

John & Joli

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John&Joli

Preface



One thousand three hundred and twenty-five, thirteen – twenty-five... that is how representatives of society call United Nations Security Council Resolution 1325. Resolution that was adopted in 2000 and is in about 10 years. What is the Resolution? What power does it have and what can it change in our country? Probably many people are in search of an answer. However, we often see the ironic smile, especially on the men's faces after talking about the Resolution.

When and how was this emphasis on the resolution in Georgia? Was it imposed by international organizations or society itself realized the need for its implementation? How strange it may seem, the history is very simple and looks like a tale.

Once upon a time there was Women's NGO Coalition, which was founded in 2000 by 28 organizations. The process was supported by the OSCE – ODIHR. The coalition was born together with the resolution but not everybody knew that they had a birthday on the same day. The coalition consisted of different groups – one of the most numerous group united 18 organizations under Conflict and Peacebuilding.

One fine day, Mrs. Rosa, who was a member of this group and head of the organization "Women's Council of Republic of Abkhazia" brings a paper and states: "Do you know what I found?" The UN adopted Resolution 1325, and this may become a valuable tool for our work.

Then there were projects...Cooperation with the society, state bodies, Internally Displaced Persons / refugees and international organizations.

Many things have passed ... We won't talk about the problems and obstacles the process faced... In the meantime, many countries have demonstrated their will and adopted action plans, amongst which are the top 18 countries.

We?!

We are still on the way and thinking!

Do we want the action plan? If yes, look at the countries like Sweden, Switzerland, Finland, Denmark that have already adopted NAPs ...

It wouldn't be bad for our country too!

Or maybe we don't need peace and women's rights are protected in our country?

In short, not to continue this way any longer, please read our publication and let's decide together what we want!

Elene Rusetskaia

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Step by Step

In October 2010 the international community celebrates 10th anniversary of the **United Nations Security Council Resolution 1325**.

For many years an attempt to connect the issue of violence against women with security issue, in most diplomatic circles, used to stay beyond attention. This fundamental change has been achieved thanks to the United Nations.

With the Security Council Resolution 1325 the United Nations recognized proportionality between the armed conflicts / wars and women and children's condition. There was mentioned in the document that historically, women were never involved in conflict resolution process, starting with the early conflict prevention, ending with restoring post-conflict peace and security.

Later adopted Resolution 1820 reaffirms the fact that violence against women can possibly represent a threat to peace and security throughout the world.

Today, despite all the efforts made to achieve progress in this regard, the facts indicate that the implementation of the Resolutions 1325 and 1820 has slow progress.

Widespread cases of rape and sexual violence towards the society's most vulnerable group – women and children – remain more and more typical for a conflict. For example, in Democratic Republic of Congo during the ten-year conflict 200 thousand women and children became victims of violence; in 1990, in Bosnia during the war, 20 thousand to 50 thousand women faced violence. In 1994 in Rwanda, 100-250 thousand women were raped during the three months of genocide. Sexual violence has become a real disaster, which affected the whole humanity regardless of sex. Sense of shame, which is experienced by the victim of sexual violence, partly leads to ostracism¹ and remains marginal to the society. Therefore, it is necessary to take measures in order to assist victims of violence on the community level.

Georgian reality:

No official statistics exist on the facts of sexual violence during the armed conflict in Georgia in year 2008. Despite that UN women's fund research in Georgia confirms facts of sexual violence during August war. Also two Georgian NGOs "Human Rights Priority" and "Caucasus Women's Network" were initiators of claiming on behalf of victim of sexual violence during August war in the court of Strasbourg.

NGOs evaluated this decision as a step forward. Because this fact could serve as an example for other women victims of violence and let them talk loudly about their rights.

Due to delicacy of issue and the fact that majority of women are trying to avoid talking about sexual violence, human rights organizations don't have exact statistics of such crimes. About 20-30 facts of rape, attempt of rape and other types of violence were estimated. But only one woman demanded investigation. Lia Mukhashavria explains that lapse of time doesn't apply to such types of crimes. Persons who suffered such injuries can appeal even after 5 years².

Sexual violence – use of physical force to compel a person to engage in a sexual act against his or her will, whether or not the act is completed; attempted or completed sex act involving a person who is unable to understand the nature or condition of the act, to decline participation, or to communicate unwillingness to engage in the sexual act, e.g., because of illness, disability, or the influence of alcohol or other drugs, or because of intimidation or pressure; and abusive sexual contact.

¹ Ostracism – I [Greek. Ostrakismos] – Remove, expel. See: Dictionary of Foreign Words <http://www.nplg.gov.ge/gwdict/index.php?a=term&d=3&t=28951> (last visit 23.07,2010).

² ix: <http://www.tavisupleba.org/content/article/1977781.html> last visit 23.07,2010

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In February of 2010 UN Security Council considered problem of sexual violence against women during armed conflicts. On session resolution was elaborated, which obliged parties of conflict to quit sexual violence.

UN general secretary Ban Ki-moon presented report on the session "Women, Peace and Security", which reflects report about fulfillment of demands presented in resolution of UN Security Council.

Members of the Security Council call upon UN Secretary-General to discuss the issue of appointing special reported who would strengthen coordination in the conflict regions in order to eliminate violence against women and children. In addition, The Secretary-General was assigned to organize group of experts assisting government in the process including crime detection and imposing liability.

Members of the Security Council underlined in the Resolution that sexual violence deepens already complicated war conflicts. Such actions prevent peace and security.

The Security Council requested emergency measures to protect citizens from sexual violence who participated in any armed conflict.



On 9th of February, 2010, the UN Secretary-General – Ban Ki-Moon, appointed Margot Wallström as special representative on sexual violence in world conflicts. Decision about creating the new position was made as a result of demands of UNSCR 1888 on September 30, 2009.

Ban Ki-Moon focused on sexual violence as a tool of war in armed conflicts. He called upon the African state leaders take measures to stop such crime.

In 2008 during the conflicts global campaign against sexual violence was carried out. United Nations Peacebuilding Commission, NGOs network as well as UN bodies and women's groups joined the campaign.

In many countries, sexual violence in armed conflicts was often considered as part of cultural traditions not as a war crime. The special representative for sexual violence in world conflicts underlined that the best way to solve the problem is prosecution.

Violence against women – means any act of gender-based violence that results in, or is likely to result in, physical, sexual or psychological harm or suffering to women, including threats of such acts, coercion or arbitrary deprivation of liberty, whether occurring in public or private life.



In the last years NATO showed a serious effort to the implementation of the UNSCR 1325 "Women, Peace and Security".

In the end of January 2010, in Brussels, at the international conference, NATO Secretary General Anders Fogh Rasmus underlined in his speech that women's participation in peace talks, conflict resolution, peaceful operations and decision making processes on national and international levels is very important.

In this direction many things are done by the NATO allies. Concrete guidebooks envisaging gender issues in the NATO operation planning are already approved by them including the soldiers Code of Conduct.

NATO also created special positions for consultants in the field of gender equality. Today topic of professional trainings and ways of improving cooperation in terms of gender is being discussed together with the European Union, United Nations and other international organisations.

NATO's politics in terms of Human Trafficking also supports women's protection in its operations through developing guidebook for soldiers and civilians involved in the operations.

There are some initiatives and programs for

promoting women's participation in peace and security processes, for example, establishing partnership with Madrid Club and Women's Global Group reflects positively on inculcation of NATO complex approaches.

One of the future priorities of NATO member and partner states is young women's involvement in transatlantic security issue. Expansion of women's contacts through several other programs is under process.

Global Open Day for Women and Peace

Throughout much of June 2010, the Global Open Day for Women and Peace was held around the world. In more than 20 post-conflict countries, senior UN officials opened their doors to women peace activists and leaders. Special Representatives of the UN Secretary-General and other high-level officials also engaged with women advocates to hear their concerns, and discuss how to increase women's participation in sustainable conflict resolution, peacemaking and peacebuilding.

In a statement, UN Secretary-General Ban Ki-moon called the Global Open Day for Women and Peace an opportunity to "reinvigorate our efforts to realize the vision set out in resolution 1325." Recommendations from the meetings were forwarded to the UN Security Council for it to consider in accelerating the resolution's implementation.

The Open Day was organized by the UN Department of Peacekeeping Operations (DPKO), the UN Department of Political Affairs (DPA), and the United Nations Development Fund for Women (UNIFEM) and the UN Development Programme (UNDP).

In frames of the Global Open Day there was held a meeting in Tajikistan, where representatives of Tajikistan, Afghanistan, Armenia, Georgia, Kyrgyzstan and Russian Federation were invited. The joint decision was made at the meeting that realization of the Resolution 1325 has to be supported on global, regional and national levels.

The United Nations Security Council and UN Secretary General were called upon to show their strong positions in terms of protecting women's and girls' rights by the meeting participants. Recommendations for UN member states were worked out at the meeting. The main lightmotiv was preparation of National Action Plan on UNSCR 1325.

"Action, which is being implemented in the last period by the international community, highlights one thing: The world finally has realized that implementation of Resolution 1325 is not a choice, but necessity, and after 10 years of waiting it's time to understand that women are not a problem, but the problem solution."³



United Nations Security Council began to adopt four important resolutions concerning women, peace and security issues:

- Resolution 1325 on Women, Peace and Security, adopted in October 2000 was the first Security Council Resolution on women and armed conflict;
- Resolution 1820 on preventing sexual violence against civilians in conflict countries, adopted in June 2008;
- Resolution 1888 also on sexual violence in situations of armed conflict, calling for a Special Representative to the Secretary-General on ending sexual violence in conflict, adopted in September 2009;
- Resolution 1889 setting out a range of measures to strengthen the participation of women at all stages of peace processes and calling for a global set of indicators.

³ Article written by four famous women politicians – Tarja Halonen, Ellen Johnson-Sirleaf, Margot Wallström, Benita Ferrero-Waldner – dedicated to the implementation of The Resolution 1820. "Time for action: strengthening women's role in ensuring peace and security: published in edition "Gazeti", #183 30.09.2009; <http://www.gzt.ru/Gazeta/first-page/263358.html> (last visit 23.07.2010)

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Who, where, when and for what?

UN Security Council Resolutions, they apply to all UN Member States. This means that Member states are responsible for implementing the resolutions.

National Action Plans (NAPs) for UNSCR 1325 are policy documents adopted by a national government that outlines the measures and actions that will be taken by that country to implement the UN Security Council Resolution.

Since the adoption of Resolution 1325 in October 2000, an increasing number of countries have adopted NAPs to translate the policy of the policy of the women, peace and security Resolutions into practice at the national level.

As of January 2010, eighteen countries have adopted and made such Action Plans public: Austria, Belgium, Chile, Côte d'Ivoire, Denmark, Finland, Iceland, Liberia, Norway, Portugal, Spain, Sweden, Switzerland, the Netherlands, Uganda and the United Kingdom, United Kingdom of Philippines and Sierra Leone.

More countries are currently in the process of formulating or launching an NAP for Resolution 1325, among others: **Argentina** (has an action plan for the

defense sector), **Australia, Bosnia-Herzegovina, Burundi, the Democratic Republic of the Congo, El Salvador, France, Ireland, Nepal, New Zealand, Pakistan, the Philippines, Rwanda, Serbia, Sierra Leone, South Africa, Timor Lester.**

Georgia

Georgia has not developed the National Action Plan yet to implement UNSCR 1325, although the first steps for the promotion and execution of this document were made by eleven non-governmental organizations⁴ (one of these organizations was the Women's Information Center), in the framework of the project implemented by Women's Peace Council, supported by UNIFEM in 2002.

Elene Rusetskaia – director of Women's Information Center: "When it comes to popularization of Resolution 1325, even in 2002 important steps

⁴ Women's Council of Abkhazian Autonomous Republic; the Abkhaz Women's Association "Sabinebi"; Single Parents Association; Caucasus Women's Network; Women's Information Centre; Women's Council of Gali; The South Ossetian Women's Council for Democracy and Human Rights; People's Harmonious Development Association; Association of Disabled / Dead Warriors' Spouses; Business Women's Association of The Abkhazian Autonomous Republic; GenderMediaCaucasus.



were taken by the Women's Peacemaking Council; information about the Resolution were delivered to state authorities, society and internally displaced persons. This was a good tool for NGOs to start dialogue with Government in order to operate those topics of Resolution we considered relevant for our country."

In 2006, women's organizations in Georgia contributed to the process of lobbying the first National Action Plan to implement Resolution 1325. Despite the efforts, the process was not completed, although some aspects of the document have been included in the National Action Plan to implement the policy of gender equality for 2007-2009.

In some countries the National Action Plan covers all important topics of the Resolution 1325, in other countries NAPs' only one issue is raised (for example, security sector). Also, there are different methods for NAP preparation and well as different criteria for persons involved.

In most NAPs there are not clearly indicated financial and human resources allocated for certain fields of activity. The NAPs usually are time-framed, though in countries like Sweden and Denmark,

NAPs are under renewing process on the basis of already implemented NAPs.

Most NAPs, like NAP of Liberia, present "live" documents as they are being permanently updated during the implementation process.

National Action Plans serve the following goals:

- Participation of women in all stages of peace processes, including negotiations, peacekeeping, post-conflict peacebuilding, and transitional justice;
- Women's participation and their increased representation in decision-making processes on national and international levels;
- Providing trainings for those individuals who participate in peace operations to support UNSC Resolutions 1325 & 1820 and gender equality;
- Protecting human rights of women and girls in conflict zones;
- Public awareness raising and decisions made by the state bodies in terms of women's rights, peace and security sector;
- Prevention, protection and prosecution of gender and sexual violence.

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Internet Conference: "Women, Peace and Security: United Nations Security Council Resolutions 1325, 1888 & 1889"

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In the framework of the international action – "16 Days of Activism Against Gender Violence" – in November-December 2009 Internet Conference "Women, Peace and Security: United Nations Security Council Resolutions 1325, 1888 & 1889" was conducted.

Initiative of carrying out the Conference was women's Coalition⁵ consisted of five women's NGOs in the framework of the project "Intersectoral and community-based measures for the elimination of the domestic violence in Georgia: joint efforts on the implementation of the anti-violence legislation" supported by The United Nations Trust Fund to end Violence Against Women and also by The Kvinna till Kvinna (KTK).

Georgia has not developed the National Action Plan to implement UNSCR 1325, although the first steps for the promotion and execution of this document were made by nine non-governmental organizations (one of these organizations was the Women's Information Center), in the framework of the project implemented by Women's Peace Council, supported by UNIFEM in 2002.

Information on the Resolution 1325 was distributed to public entities, different layers of society and especially among the IDPs. For NGOs, it was a good tool to start a dialogue with the Government on the implementation of paragraphs of the resolution. In this process, cooperation between non-governmental sector and governmental organizations attached great importance. This applies both to the scope of the policy of the State, as well as finding solutions to the problems of specific people, especially those affected by conflicts, where women were in a difficult and complex situation.



In 2006, women's organizations in Georgia contributed to the process of lobbying the first National Action Plan to implement Resolution 1325. Despite the efforts, the process was not completed, although some aspects of the document have been included in the National Action Plan to implement the policy of gender equality for 2007-2009.

Aim of the Internet Conference was to create conditions for constructive and healthy dialogue to share experiences between competent experts from the different countries and representatives of different classes of society that are interested in peace, security and women's issues. Also, promote preparation for the NAP on UNSC Resolution 1325 and ensure further promotion for using women's potentials.

⁵ Women's Information Center; International Center for Information and Education of Women; Dynamic Psychology for Democracy and Development; Santskhe – Javakheti Democrat Women's Society; Women's Hope.

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Differences between conflict affected and non-conflict affected countries in terms of UNSCR 1325 implementation



UNSC Resolution and all documents adopted as a result of the Resolution concerns both conflict and non-conflict affected countries. Nowadays eighteen countries have adopted National Action Plan and majority of the Internet Conference participants think, specific of each NAP is different and depends on country conflict situation. It is remarkable that countries that adopted and implemented NAP are North Europe countries without conflicts.

The fact speaks a lot, that on the whole, three out of eighteen countries, which adopted and implemented NAPs, are post-conflict countries (Uganda, Sierra Leone, Kot d'ivoire). Though, in all

countries the adopted NAP became stimulus for women's mobilization that lead to their involvement in peace-making processes in their own countries, in some countries women came to power and even became presidents, like it happened in case of Liberia.

Some of respondents of the Internet Conference think that priorities for the NAP in non-conflict countries mostly includes security sector and internal politics while in conflict affected countries we should emphasis on not only these two fields but also women's participation in post-conflict reconstructive processes.

Implementation of the NAP is important for conflict-affected countries as well as northern countries without conflict situation and generally, for all countries aiming at ensuring gender equality and lasting peace in their own environment.

Maud Edgren-Schori – President of UNIFEM National Committee in Sweden mentioned in the Internet Conference discussion: "UNSC Resolution 1325/2000 was groundbreaking when it was passed in the SC. The specifics of the implementation are, evidently that in societies with conflicts the resolution demands the protection and participation of women, and gender mainstreaming⁶ of the peace and the peace process. In a country without a conflict the resolution demands civil and military organizations which are participating in peace-keeping, to be gender sensitive and gender balanced."

Representative of Netherlands, Jagoda Paukovic – Senior Policy advisor of the Justice and Peace Commission, considers: "The government has the first responsibility for implementation and monitoring.

In Liberia, for example, UNSCR 1325 was a great incentive for women to organize themselves and claim their participation in the peace process and post conflict strategies, resulting in a national action plan and the first elected president being a female. However, in other peace processes participation of women is still not guaranteed/reality (for example Sudan, DRC). Also resolutions following UNSCR 1325 concerning the peace process and/or DDR in the DRC do not mention gender, if women are mentioned it is as belonging to vulnerable group."

⁶ Mainstreaming in the context of education is a term that refers to the practice of educating students with special needs in regular classes during specific time periods based on their skills. This means regular education classes are combined with special education classes. Schools that practice mainstreaming believe that special needs students who cannot function in a regular classroom to a certain extent "belong" to the special education environment.

Idea of Gender Mainstreaming emerged in 1970s, designed and developed in 1980s in international organisations mainly engaged in development issues (the United States Agency for International Development (USAID), World Bank, and International Labour Organization). Beijing Platform for Action clearly defined Gender Mainstreaming as aim of practical policy.

Nicola Popovic, representative of Dominican Republic: There are different ways of implementing a UN resolution on the national level. With respect to resolution 1325 most countries have decided to develop national action plans (NAPs) on women, peace and security issues to address the multi-dimensional issues that the resolution addresses with different ministries, and also civil society actors.

Up to date there are sixteen publically available national action plans (Austria, Norway, Belgium, Portugal, Chile, Spain, Cote D'Ivoire, Sweden, Denmark, Switzerland, Finland, The Netherlands, Iceland, Uganda, Liberia, United Kingdom). These action plans differ between countries in times of peace and in the global North—mostly European—in comparison with countries emerging from conflict. While the leading agency in countries such as Cote D'Ivoir, Uganda and Liberia are the Ministries of women and development issue. Countries in the global North on the other hand, have had their NAPs led by Ministries of Foreign Affairs or Ministries of Development. Also the issues addressed in European action plans focus on mainly on issues outside their own state borders when it comes to women, peace and security. The Austrian national action plan for example has indicators that to a large extent depend on projects executed in countries like Kenya, Uganda and Liberia, while the Belgium action plan is directly connected to the Belgian development strategy.

In total, only three countries in post-conflict societies have developed national action plans that are publically accessible implementing resolution 1325. Countries such as Sierra Leone, the Democratic Republic of the Congo, Nepal, the Philippines, Bosnia Herzegovina, Serbia and other countries are either in the process of developing national action plans or have already a finalized document ready to be published in the upcoming year. Other countries such as Colombia and Israel state that the implementation of the resolution has happened through their existing national machineries. Israel for example adapted the resolution through its "Amendment 4".

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Gori, 2008
Photo by Vasil Guleuri



Methodology of defining priorities for the NAP

All the participants of the Internet Conference came up to common sense that there exists universal method of defining priorities for implementation of National Action Plan on UNSC Resolution 1325 and that country specifics means a lot also. Nowadays there exist several methods of implementing UNSC Resolution on the national level. As one of the sources, the respondents call the UN guidebook "Politics and planning on women' peace and security".⁷

The guidebook consists of detailed explanations and step by step approaches, which is widely used in preparation of effective NAP on UNSC Resolution 1325. The resource contains a huge potential and serves the NAP implementation process, in particular, first stage.

All responsible persons for the NAP implementation (conflict parties, UN Agency, civil and international society, donor organisations and ministries, partners in conflict regions etc.) have to be involved in defining NAP priorities both in conflict and non-conflict situations. The National Action Plan has to be adopted as a result of the consultations to

stakeholders and women's participation in these processes is decisive.

Advocacy and raising awareness works well in case both individuals and society uses it effectively. Women, peace and security are a global issue and can be considered as priority in the NAP preparation process. Despite the advocacy level, we can define need of this or that question.

According to the Internet Conference participants, despite the differences between the countries, it is possible to define four major priorities, desirable to take into account while adopting NAP on UNSC Resolution 1325 for its realization.

- Allocating budget for the realization of NAP;
- Involving civil sector representatives in NAP preparation and realization both in conflict affected societies and donor countries;
- Conducting joint and parallel monitoring of NAP by both NGOs and state authorities;
- Conducting gender mainstreaming on all level (that was defined by many experts as additional priority);

⁷ The guidebook is available online to the following address: <http://www.un-instraw.org/en/gps/general/implementation-of-un-scr-1325.html>. (the last visit 23.07,2010)

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Brotsleti, 2009

Photo by Women's Information Center

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Responsible and participant bodies/individuals for the NAP implementation

Majority of the Internet Conference participants imposes responsibility for monitoring the NAP implementation to the state, though it is hard to reveal the direct executor as it's not the same in every country. Women's groups and civil society has to have an influence on the process. It is necessary to create joint alliance with those part of society, which understands need and importance of women's participation in the peacemaking processes.

Persons involved in NAP implementation can be divided into two categories depending the countries: whether they live in conflict affected or non-affected countries.

In already existing NAPs responsibility is imposed to state's main bodies and those ministries, which took responsibility to coordinate the implementation.

In many cases ministries work jointly to prepare NAP and to ensure its realisation. For instance, in Chile, Ministry of Defence, Ministry of Foreign Affairs and National Service for Women's Issues worked out NAP and defined working priorities in different fields.

In different countries special operations group were created, which consisted of state authority representatives. The groups reflected different perspectives in the joint policy document. In most cases international organisations were involved in the groups' activities; in this way civil society representatives integrated into the operations groups in order to work out NAP. Working group on Resolution 1325 was created, which afterwards played important role in NAP preparation, monitoring and evaluation processes.

To ensure sustainability of the process, persons responsible for the NAP implementation and development, must be responsible for the monitoring and evaluation at the same time. In addition, alternative monitoring and implementation conducted by the international and non-governmental organisations, can only promote the process.

Stakeholders in monitoring resolutions on Women Peace and Security

Local: CSOs, NGOs, women's organizations, project beneficiaries, local UN country teams, media, human rights activists, community elders, local women leaders.

National: National government ministries, national academic and statistical organizations, parliaments, defense institutions, police, courts and tribunals.

Regional: Regional UN bodies, regional inter-governmental organizations, regional CSOs, regional NGO networks.

Global: United Nations, international donor community.

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Indicators



Indicators of the National Action Plan depend on the countries in which the plan is implemented as well as their amount. It is important the indicators to be "smart" and realistic. It is necessary to take into account accessibility to the database, especially in the field of gender-based violence.

"It is also considerable that according to the UNSC Resolution 1889 adopted on 5th of October, United Nations Secretary-General, Ban Ki-moon, promoted the following issues: "Starting from May 2010 in order to take control over implementation of the Resolution 1325 a number of indicators will be given to Security Council for consideration to be used on the global level. This can be basis of creating regional organisations and helping states prepare international reports in 2010 and in the future."

Maud Edgren-Schori: "Main actor should be the state not NGOs in the implementation and evaluation processes when it comes to conflict affected country. In Netherlands the main actor is civil society, Ministry of Foreign Affairs. Dutch Embassy can also play the same role in conflict affected countries but unfortunately, indicator of the process doesn't exist yet".

During the discussion Damira Sartbaeva, the Regional Programme Director of UNIFEM for the Commonwealth of Independent States, mentioned: "UNIFEM has sufficient experience regarding the NAP indicators to realize Resolutions 1325/1820. This can be useful in the global indicators preparation process and they will be glad to share the experience with governments and civil society in different states".

Nicola Popovic: "Indicators developed in accordance with the specific objectives and activities in an action plan will depend highly on each country context the action plan is developed in. The number of indicators differs significantly between countries. The Ugandan NAP contains around 500 indicators while other action plans do not even mention concrete indicators. It is important to highlight that indicators shall be SMART (specific, measurable, achievable, relevant and time bound) and realistic in terms of their measurement. Often indicators are formulated in a very ambitious way that is hard to be fed with reliable and verifiable data. Developing indicators it shall always be thought about the availability of the data as well, especially on delicate issues such as gender-based violence."

Shelah S. Bloom, "Violence against Women and Girls – A Compendium of Monitoring and Evaluation Indicators", AUSAID 2009; p.24⁸

Criteria for gender-sensitive indicators

Valid: Indicators should measure the aspects of the program that they are intended to measure.

Specific: Indicators should only measure the aspect of the program that they are intended to measure.

Reliable: Indicators should minimize measurement error and should produce the same results consistently over time, regardless of the observer or respondent.

Comparable: Indicators should use comparable units and denominators that will enable an increased understanding of impact or effectiveness across different population groups or program approaches.

Non-directional: Indicators should be developed to allow change in any direction, and not specify a direction in their wording (for example: an indicator should be worded as "the level of awareness" instead of "an increased awareness").

Precise: Indicators should have clear, well-specified definitions.

Feasible: It must be possible to measure an indicator using available tools and methods.

Programmatically relevant: Indicators should be specifically linked to a programmatic input, output or outcome.

⁸ Source: Conference report : Putting policy into practice: Monitoring the implementation of UN Security Council Resolutions on Women, Peace and Security`

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	<u>National Indicators</u>	<u>Global Indicators</u>
Perception of security	<ul style="list-style-type: none"> ⊙ Perception of security among the local population ⊙ Gender-sensitive content of peace agreements ⊙ Reduction of small arms and light weapons possession 	
SGBV response mechanisms	<ul style="list-style-type: none"> ⊙ Budget allocation for different sectors regarding SGBV (health, justice, correction facilities) ⊙ Number and quality of services responding to SGBV ⊙ Change of attitudes on GBV ⊙ Number of women accessing health and justice services 	
Security sector institutions	<ul style="list-style-type: none"> ⊙ Sexual harassment policies and code of conducts implemented in the security sector ⊙ Gender training conducted to security sector personnel ⊙ Coverage of gender training in the security sector ⊙ Number of protection mechanisms for internally displaced persons (IDPs) and refugees ⊙ Number of health programs implemented for refugees and IDPs ⊙ Gender-sensitive correction facilities 	<ul style="list-style-type: none"> ⊙ Code of conducts established in peace support operations ⊙ Gender trainings conducted to international mission personnel
Justice system	<ul style="list-style-type: none"> ⊙ Functioning justice system (including judges and prosecutors trained in gender issues) ⊙ Laws protecting from SGBV (domestic and sexual violence) ⊙ Number of GBV cases reported, prosecuted and sentenced 	<ul style="list-style-type: none"> ⊙ Availability for referral systems for men, women, boys and girls

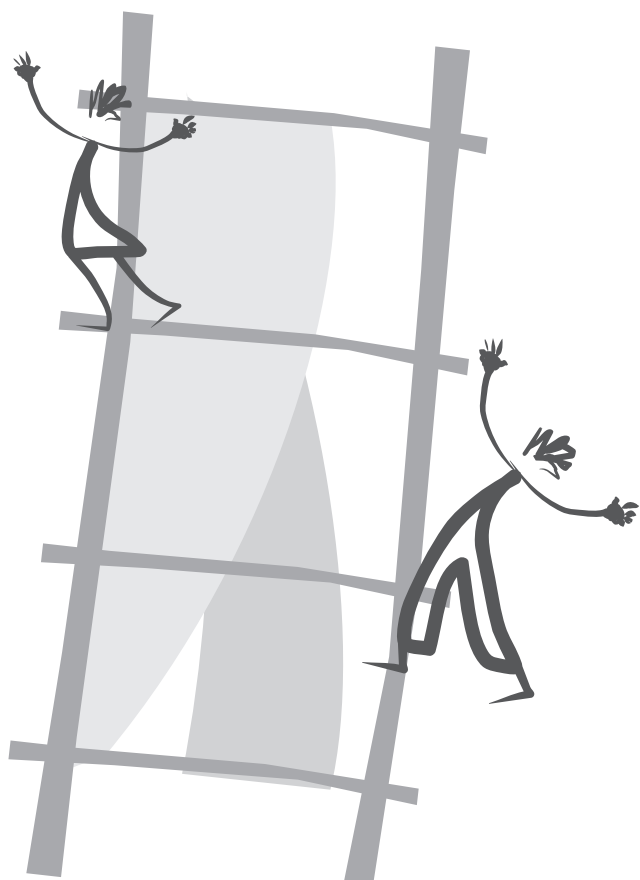
Collaborations for monitoring the implementation of Women, Peace and Security Resolutions, including National Action Plans

State level: Between responsible government ministries; Between government ministries and other state actors (Parliament, police, armed forces etc).

National level: Between national stakeholders, both state and non-state agencies (CSOs, research institutions etc); Between national CSOs.

Regional level: Between national and international CSOs; Within regional inter-governmental organizations (EU, AU, OSCE, regional UN bodies etc).

International Level: Bilateral or multilateral partnerships between states; International networks.



National mechanisms

- Political will is necessary for preparation, inculcation and monitoring of NAP on Resolution 1325. Such political will is important element during the whole preparation process and then during the NAP monitoring and evaluation processes.
- Civil society should be part of not only NAP preparation process but also implementation and evaluation processes.
- There has to be some resource for working out mechanisms of gathering data and indicators, also for evaluating influence and changes followed by the NAP realization. Gender budgeting can become on of the effective tool to ensure realization of the Resolution 1325. Also, other resources, like private sector, have to be studies.
- For the process of monitoring NAP implementation it is important to organize periodic meetings and close cooperation with the Ministry representatives responsible for the NAP implementation.
- For implementing and monitoring National Action Plan it is necessary to improve national mechanism of cooperation, involve civil society and state body representatives in the process, analyze and monitor different arrangements and initiatives on the national level.

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Budget and Planning

During the Internet Conference discussions participants stated that real planning and sufficient resources ensure successful political implementation of NAP on Resolution 1325.

At the same time, in the countries where the NAP is going to be implemented, internal and external sources of funding should exist. There are some cases when there is several source of funding in the state but for this political will from the different institutions and ministries is important.

First of all, resource allocation for the activities that promotes women's protection and involvement in peace making processes is necessary. This has to be a transference process where it will be clarified which resource belongs to which activity.

Though, as some of the respondents think, not only financing is important for the NAP's successful implementation but also other resources, such as: human resources, programming software, communication, and infrastructure as well as experienced persons with appropriate skills.

Nicola Popovic: "Budgeting is an essential issue when it comes to an area that tends to be underfunded and understaffed. Realistic planning and sufficient resources are key to any successful policy implementation strategy. With respect to the implementation national action plans of resolution 1325, most of the funding has been provided by the implementing government with very differing

budgets and funding opportunities. In countries such as for example Norway the action plan has not only been funded by the government but also initiatives outside Norway supporting the implementation of women, peace and security issues have been funded by the respective government. Other countries such as Liberia for example depended a lot more on outside funding developing, implementing and evaluating its national action plan. In cases such as Chile the action plan has been developed with relatively few sources but a lot of political will in the different implementing institutions and ministries."

Maud Edgren-Schori: "Budget is always a crucial (and difficult) part, however very important. Resources must be earmarked to be allocated to activities which will contribute to the protection of women and promote women's participation. It must be a transparent process in which it is clarified which resources are meant for specific activities, aiming at women's empowerment and gender mainstreaming. The entire society will certainly benefit from a systematic implementation of 1325 as it means that the experience and the capacity of both women and men are included in the solutions for the society. This is the basic argument for CEDAW, Beijing Platform for Action and for 1325. For a sustainable peace in which all citizens can feel that they are included, 1325 strongly required."

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Strategies, which influence the success of implementation



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Summarizing

To conduct a successful monitoring of NAP implementation, role of every stakeholder in very important.

The Government has responsibility to work out Action Plan and promote stakeholders' involvement on national level and it has to be maintained in the process of implementation, monitoring and evaluation. All the interested Ministries, academic circles, civil society, state institutions: police, Parliament, armed forces etc. should be involved in the process.

Working groups or so called Target Groups that supervise NAP implementation may be consist of representatives of state authorities as well as civil society organisations.

Institutions such as embassy can also play an important role and take control over the implementation process in its own country.

For example, in the beginning of implementaiton of the Resolution 1325 in Finland, after 100 days of its inculcation, Embassy of Finland, which was accredited in the world, had to present report of the NAP implementation.

For successful cooperation between the stakeholders, work coordination between the Ministries responsible for the implementaiton is very important. In some countries, in the Ministries special monitoring and implementing coordination groups are created.

In ideal case, every institution should have coordination center or group that will be responsible for taking relevant measures and conduct appropriate activities.

Role of NGOs is realy important to control the process how government accomplishes its commitments. Cooperation with women's NGOs and military units is important. For example, Cooperation between military and non-governmental organisations is essential in terms of conducting trainings for peace mission representatives in the field of gender equality.

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Development and implementation of UN Security Council Resolution 1325 in Georgia – reality and perspectives

Georgian experts, which took an active part in the online-conference, state: "Given the fact that 18 countries had adopted a National Action Plan to implement UNSCR 1325, particularly in countries where for years there was no armed conflict, for Georgia, it will be a significant step forward. By itself, the National Action Plan is a most important document for the state, which on the one hand confirms the readiness of the Government to act declares the importance of the issue and recognizes the existence of the problem."

"Georgian government is facing many problems caused by armed conflicts of recent years and the Russian-Georgian war of 2008. In the country there are tens of thousands of IDPs, but not yet an effective policy implemented towards a peaceful settlement of conflicts. This was accompanied by the fact that the government has long ago had to recognize the need to implement UN Security Council Resolution 1325, and confirmation of this had to be the adoption of the National Action Plan about which the Government has been asked by non-governmental organizations through specially designed recommendations and suggestions." – Tsikhistavi Nina, Georgia, Chairman of the NGO "Women's Network of the Caucasus."

Georgian National Action Plan on implementation of Resolution 1325 will have a positive impact on the overall situation of IDPs in Georgia. In the society of IDPs – refugees, gender equality issues have an important role. Along with the traditional role, in the period of displacement women have

taken on new commitments expressed in the daily struggle to win basic security of their children and family members.

Unfortunately the reality remains, and the fact that for some women IDPs the issue of integration into society is still not regulated. The participation of IDPs, and in particular women IDPs, in social, political life, in decision-making is not very high. The action plan should take into account the situation of women IDPs, to determine the role and tasks of the society for the advancement of women. In this case the plan will be effective and will be valuable for women affected by conflict.

Another important issue is the future implementation of the Action Plan. "It is very important that the document does not remain just a document, it is important for real changes to take place, which will facilitate women's active participation in the negotiation process for the peaceful settlement of the conflict." – Helen Rusetskaya, Georgia, Head of the Women's Information Center. "Responsibility for the implementation of national action plan, which will become an instrument for the implementation of UN Security Council Resolution 1325, should be proportionally apportioned between the authorities of both the executive and legislative branches. Therefore it is difficult to identify priority ministries, because we are talking about a common and complex approach for solving the problem, with more or less pronounced involvement in this process. – Nino Tsikhistavi.



Today, many Georgian experts have radically divergent views on the prospects for adoption of the NAP for the implementation of Resolution 1325 in Georgia. Some of them believe that for the development and adoption of the National Action Plan to implement the activities for the implementation of Resolution 1325 (2000) the political will of the Georgian government is essential and that political will doesn't exist today. Another part of the experts believe that the obstacles to the implementation of goals does not exist, since the Parliament of Georgia established a permanent consultative Parliamentary Council for Gender Equality, which will contribute to the development and adoption of National Action Plan.

"I believe that the principal obstacle to this question does not exist. We need to prove that this problem is relevant and indeed necessary to carry out." – Julia Kharashvili, Georgia, Deputy Head of the Department of International Relations, Ministry of Internally Displaced Persons from the Occupied Territories, Accommodation and Refugees of Georgia..

All the experts agreed on the following: there must be a common strategy based on cooperation and constructive dialogue among all segments of society that would give the correct direction to the development of the process.

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Gori, "City of Camps", 2008
Photo by Women's Information Center

Problems of Women IDPs in Georgia and participation of women in conflict resolution and peacemaking

As the respondents of the Internet conference believe, challenges existing today for women IDPs of Georgia can be divided into social, economic and psychological. Although, after the August war to the total amount of IDPs were added "new wave" displaced persons and then a gradual separation of problems should be noted.

During the first few months women affected by war had the same humanitarian needs that the rest of IDPs' society. The main problems were connected with the housing issue (insufficient size of the home, not existing basic sanitation in IDPs' compact centers, women often had nowhere to cook a hot meal, it was hard to care about the welfare of their family, they practically had no personal life).

In the next step, after the resettlement, the other problems arose:

- ▶ Ensuring the children a full diet;
- ▶ Creation of conditions for welfare of families;
- ▶ Employment;
- ▶ Problems associated with water (in some IDP settlements);
- ▶ Educational materials (despite the fact that the Government has allocated allowances for all children of IDPs, in the new settlements children still need additional amount);
- ▶ Settlement in the new place of residence, psychological and social problems associated with this;
- ▶ Security issues that have arisen in some villages

(in the villages located near the administrative boundaries);

- ▶ Issues related to health (including reproductive health);
- ▶ Problems with infant nutrition;
- ▶ No social benefits for women who do not have Georgian citizenship;
- ▶ Inability to return to the former places of residence;
- ▶ Transportation / relocation; (safe journey to their villages, costs for transportation, orientation in the city);
- ▶ Useful information (information about family members, about existing benefits, safe return, abandoned housing / property, health care and its accessibility);
- ▶ The media (TV, newspapers, radio, mobile, information boards, the coordinator on place);
- ▶ Lack of kitchen or other household supplies.

"In 2009, with the aim of financial assistance to IDPs was opened a bank account for women IDPs. It was assumed that women are more credible and purposefully spend money on children and supplementary feeding and will not spend them in vain. Together with international organizations the Ministry resolves the problems in the new settlements by improving sanitary conditions in order to secure more safe living conditions for women and girls. This topic has been the subject of discussion during the visit of the head of World Bank and is actively considered by other donors." – Julia Kharashvili, Georgia, Deputy Head of the Department of International Relations, Ministry

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2 of Internally Displaced Persons from the Occupied
3 Territories, Accommodation and Refugees of Georgia.

4 According to the experts in the field of peacekeeping,
5 today there are broad opportunities for women to
6 make actions. This concerns the advancement of the
7 role of women both at the community level (informal
8 and formal leaders) and their activation at the level of
9 non-governmental structures, local self-government.

10 Association of women around the most pressing
11 problems can result in a Women's Peace Movement.
12 The most important is the revitalization of women and
13 joint action. If the problem will be solved by women
14 at the community level, this experience can be used in
15 the process of advocacy and during the peace dialogue
16 between the parties.

17 Of course, in the opinion of the majority of conference
18 participants, civilian and peacekeeping education in
19 which the woman has a primary role is an important
20 area. The result of all these processes should be
21 the writing of publications, scientific analysis and
22 development of recommendations.

23 United Nations Development Fund for Women (UNIFEM)
24 with its partner organisations "Taso" Foundation and
25 Women's Information Center (WIC) carries out a project
26 "Women for Equality, Peace and Development in Georgia"
27 supported by the Government of Georgia. The project
28 aims at supporting groups of internally displaced and
29 conflict affected women as well as civil society and
30 other state partners through providing possibilities to
31 them to improve gender equality in Georgia.

32 "One Window" Consultation meetings take place
33 periodically. Its aim is to solve problems of IDPs in
34 place. It is important that attendees of the meetings are
35 representative of those bodies, which are responsible
36 for the IDPs issues. The project is carried out with
37 close cooperation to the Ministry of Internally Displaced
38 Persons from the Occupied Territories, Accommodation
39 and Refugees of Georgia in five target regions: Tbilisi,
40 Kutaisi, Rustavi, Gori and Zugdidi.

The most complicated problems revealed during the
meetings were:

- 38 ▶ Living conditions
- 39 ▶ Roof problems
- 40 ▶ Damaged buildings
- ▶ Absence of premises
- ▶ Damaged water wiring





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Shindisi, 2008
Photo by WIC

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Gori, 2008
Photo by Vasil Guleuri

Georgian IDP Women's Participation in decision-making processes

According to an official statement of the Ministries of Georgia, the society of IDPs is actively involved in the process of planning of special programs. This occurs by various methods: different meetings of the ministers and representatives of the Ministry with representatives of NGOs and IDPs; visits to the compact settlements of IDPs by representatives of ministries for field studies, the active work of the four regional offices⁹ created to address the problems of IDPs in the fields, holding seminars and trainings for IDPs; a great inclusion of IDPs provides the joint consultation process, e.g. when it happened during the writing of the State Strategy for IDPs.

According to David Lomidze, Georgia, Deputy Minister of Labour, Health and Social Affairs of Georgia: "For people affected by conflict and in particular for women there is the following assistance provided: benefits for IDPs and refugees (each person living in a compact center of the resettlement gets 22 GEL (approx. 12 dollars) in the private sector – 28 GEL (approx 15 dollars). Cash assistance – some portion of cash benefits were distributed among those families who have not previously received benefits, e.g. those who were forced to leave their residence on Aug. 6, 2008, and settled all over the territory of Georgia; those who in accordance with the rules was checked in the Civil Registry Agency under the Ministry of Justice of Georgia;¹⁰ those who settled in the rehabilitated or constructed by government specifically for IDPs buildings; those who can not

return to their homes (owing to the occupation of these territories), and at the same time do not have any job (except for scientific and educational activities) in any of the budgetary organizations. Accordingly, the above mentioned families receive an allowance of 30 GEL (approx. 16 dollars) per person and for each subsequent family member 24 GEL (approx. 13 dollars). In addition, IDPs have received one-time assistance in the amount of 200 GEL (approx. 109 dollars)."

In 2010, the country's budget provides a program of health insurance in IDPs compact centers which aims at improving the quality of health care for IDPs. In parallel, the Georgian Ministry cooperates with non-governmental sector, which also carries out various programs for IDPs.

According to some local experts, the participation of IDPs, and in particular IDPs – women, in social, political life and in decision-making process today is very low. IDPs remain "invisible" and all decisions are made on their behalf and without their participation. The only "niche", where women IDPs are trying to influence the decision-making process remains a non-governmental sector. It is through NGOs they are trying to actively give voice to their own problems. These issues require additional action by the government and society, as without their direct participation in everyday life we are faced with inadequate, ineffective and inefficient decisions. For example, the damages inflicted upon civilians by the Russian-Georgian war in August 2008, have not been established and clarified properly until today.

The United Nations Security Council Resolution 1325 Reaffirms the important role of women in the prevention and resolution of conflicts and in

⁹ Adjara and Samegrelo – Zemo Svaneti Regional Department; Imereti, Guria, Racha – Lechkumi and Kvemo Svaneti Division; Kvemo Kartli, Mtskheta – Tianeti and Kakheti Division; Shida Kartli and Samtskhe – Javakheti IDP Unit. See: <http://convert.ge/ge/text.shtml> (last visit 23.07.2010).

¹⁰ Public legal entity.

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2 **peace-building, and stressing the importance of**
3 **their equal participation and full involvement in**
4 **all efforts for the maintenance and promotion**
5 **of peace and security, and the need to increase**
6 **their role in decision-making with regard to**
7 **conflict prevention and resolution.**¹¹

8 For experts working on human rights, women's
9 rights and gender, role of women is important
10 in all spheres of life, especially with regard to
11 security issues and processes of rehabilitation of
12 the country affected by conflict. According to Maya
13 Kuprava – Sharvashidze, Georgia, International
14 Center for Women's Education and Information:
15 "Women should be represented in:

- 16 ▶ The peace process discussions;
- 17 ▶ The Patrol Police Ministry of Internal Affairs
18 of Georgia which controls the areas on the
19 borders of conflict regions in Shida Kartli and
20 Samegrelo – Zemo Svaneti. It is important for
21 effective peace-building process;
- 22 ▶ During elections to local government, it is
23 important to nominate and select more women
24 candidates in the "hot" regions of the country,

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¹¹ UNSC Resolution 1325

the executive power in these regions is desirable
to be gender-balanced;

- ▶ In the "hot" regions would be timely to consider
the nomination of women for governor positions
which would effectively affect the processes of
peaceful regulation of the conflict;

Women's participation in educational activities for
civil security is important and necessary."

According to the representatives of ministries, on
the Georgian territories near the conflict zones there
are intensive demining going on of areas affected
by the conflict in 2008. There are areas which are
fully cleared, but the program will continue for as
long as the territories are fully defined. Regarding
the inclusion of women in demining operations,
representatives of ministries responded as follows:
"This is the process in which women should not
take part and it must depend entirely on the
coordinated actions of Interior Ministry of Georgia."–
Eka Gulua, Ministry of Internally Displaced Persons
from the Occupied Territories, Accommodation and
Refugees of Georgia. Media Manager.



Tsilkani, 2009
Photo by Women's Information Center

Annex



Participants of the Internet Conference were representatives of state authorities, international and non-governmental organisations, experts from the different countries of the world. Total number of participants was 16:

Eka Gulua – Georgia

Ministry of Internally Displaced Persons from the Occupied Territories, Accommodation and Refugees of Georgia. Media Manager.

Maud Edgren-Schori – Sweden

President of UNIFEM National Committee.

Rusudan Kervalishvili – Georgia

The Deputy Chairperson of the Parliament, the Chair of the Gender Advisory Council under the Chairperson of the Parliament.

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Abbreviations

DPKO – The Department of Peacekeeping Operations

DPA – United Nations Department of Political Affairs

UNIFEM – UN Development Fund for Women

UNDP – United Nations Development Programme.

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