

# CURRICULUM ON HUMAN RIGHTS AND ANTI-DISCRIMINATION FOR LOCAL AUTHORITIES IN GEORGIA



Congress of Local and Regional Authorities  
of the Council of Europe

# **CURRICULUM**

## **ON HUMAN RIGHTS AND ANTI-DISCRIMINATION**

### **FOR LOCAL AUTHORITIES IN GEORGIA**

Original:

*Curriculum on human rights and anti-discrimination for local authorities in Georgia*  
(English version)

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It is a testament to Congress’ unwavering commitment to inclusivity and equity, as well as to the new priorities identified and agreed upon within the Reykjavik Summit of May 2023.

This curriculum combines the materials, resources, and tools developed throughout the extensive capacity development activities conducted within the project with the members of the Forum of exchange, a unique platform for dialogue that has enabled stakeholders to connect and exchange among peers and address pressing challenges related to social inclusion, equal opportunities, and gender equality in local political action. It is designed to provide local authorities with a dynamic resource that evolves with their specific requirements.

The comprehensive guide aims to equip authorities with essential knowledge and skills, spanning from foundational principles to sustainable implementation strategies, strengthening their capability to foster inclusive and rights-oriented communities.

The curriculum’s adaptability ensures its relevance across diverse regions of Europe, with their specificities and peculiarities. It is envisioned to be adaptable, serving as a resource for other countries to tailor to their unique contexts.

The curriculum will be available for all interested parties, most importantly for 64 local authorities in Georgia through the resource centre of the project’s main partner, the National Association of Local Authorities of Georgia (NALAG).

It was originally drafted by the international consultant Diane Bunyan. The adaptation to the Georgian context was drafted by Anna Arganashvili, national consultant from Georgia, and reviewed by the original lead author. NALAG and the Public Defender’s Office have extensively contributed to the development of its modules and overall review. The curriculum was developed under the supervision of the Centre of Expertise for Good Governance, Secretariat of the Congress the Congress of Local and Regional Authorities of the Council of Europe.

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# FOREWORD

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*In our dynamic and complex globalised world, local authorities play a crucial role in shaping the foundations of inclusive, just, and peaceful societies. The principles of human rights and the fight against discrimination are the bedrock upon which our shared values of democracy, freedom, and equality rest. Recognising the vital contribution made by local authorities to upholding these principles, the Congress is proud to present this comprehensive curriculum, designed to equip local elected representatives and municipal staff with the knowledge, skills, and perspectives that are essential for fostering a human rights culture within their communities.*

*Delving into the practical aspects of promoting human rights and anti-discrimination, this curriculum aims to be a catalyst for transformative change. By providing tools for effective capacity development, embracing diverse perspectives, developing interactive learning experiences, and promoting hands-on applications, the curriculum's aim is to empower local authorities to champion human rights at the grassroots level.*

*This curriculum is a testament to our unwavering commitment to inclusivity and equity, as well as to the new priorities of the Congress after the Reykjavik Summit of Heads of State and Government of May 2023. It incorporates the experiences of local authorities, the collective wisdom of experts, and the innovative approaches needed to navigate the complex challenges of the 21st century. Through continuous feedback mechanisms, local authorities are invited to actively participate in the evolution of this curriculum, ensuring its relevance and continually enhancing its effectiveness.*

*This new tool is born from the efforts of local authorities members of the Forum of Exchange, the innovative platform for dialogue on human rights at local level which was established in Georgia in 2021 within a co-operation project supported by the Council of Europe Action Plan for Georgia 2020-2023. The National Association of Local Authorities of Georgia, with its newly established Committee on the Localisation of Human Rights, and the Public Defender's Office of Georgia have been fundamental partners in this endeavour. Their commitment to advancing human rights and combating discrimination is commendable, and I am confident that this curriculum will serve as a beacon of inspiration for local authorities across Europe.*

*As we embark on this educational journey together, let us reaffirm our shared commitment to building societies where human rights are not just ideals, but tangible realities experienced by every individual. May this curriculum be a source of empowerment, enlightenment, and lasting positive change for all our members and the communities they serve.*



**Mathieu Mori**  
Secretary General  
Congress of Local and Regional Authorities  
of the Council of Europe

# 1. INTRODUCTION

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## 1.1 Context

Local government, as the level closest to the citizens, is well positioned to address the local needs, reduce inequalities, and strengthen human rights protection. Through their own and delegated powers, local authorities have the possibility to integrate a human rights dimension in all local policies and initiatives – be it civil, political, economic, social or cultural rights – and thereby strengthen social cohesion and citizens’ trust in public institutions.

This curriculum is designed to support elected representatives and members of local authority administrations to understand their obligations to safeguard and ensure human rights for those in their areas by integrating an anti-discrimination and gender sensitive approach to their policies and practices.

This curriculum has been developed as an outcome of the project “Strengthening participatory democracy and human rights at local level in Georgia” run by the Congress of Local and Regional Authorities of Europe in co-operation with the National Association of Local Authorities of Georgia (NALAG) and financed by the Austrian Development Cooperation. The project was part of the Council of Europe Action Plan for Georgia 2020-2023.

Elected representatives, local councillors, and municipal staff of thirteen municipalities set up a Forum of Exchange on Human Rights at Local Level in Georgia. The Forum met several times during the course of the project and the members undertook a Baseline Assessment that identified the key capacities, challenges, priorities and needs required to assist their work in human rights protection and promotion.

A series of workshops and capacity development events was held for the participants, which included the co-creation of practical tools and materials. These form the basis of this curriculum.

## 1.2 Purpose

The curriculum is aimed at locally elected representatives, deputies and local staff with responsibilities related to human rights, gender equality, children, persons with disabilities, data collection, consultation and key service delivery. It is designed to help local authorities to understand the responsibilities they have with regard to safeguarding, supporting and advancing the human rights of all who live within their areas. It will assist participants to acquire the skills they need to realise these and to exchange experiences and learning with other local authorities who may be facing similar situations and challenges.

The obligation to consider the impact on the human rights of citizens should not be seen as an additional, onerous task. Adopting this approach means that local authorities will be better placed to understand the needs of all, including the most disadvantaged and vulnerable in their area and are able to deliver better, more efficient and inclusive services as a result.



## 1.3 Learning outcomes

The curriculum is designed to give users the following:

### 1. An awareness and understanding of Human Rights

What they are, how they can be safeguarded and the responsibilities of local government to ensure that they work in a way that assures and promotes the human rights of their citizens including understanding the need to address discrimination.

### 2. The skills and abilities to identify Human Rights issues and impact

Including active listening, communication, data collection and analysis, awareness raising and policy development with a human rights and anti-discrimination perspective.

### 3. Behavioural change towards respect for human rights

Strengthening an attitude of respect for the human rights of all individuals, regardless of their social, cultural, linguistic, or religious differences. This includes fostering empathy, understanding, and a commitment to promoting and protecting human rights.

## 2. METHODOLOGY

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### 2.1 Development of the curriculum and aims

The elected representatives and members of the administrations of local government who took part in the Forum of Exchange on Human Rights at Local Level in Georgia, along with Council of Europe and NALAG experts and advisors, identified the key issues and challenges facing local authorities in Georgia in meeting their obligations to ensure, protect and enhance the human rights for those who live in their areas.

The “Local Authorities’ efforts, challenges and needs in the implementation of human rights commitments” Baseline Assessment identified the key capacities, development needs, challenges and priorities of participants (see section below).

Based on its results, the project ran a series of meetings, workshops and roundtables, whose outputs, reflections, and activities form the basis for the modules in the curriculum. Throughout the project, participants were involved in developing practical checklists to assess the impacts of policies and to guide and support work on delivering better outcomes for the most vulnerable and disadvantaged citizens. These are included in the modules.

Finally, variety of good practice examples and Council of Europe publications and guidance have also been included.

The main expected user of the curriculum are national associations of local authorities, and NALAG in particular for Georgia, supported by local consultants. However, local authorities themselves could engage consultants to apply the curriculum within their own organisations. Consideration could also be given to using the curriculum to assist elected members to identify their responsibilities for human rights and how anti-discrimination and participation can assist them as representatives of all in their local areas, in setting budgets and allocating resources, delivering better services, and promoting social cohesion.

The curriculum can also be used to build the understanding and skills of specialised administrative staff delivering particular services such as those for children or people with disabilities, where understanding the need to address human rights considerations is key.

This training programme is only one part of an on-going series of actions local authorities will need to take to fulfil the obligations to understand, protect and enhance the human rights of all inhabitants of their local areas.

The process proposed is that local authorities undertake a **baseline assessment (see section below)** to develop an understanding of their existing capacities to meet these obligations, to assess and identify the challenges they face in doing so and to clarify what they need to help them in this work.

This curriculum will support them in meeting these needs by increasing understanding of the legal requirements, focussing on how increased participation and anti-discrimination policies and practices and good governance will lead to increased participation and better services. It will also support the sharing of good practices and develop a shared understanding of how to address difficult issues. On-going assessments and actions will be required to ensure that the needs of all in the local authority continue to be addressed as things change.

## 2.2 Baseline Assessment

A baseline assessment of the capacities and challenges of the local authorities is an essential part of the process. It provides an understanding of where local authorities are currently in their understanding of their responsibilities for protecting and promoting human rights within their areas, what they see as the key challenges and what systems they currently have in place to assist them in their delivery. It also provides a means of assessing progress as understanding, capacities and skills develop and result in actions that lead to progress.

The baseline assessment undertaken as part of the project “Strengthening participatory democracy and human rights at local level in Georgia” provides a useful model.

The baseline assessment on Local Authorities’ efforts, challenges and needs in the implementation of human rights commitments<sup>1</sup> (ENG and GEO) was developed with the thirteen local authorities in the Forum of Exchange in co-operation with the NALAG, the Public Defender’s Office, the Congress and local and international experts. The methodology was based on the OHCHR framework and Congress recommendations.

The Forum of Exchange identified three main areas of focus for the baseline, namely group-based rights, good governance, and service delivery from an anti-discrimination and participation perspective.

The assessment was of three different aspects:

- ▶ **Structural:** human rights obligations, implications in laws, regulations and institutions. Commitment to human rights was assessed under this aspect.
- ▶ **Process:** efforts to implement human rights commitments, programmes, strategies, action plans and challenges. The challenges included lack of capacity, commitment, or resources.
- ▶ **Outcomes:** an evaluation of the of the impact of these efforts on the population assessed by the availability of data on beneficiaries.

The baseline was developed in two phases. The first was a desk-based assessment undertaken by the experts including specific requests for information and telephone interviews. This resulted in a map of existing institutional arrangements, guidelines and policies relating to each specific local authority.

In a second phase, the information collected through the mapping was shared and followed up by face-to-face focus group interviews with elected representatives, administrative staff, and local CSOs. These interviews included views on existing capacities and anticipated challenges to protecting and promoting human rights within each area.

Trust and confidence in the process was vital in encouraging open discussions about the challenges.

Following further discussions with NALAG and the Public Defender’s Office, the experts identified specific issues for each local authority as well as the main shared human rights-related issues, and the needs for capacity building activities.

The methodology provided a solid starting point for developing capacity development activities based on real needs, and forms a key basis for the curriculum. It can be used as a reference for Association of Local Authorities, or local authorities independently, to prepare a baseline of participants’ capacities and needs before implementing the curriculum to better tailor it to the local context.

<sup>1</sup> Local Authorities’ efforts, challenges and needs in the implementation of human rights commitments, available in English at [rm.coe.int/baseline-assessment-report-for-web-eng/1680af721a](http://rm.coe.int/baseline-assessment-report-for-web-eng/1680af721a) and in Georgian at [rm.coe.int/baseline-assessment-report-for-web-geo/1680af721b](http://rm.coe.int/baseline-assessment-report-for-web-geo/1680af721b)

## 2.3 Structure of the curriculum

The curriculum is presented in a **modular format** with a **central core module** that will cover the basic information and skills required to support local authorities to promote a human rights and anti-discrimination-based approach to their work, and then supportive modules that can be accessed to enhance and deepen understanding and skills in particular relevant areas.

All users should complete the **core module** then take part in the other capacity development modules as relevant to their role.

The other key modules are: **Module 2 Anti-discrimination policies and practices, Module 3 Gender Equality and Module 4 Data collection for evidence-based policy making.** They are related and supportive modules that can be accessed to enhance and deepen understanding and skills in particular relevant areas, and are strongly recommended for a strengthened understanding of key issues.

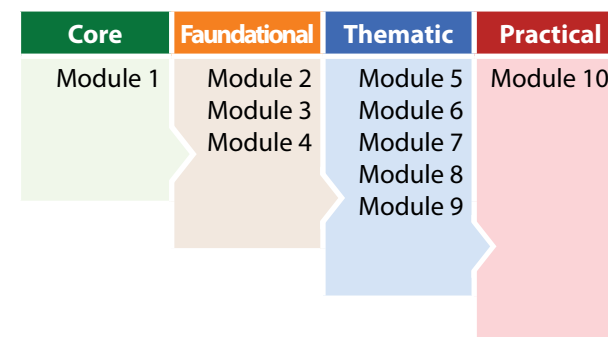
Modules from 5 to 9 focus on diverse thematic areas and may be addressed “à la carte” based on the needs, interests, and vision of the local authorities. For this reason, it is important to start from a baseline to identify the priority areas of the participant local authorities.

Finally, Module 10 presents practical issues related to effective project and programme management and the development of action plans for human rights protection.

Throughout the curriculum, each module will have a short introduction with relevant international standards, an overview of the local context including good practices, and a full syllabus,, as well as practical checklists and tools to assist local authorities in their work in particular areas.

Each module is designed to give users:

- ▶ Basic information about human rights obligations of local authorities and the opportunity to consider the implications for their own work and the work of their organisation.
- ▶ Time to share experiences, challenges and good practices with others.
- ▶ Tools to support the development of a human rights and anti-discrimination-based approach and to understand the impact of current practices on disadvantaged groups.
- ▶ An opportunity to identify practical actions and policies that can be taken to enhance the human rights of those living in their areas.



### INTERSECTIONALITY

Those delivering the curriculum should encourage and promote an **intersectional approach** to the areas being covered. For example, a discussion of the rights and needs of people with disabilities should encourage an understanding of the different needs of older people, children, women and men and those with different disabilities such as sight or hearing loss, mobility issues or mental health problems. A focus on gender equality should look for example at the different needs and situations of women from ethnic and religious minorities, those with caring responsibilities and those who are victims of gender-based violence.

Each module should model the human rights and anti-discrimination approach by encouraging open discussion and sharing of challenges and experiences and adopt the use of experiential learning techniques to promote understanding.

## 2.4 Mode of delivery

In order to maximise the learning, it is proposed that all the modules should be delivered in person. This allows for the maximum interaction and sharing of experiences between participants. Ideally, a mix of attendees from different local authorities will also contribute to this. However, it is recognised that in person workshops are not always possible and a hybrid approach may have to be adopted.

If a hybrid approach is necessary, it is essential that those attending virtually can participate fully. The facilitator must ensure that those attending virtually have an equal opportunity to contribute to discussions and that breakout rooms and other methods such as interactive pools are used to encourage exchanges in small group discussions. Hybrid networking sessions can also be used to encourage participants to build contacts in different local authorities.

### SOCIAL AND BEHAVIOURAL CHANGE

In the context of a human rights and antidiscrimination curriculum for local authorities, behavioural and social change are essential components for fostering inclusive and equitable communities. Recognising the entrenched nature of discriminatory attitudes and behaviours, the curriculum places a strong emphasis on empowering participants to challenge these norms and effect meaningful change. Through a combination of interactive learning activities, group discussions, and practical action planning, the curriculum equips local authorities with the tools and strategies needed to promote human rights in their communities. By fostering critical thinking, empathy, and self-efficacy, the curriculum empowers participants to become agents of change, driving positive social transformation at the grassroots level. This approach not only builds awareness and understanding of human rights principles but also cultivates a culture of respect, dignity, and inclusivity within local governance structures.

## 2.5 Future development of the curriculum and continuous improvement

The curriculum is dynamic and will need to change and evolve as new topics, challenges and good practices develop.

Modules 7 and 8, for example, provide a basic format to address vulnerable groups' needs. New modules could be developed on the rights of people from ethnic and religious minorities, migrants, refugees and internally displaced people, and LGBTQIA+ people.

Continuous improvement is integral to the evolution of this curriculum, given the dynamic nature of human rights and anti-discrimination issues. Facilitators are encouraged to conduct evaluations after each use of the modules, seeking feedback from participants on the effectiveness of the training (see the Guide for facilitators). This feedback will be instrumental in identifying areas for improvement and making necessary adjustments to the curriculum.

Additionally, the results of evaluations should be shared transparently with participants and relevant stakeholders, including the Council of Europe and NALAG, to inform future iterations of the curriculum.

Furthermore, to foster collaboration and knowledge-sharing, a database will be established under NALAG to house presentations, videos, and additional activities developed while implementing the curriculum.

By leveraging collective knowledge and experience, facilitators and local authorities will co-create through time a repository of resources and good practices, enhancing the impact and sustainability of their initiatives, and contributing to positive change within their communities.

# 3. MODULES

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## 3.1 Interrelation of the modules

The modules are discrete capacity development events that have been designed to build upon each other to provide knowledge and practical experience of the tools and techniques required to develop and implement policies and practices that safeguard and promote the human rights of different groups and individuals who are most disadvantaged and marginalised.

The **core module - Module 1: Human Rights - the role and obligations of local government** provides the basis for the rest of the curriculum. It will give participants basic information about human rights obligations of local authorities, the concepts of anti-discrimination and an introduction to collecting and using relevant data and information to make policy. **All participants must complete this module.**

**Module 2: Anti-discrimination policy and practice, Module 3: Gender equality and the prevention and combating of sexism and hate speech and Module 4: Data collection for evidence-based policy making** are the other **key modules** and it is suggested that participants prioritise these and before identifying particular challenges and areas of work that they wish to examine in more depth. It is not expected that all participants will access all the modules, but that they focus on those most closely related to the work that they do.

## 3.2 Outline of the modules

**Core Module 1 Human Rights - the role and obligations of local government** provides an introduction to human rights, where they are derived from and the responsibilities of local authorities in all aspects of their work. It will introduce the importance of an anti-discrimination approach to policy making and the need to understand the needs of different people within their area by gathering information and data. It will give participants the opportunity to practise the approach by applying it to particular examples.

**Module 2: Anti-discrimination policy and practice** looks in more depth at discrimination, the different forms it takes and how it prevents people from being able to access their human rights. It will give participants the opportunity to learn about good practices from elsewhere and to use a checklist to assess the situation in their own local authorities and to identify areas for future action.

**Module 3: Gender equality and the prevention and combating of sexism and hate speech** looks at how critical gender equality is to achieving human rights and how sexism and hate speech impacts adversely on the human rights of women and how it can be prevented at local level.

**Module 4: Data collection - evidence-based policy making** provides the opportunity to look in more detail at sources of information and local and national examples of how this has assisted decision making. Participants can use the checklist to identify the data gaps in their own work and share challenges and experiences of how to address them.

**Module 5: Communication and Active listening** addresses the need to actively listen and communicate effectively with disadvantaged and marginalised people to understand their needs and address these for an anti-discriminatory approach and the fulfilment of their human rights. It emphasises the importance of building empathy and understanding.

**Module 6: Anti-discrimination code of ethics and conduct - protecting diversity and improving inclusion at local level** examines the role of codes of ethics to assist in promoting an inclusive and anti-discrimination approach and how these can be introduced within local authorities.

**Module 7: Rights of the Child** looks in detail at the international and national legislation to safeguard and promote the rights of the child and the implications this has for the work of local government.

**Module 8: The Rights of Persons with Disabilities** looks at the international and national legislation to protect and enhance the rights of people with disabilities and the implications for the work of local authorities.

**Module 9: Human Rights and the Environment - local perspectives for sustainable change** looks at the impacts that the environment can have on people's human rights including housing, pollution, access to transport and planning decisions and how local authorities can address them.

**Module 10: Local initiatives on mainstreaming equality, diversity, and inclusion at local level** looks at the practicalities of localising human rights. It provides guidelines for planning and implementing successful local initiatives with an antidiscrimination approach, while focusing on policy planning toolboxes, participatory approaches to the implementation and communication, and monitoring capacities for effective local initiatives on human rights.

### 3.3 Content, learning methods and outcomes

The details of each module are outlined in the next sections, with links to proposed materials to run each one.

Each of the modules will cover:

- ▶ An introduction to the basic concepts of human rights, covering international and national standards and legislation.
- ▶ Information about the responsibilities of local authorities in relation to these rights.
- ▶ The opportunity to consider the application to the participants' own situation.
- ▶ Sharing of good practices and discussion of challenges.
- ▶ Planning future action following the workshop.

The modules are designed to encourage the participation of those attending, giving them the opportunity to ask questions, to reflect on their own experiences and to share good practices and challenges. The focus on action planning at the end of each module gives participants the opportunity to decide on practical actions that they can take themselves to put into practice what they have learnt in the workshop. The expected learning outcomes for each activity are outlined in the contents of each workshop.

# MODULE 1.

## Human Rights – the role and obligations of local government

### Introduction

This core module provides an introduction to human rights, where they are derived from and the responsibilities that rest with local government in all aspects of their work. It will introduce the importance of an anti-discrimination approach to policy making and the responsibility to understand the needs of different people in their area by gathering relevant information and data. It will give participants the opportunity to practice the approach by applying it to particular examples and to share challenges and successes with others.

### International standards

#### Universal Declaration of Human Rights

Milestone document setting out common standards of fundamental human rights for all people from all nations

[www.un.org/en/about-us/universal-declaration-of-human-rights](http://www.un.org/en/about-us/universal-declaration-of-human-rights)

#### International Covenant on Civil and Political Rights

Sets out civil rights including the right to life; safety; privacy; and freedom of thought, speech and religion. Political rights include the right to a fair trial; to participate in civil society and politics; to assemble and to vote

[www.ohchr.org/en/instruments-mechanisms/instruments/international-covenant-civil-and-political-rights](http://www.ohchr.org/en/instruments-mechanisms/instruments/international-covenant-civil-and-political-rights)

#### International Covenant on Economic, Cultural and Social Rights

Sets out the economic, cultural and social rights for all individuals. Covers labour rights and the rights to health, education and an adequate standard of living

[www.ohchr.org/en/instruments-mechanisms/instruments/international-covenant-economic-social-and-cultural-rights](http://www.ohchr.org/en/instruments-mechanisms/instruments/international-covenant-economic-social-and-cultural-rights)

#### European Convention on Human Rights

Council of Europe convention protecting human rights and political freedoms in Europe

[www.echr.coe.int/documents/d/echr/Convention\\_ENG](http://www.echr.coe.int/documents/d/echr/Convention_ENG)

#### European Social Charter

Council of Europe Treaty protecting social and economic rights including employment, housing, health, education, social protection and welfare

[rm.coe.int/CoERMPublicCommonSearchServices/DisplayDCTMContent?documentId=090000168048b059](http://rm.coe.int/CoERMPublicCommonSearchServices/DisplayDCTMContent?documentId=090000168048b059)

### Promoting Human Rights at Local and Regional Level

A compendium of text adopted by the Congress of Local and Regional Authorities of the Council of Europe

[rm.coe.int/168071b33b](http://rm.coe.int/168071b33b)



## Local Context

The Constitution of Georgia states<sup>2</sup> that Georgia is a democratic republic. People are the source of State authority. Human rights and liberties that are universally acknowledged and safeguarded by the State are seen as everlasting and supreme human values. The State and the people shall be bound by these rights and liberties as immediately applicable legislation when exercising authority.

Constitutional principles are enforced not only by adopting human rights-compliant legislation but also by incorporating these laws into everyday policymaking in Georgia.

Georgia has a comprehensive legal system that ensures human rights-based governance. It is based on a set of international and State legal duties, including those stemming from the European Convention on Human Rights, as well as other universal and regional treaties<sup>3</sup>. Domestic courts and the decisions of the European Court of Human Rights, periodic reviews and other human rights tools secure the implementation of these obligations in reality.

Georgia has consistently adopted the National Human Rights Strategy<sup>4</sup> and Action Plan since 2013, which details all the primary duty-bearers who are required and empowered to defend fundamental human rights, prevent discrimination, and promote human rights principles and education. The latest National Human Rights Strategy 2022-2030, adopted by the Parliament of Georgia on 28 March 2023<sup>5</sup>, emphasises the critical role of local authorities in implementing human rights. Under the established priorities of the Human Rights Strategy of strengthening justice and the rule of law, consolidating institutional democracy, and amplifying equality and social and economic, as well as civil and political rights, the local authorities are expected to ensure effective participation in self-government for all and secure equal participation of vulnerable groups in electoral processes.

The Organic Law of Georgia on the Local Self-Government outlines the main human rights competencies of local municipalities that serve as a fundament for the implementation of the human rights and development agenda. The local municipalities in Georgia, under municipalities own and delegated powers, are mandated and empowered to:

- ▶ Ensuring the right to self-governance by establishing local government and promoting the participation of the local population in the democratic functioning of communities.
- ▶ To safeguard and advance the right to environmental protection through the management of natural resources such as water and forest resources, as well as municipal land resources and waste management.
- ▶ Ensuring social rights protection through the management of safe local mobility and municipal transportation, implementing preventive and responsive measures to safeguard minors' rights, providing assistance to the victims of domestic violence, and maintaining service continuity.
- ▶ Ensuring the right to education by creating early learning, preschool, and educational facilities.
- ▶ Ensuring the right to housing by providing shelter and registering homeless individuals.
- ▶ Ensuring the right to health by implementing various healthcare and health promotion initiatives.
- ▶ Preservation of cultural heritage rights through the promotion of local authenticity, creative endeavours, and cultural legacy. Through maintenance, rebuilding, and rehabilitation of local cultural landmarks, assuring the proper operation of libraries, museums, cinemas, etc.

2 Constitution of Georgia, available at (last access: 15.02.2024), available at: [matsne.gov.ge/en/document/view/30346?publication=36](https://matsne.gov.ge/en/document/view/30346?publication=36)

3 UN Human Rights Treaties ratified by Georgia (last access: 04.04.2024), available at: [tbinternet.ohchr.org/\\_layouts/15/TreatyBodyExternal/Treaty.aspx?CountryID=65&Lang=EN](https://tbinternet.ohchr.org/_layouts/15/TreatyBodyExternal/Treaty.aspx?CountryID=65&Lang=EN)

4 Website of the Human Rights Secretariat of Georgia (last access: 15.02.2024), available at: [myrights.gov.ge/ka/documents/documents/strategy](https://myrights.gov.ge/ka/documents/documents/strategy)

5 Human Rights Strategy 2022-2030, available at: [matsne.gov.ge/ka/document/view/5757268?publication=0](https://matsne.gov.ge/ka/document/view/5757268?publication=0)

- ▶ Ensuring the right to social inclusion and integration by promoting youth activities, sports, inclusive recreation, and leisure.
- ▶ Ensuring equality and diversity by preventing discrimination and promoting a peaceful relationship among members of various vulnerable groups.
- ▶ Ensuring the rights of various vulnerable groups, such as persons with disabilities, children, and the elderly, by creating suitable infrastructure in local facilities and equipping public areas accordingly.

The Georgian Constitution mandates the Public Defender of Georgia to monitor the safeguarding of human rights within Georgia's territory and report to the National Parliament on an annual basis. By means of general and specialised reports, the Public Defender undertakes substantive monitoring of the human rights situation and builds recommendations to all levels of government, including local authorities.

In December 2023 Georgia became a candidate country for membership in the European Union, which means that respecting human rights and freedoms has never been more important in achieving a country's commitment to join the European Community. The implementation of human rights is a clear manifestation of sharing aspirations for democracy, equality, and human dignity. Local authorities play a crucial role in ensuring the country's peaceful and prosperous future by protecting the rights of its citizens.

Georgia, as a party in the Association Agenda between the European Union and Georgia (2021-2027)<sup>6</sup>, is obliged to fulfil certain obligations through its local municipalities.

- ▶ Fostering accountable, efficient, effective, open, and transparent governance, building a merit-based and professional civil service, ensuring quality public services and strong self-government (para. 5.2.)
- ▶ Enhancing the capacity of different stakeholders, including local self-governments, and providing an effective tool for the wider public engagement in decision-making and performance monitoring of the public administration reforms (para. 1.2.)
- ▶ Ensure a reliable, accountable, transparent, and result-oriented local self-government, empowered with new functions, responsibilities, and resources, in line with European standards. (Para. 1.2.)
- ▶ Improve the inclusiveness of healthcare and preventive services e.g. encouraging healthy lifestyles through the involvement of CSOs, and local authorities; (para. 5.4.)
- ▶ Taking active steps to promote increased meaningful participation and representation of women and persons belonging to minorities in political decision-making for and in the labour market and economic activities, including at the local representation level (para. 1.5.)
- ▶ Improving gender-based violence data collection, analysis, and reporting, supporting to combat gender-based violence at the local level (para. 1.5.).
- ▶ Continue the development of air quality monitoring networks in key municipalities and most polluted areas. (Para. 6.3.) etc.

To effectively implement all the above-mentioned human rights obligations, the Georgian National Association of Local Authorities (NALAG) has developed a 2023-2025 Strategy for Supporting Local authorities in the implementation of Human Rights obligations. The NALAG envisages to empower local authorities through the means of:

- ▶ Enhancing the awareness and understanding of human rights strategy among local authorities at the community level.
- ▶ Assisting municipalities in comprehending the European Charter for Safeguarding Human Rights in the Cities and recognizing its principles.

<sup>6</sup> The EU-Georgia Association Agenda 2021-2022. Available at (07.04.2024): [www.stradalex.eu/en/se\\_src\\_publ\\_leg\\_eur\\_jo/toc/leg\\_eur\\_jo\\_3\\_20220823\\_218/doc/ojeu\\_2022.218.01.0040.01](http://www.stradalex.eu/en/se_src_publ_leg_eur_jo/toc/leg_eur_jo_3_20220823_218/doc/ojeu_2022.218.01.0040.01)

- ▶ Assisting local authorities in creating antidiscrimination measures and human rights policies aligned with the European Charter and aiding in their implementation.
- ▶ Assisting local municipalities in implementing and enhancing gender budgeting procedures.
- ▶ Assisting local municipalities in establishing consultation processes with the Office of the Public Defender of Georgia to enhance the involvement of local municipalities in human rights protection.

## Recommended Delivery Method

- ▶ 2 days in person workshop – presentations and good practice examples could be delivered online.
- ▶ The Checklist on evidence-based decision-making<sup>7</sup> (GEO and ENG) should be shared beforehand.

Content	Learning method	Learning outcome
Introductions – way the workshop will run	<b>Facilitator led</b> – participants introduce themselves name/role/what they want from the workshop. Emphasise honesty about challenges/sharing experiences; respect for the views of others	Participants get to know each other. Agreed shared aims for the workshop. Understanding of the way the workshop will run
Introduction to Human Rights, what are they, where do they derive from, international and national legal frameworks	<b>Presentation</b> – followed by questions and comments. <i>Presentation 1.1</i>	Familiarisation with key international and national documents and concepts of human rights
Importance of anti-discrimination in relation to human rights – definitions and examples	<b>Presentation</b> – followed by questions and comments. <i>Presentation 1.2</i>	Understanding the importance of anti-discrimination policies and practices in relation to human rights
Application to the different roles of local government; representative, employer, service delivery and procurement	<b>Group activity:</b> list the functions of local government ask groups to identify human rights implications Share results of the discussion <i>Activity 1.1</i>	Understanding the concepts of human rights and anti-discrimination and how they apply to the different functions of local government

<sup>7</sup> Checklist on evidence-based decision-making, available in English at [rm.coe.int/checklist-for-evidence-based-decision-making-eng/1680af2d4d](https://rm.coe.int/checklist-for-evidence-based-decision-making-eng/1680af2d4d) and in Georgian at [rm.coe.int/checklist-for-evidence-based-decision-making-kat/1680af2d4e](https://rm.coe.int/checklist-for-evidence-based-decision-making-kat/1680af2d4e)

Content	Learning method	Learning outcome
Understanding the different needs of those living in the area – data collection	<p><b>Presentation</b> on data sources <i>Presentation 1.3</i></p> <p><b>Group activity</b> using checklists on data collection to identify key priorities and share experiences <i>Activity 1.2</i></p>	<p>Understanding of the need to collect data in order to ensure the human rights of all</p> <p>Identify key priorities to improve data collection</p>
Application of a human rights-based approach – case studies/examples/sharing experiences	<p><b>Group activity</b> – facilitator either encourages groups to select a challenge they have e.g. a minority ethnic group living in their area or use case studies <i>Activity 1.3</i></p>	<p>Ability to apply the information gained in the workshop to specific challenges and issues relevant to their role</p>
Action planning - next steps and activities	<p><b>Group activity</b> -in local authority groups or individually participants use the proforma for action planning, identify the key challenges and priorities for action required to deliver human rights for all in their areas <i>Activity 1.4</i></p> <p><b>Facilitator led</b> – reflection on learning from the workshop Participants asked to review what they have learnt and how far it has met their initial aims</p> <p>Direct participants to the other modules available for further learning</p>	<p>Participants apply the concepts introduced in the workshop, share experiences and identify priorities for future action</p> <p>Participants reflect on the key learning from the workshop and what they will do next</p>

## Links to other modules:

Key modules:

**Module 2:** Anti-discrimination policies and practice

**Module 3:** Gender equality, preventing and tackling sexism, harassment and hate speech

**Module 4:** Data collection – evidence-based policy making

Other modules covering specific areas

**Module 5:** Communication and active listening

**Module 6:** Code of ethics/conduct

**Module 7:** Rights of the child

**Module 8:** Rights of people with disabilities

**Module 9:** Human rights and the environment - local perspectives for sustainable development

## MODULE 2.

### Anti- discrimination policies and practices

#### Introduction

This module looks in more depth at discrimination and the different forms it takes and how it prevents people from being able to access their human rights. It will give participants the opportunity to learn about good practices from elsewhere and to use a checklist to assess the situation in their own local authorities and to identify areas for future action.

#### International Standards

##### Framework Convention For Protection of National Minorities

Treaty protecting the rights of persons belonging to national minorities

[www.coe.int/en/web/conventions/cets-number/-/abridged-title-known?module=treaty-detail&treatynum=157](http://www.coe.int/en/web/conventions/cets-number/-/abridged-title-known?module=treaty-detail&treatynum=157)

##### Identifying and Preventing Systemic Discrimination at Local Level

This policy brief from the Intercultural Cities Programme provides policy makers at local level with examples of policies and practices to address systemic discrimination

[rm.coe.int/icc-policy-brief-identifying-and-preventing-systemic-discrimination-at/1680a00ef5](http://rm.coe.int/icc-policy-brief-identifying-and-preventing-systemic-discrimination-at/1680a00ef5)

##### Human Rights Handbook for Local and Regional Authorities Vol 1 Fighting against discrimination

Outlines responsibilities for local authorities and gives examples of good practice in a human rights approach to the rights of asylum seekers, migrants and internally displaced people; Roma and travellers and LGBTI people

[rm.coe.int/the-congress-human-rights-handbook-vol-1-en/168098b094](http://rm.coe.int/the-congress-human-rights-handbook-vol-1-en/168098b094)

##### Human Rights Handbook for Local and Regional Authorities Vol 2 Social Rights

Outlines responsibilities and gives good practice examples on rights to education, work, housing, health, social security and welfare and social inclusion and integration

[rm.coe.int/human-rights-handbook-for-local-and-regional-authorities-vol-2-social-/1680a1950a](http://rm.coe.int/human-rights-handbook-for-local-and-regional-authorities-vol-2-social-/1680a1950a)

##### Council of European Municipalities and Regions Introduction for Intersectionality for Local and Regional Governments

This sets out examples of how different strands of equality intersect with gender

[issuu.com/ccre/docs/cemr\\_intersectionality\\_en?fr=sMWEzMTU2MjA5MzE](http://issuu.com/ccre/docs/cemr_intersectionality_en?fr=sMWEzMTU2MjA5MzE)

## Local Context

The concept of and dedication to equality has a distinct place in Georgian tradition, culture, and society. For millennia, Georgian society has warmly embraced individuals and intellectual developments from many religious and ethnic backgrounds. Diversity is deeply ingrained in the existing architectural, culinary, and artistic landscape. This important ethnographic characteristic is echoed in Article 11 of the Constitution, which asserts that all people are equal before the law. Therefore, discrimination on the basis of race, colour, sex, origin, ethnicity, language, religion, political or other opinions, social status, property or position, place of residence, or any other reason is forbidden by law.

Georgia has pledged to enhance its route to European integration by enforcing equality and diversity through stronger legislative mechanisms. In 2014, the Parliament of Georgia passed the Law of Georgia on the Elimination of All Forms of Discrimination<sup>8</sup>, which is one of the outstanding regulations in the region. The Law designated the Public Defender of Georgia as a major anti-discrimination institution in the country. Since then, the Public Defender has been zealously involved in protecting equality and diversity, promoting human rights education to police officers, teachers, private enterprises, local governments, and others on the significance of equality, and has strongly advocated through the parliamentary forum to prevent discrimination through active equality policy at national as well as local levels.

The judiciary and court systems are key actors in addressing discriminatory practices and individual violations, along with issuing binding decisions on the implementation of anti-discrimination laws. They have delivered numerous judgments, among them instructing the local authorities to implement anti-discrimination measures and promote substantive equality. Domestic court judgments have strengthened the equal distribution of resources and equal access to means, including schools, housing, medical care, and employment, and have facilitated the participation of vulnerable groups in the community.

The importance of local authorities in ensuring equality is recognised in several provisions of the Organic Law of Georgia, the Code on Local Self-Governments<sup>9</sup>, which, in conjunction with international commitments, guides the implementation of equality policies by inviting different groups of society to engage in the process on equal grounds. Tools that enhance local communities' capacities to address discrimination and enforce equality may include a checklist developed by the Congress of Local and Regional Authorities and supported by the Council of Europe Georgia Office<sup>10</sup>: **A Checklist for Self-assessment on Anti-discrimination, Diversity, and Inclusion**, which is intended to support the representatives of local authorities in planning equality campaigns and considering anti-discrimination principles in their actions and endeavours.

As one of the best practices, Tskaltubo municipality has implemented a preventive program targeting gender-based violence, which is a manifestation of gender-based discrimination. In 2023, Tskaltubo municipality conducted awareness-raising initiatives for teachers and caregivers at local preschools and kindergartens. Gender-based violence response groups have been established, consisting of pre-school management, a Methodist, and a teacher. They were tasked with collaborating with parents to avoid gender-based violence and through awareness-raising efforts. Tskaltubo municipality collaborated with local NGOs to organize several sessions with victims of domestic abuse to prevent recurrent cases of gender discrimination and violence by providing information. The municipality has supported the inclusion of local women, including victims of domestic violence, in arts, creative, vocational, and educational programs. This initiative aimed to maintain open communication channels to prevent potential incidents of domestic violence. A complementary strategy to this initiative was to increase women's participation in decision-making at the local level to combat gender discrimination and strive for greater equality in the municipality.

8 Law of Georgia on Elimination of All forms of Discrimination, available at: [matsne.gov.ge/ka/document/view/2339687?publication=3](https://matsne.gov.ge/ka/document/view/2339687?publication=3)

9 The Code on Local Self-Governments, available at: <https://matsne.gov.ge/ka/document/view/2244429?publication=72>

10 available at: [rm.coe.int/checklist-on-anti-discrimination-diversity-and-inclusion-web-eng/1680ace488](https://rm.coe.int/checklist-on-anti-discrimination-diversity-and-inclusion-web-eng/1680ace488)

## Recommended delivery method

- ▶ 2 days in person workshop – presentations and good practice examples could be delivered online.
- ▶ The Checklist for self-assessment on anti-discrimination, diversity and inclusion ([GEO](#) and [ENG](#))<sup>11</sup> should be shared beforehand.

Content	Learning method	Learning Outcomes
Introductions	<b>Facilitator led</b> – participants introduce themselves name/role/what they want from the workshop Emphasise honesty about challenges/sharing experiences; respect for the views of others	Participants get to know each other. Agreed shared aims for the workshop. Understanding of the way the workshop will run.
Brief outline of human rights internationally and nationally	<b>Presentation</b> – followed by questions and comments <i>Presentation 2.1</i>	Familiarisation with key international and national documents and concepts of human rights
Introduction to the concept of anti-discrimination and how it relates to human rights	<b>Presentation</b> – followed by questions and comments <i>Presentation 2.2</i>	Understanding the importance of anti-discrimination policies and practices in relation to human rights Understanding the basic concepts of different types of discrimination and ability to identify how these impact on human rights
International and national examples	<b>Presentation</b> – followed by questions and comments <i>Presentation 2.3</i>	Information about the application of an anti-discrimination approach
Understanding the local situation	<b>Presentation</b> – followed by questions and comments <i>Presentation 2.4</i>	Understanding of key issues and challenges faced by other local authorities and how these have been identified

11 The Checklist for self-assessment on anti-discrimination, diversity and inclusion, available in English at [rm.coe.int/checklist-on-anti-discrimination-diversity-and-inclusion-web-eng/1680ace488](https://rm.coe.int/checklist-on-anti-discrimination-diversity-and-inclusion-web-eng/1680ace488) and in Georgian at [rm.coe.int/checklist-on-anti-discrimination-diversity-and-inclusion-web-geo/1680ace489](https://rm.coe.int/checklist-on-anti-discrimination-diversity-and-inclusion-web-geo/1680ace489)

Content	Learning method	Learning Outcomes
Use the checklist for Self-assessment on anti-discrimination, diversity and inclusion.	<b>Group Activity</b> – Use the checklist for Self-Assessment on anti-discrimination, diversity and inclusion to identify key issues and challenges <i>Activity 2.1</i>	Understanding of the impacts of discrimination on local population and how this affects policies and practices Identifying need for future action
Identify challenges and how to address them	<b>Group activity</b> - using the challenges and issues identified in the last activity identify what actions need to be taken to address them <i>Activity 2.2</i>	Identifying ways in which shared challenges to addressing discrimination and inclusion can be overcome. Experiences and good practices shared
Action plan and review	<b>Group activity</b> -in local authority groups or individually participants use the proforma for action planning, identify the key challenges and priorities for action required to deliver human rights for all in their areas. <i>Activity 2.3</i> <b>Facilitator led</b> – reflection on learning from the workshop. Participants asked to review what they have learnt and how far it has met their initial aims. Direct participants to the other modules available for further learning	Participants apply the concepts introduced in the workshop, share experiences and identify priorities for future action.  Participants reflect on the key learning from the workshop and what they will do next.

### Links to other modules:

#### Key modules

**Module 3:** Gender equality, preventing and tackling sexism, harassment and hate crime

**Module 4:** Data collection – evidence-based policy making

#### Other modules covering specific areas

**Module 5:** Communication and active listening

**Module 6:** Code of ethics/conduct

**Module 7:** Rights of the child

**Module 8:** Rights of people with disabilities

**Module 9:** Human rights and the environment - local perspectives for sustainable development



## MODULE 3.

### Gender Equality and preventing and combating sexism and hate speech

#### Introduction

This module looks at how critical gender equality is to achieving human rights as well as how sexism and hate speech impact adversely on the human rights of women, and how they can be combatted and prevented at local level.

#### International Standards

##### **UN Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW)**

This defines what constitutes discrimination against women and sets out an agenda for actions to end it

[www.ohchr.org/en/instruments-mechanisms/instruments/convention-elimination-all-forms-discrimination-against-women](http://www.ohchr.org/en/instruments-mechanisms/instruments/convention-elimination-all-forms-discrimination-against-women)

##### **Convention on Preventing and Combating Violence Against Women and Domestic Violence**

This convention aims to prevent violence, protect victims and end the immunity of perpetrators

[www.coe.int/en/web/conventions/full-list?module=treaty-detail&treaty-num=210](http://www.coe.int/en/web/conventions/full-list?module=treaty-detail&treaty-num=210)

##### **Council of Europe Recommendations Calling for Specific Actions to Combat Sexism**

These set out actions to be taken and examples of good practice

[rm.coe.int/cm-rec-2019-1-on-preventing-and-combating-sexism/168094d894](http://rm.coe.int/cm-rec-2019-1-on-preventing-and-combating-sexism/168094d894)

[rm.coe.int/brochure-sexism/16809fba84](http://rm.coe.int/brochure-sexism/16809fba84)

##### **Council of European Municipalities and Regions Charter for Equality of Women and Men in Local Life**

Sets out actions that local authorities can take to address gender equality in all aspects of their work

[ccre.org/img/uploads/piecesjointe/filename/Charter\\_2022\\_EN.pdf](http://ccre.org/img/uploads/piecesjointe/filename/Charter_2022_EN.pdf)

##### **Council of European Municipalities and Regions Introduction for Intersectionality for Local and Regional Governments**

This sets out examples of how different strands of equality intersect with gender

[issuu.com/ccre/docs/cemr\\_intersectionality\\_en?fr=sMWEzMTU2MjA5MzE](http://issuu.com/ccre/docs/cemr_intersectionality_en?fr=sMWEzMTU2MjA5MzE)

##### **Summary of Work by the Congress of Local and Regional Authorities of the Council of Europe on Women's Rights and Equality of Women and Men at Local Level**

[rm.coe.int/2023-gender-equality-factsheet-en/1680abff74](http://rm.coe.int/2023-gender-equality-factsheet-en/1680abff74)

## Local Context

Understanding of gender equality has been developing through centuries in Georgian Society. In 1921, when Georgia adopted the first Constitution of the Democratic Republic<sup>12</sup>, its text guaranteed equality between men and women while stating that “citizens are all equal before the law.” (Article 16.), and Article 126 reaffirming the following: “A special law will protect women’s work in production. It is forbidden for women to work in production harmful to motherhood. A working woman is free from work for no less than two months during childbirth without compensation. The employer is obliged to place working women in conditions suitable for taking care of nursing children.”

Women in 1921 Georgia were not only allowed to vote but also were elected as members of the Parliament and Constitutional Commission of 1918.

These traditions have been consolidated in the current Constitution of Georgia that supports substantive equality instead of formal equality, which means that not only should legal provisions be in place for fostering equality, but the State should ensure their implementation. Acknowledgment of the historically disadvantaged situation of women in society, in comparison to men, is the major virtue of the substantive equality approach.

The Law of Georgia on Gender Equality<sup>13</sup> represents the primary framework that identifies the areas where women and gender equality should be supported. These include education, work and employment, social security and maternity, in political and civic, as well as economic, social, and cultural rights spheres.

An essential component of achieving substantive equality is the incorporation of gender equality in the government and administration of the country at both central and local levels. The Country Gender Equality profile of Georgia 2023<sup>14</sup> highlights that gender mainstreaming in governance processes is in its early stages in Georgia, however, there have been notable gains in this area. Gender-responsive budgeting and the Gender Impact Assessment (GIA) methodology are being adopted and tested mainly with the assistance of international development partners. In 2022, the Parliament of Georgia passed legislative changes to the Organic Law of Georgia on Normative Acts, incorporating GIA into the process of creating laws. The GIA technique was brought into the Georgian normative framework for the first time, marking a significant advancement in integrating gender into policymaking processes in Georgia. The Government of Georgia implemented the new 2023–2026 Public Administration Reform (PAR) Strategy and 2023–2024 Action Plan in early 2023, incorporating significant gender equality commitments related to promoting women’s leadership in public service and integrating gender analysis into policy planning as outlined in the country’s commitments.

The Law of Georgia on Gender Equality requires local authorities with specific functions to enhance gender equality by coordinating with national gender-equality mechanisms, incorporating gender equality issues into their policies and practices, appointing individuals responsible for gender policy, and promoting equality through their programs and priorities. Local municipalities should prioritize strengthening efforts to protect women from domestic abuse, which is a form of gender discrimination, and prevent child marriages. Identifying and reporting gender-based and domestic abuse instances, as well as suspected cases of child marriage, continue to be difficult in schools<sup>15</sup>. Teachers frequently refrain from reporting occurrences because of prevailing societal conventions, confidentiality issues, and insufficient training and recognition abilities. In 2021, there was a considerable decline in officially documented cases of child marriage dropouts, with females making up the majority of these cases. 39% of ethnic Azerbaijani females discontinue their education after completing the necessary basic level, possi-

12 The Constitution of Georgia adopted in 1921, available at: [www.matsne.gov.ge/ka/document/view/4801430?publication=0](http://www.matsne.gov.ge/ka/document/view/4801430?publication=0)

13 Law of Georgia on Gender Equality, available at: [matsne.gov.ge/ka/document/view/91624?publication=10#](http://matsne.gov.ge/ka/document/view/91624?publication=10#)

14 available at: [georgia.unwomen.org/en/digital-library/publications/2024/02/country-gender-equality-profile-of-georgia-2023](http://georgia.unwomen.org/en/digital-library/publications/2024/02/country-gender-equality-profile-of-georgia-2023)

15 available at: [georgia.unwomen.org/en/digital-library/publications/2024/02/country-gender-equality-profile-of-georgia-2023](http://georgia.unwomen.org/en/digital-library/publications/2024/02/country-gender-equality-profile-of-georgia-2023)

bly due to issues associated with child marriage and unpaid care responsibilities. Local municipalities have a special opportunity to address traditional forms of gender-based violence by promoting awareness, education, and economic empowerment of all women in the municipality, with a focus on representatives of vulnerable groups who are at a higher risk of victimisation.

Gender equality requires consolidated action on many levels of government to build on existing traditions and develop towards new achievements, though giving equal voice and power to women on the local level, particularly those representing different marginalised groups.

## Recommended delivery method

- ▶ 1.5 days in person workshop – presentations and good practices could be delivered online.
- ▶ Checklist on preventing and combatting sexism at the local level<sup>16</sup> (GEO and ENG) should be shared beforehand.

Content	Learning method	Learning outcome
Introductions	<b>Facilitator led</b> – participants introduce themselves name/role/what they want from the workshop Emphasise honesty about challenges/sharing experiences; respect for the views of others	Participants get to know each other. Agreed shared aims for the workshop. Understanding of the way the workshop will run.
Brief introduction on gender equality in relation to human rights and anti-discrimination	<b>Presentation</b> -followed by questions and comments <i>Presentation 3.1</i>	Familiarisation with key international and national documents and concepts of human rights and anti-discrimination including national law on sex discrimination
Focus on the need to tackle sexism and hate speech as part of this	<b>Presentation</b> -followed by questions and comments <i>Presentation 3.2</i>	Understanding the role sexism and hate speech has in preventing women from accessing their full human rights
Good practice examples international and national	<b>Presentation</b> -followed by questions and comments <i>Presentation 3.3</i>	Understanding how sexism and hate speech can be challenged

16 Checklist on preventing and combatting sexism at the local level, available in English at [rm.coe.int/checklist-eng/1680af7260](http://rm.coe.int/checklist-eng/1680af7260) and in Georgian at [rm.coe.int/checklist-on-geo/1680af7261](http://rm.coe.int/checklist-on-geo/1680af7261)

Content	Learning method	Learning outcome
Use the checklist on Preventing and combating sexism at local level to identify key issues and challenges and share experiences.	<b>Group activity</b> – use the checklist in the Preventing and combating sexism toolkit to identify key challenges and issues and to share experiences. Share the outcomes of the discussions <i>Activity 3.1</i>	Identify actions required at local level to address sexism and hate speech. Share experiences.
Action planning for next steps.	<b>Group activity</b> -in local authority groups or individually participants use the proforma for action planning identify the key challenges and priorities for action to prevent and combat sexism and hate speech. <i>Activity 3.2</i> <b>Facilitator led</b> – reflection on learning from the workshop. Participants asked to review what they have learnt and how it has met their initial aims. Direct participants to the other modules available for further learning	Participants apply the concepts introduced in the workshop, share experiences and identify priorities for future action.  Participants reflect on the key learning from the workshop and what they will do next.

## Links to other modules

### Key modules

- Module 2:** Anti- discrimination policies and practices
- Module 4:** Data collection – evidence-based policy making

### Other modules covering specific areas

- Module 5:** Communication and active listening
- Module 6:** Code of ethics/conduct
- Module 7:** Rights of the child
- Module 8:** Rights of people with disabilities
- Module 9:** Human rights and the environment - local perspectives for sustainable development

[Link to on-line course on Gender Mainstreaming at Local Level in Georgia](#)

## MODULE 4.

### Data collection – evidence-based policy making

#### Introduction

This module provides the opportunity to look in more detail at sources of information and local and national examples of how this has assisted decision making. Participants can use the checklist to identify the data gaps in their own work and share challenges and experiences of how to address these.

#### International Standards

##### UN A Human Rights-Based Approach to Data

General guidance on a human rights-based approach covering participation, disaggregation, self-identification, transparency, privacy and accountability  
[www.ohchr.org/sites/default/files/Documents/Issues/HRIndicators/GuidanceNoteonApproachtoData.pdf](http://www.ohchr.org/sites/default/files/Documents/Issues/HRIndicators/GuidanceNoteonApproachtoData.pdf)

##### EU Guidance on Improving the Collection and Use of Equality Data

Practical guidance on what data to collect and how to use it

[op.europa.eu/en/publication-detail/-/publication/a3d2cd88-0eba-11ec-b771-01aa75ed71a1/language-en/format-PDF/source-302549224](http://op.europa.eu/en/publication-detail/-/publication/a3d2cd88-0eba-11ec-b771-01aa75ed71a1/language-en/format-PDF/source-302549224)

Examples of good practice on implementing the guidance

[fra.europa.eu/en/promising-practices-list](http://fra.europa.eu/en/promising-practices-list)

##### European Coalition for Cities against Racism Toolkit for Equality

Practical examples and detailed guidance developed with a range of local actors at local level

[www.eccar.info/en/eccar-toolkit-equality](http://www.eccar.info/en/eccar-toolkit-equality)

##### Human Rights go Local: what works

Outcomes of a conference from intentions to commitments. Examples of good practices at local level

[www.humanrightsgolocal.org/wp-content/uploads/2022/06/ACCO22-Outcome-Document-and-Explanatory-Remarks.pdf](http://www.humanrightsgolocal.org/wp-content/uploads/2022/06/ACCO22-Outcome-Document-and-Explanatory-Remarks.pdf)

#### Local context

In 2019, the Georgian government adopted a decree standardising the national policy development and monitoring rules, which aimed not only to strengthen policymaking at the central level but also to drive good practice at the municipal level. The Policy Planning Manual along with its annexes, which is an integral part of the decree, applies evidence-based policymaking as a major tool for analysis and designing policy documents.<sup>17</sup>

<sup>17</sup> Decree of the Government of Georgia #629, of 20 December 2019, On the approval of the procedure for development, monitoring and evaluation of policy documents, [matsne.gov.ge/ka/document/view/4747283?publication=1](https://matsne.gov.ge/ka/document/view/4747283?publication=1)

The decree indicates: „In accordance with the principle of evidence-based policy development, to confirm the results of the situation analysis and the identified problems, it is important to present relevant evidence in the policy document. Evidence means facts, data (statistics), or any kind of information that objectively supports the existence of identified problems and their causative factors.”

Compiling reliable and valid data and national statistics is an acknowledged priority throughout the world, as well as in Georgia. In the Georgian context, the collection of national statistics is regulated by law.<sup>18</sup> As outlined in Article 4, Law of Georgia on Official Statistics the main purpose of collecting official statistics is „to provide timely quality statistical information for the development and monitoring of economic and social policies, as well as decisions of public institutions and business entities, conducting scientific research, and informing the public and other categories of users“. The main sources of National statistics are the census, administrative data, and multiple other surveys and research initiatives undertaken in cooperation with different organisations. The National Statistics Office of Georgia (GEOSTAT) publishes annual publications concerning human rights, such as “Statistics on Women and Men – measuring gender equality in Georgia”, “Statistics on Children and Youth”, “Statistics on Persons with Disabilities” and many others.

Aside from the GEOSTAT data, important data is collected in the framework of monitoring and evaluation measures undertaken by governmental and non-governmental agencies, e.g. data on the implementation of the Sustainable Development Goals and the Open Government Partnership commitments.<sup>19</sup> The specific example of evidence-based decision-making at the local level involves gathering data on greenhouse gas emissions, waste management outcomes, water quality, and environmental pollution to develop and execute evidence-based policies concerning the local citizens’ right to a healthy environment. In 2022-2023, the Council of Europe Office in Georgia collaborated with local municipalities to develop essential instruments aimed at promoting evidence-based decision-making at the local level: The Congress of Local and Regional Authorities of the Council of Europe provides a Checklist for Evidence-based Decision Making<sup>20</sup> to assist local authorities in incorporating evidence-based decision-making into their policies, strategies, and services based on reliable human rights data and thorough analysis. The Checklist provides local authorities with the essential knowledge and mean to enhance transparency, accountability, and efficient resource allocation, resulting in more effective and evidence-based government.

Local authorities play an essential role in data collection, which is necessary not only for evidence-based policymaking on the local level but also at the national level. It has to be well-synchronised with the national priorities in line with human rights obligations at the central and local levels.

## Recommended delivery method

- ▶ 1.5 day in person workshop – presentations and good practices could be delivered online.
- ▶ The Checklist on evidence-based decision making<sup>21</sup> (GEO and ENG) should be shared beforehand.

18 Law of Georgia on Official Statistics, adopted on 30 August 2023, available at: [matsne.gov.ge/en/document/download/90946/9/en/pdf](https://matsne.gov.ge/en/document/download/90946/9/en/pdf)

19 Available at: [ogpgeorgia.gov.ge/irm-evaluation-report/](https://ogpgeorgia.gov.ge/irm-evaluation-report/)

20 Available at: [rm.coe.int/checklist-for-evidence-based-decision-making-eng/1680af2d4d](https://rm.coe.int/checklist-for-evidence-based-decision-making-eng/1680af2d4d)

21 The Checklist on evidence-based decision making, available in English at [rm.coe.int/checklist-for-evidence-based-decision-making-eng/1680af2d4d](https://rm.coe.int/checklist-for-evidence-based-decision-making-eng/1680af2d4d) and in Georgian at [rm.coe.int/checklist-for-evidence-based-decision-making-kat/1680af2d4e](https://rm.coe.int/checklist-for-evidence-based-decision-making-kat/1680af2d4e)

Content	Learning method	Learning outcomes
Introductions	<b>Facilitator led</b> – participants introduce themselves name/role/what they want from the workshop Emphasise honesty about challenges/sharing experiences; respect for the views of others	Participants get to know each other. Agreed shared aims for the workshop. Understanding of the way the workshop will run
Brief outline of human rights and the responsibilities of local authorities	<b>Presentation</b> – followed by questions and comments <i>Presentation 4.1</i>	Familiarisation with key international and national documents and concepts of human rights
Introduction to data collection – sources of information/ national/local/NGOs/CSOs/other	<b>Presentation</b> – followed by questions and comments <i>Presentation 4.2</i>	Understanding of the importance of data for evidence-based decision making Understanding of different sources of information
What evidence do you need? Use the checklist for evidence-based decision making to identify what is available ,what is needed, and the challenges	<b>Group Activity</b> – in groups, identify from the checklist what information/data they have and what else they need <i>Activity 4.1</i>	Understanding of the possible evidence required, what they currently have and what is needed Sharing of experience
Challenges, share experiences and good practices	<b>Group Activity</b> - using the challenges and issues identified in the last activity, identify what actions need to be taken to address them <i>Activity 4.2</i>	Identifying ways in which shared challenges to addressing discrimination and inclusion can be overcome. Experiences and good practices shared
Action Plan and review	<b>Group activity</b> -in local authority groups or individually participants use the proforma for action planning identify the key challenges and priorities for action required to deliver human rights for all in their areas <i>Activity 4.3</i> <b>Facilitator led</b> – reflection on learning from the workshop Participants asked to review what they have learnt and how it has met their initial aims Direct participants to the other modules available for further learning	Participants apply the concepts introduced in the workshop, share experiences and identify priorities for future action  Participants reflect on the key learning from the workshop and what they will do next

## ■ Links to other modules:

### Key modules

**Module 2:** Anti-discrimination policies and practices

**Module 3:** Gender equality, preventing and tackling sexism, harassment and hate crime

**Module 4:** Data collection – evidence-based policy making

### Other modules covering specific areas

**Module 5:** Communication and active listening

**Module 6:** Code of ethics/conduct

**Module 7:** Rights of the child

**Module 8:** Rights of people with disabilities

**Module 9:** Human rights and the environment - local perspectives for sustainable development.



## MODULE 5.

### Communication and Active Listening

#### Introduction

This module addresses the need to actively listen and communicate effectively with disadvantaged and marginalised people to understand their needs and address these for an anti-discriminatory approach and the fulfilment of their human rights. It emphasises the importance of building empathy and understanding.

#### International Resources

##### Council of Europe Intercultural Cities Inclusive Communications

This includes advice, good practices and checklists for inclusive communication  
[rm.coe.int/policy-brief-inclusive-communication-carla-calado-2021/1680a39c0b](https://rm.coe.int/policy-brief-inclusive-communication-carla-calado-2021/1680a39c0b)

Module 1 of Intercultural Cities capacity building

[www.coe.int/uk/web/interculturalcities/module-1-inclusive-communication](https://www.coe.int/uk/web/interculturalcities/module-1-inclusive-communication)

#### Local Context

Communication and active listening are the processes encouraged by the Human Rights framework in Georgia, which invites the public authorities to enable the participation of all people, particularly of people belonging to minorities, in everyday policymaking and implementation. The National Human Rights Action Plan 2024-2030<sup>22</sup> identifies important forms and opportunities for communication with the broader society and strengthens collaboration among public officials and local communities.

The Action Plan envisages the following measures to promote communication and active listening: training of law enforcement professionals to be able to communicate with persons with disabilities (Act. 22.2.3), providing training for judges and judiciary professionals on communication with persons with disabilities (Act. 22.3.3.), enforcing active communication with children living and working in the street, (Act. 20.4.4.), development of a communication plan for youth population about mental health (Act. 20.11.1), development of a joint communication strategy to prevent child marriages (Act. 21.6.3), etc.

It is essential to note that both active listening and communication are process and outcome-focused. Not only is it critical to have effective communication systems in place, but they must also be utilised to promote the engagement of various marginalised groups in public planning and law enforcement. This principle is supported by a different legislative act: E.g., the Law of Georgia on Disability Rights<sup>23</sup> indicates that States should support the participation of persons with

22 Available at: [www.matsne.gov.ge/ka/document/view/6053557?publication=0](https://www.matsne.gov.ge/ka/document/view/6053557?publication=0)

23 Law of Georgia on Disability Rights, available at: <https://matsne.gov.ge/ka/document/view/4923984?publication=2>

disabilities in political and public life through supporting civil society organisations that represent persons with disabilities and aim to protect the human rights of these groups (Organisations of Persons with disabilities).

Congress of Local and Regional Authorities of the Council of Europe, with the support of the Council of Europe in Georgia, has developed a communication tool, **Checklist for Inclusive Communication**,<sup>24</sup> that is intended to support the representatives of the local authorities in planning and implementing their communication strategy.

Local authorities are in the perfect position to adopt policies that facilitate more engagement and communication in the local society.

### Recommended delivery method

- ▶ 1.5 days in person workshop – the human library, presentations, and good practice examples could be delivered online.
- ▶ The Checklist for inclusive communication<sup>25</sup> (GEO and ENG) should be shared beforehand.

Content	Learning method	Learning Outcome
Introductions	<b>Facilitator led</b> – participants introduce themselves name/role/what they want from the workshop Emphasise honesty about challenges/sharing experiences; respect for the views of others	Participants get to know each other. Agreed shared aims for the workshop. Understanding of the way the workshop will run
Brief introduction with link to delivering human rights and anti-discrimination	<b>Presentation</b> – followed by questions and comments <i>Presentation 5.1</i>	Familiarisation with key international and national documents and concepts of human rights and anti-discrimination
Inclusive communication – interacting with diverse communities and building trust – examples international and local.	<b>Presentation</b> – followed by questions and comments <i>Presentation 5.2</i> <i>Activity 5.1</i>	Understanding of the practical application of the concepts
Empathy and active listening – living library	<b>Facilitator led -living library:</b> interviews with people from different communities or with specific disadvantages e.g. carer for a child with disabilities explaining the challenges they face in accessing services In person or online <i>Guide to develop living library</i>	Building empathy with people experiencing disadvantages of different kinds Understanding how listening to them can help to shape better policies and practices

<sup>24</sup> Available at: [www.coe.int/en/web/tbilisi/strengthening-participatory-democracy-and-human-rights-at-local-level-in-georgia](http://www.coe.int/en/web/tbilisi/strengthening-participatory-democracy-and-human-rights-at-local-level-in-georgia)

<sup>25</sup> Checklist for Inclusive Communication, available in English at [rm.coe.int/checklist-for-inclusive-communication-web-eng/1680ace486](http://rm.coe.int/checklist-for-inclusive-communication-web-eng/1680ace486), and in Georgian at [rm.coe.int/checklist-for-inclusive-communication-web-geo/1680ace487](http://rm.coe.int/checklist-for-inclusive-communication-web-geo/1680ace487)

Content	Learning method	Learning Outcome
Effective and inclusive communication – messages and tools. Using the Checklist for inclusive communication to design a local strategy	<b>Group activity</b> – use the checklist to identify an inclusive communications strategy with a specific marginalised group as selected by the participants <i>Activity 5.2</i>	Understanding of the elements required for an effective inclusive communication strategy Sharing experiences and challenges
Action planning next steps and review	<b>Group activity</b> -in local authority groups or individually participants use the proforma for action planning, identify the key challenges and priorities for action required to communicate with and listen to the most marginalised in their areas <i>Activity 5.3</i> <b>Facilitator led</b> – reflection on learning from the workshop Participants asked to review what they have learnt and how it has met their initial aims. Direct participants to the other modules available for further learning	Participants apply the concepts introduced in the workshop, share experiences and identify priorities for future action  Participants reflect on the key learning from the workshop and what they will do next

## Links to other modules

### Key modules

**Module 2:** Anti-discrimination policies and practices

**Module 3:** Gender equality, preventing and tackling sexism, harassment and hate crime

**Module 4:** Data collection – evidence-based policy making

### Other modules covering specific areas

**Module 5:** Communication and active listening

**Module 6:** Code of ethics/conduct

**Module 7:** Rights of the child

**Module 8:** Rights of people with disabilities

**Module 9:** Human rights and the environment - local perspectives for sustainable development

## MODULE 6.

# Anti-discriminatory codes of ethics and conduct – protecting diversity and promoting inclusion at local level

### Introduction

This module examines the role of codes of ethics to assist in promoting an inclusive and anti-discrimination approach and how these can be introduced within local authorities.

### International Standards

#### Council of Europe Code of Conduct for All Persons Involved in Local and Regional Government

Provides a model code covering ethical principles and mechanisms

[rm.coe.int/1680718fbf](http://rm.coe.int/1680718fbf)

#### Council of Europe Transparency and Local Government

This highlights the importance of transparency and the need to promote the participation of citizens in all aspects of local public life

[rm.coe.int/booklet-a6-transparency-coll-public-ethic-en/1680907906](http://rm.coe.int/booklet-a6-transparency-coll-public-ethic-en/1680907906)

### Local context

In 2014, the Government of Georgia adopted the policy paper on the reform of public authorities<sup>26</sup> in Georgia. It sought to create the civil service as a national institution supported by a legislative framework that is consistent and unambiguous, guaranteeing that it is staffed only with professionals who will hold state authority, administer public funds, or deliver public services while complying with the principles of transparency, accountability, efficacy, and the rule of law.

Under the reform, the Civil Service Bureau (CSB) was mandated to introduce and co-ordinate the ethics codes in the civil sector and enforce their implementation by establishing the proper administrative framework. On 20 April 2017, the Government of Georgia adopted general rules for establishing codes of ethics and conduct in public entities.<sup>27</sup> Diversity and Equality represent one of the driving forces of this document. An equal and diverse environment in the public service ensures the unity and sustainability of the public service and its prestige in society. It creates a feeling of greater security for each citizen because an equal and diverse environment in the public sector is a reflection of the diversity in society.

26 Decree of the Government of Georgia on the approval of the concept of public service reform and related measures, available at: [matsne.gov.ge/ka/document/view/2582658?publication=0](http://matsne.gov.ge/ka/document/view/2582658?publication=0)

27 Decree of the Government of Georgia on general rules for establishing codes of ethics and conduct in public entities, available at: [matsne.gov.ge/ka/document/view/3645402?publication=3](http://matsne.gov.ge/ka/document/view/3645402?publication=3)

The Rules on Ethics embrace the following standards for securing equality in the civil service:<sup>28</sup>

1. A civil servant respects the dignity of all people and the diverse public environment at work.
2. The civil servant provides equal external treatment to all, prohibiting putting someone at a disadvantage.
3. The civil servant tries to avoid any kind of discrimination. Especially against vulnerable groups such as people with different needs and minorities
4. The public institution promotes gender equality in the public institution, achieving gender balance, providing equality for the different sexes, and creating a working environment with equal conditions and opportunities.
5. The civil servant tries, in the decision-making process, to avoid the influence of stereotypes established in society.
6. A civil servant treats employees with respect, not distinguishing them regardless of their gender identity or sexual orientation, etc.

Local authorities are obliged by law to develop codes of ethics and conduct to meet the aims of the reform and serve as role models for other entities and organisations for observing human rights and diversity in the local community.

Akhaltsikhe Municipality's self-governance was among the first local authorities to create a strategy to enhance transparency and integrity at the local level through collaboration with civil society organizations and international supporters. A working committee led by the 1st deputy mayor and 8 heads of municipal services has been established to initiate the process. The review of current managerial systems revealed a lack of transparency, highlighting the necessity for changes. The municipality established a Transparency and Integrity strategy along with a 2019-2020 action plan with the main goal of enhancing the sustainability of human resources and establishing the professional development system for human resources at the local municipality.

The municipality has created induction guidelines to introduce managerial regulations, rules, and organisational culture inside the local municipality. The local self-government in Akhaltsikhe has made significant efforts to publish public information according to proactive publication standards. This aimed at enhancing accountability, participation, and oversight mechanisms within the local community. Akhaltsikhe's self-government has reinforced citizen participation mechanisms and implemented an electronic petition system. The Akhaltsikhe municipality model also includes enhancing accountability and transparency processes in organisations established by local self-government. This involves consistently sharing details regarding staffing, budget, procurements, and administrative expenses of these organisations on the municipality's website, along with creating annual reports on these topics.

## Recommended delivery method

- ▶ 1 day in person workshop – presentations and good practice examples could be delivered online.
- ▶ The Checklist for developing or reviewing the Code of Ethics<sup>29</sup> (GEO and ENG) should be shared beforehand.

28 Civil Service Bureau, Comments on the decree of the Government of Georgia on general rules for establishing codes of ethics and conduct in public entities, available at: [www.csb.gov.ge/media/3012/ეთიკა-კომენტარები.pdf](http://www.csb.gov.ge/media/3012/ეთიკა-კომენტარები.pdf)

29 Checklist for developing or reviewing the Code of Ethics, available in English at: [/rm.coe.int/checklist-code-of-ethics-web-eng/1680ace484](http://rm.coe.int/checklist-code-of-ethics-web-eng/1680ace484) and in Georgian at: [rm.coe.int/checklist-code-of-ethics-web-geo/1680ace485](http://rm.coe.int/checklist-code-of-ethics-web-geo/1680ace485)

Content	Learning method	Learning outcome
Introductions	<b>Facilitator led</b> – participants introduce themselves name/role/what they want from the workshop Emphasise honesty about challenges/sharing experiences; respect for the views of others	Participants get to know each other. Agreed shared aims for the workshop. Understanding of the way the workshop will run
International standards on public ethics and the link to human rights and anti-discrimination	<b>Presentation</b> -followed by questions and comments <i>Presentation 6.1</i>	Familiarisation with key international and national documents and concepts of human rights and anti-discrimination and the role codes of ethics play in their delivery
Good practice examples – international and local	<b>Presentation</b> -followed by questions and comments <i>Presentation 6.2</i>	Understanding of the practical benefits of introducing codes of ethics
Key issues – World café exercise	<b>World café</b> activity <i>Activity 6.1</i>	Opportunity to share thoughts and concerns about the concept of codes of ethics and to learn good practices from others
Use checklist for developing and reviewing codes of ethics to identify challenges and successes	<b>Group activity</b> – use the checklist for developing and reviewing codes of ethics Participants from local authorities where codes exist to review their application and effectiveness. Those without such codes identify how they could be introduced Share the outcomes of the discussions <i>Activity 6.2</i>	Identify practical ways to improve existing codes or to argue for their introduction
Action planning for next steps and review	<b>Group activity</b> -in local authority groups or individually participants use the proforma for action planning, identify the key challenges and priorities for action for introducing or improving a local code of ethics <i>Activity 6.3</i> <b>Facilitator led</b> – reflection on learning from the workshop Participants asked to review what they have learnt and how it has met their initial aims Direct participants to the other modules available for further learning	Participants apply the concepts introduced in the workshop, share experiences and identify priorities for future action  Participants reflect on the key learning from the workshop and what they will do next

## ■ Links to other modules

Key modules

**Module 2:** Anti-discrimination policies and practices

**Module 3:** Gender equality, preventing and tackling sexism, harassment and hate crime

Other related module:

**Module 5:** Communication and active listening

# MODULE 7.

## Rights of the Child

### Introduction

This module looks in detail at the international and national legislation to safeguard and promote the rights of the child and the implications this has for the work of local government.

### International Standards

#### UN Convention on the Rights of the Child

Convention covering all aspects of a child's life and the civil, political, economic, social and cultural rights that all children everywhere are entitled to  
[www.unicef.org/child-rights-convention/convention-text](http://www.unicef.org/child-rights-convention/convention-text)

#### European Convention on the Exercise of Children's Rights

Sets out procedural measures to allow children to exercise their rights  
[www.coe.int/en/web/conventions/full-list?module=treaty-detail&treaty-num=160](http://www.coe.int/en/web/conventions/full-list?module=treaty-detail&treaty-num=160)

#### Council of Europe Policy and Guidelines for the Protection of Children from Violence

Sets out guidance for setting up integrated national strategies for preventing violence against children  
[rm.coe.int/CoERMPublicCommonSearchServices/DisplayDCTMContent?documentId=090000168046d3a0](http://rm.coe.int/CoERMPublicCommonSearchServices/DisplayDCTMContent?documentId=090000168046d3a0)

#### Council of Europe Handbook on Children's Participation

Sets out key issues required to ensure that children can fully participate. Includes practical examples and checklists  
[rm.coe.int/publication-handbook-on-children-s-participation-eng/1680a14539](http://rm.coe.int/publication-handbook-on-children-s-participation-eng/1680a14539)

### Local Context

In recent years, Georgia has adopted a strong and comprehensive legal framework for the protection of children's rights - a Code on the Rights of a Child.<sup>30</sup> This act represents one of the most thorough legal papers that not only covers different areas of children's lives but also determines the obligations of all major public authorities and private stakeholders.

The rights of a child have been the leading theme in the National Human Rights Strategy as well. It supports:

<sup>30</sup> Code on the Rights of a Child, available at: [matsne.gov.ge/ka/document/view/4613854?publication=6](http://matsne.gov.ge/ka/document/view/4613854?publication=6)



- ▶ Improving mechanisms for protection of children’s rights and their well-being, taking into account the best interests of the child;
- ▶ Promoting the independent life of young people who have left alternative care; Strengthening of policies promoting independent living.
- ▶ Ensuring the process of deinstitutionalization of children, including children with disabilities, and promoting the prevention of child separation from the family;
- ▶ strengthening of children’s health protection and social system;
- ▶ Prevention/reduction of the threat induced by poverty and malnutrition for children living in vulnerable families;
- ▶ Ensuring equal and universal access to high-quality education, including inclusive education and upbringing at preschool education level, especially for children in poverty and state care, as well as children with disabilities living in regions and special educational needs.

Local authorities have a leading role in promoting and protecting children’s rights in municipalities. Following the Code, they have been entrusted with the following tasks:

1. Development and coordination of the implementation of municipal programs for the protection of children’s rights; monitoring and assessment of the implementation process.
2. Establishing a network of social workers within the municipality’s jurisdiction who provide child protection and assistance, as well as identifying their operational areas;
3. Coordinated work with relevant institutions to implement state child protection and support programs.
4. Coordination of implementation of child rights protection and support programs by non-governmental and international organisations.
5. The process of selecting, registering, and determining applicable contractual conditions relating to private law organisations that are required for the implementation and operation of municipal programs intended to protect the rights of children.
6. Generating statistical data in adherence to authorised initiatives for the protection and support of children’s rights; Establishment of a centralised database concerning the advocacy and protection of children’s rights.
7. The fulfilment of further authorities as prescribed by Georgian legislation and internal rules.

The 2022 UNICEF report<sup>31</sup> emphasises that many local municipalities have made significant progress in establishing procedures to safeguard child rights through partnerships with NALA, UNICEF, and other organisations:

- ▶ Adjara Municipality, in partnership with adjacent municipalities, has created informal educational programs for children with specific educational needs and disabilities. After-school programs following a particular concept were initiated in 35 pilot public schools to support the intellectual, emotional, and physical development of 500 vulnerable children.
- ▶ 10 towns have improved their capacity to implement child-centered methods for social programs, doing cost analysis budgeting, and monitoring social programs for children.
- ▶ Kutaisi and Batumi municipalities achieved candidacy status as Child-Friendly Cities by following the Child-Friendly Cities strategy and action plans.

However, some aspects of child care overseen by local municipalities are still an issue in Georgia<sup>32</sup>. UNICEF and Geostat have identified substantial disparities in

31 UNICEF Georgia Results in 2022. Available at (07.04.2024): [www.unicef.org/georgia/documents/unicef-georgia-results-2022](http://www.unicef.org/georgia/documents/unicef-georgia-results-2022)

32 Country Gender Profile 2023. Available at (07.04.2024): [georgia.unwomen.org/en/digital-library/publications/2024/02/country-gender-equality-profile-of-georgia-2023](http://georgia.unwomen.org/en/digital-library/publications/2024/02/country-gender-equality-profile-of-georgia-2023)

preschool education between urban and rural areas. Rural children are more than seven times as likely to lack preschool access compared to urban children. Challenges to preschool education impact 1.5% of urban children and 12.4% of rural children, with a slight variation between genders—8.5% of girls and 4.3% of boys. Disparities are present between urban and rural areas as well as among different socioeconomic statuses. Preschool institutions are lacking in places inhabited by ethnic minorities. The preschool enrolment rate in Georgia is 65 percent on average. Yet, there is a significant contrast in enrolment rates between Azerbaijani and Armenian households for 3-4-year-olds attending kindergarten, with 29% and 60% respectively.

Local authorities require robust competencies, resources, and cooperation in order to effectively execute these objectives and ensure that they serve the children's best interests.

## Recommended delivery method

- ▶ 1 day in person workshop – presentations and good practice examples could be delivered online.
- ▶ The Checklist for child rights impact assessment<sup>33</sup> (GEO and ENG) should be shared beforehand.

Content	Learning method	Learning outcome
Introductions	<b>Facilitator led</b> – participants introduce themselves name/role/what they want from the workshop Emphasise honesty about challenges/sharing experiences; respect for the views of others	Participants get to know each other. Agreed shared aims for the workshop. Understanding of the way the workshop will run
Introduction to human rights and the responsibilities of local government	<b>Presentation</b> – followed by questions and comments <i>Presentation 7.1</i>	Familiarisation with key international and national documents and concepts of human rights
International legal frameworks for the rights of the child	<b>Presentation</b> – followed by questions and comments <i>Presentation 7.2</i>	Understanding of the key international frameworks for the rights of the child and how these apply to local authorities
Local legal framework for the rights of the child	<b>Presentation</b> – followed by questions and comments <i>Presentation 7.3</i>	Understanding of the practical application of identifying and addressing the rights of the child at local level

33 Checklist for child rights impact assessment, available in English at [rm.coe.int/checklist-for-child-rights-impact-assessment-eng/1680af2d49](http://rm.coe.int/checklist-for-child-rights-impact-assessment-eng/1680af2d49) and in Georgian at [rm.coe.int/checklist-for-child-rights-impact-assessment-kat/1680af2d4a](http://rm.coe.int/checklist-for-child-rights-impact-assessment-kat/1680af2d4a)

Content	Learning method	Learning outcome
Data collection for developing child centred policies and practices	<b>Presentation-</b> followed by questions and comments <i>Presentation 7.4</i>	Understanding of the data available and needed to develop child centred policies
Assessing impacts of policies on rights of the child	<b>Group activity</b> – use the checklist on assessing policies on the rights of the child identify key areas for action and to share experiences. Share the outcomes of the discussions <i>Activity 7.1</i>	Identify actions required at local level to safeguard and promote the rights of the child Share experiences
Action planning for future work	<b>Group activity</b> -in local authority groups or individually participants use the proforma for action planning identify the key challenges and priorities for safeguarding and advancing the rights of the child <i>Activity 7.2</i> <b>Facilitator led</b> – reflection on learning from the workshop Participants asked to review what they have learnt and how it has met their initial aims. Direct participants to the other modules available for further learning	Participants apply the concepts introduced in the workshop, share experiences and identify priorities for future action  Participants reflect on the key learning from the workshop and what they will do next

## Links to other modules:

### Key modules

**Module 2:** Anti-discrimination policies and practices

**Module 3:** Gender equality, preventing and tackling sexism, harassment and hate crime

**Module 4:** Data collection – evidence-based policy making

### Links to other related Modules

**Module 5:** Communication and active listening

## MODULE 8.

### Rights of Persons with Disabilities

#### Introduction

This module looks at the international and national legislation to protect and enhance the rights of people with disabilities and the implications for the work of local authorities.

#### International Standards

##### UN Convention on the Rights of Persons with Disabilities

Sets out the how the rights for persons with disabilities to enjoy their full human rights must be promoted, protected and ensured  
[www.ohchr.org/en/instruments-mechanisms/instruments/convention-rights-persons-disabilities](http://www.ohchr.org/en/instruments-mechanisms/instruments/convention-rights-persons-disabilities)

##### General Comments - Committee on the Rights of Persons with Disabilities

provides authoritative guidance about the provisions of the Convention on the rights of persons with disabilities through general comments. These general comments aim to help States parties to fulfil their obligations.

[www.ohchr.org/en/treaty-bodies/crpd/general-comments](http://www.ohchr.org/en/treaty-bodies/crpd/general-comments)

##### Council of Europe Study Promoting Equality for Persons with Disabilities

Includes key texts and guidelines for achieving non-discrimination and equality for persons with disabilities  
[rm.coe.int/168070d7f6](http://rm.coe.int/168070d7f6)

##### Union of Equality: Strategy for the Rights of Persons with Disabilities 2021-2030

Tackles the diverse challenges that persons with disabilities face. It aims to progress on all areas of the United Nations Convention on the Rights of Persons with Disabilities, both at EU and Member State level.

[ec.europa.eu/social/main.jsp?catId=738&langId=en&pubId=8376&furtherPubs=yes](http://ec.europa.eu/social/main.jsp?catId=738&langId=en&pubId=8376&furtherPubs=yes)

##### Eurocities a New Decade of Making Cities Disability Inclusive

Sets out examples, challenges and policy recommendations to promote the rights of persons with disability

[eurocities.eu/wp-content/uploads/2021/02/Euroities-report\\_A-new-decade-of-making-cities-disability-inclusive.pdf](http://eurocities.eu/wp-content/uploads/2021/02/Euroities-report_A-new-decade-of-making-cities-disability-inclusive.pdf)

## Local Context

Stereotypes against persons with disabilities often become the barrier to fulfilling effective legislation. Even though Georgia has developed a strong legislation framework to protect the rights of persons with disabilities, existing medical and charity models of disability are persistent and serve as barriers to implementing the human rights model of disability.

The local authorities are well-positioned to tackle public stereotypes. Small communities and residents often learn from the good example of municipal authorities employing persons with disabilities. Furthermore, municipalities are in a beneficial position to mark the gaps in accessible environments and develop an action plan to aim for universal design for all. Mainstreaming disability in municipal programs, as well as designing special programs by local authorities is the decisive approach for enforcing the tasks entrusted by the Law of Georgia on Rights of the Persons with Disabilities<sup>34</sup> to local authorities.

In collaboration with persons with disabilities and with their individual needs in mind, local authorities should devise and implement social inclusion and independent living initiatives that guarantee:

- a) Full participation of persons with disabilities in the public, political, social, economic, cultural, and sports life at the local level; provision of services supporting independent living, including personal assistant services and implementation of habilitation and rehabilitation programs.
- b) Participation of persons with disabilities in the process of developing, implementing, and monitoring programmes and projects.
- c) Ensuring equal access for children with disabilities to the educational programs and facilities of early and preschool education establishments.
- d) Supporting the development and implementation of initiatives of local organisations of persons with disabilities (OPDs) that aim to enhance the quality of independent life for persons with disabilities and are primarily composed of persons with disabilities or their legal representatives serving as members of the organisation's governing and decision-making bodies;
- e) Collaborating with other relevant institutions and organisations operating within the jurisdiction of the local authorities to advance the development and implementation of information-consulting and support services that facilitate the independent living of individuals with disabilities, etc.

Another important resource is the Code of Spatial Planning, Architectural and Construction Activities of Georgia.<sup>35</sup> The purpose of the code is to legally regulate spatial planning, urban planning, architectural and construction activities in the territory of Georgia, and is an essential reference for developing inclusive and accessible spatial planning at local level.

According to the 2021 UNDP study, all 64 local municipalities have established and implemented annual disability action plans. However, a major issue is the infrequent meetings held by the disability councils at the local level. Another significant challenge is the insufficient competencies of council members regarding their role, as well as the absence of feedback and accountability procedures between the local authorities and the monitoring of the effectiveness of disability rights activities at the local level.

One exemplary case to consider is the Senaki municipality. In 2023, the Senaki Disability Rights Council at Senaki Municipality, with its budgetary allocations, initiated a focused program to support the independent living and self-realisation of individuals with disabilities, promoting community integration and inclusion. The grant program "Supporting the ideas of persons with disabilities and their families to facilitate income generation and community inclusion" has provided grants to support the entrepreneurial activities of people with disabilities financially. The funding awarded comprised needs evaluation, awareness, educational

34 Law of Georgia on Rights of the Persons with Disabilities, available at: [matsne.gov.ge/en/document/view/4923984?publication=0](https://matsne.gov.ge/en/document/view/4923984?publication=0)

35 Code of Spatial Planning, Architectural and Construction Activities of Georgia, available at: [matsne.gov.ge/ka/document/view/4276845?publication=28](https://matsne.gov.ge/ka/document/view/4276845?publication=28)

activities, and income generation for individuals with disabilities in the local community. They included projects related to audiobooks and farm maintenance. The municipality created programs that involved persons with disabilities and their representatives extensively. This was accomplished by creating guidelines and supporting papers to help the persons with disabilities and their families to navigate the complex world of project-based labour and entrepreneurship.

Local authorities should meticulously plan the process of implementing the rights of persons with disabilities, taking into consideration various marginalised groups such as ethnic minorities, women, queer individuals, and others, to ensure inclusivity.

## Recommended delivery method

- ▶ 1 day in person workshop – presentations and good practice examples could be delivered online.
- ▶ The Checklist for disability inclusion impact assessments<sup>36</sup> (GEO and ENG) should be shared beforehand.

Content	Learning method	Learning outcomes
Introductions	<b>Facilitator led</b> – participants introduce themselves name/role/what they want from the workshop Emphasise honesty about challenges/sharing experiences; respect for the views of others	Participants get to know each other. Agreed shared aims for the workshop. Understanding of the way the workshop will run
Introduction to human rights and the responsibilities of local government	<b>Presentation</b> – followed by questions and comments <i>Presentation 8.1</i>	Familiarisation with key international and national documents and concepts of human rights
International legal frameworks for the rights of people with disabilities	<b>Presentation</b> – followed by questions and comments <i>Presentation 8.2</i>	Understanding of the key international frameworks for the rights of people with disabilities and how these apply to local authorities
National legal framework for the rights of people with disabilities	<b>Presentation</b> – followed by questions and comments <i>Presentation 8.3</i>	Understanding of the key national framework for the rights of people with disabilities and how they apply to local authorities

36 Checklist for disability inclusion impact assessment, available in English at [rm.coe.int/checklist-for-disability-inclusion-impact-assment-eng/1680af2d4b](http://rm.coe.int/checklist-for-disability-inclusion-impact-assment-eng/1680af2d4b) and in Georgian at [rm.coe.int/checklist-for-disability-inclusion-impact-assment-kat/1680af2d4c](http://rm.coe.int/checklist-for-disability-inclusion-impact-assment-kat/1680af2d4c)

Content	Learning method	Learning outcomes
Data collection for developing policies and practices for people with disabilities	<b>Presentation-</b> followed by questions and comments <i>Presentation 8.4</i>	Understanding of the key data available and needed to assess and address the impact of policies and practices on the rights of people with disabilities
Use the Checklist for disability impact assessments to understand and share challenges and good practices	<b>Group activity</b> – use the checklist on assessing policies on the rights of people with disabilities. identify key areas for action and to share experiences. Share the outcomes of the discussions <i>Activity 8.1</i>	Identify actions required at local level to safeguard and promote the rights of people with disabilities. Share experiences
Action planning for future work	<b>Group activity</b> -in local authority groups or individually participants use the proforma for action planning identify the key challenges and priorities for safeguarding and advancing the rights of people with disabilities <i>Activity 8.2</i>  <b>Facilitator led</b> – reflection on learning from the workshop Participants asked to review what they have learnt and how it has met their initial aims. Direct participants to the other modules available for further learning	Participants apply the concepts introduced in the workshop, share experiences and identify priorities for future action  Participants reflect on the key learning from the workshop and what they will do next

## Links to other modules

### Key modules

**Module 2:** Anti-discrimination policies and practices

**Module 3:** Gender equality, preventing and tackling sexism, harassment and hate crime

**Module 4:** Data collection – evidence-based policy making

### Link to other related module

**Module 5:** Communication and Active listening

## MODULE 9:

# Human Rights and the Environment - local perspectives for sustainable change

### Introduction

This module looks at the impacts that the environment can have on people's human rights including housing, pollution, access to transport and planning decisions and how local authorities can address them.

### International standards

#### **Human Rights Handbook for Local and Regional Authorities Volume 3 Environment and Sustainable Development**

Sets out the human rights in relation to a healthy, clean and sustainable environment

[rm.coe.int/human-rights-handbook-for-local-and-regional-authorities-vol-3-environ/1680a8b534](http://rm.coe.int/human-rights-handbook-for-local-and-regional-authorities-vol-3-environ/1680a8b534)

#### **Council of Europe Manual on Human Rights and the Environment**

Sets out the links between human rights protected by the European Convention on Human Rights and the European Social Charter and the environment

[rm.coe.int/manual-environment-3rd-edition/1680a56197](http://rm.coe.int/manual-environment-3rd-edition/1680a56197)

### Local Context

In Georgia, environmental protection issues are a relatively recent development in the realm of human rights protection. The constitutional amendments enacted in 2017 empower citizens with a significant authority to advocate for environmental health and get information related to the environment. These modifications are influenced not just by current interests but also by future generations' interests; as such, they place a substantial responsibility on every resident of Georgia.

Local authorities have a special role in advocating environmental protection issues; that's why the Law of Georgia on Environmental Protection<sup>37</sup> indicates that local authorities are to be actively involved in drawing up action programs for environmental protection.

Local towns may bring significant improvements in the process of effective management of water, forest, and land resources at the local level, as well as in the battle against climate change.<sup>38</sup> It should be mentioned that the policy on climate issues at the municipal level is established within the scope of the "The Global Covenant of Mayors for Climate and Energy"<sup>39</sup>. More than 20 municipalities of Georgia are signatories of the Covenant of Mayors and are active in the preparation of sustainable energy action plans.

37 Law of Georgia on Environmental Protection, available at: [www.matsne.gov.ge/ka/document/download/33340/19/en/pdf](http://www.matsne.gov.ge/ka/document/download/33340/19/en/pdf)

38 Thematic reports of the Ministry of Environmental Protection and Agriculture of Georgia, available at: [mepa.gov.ge/Ge/Reports](http://mepa.gov.ge/Ge/Reports)

39 The Global Covenant of Mayors for Climate and Energy, available at: [www.globalcovenantofmayors.org/who-we-are/](http://www.globalcovenantofmayors.org/who-we-are/)



Local governments are directly engaged in addressing natural disasters, which are among the most severe issues in Georgia. Efforts are now being made in the domains of risk assessment, risk reduction, and risk forecasting. The development of preparation and threat response strategies for high-risk municipalities is now in progress.

Local authorities will be expected to work closely and devote considerable effort to addressing environmental protection issues, such as municipal waste management and renewable energy, in strict adherence to the Constitution and legislative mandates.

## Recommended delivery method

- ▶ 1 day in person workshop – presentations and good practice examples could be delivered online.

Content	Learning method	Learning outcome
Introductions	<b>Facilitator led</b> – participants introduce themselves name/role/what they want from the workshop Emphasise honesty about challenges/sharing experiences; respect for the views of others	Participants get to know each other. Agreed shared aims for the workshop. Understanding of the way the workshop will run
Introduction to human rights and the responsibilities of local government	<b>Presentation</b> – followed by questions and comments <i>Presentation 9.1</i>	Familiarisation with key international documents and concepts of human rights
Fundamental right to the environment	<b>Presentation</b> – followed by questions and comments <i>Presentations 9.2</i>	Understanding of the key international and national frameworks for the rights to the environment and how these apply to local authorities
Application of human rights to environmental protection at local level	<b>Presentation</b> – followed by questions and comments <i>Presentations 9.3</i>	Understanding of how human rights to environmental protection apply to the work of local authorities

Content	Learning method	Learning outcome
Practical application of concepts	<p><b>Group work</b> – groups working on the case study provided to identify the rights involved and the actions required to mitigate any adverse impacts <i>Activity 9.1</i></p>	Understanding of the actions local authorities may have to take to safeguard and enhance the rights to the environment
Action planning and review	<p><b>Group activity</b> -in local authority groups or individually participants use the proforma for action planning to identify the key challenges and priorities for safeguarding and advancing the rights of people in relation to the environment <i>Activity 9.2</i></p> <p><b>Facilitator led</b> – reflection on learning from the workshop Participants asked to review what they have learnt and how it has met their initial aims Direct participants to the other modules available for further learning</p>	<p>Participants apply the concepts introduced in the workshop, share experiences and identify priorities for future action</p> <p>Participants reflect on the key learning from the workshop and what they will do next</p>

## Links to other modules

### Key modules

**Module 2:** Anti-discrimination policies and practices

**Module 3:** Gender equality, preventing and tackling sexism, harassment and hate crime

**Module 4:** Data collection – evidence-based policy making

### Link to other related modules

**Module 5:** Communication and Active listening

## MODULE 10.

### Local initiatives on mainstreaming equality, diversity, and inclusion at local level

#### Introduction

This module looks at the practicalities of localising human rights. It provides guidelines for planning and implementing successful local initiatives with an anti-discrimination approach, while focusing on policy planning toolbox, participatory approaches to the implementation and communication, and monitoring capacities for effective and successful local initiatives on human rights. The participants will have an opportunity to discuss basic concepts, principles as well as good practices for realisation of initiatives on mainstreaming equality, diversity, and inclusion in local authorities' plans and programmes with an integrated approach.

It aims to raise awareness of the representatives of the municipalities on project implementation cycles and fundamentals of project management; provide practical guidance on the issues of sustainability, monitoring & evaluation, and risk management; enhance communication and cooperation between local authorities, CSOs and beneficiaries in implementing the local initiatives; strengthen the municipalities capacities on the proper M&E framework and reporting.

#### International standards

##### **OECD/SIGMA Toolkit for the Preparation, Implementation, Monitoring, Reporting and Evaluation of Public Administration Reform and Sector Strategies**

The Toolkit guides the reader through each stage of the development, implementation, monitoring and overall management of strategies, available at [www.sigmaweb.org/publications/strategy-toolkit.htm](http://www.sigmaweb.org/publications/strategy-toolkit.htm)

#### Local Context

##### **629 Decree of the Government of Georgia on the Approval of the Procedure for Development, Monitoring and Evaluation of Policy Documents**

[matsne.gov.ge/ka/document/download/4747283/0/ge/pdf](http://matsne.gov.ge/ka/document/download/4747283/0/ge/pdf)

##### **Handbook on Policy Development, Monitoring and Evaluation**

[www.undp.org/georgia/publications/policy-planning-monitoring-and-evaluation-handbook-2019](http://www.undp.org/georgia/publications/policy-planning-monitoring-and-evaluation-handbook-2019)

In recent years, a number of initiatives related to the protection of human rights have been implemented by the local authorities of Georgia. Local authorities have prioritised the empowerment of women and the protection of domestic violence victims as part of their efforts to prevent gender-based violence in addition to responding to it. They embrace the communication and engagement of children in collaborative activities to foster stronger connections with them and to prevent regions from experiencing a migration of younger generations. Active participation of persons with disabilities and their families in the monitoring and planning of municipal programs is a major achievement. Full engagement in traditional celebrations, attention to the needs, and regard for the cultural diversity of ethnic and national minorities serve to strengthen the atmosphere of tolerance and equality at the local level.

The main strengths of municipal initiatives are proximity and continuous communication with the local population, the creation of diverse kinds of public engagement forums, and the introduction of innovations, flexibility and sustainability of municipal programs.

Furthermore, it is worth noting that local authorities collaboration with organisations such as the Office of the Public Defender of Georgia enhances the integrity of their efforts to safeguard human rights. Ongoing collaboration between local authorities and civil society organisations solidifies collaborative initiatives and contributes to the advancement of human rights, democracy, and European integration. Through actively engaging and embracing knowledge exchange in the initiatives of international human rights organisations, municipalities expand their competence and forge strategic alliances with global stakeholders. Additionally, the National Association of Local Authorities of Georgia advocates for sustainable collaboration among local authorities and the fruitful exchange of these experiences.

Ozurgeti municipality created a best practice in 2023 to promote local initiatives, diversity, and inclusion with the assistance of Council of Europe initiatives in Georgia. An assessment study conducted by Ozurgeti municipality found that employees lacked awareness of the needs of local minorities, were not actively involved in supporting religious minorities, and were uninformed about the needs of the Roma and repatriate Meskhs populations, who are Azerbaijani citizens. To address the identified shortcomings, the municipality began collaborating with repatriate Meskhs, who were recognised as one of the most isolated groups in the local community. This group lacked awareness of municipal programs, was excluded from local decision-making processes, and had various educational obstacles. Women from the same minority were often isolated at home and did not connect with the surrounding population due to linguistic issues.

Ozurgeti municipality has organised programs to enhance the engagement of disadvantaged groups, namely women Meskhs, in local initiatives. The municipality offered training sessions to Meskhetian women on how to participate in local decision-making processes. The training participants gathered information for a needs study assessment of the vulnerable population. The study indicated their issues with municipal services such as water supply, local roads, infrastructure, social support, and the absence of recreation spaces. The representatives of vulnerable groups utilised the petition system to participate in local self-governance after receiving training in capacity building. They also received consultations regarding central and municipal services, development projects, and legal matters. The municipality organised a food festival to promote inclusion and engagement among residents and vulnerable groups, with support from vocational educational kitchen activities. The event showcased food and culinary traditions from several regions of Georgia, such as Guria, Adjara, and Samtskhe-Javakheti. This allowed participants to engage with and gain insight into the cultural traditions and customs of different regions and minority groups in Georgia. The project received active assistance from the local NGO “Young Pedagogues Union,” who shared their knowledge of dealing with minority groups. The project has a significant gender dimension by empowering individuals via information and involvement in decision-making.

## **Recommended delivery method**

- ▶ 2 days in person workshop – presentations and good practice examples could be delivered online.

Content	Learning method	Learning outcome
Introductions	<b>Facilitator led</b> – participants introduce themselves name/role/what they want from the workshop Emphasise honesty about challenges/sharing experiences; respect for the views of others	Participants get to know each other. Agreed shared aims for the workshop. Understanding of the way the workshop will run
Introduction to policy planning principles with a view of localising human rights	<b>Presentation</b> – followed by questions and comments. <i>Presentation 10.1</i>	Understanding of key policy planning principles, international and national instruments and guidelines
What, when, hows of policy planning process	<b>Presentation</b> – followed by questions and comments. <i>Presentation 10.2</i>  <b>Group Activity</b> – using the outline in the presentation develop a problem tree analysis on an identified issue. <i>Group Activity 10.1</i>	Understanding of Policy planning cycle Data collection Problem tree analysis Public consultations
Identifying local Human Rights challenges	<b>Group Activity</b> – identifying key local challenges and begin to develop a log frame <i>Group Activity 10.2 (a)</i>	Understanding of how to use the log frame to frame outcomes, objectives and measures
What to think about during implementation?	<b>Presentation</b> – followed by questions and comments. <i>Presentation 10.3</i>  <b>Group Activity</b> – adding to the log frame <i>Group Activity 10.2 (b)</i>	Understanding the need to address the following Resource allocation Implementation strategies M&E planning Risk analysis Mitigation strategies

Content	Learning method	Learning outcome
Reporting and finances	<p><b>Presentation</b> – followed by questions and comments <i>Presentation 10.4</i></p> <p><b>Group Activity</b> – adding to the log frame <i>Group Activity 10.2 (c)</i></p>	<p>Understanding of reporting principles and sound financial management</p> <p>Strengthened understanding of the need for proper monitoring and evaluation of projects and initiatives</p>
Action planning and review	<p><b>Group activity</b> -in local authority groups or individually participants use the proforma for action planning to identify the key challenges and priorities for them in introducing and following project management guidelines for local initiatives on human rights <i>Group Activity 10.3</i></p> <p><b>Facilitator led</b> – reflection on learning from the workshop Participants asked to review what they have learnt and how it has met their initial aims. Direct participants to the other modules available for further learning</p>	<p>Participants apply the concepts introduced in the workshop, share experiences, and identify priorities for future action</p> <p>Participants reflect on the key learning from the workshop and what they will do next</p> <p>Participants reflect on the key learning from the workshop and what they will do next</p>

## Key modules

**Module 2:** Anti-discrimination policies and practices

**Module 3:** Gender equality, preventing and tackling sexism, harassment and hate crime

**Module 4:** Data collection – evidence-based policy making

Link to other related modules

**Module 5:** Communication and Active listening

**Module 7:** Rights of the child

**Module 8:** Rights of people with disabilities

**Module 9:** Human rights and the environment - local perspectives for sustainable development

## 4. GUIDANCE FOR FACILITATORS

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This section of the curriculum is dedicated to equipping facilitators with the necessary tools and guidance to effectively deliver the modules for local authorities.

Facilitators play a crucial role in creating a supportive and engaging learning environment, where participants can explore key concepts, exchange experiences, and develop practical skills to promote inclusive practices within their communities.

In this section, facilitators will find guidelines on facilitation techniques, on developing and adapting presentation slides, and on monitoring and evaluating the impact of the training.

By adhering to these guidelines, facilitators can enhance the quality and effectiveness of the training sessions, ensure continuous improvement, and ultimately contribute to positive behavioural change and the advancement of human rights principles at the local level.

### 4.1. Facilitation guidelines

#### **Encourage inclusive participation:**

- ▶ Facilitate an inclusive environment where all participants feel respected and encouraged to contribute to discussions and sharing of experiences.
- ▶ Ensure balanced participation by managing dominant speakers and encouraging those who haven't spoken to share their perspectives.

#### **Maintain confidentiality:**

- ▶ Reinforce the importance of confidentiality to foster open and honest discussions.
- ▶ Assure participants that personal and institutional challenges shared during the training will remain confidential.

#### **Promote intersectionality:**

- ▶ Highlight the intersectional nature of human rights and discrimination issues.
- ▶ Encourage discussions and activities that address intersecting forms of discrimination and privilege.

#### **Engage with Civil Society Organisations (CSOs):**

- ▶ Recognise the expertise of CSOs in understanding the needs of marginalised communities.
- ▶ Encourage collaboration and involvement of CSOs in capacity-building activities, either as participants, to promote a peer-to-peer relationship and strengthening their understanding of local government obligations, or as experts.

**Ensure effective time management:**

- ▶ Make sure to maintain a structured schedule to cover key concepts and activities within the allocated time.
- ▶ Balance presentations, discussions, and activities while allowing for brief comments and questions.

**Utilise group activities:**

- ▶ Facilitate group activities to promote active learning and shared experiences.
- ▶ Consider diverse representation from different local authorities and roles to maximise learning outcomes. However, in some cases having groups of those with similar roles e.g., elected representatives or those responsible for a particular service may be most appropriate.

**Emphasise action planning:**

- ▶ Prioritise action-oriented discussions and planning.
- ▶ Encourage practical, small and feasible steps towards behavioural change rather than solely focusing on theoretical knowledge.
- ▶ Encourage the use of SMART principles (specific, measurable, achievable, relevant, and time-bound) to set participants' goals.

**Facilitate a safe and respectful environment:**

- ▶ Ensure a safe and respectful learning environment free from discrimination or intimidation.
- ▶ Address inappropriate behaviour promptly and sensitively.

**Provide accessible materials:**

- ▶ Accommodate the accessibility needs of participants, including those with disabilities or language barriers.
- ▶ Make sure to identify accessibility needs before the training, so to adapt your materials.

**Encourage critical thinking and reflection:**

- ▶ Promote critical reflection on personal biases, assumptions, and privileges.
- ▶ Facilitate discussions that challenge stereotypes and encourage empathy towards diverse perspectives.

**Empower through self-efficacy:**

- ▶ Promote participants' self-efficacy beliefs by recognising their capacity to effect change.
- ▶ Encourage participants to identify and leverage their strengths and resources in advocating for human rights and antidiscrimination within their communities.



### **Encourage Sustainable Behavioural Change:**

- ▶ Emphasise the importance of sustained effort and commitment in promoting behavioural change within institutions.
- ▶ Provide strategies for overcoming barriers and maintaining motivation over time, such as forming habits and building supportive networks within and between local authorities.

## **4.2. Development and adaptation of the presentations**

### **Familiarise yourself with core content:**

- ▶ Review the introductory section and the standardised presentation slides provided for each module to understand the core content, key concepts, and learning objectives.
- ▶ Identify areas where customisation is needed to better align the content with the needs, priorities, and cultural context of your audience.

### **Tailor the content:**

- ▶ Develop and adapt the presentations to incorporate relevant examples, case studies, and local data that illustrate the concepts being discussed.
- ▶ Use local language or terminology where appropriate to enhance understanding and engagement among participants.
- ▶ Ensure that the content addresses the specific challenges, issues, and opportunities faced by your audience in relation to human rights and antidiscrimination.

### **Enhance engagement:**

- ▶ Integrate interactive activities, discussions, and group exercises into the presentation to promote active participation and learning based on the proposed structure of the module.
- ▶ Customise the activities and discussion questions provided based on the interests and needs of your audience, while keeping in mind principles of social and behavioural change.
- ▶ Encourage participants to share their experiences, perspectives, and insights throughout the training session to foster a collaborative learning environment.

### **Review and feedback:**

- ▶ Once you have developed the presentation slides, you may choose to double-check the content with the National Association of Local Authorities of Georgia (NALAG) to ensure its quality and accuracy.
- ▶ Incorporate any feedback received into the final version of the presentations to ensure that the content meets the desired standards.

### **Maintain consistency and quality:**

- ▶ While developing the presentations, strive to maintain consistency with the overall objectives and structure of the curriculum.
- ▶ Ensure that the content is clear, concise, and visually appealing, using appropriate fonts, colours, and graphics to enhance accessibility.

## **4.3. Monitoring and Evaluation**

### **Pre-Workshop Questionnaire:**

- ▶ Develop a pre-workshop questionnaire to identify participants' key issues, challenges, and existing levels of knowledge and understanding.
- ▶ Administer the pre-workshop questionnaire sufficiently in advance to allow for analysis of participant responses and adjustment of workshop content as needed.

### **Post-Workshop Questionnaire:**

- ▶ Circulate a post-workshop questionnaire to measure the success of the learning and identify new commitments or actions taken as a result of the workshop.
- ▶ Include questions that assess participants' perceived learning outcomes, such as changes in knowledge, attitudes, and skills, as well as commitments to change in practice.
- ▶ Encourage participants to provide feedback on workshop content, facilitation methods, and overall satisfaction with the event.
- ▶ Distribute the post-workshop questionnaire immediately following the workshop to capture participants' immediate feedback and impressions while the experience is still fresh in their minds.
- ▶ Consider conducting follow-up evaluations at designated intervals (e.g., 3 months, 6 months) to assess the long-term impact of the workshop on participants' practices and behaviours.

### **Methods and questions:**

- ▶ Utilise a combination of closed-ended and open-ended questions in the questionnaires to gather both quantitative and qualitative data.
- ▶ Incorporate open-ended questions to allow participants to provide detailed feedback, share insights, and suggest areas for improvement.
- ▶ Include questions that specifically address participants' ability to apply the training learning to their roles and responsibilities within local authorities.

### **Baseline assessment and follow-up:**

- ▶ Encourage participants to measure changes against previous baseline assessments (if available) to identify progress and areas for further improvement.
- ▶ Make sure to prepare the questions in the pre- and post- questionnaires in a way that can evidence change in knowledge, attitudes and skills, i.e. through comparison.

- ▶ Facilitate opportunities for participants to share their experiences and success stories during follow-up sessions or peer exchange forums to celebrate achievements and promote collective learning.

**Continuous improvement:**

- ▶ Use evaluation findings to inform future iterations of the curriculum and training design, ensuring that content remains relevant, engaging, and effective in achieving intended outcomes.
- ▶ Share evaluation results with the participant local authorities to demonstrate the impact of the capacity-building programme, and with the National Association of Local Authorities to inform decision-making for future initiatives and promote continuous improvement.

## 5. CONCLUSION

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Human rights are about the relationship between citizens and public bodies. Local authorities are the level of governance closest to citizens. The decisions taken by them have an immediate and direct impact on the people who live in their areas. Local authorities are also best placed to know the issues, concerns and needs of their citizens and how these can be best met.

Local authorities have a legal responsibility to put human rights at the centre of what they do to protect and promote these rights of their citizens especially those who are most disadvantaged and marginalised.

This is not an easy process - it is a dynamic one. International standards are constantly developing with new treaties coming into force and new national legislation being put into place that must be followed. This requires a constant updating and awareness for elected representatives and staff of the local administration. This curriculum is part of that dynamic process.

The decisions about the allocation of scarce resources are difficult and local government is facing unprecedented challenges arising from COVID-19, international conflicts, increasing numbers of people being displaced, the rise of extremism and the consequences of climate change.

Adopting a human rights-based approach can help political leaders to be transparent about the decisions they take by demonstrating that they are based on evidence and effective consultation. The experience from different local authorities is that taking such an approach can enhance the capacity of politicians to run their local authorities, increase the inclusion of citizens in their areas, and build social cohesion between different groups and communities.

Those working in the administration of local authorities have direct experiences of the impact of the services they deliver on different people living within their areas. Using this experience and working with CSOs, they can build a rich picture of the needs of local residents and ensure that their human rights are recognised, protected and enhanced.

A key outcome of listening and involving people themselves is that small changes in the way that services are delivered can result in services being delivered in different and more efficient ways that improve things for everyone at little or no cost.

A human rights-based approach requires a culture of openness and accountability. This means acknowledging the stereotypical assumptions that organisations like local authorities may have about the way things have always been done, but also a challenge to the assumptions and ideas of about certain people and groups but a willingness to learn, to listen and to do things differently will bring benefits for all.

This curriculum is a step on the way, as sharing experiences and learning together are part of the journey to positive changes for all.

An understanding of the legal obligations for local authorities to safeguard and ensure human rights for all is important but change will require a change in attitudes and behaviours of individuals. This will mean understanding and accepting how our own stereotypical assumptions and attitudes impact on our own actions. This is hard and takes time. This curriculum is part of that journey.

# ANNEX 1: USEFUL DOCUMENTS

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## Checklists:

- ▶ Checklist for evidence-based decision making [ENG] [GEO]
- ▶ Checklist for inclusive communication [ENG] [GEO]
- ▶ Checklist for self-assessment on anti-discrimination, diversity, and inclusion [ENG] [GEO]
- ▶ Checklist for developing or reviewing the code of ethics [ENG] [GEO]
- ▶ Checklist for child rights impact assessment [ENG] [GEO]
- ▶ Checklist for disability inclusion impact assessment [ENG] [GEO]
- ▶ Checklist for preventing and combatting sexism at the local level [ENG] [GEO]

## Presentations and activities

### MODULE 1. HUMAN RIGHTS – THE ROLE AND OBLIGATIONS OF LOCAL GOVERNMENT

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- ▶ *Presentation 1.1 Introduction to Human Rights, International and National Legal Frameworks*
- ▶ *Presentation 1.2 Anti-Discrimination Policies and Practices*
- ▶ *Presentation 1.3 Adequate Data Collection for the Development of Anti-Discrimination Policies, and Mainstreaming Anti-Discrimination Principles in Local Actions*
- ▶ *Activities 1.1 – 1.4*

### MODULE 2. ANTI- DISCRIMINATION POLICIES AND PRACTICES

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- ▶ *Presentation 2.1 Introduction to Human Rights, International and National Legal Frameworks*
- ▶ *Presentation 2.2 Introduction to the Concept of Anti-Discrimination*
- ▶ *Presentation 2.3 Human Rights Practices of Local Governments*
- ▶ *Activities 2.1 – 2.3*

### MODULE 3. GENDER EQUALITY AND PREVENTING AND COMBATING SEXISM AND HATE SPEECH

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- ▶ *Presentation 3.1 Introduction to gender equality*
- ▶ *Presentation 3.2 Combatting and Preventing Sexism, Sexual Harassment and Hate Speech*
- ▶ *Presentation 3.3 International and national examples*
- ▶ *Activities 3.1 – 3.2*

### MODULE 4. DATA COLLECTION – EVIDENCE-BASED POLICY MAKING

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- ▶ *Presentation 4.1 Introduction to Human Rights, International and National Legal Frameworks*
- ▶ *Presentation 4.2 Human Rights Relevant Data and Why It Is Useful*
- ▶ *Presentation 4.3 How to Collect Reliable Data with Limited Resources*
- ▶ *Activities 4.1 – 4.3*

## MODULE 5. COMMUNICATION AND ACTIVE LISTENING

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- ▶ *Presentation 5.1 Introduction to Human Rights, International and National Legal Frameworks*
- ▶ *Presentation 5.2 Anti-Discriminative Communication – Protecting Diversity and Promoting Inclusion at the Local Level*
- ▶ *Activities 5.1 – 5.3, Human Library*

## MODULE 6. ANTI-DISCRIMINATORY CODES OF ETHICS AND CONDUCT – PROTECTING DIVERSITY AND PROMOTING INCLUSION AT LOCAL LEVEL

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- ▶ *Presentation 6.1 International Standards on Public Ethics*
- ▶ *Presentation 6.2 Good Practice Examples from Local Authorities Across Europe: The Code of Conduct of Civil Servants*
- ▶ *Activities 6.1 – 6.3*

## MODULE 7. RIGHTS OF THE CHILD

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- ▶ *Presentation 7.1 Introduction to Human Rights, International and National Legal Frameworks*
- ▶ *Presentation 7.2 International Legal Frameworks for the Rights of the Child*
- ▶ *Presentation 7.3 National Legal Frameworks for the Rights of the Child*
- ▶ *Presentation 7.4 Data Collection for Developing Child-Centred Policies and Practices*
- ▶ *Activities 7.1 – 7.2*

## MODULE 8. RIGHTS OF PERSONS WITH DISABILITIES

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- ▶ *Presentation 8.1 Introduction to Human Rights, International and National Legal Frameworks*
- ▶ *Presentation 8.2 International Legal Frameworks for the Rights of Persons with Disabilities*
- ▶ *Presentation 8.3 National Legal Frameworks for the Rights of Persons with Disabilities*
- ▶ *Presentation 8.4 Data Collection for Developing Policies and Practices for Persons with Disabilities*
- ▶ *Activities 8.1 – 8.2*

## MODULE 9. HUMAN RIGHTS AND THE ENVIRONMENT - LOCAL PERSPECTIVES FOR SUSTAINABLE CHANG

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- ▶ *Presentation 9.1 Introduction to Human Rights, International and National Legal Frameworks*
- ▶ *Presentation 9.2 Fundamental Right to the Environment*
- ▶ *Presentation 9.3 Practical Recommendations and Steps Forward for Local Authorities to Adopt Sustainable Decisions*
- ▶ *Activities 9.1 – 9.3*

## MODULE 10. LOCAL INITIATIVES ON MAINSTREAMING EQUALITY, DIVERSITY, AND INCLUSION AT LOCAL LEVEL

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- ▶ *Presentation 10.1 Introduction to Policy Planning Principles*
- ▶ *Presentation 10.2 The Policy Planning Process*
- ▶ *Presentation 10.3 Implementing a Project*
- ▶ *Presentation 10.4 Reporting and Finances*
- ▶ *Activities 10.1 – 10.3*

Local government, as the level closest to the citizens, is well positioned to address the local needs, reduce inequalities, and strengthen human rights protection. Through their own and delegated powers, local authorities have the possibility to integrate a human rights dimension in all local policies and initiatives – be it civil, political, economic, social or cultural rights – and thereby strengthen social cohesion and citizens’ trust in public institutions.

This curriculum is designed to support elected representatives and members of local authority administrations to understand their obligations to safeguard and ensure human rights for those in their areas by integrating an anti-discrimination and gender sensitive approach to their policies and practices.

This curriculum has been developed as an outcome of the project “Strengthening participatory democracy and human rights at local level in Georgia” implemented by the Congress of Local and Regional Authorities of Europe in co-operation with the National Association of Local Authorities of Georgia (NALAG) and financed by the Austrian Development Cooperation. The project was part of the Council of Europe Action Plan for Georgia 2020-2023.

[www.coe.int](http://www.coe.int)

The Council of Europe is the continent’s leading human rights organisation. It comprises 46 member States, including all the members of the European Union. The Congress of Local and Regional Authorities is an institution of the Council of Europe, responsible for strengthening local and regional democracy in its 46 member states. Composed of two chambers – the Chamber of Local Authorities and the Chamber of Regions – and three committees, it brings together 612 elected officials representing more than 130 000 local and regional authorities.

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