



PUBLIC DEFENDER  
(OMBUDSMAN) OF GEORGIA



# MONITORING REPORT OF THE 2018-2020 NATIONAL ACTION PLAN OF GEORGIA FOR IMPLEMENTATION OF THE UN SECURITY COUNCIL RESOLUTIONS ON WOMEN, PEACE AND SECURITY

## Findings and Recommendations



Public Defender of Georgia

2021

UN Women is a United Nations agency working on the promotion of gender equality and empowerment of women. The purpose of the foundation of the organization was to protect the interests of women and girls around the world and to meet their priorities.

UN Women supports the UN Member States in the development of universal standards of gender equality; cooperates with governments and civil society in the process of developing legislations, policies, programmes and services in compliance with the mentioned standards. UN Women promotes women's equal participation in all spheres of life and particularly focuses on five main areas: increasing women's leadership and participation in public life; elimination of violence against women; ensuring women's participation in all aspects of peace and security processes; economic empowerment of women; integration of the principles of gender equality, as an important priority, in the planning of country's development and budget. In addition, the organization coordinates and promotes gender equality-related activities within the UN system.

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# INTRODUCTION

The UN Security Council adopted its first Resolution №1325 on Women, Peace and Security 20 years ago, recognizing the importance of participation of women and girls in security, peacebuilding, and conflict resolution. This resolution laid the groundwork for a series of nine additional resolutions<sup>1</sup> that also focus on women's participation in decision-making, their protection, access to public services, and the prevention of all forms of violence, including sexual and gender-based violence.

In order to implement these resolutions, the National Action Plan was approved in Georgia for the first time in 2011,<sup>2</sup> and on April 10, 2018, by the Resolution №173 of the Government of Georgia, the 2018-2020 National Action Plan of Georgia for Implementation of the UN Security Council Resolutions on Women, Peace and Security entered into force for the third time.<sup>3</sup>

The Public Defender of Georgia, in the framework of its constitutional mandate, monitors the National Action Plan, aiming to assess the country's commitments, identify gaps and problems, and study the human rights situation of IDP and conflict affected women and girls.

The monitoring results show that equal participation of women in peace, security and reconciliation processes remains a challenge in Georgia, both locally and internationally, especially in the context of the new coronavirus pandemic, which has further aggravated and threatened women's participation in peace processes and policy development.

At the same time, during the pandemic the burden of unpaid domestic work has increased for women. Women's economic well-being has been put at risk and gender-based violence has increased.

This report presents the main findings of the monitoring and the evaluation of fulfillment of indicators with accompanying recommendations. We express our hope that the recommendations will assist the agencies to develop next National Action Plan and to better reflect shortcomings and challenges that were identified during the implementation of the plan in 2018-2020. In addition, focusing on the problems posed during the pandemic, the report will assist in taking proactive steps to protect and assist IDP and conflict affected women and girls.

1. UN Security Council resolutions are available at: <http://www.peacewomen.org/why-WPS/solutions/resolutions>

2. Resolution №173 of the Government of Georgia of April 10, 2018 On the approval of Georgia's 2018-2020 National Action Plan for the Implementation of the UN Security Council Resolutions on Women, Peace and Security.

3. Resolution №173 of the Government of Georgia of April 10, 2018 On the approval of Georgia's 2018-2020 National Action Plan for the Implementation of the UN Security Council Resolutions on Women, Peace and Security.

# 1. METHODOLOGY

During September-November 2020, the Office of the Public Defender of Georgia, within the framework of monitoring the implementation of the National Action Plan on Women, Peace and Security, assessed the activities carried out by the agencies and their impact on the human rights situation of target groups, as well as the conditions of IDP and conflict affected women and girls during coronavirus pandemic.

At the **first phase** of monitoring, we requested written information from the agencies responsible for the implementation of the National Action Plan.

The **second phase** involved meetings with representatives of the agencies responsible for implementing the action plan, using a variety of digital technologies.<sup>4</sup> Meetings were held with self-governing bodies, representatives of non-governmental organizations, women and girl IDPs and those living in the villages adjacent to the administrative boundary line.

In the **third phase** of the monitoring, the information provided by the agencies and received at the meetings were analyzed, a report on the implementation of the plan was prepared and the accompanying recommendations were developed.

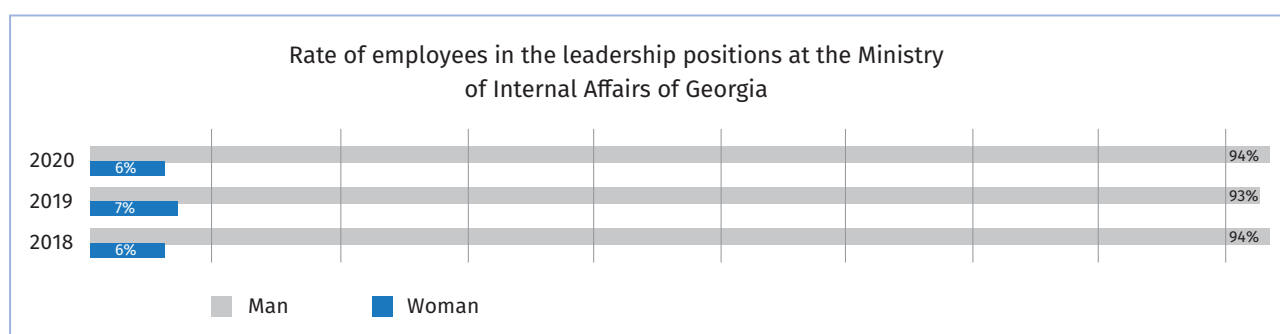
4. Due to pandemic restrictions, meetings were held remotely.

## 2. MAIN FINDINGS

### 2.1. Women's Participation in Security Sector and Peace Negotiations

During the reporting period of the implementation of the National Action Plan, the Ministry of Defence of Georgia developed a system for collecting and analyzing gender-segregated data, it also approved a Gender Equality Strategy, which will assist in protecting gender equality principles and improving the situation of women at the agency. Unfortunately, the Ministry of Internal Affairs of Georgia has not yet developed a similar system and has not approved a document on the gender equality,<sup>5</sup> which is important for gender mainstreaming and relevant human resources policy at the Ministry.

The number of women employed in leadership positions at the Ministry of Internal Affairs of Georgia has increased in 2018-2020, although it is still critically low and ranges from 6% to 7%.<sup>6</sup> On the other hand, 33% of women are in leadership positions at the civil service of the Ministry of Defence, which is 10% more than the last year.



Women are still not represented in the positions of military attachés in diplomatic missions.<sup>7</sup> Also, the representation of women in peace negotiations did not increase during the reporting period, with a rate ranging from 33% to 20% in 2018-2020.<sup>8</sup>

During the implementation of the National Action Plan, four meetings were held with the involvement of the participants in the Geneva International Discussions, women affected by the conflict and non-governmental organizations,<sup>9</sup> with the aim of informing the participants about the progress of the peace negotiations. In the framework of the Incident Prevention and Response Mechanism (IPRM), 6 meetings were held in 2018-2019. Due to the destructive approach of the occupation regime, this mechanism has been suspended in Gali and

5. According to the Ministry of Internal Affairs of Georgia, the Human Resources Management Department provides all interested parties with the statistical data.

6. Indicator 1.1.d. Baseline: Ministry of Defence - 32%; Ministry of Internal Affairs - 3%.

7. In order to increase the representation of women in the positions of military attaché in diplomatic missions, the Ministry of Defence is reviewing the gender equality policy and finding/developing relevant training programs. Letter MOD 0 20 01016132; 06.11.2020.

8. This data depends on the gender of the persons employed in specific positions.

9. Letter of the Ministry of Foreign Affairs N°01/28870; 03.11.2020.

restored in Ergneti in August 2020; hence, only one meeting involving women affected by the conflict and women's NGOs was held.<sup>10</sup>

Despite these meetings, the information of the representatives of the non-governmental organizations is noteworthy, according to which they have no information about the effective steps that have been taken to solve the named problems in the Geneva international discussions process. In addition, they believe that meetings with those involved in the negotiation process should have a consultative, accountable nature.

Compared to last year, the rate of public diplomacy initiatives has decreased.<sup>11</sup> In 2018-2020, the Office of the State Minister approved 161 projects with regard to Occupied Territories, out of which 22 projects addressed women's issues or were submitted by women's NGOs. In addition, the Interagency Commission and government agencies implemented the project "Training Course - How to Start a Business" in 2018-2020, which aimed to strengthen the leadership skills of the participants.<sup>12</sup> Twelve consultation meetings were also held, where in addition to leadership issues, issues of violence, services and referral mechanisms were discussed.<sup>13</sup>

Lack of projects focused on women's priorities are also lacking. In addition, it is unknown what impact these projects had on the population, therefore, the results of the projects cannot be measured.

## **2.2. Involvement of IDP and Conflict-Affected Women in Conflict Prevention and Resolution**

With the involvement of women and youth affected by the conflict, the agencies held a number of meetings to establish a regular dialogue mechanism and to implement targeted programs. However, at the meetings of the Office of the Public Defender with IDP and conflict-affected women it was clear that conflict affected women in a number of villages lack information on these meetings; therefore, it is not possible to put important and problematic issues for them on the agenda of the municipalities and agencies.<sup>14</sup>

The situation is still the same in terms of the meetings held by municipalities, in which IDP and conflict-affected women are less involved, citing distrust, and believing that effective steps will not be taken for their benefit again.<sup>15</sup> As a result, it is impossible to identify the specific needs and problems of IDP and conflict-affected women and girls and to plan further steps.

Despite discussing the needs, priorities and recommendations of IDP and conflict-affected women in the negotiation process, it is still unknown to the Public Defender of Georgia whether the recommendations have been taken into account and whether concrete steps have been taken to meet the needs of IDP and conflict-affected women and girls.

10. Letter of the Office of the State Minister №1309; 27.10.2020.

11. In 2018, 10 projects were funded - 15%, in 2019 - 11 projects - 17%, and in 2020 - only 4 - 13%.

12. In 2018, 17 women affected by the conflict were trained (Zugdidi - 14, Gali - 4). In 2019, 16 women affected by the conflict were trained (Tsalenjikha - 13, Gali - 3). In 2020, 12 women were trained (Gori, Kaspi, Khashuri, Kareli).

13. Letter of the Administration of the Government of Georgia GOV 0 20 00057127; 30.12.2020.

14. Perevi, Ergneti, Nakra, Chuberi, Maziri.

15. Nakra, Chuberi, Maziri.

### 2.3. Localization of the National Action Plan

One of the priorities of the National Action Plan for 2018-2020 was the localization process, which means active cooperation with the target municipalities,<sup>16</sup> which were selected in the localization process coordinated by the UN Women. The purpose of this process was to facilitate the implementation of existing policies at the local level.

In the interim report of the National Action Plan, the Public Defender of Georgia positively assessed the knowledge of the municipalities involved in the localization process and their readiness to implement various activities, although specific measures and activities at the local level were still implemented by international and non-governmental organizations.

Awareness on gender equality councils and their functions is still problematic among the population. Especially during the coronavirus pandemic, the needs of IDP and conflict-affected women have not been studied and no effective steps have been taken in this direction.

### 2.4. Security and Prevention of Risks

As in the last year, normative documents of a gender-sensitive early warning system have not been developed yet.<sup>17</sup> A study of the needs of the population living in the villages adjacent to the occupation line, especially those of women and youth, revealed mainly infrastructural problems, which, in some cases, were resolved.<sup>18</sup> However, access to transport, internet, water and electricity is still problematic in some villages.

According to residents of villages near the occupation line, no one has taken care of raising their awareness on security issues; they themselves have information on which areas are safe for them to move, and they avoid illegal arrests as much as possible, which according to them has declined in recent years.<sup>19</sup>

During the reporting period, the Office of the State Minister, in cooperation with various agencies, held 12 outdoor meetings on the topic of violence against women, minors and domestic violence, which raised the level of awareness among women and girls living in villages about state services for protection and assistance of victims of violence.

### 2.5. Gender-based Violence

Informational meetings held by the agencies on issues of violence as well as on victim protection and assistance services raised awareness among public, but stereotypes about women and domestic violence are still evident, which is also linked to the lack of cooperation with the law enforcement bodies.

16. Municipalities selected during the localization process: Dusheti, Gori, Kareli, Kaspi, Khashuri, Sachkhere, Stepantsminda, Tsalenjikha, Tskaltubo, Zugdidi.

17. According to the Emergency Management Agency, the project "Expansion of the Multiple Threat Early Warning System and the Use of Climate Information in Georgia" plans to develop nationally and locally integrated early warning systems, followed by the development and adoption of relevant legal acts. MIA 2 20 02531473; 26.10.2020.

18. The road was repaired in the village of Chorchana.

19. Perevi, Ergneti, Nakra, Chuberi, Maziri.



The concept of rehabilitation of victims of sexual violence during the conflict has not yet been developed at this stage.<sup>20</sup>

Measures to help victims of violence in a number of municipalities should be noted positively, although the lack of such services in some municipalities is linked to a low level of referrals.<sup>21</sup>

## 2.6. Raising Awareness of Employees in the Security Sector

The training of staff in agencies on gender equality, discrimination, sexual harassment and violence against women, peace and security should be positively assessed. More than 12,000 employees were trained at the Ministry of Internal Affairs, and up to 5,000 military personnel at the Ministry of Defence.<sup>22</sup> In addition, various training courses and modules have been developed on UN Security Council resolutions and on violence against women and domestic violence.

Positive assessment needs to be made on the integration of domestic violence issues into the pre-transfer preparation and psychological rehabilitation processes, that allows military servicepersons and their families to receive psychological counseling/therapy.

In addition, the Ministry of Defence of Georgia employs 20 gender advisers, whose functions are defined, although the Ministry does not plan to approve the job description of advisers.<sup>23</sup>

## 2.7. Access to Public Services

In 2018-2020, the Legal Aid Service held a number of meetings with women and girls affected by the conflict.<sup>24</sup> During the reporting period of the implementation of the National Action Plan,<sup>25</sup> the number of free legal aid significantly increased: 65 788 persons were consulted, of which 40 888 were women and 24 3030 – men, respectively.

Also, the Office of the State Minister held 23 meetings with IDPs women and women living adjacent to the administrative boundary line to provide them with information and study their needs. In addition, within the Interagency Commission on Gender Equality, Violence against Women and Domestic Violence, a working group was set up in 2019, which held 40 meetings to identify health and social needs.<sup>26</sup> However, based on meetings held by the Public Defender, it can be said that awareness of social and health services is still low among IDP women and girls.

20. In the framework of the Interagency Commission on Gender Equality, Violence against Women and Domestic Violence, work on referral procedures on violence against women and domestic violence is underway. The document will be of a universal nature, which will address the issues of rehabilitation of victims of sexual violence during the conflict.

21. Kareli Municipality.

22. In relation to the Public Defender's recommendation to introduce a mechanisms for measuring the results of trainings conducted at the agency, the Ministry of Internal Affairs states that, the Department of Monitoring Human Rights Protection and Quality of Investigation oversees the quality of the investigation and evaluates the application of knowledge gained by the investigators in practice. Pre- and post-tests are used in the trainings to test the knowledge gained during the teaching activity.

23. Letter of the Ministry of Defence of Georgia MOD 0 20 01016132; 06.11.2020.

24. In 2018, 23 meetings were held. In 2019, 151 women and 120 men attended 17 meetings. In 2020, 156 women and 362 men attended 15 meetings.

25. Years of 2018-2020.

26. Letter of the Administration of the Government of Georgia GOV 0 20 00057127; 30.12.2020.

The social programs developed by the municipalities, which are aimed at single and parents with multiple children, and address both financial and food and other infrastructural problems, should be positively assessed, but even here we face a low level of public awareness, which in itself reduces access to various programs by the population.

## 2.8. Psychological and Reproductive Health

Despite numerous recommendations from the Public Defender of Georgia regarding access to psychological services, this issue remains a major problem. During the implementation of the National Action Plan, no specific psychosocial rehabilitation and reproductive health services were offered to women and girls affected by the conflict. According to the Ministry of Health, work is underway to develop a state strategy for mental health, which will take into account the needs of IDP and conflict-affected women and girls.<sup>27</sup>

Access to maternity hospitals and well-equipped dispensaries, as well as, insufficient number of doctors are still problematic in a number of villages.<sup>28</sup> The use the services of a gynecologist is especially alarming, which is possible only in large cities, which is linked to the problem of transportation and the lack of housing in the city.

Free health services for persons living in Abkhazia and Tskhinvali regions under the state referral program within the framework of reconciliation and engagement policy shall be positively assessed.<sup>29</sup> However, this year, the use of these services has been hampered by restrictions designed to prevent the spread of the coronavirus.<sup>30</sup>

## 2.9. Education of IDP and Conflict-Affected Women and Girls

The Public Defender of Georgia positively assesses the integration of the issues and principles of peace education, civil defense, security and the UN Security Council resolutions in the national curriculum, together with the practice of funding the education of IDPs and conflict-affected students. However, the population of Svaneti region,<sup>31</sup> including teachers, does not have information about the above program, which, in itself, limits students' access to higher education.

According to the Ministry of Education and Science of Georgia, the affected students in the villages adjacent to the administrative boundary line are being funded continuously, including in the framework of the social program.<sup>32</sup>

27. Letter of the Ministry of Internally Displaced Persons from Occupied Territories, Labour, Health and Social Affairs of Georgia №01/14213; 12.11.2020.

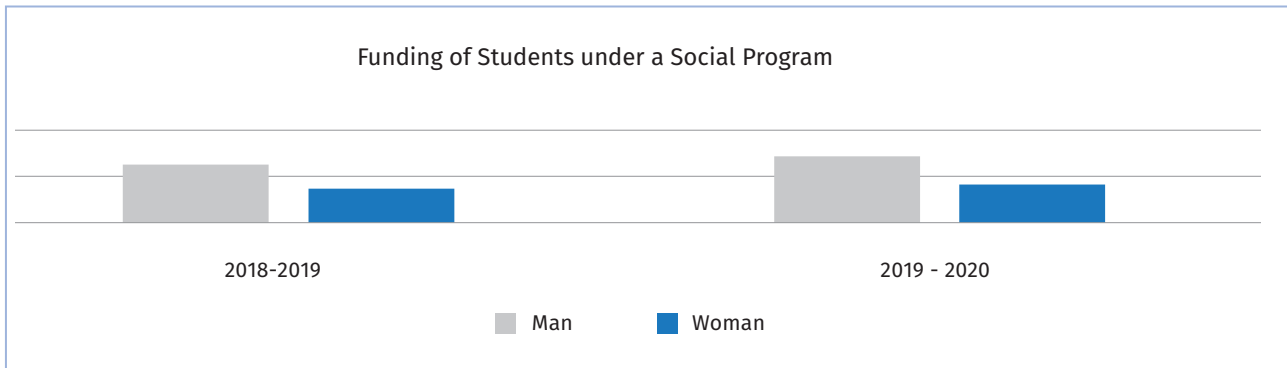
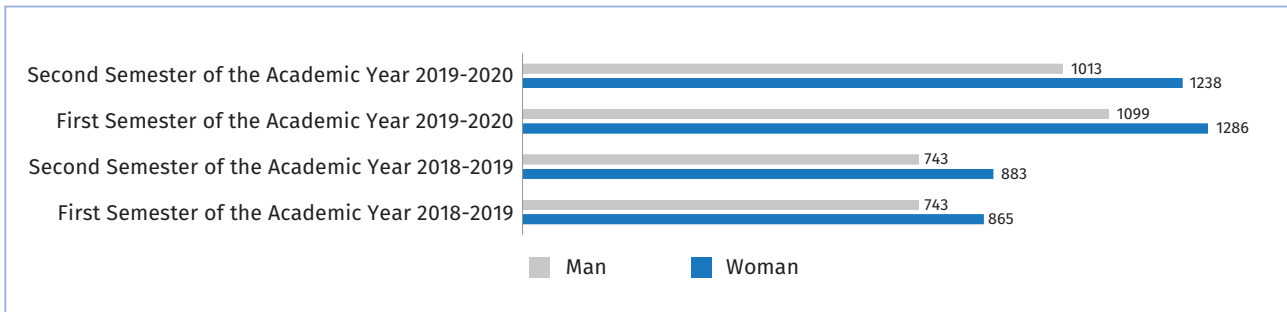
28. Egneti, Zardiaantkari, Chorchana, Kareli, Metekhi IDP Settlement. Maternity hospital and outpatient clinic are in order in the village of Perevi.

29. Letter of the Office of the State Minister for Reconciliation and Civic Equality of Georgia №1309; 27.10.2020. This service was used by 790 women in 2018; By 789 women in 2019 and by 402 women in 2020 respectively.

30. Obligation to be quarantined for two weeks; Locking the check points.

31. Meeting with school teachers in Svaneti region: Nakra village, Chuberi, Maziri (Becho community).

32. Letter of the Ministry of Education and Science of Georgia MES 4 20 0001121002; 25.11.2020.



Thirty-four returned migrants, including 29 women, applied to the Temporary Governmental Commission for Response to the Needs of the Affected Population in the villages adjacent to the administrative boundary line, for training and capacity building, which amounted to 85.3% of the total number.<sup>33</sup> Within the “Vocational Education Support Program”, transport services were provided to 524 IDPs, including 263 women (50.19%) in 2018-2020.

Despite state funding for students, following problems have been indicated: the quota for the quantitative amount of financial aid,<sup>34</sup> access to computers (especially in large families) and internet and student housing.<sup>35</sup>

## 2.10. Economic Empowerment of Women and Girls

As a result of the monitoring, it can be said that the agencies conducted a number of trainings on the economic empowerment of IDP and conflict-affected women and girls. Nevertheless, in meetings with women affected by the conflict, the application of knowledge gained at the training in practice, related to the lack of land and finances, was again cited as a problem. In addition, the use of courses and vocational institutions is also problematic, as the schools are mainly located in large cities, which is associated with transportation and other additional costs.

33. Letter of the Ministry of Internally Displaced Persons from Occupied Territories, Labor, Health and Social Affairs of Georgia №01/14213; 12.11.2020.

34. Meeting in the village of Perevi - Pupils living in the villages adjacent to the administrative boundary line continue their education in the graduating classes in the schools of the village Perevi, therefore, students living in Perevi are limited to apply to this program - due to established quotas only 5 students can be financed.

35. According to the information provided, the dormitory conditions at TSU are unsatisfactory, therefore, students are not able to use this service.

According to information received at a number of meetings, women do not have access to agro and small businesses and they lack information about the relevant state programs. They need training to facilitate their further employment. In some villages, the problem of product sales is acute for self-employed women.

159 IDPs, including 70 women (44.02%) benefited from economic and agricultural programs in 2018-2019. In 2020, 164 IDPs, including 68 women (41.46%), will be provided with the requested technical equipment and the working tools appropriate for the profession.<sup>36</sup>

Assistance to migrants returning to the country shall be positively assessed.<sup>37</sup> However, it is important to hold meetings with the conflict-affected population to promote the program.

36. Meeting with women in the village of Perevi, Ergneti an Chuberi.

37. In the framework of the State Program for the Reintegration Assistance of the Returned Migrants, from July 15, to October 1, 2020, 463 returned migrants applied to us, out of which 270 were women and 193 were men.

### 3. IMPACT OF THE CORONAVIRUS ON IDP AND CONFLICT-AFFECTED WOMEN AND GIRLS

The coronavirus has caused great damage to the world's population, especially women and girls. The unemployment rate rose and the burden of unpaid domestic work on women became even heavier.

The Office of the Public Defender of Georgia constantly monitored the human rights situation of IDP and conflict affected women and girls during the period of the spread of the virus. The Office assessed what impact the pandemic had on their daily lives.

Based on the information provided by IDP and conflict affected women, it can be said that self-employed women, women involved in households and women living in rural areas were at great risk during pandemic. Due to the limitations caused by the virus, the sale of the product has become problematic.<sup>38</sup> As a result of transport restrictions, there has been a problem with transportation, access to medicines and food, including baby food, both in and outside the Georgian-controlled territories.<sup>39</sup> The poverty rate for girls and women has increased.

According to the information provided, the municipalities started providing assistance to the rural population, about a month after the pandemic restrictions,<sup>40</sup> which were mainly limited to one-time delivery of food to the persons over-70s and the socially vulnerable. Municipal programs have been shown to be less effective in reducing the severe impact of poverty during pandemic. The provision of medicines or food to the population was still linked to the active work of non-governmental organizations and the support of the population itself.<sup>41</sup>

According to the UN Women, the rate of registered violence during pandemic has increased from 25 to 40 percent.<sup>42</sup> According to information received from meetings with IDP and conflict affected women, violence in some parts of the region increased during the pandemic, but stereotypes, low levels of awareness,<sup>43</sup> and declining number of referrals to the law enforcement remained. In addition, there is a lack of information on assistance services for victims of violence in the municipality.<sup>44</sup>

38. Zugdidi Municipality, village of Muzhava; Khashuri municipality, village of Chorchana.

39. In the village of Chorchana, a food truck runs once a week, therefore, the population gets food supplies for the week. A small group was set up in Zugdidi Municipality to collect medicines, baby food, diapers and hygiene items for the population of Abkhazia.

40. In the village of Perevi - "Initially, they did not have access to basic necessities or disinfectants". The village of Zardiantkari; The village of Perevi.

41. The association, "Consent", distributed food, disinfectants and face-masks in Zardiantkari.

42. <https://data.unwomen.org/sites/default/files/documents/COVID19/Infographic-VAW-COVID19-logo.pdf>

43. Meeting with members of the Khashuri Gender Council - "Mostly cases of physical violence are reported to the law enforcement bodies, while other forms of violence are not perceived as violence".

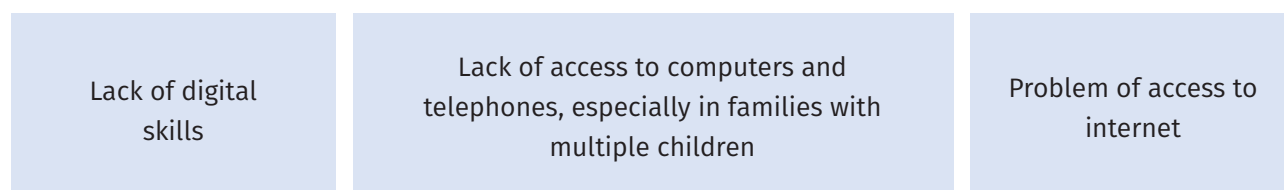
44. There is no assistance service for victims of violence in Kareli municipality. Cases of domestic violence have increased in Zugdidi Municipality, but they are trying to hide the cases of violence, therefore, there is a decrease in the number of referrals to the law enforcement agencies.

In 2020, the Public Defender conducted monitoring of facilities of victims of violence in order to check whether shelters and crisis centers foresaw threats of the coronavirus and what regulations were being followed in these institutions to prevent the virus and protect beneficiaries.<sup>45</sup>

The timely response of the shelters shall be noted; and the Tbilisi shelter was transformed into a quarantine zone. The monitoring results showed that problems related the psychological violence, including those resulting from the social problems during the pandemic, increased significantly.

The coronavirus pandemic, like other areas, has severely damaged the education system. In its 2020 report, among 98 countries, the International Organization for Economic Co-operation and Development (OECD) described the steps taken by the Georgian government to ensure education during the coronavirus as one of the best examples;<sup>46</sup> nevertheless, beyond timely steps taken in the education system barriers to access to education remain.

According to the information received from the meetings held by the Office of the Public Defender of Georgia, the barriers of receiving distance education in families with multiple children and socially vulnerable families were related to:<sup>47</sup>



45. Dates of monitoring in shelters in 2020: Tbilisi, August 18; Kutaisi July 27, Gori July 28; Batumi July 29. Signaghi August 19; Dates of Monitoring in crisis centers in 2020: Tbilisi September 8, Gori August 25, Kutaisi August 26, Ozurgeti August 27, Marneuli September 10.

46. A framework to guide an education response to the COVID-19 Pandemic of 2020; [shorturl.at/ikEJ4](https://shorturl.at/ikEJ4).

47. Municipalities of Khashuri and Zugdidi.

## 4. EVALUATION OF IMPLEMENTATION OF THE INDICATORS FORESEEN BY THE NATIONAL ACTION PLAN

Indicator	Lead Agency	Results
<p><b>1.1.a: Existence of human resources policy and strategy documents considering gender perspective</b></p> <p><b>Baseline: Ministry of Defence has relevant documents in place; Ministry of Internal Affairs lacks such documents</b></p> <p><b>Target: Existence of gender-sensitive documents</b></p>	<p>Ministry of Defence of Georgia</p> <p>Ministry of Internal Affairs of Georgia</p>	<p><b>100% fulfilled.</b><sup>48</sup> The agency has a system for collecting and analyzing segregated data.</p> <p><b>Not fulfilled.</b></p>
<p><b>1.1.b Existence of a system for regular monitoring and evaluation of the human resources policy and strategy</b></p> <p><b>Baseline: Not available</b></p> <p><b>Target: An effective monitoring and evaluation system exists, and annual monitoring is conducted</b></p>	<p>Ministry of Defence of Georgia</p> <p>Ministry of Internal Affairs of Georgia</p>	<p><b>100% fulfilled.</b></p> <p><b>Not fulfilled.</b> The agency is working on the development and implementation of the system.<sup>49</sup></p>
<p><b>1.1.c: Existence and availability of sex-disaggregated data in the security institutions (in civil service and armed forces)</b></p> <p><b>Baseline: Not available</b></p> <p><b>Target: A system for sex-disaggregated data analysis is developed, and the data is available to access</b></p>	<p>Ministry of Defence of Georgia</p> <p>Ministry of Internal Affairs of Georgia</p>	<p><b>100% fulfilled.</b> A new data management system has been introduced, which enables segregation and statistical analysis.</p> <p><b>Not fulfilled.</b></p>
<p><b>1.1.d: Share (%) of women in decision-making positions (as compared to men)</b></p> <p><b>Baseline: 32% in the Ministry of Defence of Georgia; and 3% in the Ministry of Internal Affairs of Georgia</b></p> <p><b>Target: Same as baseline or higher</b></p>	<p>Ministry of Defence of Georgia</p> <p>Ministry of Internal Affairs of Georgia</p>	<p><b>100% fulfilled.</b> Women make up 33% of the leadership positions in the civil service of the Ministry of Defence of Georgia, while this number is 6-7% at the Ministry of Internal Affairs.</p>

48. Letter of the Ministry of Defence of Georgia MOD 0 20 01016132; 06.11.2020.

49. Letter of the Ministry of Internal Affairs of Georgia MIA 2 20 02632291; 09.11.2020.

<p><b>1.2.a: Share (%) of women participating in the Geneva International Discussions and Incident Prevention and Response Mechanism</b></p> <p><b>Baseline: 40% in the Geneva International Discussions; and 33% in the Incident Prevention and Response Mechanism (2017)</b></p> <p><b>Target: Same as baseline or higher by 2020</b></p>	<p>Ministry of Foreign Affairs of Georgia</p>	<p><b>Not fulfilled.</b><sup>50</sup></p> <p>Share of women participating in the Geneva International Discussion in 2018-2020 was 30%-20%, respectively.</p>
<p><b>1.2.b: Number of women negotiators trained</b></p> <p><b>Baseline: 20</b></p> <p><b>Target: Same as baseline or more by 2020</b></p>	<p>Ministry of Defence of Georgia</p>	<p><b>100% fulfilled.</b><sup>51</sup></p> <p>In 2018, 49% of female civil servants were trained in Georgia and 49% abroad. In 2019, 8% were trained in Georgia and 25% abroad. In 2018, 1% of female military personnel were trained abroad, and in 2019 - 4%.</p>
<p><b>1.3.a: Share (%) of people-to-people diplomacy initiatives implemented by women's CSOs</b></p> <p><b>Baseline: 20% in 2017</b></p> <p><b>Target: 40% by 2020</b></p>	<p>Office of the State Minister for Reconciliation and Civic Equality</p>	<p><b>Not fulfilled.</b><sup>52</sup></p> <p>During 2018-2020, 161 projects were approved, out of this number 22 projects were related to women's issues, or were implemented by women's organizations.</p>
<p><b>2.1.a: Geographic area, scope and number of meetings ensuring inclusion of women, youth and representatives of organizations working on the empowerment of women, in the policy development and planning of targeted programmes</b></p> <p><b>Baseline: Not available</b></p> <p><b>Target: At least three meetings per year</b></p>	<p>Ministry of Internally Displaced Persons from Occupied Territories, Labour, Health and Social Affairs of Georgia</p>	<p><b>Partially fulfilled.</b></p> <p>In 2018, meetings were held with the involvement of IDPs, NGOs and experts.<sup>53</sup> No information was provided about the meetings held in 2019-2020.<sup>54</sup></p>
<p><b>2.1.b: Share (%) of considered priority issues raised by women and girls in the policies and targeted programmes</b></p> <p><b>Baseline: To be established in 2018</b></p> <p><b>Target: To be established in 2018</b></p>	<p>Interim Governmental Commission on the response to the needs of the population living in the villages adjacent to the Administrative Boundary Line</p>	<p><b>Not fulfilled.</b></p> <p>Work is in progress on this issue.<sup>55</sup></p>

50. Letter of the Ministry of Foreign Affairs of Georgia №01/28870; 03.11.2020.

51. Letters of the Ministry of Defence of Georgia №MOD 0 19 00570950; 06.06.2019. MOD 0 20 01016132; 06.11.2020. Programs are being sought and developed to properly train women.

52. Letter of the Office of the State Minister for Reconciliation and Civic Equality №1309; 27.10.2020.

53. Letter of the Ministry of Internally Displaced Persons from Occupied Territories, Labour, Health and Social Affairs of Georgia № 01/8142; 07.05.2019.

54. Letter of the Ministry of Internally Displaced Persons from Occupied Territories, Labour, Health and Social Affairs of Georgia №01/14213; 12.11.2020.

55. Letter of the Ministry of Regional Development and Infrastructure №01/3817' 30.10.2020.



<p><b>3.2.a: Share (%) of women’s priorities and recommendations made by women’s NGOs taken into consideration in official peace negotiation processes, based on the work format and specificities</b></p> <p><b>Baseline: 70% in 2017</b></p> <p><b>Target: Same as baseline or higher by 2020</b></p>	<p>Office of the State Minister for Reconciliation and Civic Equality</p>	<p><b>Not possible to measure the fulfillment of the indicator.</b></p> <p>In the context of the Geneva International Discussions, the Office of the State Minister raised issues and challenges (more than 70%) raised by women affected by the conflict during meetings,<sup>56</sup> although the % of the recommendations shared is unknown to us.</p>
<p><b>3.1.a: Number and ratio of women detained while “illegally” crossing the so-called Administrative Boundary Lines (as compared to men)</b></p> <p><b>Baseline: To be determined in 2018</b></p> <p><b>Target: To be determined in 2018</b></p>	<p>State Security Service</p>	<p>In 2018 19 women were detained for the so called illegal border crossing in the direction of occupied Tskhinvali, and 1 woman in the direction of occupied Abkhazia. In 2019, 9 women were detained in the direction of occupied Tskhinvali, and three women in the direction of occupied Abkhazia. From January 1 to October 20, 2020 four women were detained in the direction of occupied Tskhinvali and 1 woman in the direction of occupied Abkhazia. The number of detected illegal detentions in the direction of occupied Abkhazia is 10-15% of the real total number, while the number of illegal detentions registered by the central government in the direction of the occupied Tskhinvali region ranges from about 5-10%.<sup>57</sup></p>
<p><b>3.1.b: Existence of gender-sensitive normative acts on early warning systems</b></p> <p><b>Baseline: Not available</b></p> <p><b>Target: Gender-sensitive normative acts on early warning systems exist</b></p>	<p>Emergency Management Agency</p>	<p><b>Not fulfilled.</b><sup>58</sup></p>
<p><b>3.2.a: Share (%) of security sector, specialized units (including Special Tasks Department, criminal police), peacekeeping personnel and Legal Aid Service employees trained on preventing and responding to SGBV</b></p> <p><b>Baseline: To be established in 2018</b></p> <p><b>Target: To be established in 2018</b></p>	<p>Ministry of Defence of Georgia</p> <p>Ministry of Internal Affairs of Georgia</p>	<p><b>100% fulfilled.</b><sup>59</sup></p> <p><b>100% fulfilled.</b></p>

56. Letter of the Office of the State Minister for Reconciliation and Civic Equality №1309; 27.10.2020.

57. Letter of the State Security Service SSG 0 20 00131691; 23.10.2020.

58. Letter of the Emergency Management Service MIA 2 20 02531473; 26.10.2020.

59. Letter of the Ministry of Internal Affairs of Georgia №MIA 2 19 01866817; 16.07.2019. MIA 2 20 02632291; 09.11.2020. From 2018 to date, up to 1,200 police officers have been trained in the prevention and response to sexual and gender-based violence, with the support of various donor organizations and relevant government agencies, and up to 5,000 military personnel have been trained at the Ministry of Defence. – Letter of the Ministry of Defence MOD 0 20 01016132; 06.11.2020.

<p><b>3.2.b: Number of gender advisers in peacekeeping missions and operations</b></p> <p><b>Baseline: To be established in 2018</b></p> <p><b>Target: To be established in 2018</b></p>	<p>Ministry of Defence of Georgia</p>	<p><b>100% fulfilled.</b></p> <p>There are 20 gender advisers at the Ministry of Defence who provide advice and support to staff on gender issues.<sup>60</sup></p>
<p><b>3.2.c: Number of documents and policies integrating the prevention of conflict-related SGBV into the operations</b></p> <p><b>Baseline: To be determined in 2018</b></p> <p><b>Target: To be determined in 2018</b></p>	<p>Ministry of Defence of Georgia</p>	<p><b>100% fulfilled.</b></p> <p>Undergoing a course of sexual harassment in the workplace has become mandatory for all employees. An e-course on “Integrating Gender Perspectives to Improve Operational Efficiency” was also introduced. This course will be mandatory for military personnel and other officers of the unit transferred to the mission.</p>
<p><b>3.2.d: Number of enforcements related to SGBV cases</b></p> <p><b>Baseline: To be established in 2018</b></p> <p><b>Target: To be established in 2018</b></p>	<p>Ministry of Defence of Georgia</p>	<p><b>Partially fulfilled.</b></p> <p>A relevant article has been added to the military disciplinary charter, according to which sexual harassment is considered a disciplinary misconduct.</p> <p>Work on the Handbook for Lodging a Complaint on Cases of Discrimination is underway. No facts of sexual or gender-based violence were identified.<sup>61</sup></p>
<p><b>4.1.a: Increase of share (%) of IDP and conflict-affected women and men who benefit from free State Legal Aid service</b></p> <p><b>Baseline: 1276 IDPs (5% of all State Legal Aid Service beneficiaries), out of them 676 men and 600 women received legal consultations and legal aid in 2017</b></p> <p><b>Target: 10% increase (6% for women and 4% for men) by 2020</b></p>	<p>Legal Aid Service</p>	<p><b>100% fulfilled.</b></p> <p>Out of the total number of legal consultations, about 62.15% are women and 36.94% are men. The total number of IDPs is 2,093, out of which 1,353 are women and 740 are men.<sup>62</sup></p>
<p><b>4.2.a: Share (%) of IDP and conflict-affected women and men who benefit from public services</b></p> <p><b>Baseline: To be established in 2018</b></p> <p><b>Target: To be established in 2018</b></p>	<p>Ministry of Internally Displaced Persons from Occupied Territories, Labour, Health and Social Affairs of Georgia</p>	<p><b>It is impossible to measure the fulfillment of the indicator.</b></p> <p>Meetings and discussions were held with focus groups in different regions, although the number of users of public services is unknown to us.<sup>63</sup></p>

60. Letter of the Ministry of Defence MOD 0 20 01016132; 06.11.2020.

61. Letter of the Ministry of Defence MOD 0 20 01016132; 06.11.2020.

62. Letter of the Legal Aid Service LA 3 20 00023221; 26.10.2020.

63. Letter of the Ministry of Internally Displaced Persons from Occupied Territories, Labour, Health and Social Affairs of Georgia №01/14213; 12.11.2020.

<p><b>4.2.b: Scope and geographic area of services provided</b></p> <p><b>Baseline: To be established in 2018</b></p> <p><b>Target: To be established in 2018</b></p>	<p>Ministry of Internally Displaced Persons from Occupied Territories, Labour, Health and Social Affairs of Georgia</p>	<p><b>Partially fulfilled.</b></p> <p>The medical staff of the medical institutions provided information about health services to the population living in the occupied territories.</p> <p>In 2018, a review of state health care programs in Abkhazian and Ossetian languages was prepared and handed over to relevant medical institutions and non-governmental organizations operating in the occupied territories.<sup>64</sup> Information for 2019-2020 is unknown.</p>
<p><b>4.2.c: Share (%) of IDP and conflict-affected women and girls informed about social and health-care services</b></p> <p><b>Baseline: To be established in 2018</b></p> <p><b>Target: To be determined in 2018</b></p>	<p>Ministry of Internally Displaced Persons from Occupied Territories, Labour, Health and Social Affairs of Georgia Inter-Agency Commission on Gender Equality, Violence against Women and Domestic Violence</p>	<p><b>Partially fulfilled.</b></p> <p>Despite the meetings held, the % of women and girls informed about the services is unknown.<sup>65</sup></p>
<p><b>5.1.a: Share (%) of IDP and conflict-affected women and girls benefiting from VETs and entrepreneurship programmes</b></p> <p><b>Baseline: Existing policy with gender perspectives</b></p> <p><b>Target: At least 40%</b></p>	<p>Interim Governmental Commission on the response to the needs of the population living adjacent to the Administrative Boundary Lines</p>	<p><b>Partially fulfilled.<sup>66</sup></b></p> <p>In 2018-2020, 961 IDPs, among them 385 women (40.06%), were involved vocational educational programs at the state vocational education institutions.</p>
<p><b>5.1.b: Share (%) of inclusion of conflict-affected women and girls in economic and agricultural programmes</b></p> <p><b>Baseline: 40%</b></p> <p><b>Target: Same as baseline or higher</b></p>	<p>Ministry of Internally Displaced Persons from Occupied Territories, Labour, Health and Social Affairs of Georgia</p>	<p><b>100% fulfilled.</b></p> <p>In 2018-2019, a total of 159 IDPs, including 70 women (44.02%), benefited from agency's economic and agricultural programs. In the economic and agricultural programs implemented by the Agency in 2020 the winners were identified and after the completion of the procurement procedures, 164 IDPs, including 68 women (41.46%), will be provided with the technical equipment requested by them and tools relevant for their profession.<sup>67</sup></p>

64. Letter of the Ministry of Internally Displaced Persons from Occupied Territories, Labour, Health and Social Affairs of Georgia №01/8142; 07.05.2019.

65. Letter of the Ministry of Internally Displaced Persons from Occupied Territories, Labour, Health and Social Affairs of Georgia №01/14213; 12.11.2020.

66. Letter of the Ministry of Education and Science of Georgia №MES 1 19 00548870; 10.05.2019. 522 IDPs were enrolled in state vocational education institutions, 206 of them are women. Letter of the Ministry of Regional Development and Infrastructure of Georgia №01/3817; 30.10.2020 - Under the Program for Financing Education of Students Living in Villages Adjacent to Administrative Boundary Line 1193 students were funded in the 2017-2018 academic year, 1635 students in the 2018-2019 academic year, and 2408 students in the 2019-2020 academic year, respectively.

67. Letter of the Ministry of Internally Displaced Persons from Occupied Territories, Labour, Health and Social Affairs of Georgia №01/14213; 12.11.2020.

<p><b>5.1.c: Share (%) of inclusion of conflict-affected women and girls in economic/agriculture grant programmes and programmes aimed at developing their entrepreneurship skills</b></p> <p><b>Baseline: To be established in 2018</b></p> <p><b>Target: To be established in 2018</b></p>	<p>Ministry of Internally Displaced Persons from Occupied Territories, Labour, Health and Social Affairs of Georgia</p> <p>Ministry of Environment and Agriculture of Georgia</p> <p>Ministry of Economy and Sustainable Development of Georgia</p>	<p><b>Partially fulfilled.</b> The percentage of conflict affected women and youth involved in economic/agricultural grant programs and entrepreneurship skills training is 45.8%.<sup>68</sup> However, public awareness about existing programs is still low.</p>
<p><b>5.1.d: Share (%) of inclusion of women in the process of public discussions on environmental issues (as compared to men)</b></p> <p><b>Baseline: To be determined in 2018</b></p> <p><b>Target: To be determined in 2018</b></p>	<p>Office of the State Minister for Reconciliation and Civic Equality</p> <p>Ministry of Environment and Agriculture of Georgia</p>	<p><b>Partially fulfilled.</b> Women affected by the conflict actively participate in environmental trainings or seminars.<sup>69</sup> The development of a distance learning course for the students of three Gali schools, dealing with environmental issues is noteworthy. However, the information received from the meetings indicates to the lack of awareness and low interest in these issues.</p>
<p><b>5.2.a: Share (%) of IDP and conflict-affected women and youth benefiting from cultural and sports programmes</b></p> <p><b>Baseline: To be established in 2018</b></p> <p><b>Target: To be established in 2018</b></p>	<p>Ministry of Education and Science of Georgia</p>	<p><b>Partially fulfilled.</b> In 2018-2020, women and girls affected by the conflict had the opportunity to visit museums.<sup>70</sup> However, the rate of olympiads or other sports activities is scarce, especially in 2020.</p>
<p><b>6.1.a: Existence of minutes of regular meetings of the Inter-Agency Commission in Tbilisi and the regions</b></p> <p><b>Baseline: Not available</b></p> <p><b>Target: Minutes exist</b></p>	<p>Inter-Agency Commission on Gender Equality, Violence against Women and Domestic Violence</p>	<p><b>100% fulfilled.</b><sup>71</sup></p>
<p><b>6.1.b: Existence of NAP implementation monitoring report and its public availability (every six months)</b></p> <p><b>Baseline: Not available</b></p> <p><b>Target: NAP implementation monitoring report is publicly available</b></p>	<p>Inter-Agency Commission on Gender Equality, Violence against Women and Domestic Violence</p>	<p><b>Not fulfilled.</b><sup>72</sup></p>

68. Letter of the Ministry of Economy and Sustainable Development of Georgia №08/7168; 29.10.2020.

69. Letter of the Office of the State Minister for Reconciliation and Civic Equality №1309; 27.10.2020.

70. Letter of the Ministry of Education and Science of Georgia MES 8 20 0001037307; 26.10.2020.

71. The minutes of this meeting are available on the website: [shorturl.at/imKTU](http://shorturl.at/imKTU)

72. Only the annual reports of the monitoring of the National Action Plan are made public.

<p><b>6.1.c: Existence of NAP annual progress report and its publication</b></p> <p><b>Baseline: Not available</b></p> <p><b>Target: NAP annual progress report is publicly available</b></p>	<p>Inter-Agency Commission on Gender Equality, Violence against Women and Domestic Violence</p>	<p><b>100% fulfilled<sup>73</sup></b></p>
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73. Reports are available on the website: <http://myrights.gov.ge/ka/reports/progress%20reports/>

## 5. RECOMMENDATIONS

### **To the Interagency Commission on Gender Equality, Violence Against Women and Domestic Violence:**

- Develop a new national action plan in a timely manner with the involvement of government agencies, NGOs and women affected by the conflict;
- Take into account the threats posed by the coronavirus and the needs of women when developing a new national action plan;
- Develop action plan indicators in such a way that it is possible to measure activities conducted by the agencies;
- Actively cooperate with municipalities to facilitate effective implementation of localization policies;
- Timely approve the special concept for the rehabilitation of women victims of sexual violence, conflict affected women and girls, tailored to the needs of this target group.

### **To the Ministry of Internal Affairs of Georgia:**

- Establish a system for collecting and analyzing gender-segregated data in the agency to plan and implement a human resources policy considering gender perspective;
- Plan effective steps to increase the representation of women in leadership positions at the agency.

### **To the Ministry of Defence of Georgia:**

- Plan effective steps to facilitate women's representation in military attaché positions in diplomatic missions.

### **To the Office of the State Minister for Reconciliation and Civic Equality and to the Ministry of Foreign Affairs of Georgia:**

- Ensure the participation of women, including women affected by conflict, and non-governmental organizations at all levels of peace negotiations;
- Maintain statistics on the resolution of issues mentioned in the negotiation process.

### **To the Emergency Management Agency:**

- Ensure timely introduction of normative documents of the early warning system.

### **To the Ministry of Internally Displaced Persons From the Occupied Territories, Labour, Health and Social Affairs of Georgia:**

- Designate a person at the agency who will work on gender equality and will work out priorities for women and girls affected by the conflict;
- The municipal health system shall pay special attention to IDP and conflict affected women, in particular, the agency shall study the barriers to access to health and social services and take concrete steps to eliminate these barriers;
- Develop a profile health program to address the needs of conflict-affected girls and women;
- Assess infrastructure and human resource needs in existing outpatient clinics;
- Provide psychological services to IDP women and girls and those living in villages adjacent to the administrative boundary line, as needed;

**To the Ministry of Education and Science of Georgia:**

- Provide inclusive distance learning methods and take effective steps to increase access of women and girls to digital technologies and to enhance their skills.

**To the Ministry of Culture and Sport of Georgia:**

- Plan and implement sports events to further involve women and girls in sports.

**To Local Municipal Bodies:**

- Provide regular information to women and girls living in rural areas to attend scheduled meetings or village meetings;
- Ensure regular communication with the agencies implementing the National Action Plan.

