plenary and use up to 15 minutes for it.

Exercise 2. CEDAW and the Optional Protocol: Individual Complaints (20 minutes):

For basic/advanced training - recommended with CSO audiences

It is suggested to present the main points about the Optional Protocol, and then have participants read the case study and discuss it briefly together as a group. If you would like to devote more time to the exercise as this is relevant to the work of participants, and/or want to see the implications in the region, divide group in smaller working groups to discuss the case, and let them present main points/challenges back in plenary. In this case, allow for 1 hour for the exercise.

- On 6 October 1999 an Optional Protocol was adopted, which envisages submission of individual complaints to the CEDAW Committee (until then, citizens had not had such a right). Monitoring the implementation of the convention is conducted by the CEDAW Committee, which consists of 23 experts.
- The Optional Protocol gives individuals citizens of states who have ratified the CEDAW access to present their cases of discrimination directly to the CEDAW Committee.
- By itself, this treaty does not create new substantive rights. What it does is allow women who have been denied access to their rights, as enshrined in the CEDAW Convention at the national level, to have their claims reviewed by a committee of independent experts that monitors compliance with the CEDAW Convention.
- Out of 192 UN Member States, the Optional Protocol has only been ratified by 104 countries; Georgia ratified it on 11 August 2002¹⁸. Each trainer is encouraged to search and prepare the relevant information for their own country and to share the information with participants.

Case study (hand out/slide for presentation)

Mrs. S. was dealt with serious injuries to one of the village clinics in Azerbaijan. During treatment it became evident that the lady was beaten by her spouse when she refused to have a sexual intercourse as she was very tired. The husband first beat and then raped her. The clinic transferred the case to the local police department, and a case was initiated against the spouse on the grounds of physical assault, overlooking the fact of rape. In reply to the query of the local women activists operating in the region, the law enforcement bodies responded that raping of a spouse was an internal family matter, beyond the scope of the authorities. They believed that it was sufficient to have a case considered by the court on grounds of a physical assault. Despite CEDAW's clear position that such a crime was a criminal offence, without a law against family violence qualifying marital rape as a crime, it is difficult for defending lawyers to influence the court decisions.

Later, Mrs. S turned to women's organizations in Baku, so that they would assist her in filing a case in court.

According to the Optional Protocol procedures, women's NGOs can assist women to directly submit a case to the CEDAW Committee. Procedures allow for individual or group submissions of cases by women to the CEDAW Committee on the violation of their rights under CEDAW.

¹⁸ For updates on ratification of the Optional Protocol please see http://treaties.un.org/Pages/ViewDetails.aspx?src=TREATY&mtdsg_no=IV-8-b&chapter=4&lang=en.

Several requirements need to be met before submitting an individual complaint. One of them is the exhaustion of all remedies by local self-governance bodies at the local level. The committee can also launch an investigation on the case provided that specific criteria are met by the applicant and that at the ratification stage of the Optional Protocol, a Member State had not restricted the committee's investigation procedures¹⁹.

Exercise 3. Examples of CEDAW practical application: In the courts (40 minutes)

Can be done as plenary discussion or small group work.

For advanced training, recommended for government audiences.

Recommended for general discussion or work in small groups.

After the lecture and exercise on the CEDAW's contents, a discussion takes place on implementing the CEDAW provisions at the government and local levels.

Given an appropriate number of participants who lack knowledge on the subject, the trainer and participants have a general discussion when they review the exercise "In the Court" and answer the following questions.

Handout 7: In the courts

- The convention has been used in countries throughout the world to re-interpret laws which are ambiguous or, in their application, have been discriminatory towards women.
- It should be noted that judges are not always willing to make judgments based on international treaties. In general terms, if a country has ratified the convention, then the courts have the authority to consider it either as part of national law or as an aid to interpreting national law. But the reality remains that many judges are unfamiliar and uncomfortable with the idea of doing so. To convince the courts to make use of the CEDAW, it is often useful to provide examples of how other countries have done so.²⁰
- In 1992, a group of women's NGOs brought a petition to the Supreme Court of India in "Vishaka v. State of Rajasthan". Their petition was motivated by the gang rape of a social worker by her own colleagues in a village, and the failure of local officials to investigate. However, the problem the NGOs asked the court to address was much broader: there were no laws in India that prohibited sexual harassment in the workplace. Relying on provisions of the Indian constitution, on the CEDAW and the CEDAW Committee's General Recommendation 19 on violence against women, the NGOs argued that the court should draft a law to compensate for the Indian Parliament's inaction.

¹⁹ For further information on the Optional Protocol, please visit: <http://www.un.org/womenwatch/daw/cedaw/rules/part3/part3e.html>.

²⁰ UNIFEM, "Bringing Equality Home - Implementing the CEDAW", Edited by Ilana Landsberg-Lewis, 1998.

- The legal question the court had to resolve was whether the state actually had an obligation to protect women from sexual harassment. The constitution prohibited discrimination on the basis of sex, and guaranteed just and humane conditions of work, but it did not refer explicitly to sexual harassment. The court decided in August 1997 that CEDAW should be used to elaborate and give further meaning to these constitutional guarantees. Although the convention was not directly part of the domestic law of India, international covenants can be used by the Indian courts to interpret laws. The court found that by ratifying CEDAW and by making official commitments at the Fourth World Conference for Women in Beijing, India had endorsed the international standard of women’s human rights. According to this standard, gender equality requires protection from sexual harassment.
- The court drew up a set of guidelines and norms, including detailed requirements for processing sexual harassment complaints that will bind private and public employers until the government passes suitable legislation. The definition of sexual harassment employed by these guidelines is a close paraphrase of the definition provided by the CEDAW Committee in General Recommendation 19.
- The process through which the sexual harassment guidelines were drafted is worth noting. The Solicitor General gave official consent to the drafting of the national guidelines. They were developed in a series of hearings, as a collaborative effort between the women’s NGO lawyers, the solicitor general and the panel of Supreme Court judges who heard the case. This collaborative effort provides a sound basis for guaranteeing actual implementation.²¹
- In 1997, the coalition “KARAT,” consisting of women NGOs from Eastern Europe and Central Asia, was established to work on the implementation of the CEDAW Optional Protocol. In 1998, a regional strategy for the coalition was developed. The coalition “KARAT” works on the issues of women’s rights protection, ensuring women’s economic empowerment and access to justice in the countries of Eastern Europe and Central Asia. The programme goals of the coalition “KARAT” are to support implementation of European Neighbourhood Policies, as well as EU gender standards that are used as mechanisms for awareness-raising on the issues of gender equality.

Questions for plenary or group work discussion:

1. Have you heard of similar cases in your community/country?
2. Have there been similar cases in your community/country where the CEDAW has been used as a foundation for a court decision or the development of legislation/ regulations?
3. Have the participants used CEDAW in their practice. If yes, in what manner?
4. What special measures, if any, has your country taken to support implementation of CEDAW at the national and local levels? (i.e. National Plans of Action; National Machineries for Women; Gender Focal Points; Sex-disaggregated statistics; Time use surveys; Gender Equality Legislation;)
5. What are the challenges that your government faces in improving implementation of the CEDAW?

Tip:

The trainer should ensure that questions 3 to 5 receive particular attention when working with a group of technical experts from the government. It might be useful to note down the main points and devote some more time to these questions.

²¹ “Bringing Equality Home – Implementing the CEDAW”, op cit.

Part 2. Reporting and Implementation²² (45 minutes)

Objective:

The purpose of this section is to raise understanding about the CEDAW reporting process, and how the reporting procedure is a valuable way for government and civil society to raise awareness about gender issues and monitor overall implementation of the CEDAW.

Background (20 minutes)

For basic and advanced training - all audiences

- By ratifying the CEDAW the state places itself under an obligation to be supervised by an independent international body, the CEDAW Committee, and to file a report on the implementation of its commitments under the convention.
- Every state party must make an initial report on the status of women and discrimination in their country within one year after the treaty's entry into force. Thereafter it must submit regular reports every four years to the CEDAW Monitoring Committee on their progress in fulfilling their obligations.
- Based on a review of the report and answers to questions submitted to government representatives, the committee makes Concluding Comments that highlight to states what actions need to be taken to increase their compliance with their obligations under CEDAW.
- Reporting procedures and criteria for the governments includes useful directions for supporting gender-equality obligations in state institutions (state action plans, gender priorities in poverty reduction programmes, gender priorities in community development plans), and monitoring of their implementation.
- Reporting on the coordination process is usually conducted by the Ministry of Foreign Affairs or State Gender-Equality Body (i.e. State Women's Committee, State Women's Council, Ministry on Women's Affairs, in the larger cabinets of ministers - departments working on women's and children's issues, etc. This gives an excellent opportunity to government and parliamentary lawyers to develop a policy-framework. For example, MPs can use the CEDAW reporting process as a platform for advocating the approval of the Law on Gender Equality.
- Concluding comments provided by CEDAW to the states contain recommendations for government and civil society activists regarding the amendments to legislation, allocation of budgetary resources, employment of special measures, etc.
- Concluding Comments are public and can be accessed at the UN Women website: www.un.org/daw/.
- According to CEDAW, governments are required to make the Concluding Comments accessible to the public and to inform all structures and civil society about them.

²²You will require more time if the participants do not familiarize themselves with the latest CEDAW national report and CEDAW Committee concluding remarks prior to the training.

- **“Shadow” reporting:** The production of national-level alternatives, or “shadow”, CEDAW reports provides women’s civil society with an opportunity to review the implementation of CEDAW in their country, and to present their perspective to the CEDAW Committee. If done in a consultative, broad-based manner, the process of developing a “shadow” report can mobilize civil society and society around gender equality priorities in the country. The CEDAW Committee informally reviews “shadow” reports, and will often use them to guide their questions to the government when reviewing the formal government CEDAW reports. Furthermore, when a country’s national report is being reviewed by the committee, NGOs are often granted a very brief period (5-10 minutes maximum) to formally present the results of their “shadow” report.

Exercise no.1. Mobilizing Awareness about Women’s Rights (35 minutes)

For advanced training, recommended for CSO audiences

Tips:

- Trainer should present the background information in the second part of the session by using the exercise; explain how civil society can use reporting procedures as a guide with regard to CEDAW.
- Following the session, the trainer should distribute the latest Concluding Comments received by the state for the latest report, and Concluding Comments for other South Caucasus countries.
- Trainer’s note: In an ideal case, the latest national report to CEDAW Committee, which has already been considered by the committee, as well as Concluding Comments should be handed out to the participants prior to the training. Discussing the report and Concluding Comments takes lot of time. If this is the first time participants are going to discuss them, the trainer should add 20 minutes to the exercise, so that the participants can better familiarize themselves with the documents. Georgia submitted the last report in 2006. In the same year a so called alternative (“shadow”) report was also submitted. The CEDAW Committee issued recommendations in 2006. **Each trainer is encouraged to search and prepare the relevant information for their country which is to be shared with participants.**
- Ask the participants to discuss the comments referring to their countries along with two other countries for comparison purposes.

Exercise no.2. Making CEDAW Recommendations (35 minutes)

For basic/advanced training, recommended for government audiences

Handout 9

- The CEDAW reporting procedure has created opportunities for the women’s movement and civil society to advocate with government on the current gaps between the commitments made by the government, and the “equality of results” for women in their country.
- For example, when the Croatian Government presented its second report to the CEDAW Committee in 1998, a Croatian women’s NGO coalition, led by “Be Active, Be Emancipated” (B.a.B.e.), was also present with a “shadow” report. At the end of the session, the government delegation promised the committee that the results of the CEDAW meeting would be publicized in Croatia. However, after they returned, the government remained silent.
- The NGO coalition contacted the government, trying to arrange a joint press conference, public hearing or television appearance, but the government declined to participate. The coalition decided to mount its own publicity campaign to keep the government accountable, and also to help develop the public’s understanding of the international women’s human rights entitlements Croatia had endorsed. Newspaper articles on the convention and on the CEDAW Committee meeting were written by coalition members and published in the Croatian press. When the coalition obtained the CEDAW Committee’s Concluding Comments on Croatia, they translated them and distributed copies to the press, as well as to Members of Parliament. Pressure began to build as an article appeared in one of the country’s leading news magazines, and opposition Members of Parliament complained publicly that they had to wait to be informed of the CEDAW session by women’s NGOs.
- The coalition then held a press conference, and this time the government sent the head of its CEDAW delegation to attend. Press coverage of the conference was strong. As a result, in 1998, the government moved forward on its promise to invite women’s NGOs to attend the meetings of the State Commission for Equality.²³

²³ UNIFEM, “Bringing Equality Home,” p. 36.

Questions for Discussion

1. Do you feel the information provided to the committee resulted in accurate and relevant Concluding Comments?
2. To your knowledge, has the government formally presented the Concluding Comments?
3. What similarities do you see among the countries in your region when

Questions to check level of knowledge before/after session III:

1. What is a convention?
2. What does “ratification” mean?
3. What subject does CEDAW refer to?
4. Why was it necessary to adopt this convention? Are other documents not regulating women’s rights?
5. What does “discrimination” mean?
6. How does CEDAW define “discrimination”?
7. What forms of discrimination does the convention discuss?
8. What are the guiding principles of the convention?
9. What is the CEDAW Committee?
10. Has the CEDAW Convention been ratified by your country? If yes, when?
11. What do CEDAW amendments refer to?
12. Has Georgia used reservations while ratifying the convention?
13. What is the purpose of the General Recommendations and why are they important?
14. What is a CEDAW national report?
15. Has Georgia ever submitted a report to the CEDAW Committee?
16. What is an alternative report and who prepares it?
17. Do NGOs take part in the preparation of an alternative (shadow) report?
18. What are temporary special measures used for?
19. Which gender equality mechanisms are in place in your country to support gender equality?

Session IV.

UNSC Resolutions 1325, 1820, 1889, 1889, 1960 (UNSCRs on WPS) - Significance and Legal Authority

Duration of session: (2.5 hours)



Tips:

- The trainer should start with the review of the materials discussed the previous day, and remind participants those gaps between CEDAW articles and national mechanisms/legislations, which they had identified for their country/region.
- Further activities/discussion of a trainer should be focused on the priorities identified in the convention.

UNSC Resolution 1325, 1820, 1889, 1889, 1960 (UNSCRs on WPS) - Significance and Legal Authority**General Objectives:**

For basic-level training - for all audiences:

- Increase understanding of the core principles of UNSC resolution 1325 and meaning of so called “sisters resolutions”.
- Increase the understanding of how UNSC resolutions 1325, 1820, 1889 and 1960 can be applied to national contexts.

For advanced level training and for all audiences:

- Identification of strategies and opportunities for using UNSCRs on WPS to advance gender equality at the local and national level, with particular focus on gender justice and women’s participation.

Part 1. The importance of UNSCR 1325

For basic-level training all audiences: use the full 2 hours on part 1

Objectives:

To introduce the content and importance of UNSC Resolution 1325 and the role civil society had in its development.

Background (20 minutes)

Trainer starts with a quick assessment of participants’ level of knowledge about UNSCR 1325: Questions.

- Does everyone understand the relevance of the Security Council as one of the pillars of the UN?
- Does everyone understand the importance of a UNSCR?
- Does everyone understand the difference between CEDAW and 1325?

If there appears to be a strong understanding of the questions go directly to the first exercise, which is a “refresher” exercise. If not, then explain the importance of UNSCR 1325 and other international norms in relation to women and war/peace like the Rome Statute of the International Criminal Court (ICC).

Trainer’s note: It will be useful to explain in few words what the implications are of the Rome Statute (International Criminal Court). For more information visit the website of the ICC.

Tips:

The main idea is to learn the role and importance the world community gives to women’s involvement during war/peace processes. Therefore the participants need to learn the details of the materials being presented.

1. Core principles of UNSCRs on Women, War, and Peace

- The essential point to make is that as Member States of the UN, all states are obliged to uphold resolutions of the Security Council, and that the SC is the most powerful body in the United Nations and has mechanisms which can be used to enforce resolutions – i.e. sanctions, military force, peacekeeping/observer forces, etc.
- For UNSCR 1325, this is the first resolution which specifically targets the impact of conflict on women and the role women can and should play in peace, reconciliation and reconstruction.

Its key points are: a. The participation and influence of women in protection, participation, and prevention of peace (the 3 “P”s); b. Integrating a gender perspective in all work concerning peace and security; c. Protecting women’s rights in conflicts; d. Mapping the parties to uphold principles of the UNSCR; and e. Drawing attention to the responsibility of the UN to map, follow up and report.

2. The road to UNSCR 1325: Involvement of CSO

Tip:

Focus on this section more if working with CSO audiences and use as background and reference material only. Do not lecture on /present the history of UNSCR 1325 in your training.

- NGO involvement in resolutions - the Arria Formula. When representing her country on the Security Council, Ambassador Arria of Venezuela, through inviting members to gather over coffee in the Delegates Lounge to hear the views of a Bosnian priest in 1993, created what has become known as the Arria Formula, an informal exchange between Council members and NGOs. The Arria Formula Meeting enables a member of the UN Security Council to invite other Security Council members to an informal meeting, held outside of the Council chambers and chaired by the inviting member. The meeting is called for the purpose of a briefing given by one or more persons, considered as expert in a matter of concern to the Council. An Arria Formula meeting is an informal event that allows for more interaction between the Security Council members, civil society, UN agencies and other sectors on international peace and security issues.

- The Arria Formula has been used more regularly since 1999 to provide expertise and testimony on thematic issues taken up by the Council, in particular on humanitarian issues, the Protection of Civilians in Armed Conflict, Children and Armed Conflict and more recently on Women, Peace and Security. The President of the Council does not chair Arria Formula meetings, which must take place outside the Council chamber and are strictly off-the-record and unofficial. Usually a UN agency or department works with the delegation chairing the meeting to approve the list of NGO speakers, and particularly to get clearance from Security Council members on the country situations they will speak about. In 2000 the Arria Formula evolved to allow other Member States to attend on the condition that they wrote to the President of the Council asking for permission to attend.²⁴
- On International Woman’s Day in 2000 Ambassador Anwarul Chowdhury of Bangladesh issued a Security Council presidential statement, which acknowledged for the first time the role of women in peace processes. Soon afterwards, and encouraged by Ambassador Chowdhury, the NGO Working Group on Women and International Peace and Security came together to push the Security Council to hold a thematic debate on the role of women in international peace and security.
- After holding an Arria Formula meeting with NGOs and an open debate, the Council passed resolution 1325 on Women, Peace and Security on 31 October 2000. The Arria Formula meeting on 23 October 2000 prior to the open session of the Security Council on Women, Peace and Security gave representatives of women’s NGOs from Sierra Leone, Guatemala, Somalia and Tanzania a chance to explain their work, demonstrate their competence and submit their recommendations on a large number of issues.²⁵
- Thus 1325 is the result of NGO consultation and intense lobbying, in addition to strong lobbying on the part of UN Member States and concerned UN agencies.

3. Relationship between CEDAW and UNSCRs on WPS

Tips:

The main points below are to serve as an orientation for the trainer to keep in mind. They will be further elaborated in the next session, exploring links between CEDAW and the UNSCRs on WPS.

- Explaining the difference between an international convention (direct legal applicability at the national level-CEDAW), and a UNSCR (legally binds Member States to its application through their membership to the UN, yet remains difficult to enforce. No direct national enforcement mechanism)
- The Security Council Resolutions have moral and political power. However, international conventions have direct legal power and application among ratifying countries.

²⁴ Extracts from “NGO perspectives: NGOs and the Security Council” by Felicity Hill, in *NGOs as Partners: Assessing the Impact, Recognizing the Potential* (United Nations Institute for Disarmament Research (UNIDR), Geneva, 2002.

²⁵ Ibid.

- Therefore the CEDAW provides the legal weight to enforce the principles of UNSCR 1325 - the principles of this resolution are also contained within the legally-binding articles of the CEDAW.
- The resolution is a “sexier” tool in that, as a UNSC resolution, among the public and politicians there may be a greater general understanding of its moral and political force, as opposed to the more complex knowledge required to understand how international law applies to national contexts. It would be important to also see why some governments may be opposed to reporting under 1325, and what a way out could be.
- Important to distinguish the reporting process of the resolution from that of the CEDAW. Once a year, the UN Secretary-General reports on the implementation of UNSCR 1325. UN agencies are generally given opportunities to provide inputs into this reporting process. The report is quite short, but attempts, where possible, to be country-specific. As per Para 17 of the resolution, appeals for the integration of gender issues into all reports on all Security Council resolutions.

Exercise 1: Identify UNSCR 1325 priority areas (1 hour)

For basic-level training and for all audiences

For advanced level training all audiences: Combine with exercise 2

Tips:

- Trainer gives the above presentation.
- Divide participants into small groups and ask participants to read over the summary of UNSCR 1325.
- Ask each group to identify two to three areas in the resolution which they feel are priorities for their community/country.
- During the plenary discussion, the trainer tasks each group to list the priorities, then he/she should write theme on the flipchart and place them next to the list of CEDAW priorities prepared on the first day.
- The groups should then each discuss the relevance of these paragraphs in UNSCR 1325 and how/if they have been applied in their communities/countries, and if not, why not? If so, what has worked and what has not?
- The trainer should encourage reflection on those points which relate to gender justice (rule of law, good governance) and women's political participation.
- Ask each group to present the findings of their discussions. Allow 30 minutes for group work, and 30 minutes for discussion and presentation in plenary afterwards.

Note to trainer: Any discussion on a conflict, which is country-specific, should be kept linked to the issues in UNSC Resolution 1325. It is important that a dialogue not be started on political issues surrounding the conflict, UNSC, etc.

Handout 13

UN Security Council Resolution 1325

Summary of UN Security Council Resolution 1325 on Women, Peace and Security.

In the 18 point resolution, the Security Council:

- Urges Member States to ensure increased representation of women at all decision-making levels.
- Encourages the UN Secretary-General to implement his strategic plan of action (A/49/587) calling for an increase in the participation of women at decision-making levels in conflict resolution and peace processes.
- Urges the UN Secretary-General to appoint more women as special representatives and envoys.
- Urges the UN Secretary-General to expand the role and contributions of women in UN field-based operations, including among military observers, civilian police, human rights and humanitarian personnel.
- Requests the UN Secretary-General to provide training guidelines and materials on the protection, rights and particular needs of women.
- Urges Member States to increase their voluntary financial, technical and logistical support for gender-sensitive training efforts.
- Calls upon all parties in armed conflict to fully respect international law applicable to the rights and protection of women and girls, especially as civilians.
- Calls on all parties to armed conflict to take special measures to protect women and girls from gender-based violence, particularly rape and other forms of sexual abuse.
- Emphasizes the responsibilities of all states to put an end to impunity and to prosecute those responsible for genocide crimes, including those related to sexual and other forms of violence against women and girls.
- Calls upon all parties to armed conflict to respect the civilian and humanitarian characters of refugee camps and settlements with particular attention to women's and girls' special needs.
- Invites the UN Secretary-General to carry out a study to be presented to the Security Council on the impact of armed conflict on women and girls, the role of women in peace-building, the gender dimensions of peace processes and conflict-resolution, and progress on gender mainstreaming throughout peacekeeping missions

Appended materials: UNSCR 1820, 1888, 1889, 1960

The “sister” resolutions: 1820, 1888, 1889, 1960

Background (10 minutes)

Main points to conclude:

- Introduce the key points of UNSCR 1820: First time that an international instrument recognizes sexual violence as a weapon of war.
- Introduce briefly the three other UNSCRs, and how they enhance either UNSCR 1325 (women’s participation in war/peace), and 1820 (sexual violence).
- It is recommended to use the UN WOMEN matrix to show an overview of all relevant principles of the five UNSCRs.

Background reading for trainer:

- The UN Security Council adopted resolution 1820 on 19 June 2008. Resolution 1820 addresses the issues of sexual violence during conflicts and regards the war tactics used against civilians as a part of full scale and systematic assault on the civilian society. It demands from all parties of an armed conflict to stop all types of manifestation of sexual violence displayed against the civilian population. It underlines the importance of the participation of women in discussions that refer to conflict-prevention and resolution, and maintenance of security.
- Resolution 1888, adopted on 30 September 2009, underlines once again the responsibility to meet fully all the requirements set forth in resolution 1325, and addresses the issues of sexual violence. It expresses strong concern over the fact that despite repeated denouncements of violence directed at women and children during armed conflicts (sexual violence included), instances of violence remains. Moreover, they acquire an even bigger scale and become more systematic. The document states yet again that sexual violence, as a war strategy directed against civilians, constitutes a full scale or systematic assaults on civilian society. It reiterates the demand to the parties of armed conflicts to put an end to all types of sexual assault. The resolution underlines the necessity of increasing women’s participation in the armed forces and police.
- The UN Security Council adopted resolution 1889 on 5 October 2009. The resolution endorses once again that through cooperation it shall continue to observe and put in practice Resolution 1325, as well as other relevant resolutions. Resolution 1889 categorically denounces all crimes perpetrated against women and girls during and after armed conflicts, and qualifies it as a violation of international law. Lawlessness should be curbed and perpetrators involved in all types of sexual crimes, including rape, should be held responsible. The UN Security Council expresses once again concern over the lack of women’s participation in peace-making processes, and underlines the necessity of women’s participation in the mentioned processes, the necessity of women’s participation in the elaboration of post-conflict strategies and their development, in order to ensure consideration of their views and require-

ments. Resolution 1889 implies the elaboration of relevant strategies in order to increase women's participation in peace-making processes. Resolution 1960 was formulated as a response to the slow development and progress in regards to women's rights and the continued use of violence against women and children. The main focus should be the issue of sexual violence against women and children in armed conflict.

- The UN Security Council adopted resolution 1960 on 16 December 2010. The resolution once more confirms a commitment to implement UNSCR 1325 and its sister resolutions. The resolution was formulated as a response to the slow development and progress in regard to women's rights and the continued use of violence against women and children, especially focusing on the issue of sexual violence against women and children in armed conflict. It addresses states and non-state actors to make sure that they act according to existing international laws, which prohibit the use of sexual violence in conflict and obliges states to provide medical or any other assistance to victims. The resolution states that the inclusion of women in civil, military and police functions in peacekeeping missions can be beneficial and encouraging for women in local communities to report acts of sexual violence. The resolution requests the UN Secretary-General to establish monitoring, analysis and reporting mechanisms on conflict-related sexual violence. The necessity to submit annual reports to the Security Council on implementation of UNSCRs 1820 and 1888 is again stressed in the resolution.
- In addition, UNSCRs on Women, Peace and Security contain links to other international humanitarian laws on genocide, crimes against humanity and war crimes, sexual and gender-based violence against women and girls. Therefore despite the fact that UNSCRs on Women, Peace and Security do not have implementation and monitoring mechanisms, the fact that they were adopted by the Security Council makes them binding on Member States.
- In order to ensure efficient implementation of UNSCRs on Women, Peace and Security, every provision and obligation of the resolutions should be reflected in the process of countries' policy development. UNSCRs on Women, Peace and Security call on states to involve women at all stages of policy development and mainstream gender in these processes.

Exercise 2. WPS sister resolutions: Identifying links and supporting articles to 1325 (1 hour)

For basic/advanced-level training, all audiences

For advanced-level training for all audiences: combine with exercise 1, after briefly introducing/recapping all the resolutions using the matrix.

The trainer conducts a brief review on the given resolutions. She/he breaks up the participants into four small groups. Each group will be handed a copy of resolution 1325 and one of the other resolutions (1820, 1889, 1888, or 1960), i.e. each group works on two resolutions. The trainer should instruct the groups to find relevant articles, which support resolution 1325 from the additional resolutions they have been given. The groups work independently for 40 minutes. After the conclusion, they present the completed work (20 minutes). Trainer summarises the group's work.

Part 2. Implementation mechanisms of UNSCRs on WPS (1 hour): The National Action Plan (NAP)

For advanced-level training, all audiences

A UN Security Council resolution applies to all its Member States, which means that they are responsible for the implementation of the resolution. The state must create a national action plan which will comprise the main tool for the implementation of resolution 1325. This national action plan is a directive document adopted by a government, and reflects its objectives and relevant concrete activities. The provisions contained therein should satisfy the resolution's requirements.

Virtually, every expert agrees to the view that no universal method for identifying the key priorities for the implementation of resolution 1325 exists, and much depends on the specifics of the country itself. A review of existing national action plans and their development process was made by the UN and International Alert "Planning for Action on Women and Peace and Security"²⁶ Moreover, a methodology for the national action plan (NAP) elaboration and implementation is outlined in the manual "Issues of Politics and Planning on Women, Peace and Security" (UN Security Council).

Apart from the manual, the Council of Europe issued a strategy on Women, Peace and Security, including the following four thematic spheres for the NAP, with the aim of full implementation of resolution 1325:

1. Activities directed at conflict resolution and strategies.
2. Support to active and constructive participation of women in peace processes.
3. Protection of the rights of women and girls.
4. Support to women and girls, and considering their needs in the rehabilitation process.

In accordance with the European Union, despite the dissimilarities and specificity of the countries, three important priorities may be singled out, consideration of which is advisable during the adoption of the national action plan:

1. Allocation of the required budget funds for the implementation of the national action plan.
2. Involvement of civil sector representatives in all processes of the elaboration and implementation of the national action plan, both in the conflict society and donor country.
3. Conducting joint simultaneous monitoring of the national action plan, both by state and non-governmental organizations.

All persons responsible for the implementation of the resolution should be involved in the national action plan priority identification process, both during the conflict and peaceful situations. National action plans should be elaborated through consultations between different groups, and women's participation in the process is crucial.

²⁶ Available at [http://www.international-alert.org/sites/default/files/publications/102010UNWomenPeace Security.pdf](http://www.international-alert.org/sites/default/files/publications/102010UNWomenPeace%20Security.pdf)

Parties responsible for the implementation of resolution 1325:

Local level: UN local agencies, media representatives, human rights defenders, community representatives, local female leaders.

National level: Ministries, academic and statistical institutes, parliament, defence ministry and other agencies, police and the courts.

Regional level: UN regional bodies, regional state agencies and civil society organizations, and regional networks of non-governmental organizations.

Global level: UN organizations and international donors.

Women, peace and security are global issues and they should become priorities for the persons involved in a national action plan elaboration.

Background information for trainers:

The text below on the implementation of resolution 1325 in Georgia serves as a basis for trainers to search for their own relevant country information for its elaboration and implementation.

Implementation of resolution 1325 in Georgia

Background: In Georgia, the UN Resolution became an urgent issue somewhat later. Due to events taking place in the period, involving armed conflicts in the Abkhazian Autonomous Republic and South Ossetian - the resolution's provisions held particular importance for Georgia. Despite the fact that the tragedy, which resulted from the conflict, bore upon the entire country, it was particularly painful for the population of the mentioned regions and neighbouring areas, especially for women and children. Later, in 2002, the representatives of women's non-governmental sector began to talk about the resolution. They intended to find out whether the governmental structures were aware of UNSCR 1325. It was discovered that nobody from the higher authorities was familiar with the given document. Official letters were sent to the country's president, speaker of the parliament and state agencies. The letters pointed out to the importance of the given document.

- In 2002 the "Women's Peace Council" was set up with the support of 11 non-governmental organizations and the UN Women's Fund.
- In this regard, training module "1325" was created. Information on resolution 1325 was widely disseminated within the state agencies, all strata of the public and in particular, to internally displaced persons. It became a useful tool for non-governmental organizations for the initiation of dialogue with the government on the implementation of the resolution's provisions. In this process, major attention was paid to the cooperation between the non-governmental sector and governmental organizations. It dealt with the state policy formation process, as well as with the search for ways of resolving the problems of victims of conflicts, among which, women face the gravest conditions.
- In 2001-2006 the UN Women's Fund (UNIFEM) implemented the regional project, entitled "Women for Conflict Prevention and Peace-Building." Its objective was to support women's organizations in the South Caucasus, and support their activities for the establishment of peace and conflict resolution. The given project helped to create the coalition "Women for Peace" in Armenia, Azerbaijan and Georgia.

- In February 2003 within the framework of the abovementioned project, the national network – “Women’s Unity for Peace” - was formed, which developed based on the women’s Peace Council network. It includes around 100 female non-governmental organizations. The network was involved in the implementation of various peace-making activities.
- In 2006 female non-governmental organizations were actively participating in the elaboration process relating to the first national action plan regarding resolution 1325. Despite the major work and enormous efforts made, the process did not end with the adoption of the plan, although certain aspects of the document were taken into consideration for the national plan on gender equality 2007-2009.
- In 2011 the Georgian Parliament adopted the national action plan on gender equality 2011-2013. One of its priorities was support for the implementation of resolution 1325.
- In 2011, at the initiative of the Parliamentary Gender Equality Council and the support of UNIFEM, the process of elaborating a resolution 1325 national action plan began. A working group was formed, which included representatives from the Gender Equality Council, Georgian Government, and civil society. With the active support of the working group and the UN Women’s Fund, the National Action Plan for 2012-2015 was elaborated for the implementation of resolution 1325. The plan was approved by the Georgian Parliament on 27 December 2011.

Exercise1: 1325 - National action plan: priority, identification and recommendations (45 minutes)

For basic level and advanced-level training and all audiences: see specific tips below

Tips:

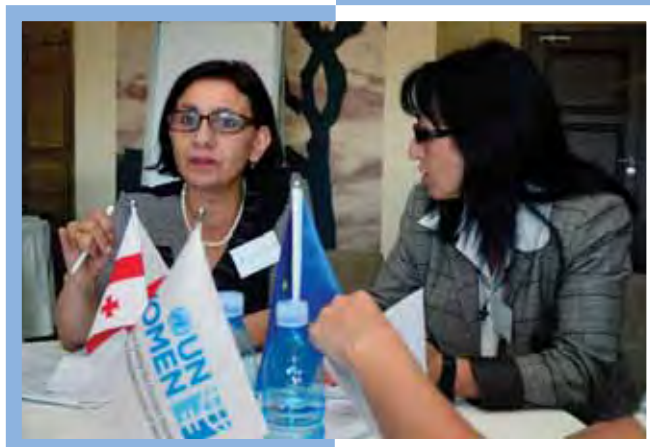
- The trainer should familiarize himself/herself with the overall guidelines for national action planning, including the relevant country process.
- The exercise is equally useful for both government and CSO audiences, yet it is recommended to tailor inputs and focus on each audience individually. For CSOs: Focus on goals, results and activities applicable for CSOs (advocacy, lobbying, training, monitoring, etc); for government officials, focus on changes and implementation of institutional mechanisms, resources, and stages of policy development, etc). This means that the trainer needs to guide the process of groups in finding priorities that regard their own work.
- For basic training: use a basic template with overall goals, objectives, and activities only. For advanced-level training, include timeline, indicators, actors, and resources (if possible).

The trainer should divide participants into smaller groups. The groups should be handed a simple form (with priorities, including goals, objectives and main activities). The trainer should ask each group to choose two or three priority goals for their community/country and identify relevant tasks/activities. After the completion of the exercise, the groups will present their work and compare these priorities with those of either their current national action plan, or a good example of a regional national action plan. The trainer summarizes the group’s work, and draws parallels with existing national action plans.

Session V.

National Legislative and Executive Mechanisms Protecting Women's Rights

Duration of session: (1 hour 30 minutes)



Objectives:

For basic-level training, for all audiences:

- Increased awareness about the role key policies and programmes (i.e. Poverty Reduction Strategy Papers, Millennium Development Goals, etc.) and institutional mechanisms play in promoting or addressing inequality.
- Understanding the role of women in policy development and management.
- Improved understanding of the types of laws and special measures states can use to address inequality and discrimination.

For advanced-level training - for government audiences:

- Identify opportunities within emerging policies and programmes at national and local levels for incorporating the principles of CEDAW and UNSCR 1325.

For advanced-level training for CSO audiences:

- Determine areas where advocacy is required on the part of civil society.

Note:

This session must be revised to be tailored to specific needs prior to national pilot training sessions. Hence, a trainer must be ready to speak about a country's/community's mechanisms, corresponding to the issues of gender equality, and the protection of human and women's rights. The trainer should also give a brief account of legal cases and policies supporting the main policy on women's rights and socio-economic development. The account should also cover gender issues within the framework of the poverty-reduction strategy and programmes for rehabilitation and reconstruction.

Part 1. National instruments of protecting women's rights (45 minutes)

Objectives:

Trainer provides an overview of the types of national mechanisms and legislation which promote and protect women's rights in the region (Southern Caucasus, South Asia and Central Asia):

Background notes and introduction of the topic: (15 minutes)

Tips for facilitation:

During the presentation, the trainer asks the group members to share their experience on mechanisms of protecting women's rights, and to name the chain of command they had to apply to do so (legislative, executive, judicial bodies etc.). The trainer should put the responses on a flipchart. The trainer then asks one of participants to read the final list out loud and makes additions.

- The session discusses governance systems and legal frameworks called for supporting/protecting gender equality: ***What are those necessary legal frameworks and policies for ensuring gender equality? How should women and gender activists work to influence governance systems and mechanisms?***
- CEDAW and resolution 1325 are the two instruments, which governments should use to create gender-equality mechanisms/structures, as well as during development of legal frameworks and socio-economic policies. These two instruments should be used by gender-equality activists for influencing mechanisms and frameworks, as well as for monitoring the conditions of women.
- The basic mechanisms to work with are as follows: parliament (the legislative branch); the cabinet (executive branch); ministries (national level); local self-governance bodies, judiciary and law enforcement bodies in your region (local level). They will be called upon to ensure gender equality (*trainer's note - this is not an exhaustive list of gender equality bodies and it refers to South Caucasus only.*) Thus each trainer will prepare handouts with the national structure and bodies. It should also be highlighted that the judiciary, parliament, ministries, cabinet of ministers and local self-governance bodies all share the responsibility for the adherence to the principles of gender equality embedded in CEDAW and resolution 1325.
- Example from the South Caucasus: In Azerbaijan (***each trainer will collect and include the information for his/her own country***) from the State Committee for Women, Children and the Family within the Cabinet of Ministries; in Armenia from the Ministry of Labour and Social Issues; Council for Women and Culture under Prime Minister of RA; from the recent establishment of gender focal points at the deputy ministerial level; in Georgia, from the Governmental Commission on Gender Equality, and the Parliamentary Council on Gender Equality.

1. Specific legal norms and policy directions, which are important for ensuring gender equality (this is not an exhaustive list of legal and political programmes).

Example from Georgia:

- a. National Action Plans/Presidential decrees on gender equality (Family Violence, 2006).
- b. Legislation on Violence against Women (e.g. Resolution 1325 Action Plan).
- c. Back to work legislation (Law adopted in ***December 2011***).
- d. Gender equality legislation (Law on Trafficking adopted in 2006).

2. Larger socio-economic policies and programmes which provide opportunities for upholding government commitments under CEDAW and UNSC resolution 1325 are:

- a. PRSPs and social monitoring processes.
- b. National budgeting processes.
- c. The International MDGs, national MDGs and the commitment the governments have made under these.
- d. Social protection schemes.
- e. Community Development Plans.
- f. Reconstruction and rehabilitation plans.

Ultimately, **CEDAW and resolution 1325 are tools** which should be **used to promote gender-sensitive institutional changes** to ensure that government decisions about resource distribution, service delivery and national security promote and protect gender equality.

3. Good governance: If this is achieved, only then can you have “good governance”

- From this perspective, “good governance” implies *democratic* governance meaning an agenda for participation, human rights, and social justice and includes: deepening democratic participation in public decision-making; building the representation and voice of socially excluded groups; building more transparent, responsive and accountable institutions - both state and private; building poor people’s capacity to claim rights; and facilitating equitable access to resources and services.
- The United Kingdom’s Department for International Development (DFID), provides a useful framework to define the three essential components for good governance:
- **State capability:** the extent to which leaders and the public administration can *get things done*.
- **Responsiveness:** the extent to which public policies and institutions *respond to the needs of citizens* and uphold their rights.
- **Accountability:** the ability of government checks and balances, civil society, the private sector, and individual citizens to scrutinize public actions (spending decisions, policy implementation), to *demand explanations*, and to impose sanctions for mistakes (for instance by voting leaders out of office).²⁷

All three elements of good governance have strong gender dimensions, and the “how” to integrating the gender dimension into these elements is mapped out by the CEDAW - in the case of post-conflict and reconstruction and prevention through the UNSC resolution 1325.

- **State capacity:** to get things done is of enormous importance when it comes to implementing gender equality policies. The way gender equality policies often remain in the books means not necessarily that states have low capacity or are not committed to support good governance, but that governments may not understand how to translate their obligations in CEDAW and UNSC resolution 1325, for example, into practice. Sometimes, the gender equality principles can also be seen as countercultural (going against community practices and beliefs, or against the mind-sets of authorities and government workers). Implementation capacity requires more than just a technical fix - it can require a level of commitment and political will and incentive.
- **Responsiveness:** Describes the ability to take account of women’s aspirations and needs, requires that the state creates spaces for women to identify interests, and advance them socially, economically, and politically. Women’s participation in politics (as voters, politicians and political party members) is one

²⁷ DFID. Eliminating World Poverty: Making Governance Work for the Poor - A White Paper on International Development. See <http://webarchive.nationalarchives.gov.uk/+/http://www.dfid.gov.uk/wp2006/whitepaper-printer-friendly.pdf>.

way. Provision of public goods and services in a way that expands women's opportunities and gives access in a way that recognizes differences between men and women, but supports an "equality of opportunity and result" is another way. At the heart of this concept is the idea that women, as citizens, have "social power" and must authorize (through the vote or other participatory and representative processes) authorities to take certain actions.

- **Accountability:** from a gender perspective requires that the decisions of public actors can be scrutinized by women citizens and civil society groups. But what are public actors to be held accountable for? This depends on what they are *authorized* to do. We know that women may engage in voting, party politics, and accountability exercises, without authorizing public sector actors to work towards gender equality; without scrutinizing the impact of public decisions on women's rights or on their position in relation to men. Gender-sensitive accountability systems therefore require not just women's engagement in accountability mechanisms, such as elections, judicial review, parliamentary debates and committee work, media scrutiny and the like, but also, institutional reform to make gender equality one of the objectives of public action. The CEDAW, and its detailed "General Recommendations", provide governments with clear guidelines on how to ensure that accountability mechanisms are upholding substantive equality.

Exercise No. 1: Looking at good governance mechanisms from a gender perspective (25 minutes)

For basic training and all audiences

How to integrate a gender perspective into a state's capacity-building, responsiveness, and accountability?

- At the macro (policy) level: building the legal and policy framework for women's rights -- for example, mainstreaming CEDAW and UNSC resolution 1325 in legislation, and ensuring quotas in national and local level governance mechanisms.
- At the meso (institutional) level: transforming institutions and building the capacities of women networks and advocates to shape institutional policies – for example, gender training of government workers, developing and promoting sexual harassment policies, generating sex-disaggregated data, supporting gender-responsive budgeting, supporting women's machineries, and women's desks and focal points within mainstream ministries.
- At the micro (grassroots) level: strengthening women's capacities to participate in and influence development and governance processes, and peace and justice initiatives. For example, by supporting women's leadership, women's organizations, developing tools and processes to strengthen women's advocacy and agency, such as leadership training for locally elected women representatives, creating safe spaces for women's peace networks to meet and strategize, and supporting women's mobilization to voice their demands in key legislative and policy processes.

These three strategies, which are used by organizations like UN Women, local civil society and national governments, all uphold the principles found within CEDAW and UNSC resolution 1325. They often use these two tools to achieve effective and equitable state capacity, responsiveness and accountability.

Tips:

- Many of the points regarding “good governance” may cause heated debate among the participants. It is important that a trainer keeps this discussion gender-focused and not let the conversation become focused on general governance issues.
- After distributing or working through the above background information, the trainer divides the plenary into small groups.
- Based on the macro, meso, and micro levels, each group is to review and provide their understanding of:
 1. What of the above described mechanisms work in their countries/communities?
 2. How can the government and the NGOs work more closely with gender equality institutions at national and local level, using these mechanisms?
 3. What are the gaps, challenges of the existing institutions at the national and local level?

Tip:

For more advanced groups, focus on questions 2 and 3, and enlarge the scope of question 3: What concrete recommendations can be made to address the challenges existing institutions and mechanisms face at the national and local levels?

Handout 11. Recommended for distribution at end of session for further reading

Overview of Criteria for Effective Gender Equality Institutions in Government - Results of Council of Europe Assessment²⁸

Over the years and through repeated Concluding Comments, the CEDAW Committee has been clear that the power, placement, access to resources and outreach of the national governmental women’s machineries clearly indicate the level of the government’s commitment to realizing full gender equality. According to the above-mentioned assessment carried out by the Council of Europe, the following are essential conditions for the effective functioning of gender equality mechanisms/institutions:

- Status, structure and location - institutional equality mechanisms should be located at the highest political level. This requirement should apply to, both the national co-coordinating unit, that should be placed at the highest level of government, as well as to units or focal points within ministries and other government departments. Such location is a requirement for an enhanced political legitimacy and authority, not only to promote and pursue specific actions in critical areas, but especially to promote, monitor and co-ordinate the process of gender mainstreaming, which implies the capacity to influence decisions in all sectors and policy areas.

²⁸ Excerpts from conference speech, “Stocktaking Study of the Effective Functioning of National Mechanisms for Gender Equality in the Council of Europe Member States.” Prepared by Maria Regina Tavares Da Silva (Equality Division, Directorate General of Human Rights, Council of Europe, Strasbourg, 30 November 2005). See <http://www.coe.int/equality>.

- Mandate and functions – effective functioning of institutional mechanisms for equality requires a clear mandate and well-defined functions and responsibilities. These should clearly include the two basic lines of action generally recognized as essential, the so-called dual track approach to gender equality work:
 1. Specific policies and actions, including positive action when appropriate, in critical areas for the advancement of women and for gender equality.
 2. Promotion, monitoring, co-ordination and evaluation of the process of gender mainstreaming into all policies and programs.

In this framework, a non-exhaustive list of possible and necessary tasks for institutional mechanisms can be devised:

- a. Regular analysis and evaluation of the situation of women and men in all areas relevant for gender equality and for enjoyment of all human rights, both in quantitative and qualitative terms.
 - b. Proposal of anti-discrimination and equality legislation, where it does not exist, and systematic review of existing, or pending, legislation to ensure that gender aspects are taken into consideration.
 - c. Systematic analysis and monitoring of general policies and programmes from a gender perspective, both in their planning phase and in their implementation and evaluation.
 - d. Proposal and implementation of specific projects for the elimination of gender-based discrimination and for the advancement of women, including positive-action programmes to accelerate this process.
 - e. Promotion and development of gender expertise and of gender training programmes addressed at top-level management in government, senior officials in public administration and, whenever possible, in the private sector and other relevant areas of social life.
 - f. Promotion of women's studies and gender research in cooperation with the academic community and development of adequate methods, tools and instruments for gender analysis and gender mainstreaming.
 - g. Regular dissemination of data and information, relevant studies and best practice models of gender mainstreaming;
 - h. Co-operation with civil society organizations, namely women's and human rights NGOs, aiming at a joint effort in pursuing gender equality objectives.
 - i. Co-operation with the mass media to mobilize public opinion on gender equality issues, namely through awareness-raising campaigns and gender-sensitive programmes.
 - j. Regular reporting on progress in the achievement of gender equality to the relevant bodies, at national and international levels.
 - k. Regular information to civil society on international agreements, international instruments and international developments in the area of women's rights and gender equality.
3. Resources: the effective functioning of institutional mechanisms requires that adequate human and financial resources be granted to carry out their tasks. Technical qualifications and expertise in gender equality matters are essential factors and should constitute a basic requirement for the selection of staff for the national machinery, while institutional mechanism can function effectively without adequate financial means to carry out its functions.
 4. Cooperation with NGOs - It is necessary to "encourage collaboration, where appropriate, among governments, NGOs, grass-roots organizations, traditional and community leaders for the promotion and protection of all human rights and fundamental freedoms of women and girls and the dignity and worth of the human person and equal rights for women and men".

Part 2. Gender mainstreaming in democratic governance processes (45 minutes)

Objectives:

Identifying entry points for women's participation in democratic governance processes, and how CEDAW and UNSC resolutions on Women, Peace and Security, namely 1325, 1820, 1888, 1889 and 1960 support this.

Background Notes²⁹ (10 minutes)

- Where are women in public life and what is the power of the gender equality lobby both in government and civil society? A first step in promoting gender-sensitive good governance is to analyse the existing political influence of advocates of gender equality.
- Three of the key arenas for advancing gender equality interests in public decision-making are:
 - Civil society: Where is the gender-equity lobby found in civil society? What is its power to mobilize resources and public concern to support its demands, its power to challenge gender-biased conceptions of women's needs, roles, and rights? In other words, what is the strength and autonomy of the women's movement? This will influence the way issues are framed for social and political debate. The strength of the women's movement will be determined by the general political and cultural environment for associational activity.
 - The political system: The prospects that gender equality advocates can influence public debates will also be shaped by the way political competition is organised. What is the number and nature of parties, their ideologies and memberships. Variations in the electoral system affect the prospects of women candidates.
 - The state: The openness of state actors and bureaucracies to gender equality concerns will depend upon the commitment of the state to development and social equality (growth versus redistribution), the relative authority of executive/ legislative / military / judicial / administrative powers, and the effectiveness of accountability institutions. These factors will also affect the state's capacity to enforce gender-sensitive change in the culture, a core requirement in fulfilling commitments made under the CEDAW, and to ensure adequate implementation of UN SC resolutions on WPS.
 - We should distinguish between three types of engagement and control: access, presence, and influence:

²⁹ Many of the issues in the background section are taken from conclusions found in an internal UNIFEM Global Concept Note "Gender Equality and Governance," 2006. This paper was produced by Anne Marie Goetz, UN Women Chief Adviser, Peace and Security.

- a. "Access" involves opening arenas to women (or other socially excluded groups) for dialogue and information sharing with officials, and can vary in form from one-off consultative exercises (PRSPs; reconstruction programmes, etc.), ongoing participatory efforts to monitor government services, citizens' juries, even surveys. If access to opportunities endows participants with real rights to information about official actions, power to pursue grievances, or to issue dissenting accounts to public authorities, then a more decisive and accountable form of participation is necessary.
 - b. "Presence" involves institutionalising women's participation in decision-making (for instance, through quotas). Here the focus is on the numeric presence of women. Of great importance is the relationship between women in official positions and their constituencies, whether they are members and clients of a civil society association, voters supporting a politician, or the clients of a public service provider.
 - c. "Influence" brings women's engagement with civil society, politics and the state to the point where access and presence is translated into a tangible impact on policy-making, the ways laws work, and the delivery of services. This can happen when accountability mechanisms incorporate gender equality concerns and preferences, by, for instance, engaging women in financial audits at local levels, or incorporating gender-sensitive client satisfaction measures into performance indicators for bureaucrats. This last stage is the point at which improved accountability to women may be achieved. Improved understanding of the types of laws and special measures states can use to address inequality and discrimination
- The trainer should, at this point, get participants to discuss the degree to access, presence and influence women have in their community and what are the impediments to these?
 - The discussion should also focus on the mechanisms in place at local and national level which can support increased participation of women in decision-making:
 - Opportunities with political parties
 - Opportunities with parliament
 - Opportunities in linking Gender Focal Points
 - National Women's Machinery?
 - Local government structures

Exercise no. 2 - (35 minutes): Integrating gender perspectives and participation into all stages of policy development:

For Basic/Advanced-level Training - Recommended for government audiences and CSOs

- Referring to the above information regarding access, presence and influence, the trainer conducts a group discussion around a particular article of the CEDAW (Article 7 recommended),³⁰ in connection with resolution 1325 (that is most relevant depending on the conflict), or how this could have/should have been applied within mechanisms and legislation the country's context.

³⁰ A group exercise analyzing Article 7 now has to highlight the causes, effects and barriers to realizing the provisions in this article and this will lay the groundwork firmly for the next more country/community-specific session.

- During the discussion the trainer helps participants to identify gaps in legislation, which has impacted the introduction of gender equality in their community/country (15 minutes).
- The trainer then distributes materials - *how the policies/programmes are developed and implemented*, and review these with the plenary.
- The participants should then be divided into smaller working groups. Each group should be responsible for discussing one of the “gaps” identified at the first stage of this procedure. By using the handouts, each group should identify articles of CEDAW and the paragraphs in UNSCR 1325, which support the creation of this legal framework or mechanism. Then, again, using the handout, groups should develop a step-by-step process of where and how gender equality advocates in government and civil society could develop the policy measure, or legislation.
- In the end, the groups present their findings in a plenary session.

Things to consider:

This session is crucial for the participants, as it helps them identify and understand policy development, and existing national mechanisms. At the end of this session the trainer should focus participants’ attention on combining group resources to be utilized in future activities at the national, and possibly regional, level.

Handout 12

How programmes/policies are developed and implemented

Protection of women’s human rights and promotion of gender equality before the law is continuous work. As the law develops and standards keep changing, institutional structures permanently adapt themselves to these changes. It is not a process with a clear-cut beginning and end, but rather a continuous cycle. For this reason the design of legislation and policies, which impact gender equality, and their translation into “equality of results,” demand attention at the various stages of this cycle.

Stages of policy development:

1. **Evaluation** - This includes an assessment of the situation conducted by the governing body, looking at both qualitative and quantitative information, and ideally in consultation with civil society. Evaluation should be at the beginning of a policy/legislative process and a system should be in place throughout the process to assess gender mainstreaming, application of gender commitments, and impact or “equality of results”. Tools, such as qualitative and quantitative indicators, are needed for an adequate evaluation. A system must also be in place with the capacity and resources (human and financial) to evaluate sex-disaggregated data; and ensure respective coordination of both national and local self-governance bodies, etc.
2. **Development** - Based on the results of initial evaluation and consultations with grassroots, civil society and academia, as well as international expertise, government then proceeds with the process of developing legislation/policies and/or programmes. This process differs for each – i.e. different government bodies, courts and parliament are engaged in each process. These processes differ for each country, as well as at the local and national levels.

- 3. Monitoring** - The Monitoring and Evaluation process and systems are very important for assessing integration of gender into the overall policy/legislation/programme implementation process. Key to the successful monitoring of gender mainstreaming is a functioning gender- equality mechanism in government. Part of the monitoring process is the reporting to international bodies (CEDAW), development of monitoring tools (indicators and sex-disaggregated statistics), monitoring strategies and mechanisms (i.e. gender focal points, NGO consultations), networking with civil society to “shadow” monitor the government’s progress, etc.
- 4. Implementation and Enforcement** - Again, this requires strong coordination and institutional mechanisms, which can monitor, coordinate and ensure appropriate budgetary allocations.

The trainer will insert a paragraph on basic structures/mechanisms instituted by the respective governments in support of gender equality.

Session VI.

Applying CEDAW and UNSC WPS resolutions in local context

Duration of session: (3 hours)



This session brings together all the concepts developed in this manual. It is therefore richer in content and requires more time to absorb its contents. At its most fundamental level, it follows the double focus of the UNSCRs of Women, Peace and Security – women’s participation, and gender justice/protection from conflict-related sexual violence. In each part, the joint applicability of CEDAW and UNSCRs on Women, Peace and Security will be highlighted to show their mutual reinforcement thereby increasing each other’s reach.

Overall Objectives:

- Review linkages between CEDAW and UNSC resolutions on Women Peace and Security.
- To understand how both standards can be applied jointly and reinforce each other’s power, with particular focus on women’s political and public participation and gender justice.
- Exploring how CEDAW and UNSC resolutions on Women, Peace and Security can jointly be applied to the national/local context and to specific topics of the women, peace and security agenda in all stages of war and peace (prevention, peace-building, and post-conflict reconstruction).

Tips for session:

- As this is the main session to bring together the two concepts, it would be good to have some time to collect the findings of the group’s work on the priorities of CEDAW and priorities of UNSCRs on Women, Peace and Security, for the trainer to compare and draw parallels, prior to going into this session. If confusion still persists stemming from the session on the UNSCR on Women, Peace and Security, use some time to review the main concepts, making basic links to CEDAW.
- The session will indicate exercises more useful for basic and advanced- level training, as well as for specific audiences where applicable.

Part 1. Linking CEDAW and UNSCRs on WPS: Overall concept

Background Notes (20-30 minutes)

- Review and make reference to the group presentations of priorities identified in CEDAW and UNSCRs on Women, Peace and Security, (ideally pinned to the wall).
- Give a mini-presentation on the application of CEDAW and UNSC resolution 1325 explaining how each tool reinforces the other, using below text. Separate the presentation by following subtopics:
 1. Extending responsibility for gender equality to all actors.
 2. Interpreting UNSC resolutions on Women, Peace and Security, with guidance from the CEDAW on how to achieve gender equality.
 3. Applying the standards in the CEDAW and UNSC resolutions on Women, Peace and Security.

It is recommended to have a power point presentation, or handouts ready for this presentation, and to be really systematic.

Main points to make overall:

- UNSC resolutions on WPS and CEDAW **are standards that work to promote gender equality**. Each tool can be used to expand the reach of the other, ultimately enhancing their use and impact.
- UNSC resolution **1325 and sister resolutions can be used to enlarge the scope of CEDAW, making it relevant to all participants** (including non-state actors) - who are particularly relevant in situations of unrecognized/de facto authorities) and all aspects of conflict and peace.
- At the same time, **CEDAW can increase the impact of UNSC resolutions on Women, Peace and Security, by detailing the concrete strategies** that need to be taken by governments and others to meet its requirements. In this way, these standards should be used together to broaden, strengthen and making gender equality function in the context of conflict, peace-building and post-conflict reconstruction.

1. Extending responsibility for gender equality to all actors

- The broad reach of UNSC resolutions on Women, Peace and Security provide a critical tool to enlarge the scope of CEDAW's obligations. As a human rights convention, CEDAW applies only to states, and narrowly to those states that are parties to the convention. However, states engaged in conflict have sometimes not ratified CEDAW and non-state actors, such as unrecognized authorities/de facto authorities and armed groups, are often directly responsible for the violations of women's human rights.
- However, UNSC resolution 1325 and sister resolutions demand that all actors engaged in every stage of conflict, peace negotiations and post-conflict reconstruction protect and respect women's human rights and are responsible and accountable to the international law applicable to the rights of women and girls.
- Through UNSC resolutions on Women, Peace and Security, CEDAW can be applied to states that are not a party to CEDAW. Moreover, it reaches beyond governance bodies to all groups participating in the conflict, such as independent armed groups, militias and paramilitaries.
- UNSC resolutions on Women, Peace and Security also specifically address the peacekeeping context and the role of the United Nations and the international community within this.
- By doing so, UNSC resolutions on Women, Peace and Security, raise the standards of gender equality and women's human rights, broadens their application and makes them central to maintaining peace and security.

2. Interpreting UNSC resolution 1325 through CEDAW guidance on achieving gender equality

- While UNSC resolution 1325 provides a political framework and outlines specific goals for making women's participation and a gender perspective relevant to all aspects of conflict prevention, management and resolution, it does not provide substantial normative or operational guidance to ensure that these goals are met.
- This guidance is provided by the sister resolutions that describe measures and steps to be undertaken by all relevant actors.

- CEDAW can offer entry points, specific steps and guidance to meet these obligations.
- CEDAW explains what discrimination against women is and how to eliminate it. It defines the ways in which discrimination works to disadvantage women in all aspects of life, including within the peace and security context. It addresses the consequences of discrimination, such as violence against women that perpetuate their vulnerability.
- CEDAW challenges discriminatory perceptions of the value, roles and responsibilities attributed to men and women in society and the unequal exercise of power based on these relationships.
- For example, where UNSC resolutions on WPS demand women's increased participation, CEDAW sets out specific measures to overcome the cultural, structural and economic factors that impede the realization of this goal.
- Implementing the measures required by CEDAW can result in the achievement of the goals outlined in UNSC resolutions 1325, 1820, 1888, and 1889.

3. Applying the standards

The powerful impact of these standards lies in knowing how to apply them to the experiences of women in situations of conflict and post-conflict reconstruction in order to promote gender equality. For each of the stages involved in conflict management, resolution and transition, there is a direct link with the standards laid out in UNSCR 1325, sister resolutions and CEDAW, as well as with the advice on ways to meet the standards, indicated by CEDAW and its committee's General Recommendations."

Part 2: Women's political and public participation in all stages of war/peace

(1 hour 20 min)

Background and Introduction (20-30 minutes)

1. Core principles of participation in CEDAW and UNSCRs on WPS

- A core principle of UNSC resolutions on Women, Peace and Security, and specifically of 1325 and 1889, is that women are not just victims of war, but that they should be/and are active players in bringing about a lasting and sustainable peace. Their voices must be heard for two reasons:
 - Women are full and equal citizens and therefore, should have equal access and participation in any peace-building/reconstruction processes.
 - Due to the different gender roles and traditions, war and subsequent peace processes and reconstruction processes impact women and young girls differently.
- In order for any peace process to endure, or for a reconstruction and rehabilitation programme to have sufficient and long-term impact, women's voices, concerns and priorities must be included.
- UNSC resolutions 1325 and 1889 recognize the importance of women as political and community actors in ensuring sustainable and lasting peace in any conflict.

- Participants are to discuss how their NGOs have used UNSC resolutions on Women, Peace and Security to advance women’s participation in local and national decision-making? Are there opportunities to do so?

II. Assess women’s capacity for effective participation:

The following factors could help to assess the women’s power and capacity for participation: They were used in the Nairobi Peace Initiative Africa uses the following factors:

- The history and development of women’s organizations in the region.
- The perception of these women’s groups and their leaders by the wider communities where they work.
- Their financial capacity to send representatives to peace talks or other instruments of participation.
- Their vision for what they would like to do at the peace talks, political parties, etc and how they want to participate.
- Their “plan B” or their alternatives if they are not allowed or able to participate. What are the women’s best alternatives to participating in peace talks/political parties, etc? What will they do if they do not succeed in the negotiations or get only part of what they ask for?

Another important factor to consider is:

- The capacity to raise their voice and to influence existing discussions, structures, and opinions.

Exercise 1. Women’s participation: Post-conflict political participation and organizing for peace (1 hour)

For basic-level training - all audiences

Objective:

To illustrate the challenges and strategies to address women’s participation in the WPS agenda with the help of CEDAW/UNSCRs (1325 and 1889)

- Divide the participants into 2 or more groups, working on one of the 2 topics: Post-conflict political participation and Organizing for Peace.
- Participants in each small group should read handout and brainstorm about the importance of the issue to their country/context; if it is a frozen conflict, how these issues are/can be/or are not relevant in a “frozen” conflict context.
- Each group will need to prepare a presentation which:
 - *Explains/summarizes the handout (memo) and topic and explains if/how this is/ is not relevant to their country/region/community.*
 - *Discusses what measures, if any, have been taken to address these standards already.*
 - *What can civil society and government do to address these standards? (Focus on either CSO or government, depending on which group you are working with).*

Tip for trainer:

The trainer should write down the prioritized points on the flip chart for later activities. Ask the plenary to identify what points they agree and do not agree with, and place them on the flip chart.

Handout - Post-conflict political participation

- One of the common features of post-conflict reconstruction is the implementation of new political processes, such as elections, the establishment of new or reconfigured governance structures and the strengthening of civil society participation in public life.
- Elections can provide women with the chance to express newly developed political clout, or can pose a risk to advances made by women during conflict and its aftermath.
- There are considerable obstacles to women's exercise of political expression in post-conflict environments, stemming from restricted mobility, less access to information and education, limited time due to work burdens, cultural norms dictating men's control over women's decisions and/or coercion and intimidation of family members and communities.
- During conflict, women often gain valuable and relevant leadership and organizing skills, which can be translated into policy-making roles in the post-conflict period.
- Women's organizing and cooperation during conflict usually result in the proliferation of women's civil society organizations in the post-conflict era. However, women and men have differential access to resources, education, formal political parties (often based on armed groups from the conflict) and the media.
- As a result, women candidates face particular challenges when running for elected office, as well as direct discrimination and even reprisals for stepping out of traditional gender roles, even if non-traditional behaviour became the norm during wartime.
- It is critical that electoral commissions, institutions, laws, observation missions and complaints mechanisms involve women as active participants in their formulation and implementation, as well as take into account the obstacles for, and special needs of women as constituents and candidates in the political process.
- Elections and formulation of new governments provide citizens with the opportunity to choose the leaders who will make critical financial and policy decisions that impact their prospects for peace, security and development.
- Decisions by newly-formed governments concerning the allocation of resources, development planning and legal and social policy-making have a substantial impact on the situation of women and can have a disproportionate and negative effect on them if their needs, perspectives, experiences and disadvantages are not properly taken into account.
- In post-conflict environments, surmounting barriers to women's full participation in political processes, and their direct involvement in all aspects of decision-making, are of vital importance to ensuring the foundations for meaningful democracy and the just and effective development of society.

Applying the Standards

- UN SC resolution 1325 calls for increasing women’s participation in decision-making at the national level and the incorporation of a gender perspective, including measures for the protection of and respect for women’s human rights concerning the electoral process in the implementation of peace agreements.
- UNSC resolution 1889 calls for full, equal and effective participation of women at all stages of the peace processes given their vital role in the prevention and resolution of conflict and peace-building, and recognises the role women can play in reestablishing the fabric of a recovering society. It also stresses the need for women’s involvement in the development and implementation of post-conflict strategies in order to take into account their perspectives and needs.
- These commitments have far-reaching implications, which are addressed in CEDAW. CEDAW also details the numerous steps that are needed in the area of women’s equal participation in political and public life in order to ensure their enjoyment of these rights in practice – at both the national and local levels. It further specifies the mechanisms needed to ensure the incorporation of a gender perspective in all aspects of government policy and programming.

UN Security Council Resolutions 1325 and 1889

- Incorporate a gender perspective, including measures for the protection of and respect for women’s human rights concerning the electoral system in the implementation of peace agreements (1325, Para. 8 (c)).
- Increase women’s participation in decision-making in the institutions and mechanisms of conflict-resolution at the national level (1325, Para. 1).
- Urges Member States, international and regional organisations to take measures to improve women participation during all stages of peace processes, particularly in conflict resolution, post-conflict planning and peace-building, by also enhancing their engagement in political and economic decision-making (1889, Para 1).
- Ensure systematic attention to and mobilisation of resources for advancing gender equality and women’s empowerment as an integral part of post-conflict peace-building, and to encourage the full participation of women in this process. (1889, Para 14)
- Improve UN efforts to take into account the need to improve participation of women in political and economic decision-making from the earliest stage of the peace-building process (1889, Para 15).

CEDAW

- Guarantee women the right to vote in all elections and public referenda and to be eligible for election to all publicly-elected bodies (Art. 7(a)).
- Use temporary special measures (setting numerical goals or quotas and providing financial assistance, special recruitment schemes and training to women candidates) to ensure an increase in the critical mass of women’s participation (Gen. Rec. 23).

- Ensure women's right to participate in non-governmental organizations and associations concerned with public life, including through incentives to political parties to ensure women's participation in their structures (Art. 7(c)/Gen. Rec. 23).
- Ensure women's right to participate in the formulation of government policy and its implementation, and to hold all forms of public office (Art. 7(b)), including through appointment of women to senior positions, including in traditionally male-dominated fields (Gen. Rec. 23).
- Establish or strengthen a national women's machinery (structure), including institutions and procedures, to provide advice on the impact of government policies on women, monitor the situation of women and formulate policies and strategies to eliminate discrimination (Gen. Rec. 6).
- Place women's machinery at a high level of government and provide it with adequate resources, commitment and authority (Gen. Rec. 6).
- Support gender mainstreaming throughout government departments (Gen. Rec. 6).

Handout - Organizing for peace

- Organizing for peace can be a long, complex and difficult process. Women are often engaged in peace-building activities at the grassroots and community levels, reaching across ethnic and political divides to build mutual understanding and reconciliation and to form shared goals for peace.
- Women often have particular insight into the consequences of conflict on families and communities, as well as knowledge about the steps needed to reconstruct these societal structures.
- They are, however, rarely involved in formal peace negotiations despite the burdens they carry during conflict, the suffering they endure and their personal interest in ensuring peace.
- Seats at the formal negotiating table are usually reserved for armed factions and governments, and even where women are members of these groups, they are under-represented in negotiations. Even at the international level, women remain underrepresented in peace negotiation delegations, including as envoys and facilitators.
- Ensuring enough seats for women to make an impact in the peace process has proven challenging as a result of gender discrimination and its consequences.
- The media often perpetuates negative gender-based stereotypes, especially when highlighting women's victimization rather than their capacity for unique contributions to bring about positive change.
- Peace negotiations are not merely about ending hostilities and disarmament. They also involve elements of planning for post-conflict reconstruction.
- As such, they present unique opportunities to effect the transformation of society and ensure that it is undertaken in a way that promotes women's equal enjoyment of benefits and improves the situation of women and their families.
- In order for women to fully participate in organizing for peace, they require support for early mobilization, skills and resources, space to coordinate and develop their agendas and access to decision-makers.

Applying the standards

- UNSC resolution 1325 calls for increased representation of women in decision-making in the institutions and mechanisms involved in resolution of a conflict, and the inclusion of measures that support local women's peace initiatives and indigenous processes.
- UNSC resolution 1325 commits the Security Council to consult with women's groups in conflict and post-conflict states.
- UNSC resolution 1889 calls for full, equal and effective participation of women at all stages of peace processes given their vital role in the prevention and resolution of conflict and peace-building, and recognises the role women can play in re-establishing the fabric of a recovering society.
- These recommendations are reinforced by obligations set out in CEDAW.
- Moreover, CEDAW details the specific measures that should be taken to reach these goals, in particular to ensure women's full involvement in political processes, such as peace negotiations, and in the formulation and implementation of policy, including during the resolution of a conflict.
- CEDAW further addresses the underlying causes of women's disadvantage in accessing and effectively participating in peace processes, and provides concrete strategies for overcoming obstacles to women's participation.

SC resolutions 1325 and 1889 include provisions that:

- Call on states to increase representation of women in decision-making in the institutions and mechanism involved in resolution of conflict (1325, Para. 1).
- Call on all actors involved to integrate measures that support local women's peace initiatives and indigenous processes for conflict-resolution into peace negotiations (1325, Para. 8(b)).
- UNSC resolution 1889 urges Member States, international and regional organisations to take measures to improve women participation during all stages of peace processes, particularly in conflict-resolution, post-conflict planning and peace-building, by also enhancing their engagement in political and economic decision-making (Para 1).
- UNSC resolution 1889 urges Members States to ensure gender mainstreaming in all post-conflict peace building and recovery processes and sectors (Para 8).
- Encourages Member States, in consultation with civil society and women's organisations to specify in detail women and girls' needs and priorities and design concrete strategies in accordance with the legal system (1889, Para 10).

CEDAW requires that state parties:

- Use special measures, such as quotas and reserved seats, to ensure at least a critical mass of 30-35% of women in political processes at national and international levels (Art. 7, 8/ Gen Rec. 23).

- Use measures, such as increasing resources, special trainings and education, and other steps necessary to compensate for past discrimination and accelerate women’s equality in practice (Art. 3, 4(1), Gen. Rec. 5).
- Take measures to eliminate social and cultural patterns of conduct that disadvantage women (Art. 5(a)/Gen. Rec. 3).
- Initiate public education and information campaigns, including by mass media, targeted at eliminating stereotypes and prejudices that discourage women’s involvement in politics and public life (Gen. Rec. 23/3).
- Consult with women groups on the development and implementation of all policy and programming (Art. 7(c)/ Gen. Rec. 23).

Exercise 2. Women’s participation in peace talks: Illustrative story (20-30 min)

For basic/advanced-level training - CSO audiences

Tip:

Use this exercise in plenary as an entry point to work in a role play exercise, “women in peace negotiations” (below)

1. Present the case of the Burundi peace talks and facts below in plenary session (10 min):

- After war or civil violence, formal peace talks aim to bring together important leaders of armed groups to negotiate a ceasefire and then create a political solution to solve the causes of the violence.
- Women are often left out of formal peace talks. Since the leaders of armed groups are almost always men, it is predominantly male leaders who are negotiating the end to the wars and designing the post-war political leadership.
- Some women who have tried to participate in peace talks have been discouraged, ridiculed, or completely blocked from participating.
- Having women at the peace table provides an opportunity to make advancements on women’s issues and rights. For women, the peace table becomes a platform for addressing social injustices against women.
- The peace table involves intense bargaining and deal making that requires intuitive and practiced skills. These skills are important to both male and female negotiators.

2. Select two to three relevant questions/examples below of women's participation in peace-processes, and discuss them in plenary. Ask the participants to find the applicable standards of UNSCRs and related CEDAW articles to support participation in peace talks. Make notes on flip charts:
- Have women in your community/country/region participated in formal peace talks? Resettlement and/or reconstruction processes? Non-formal negotiations? If so, how and what type of impact do you think this participation has had?
 - If they do/have participated in formal peace talks/ resettlement processes/ reconstruction processes, who do they represent? Are women's groups represented in these processes? If there are women there, do they legitimately represent women's interests or are they token representatives?
 - What are the opportunities in your community/ country/region for increasing women's participation in decision-making?
 - What do you think would be the results of increased women's participation in peace and reconstruction processes?
 - How to ensure the inclusion of vulnerable groups, such as women IDPs and refugees into decision-making processes?
 - How do you assess the capacity of women to participate in peace talks, and what factors determine barriers to effective participation?

Case study: Women in the Burundian Peace Talks

Women's participation in the Burundian peace process increased significantly when the organizers from the Mwalimu Nyere Foundation invited UNIFEM to brief the negotiating parties and facilitation team on how gender relates to peace accords. Experts from other countries who have made peace accords, such as Guatemala and South Africa, shared advice on how gender impacts land rights, governance, resettlement, refugee reintegration and other post-war programs. UNIFEM helped to convene the first All Party Burundi Women's Peace Conference where more than 50 Burundian women developed a common vision for peace and presented it to the facilitator, former President Nelson Mandela. Many of their recommendations, including punishment for sexual crimes against women, measures to increase women's security and equal education for girls and boys, were included in the final peace accord. It demonstrated that women's participation in peace talks makes a significant difference.

Handout: Assessing women's capacity

Exercise 3. Role-playing exercise: Women in peace negotiations (70-80 minutes)

For advanced-level training - CSO audiences (follows exercise 3 above)

Tip to the trainer:

1. Present the case of the Burundi peace talks and facts below in plenary session (10 min):

A role playing exercise can be very intense and take much longer than expected. You need to plan and prepare it properly to be successful. Be sure to be an excellent time-keeper, and also appoint time-keepers in each of your groups. It also needs to be truly understood and roles need to be taken over and played actively. In order to enhance this process, it is recommended to arrange the room accordingly, have clear distinct signs or symbols for each group (e.g. name tags for "observers", "CSO activists", etc.; symbols or colours to characterize the groups). Make sure at the end of the role playing exercise that everybody is able to "exit" their roles properly.

- The trainer is to present the "background" and then explain the proposed role playing exercise.
 - A group of representatives (comprised only of men) of different political parties have gathered together to prepare a strategy for an upcoming peace negotiation. This process started two years ago when political party leaders overcame rivalries and established a negotiation group from representatives from each of their parties. Together, the negotiation group worked out a plan and key points for upcoming peace negotiations.
- Then the trainer should divide the large group into three small groups - one representing the "peace negotiation team" comprised of only "men"; one representing a group of "gender equality advocates", comprised largely of "women"; and the third are to be the "international observers" who will observe the internal discussions and strategizing on the part of the first two groups, and will also observe the overall debate between the two groups. The "international observers" will present their findings and observations at the end of the exercise.
- The trainer should then explain the objective of the exercise. The objective of this exercise is to put advocates from civil society into situations where he/she will have to: a) Convince the peace negotiation team to advocate for a core gender equality issue relevant to conflict/post-conflict context; b) Work for the inclusion of gender equality advocates within the peace negotiation team; and c) Agree to the agenda (what issues to be discussed) of the formal negotiations.
- Give short instruction (secret notes below) to each group and allow them 20 minutes to prepare for their upcoming meeting.
- Before beginning the internal group's work, the participants are to decide if negotiations are "high-level" or "mid-level" negotiations, and adjust their strategies/approaches accordingly.
- After the role playing exercise, have a discussion in plenary about the constraints to women's political participation. Discussion points to guide this discussion:

- Ask participants to list the types of constraints to women's participation. Come to the constraints listed below through group discussion.
- Male negotiators may exclude women intentionally. In other cases, women do not participate in formal peace talks for unintentional reasons. In the Somali peace talks of 2003, for example, women's groups simply did not have enough money to send representatives to the peace talks that continued over many months. The list below details both the intentional and unintentional exclusion of women from peace talks.

Political Constraints:

- Participants at peace talks may be composed only of the "warring parties" and women may be excluded from fighting, or deliberately choose not to participate in the fighting.
- In peace talks that do include civil society actors in addition to the warring parties, participants may be representatives of different civil society organizations. If women are not organized into women's groups, they may be excluded because they are not chosen as representatives from civil society. Additionally, those members of civil society that are closely aligned with political parties may be selected to participate.
- Women may not be organized into groups that can send representatives to the peace talks.

Cultural Constraints:

- Women may be confined to the home and prohibited from using or developing leadership capacity during times of war or peace. Women's exclusion from peace talks may reflect on social norms that restrict women from all forms of the political process.
- Men may actively exclude women from peace talks because women are often stereotyped as "too emotional" and not able to think rationally.
- Women's involvement in politics is sometimes seen as a direct threat to culture and tradition.
- Women's involvement is thought to make women more vulnerable by exposing them to potentially dangerous situations.
- While new roles may be accepted during crises, after the fighting is over and official...
- Peace processes begin; women may be encouraged to return to their traditional roles.
- Women may be threatened because of their involvement in politics.
- Women may lack the political experience to know how to become involved in official peace processes.

Economic Constraints:

- Women often lack the economic resources to mobilize themselves to participate in peace processes.
- Women's groups may not have the funding to send representatives to take part in the formal peace talks.

Questions to ask participants during the “constraints” discussion:

- What are the challenges to increasing women’s voice at the peace table?
- What specific stereotypes or traditions in your country limit society’s understanding of the impact conflict has had on women and young girls in your country (emotional, physical, economic, and social)?
- What strategies have you or your organization used to advance women’s participation in decision-making; and to advance greater understanding of the impact of conflict and peace on women?
- What experiences from other countries do you think would be relevant to this national context?
- What entry points are there - through media, schools, youth, religious institutions, local governance and national government - for civil society to impact the peace and reconstruction processes in your country?

Time breakdown of role-playing exercise, “Women in Peace Negotiations”:

- 10 minutes for trainer (instructor) to explain the process of the role playing exercise.
- 20 minutes should be allocated for preparation of each group in the role playing exercise.
- 20 minutes should be allocated for the negotiation process. Note to trainer (instructor) - it is important to limit this time strictly as will be easy to go over as discussion will get very lively and interesting. Important that participants realize they have very limited time.
- 5 minutes to be allocated to the “international observers” so that they can present their findings and observations to the plenary.
- 15 minutes for a plenary discussion afterwards about the constraints gender equality advocates face in such situations.

Handout: “Short instruction (secret notes) for the “gender equality advocates Group”

Your task is to persuade the “peace negotiation team” to advocate for some core gender equality/women’s human rights issues within the peace negotiation process, and to negotiate for the inclusion of two gender equality advocates within the “peace negotiation team”. Your task is to establish and maintain a positive relationship with the team during the upcoming meetings. Regardless of what they do, this positive relationship must be maintained to ensure continued access to the team, and to get a commitment from its members that they will admit two women in their group.

Handout - Short information (secret notes) for the “peace negotiation team”

It is a crisis situation and a resolution to the tensions needs to be reached as soon as possible. It took a while for the Team to come together, to analyze the situation, to prepare a strategy and come up with ideas which you believe is the best at this moment to resolve/prevent the conflict. The upcoming negotiations are important for your country since it is the first time that a consensus has been reached in country between different political parties over a common interest.

However, the priorities you are negotiating for do not address some key concerns among gender equality advocates, and further, there is no female representation in the “peace negotiation team”. Additionally, the power struggle between parties represented in the Team makes for a delicate situation which must constantly be monitored.

During the discussion with the “women” your task is to “attack” the group for hindering you in finishing the negotiations.

Handout - Short instruction (secret notes) for international observers:

You are independent and impartial international observers sent in by organization “x” to monitor civil society’s engagement in the peace negotiation process. You are tasked with observing the internal discussions of the “peace negotiation team” and the “gender equality advocates” group. In your observations, you should note the strategies each group discusses internally, and how/if they successfully apply these strategies in the actual negotiation. You should be noting both sides’ capacity to identify core issues and strategic actions to take to fulfil their tasks and their ability to come together as a unified team. During the actual negotiations, you should take note to see how the internal discussions are integrated into the actual negotiations: what each party does correct/incorrectly when advocating/negotiations; and what each could have done better to achieve their stated goals.

The international observer group is allowed to see the short instructions “(secret notes) of the other two groups.

Part 3. Gender justice and protection of special needs of women in all stages of war/peace (1 hour 20 min)

Besides women’s political participation, gender justice as the protection of women’s rights and their access to justice is the second overall goal of the Women, Peace and Security, agenda. This section covers key points of gender justice as the introduction, followed by an exercise on more specific topics related to protection: mechanisms for conflict-prevention and raising protection, displacement, organizing for peace, and reintegration and reconstruction.

Background and Presentation (20-30 minutes)

Tips for trainer:

- The trainer can present the above information together with a case from the International Criminal Tribunal for the former Yugoslavia (ICTY), or the Bemba case on trial at the ICC, to enliven the presentation towards the end of the training, as well as showing real life cases to support the real life applicability of the standards of CEDAW and UNSCRs on Women, Peace and Security.
- Use key points relevant for your own context.
- It is also suggested to highlight both standards in tandem, via flipchart, hand out, or power point presentation to show the correlation.

Justice and legislating equality in post-conflict situations

- Ensuring that those responsible for serious crimes during conflict are brought to justice and re-establishing the rule of law are critical to the success of a societal transformation to peace.
- The development of a constitutional framework, accountability mechanisms for past violations and legal and justice reform can form aspects of peace agreements or be mandated by post-conflict reconstruction needs.
- Without security, reconstruction efforts can be severely hampered and women are limited in their ability to participate in public life. They often experience a rise in gender-based violence, particularly in the area of domestic and sexual violence.
- A post-conflict vacuum in the rule of law provides an opportunity for criminal networks to flourish, placing women at increased risk of sexual exploitation and trafficking because of high levels of vulnerability and poverty.
- Impunity for violations against women committed during conflict impacts the security of women in the post-conflict environment, particularly where their former abusers remain in their communities.
- Mechanisms established to ensure accountability, such as special courts, truth commissions, vetting processes and reparations mechanisms, need to equally target violations committed against women and develop procedures and special measures to ensure women's effective participation, not only as victims and witnesses, but also as judges, commissioners and legal and justice policy-makers.
- Impunity for gender-related crimes that continues post conflict is often the result of a failure of the applicable law to include crimes that constitute violence against women, failure of the legal system to investigate, prosecute and punish criminal conduct against women due to gender bias, and under-reporting by women due to barriers in their access to justice.
- Without health services, shelters and support mechanisms, women take considerable risk of retribution in reporting violence against them to the authorities, particularly in rural areas or isolated communities.
- The impact of legal inequality and discrimination against women reaches beyond security to have a negative impact on women's ability to ensure their own and their families' well-being and their personal empowerment in post-conflict environments.
- With higher mortality rates among young men during conflict, women are often solely responsible for subsistence activities and for agricultural production, in addition to their considerable domestic and care-giving tasks.
- Restrictions on women's ownership of land, as well as legal capacity to enter contracts, severely limit their productivity and ability to leverage economic resources, such as credit and loans.
- In urban environments, financial needs motivate many women to seek employment outside the home, where they receive less pay and fewer benefits than men in the formal workforce or opportunities, often limited to informal work, void of labour protection laws.

- Enhanced work burdens, combined with unequal gender distribution of household labour, limit women's opportunities to engage in productive activities, such as education and political participation.

Applying the standards

- UNSC resolution 1325 calls for the implementation of measures that ensure protection of, and respect for, women's human rights as they relate to the constitution, the police and the judiciary.
- It reaffirms accountability for gross violations of women's human rights and calls on states to end impunity. The measures required by UNSC resolution 1325, as they relate to the constitution, judiciary and police, are indicated by CEDAW.
- UNSC resolution 1820 notes that civilians are the majority of those affected by armed conflict and that women and girls are targeted by the use of sexual violence. It recognises conflict-related sexual violence as a matter of international peace and security, requiring a peace-keeping, justice and peace-negotiation response. Parties to the conflict bear the responsibility to ensure protection of civilians.
- UNSC resolution 1888 recognises the impact of armed conflicts on women and girls and call on member states to comply with their obligations under international law, including the prohibition of all forms of sexual violence. It calls for ending impunity of perpetrators of crimes against civilians and to strengthen tools for implementing 1820 through assigning leadership, building judicial response expertise and reporting mechanisms.
- Measures that protect women, particularly as they relate to gender-based violence, as well as the multiple ways in which women must be afforded equality in the law, enforcement of non-discrimination and access to justice, are specifically tackled by CEDAW.
- In fact, CEDAW addresses the legal status of women in all areas, including nationality, family, education and health. Consequently, in the drafting of legislation in any area, CEDAW should be referred to and the measures required by its articles should be incorporated.

UN SC Resolutions 1325, 1820 and 1888

- Implement measures that ensure protection of and respect for women's human rights as they relate to the constitution, the police and the judiciary (1325, Para. 8(c)).
- Ensure women's involvement in mechanisms developed as a part of peace agreements (1325, Para. 8(b)).
- End impunity and prosecute those responsible for genocide, crimes against humanity and war crimes, including sexual and other violence against women and girls (1325, Para. 11).
- All parties to take immediate measures to protect civilians, including women and girls, from all forms of sexual violence (1820, Para 3).
- Notes that rape and other forms of sexual violence can constitute a war crime, a crime against humanity and stresses the need to exclude sexual violence crimes from amnesty provisions (1820, Para 4).

- Enhance skills and awareness of police and troop-contributing countries to protect civilians, including women and children (1820, Para 8).
- Enforce appropriate disciplinary measures and uphold the principle of command and responsibility, training troops (1888, Para 3).
- Undertake comprehensive legal and judicial reforms to bring perpetrators of sexual violence in conflict to justice and ensure survivors have access to justice, are treated with dignity, are protected and receive redress for their suffering (1888, Para 6).
- Increase the access to health care, psychological support, legal assistance and socio-economic reintegration services for victims of sexual violence, in particular in rural areas (1888, Para 13).

CEDAW

- Embody the principle of the equality of men and women in national constitutions or other appropriate legislation (Art. 2 (a)).
- Ensure protections against discrimination are effective and realized in practice through mechanisms that provide redress, including the ability to make complaints and receive remedies (Art. 2(c)).
- Enact laws, including penal sanctions, civil remedies and compensatory provisions, to protect women from all forms of violence (Gen. Rec. 19).
- Provide protective measures, such as refugees, specially trained health workers and rehabilitation and counselling for victims of violence and those at risk, including making services accessible for women in rural areas and isolated communities (Gen. Rec. 19).
- Take specific preventative and punitive measures to overcome trafficking and sexual exploitation (Gen. Rec. 19).
- Implement gender-sensitive training on violence against women for judicial and law-enforcement officers and public officials (Gen. Rec. 19).
- Ensure women and men enjoy equality in all areas of economic and social life, including the same rights to bank loans and all forms of financial credit (Art. 13).
- Eliminate discrimination against women in the area of employment and provide the same opportunities, free choice of a profession, benefits and conditions of service, vocational training and equal pay for work of equal value (Art. 11).

Exercise 1: CEDAW and WPS supporting gender justice and women's protection: Specific topics (1 hour)

For all training levels and all audiences, recommended in particular for government audiences:

The participants of this exercise should discuss these three issues arising from CEDAW and UNSC resolution 1325: (1) Information on women and conflicts, mechanisms for conflict prevention and enhanced protection; (2) Displacement; (3) Rehabilitation, reintegration and reconstruction.

- Depending on the capacity of the group, the trainer breaks the participants down into three separate working groups, or otherwise picks only one important topic, for all groups to deal with in this case item (1) above is recommended.
- The trainer should give an overview of the background. Each of the groups will receive one of the following handouts: on information on women and conflicts; on mechanisms for conflict-prevention and enhanced protection; on displacement; or on rehabilitation, reintegration and reconstruction.

The groups have the following task:

- The working groups should read the handout assigned to their group and brainstorm within their group about:
 1. How CEDAW and UNSC resolution 1325 are relevant.
 2. How these principles can be applied to their national/local/regional context.
- Each working group should then prepare a presentation to:
 - Explain/summarize, and prioritize the handout and the given topic in their own words (not more than 3 minutes).
 - Prioritize 3-4 standards applicable for national/local/regional context and explain the significance and feasibility of implementing those standards at national/local/regional level.
 - Present the examples of concrete actions to promote their implementation at national/local/regional levels.

Trainer tips for this exercise:

- It would be good to have participants working on specific topics in their daily life sitting together in working groups; or alternatively, participants that are interested in the topic. If the topic is very relevant to the training context, but not a popular one, simply assign topics to participants coming together in a group.
- If capacity of group is limited, only focus on two of the topics, and keep them concise, and tailor information to be short and simple.
- Use visual aid techniques when doing this exercise: Tailor the information of each handout in a way to compare standards of CEDAW in one column, and standards of the UNSCRs on WPS in a second column. Use the visual aid also when creating flipcharts to compare the many similarities and complementarities. Keep it as simple as possible, and tailor/cut the information in the handouts below as you need.
- Give each group a “special task”: They have to present the information and advocate for implementation of standards in front of the UNSC, or their national constituency, the CEDAW Committee, the local/international media, etc. Be creative and stimulate the groups to be creative, very clear, concise and simple in their presentation. They should focus on the main issues/priorities and work in a solution-oriented way (rather than problem-oriented or merely listing comparisons of articles).
- Use 30 minutes for group work, and 30 minutes for the presentation on training and be really concise and time-bound.
- Make sure you end the session with some key messages that you sum up after each group’s presentation.

Handout - Information on women and conflict, and mechanisms for conflict prevention and enhanced protection

Questions for group work:

What is most relevant to your context and why? Please find 2-4 priorities with relevant standards applicable from CEDAW and UNSCRs and relate them to your topics, with specific recommendations:

- *Information and documentation on violence against women is critical* for a number of reasons. Increased levels of such violence may serve as indicators for early warning efforts.
- *International humanitarian law* (the Geneva Conventions and Protocols), which applies in times of international and internal armed conflict, legally binds states and armed groups to provide protection of women and girl children civilians.
- *International human rights law*, such as CEDAW, is also applicable during conflict (with some very narrow exceptions) and makes states responsible for the protection and promotion of individuals' human rights.
- The *International Criminal Court* tries persons for genocide, crimes against humanity and war crimes, including those related to violence against women.
- *Documentation of gender-based violence is necessary* for ensuring accountability for violations of the humanitarian laws and gross violations of human rights, as well as for formulating effective protection and response measures.
- *Women, children and the elderly make up the majority* of populations fleeing from violence, ending up in displaced persons' camps that can harbour more dangers for women.
- *Conflict impacts access to basic survival needs*, and with men often more likely to be engaging in war, women are often left with increased burdens of ensuring the survival of their children, the elderly and themselves.
- *The need to travel great distances for food, fuel and water* often significantly impacts women's health and exposes them to further violence.
- While an unequal division of domestic labour is not unique to wartime, *inequalities in the control and distribution of resources and aid* can leave women and girls desperate to meet their needs and can thereby expose them to sexual exploitation and abuse in order to secure resources.
- *Settlements and camps may lack security to protect women and girls* from armed forces and exploitation by law enforcement or other authorities in host countries.
- *Health services for displaced persons* are often inadequate to address women's and girls' particular needs, such as during pregnancy and breastfeeding, or treatment for wounds, injuries and psychological damage resulting from their experiences of violence in war.

Applying the standards

- UNSC resolution 1325 demands that all parties to conflict fully respect international law applicable to the rights and protection of women and girls and that they take special measures to ensure women's and girls' protection from all forms of gender-based violence.
- UN SCR 1820 and 1888 recognise conflict-related sexual violence as a matter of international security and call on member states for effective steps to prevent and respond to such acts of sexual violence (Para1).
- Understood in its broadest sense, gender-based violence includes physical, sexual, psychological, economic or socio-cultural harm that is a result of gendered power inequities between men and women.
- CEDAW outlines ways to meet the commitments to protection and response to violence in UNSC resolutions 1325, 1820 and 1888.
- It provides insight into the types of measures needed to protect against and address violence against women, including trafficking and sexual exploitation.
- In order to be able to effectively combat and protect against violence, CEDAW mandates the documentation of incidences of all kinds of violence against women. Resolution 1820 stresses the need to ensure equal access to justice for women and girls and stresses the importance of ending impunity (Para 4). This requires a detailed documentation of incidents as mandated by CEDAW.

UNSC resolutions on Women, Peace and Security call upon all parties in armed conflict to:

- Fully respect international law applicable to the rights and protection of women and girls and bear in mind the relevant provisions of the Rome Statute of the International Criminal Court (1325, Para. 9).
- Take special measures to protect women and girls from gender-based violence, particularly rape and other forms of sexual abuse, and all other forms of violence in situations of armed conflict (1325, Para. 10; 1820, 1888, Para 3).
- Support the development and strengthening of the capacities of national institutions, in particular judicial and health systems to provide sustainable assistance to victims of sexual gender-based violence in armed conflict and post-conflict situation (1820, Para 13).
- To undertake comprehensive legal and judicial reforms to bring perpetrators of SGBV in conflict to justice and to ensure that survivors have access to justice, are treated with dignity, are protected and receive redress for their suffering (1888, Para 6).

CEDAW requires states parties to:

- Collect data on the extent, causes and effects of violence, and the effectiveness of measures to prevent and deal with violence (Gen. Rec. 19).
- Take all legal and other measures that are necessary to provide effective protection of women against gender-based violence, including legislation which incorporates penal sanctions, practical protective measures, such as shelters, and preventative measures (Gen. Rec. 19).
- Suppress all forms of trafficking in women and exploitation of prostitution (Art. 6). (Wars, armed conflicts and the occupation of territories often lead to increased prostitution, trafficking in women and sexual assault of women, which require specific protective and punitive measures.)
- Conduct public awareness campaigns on attitudes, stereotypes and prejudices that perpetuate violence against women (Gen. Rec. 19).

Handout- Displacement

Questions for group work:

What is most relevant to your context and why? Please find 2-4 priorities with relevant standards applicable from CEDAW and UNSCRs and relate to your topics, with specific recommendations:

- With regard to displacement, UNSC resolution 1325 stresses the protection of settlements and camps and consideration of the *special needs of women and girls* during displacement.
- The *need for effective protection of women in humanitarian settings* is further stressed as a UN responsibility in UN managed camps, or internally displaced persons centres (1889, Para 12).
- CEDAW details the *special needs* of women in armed conflict and displacement in regard to their health and well-being and requires the provision of adequate services particular to women, including in connection to HIV/AIDS.

UNSC resolutions 1325 and 1889 call upon all parties to armed conflict to:

- Respect the *civilian and humanitarian character of refugee camps* and settlements (1325, Para. 10).
- Take into account the *special needs of women and girls in refugee camp* and settlements, including in their design (1325 Para. 10).
- To respect the civilian and humanitarian character of refugee camps and settlements and *ensure the protection of all civilians* inhabiting such camps, in particular women and girls, from all forms of violence (1889, Para 12).

CEDAW requires state parties to:

- Give special attention to the *health needs* and rights of women belonging to vulnerable and disadvantaged groups, such as refugee and internally displaced women, the girl child and older women, women in prostitution and women with physical and mental disabilities (Gen. Rec. 24).
- Provide *adequate protection and health services*, including trauma treatment and counselling, for women trapped in situations of armed conflict and women refugees (Gen. Rec. 24).
- Ensure *appropriate services in connection with pregnancy*, confinement and the post-natal period (Art. 12 (2)/Gen. Rec. 24).
- Ensure *adequate nutrition during pregnancy and lactation* (Art. 12 (2)/Gen. Rec. 24).
- Provide sexual health information, education and services to women and girls, including those who have been trafficked (Gen. Rec. 24).
- Pay special attention to the *rights and needs of women and children*, and to the factors relating to the reproductive role of women and their subordinate position in societies which make them especially vulnerable to HIV infection (Gen. Rec. 15).
- Disseminate information to increase awareness of the risk of HIV/AIDS, especially in women and children, and the effects on them (Gen. Rec. 15).

Handout - Rehabilitation, reintegration and reconstruction

Questions for group work:

What is most relevant to your context and why? Please find 2-4 priorities with relevant standards applicable from CEDAW and UNSCRs and relate them to your topics, with specific recommendations:

- As they emerge from conflict and large-scale destruction, societies face considerable challenges in laying the *groundwork for transformation* to peace time.
- Return and resettlement of displaced populations and the demobilization and reintegration of combatants have *particular consequences for women*. They often face *complex forms of discrimination*, based on gender, as well as ethnicity, identification with armed groups, or get blamed for sexual violence and forced pregnancies.
- Such discrimination *leaves them marginalized* by resettlement and related processes, such as *land reallocation and resource distribution*, and disarmament, demobilization and reintegration (DDR) processes.
- Successful DDR of former combatants, including disbanding groups, ensuring services to fighters and assisting them in pursuing alternative livelihoods, is a critical aspect of consolidating peace.
- DDR processes often *ignore women's roles within armed groups as combatants, supporters and dependents*, be they involuntary or voluntary. The different experiences of women in conflict, as well as women's and men's different opportunities and capacities within post-conflict society, result in women and men having distinct needs in DDR processes.

- Where DDR fails to sufficiently address the *psychosocial needs of male ex-combatants*, *demobilization can have severe consequences for women*, including an increase in domestic violence and gender-based violence as traumatized and violence ex-combatants return to their communities.
- Women often have *particular insight into the needs of families and communities* during reintegration and they require recognition of and support to their DDR-related activities, such as care-giving for injured, traumatized, HIV-infected or underage combatants.
- Upon returning or during reintegration, communities face a lack of services, fees for services, broken infrastructure and destroyed natural resources. Under these circumstances, women's domestic chores, care giving, subsistence and agricultural work burdens multiply, as they shoulder the responsibility for tilling land, water and fuel collection, cooking, making clothing and more.
- This *increases their vulnerability to ill health* and compromises their reproductive well-being, indicated by the high maternal mortality rates in these environments.
- In addition, provision of food, fuel and water often makes women more vulnerable to attack as they leave settlements and camps to procure basic services.
- Although all women are affected by *lack of health and education services, water, electricity and transportation*, certain groups of women, such as female-headed households, ex-combatants, returnees and internally displaced persons, minorities and women with disabilities, are hit hardest.
- These factors also expose women as subsistence providers to their families to the dangers of *antipersonnel mines* and violence, and the consequences of lack of treatment and care.
- Moreover, the restoration of basic services, particularly to rural and isolated communities, often takes a back seat to other types of socio-economic reconstruction priorities.

Applying the standards

- UNSC resolution 1325 calls for the incorporation of a gender perspective, including consideration of the special needs of women and girls, during repatriation and resettlement and for rehabilitation, reintegration and post-conflict reconstruction.
- In particular, it emphasizes this in the planning for DDR programmes and calls for women's participation in mechanisms developed as a part of peace agreements.
- UNSC resolution 1889 emphasizes that under-representation of women at all stages of peace processes is a concern, and the marginalisation of women can delay and undermine the achievement of durable peace, security and reconciliation. It also stresses that funding for women's early recovery needs is vital to increase women's empowerment, which can contribute to effective post-conflict peace building.
- It also stresses that adequate and rapid response to the particular needs of women and effective institutional arrangements to guarantee their protection can significantly contribute to the maintenance and promotion of international peace and security.

- The special needs of women in these contexts are described by CEDAW, which provides guidance on measures needed to meet the special needs of women and girls in reconstruction, particularly for rural women, in the areas of education, health and access to basic services and resources, and mandates women's participation in political processes used to address these.

UNSC resolutions 1325 and 1889 include the following recommendations:

- All actors involved should take into account the special needs of women and girls during repatriation and resettlement and for rehabilitation, reintegration and post-conflict reconstruction (1325, para. 8(a)).
- All actors involved should ensure women's participation in the implementation of the mechanisms of peace agreements (1325, Para. 8(b)).
- Member States should increase women's participation in decision-making in the institutions and mechanisms of conflict-resolution at the international, regional and national level (1325, Para. 1).
- Member States shall enhance the engagement of women in political and decision making at early stages of recovery processes, by promoting women's leadership and capacity to engage in aid management and planning and countering negative societal attitudes about women's capacity to participate equally (1889, Para 1).
- To ensure gender mainstreaming in all post-conflict peace building and recovery processes and sectors (1889, Para 8).
- All actors will take all feasible measures to ensure women's equal access to education in post-conflict situations (1889, Para 11).
- All actors involved in DDR shall take particular the needs of women and girls associated with armed groups and their children into account, and provide for their full access to these programmes (1889, Para 13).

CEDAW requires state parties to:

- Take into account the particular problems faced by rural women, including the significant roles which they play in the economic survival of their families (Art. 14 (1)).
- Eliminate discrimination against women to ensure equal rights between women and men in education (Art. 10) and in particular for rural women to obtain all types of training and education, formal and non-formal, including that relating to functional literacy (Art. 14).
- Ensure rural women enjoy adequate living conditions, especially in relation to housing, sanitation, electricity and water supply, and transport and communications (Art. 14(2) (h)).
- Provide rural women equal access to agricultural credit and loans, marketing facilities and technology (Art. 14(2) (g)).

- Eliminate discrimination against women in the field of health care, to ensure equal access to health care services, including those related to family planning and safe motherhood and emergency obstetrics (Art. 12).
- Ensure that rural women have access to adequate health care facilities, including information, counseling and services in family planning (Art. 14(2) (b)).
- Implement special measures to ensure that women with disabilities have equal access to health services (Gen. Rec. 18) and that services are sensitive to the needs of women with disabilities and are respectful of their human rights and dignity (Gen. Rec. 24).
- Incorporate a gender perspective in health care policy and engage in broad consultation with women's groups (Gen. Rec. 24).
- Ensure rural women's right to participate in the elaboration and implementation of development planning at all levels and in community activities (Art. 14(2) (a) (f)).
- Ensure women's right to participate in the formulation of government policy and its implementation (Art. 7(b)).

Exercise 2: CEDAW in the women, peace, and security agenda: application (1 hour)

For advanced-level training, recommended for government audiences

Notes to the trainer:

The exercise is based on the recommendations the CEDAW Committee made in its last report on Georgia. Look for the last CEDAW Committee's recommendations for your own country to see if there is mention of women in conflict and post-conflict situations, and adopt the exercise to your context. If no reference is made, you can use the Georgian case as reference.

One of the issues for Georgia is women in conflict and post-conflict situations, and protection of their rights, as well as elimination of discrimination against them. Hence, since 2011 the CEDAW Committee started working on the package of new general recommendations. For these recommendations to work better against violations of women's rights, and respond to their needs, the committee has addressed women's networks and organizations to prepare recommendations based on the analysis of the situation in their respective countries, and submit them to the committee. Recommendations had been developed till 30 June of 2011, as a result of which, key recommendations were presented at the CEDAW Committee meeting.

Tips:

- The trainer asks the participants, based on country's experience, to present their own recommendations, which reflect the protection of rights of women in conflict and post-conflict situations, and the elimination of discrimination against them.
- Trainer divides participants into smaller groups.
- Each group identifies three recommendations, which most reflects the situation in the country. The recommendations should be written on the flipcharts and then presented.

Questions for Discussion:

1. What are the two to three priorities for women's protection in conflict-prevention, resolution, and peace building in your context?
2. What are the biggest challenges to women's protection in those areas you identified as priorities? How can you address them? What strategies do you recommend?
3. Which standards from both CEDAW and the UNSCRs on Women, Peace and Security can be applied to support the implementation of your strategies?

Handout: Recommendations adopted at the roundtable meeting of 17/06/2011 - Women in Conflict and Post-conflict Situations - Challenges and Perspectives.

- It is necessary to increase the representation and role of women during negotiations, both at the state and local levels.
- Special councils or women's groups can be created from both sides of the conflict. We think that in women from both sides should take part in five-party negotiations. This group will consist of psychologists, doctors, representatives of women's organizations.
- During negotiations it is possible to apply temporary measures, which will facilitate the inclusion of women in this process. A volunteer group will be set up to take part in the negotiations as an observer.
- It is possible to have an integrated group, women's help group (within the framework of a five-party negotiation group), comprised of at least three volunteers, from those organizations, who work on these issues and are more or less aware of the state of affairs in this field. In this case, the state can provide specific assistance to these women.
- Women's participation in conflict-prevention should be increased. It is necessary to carry out wide consultations (roundtable discussions, meetings, working groups).
- On identification issues, it is possible to have an ad-hoc mechanism or legislative initiative developed.
- All adopted legal acts should be accessible to women, especially to conflict-affected women.

- It is necessary to differentiate issues among IDPs and villages across the administrative border-line, in terms of integration and reintegration. It is very important that human security, and especially security of women and children, is ensured on post-conflict territories.
- A differentiated, individual approach should be adopted for women living in rural and urban areas.
- There are three categories of people requiring assistance: a. Women affected by the Abkhazian war. It has been 17 years since the war ended. The allowance, which is received by women, does not reflect today's needs and changed situation; b. Women who were taken hostage following 2008 hostilities. There is no special allowance allocated for this category of women; and c. Families of those who died after the hostilities ended. We should raise the issue of adopting a relevant legal act, so that the people from these three categories are registered and given the respective assistance.
- All measures should be taken to ease the poverty reduction processes. Unemployment is one of the most acute problems and 50% of women acknowledge that the biggest problem is unemployment. Recommendations should reflect economic opportunities for women – not in the form of a declaration, but of specific propositions.
- An information strategy should be developed, and, only after this, will it be possible to deliver information to vulnerable groups. Once the threat arises, a person should have timely information, women and children's transportation should be ensured, as well as timely evacuation, creation of safe conditions and construction of bunkers (or similar constructions) locally. A comprehensive system needs to be set up, which will bring together information from both governmental and non-governmental sectors (private and public sectors).
- Groups to deliver the information directly to population should be set up. Once the problems are identified, they should be tackled through doctors and psychologists;
- Categorization of war victims.
- Special attention should be paid to IDPs living in the private sector, so that they are included in assistance programmes.
- Preventive measures should be taken in addition to fighting against violence.
- It is necessary that those who work with affected women have access to them and also conduct accurate needs assessment and develop suitable indicators for follow-up work.
- It is of utmost importance to have psycho-social rehabilitation conducted not only immediately after the conflict, but over the years. People require shelter and access to humanitarian aid, but it is equally important to have access to comprehensive social and psycho-social assistance.
- Women can retain their citizenship. Relevant normative acts should be adopted to ensure that the problems related to receiving citizenship are addressed.

Session VII.

Closing

Duration of session: (1 hour)



Guidelines for closing the training

Every training session will have its own rhythm, needs, and ways of how to best conduct a final feedback, evaluation, and close the session.

However, there are a few common features that should always been taken into account:

1. Assign enough time at least an hour, ideally 1.5 hours for this last session.
2. Summarize open questions and main points. It is recommended to do this briefly at the end, or they can also be collected on a flip chart and read out at the end.
3. Allow for an open feedback for everyone at the end. Feedback is to be noted down and no further comments are needed from the trainer. The only adequate reply to participants' feedback is "thank you!"
4. Plan for a written feedback. This is crucial both for you and potential other partners in your training. Keep the feedback survey simple and concise, including both typical evaluation questions which include ticking a box, and open-ended questions for further recommendations, etc.
5. Consider an official closing ceremony. If you have a partner organisation, local government partner, etc., to support your training, an official closing ceremony, potentially including issuing a certificate, this would be an ideal way of closing your training exercise.
6. Thank your participants for all their contributions.

ANNEX 1:

Proposed Timetable for Two-day Training

Day 1	
08:30-09:00	Registration
09:00-10:00	Session I - Introduction, background and, expectations
10:00-10:45	Session II - Gender equality and empowerment (part 1)
10:45-11:00	Coffee break
11:00-12:15	Gender equality and empowerment (part 2)
12:15-13:00	Session III - CEDAW: Significance and legal power (part 1)
13:00-14:00	Lunch break
14:00-15:45	Session III - CEDAW: Significance and legal power (part 2)
15:45-16:00	Coffee-break
16:00- 17:30	Session IV - UN Security Council resolutions on Women, Peace and Security (introduction and exercise 1: priorities)
17:30-18:00	Feedback for day 1

Day 2	
09:00-09:30	Recap of day 1
09:30-11:00	Session IV - UNSCRs on WPS (part 2: sister resolutions, NAP)
11:00-11.15	Coffee break
11:15- 13:00	Session V - National legislative and executive mechanisms protecting women's rights
13:00-14:00	Lunch break
14:00-15:45	Session VI - Applying CEDAW and WPS Resolutions in the local context (part 1 : introduction and participation)
15:45-16:00	Coffee-break
16:00-17:00	Session VI - Applying CEDAW and WPS Resolutions in the local context (part 2: participation cont., gender justice)
17:00-18:00	Feedback, evaluation, and closing

Suggestion for a detailed timetable for two-day basic-level training (government officials)

Session II (2 hours): use of exercises in plenary: two case studies: possibly one in plenary

Part 1 (45 min): Roles and Stereotypes: Use ca. 20 min for a presentation and introduction of main concepts.

Use both exercises 1 and 2 (innate/acquired? sex/gender?) for no more than 10 minutes each to deepen understanding.

Part 2 (1 hour): How to achieve formal and substantive equality: Core of session. Prepare thorough presentation (20 minutes), to take up to one hour with discussion and questions.

Part 3 (15min): Present only main points of equality of results, as result of part 2. You could use one of the case studies in plenary for illustrative purposes in your presentation.

Session III: CEDAW (2.5 hours): use of exercises: 1 big group exercise, 1 small group exercise.

Part 1 (1 hour 45 min): Working for equality of results: Introduction and presentation: 20 min, exercise 1: 1 hour 20 minutes.

Part 2: 45min: Reporting and Implementation: Exercise 2: Making CEDAW recommendations.

Session IV: WPS (2.5hours): use of exercises: 2 big group exercises.

Part 1 (1 hour 20 min): The importance of UNSCR 1325: Introduction and presentation: 20 min, exercise 1: identify priority areas of 1325: 1 hour.

Exercise 2: Sister resolutions: 45 min.

If part 1 takes no longer than 1 hour 20, also introduce NAP (20 min).

Session V: National Mechanisms (2 hours): presentation and discussion, 2 smaller exercises

Part 1: 45 min: National instruments of protecting women's rights: introduction & presentation: 20 min, Exercise: 25 min: Looking at essential good governance components such as state capability, responsiveness, and accountability.

Part 2: 45 min: Gender mainstreaming in democratic governance processes: Introduction & overview: 10 minutes, Exercise 35min: Integrating gender perspectives and participation into all stages of policy development.

Session VI: Applying CEDAW/WPS to local context (3 hours): based on big group work: 3 hours

Part 1: 20 min: Linking CEDAW and UNSCRs on WPS: Overall concept –introduction.

Part 2: 1 hour 20 min: Women's political and public participation in all stages of war/peace: Introduction: 20 min, Exercise 1: 1 hour: Women's participation: Post-conflict political participation and organizing for peace.

Part 3: 1 hour 20 min: Gender Justice and Protection of specific needs of women in conflict; introduction: 20 min, Exercise 1: 1 hour: CEDAW and WPS standards supporting gender justice and women's protection: Specific topics.

Proposed Timetable for Three-day Training

Day 1	
08:30-09:00	Registration
09:00-10:00	Session I - Introduction, background and, expectations
10:00-11:00	Session II - Gender equality and empowerment (part 1)
11:00-11:15	Coffee break
11:15-12:15	Gender equality and empowerment (part 2)
12:15-13:00	Session III - CEDAW: Significance and Legal Power (part 1)
13:00-14:00	Lunch break
14:00-15:15	Session III - CEDAW: Significance and legal power (part 2)
15:15-15:30	Coffee-break
15:30-16:30	Session III – CEDAW: Significance and legal power (part 3)
16:30-17:00	Feedback and recap of day 1

Day 2	
09:00-11:00	Session IV - UNSCRs on WPS (part 1)
11:00-11.15	Coffee break
11:15-12:15	Session IV - UNSCRs on WPS (part 2)
12:15-13:00	Session V - National legislative and executive mechanisms protecting women’s rights (part 1)
13:00 -14:00	Lunch break
14:00-15:15	Session V - National legislative and executive mechanisms protecting women’s rights (part 2)
15:15 -15:30	Coffee-break
15:30-16:30	Session V - National legislative and executive mechanisms protecting women’s rights (part 3)
16:30-17:00	Recap Day 2

Day 3	
09:00-09:30	Recap of Day 2
09:30-11:00	Session VI - Applying CEDAW and WPS Resolutions in the local context (part 1 : Introduction and participation)
11:00-11.15	Coffee break
11:15-13:00	Session VI - Applying CEDAW and WPS Resolutions in the local context (part 2 : participation cont.: role-playing exercise)
13:00 -14:00	Lunch break
14:00-15:15	Session VI - Applying CEDAW and WPS Resolutions in the local context (part 3: gender justice)
15:15-15:30	Coffee-break
15:30-16:30	Feedback, Evaluation, Closing

Suggestion for a detailed timetable for three-day basic/advanced-level training (CSO staff)

Session II (2 hours): use of exercises in plenary: 2 case studies: possibly 1 in plenary

Part 1 (45 min): Roles and Stereotypes: Use ca. 20 min for a presentation and introduction of main concepts.

Use both exercises 1 and 2 (innate/acquired? sex/gender?) for no more than 10 minutes each to deepen understanding.

Part 2 (1 hour): How to achieve formal and substantive equality: Core of session. Prepare thorough presentation (20 minutes), take up to one hour with discussion and questions.

Part 3 (15min): Present only main points of equality of results, as result of part 2. You could use one of the case studies in plenary to illustrate in your presentation.

Session III: CEDAW (3 hours): use of exercises; 1 big group exercise, 2 smaller group exercises.

Part 1 (2 hours): Working for equality of results. Introduction and presentation: 20min, exercise 1: 1 hour 20 minutes), priority areas, Exercise 2 (20 min): Optional Protocol.

Part 2 (1 hour): Reporting and Implementation. Exercise 1: Mobilizing awareness about women's rights.

Session IV: WPS (3 hours). Use of exercises: 3 group exercises

Part 1 (2 hours): The importance of UNSCR 1325. Introduction and presentation: 20 min. Exercise 1: identify priority areas of 1325 (1 hour). Exercise 2 (45 min): Sister resolutions.

Part 2 (1 hour): Implementation of WPS. Introduction (15 min). Exercise: 1325 National Action Plan (NAP): priority identification process and implementation.

Session V: National Mechanisms (2 hours). Presentation and discussion, 2 smaller exercises

Part 1 (45 min): National instruments of protecting women's rights. Introduction and presentation: 20min, Exercise (25min): Looking at essential good governance components, such as state capability, responsiveness, and accountability.

Part 2 (45 min): Gender mainstreaming in democratic governance processes. Introduction and overview (10 minutes). Exercise 35 min: Integrating gender perspectives and participation into all stages of policy development.

Session VI: Applying CEDAW/WPS to local context (4 hours): based on large group work

Part 1 (20 min): Linking CEDAW and UNSCRs on WPS. Overall concept – introduction.

Part 2 (2 hour 40min): Women's political and public participation in all stages of war/peace. Introduction (20 min). Exercise 1 (1 hour): Women's participation: Post-conflict political participation and organizing for peace. Exercise 2 (20min): Women in Peace talks: illustrative story. Exercise 3 (70-80 min): Women in Peace negotiations: Role-playing exercise.

Part 3 (1 hour 20 min): Gender Justice and Protection of specific needs of women in conflict. Introduction (20 min). Exercise 1 (1 hour): CEDAW and WPS standards supporting gender justice and women's protection: Specific topics.

ANNEX 2: ADDITIONAL EXERCISES.

GENDER AND POWER RELATIONS

Gender and Power Relations (ca. 1 hour)

What shapes and determines women's empowerment (15 minutes)

Part 1 highlights the various forms of inequity and thus discrimination, which women have fought against, and some states uphold.

Part 2 looks at the social norms and expectations on gender roles and how these impact the realization of women's rights and their empowerment.

Objectives:

- To increase awareness and understanding about the impact societal norms and values have on gender roles.
- Based on this awareness, improve understanding about the relationship that social roles, legislation and gender stereotypes have on women's empowerment.

Background notes³¹

- The substantive approach recognizes that in order to redistribute benefits equally between women and men i.e. to ensure de facto equality or "equality of results" approaches, the approaches to promote gender equality must transform the unequal power relations that exist between women and men.
- A very brief refresh should be given about the fact that gender is the socially- constructed differences between men and women. This is different from sex, which is the biological difference between men and women.
- Depending on the size of the group, a discussion on how gender roles change throughout the course of a day and how they have evolved in their countries/communities.
- What is important to note is that gender equality advocates in many countries are still not aware of the impact gender equality might have on men's roles.

The trainer puts the questions:

1. If a man chooses to stay at home with the children, do state social benefits allow for this?
2. If a man chooses to stay home when a child is sick, will his work allow for this?

³¹ Many of the points made under Background notes are derived from a Power Point presentation by Srilatha Batliwala (2004) entitled: "Gender, Rights and Empowerment – An Analytical Framework".

Tips:

- The participants' reaction is to be assessed by both men and women. Many may assert that their "men" are not interested in assuming such a role, and that these problems/issues are not relevant to their society.
- Time permitting, during the discussion the trainer may stress the fact, that if men and women do not evenly accept the shift that gender equality will bring in many of the stereotypical roles both men and women play, true change will not be realized.
- If women's role in the home is not changed, but their access and leadership in public life increases, then they face the situation of performing "double-duty" and in many ways, are no farther ahead in realizing true gender equality.
- It would be advisable that the participants discuss the implications gender equality has for traditional male roles. It is important that participants be aware of the impact on both sexes.
- What is "correct" and what is "incorrect" in the slogan – "Return men to family and women - to society"?!

What is important to note is that the **women's movement works towards the following:**

- (a) Increases the understanding about how the roles that women play and perform can contribute to society's socio-economic growth.
- (b) Push for the empowerment of women that implies protection of their rights, enforcement of special measures in support of substantive equality and increasing access and leadership in all spheres.
- (c) Through this movement, identify what are accepted as traditionally "female" and traditionally "male" gender roles within local contexts.

To increase the participants' understanding of gender equality and socially-constructed roles' aspect, the trainer will have to explain the following terms:

Handout/slide 4

- **Rights** are political, social and economic opportunities and resources, many of which are protected by law. Rights are also instruments which are designed to promote equality and equity between people, as well as address and prevent discrimination or exploitation on the grounds of sex, ethnicity, religion, ability or sexual orientation.
- **Access to rights** relates to socio-economic standing, as well as change of gender stereotypes and traditional roles. It implies the social power of each citizen, or a group, to implement changes and realize personal or social goals.
- **Empowerment** is about power and changing the unequal distribution of power in society. Empowerment is both a process and a result of a process as well. It is necessary to mention that empowerment of one social group does not mean the disempowerment of another social group.

- **Empowerment** is about the redistribution of **social power i.e.** the rights, resources, opportunities and responsibilities of individuals and social groups in relation to one another in a given society.
- **Empowerment** is equality, equity enshrined in the law, equal access to education, health, etc., for all. Empowerment is about translating formal equality into substantive equality and closing the gap between them.
- **Women’s empowerment** is the process through which gender and social relations are transformed in favour of women, and greater equality and equity between men and women within social groups is created.
- **Social power** comes from the capacity of individuals and social groups -- women, IDPs, the homeless, widows, children, etc. -- to decide “Who does what?” “Who gets what?” “Who decides what? There are three forms of social power:
 1. **Direct power** - power over others, power to make others do what you want.
 2. **Indirect power** - power to influence others’ actions/options without direct orders.
 3. **Agenda setting power** - power to frame the agenda/topics of political discussions and to decide what issues are put forward for debate and consideration by decision-makers in both times of conflict and peace.

Case study 3

Women’s empowerment in local community (15 minutes).

Brainstorming:

- Explain the above concepts to the plenary, and then, conduct a brainstorming in plenary (depending on size of group -- may have to break down into smaller groups.) about how social power is established in their local communities/countries, and how this impacts women’s empowerment.
- Often in these discussions, participants mention that in order to achieve substantive equality, the overall socio-economic and political environment of a community/country needs to be changed.
- A good “non-gender” example that the trainer can use to illustrate how small aspects of an environment can affect equality for the overall environment is as follows: A factory has been constructed, and the equipment is for left-handed people. After a while, right-handed workers apply to the factory for jobs. One can imagine that it is very difficult for them to work as they cannot use the equipment. Thus the right-handed workers cannot demonstrate their full capacity and their work is not as productive as those of the left-handed workers, but they are just as skilled. In order to make their work more productive, and not to decrease the effectiveness of left-handed workers, it is necessary to adapt the environment of the factory (building, infrastructure, equipment) for the convenience of both left- and right-handed workers. The latter situation is the same as in society - and under “formal equality” - the standard used to guide all aspects of life in the public sphere is the standard set by men. The “factory of society” has been developed according to male standards and thus it is very difficult for society to achieve substantive equality.

Questions for the discussion:

1. What characteristics or features in your country/community perpetuate and protect the differences in the existing social power?

Possible answers are: Ideologies, beliefs, norms established to justify such differences, different institutions and structures - marriage, family, education, economic, social and political structures, legislation, constitutions and policies.

2. How do they understand “women’s empowerment” and in their country/community? Are there any characteristics which determine the level of women’s empowerment? (This part will prompt a great deal of debate and discussion among participants. It is important that the debate stays focused on the concepts that are being raised (power, empowerment, and socially-constructed roles), and not get stuck on local issues (i.e. trafficking, women in decision-making, adoption of gender equality legislation).

This session is important as it explains what determines women’s role in the society, and demonstrates how women overcome obstacles.

ANNEX 3: Countries that adopted National Action Plans on UNSC Resolution 1325

According to 2011 data, 35 countries elaborated and adopted a National Action Plan (http://www.peace-women.org/pages/about-1325/national-action-plans-naps#National_Action_Plans).

The countries are listed below:

1. Australia, March 2012.
2. Austria, 8 August 2007.
3. Belgium, 8 May 2009.
4. Bosnia-Herzegovinian July 2010.
5. Canada, October 2010.
6. Chile, 3 August 2009.
7. Cote d'Ivoire, January 2007.
8. Croatia, 2011.
9. Denmark, June 2005, and revised in 2008.
10. DRC, June 2010.
11. Estonia, November 2010.
12. Finland, 19 September 2008.
13. France, November 2010.
14. Georgia, December 2011.
15. Guinea, July 2011.
16. Guinea-Bissau, July 2011.
17. Iceland, 8 March 2008.
18. Italy, 23 December 2010.
19. Liberia, 8 March 2009.
20. Nepal, October 2010.
21. Netherlands, first NAP 4 December 2007, second NAP, December 2011.
22. Norway, March 2006, followed by NAP Strategic Plan for 2011-2013.
23. Philippines NAPs on UNSCR 1325 and 1820, March 2010.
24. Portugal, August 2009.
25. Rwanda, May 2010.
26. Senegal, May 2011.
27. Serbia, in 2011.
28. Sierra Leone, March 2010.
29. Slovenia, July 2011.
30. Spain, November 2007.
31. Sweden, October 2006, revised in 2009.
32. Switzerland, February 2007, revised in October 2010.
33. Uganda NAPs on UNSCR 1325 & 1820 and the Goma Declaration, December 2008.
34. United Kingdom, November 2011. A revised NAP, February 2012.
35. United States, December 2011.

Note: Presently, Argentina, Burundi, Salvador, New Zealand, Pakistan, South Africa and Timor-Leste are in the process of elaborating National Action Plans for the realization of Resolution 1325.

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