



EXECUTIVE SUMMARY

Four primary factors have made it important and necessary for CAO to adopt a gender-inclusive guidance note (Gender Guidance Note in relation to its dispute resolution work:

- The World Bank Group's Gender Strategy (Fiscal Year (FY) 16-23) calls on the World Bank to enhance women's voice and agency.
- The United Nations Human Rights Council recommends that grievance mechanisms established by international financial institutions should take specific measures to develop gender-responsive approaches.
- 3. Peacebuilding studies reveal that women's participation in conflict prevention and resolution can improve outcomes.
- 4. CAO's own dispute resolution experience indicates that there can be local resistance to the inclusion of women and gender diverse stakeholders in its dispute resolution processes, requiring CAO to build the capacity of its mediation teams to look for ways to ensure gender inclusive approaches without impacting negatively on CAO's ability to offer a rights compatible process wherever possible.

This Gender Guidance Note on how to adopt a gender-inclusive approach follows a simple structure:

Section 1 offers more detail regarding the rationale for developing such an approach.

Section 2 explores a set of principles that can guide CAO mediators and teams through the complex set of issues arising when considering a gender-inclusive approach, recognizing that there cannot be a prescriptive approach to all cases.

Section 3 identifies common challenges.

Section 4 provides strategies and tools to address those challenges.

This Gender Guidance Note is a practical and dynamic working tool which will need to be reviewed and updated from time to time, and will be supported by the development of a mediator toolbox that provides specific case scenarios along with strategies adopted. It is not intended to be prescriptive and there will be circumstances in which many of the aspects may not be able to be applied. Nevertheless, this document is to be read as an important prompt and guide as we attempt to address issues of gender in our dispute resolution work.



INTRODUCTION AND RATIONALE

According to the World Bank Group (WBG), "[g]ender refers to the special, behavioral and cultural attributes, expectations and norms associated with being male or female. Gender equality refers to how these factors determine the way in which women and men relate to each other and to the resulting differences in power between them"¹. The WBG, of which the Compliance Advisor Ombudsman (CAO) is a part, has adopted a Gender Strategy, which aims at, among other things, "enhancing women's voice and agency"².

In addition, the Report of the UN Working Group on the issue of human rights and transnational corporations and other business enterprises, recommends that "[g]rievance mechanisms established by international financial institutions should take specific measures to make potentially affected women aware of those mechanisms, draw on input from women's organizations, adopt a gender-responsive approach in all stages of the complaint process and recommend gender-transformative remedial measures"³.

As a result, CAO Dispute Resolution (CAO DR) is taking steps to ensure its dispute resolution (DR) processes are gender-sensitive and inclusive⁴. The primary objective of this Gender Guidance Note is to support CAO mediators in gender mainstreaming these processes in the local communities. The Gender Guidance Note may also serve as a resource for other stakeholders seeking to develop gender responsive approaches to their conflict resolution work.

Gender inclusiveness enhances the robustness of the DR process, the responsiveness of process outcomes, and the sustainable and effective implementation of the resulting agreement. Gender groups are affected in different ways by conflict, and women, men, and gender fluid people may have different needs, vulnerabilities, aspirations, and interests in the resolution of a conflict. It is preferable to include all gender groups in the DR process to ensure these perspectives and issues are identified and discussed,

¹ World Bank. 2011. World Development Report 2012: Gender Equality and Development, cited in World Bank Group Gender Strategy (FY16-23): Gender Equality, Poverty Reduction and Inclusive Growth, page 6.

² World Bank Group Gender Strategy (FY16-23): Gender Equality, Poverty Reduction and Inclusive Growth, page 9. Available online at https://openknowledge.worldbank.org/handle/10986/23425

³ Human Rights Council. 2019. Gender dimensions of the Guiding Principles on Business and Human Rights – Report of the Working Group on the issue of human rights and transnational corporations and other business enterprises, Guiding Principle 28. Available online at https://ap.ohchr.org/documents/dpage_e.aspx?si=A/HRC/41/43

⁴ While CAO DR believes that for a DR process to be robust and sustainable, it should be inclusive of all groups within the community (such as the elders, the youth, and any vulnerable or minority groupings), this Gender Guidance Note focuses specifically on gender, to give effect to the World Bank Group strategy, and recommendations referred to above.

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so that the resulting agreement is responsive to the needs of the complaining group, in its entirety. Given such variance in positionality and perspective, having gender diverse stakeholders represented at the dialogue table may unlock insights and solutions that a team composed of only one gender would not be able to achieve.

While peacebuilding studies reveal that women's participation in conflict prevention and resolution can improve outcomes before, during, and after conflict⁵, CAO's DR experience indicates that there can be local resistance to the inclusion of women and gender diverse stakeholders in dispute resolution processes and, that where their inclusion is possible, these stakeholders' effective participation may be limited. Gender mainstreaming theory clearly indicates the dangers of a gender-blind approach to development, which perpetuates women's inequality and their exclusion from decision-making processes. Such an approach also typically results in unsustainable strategies that do not respond to the interests and needs of this majority population group⁶. Participation theory indicates that gender prejudice and discrimination follow stakeholders into consultative processes, and that conscious design of participation spaces and facilitation methodology is required to shift this prejudice, and prevent it from influencing the outcomes⁷.

What this indicates is that a gender-sensitive and inclusive DR process entails more than simply ensuring more women participate in mediation processes. Such an approach fails to recognize the impact of inherent power imbalances and inequality resulting from societal gendered norms typically amplified in traditional, conservative, and patriarchal communities. It also makes assumptions about homogeneity – that simply adding the voice of one woman will address the diverse interests and needs of different classes of women – and fails to recognize that sometimes powerful women leaders can co-opt a space and exclude other women's interests and needs. Simply put, ensuring a sustainable and gender-inclusive approach to DR requires the systemic encouragement and active involvement in DR processes of women and gender diverse stakeholders who are trusted in their communities, and who represent a variety of interests in those communities.

A gender-inclusive process is often conflated with the inclusion of women and women's issues alone, whereas this requires a broader understanding of concepts of gender, gender equality, societal gender norms, and gender discrimination. A gender-sensitive and inclusive process also needs to address diversity and intersectionalities such as race (racial

⁵ Council on Foreign Relations. 2019. Women's Participation in Peace Processes. Available online at https://www.cfr.org/interactive/womens-participation-in-peace-processes

⁶ IFC. 2018. Tool Suite 3 Women and Community Engagement: Unlocking Opportunities for Women and Business - A Toolkit of Actions and Strategies for Oil, Gas, and Mining Companies. Available online at https://www.ifc.org/wps/wcm/connect/topics_ext_content/ifc_external_corporate_site/gender+at+ifc/resources/unlocking-opportunities-for-women-and-business

⁷ Cornwall, Andrea. 2002. Locating Citizen Participation. Institute of Development Studies.

identity), ethnicity, class, disability, indigenous people's status, gender identity, and sexual orientation; their resulting impact on the dispute and its effects on diverse stakeholders; and the representation and participation of such stakeholders in the DR process itself. In managing DR processes, CAO mediators should strive to ensure that gender inequality within the community does not shape the outcome of the DR process to the prejudice of women and other gender groups, and ultimately, does not affect the comprehensive and sustainable resolution of the conflict itself.

CAO understands that being gender-inclusive in a DR process may be challenging. This guide outlines a suggested set of principles, common challenges, and strategies to be considered in the design, facilitation, and monitoring stages of DR processes. The focus, therefore, is on promoting diverse gender representation in DR processes, paying attention to the community consultative process that leads to the selection of representatives for the DR process and their mandate, as well as the actual facilitation of the DR process itself.

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PRINCIPLES

1. Conduct a gender-sensitive assessment and conflict mapping

The process of assessment and conflict mapping and analysis should be conducted in a gender-inclusive manner. This can be achieved by including gender perspectives that provide more specific understandings of conflict triggers, the impact of the conflict on diverse stakeholders, and how these stakeholders are affected by power dynamics at play. During the assessment phase or at the beginning of a DR process, CAO will seek to, where relevant:

- assess the roles, views, interests, and needs of the different gender groups affected by the project;
- onduct an assessment that considers how these different gender groups are impacted by the project and the conflict⁸;
- assess how gendered norms and power imbalances, and resulting inequality and discrimination, impact on the interests and vulnerabilities of women and gender diverse stakeholders affected by the project;
- conduct an assessment that differentiates how these gendered norms and inequalities, and resulting vulnerability and discrimination, might impact on the dispute resolution process;
- identify and analyze gender stereotypes that might be present in the context of the conflict;
- identify possible risks to conducting a gender-inclusive process;
- assess if the conflict has impacted on gender roles in the community; and
- assess the parties' understanding of the interaction between gender, conflict, and DR processes.

The CAO DR team will conduct this assessment through desktop research, conversations with the local mediator, conversations with the parties, and observing meeting behaviors.

The CAO DR team will be careful to manage expectations in the process of conducting this assessment. While a possible outcome of conducting a gender-inclusive DR process may be that a community's gender dynamics shift, CAO needs to be clear that its mandate is limited to helping the parties resolve the issues raised in the complaint and during the CAO assessment phase. The parties determine the issues for discussion and negotiation as part of the DR process. For example, the CAO team should be aware that asking questions related to gender equality during the assessment phase might raise the expectations of women in the community regarding more transformative outcomes to the DR process, and mediators should ensure that those expectations are carefully managed.

⁸ As part of this assessment, the mediator will carefully listen to, and take note of, any potential allegations of gender-based violence.

CAO has developed a set of guidance questions in Annex A to this Gender Guidance Note as a resource to CAO mediators conducting assessments.

Promote diversity in mediation teams, and question your own standing and gender awareness as mediator

CAO DR strives to ensure gender equality within the pool of mediators working on dispute resolution cases. To this end, CAO DR utilizes a gender inclusive strategy aimed at expanding the number of women mediators in CAO's network. However, respecting gender equality within the mediation team on each case may not always be possible. CAO will ensure that the team is composed in a way that is most appropriate to the needs of the parties in dispute.

Alternatives to having a diverse team of mediators include: hiring an interpreter who is from a different gender than the mediator; hiring a mediator who is of a different gender than the CAO DR Specialist; and hiring a differently gendered consultant to accompany the mediator in certain key meetings.

CAO team members are also encouraged to question their own gendered assumptions and stereotypes, prejudice and awareness. Mediators should seek information and support in addressing unfamiliar sets of issues in this regard, and be alert to any such assumptions and prejudice arising when interacting with the parties.

Where relevant and possible, CAO will assist the mediation team in participating in a context-specific gender and inclusion workshop at the start of the DR process. In certain circumstances, for instance when issues of gender-based violence or other gender-related issues are raised in the complaint, CAO will include gender expertise in the mediation support team, and ensure that all team members have a good understanding of the gender dimensions of the conflict?

3. Do no harm

Core to CAO DR's work is the intent that people should not be harmed as a result of a CAO process. In some contexts, challenging discrimination, discussing gender equality, and advocating for gender inclusive representation and participation may put women and gender diverse stakeholders at risk. CAO DR will assess that risk prior to starting those conversations in the conflict analysis phase. Equally, CAO DR will tailor its approach to gender equity to the specific local context and take necessary measures to manage the risk and avoid putting anybody in a potentially harmful situation.

4. Be gender inclusive in interactions with the parties

CAO DR will strive to ensure that it provides all gender groups with necessary opportunities to discuss the project, their choice between the different options provided by CAO to address a complaint (CAO DR or CAO Compliance), ¹⁰ and the CAO DR process itself. CAO will always seek to provide a safe space to enable complainants to have open conversations with the CAO team.

CAO should identify and address security, logistical, and financial constraints that may restrict certain gender groups within the community from participating in meetings convened by CAO DR, and invite complainants to approach CAO to share any such constraints and seek solutions (see Strategies and Tools #3, p. 9).

If parties indicate that, to develop a strategy to include diverse stakeholders in the DR process, it would be helpful to consult with women leaders and gender equality organizations, CAO will reach out to those organizations and facilitate their participation, as appropriate.

Obeyind on the circumstances, issues of gender-based violence may not be appropriate to mediate. The mediation team, which will have gender expertise, will help the parties determine the appropriate scope for the mediation process.

Where appropriate, CAO will ensure that all gender groups are engaged in the decision whether to refer the complaint to CAO's Compliance or DR function, as determined by the complainants and the company during the CAO assessment phase.

5. Respect the principle of self-determination to choose one's representatives

A fundamental CAO DR principle is that each party or stakeholder group decides for itself who represents it in the DR process.

When discussing representation, however, CAO DR will have a conversation with parties on the importance of ensuring diverse gender representation and the positive consequences of ensuring a gender-sensitive and inclusive process. CAO should offer its support and resources to facilitate such an inclusive process, which can include engaging with gender groups on how they wish to participate in the DR process – either together or separately, depending on the context.

6. Help parties find gender-inclusive solutions and make sure implementation of those solutions is gender sensitive

The CAO DR team will attempt to ensure that all conflict-related issues, including those that may only affect one gender group, are discussed by the parties at the mediation table and that the agreed solutions respond to the needs of diverse gender stakeholders. Where relevant, the CAO DR team will also ensure inclusion of gender-sensitive and inclusive language in the agreements.

Where relevant, the CAO DR team will work with the parties to ensure that all gender groups are involved in the implementation and monitoring phases of the agreement, and/or are kept informed of the status of the agreement's implementation.



COMMON CHALLENGES

While each dispute resolution case is unique, they share a number of common challenges related to the impact of gender norms, inequality, and discrimination on a conflict situation, and the ensuing DR process.

These can include:

- 1. Cultural stereotypes, and religious and patriarchal justifications are used by parties to argue for the exclusion of women. This results in the marginalization of women in community dialogues and consultative processes, and the minimizing of their particular vulnerabilities, needs, and interests pertaining to the dispute. This can also lead to minimizing their ownership of the DR process and its outcomes.
- 2. Women stakeholders may not prioritize and speak up about women's representation and participation in CAO DR processes, or take up opportunities to participate in these processes.
- It is difficult for mediators to challenge nominal women's representation that ignores the fact that not all women have the same views or that permits the domination of DR processes by powerful and elite women leaders.
- 4. The mediation team may inadvertently perpetuate and reinforce the existing power imbalance between gender groups within the community, while aspiring to be sensitive to the local context.
- 5. Mediators may not able to address or mitigate parties' fears of retaliation, or acts of retaliation, for challenging gender norms and inequality.
- 6. Mediators do not have the resources to address barriers in access to information, confidence, and capacity for certain groups to participate meaningfully in a DR process.
- 7. There is a shortage of trained women mediators with local availability to assist CAO DR cases.
- 8. Mediators lack capacity to ensure meaningful participation by diverse gender groups and to effectively encourage and support the parties to include gender dimensions¹¹ in the DR process.

^{11 &}quot;Gender dimension" is defined as "the ways in which the situation and needs of, and challenges facing, women and men (and girls and boys) differ, with a view to eliminating inequalities and avoiding their perpetuation, as well as to promoting gender equality within a particular policy, program or procedure" (See https://eige.europa.eu/thesaurus/terms/1160)



STRATEGIES AND TOOLS

There are a variety of strategies and tools that can help address gender challenges that may be encountered in dispute resolution processes.

Some of these are:

1. Unpack the reasons for the resistance to gender inclusion:

All contexts are different and CAO aims to have a deep understanding of the reasons for any resistance by the parties to the issue of gender inclusion. This will be informed by the gender-sensitive assessment conducted by CAO at the beginning of the process (see Principle #1 on p. 5).

2. Tailor approaches to the specific context:

Difficulties may emerge when aiming to promote both gender equity and respect for local traditions and culture, particularly in a society that is patriarchal. It is not possible to provide detailed guidance for what to do in every possible scenario. In many cases, there may not be a perfect or clear "right" answer. In such situations seeking guidance from experienced mediators and conflict-resolution specialists who have experience in facilitating gender-sensitive and inclusive processes is paramount.

3. Address logistical constraints to gender inclusion:

If women's participation in CAO meetings seems to be hindered by logistical and/or security constraints, explore options to overcome these challenges, which may include:

- making sure in advance that meeting times and locations are convenient for all;
- providing childcare support, if necessary;
- creating safe spaces where women can raise sensitive issues, or consulting with them in places where they feel empowered or at ease. Depending on the context, this might be their house, their place of work, or a specific place where women typically meet;
- taking advantage of informal opportunities to meet with women. For example, if men invite you to their houses, you may meet their wives and have an opportunity to have informal conversations with them;
- when organizing meetings with community members, indicating that you would like to have a meeting both with the larger community and separate meetings with different sub-groups within the community, such as, but not limited to, elders, youth, and women;
- designing and implementing a communication protocol for complainants to confidentially raise any constraints, fears, barriers, and threats to their participation; and
- ensuring interpreters apply the principles highlighted in this Gender Guidance Note.

4. Design dialogue processes in a manner that facilitates active and effective participation by all:

The design of participatory processes is key to ensuring diverse gender stakeholders feel empowered to voice their issues, put forward their recommendations, and influence the outcome of the DR process. This may take the form of separate discussions for gender groups who do not feel comfortable participating in a plenary or open forum, or participatory activities and exercises that encourage full participation and surface all stakeholders' concerns and recommendations. These activities could include: facilitating break-away processes for smaller interest groups; brainstorming exercises that generate cards or flipcharts to feed into the identification of challenges and development of solutions; and ranking and prioritizing activities so that powerful and articulate representatives do not dominate these important discussions.

5. Suggest the adoption of a quota mechanism to ensure women's equal representation:

Quota mechanisms are being increasingly adopted by private companies, political parties, and state institutions to transform inequality in women's representation, as well as attitudes and prejudice relating to women's leadership. CAO mediators can share with parties the rationale for a gender-inclusive approach to DR and World Bank Gorup policy in this regard, as outlined in this Guidance Note, and talk to international or local policy commitments to gender equity. Mediators can suggest to parties that they adopt measures such as a 50/50 quota¹² for women's representation in their negotiation delegation to ensure an inclusive process, and a responsive and sustainable outcome.

6. Offer alternatives to a quota mechanism or gender-balanced team of representatives to ensure that the representatives act in the interests of all gender groups:

Where there is resistance to the notion of a quota or a more gender-balanced team of representatives, mediators can note that an inclusive DR process does not necessarily require all stakeholders to participate directly in formal negotiations. Instead, it should include interaction between the parties and other community stakeholders to include multiple perspectives in the mediation process. Mediators can suggest alternative approaches to address this gap, such as:

- ensuring that men and women are invited to participate in meetings between community representatives and the wider community;
- offering the possibility to include women in any capacity-building exercises along with community representatives to expose them to dispute resolution knowledge and preparation for a DR process;
- creating the opportunity for men and women to voice their opinions during DR meetings, by establishing a multi-stakeholder forum linked to the mediation process, and facilitating feedback and input opportunities on recommendations developed by parties' representatives; and
- encouraging and supporting representatives to ensure perspectives from diverse gender stakeholders are brought to the negotiation table. This could include providing logistical support to community consultation processes, possibly involving networks of local gender activists and women's organizations.

The design of participatory processes is key to ensuring diverse gender stakeholders feel empowered to voice their issues, put forward their recommendations, and influence the outcome of the DR process.

¹² 50 percent quota is a guide and other percentages may be more realistic in certain circumstances.

Mediators should share with the parties CAO DR's belief that inclusiveness will enhance the sustainability of the process and its outcomes, and that it may be beneficial to the interests of the parties' representatives to foster inclusion of multiple stakeholders.

7. Raise gender awareness during capacity-building exercises:

In some instances, it may be helpful to use the capacity-building space to raise gender awareness and introduce CAO DR's gender-inclusive approach. Mediators should share with the parties CAO DR's belief that inclusiveness will enhance the sustainability of the process and its outcomes, and that it may be beneficial to the interests of the parties' representatives to foster inclusion of multiple stakeholders. For instance, mediators could point out that this will increase representatives' legitimacy in demonstrating care for their diverse constituencies.

8. Provide targeted capacity building to specific groups:

If CAO DR identifies a lack of capacity of a particular gender group of complainants, which may impede their ability to participate actively in the DR process, CAO DR should invite such stakeholders to identify necessary capacity building, technical support or information they may need to participate from an empowered and equitable position.

Annex B provides a brief overview of the key points in the DR process and the key questions CAO mediators can ask to prompt critical thinking of how to engender a gender-inclusive process.



CONCLUSION

This Gender Guidance Note provides a succinct overview of the principles of CAO DR's gender-inclusive approach. It highlights some of the challenges that may be experienced during a dispute resolution process, and offers a set of strategies and tools for the CAO mediation team to use at their discretion in attempting to overcome challenges to implementing a gender-inclusive DR process. CAO DR will compliment this Gender Guidance Note with the development of specific roleplays and case studies to share with its mediators as part of its Continuous Professional Development Program.



ANNEXES

ANNEX A: Toolbox to Conduct a Gender-Sensitive Conflict Assessment

Key questions that need to be answered:

- What are the main roles for the men in the community? What are the main roles for the women in the community? How do women usually address issues specific to them in that community? For example, men take care of the livestock and women take care of the household and grow gardens to feed the family.
- What are the men's main interests/needs? What are the women's main interests/ needs? They may be aligned but it is important to understand the possible differences between them.
- What is the impact of the project on the men in the community? What is the impact of the project on women? For example, men have lost their livelihood, and women have to travel longer to fetch water.
- What has been the impact of the conflict on gender roles in the community, if any? For example, men spend a lot of time in protests against the project, leaving the women to earn money, which was typically a man's role before the conflict happened.
- Is there a power imbalance between men and women in the community? How does that impact on the interests of the weaker gender group? For example, men are more powerful than women and the interests of women are overlooked because they are considered as less important.
- How might gender inequality in the community impact the DR process? For example, men want to represent women's voices in the DR process, potentially misrepresenting their interest, and as a result, the outcomes of the process might not be considered as satisfactory by the entire community.
- Are there any risks in conducting a gender-inclusive process? For example, men could retaliate against women acting as representatives in the DR process because they think it is inappropriate for women to have that role.

These questions are not meant to be asked directly to community members, especially in a context where gender is a sensitive topic. You will be able to answer those questions by:

- listening to community members share their stories,
- observing community life when you walk around the community,
- doing some research and/or using your own knowledge of the cultural context,

asking open-ended questions which do not necessarily focus on the gender aspect of the issue. When asking questions to community members, you will have to consider hearing from the men and the women separately in order to get truthful answers.

Observing behaviors during a meeting can also help understand the gender power dynamics. For example, here are a few aspects that you may want to consider during a meeting with community members:

- Are there women in the room? How many compared to the men?
- Where are the women in the room? Are they positioned differently than the men (for instance, man are seated and women standing)?
- Have the women talked? How much compared to the men in the room?
- Have the women talked about all sorts of issues or only issues that relate to women (such as gender-based violence, gender discrimination, etc)?
- Is there a specific reaction from the crowd when women talk that would differ from when men talk?
- What is the women's body language when they speak? (for example, are they comfortable speaking, do they limit themselves to small interventions?)
- Do men let women speak or do they interrupt them and try to speak on their behalf?

ANNEX B: Gender Toolbox for Mediators

Process Phase	Key Points	Key Questions
Assessment	Conduct gender-sensitive conflict analysis.	What are the gender power dynamics in the community? Has the gender risk assessment identified any risk to addressing any power imbalance between gender groups? Are we in contact with both gender groups and have we heard from both of them about the impact of the project on their group?
Preparation for Dispute Resolution	 Ensure gender awareness of the mediation team. Introduce CAO gender-inclusive approach in capacity building sessions. 	Do I (as a mediator) have some prejudice or gender assumptions? Does the community understand the benefit of including women in the process?
Ground Rules	 Ideally, make sure that the group of community representatives is gender diverse. If not, generate structures for dialogue to allow underrepresented women to participate (e.g. working groups outside of mediation table). 	Have we created safe spaces so women can raise issues and contribute to the process?
Facilitated Dialogue	 Implement appropriate and continuous capacity-building to ensure all representatives participate in the DR process on an equitable basis. Design and use appropriate facilitation processes to ensure equal and full participation of all representatives in the DR process, and the articulation and addressing of all interests and vulnerabilities in negotiated outcomes. 	Have we provided sufficient tools to both men and women to ensure that they can fully participate in the process?
Agreement	Include gender-relevant language in the agreements.	Do the negotiated outcomes address the interests of both gender groups? Does the agreement provide for the inclusion of women in the implementation of the agreement?