Gender Assessment for USAID/Caucasus

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TABLE OF CONTENTS

Appendices
Appendix A: Statement of Work
Appendix B: Interviewee List
Appendix C: References
Appendix D: Sample of Gender/Diversity Documents

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The Assessment team wishes to expresses its appreciation to the many persons who supported our work in Georgia. We are thankful for the time and information provided to us by each person named in the interview list in Appendix B.

Special gratitude is due to:

ACRONYMS AND ABBREVIATIONS

ABA/CEELI   American Bar Association's Central and East European Law Initiative
ADS   Automated Directives System
APLR   Association for the Protection of Landowners' Rights
BA   Business Association
BTC   Baku-Tbilisi-Ceyhan
CAP   Citizen Advocacy Program
CEDAW   Convention on the Elimination of All Forms of Discrimination Against
            Women
CEE   Central and Eastern Europe
CENN   Caucasus Environmental NGO Network
CIG   Community Initiative Group
DAC   Development Assistance Committee
DAI   Development Alternatives, Inc.
D&G   Democracy and Governance
EBRD   European Bank of Reconstruction and Development
ERA   Equal Rights Act
EU   European Union
FAO   Food & Agriculture Organization of the United Nations
FINCA   Foundation for International Community Assistance
FTA   Free Trade Agreement
FY   fiscal year
GAWB   Georgian Association of Women in Business
GBI   Gender Budget Initiatives
GCMI   Georgia Community Mobilization Initiative
GDP   Gross Domestic Product
GEGI   Georgian Enterprise Growth Initiative
GOG   Government of Georgia
GTZ   Deutsche Gesellschaft für Technische Zusammenarbeit
GYLA   Georgian Young Lawyer's Association
HIV/AIDS   Human Immunodeficiency Virus/Acquired Immunodeficiency Syndrome
ICRW   International Center for Research on Women
ICT   Information and Communication Technologies
IDB   Inter-American Development Bank
IDP   Internally Displaced Person
IDRC   International Development Research Centre (Canada)
IFES   International Foundation for Election Systems
ILO   International Labor Organization
IMC   International Medical Corps
IOCC   International Orthodox Christian Charities
IOM   International Office of Migration
IPED   Institute of Private Enterprise Development
IR   Intermediate Result
IRC   International Rescue Committee
IREX   International Research and Exchanges Board

IRI	International Republican Institute
IRIS	International Reform and Informal Sector
IUCN	World Conservation Union
LGRI	Legal Governance Reform Initiative
NAWBO	National Association of Women Business Owners
NDI	National Democratic Institute
NDS	National Development Strategy
NGO	Non-Governmental Organization
NRDC	National Resource and Documentation Center for Gender and Development
NRM	Natural Resource Management
OECD	Organization for Economic Co-operation and Development
OSCE/ODIHR	Organization for Security and Co-operation in Europe/Office of Democratic Institutions and Human Rights
OSGF	Open Society – Georgia Foundation
PLWHAs	People Living With HIV/AIDS
PRA	Participatory Rural Appraisal
RFA	request for assistance
RFP	request for proposal
SAVE	Support to Added Value Enterprises
SME	Small and Medium-Enterprises
SO	Strategic Objective
STI	Sexually Transmitted Infection
TIFI	Trade, Industry, Finance and Investment
UI	The Urban Institute
UN	United Nations
UNICEF	United Nations Children's Fund
UNDP	United Nations Development Program
UNIFEM	United Nations Development Fund for Women
USAID	United States Agency for International Development
USAID/M/OP	USAID/Management Bureau/Office of Procurement
VAT	Value-Added Tax
VAW	Violence Against Women
WHO	World Health Organization
WTO	World Trade Organization

EXECUTIVE SUMMARY

Georgia continues to struggle through severe economic, political and social hardships. Civil wars, ethnic unrest, high unemployment, high poverty rates, few legal mechanisms or political will to enforce the law, a failed health care system, entrenched political party systems, an unreliable energy sector, economic stagnation, and the necessity for continued humanitarian assistance to needy groups indicate a troubled state. Economic, social, and political indicators of an equitable role for women in Georgian society do not exist.

USAID/Caucasus' commitment to increased resources for the upcoming fall 2003 parliament elections and the next presidential election in 2005 emphasize the significance of these elections for democratic change. At the same time, the Mission recognizes the strategic importance of community-based intervention and will fund more programs that develop and strengthen communities and their citizens.

This assessment shows that USAID/Caucasus is aware of gender mainstreaming and the relationship between improving the unequal status of women and the economic, political, and social growth of the country. Without the full participation of women in Georgian society, this growth will not occur. Thus, commitment to gender mainstreaming for the Mission and its implementing partner organizations and to specifically targeted programs for disadvantaged men or women is critical to the success of Mission goals in the next few years. Awareness of the problem, however, is only the first step. The second step is to mandate gender mainstreaming throughout the Mission and provide the resources to the Mission's Gender Working Group to establish gender policy, gender procedures and indicators for contracting, awarding, review and evaluation procedures. Requiring baseline data, accurate data collection from implementing partners and their grantees is also integral to this step.

Strategic Objective 1.3 – Accelerated Development and Growth of Private Enterprises

Increased Access to Credit by Domestic SMEs and Micro-Entrepreneurs. Significant progress was made toward establishing credit programs for micro, small and medium enterprises. Data indicate that women borrow significantly less than men for their businesses and that most loans to women are unsecured by capital assets. Men receive 95% of asset-secured loans. Implementing partners neither acknowledge nor compensate for women's disadvantages in receiving secured credit. The primary disadvantage to women is lack of capital assets. Although USAID's partners are conscious of the need to ensure their practices do not discriminate against women, most of them collect sex-disaggregated data only on the number and value of loans disbursed. Additional data useful in analyzing lending practices that discourage or encourage women are not collected, such as application rates, approval and denial rates, and repayment rates. Reduced Transactions Costs for Enterprises (IR 1.3.2) and Improved Policy, Legal and Operating Environment for SMEs (IR 1.3.2.1) are inter-related. Future activities focus on

streamlining bureaucratic constraints of private enterprises, which in the long run will improve the overall business environment and improve the obstacles both women and men experience dealing with governmental processes. Potential differences in obstacles faced by women and men have not been investigated. A gender-sensitive study analyzing existing regulations, applications for licenses, and related SME bureaucratic processes should be conducted to ensure that improvements address problems faced by both male and female entrepreneurs.

Improved Efficiency of Banking Sector. The Banking Supervision program that worked closely with the National Bank of Georgia has concluded. Two primary gender issues surfaced. The first concern is related to the privatization of businesses. Out of 139 approved banks, 95 were privatized to men and one to a woman. The second concern is related to private employment where data show that women are not elevated to management and/or high-level decision-making positions and that discriminatory hiring and promotion practices exist.

Services Provided to Entrepreneurs and Enterprises by Business Associations. Data indicate that women as affiliates and/or as business owners are underrepresented as association members, as board members, and as part of management teams. Since associations provide outlets and opportunities for promoting women's civic participation, as well as for improving their business skills, under-representation is a serious concern. Additional support for women entrepreneurs could be supplied through associations by providing mentoring programs, highlighting the importance of gender integration for economic growth, and offering specialized business training for women-owned business start-ups. Data also reflect that there are few women's business associations; only one organization, the Georgian Association of Business Women, was mentioned repeatedly. A healthy economy needs diverse and multiple associations. Deeper analysis is needed in Georgia to find and support women's business associations as well as to determine support mechanisms to integrate women into existing business associations.

Functioning Land and Real Estate Market to Support SME Growth. The land reform program provides the basis for future expansion of rural credit programs. The total number of registered titles is 2,050,000 of which women hold approximately 40 percent. Women can own land, housing, buildings, cars, and other property and, according to Georgian legislation, women and men are equal before the law with regard to property. Under the civil code, women have the same right as men to enter into an agreement on their behalf and to own, manage, and dispose of property. Yet, there is a widespread societal observation that women are not holders of title to property. This aspect of community perception should be explored and addressed by an information campaign designed to help women understand asset holding and how to mobilize assets as collateral to capitalize businesses. Raising awareness that women are equally entitled to hold titles to property and facilitating the process to encourage households to include women on the title are key issues.

Selected Agribusiness Opportunities. Although the Accelerated Development and Growth of Private Enterprises SO supports activities in all sectors, USAID views

agribusiness as the sector most likely to benefit from direct assistance--especially in areas outside of Tbilisi. Women are not specifically targeted but they are heavily involved and visible in agriculture in Georgia.   Mechanisms need to be identified to increase rural women's access to capital, asset ownership, and savings for the expanded growth of agricultural businesses.

Strategic Objective 1.5 – A More Economically Efficient and Environmentally Sustainable Energy Sector

Improved Private Sector Participation in Energy/ Legal and Regulatory Environment More Conducive to Private Investment in Energy Sector. USAID's purpose is to attract private sector participation and ownership with simultaneous improvements in the management of resources and provision of services. Identifying women for management positions is recommended to increase women's knowledge of energy sector policy and to encourage their participation in its development.

Environmentally Sound Laws Adopted and Implemented in the Energy Sector. Two NGOs, CEE Bankwatch and CENN, are closely affiliated with advancing USAID objectives in the energy sector. Both NGOs widely circulate magazines and bulletins related to the environmental impact of the energy sector. Interview data revealed the importance and necessity of working with local NGOs to further promote environmental issues. The gender aspects that surfaced included considerations related to the Baku-Tbilisi-Ceyhan (BTC) pipeline such as the impact on women from traveling migrant camps, potential micro and/or SME activity for both men and women, and gender-balanced public participation in affected pipeline communities.

Increased Efficiency in the Energy Sector. Improving energy sector economic efficiency is strongly connected to the collection of revenues from all customers. If adequate revenue cannot be generated to cover costs, there is little possibility to encourage private sector participation and/or outside direct investment. Interviews indicated community perceptions that large institutions do not pay their fair share even when they are able to do so. This adversely affects the more disadvantaged and poorer population of women and children. Transparency of payment collections is also a significant gender factor. USAID needs to encourage development of methods that allow small customers to make payments through banks, postal offices, or authorized businesses thereby eliminating door-to-door collectors who use the opportunity to pressure women.

Strategic Objective 2.2 – Legal Systems that Better Support Implementation of Democratic Process and Market Reforms

Increased Access to the Administration of Justice. Access to the administration of justice mandates public awareness of legal rights and availability of effective counsel.

USAID's implementing partners have dramatically increased public awareness of legal rights through publication and distribution of brochures and pamphlets, newspaper supplements, training, and NGO support. Significantly, 35,000 women's rights brochures were distributed throughout the country in 2001. Yet, implementing organizations have not consistently addressed women's rights and do not keep track of and report on the number and types of legal consultations and court representations for men or women. Brochures and pamphlets do not routinely specify legal issues pertaining to women. Given the higher number of women visitors to legal clinics, especially in divorce cases, attention to gendered data may provide suggestions for improved services.

Effective, Transparent, and Fair Public and Private Legal Sector Institutions. Promoting the rule of law is accomplished by training the judiciary (40 – 50% women). Previous training has not yielded gendered results or addressed specific gender targets, but upcoming seminars in the next year will focus primarily on the second CEDAW (Convention for the Elimination of Discrimination Against Women) shadow or alternative to the government report. Judges and lawyers will participate in seminars that measure the status of women under the law and the *defacto* or real life impediments to equality. These seminars provide an unusual opportunity to assess the degree to which the judiciary and the legal profession understand and enforce the law as well as their willingness to work on necessary improvements.

Policies, Laws, and Regulations Promoting Democratic Processes and Market Reform. Support of legal reforms encouraged the adoption of a General Administrative Code including a Freedom of Information Act, Laws on Licensing and Permits, and specific amendments to the Organic Law on the Constitutional Court and a law on Constitutional Court proceedings. These laws support the rule of law and citizen access to the courts, but there is no knowledge concerning any differential gender impact as a result of their enactment.

Strategic Objective 2.3 – More Efficient and Responsive Local Governance

Political Processes and Elections. Women comprise only one-third of the total members of political parties, are not represented in party hierarchies, and the total number of women elected officials is negligible. In fact, the number of female local government elected officials decreased as a result of the June 2002 elections. USAID/Caucasus supports and implements programs that address these problems. These programs, however, are primarily "stand alone" women's programming and training seminars conducted by the implementing partners for elected officials and political parties would benefit from gender mainstreaming. Women's programs are, however, strategically selecting women for leadership training and for parliamentary election training. All implementing partners will benefit from increased attention to gendered databases and monitoring of women's achievements after training is concluded. Additional USAID support for improved transparency of the party list procedure and how women can find the resources to run will not only increase gender-balanced community

and national participation but will bolster Georgia's democratic processes and elected representation.

Civil Society. The number of active women's NGOs is small, the majority are located in Tbilisi, and the level of cooperation among NGOs in Tbilisi and between NGOs in Tbilisi and the regions is weak. These issues are recognized by USAID, but more emphasis is required to further assist the development of coalitions for women's rights and for crucial issues such as trafficking, unemployment, isolated ethnic minorities, domestic violence, reproductive and sexual health, and community participation. Civic education programs are general and little knowledge of how women and men participate in the community after the short sessions provides insufficient information from which to make informed decisions about future training. New citizen advocacy programs require grantees to be sensitive to gender issues, but increased awareness of gender issues is needed by the civil society support organization. The NGOs supported do not equitably represent women's issues and may not recognize the basic assistance required by start-up informal groups. The active participation of women in NGOs offers a significant outlet and base for increased women's community and political participation.

Local Governance. USAID is committed to the effectiveness and efficiency of local governance. Its local government program now targets five pilot cities and will increase by ten to fifteen in the coming year. Citizen participation is encouraged in each city through mobilization of Citizens' Advisory Councils, and local council members, citizens, and local government employees benefit from budget, fiscal and increased transparency training seminars. By hiring a local gender consultant, the program is now committed to integrate gender into its programs and to recognize and address gender specific issues that arise in each community. Representative and effective local governance will be instituted by establishing gender-specific evaluation and monitoring procedures in each of the new pilot cities, reporting gender-specific data now in the first five pilot cities, and ensuring that women's issues are represented and acted upon in all citizen action meetings.

Media Strengthening. Gender stereotypes in the media are pervasive. Although women are the overwhelming majority of journalists, they are not aware of gender issues, cannot break through barriers established by male editors, and the media's focus on politics cannot include the faces and stories of those not elected or highly active in public life. USAID is highly committed to increasing the visibility and quality reporting of women's issues in the media. The implementing partner's focus on basic business skills and quality journalism must accept that gender sensitive training is inseparable from good journalism and good business practices.

Strategic Objective 3 – Reduced Human Suffering in Targeted Communities

Urgent Needs Met During Crises. Although the level of humanitarian assistance is planned to decrease, great need exists within vulnerable populations such as ethnic

minorities and Internally Displaced Persons (IDPs). USAID recognizes that poverty diminishes human security and negatively influences the socio-economic conditions of women, children, and the aged. Gender concerns include migration problems, labor market discriminatory practices, devastation of social infrastructure, lack of women's participation in community activism, lack of knowledge of legal rights and societal discrimination. Traditional gender roles—especially in minority and/or poorer regions—create dismal conditions for women. The implementing partners do integrate gender into well-designed programs. Community mobilization is a key component of partner activities, and each partner creates well-designed programs to mainstream gender. Gender equitable program results are also needed.

Vulnerable Communities Better Able to Meet Own Needs. USAID's implementing partners strive to integrate gender into their programs and to establish community groups that are not only representative of local populations but that also develop strategies to ensure equal participation between men and women in community decisions. In addition, the Georgia Winter Heating Assistance Program provided critical support to vulnerable people/communities throughout Georgia. Implementing partners provided grants for shelter, basic living assistance, social infrastructure, and income generation. Actions are needed to implement educational and preventive measures to alter traditional gender roles that place women in an unequal, subordinate position. Men receive the majority of agricultural assistance in areas where women work in and outside the home to support the family.

More Active Participation of Vulnerable Groups in the Economy. USAID's implementing partners do address gender issues in program design. Interviews indicate that community participation programs encourage the participation of women, and, in fact, community initiative groups are elected in targeted communities. The data do not provide an informed basis for gender-disaggregation by issues or information to guide improved participation. Economic activity, particularly related to micro and small business is a potential avenue for self-sufficiency, but more avenues are required to increase women's access to networks such as trade and business associations, business training, and to credit. The programs under this Intermediate Result should also be examined in partnership with the SO 1.3 team.

Trafficking in Persons

Trafficking in persons is a serious problem in Georgia and requires special attention by the Humanitarian Response and Social Assistance and Democracy and Governance Teams. Although designated a Tier Two country by the United States Department of State, NGOs in Georgia do not believe the country meets the standard of making serious efforts to comply with international standards. There are no legal measures and few programs to combat trafficking. Data are scarce, thereby inviting inattention and inaction. *USAID's Response to Trafficking in Persons* encourages attention and resources to prevent trafficking, provide services to victims, and seeks to enact and enforce legislation against trafficking. A local Georgian Coalition against Trafficking

now exists, and USAID is encouraged to cooperate with them to mitigate this serious problem.

Domestic Violence

Domestic violence is considered a severe problem. Legislation is ineffective, and strong, traditional values support the idea that "family matters are private" and fear of retribution prevents open discussion or accessing legal consultation. Poverty prevents women from leaving the home, and police and prosecutors are often unwilling to intervene in family problems. USAID can support local NGOs who are addressing the problem by supporting increased awareness, legal consultation and representation, training for police officers, victim rehabilitation, and shelters. Support for anti-violence units in Tbilisi and the regions will encourage development of national and regional networks. Cooperation with international partners is also essential.

Conclusions

Priority Action Recommendations for USAID/Caucasus Internal Reform

1. Revitalize the Gender Working group and vest the group with the authority and resources to create Mission policy for implementing program design, activities, monitoring, and evaluation based on ADS 200-300 series: Guide to Gender Integration and Analysis.
2. Design and review RFPs and RFAs to require implementing partners to mainstream gender into funded programs. This includes gender program analysis, gender indicators, and required reporting mechanisms that include gender disaggregated data and strategies to reduce gender inequities.
3. Require all implementing partners to collect and report gender-disaggregated data. Such data should be current, readily accessible, and highlighted by the implementer in external and internal quarterly and published annual reports. Partners must also be required to request similar data from their grantees.
4. Develop a gender mainstreaming manual for implementing partners that includes requirements.
5. Meet at least quarterly with targeted NGOs to brief them on programmatic themes, listen to and integrate their suggestions, and include women's NGO local experts in design and review processes when appropriate.

Priority Programmatic Reforms for the Implementing Partners

- Examine GOG SME regulations and bureaucracy; gather sex-disaggregated data; analyze differences between male and female-owned or –managed businesses.
- Promote gender equality in public participation, decision-making and power access by mobilizing grants and resources to business associations, inclusive of women's business associations, and to regional coalitions to lobby for improved SME policies.

- Identify mechanisms to increase women's access to capital, asset ownership, and cash savings, such as developing an informational media campaign fully explaining the right to own property and describing how to use title as business collateral.
- ABA/CEELI should consider creating legal clinics in the regions, especially to serve villages, to coordinate trafficking, legal aid and public awareness, ethnic rights, and domestic violence programs.
- CEDAW training should be thoroughly evaluated by gender-disaggregation of data, follow-up of how training is used on the job, effects of the training, and random follow up to see how CEDAW is implemented.
- The Local Government program should prepare consumer survey instruments that include questions specifically targeted to women and disaggregate the information by gender.
- The Local Governance program should design clear topical indicators for the gender component and carefully evaluate how activities are implemented, their results, results of training, subjects and results of hearing, make-up of citizen advisory councils, and follow up with trained men and women.
- NDI/IRI should develop clear selection criteria, goals, and objectives for activities with activists groups, candidates, and potential candidates.
- NDI/IRI should identify key women in political parties and strategize how to work with them to improve the transparency of parties and to change male attitudes about women in elected office.
- IFES and UI should strategize together on where to target civic education campaigns.
- IREX should cooperate fully with the women and media working group and other women and media coalitions to offer seminars that integrate gender into good journalism, ethics, and good business practices.
- Save the Children, Care, and Mercy Corps should gather gendered data on all types of training and follow-up and evaluation results.
- Seek advice and work with the Coalition against Trafficking and its NGO members to develop a scope of work for an anti-trafficking program
- USAID should strongly consider funding a program, in cooperation with ABA/CEELI and Georgian NGOs, to initiate a domestic violence program.

Chapter 1
Background and Methodology

The USAID/Caucasus Mission requested a gender assessment to be completed during a review of its Strategic Objectives. The Mission wanted the assessment to provide a foundation to systematically integrate gender into future work by examining current programs in order to promote more effective achievement of program goals and objectives. Performance monitoring plans can also benefit from the Gender Assessment recommendations.

During three weeks in March 2003, the assessment team[1] examined NGO reports, Mission documents, annual reports of implementing partners and interviewed international donors, government officials, implementing partners, women's non-governmental organizations, and USAID personnel[2]. References for all materials are listed in Appendix C. The team also conducted an exit briefing to Mission staff, trained Mission staff about gender mainstreaming, and presented findings to each Strategic Objective team separately.

Following the Scope of Work (Appendix A), this assessment tries to answer the following types of questions:

- How are the problems of men and different? How might solutions be different?

- How might contributions of men and women to activities be different?

- How might activities differentially affect women and men?

Tasks as outlined in the Scope of Work

1. Carry out a Gender Assessment:

   ✓ Assess the nature of gender relations in Georgia and the role of gender in country's development;
   ✓ Describe gender integration in the Mission's present strategic framework, results framework, and the program portfolio, and assess potential gender issues in a future strategic framework/portfolio;
   ✓ Provide recommendations to the Mission to mainstream gender in its activities, policies, and procedures;
   ✓ Identify how gender could serve as a cross-cutting issue in the Mission's new strategy.

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[1] Ann Graham, Ph.D., Team Leader, and Susanne Jalbert, Ph.D.
[2] All persons interviewed are listed in Appendix B.

2. Provide training for Mission staff and key implementing partners on gender mainstreaming in the Mission portfolio. The length of the training was determined in collaboration with the Mission Gender Working Group. Topics to be covered:

   ✓ Briefing session on assessment findings;

   ✓ Why gender integration is important and how it contributes to the results;

   ✓ How gender issues affect the program/activities and their outcomes;

   ✓ USAID's gender policies, Agency (ADS) procurement guidelines, resources available;

   ✓ Integrating gender into programs: design and implementation of activities to ensure that men and women equally participate and benefit from activities;

   ✓ Gender analysis of USAID projects, beginning with proposals, to identify access to and control over resources, income sources, expenditures and division of labor between women and men.

   ✓ Guidance for preparation of a gender Action Plan – its content and components.

Methodology

1. Review documents, USAID Gender Policy, and programs. These will include: the current USAID/Caucasus Strategic Plan and Annual Report, USAID/Caucasus Experience in Gender Integration, background information on gender issues in Georgia, examine existing studies and other in-country data, gender assessments and action plans from other countries in the region, which can be used as models by the team; and USAID/M/OP procurement guidelines. Prepare content and schedule for training program, in collaboration with the Mission Gender Working Group.

2. In carrying out information collection phase of the work, the team shall interview the following and collect related information:

   ▪ Members of SO Teams and the Program Office;

   ▪ USAID implementers, as identified by the Mission in advance and approved by the Mission;

   ▪ National and local leaders and NGO representatives, as identified by the Mission;

- Major donors or international organizations which have important gender programs in Georgia, as identified by the Mission in advance and approved by the Mission;

- Informal discussions with other relevant individuals.

3. The Mission will assist in scheduling interviews and discussion sessions.

Chapter 2
USAID/Caucasus Mission Staff and Gender Internal Issues

USAID Mission Strategic Objective teams are generally knowledgeable about gender issues. Some staff understands the importance of mainstreaming gender into their work but many others do not. For many, breadth and depth should be stronger. This section reviews the progress of the Mission's skill and knowledge about gender mainstreaming and offers suggestions on how to improve gender integration.

Gender Mainstreaming

Gender mainstreaming strategies are intended to improve the effectiveness of USAID assistance by ensuring that both men and women are fully integrated into Georgian society and USAID policies and programs by:

- Integrating women and men into all programs with the understanding that women do require stand-alone programming to correct gender imbalance politically, socially, and economically.
- Focusing on gender equality as an objective, rather than just women or men as a target group;
- Giving more attention to women's organizations, listen to their needs, consult with them and involve them in project planning to encourage the momentum for change;
- Ensuring more attention to the gender imbalances faced by men;
- Understanding that in the long run, systematic policies that integrate gender successfully are more productive and fully empower society.

Benefits are:

- Improved understanding of the social, economic, and political contexts of the Georgian population and how policies affect them. Both men and women are rural, urban, poor, disabled, young, elderly, different ethnicity, sick, and well.
- More informed internal decision-making. Critical economic, political and social factors about men and women are required in program planning.
- Strengthened economic, social, and political development.
- Research indicates that long-term support and investment in gender programs is strategically more effective and financially sounder.[3]
- Elimination of gender discrimination can improve other problems in society such as poverty and unemployment.

Gender mainstreaming procedures and analyses are required by the USAID ADS 200 and 300 series. Because USAID/Caucasus is revising its strategic plan and results frameworks, adherence to the steps in the ADS series is timely. The strategic plan,

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[3] The Power and Limits of NGOs: A Critical Look at Building Democracy in Eastern Europe and Eurasia" ed. By Sarah Mendelson, New York: Columbia University Press, 1992)

review of current programs, discussion of new programs, and the resulting performance monitoring plan can be developed with these steps clearly in mind. Briefly, the steps are:

1. Gender analysis with the needs of different types of customers in mind.
2. Collect data on gender relations, roles, and identities in each technical analysis.
3. Analyze information on gender relations that emerge from the technical analysis.
4. Design results to address key gender issues:
   - Consider the implications of Gender Analysis in the Formulation of the development Hypothesis and the Design of the Results Framework.

5. Activity planning and approval:
   - Design activities to achieve the objectives of the strategic plan and address gender in a manner consistent with the findings of the technical analysis.
   - Develop a gender statement outlining key gender issues related to the activity.

6. Mainstream gender considerations throughout program activities and achievements.
   - Examine the capacity of implementing partners to take account of gender in their activities.

7. Monitor and evaluate results by gender indicators.
   - Use sex-disaggregated data for indicators and gender criteria for assessment of activity progress and impact recognizing:
     - ✓ The activity or its anticipated results involve or affect women and men differently.
     - ✓ This difference is potentially significant for managing towards sustainable program impact.

These steps and detailed instructions are found in the <u>Annex to ADS Series: Guide to Gender Integration and Analysis.</u>[4]

USAID/Caucasus Specific Recommendations

<u>Gender Working Group</u>

- Preceding the Gender Assessment Team's assignment, the Mission's Gender Working Group convened only one meeting, the charter is not completed, and no Plan of Action is developed to mainstream gender throughout the mission. Ideally, the Mission should appoint a team member from each SO team to sit on the committee.

The Mission's Gender Working Group, with the full cooperation of the Program Office, is responsible to ensure that Mission program design and planning, RFA

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[4] The USAID Annex was drafted in June 2001 and will be approved in the near future.

development, and monitoring and evaluation methods are gender equitable.[5] The requirements must be clearly understood and included in all Mission contracts.

USAID representation in Georgia's periodic international gender coordination meetings is also valuable. USAID presence at these meetings will encourage Mission staff to stay abreast of the latest analytical gender tools and developments, remain in the loop on donor partner gender-related activities, and maintain a forum to influence other donors' gender agenda.

Gender Meetings in Georgia

Involve Mission staff members who are not active in the Gender Working Group in meetings with government agencies, NGOs and other donors on gender issues. Including as many staff as possible in outside seminars and meetings is an excellent learning opportunity about the difference gender considerations can make to development and the kinds of questions required to undertake gender analysis. Participation provides USAID staff with outside knowledge and an opportunity to increase awareness about gender and reinforce USAID's commitment to gender with clients and counterparts. It also encourages the necessity to listen and learn from Georgian society. Such opportunities for USAID staff, clients and counterparts to exchange information about respective programs and their gender implications are needed. Mission staff members can be requested to write a follow-up briefing memo to their SO director, track innovative developments, and broadcast pertinent information in sound bites during staff meetings. A portion of every general staff meeting should include information about gender issues.

Gender Seminars

The word "gender" is often mistaken to refer only to "women." The Gender Working Group should develop seminars to help mission staff, implementing partners, and subcontractors value gender as a crosscutting economic and community development device. Seminars and workshops are the usual outreach mechanism. The assessment team encourages a broader approach such as viewing films (Studio Mobile has created more than 20 related to contemporary gender issues), initiating a brown bag lunch speaker's series, and inviting local NGO groups to deliver briefings.

Gender Internal Integration

In certain cases, USAID implementers have more fully integrated policies and procedures into operations. For example, CARE created particularly useful tools to augment the ADS requirements and provide valuable examples on how to mainstream gender into internal standard operating procedures. CARE has implemented 1) a gender policy statement, 2) gender equity and diversity statement, and 3) key behaviors reviewed and measured during periodic performance reviews. These three items are included in the appendices.

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[5] Integrating gender into development programs USAID Caucasus Experience (2002)

Priority Recommended Actions:

- Revitalize the Gender Working group and vest the group with the authority and resources to create Mission for policy for implementer program design, activities, monitoring, and evaluation based on ADS 200-300 series: Guide to Gender Integration and Analysis.
- Design and review RFPs and RFAs to require implementing partners to mainstream gender into funded programs. This includes gender program analysis, gender indicators, and required reporting mechanisms that include gender disaggregated data and strategies to reduce gender inequities.
- Require all implementing partners to collect and report gender-disaggregated data. Such data should be current, readily accessible, and highlighted by the implementer in external and internal quarterly and published annual reports. Partners must also be required to request similar data from their grantees.
- Develop a gender mainstreaming manual for implementing partners that includes requirements.
- Meet at least quarterly with targeted NGOs to brief them on programmatic themes, listen to and integrate their suggestions, and include women's NGO local experts in design and review processes when appropriate.
- Plan seminars for implementing partners that address mission procedures and policies.
- Ensure internal gender ratios in employment, mission committees, and leadership roles.
- Research gender issues and data prior to drafting RFAs and RFPs.
- Rotate one-half of the Gender Working Group on an annual basis to consistently raise gender awareness among Mission staff.
- Broaden the gender material resource base in the Mission; encourage a lending library.
- Mentor skilled employees to fulfill leadership positions.

Chapter 3
Strategic Objective 1.3
Accelerated Development and Growth of Private Enterprises

The General Economic Gender Environment

Since 1998 through economic development activities, USAID has supported efforts to sustain economic growth of private enterprises[6]. To analyze how gender considerations may improve results, it is important to first recognize what results are sought. Each Strategic Objective (SO) has implications for women and men, for the elderly, youth, and for persons in urban and rural localities.

Strategic Objective	Examples of Gender Issues
SO1.3-Accelerated development and growth of private enterprises	Enterprise type? Created by whom? Are business roles gender stereotyped? Do families benefit differently depending on who in the family generates income?
SO1.5-A more economically efficient and environmentally sustainable energy sector	Is a leadership path gender free? Is work within the sector typecast? How does more efficient energy impact the family unit? Who defines quality of life?
SO3.1-Reduced human suffering in targeted communities	Who is engaged in the decision-making process? Which infrastructure meets social needs? How does an increase in household income affect the whole household? How are increased resources used—for food, education, shelter, and business start-up?

Georgia, like many former state socialist countries, has had a difficult transition to democracy and to a market economy. Extensive corruption, economic stagnation, and dismal poverty stall Georgia's growth. Economic uncertainty, declining confidence in institutions, drastic reduction in social services, high unemployment, and frustration with corruption are but a few of the indicators. Keti Khutsishvili, Country Director for The Eurasia Foundation commented that, "In Soviet times, I would say women and men were equally oppressed. Today the scales are tipped." These three issues particularly hinder Georgia's economic progress:

- Economic status of women lags behind men's,
- Opportunity to increase financial status differs widely between men and women, and
- Societal confidence in women's capabilities is less than for men's capabilities[7].

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[6] USAID/Georgia Annual Report FY2003.
[7] UNDP. (2003). Gender strategy and perspectives of regions development.

Commitment to developing a gender policy and gender specific goals by the Mission can set a positive model for implementing partners. Efficient and organized Implementation of such policies will facilitate not only democratic development of Georgia, but will also encourage the progress of economic development. Business associations and NGOs are important contributors to policy reform. However, according to the 2002 NGO Sustainability Index of Georgia, experts are pessimistic about the prospects for the NGO sector, because NGOs face an increasingly hostile government and media, and a skeptical public. *The Civil Society Assessment*[8] notes that exact figures of the number of Georgian NGOs are difficult to obtain because no comprehensive data exists. Estimates are that 3,000 NGOs are registered, 500-800 are somewhat active, and approximately 100 are very active. Only 20-50 NGOs are considered viable and active because they have some ability to interact with the government at the national level in policy formulation and decision-making.

SO 1.3, Accelerated Development and Growth of Private Enterprises, promotes competitive private enterprise growth to create jobs aimed at sustaining economic growth, improving living standards, and reducing dependence on donors. USAID assists Georgia by reducing governmental impediments to business, increasing the role of the private sector, improving the regulatory framework, and building human capacity. SO 1.3 economic results will be quantified by growing GDP, increased foreign direct investment, increased private sector share of GDP, reduced government expenditures as a percentage of GDP, and reduced unemployment.

This gender assessment analyzed USAID's program in the context of Georgia's patriarchal, traditional environment and the difficulty of transition in a global economy. Although women and men both participate actively in the economy of the country, the decline of the industrial sector and subsequent migration of the population have led to some distinct differences in how women and men participate in the economy. A recent study[9] noted that out-migration of men is higher than for women, 80% of out-migrants are under the age of 50, and the situation is expected to worsen causing a negative balance for another 5-10 years. The IOM[10] estimates that between 1990 and 1998 1,638,000 Georgians left the country, a significant number of an approximately 5.4 million population.

Another employment problem is the fact that women contribute more unpaid labor to the household than men. According to a household survey,[11] Georgian women are poorer than men. They have lower earning capacity, higher economic vulnerability, and more demographic characteristics of the poorest households. Women's overall unemployment averages 50-60% percent[12], and this percentage varies from survey to

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[8] Black, Jay and Keshishian (2001) Civil Society Assessment. Tblisi. USAID
[9] Tacis. Migration statistics. (2001). Tbilisi.
[10] Sabedashvili, Tamar. (2002). Women in the decade of transition: The case of Georgia. Tbilisi: Publishing House Lega.
[11] Dershem & Sakandelidze. (2002). The Status of Households in Georgia-2002. Tbilisi: Save the Children.
[12] Interview with Lela Gaprindaashvili. (2003) Chairperson/Gender Specialist, Women's Initiative for Equity

survey based on how unemployment is calculated. In another statistical survey by NGO Amagdari[13] the unemployment rate for women was estimated at 30-32% (88,000 of 150,000) as based on data from Georgia's State Statistical Department.

From a gendered perspective, the 1999-2000 economic activity levels[14] in the sectors below reflect uneven equity.

Sector	Women	Men
Industry	18.6	81.4
Communication	22.9	77.1
Construction	6.0	94.0
Hotel and Restaurants	45.0	55.0
Education	81.4	18.6
Health Care	81.8	19.2

Table 1: The Main Direction of Economic Development of Georgia. (2001). Tbilisi.

The service sector of Hotels and Restaurants indicates the closest gender parity. Education and Health Care sectors are heavily feminized and low-paying. The gender parity gap is significant in all other sectors. Privatization also affected the employment security, labor and social rights of the Georgian population. Yet, the analysis of different sectors of the national economy shows that in almost every sphere, women are represented in larger numbers at the lower levels of management of both private and state enterprises as well as government. Further, women are purported to earn about 41 percent of what men earn or 38.94 lari as compared to 93.8 lari.[15]

Other factors affect women disproportionately. Employers require age-specific limitations, appearance-specific demands, and other requirements that inhibit fair employment practices. Recommendations for legal changes and unemployment entitlements should be reviewed include higher severance pay for women and men so they can start their own businesses. Propagation of fair employment practices and fair unemployment benefits can be organized as roundtables hosted by interested NGOs with participants from all relevant sectors – government, multilateral and bilateral donors, NGOs and the media who can disseminate the information.

The privatization process of large state-owned industrial companies affects considerably the slow growth of women's participation in business ownership. The number of companies privatized to women was, in fact, quite small[16] (see Table 2).

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[13] Shioshvili, Nino. (2001). Women's labor and employment problems in Georgia. Tbilisi: Georgian Women's Employment Supporting Association "Amagdari"

[14] The Main Direction of Economic Development of Georgia. (2001).Tbilisi.

[15] Ibid. Amagdari.

[16] Jashi, Charita, Economist, Tbilisi State University, Pres. Of Economic Education Association, Head of Association of Gender for Social-Economic Development. (2002). Professional paper: Development of Women's Entrepreneurship: Georgian Case. Delivered at the Geneva Conference entitled: Second Regional Forum of Women-Entrepreneurs: Forum on Best Practice in the Development of Entrepreneurship and SME in Countries of Transition, March 18-20, 2003.

The data below show that women's share of privatized businesses is just under 25 percent compared to men's share of 75 percent. Two issues particularly affect women: 1) lack of a gender perspective at the privatization policy level; and 2) proliferation of discriminatory practices of companies. Empirical research underscores the fact that women-owned businesses typically employ a more gender-balanced work force and promote more women.

Sector	Privatization Approved*	Number Privatized	Number Privatized to Women
Industry	319	223	12
Energy	31	28	0
Agriculture	548	341	57
Banking	139	95	1
Building Industry	165	252	-
Trade	4,056	3,897	1,254
Public Services	4,106	3,891	987
Petroleum	164	164	2
Health	669	523	85
Social Service	85	396	41
Totals	**10,282**	**9,810**	**2,439**

Table 2. Special Information from Ministry of Property Arrangement. (1999). Tbilisi.
*Although a certain number of companies were selected for the approved list in some instances more companies were privatized.

Compelling evidence from international organizations (UNDP, UNIFEM, OECD, NAWBO) show that gender inequalities result in economic inefficiencies and reduce productivity. According to the Georgian Association of Women in Business (GAWB), many women today strongly desire to become involved in an entrepreneurial activity and their potential for economic contribution are underused. "A major emphasis should be placed on women in business," Georgian Association of Women in Business (GAWB) president Nino Elizbarashivili asserts. Women business owners lack essential operational information, technology, market knowledge, starting capital, and access to credit. In an independent count of 100 large local enterprises women head only three. GAWB membership records count 530 women-owned businesses in Tbilisi and the regions of Mcxeta-Tianeti, Camzxe –Javaxeti, Guria, Kartli, Kakheti, Imereti, and Achara. Like many organizations the 80/20 rule applies, i.e. 20 percent of active members pay membership dues. In Georgia, however, the dues are a token fee of 6 GEL (individuals) and 24 GEL (companies).

Georgian Association of Women in Business (GAWB) Member Demographics in 2003 are:

- Services – 154
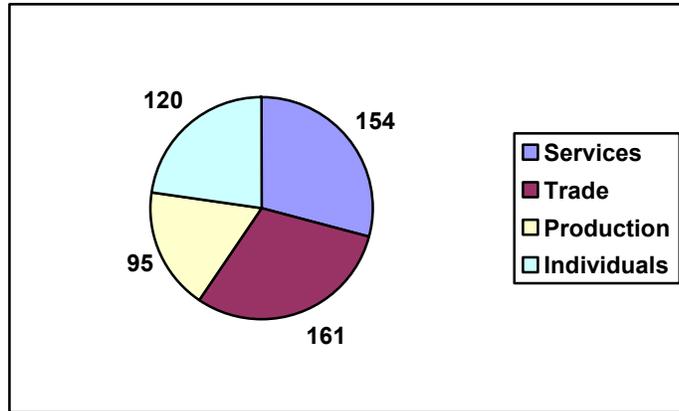- Trade – 161
- Production – 95
- Individuals – 120

Figure 1 (2003 membership- Georgian Association of Women in Business).

Natia Turnava, Deputy Minister of Economy, estimates that approximately 80,000 small and medium-enterprises (SMEs) operates in Georgia today, although primarily in the informal (shadow) economy. She estimates that 25-30% are owned and operated by women. The GOG's 3-point plan for SMEs is, in some respects, aligned to the Mission's current strategy. GOG focuses on: 1) simplification of the legal environment (judiciary, tax, accounting, licenses, and registrations), 2) education (management of enterprises, start-up, and consultations), and 3) direct funding to businesses with grants and/or bank loan guarantees. "It is a great idea that donors are interested in this issue as even three years ago there was little or no interest," Turnava said.

USAID Caucasus recognizes that current tax reform proposals are insufficient. Lavrenti Chumburidze, Executive Director of the Georgian Federation of Professional Accountants and Auditors, noted the significance of passing an effective tax simplification act. Mission staff noted that the current tax package will not achieve the desired "simplification" results. Chumburidze emphasized that regulations are burdensome and time intensive and inspectors are often corrupt. "Small business is completely overwhelmed by regulations. The law MUST be changed. The draft law only pushes owners into a shadow business," Mr. Chumburidze alleged. For women, the lack of enforcement is especially problematic because tax inspectors threaten the viability of their business.

Intermediate results (IR) for this strategic objective include:

IR 1.3.1   Increased Access to Credit by Domestic SMEs and Micro-entrepreneurs
IR 1.3.2   Reduced Transactions Costs for Enterprises
IR 1.3.2.1   Improved Policy, Legal and Operating Environment for SMEs
IR 1.3.2.2   Improved Efficiency of Banking Sector

IR 1.3.2.3   Services Provided to Entrepreneurs and Enterprises by Business
              Associations
IR 1.3.3   Functioning Land and Real Estate Market to Support SME Growth
IR 1.3.4   Selected Agribusiness Opportunities

The USAID/Caucasus-Georgia Strategic Plan focuses primarily on infrastructure, including access to credit, reduced transaction costs for enterprises, banking sector efficiency, business association services, land and real estate market support, and agribusiness opportunities. Interviews with implementing partners, NGOs, business and trade associations, and local enterprise operators reveal high-level frustration and barriers to business growth in three policy areas: corruption, taxation, and credit.

Georgia's slow transition from a Soviet regulatory and legal framework inhibits progress toward a market-based economy. In a recent World Bank report, two primary areas of USAID fiscal support reform—to improve tax administration and collection and structural reform to reduce the role of the state in the economy—had a large economic impact. Yet, entrepreneurs are not treated fairly in taxation, court processes, customs, and other enforcement functions. As noted above, these conditions are especially egregious for women in business. Because the primary programs are concluded (Banking Supervision Program and the ACDI/VOCA pilot program), ACDI/VOCA will now move into the next stage of program implementation and the soon-to-be-awarded Georgian Enterprise Growth Initiative (GEGI) will require addressing problems women experience with taxation, business ownership, and law enforcement.

Prior programming focused on three main areas:

- Improving the laws and regulation governing the SME sector;
- Assisting the commercial banking sector to address enterprises' financial needs; and
- Helping businesspersons form and manage business associations capable of providing member services and lobbying for sectoral interests.

Target activities included building capacity of indigenous organizations to overcome policy, legal and regulatory impediments that discourage private enterprise growth; technical assistance, training, and technology transfer to business associations; and improved access to credit for microenterprises.

NGO leaders, implementing partners, and local business people mentioned the difficulty with actual enforcement of existing laws. Because commercial law judges do not thoroughly understand existing law and do not enforce it, training is recommended. At the same time, gender disaggregation of legal complaints and examination of the names registered in court documents could assist in the gender disaggregation of cases. Such gendered disaggregated data should be collected and analyzed to determine differences in application of the law.

The USAID funded Georgian Enterprise Growth Initiative (GEGI) will be awarded in April. GEGI resources will be directed in the following manner: 70% into policy, 20% into clusters, and 10% into improving access to credit. The question for GEGI is how the impacts on gender will be examined. Since GEGI is in process of approval, partners who are concluding contracts were interviewed. The implementing partners interviewed were: ACDI/VOCA (Credit), Constanta, ACDI/VOCA (SAVE), and FINCA, as well as local NGOs supporting economic growth, local economic experts, and business associations.

Under IR 1.3.1, Increased Access to Credit by Domestic SMEs and Micro-entrepreneurs, significant progress was made toward establishing credit programs for micro, small and medium enterprises through both banking and non-banking finance institutions. The recently completed Banking Supervision program worked with the National Bank of Georgia to improve the legal and regulatory structure, consolidated the banking sector, and improved the skills of bank inspectors. However, there is no data to indicate results related to gender indicators. A number of implementing partners are working to increase access to financial services. They include ACDI/VOCA (credit), FINCA, and Constanta. These implementing partners also work collaboratively with local Georgian banks and other donor agencies like World Vision.

USAID-financed programs provided nearly 60,000 short-term loans to microenterprises totaling over $14 million and 305 short- and medium-term loans to small enterprises totaling $4.2 million in FY2002. The portfolio for agriculture credit disbursed 760 loans valued at about $8.5 million.

Constanta offers both group and individual loans to micro and small businesses that are in compliance with Georgian legislation. Constanta's current portfolio is approximately $2.9 million. Women represent 76% of the estimated 16,134 borrowers (as of December 31, 2002). In 2000, the individual loan portfolio was opened to men who now represent approximately 24% of the borrowers. FINCA, also operating in the micro finance environment, manages a loan portfolio of about $1.5 million that assists nearly 7000 borrowers of whom 68% are women. ACDI/VOCA (credit) maintains a portfolio of nearly $2.5 million with loans primarily to agri-business averaging between $2,500-$3,000. Men receive 95% of the asset-secured loans. Without capital assets, women are disadvantaged. ACDI/VOCA (credit) neither acknowledges nor compensates for women's disadvantages in receiving credit.

IR 1.3.3 Functioning Land and Real Estate Market to Support SME Growth—Land titling has achieved significant results from its initiating partner Booz-Allen and its current implementing partners, Terra Institute and the Association for the Protection of Landowners' Rights (APLR). The land reform program provides the basis for future expansion of rural credit programs. In FY2002 more than 500,000 agricultural land parcels were surveyed, registered, and titled. The total number of registered titles is 2,050,000 of which women, according to ALPR, hold approximately 40% of the titles. This support resulted in increased activity in the real estate market, with 20,000 transactions in sales and mortgages.

Under Georgian law, men and women can equally own property. Women can own land, housing, buildings, cars, and other property. Under the civil code, women have the same right as men to enter into an agreement on their behalf and own, manage, and dispose of property[17]. Although women hold approximately 40% of the registered titles on paper, there is a widespread perception that women are not holders of title to property or, if they are, the title is in name only. This community perception should be explored and addressed by an information campaign designed to help women understand asset holding and to assist them to mobilize their assets for collateral to capitalize business. If, however, their property rights are in name only, legal mechanisms to enforce of women's property rights must be addressed.

To encourage equality under the law, more households should include women's names on the title. USAID's IR 1.3.3 implementing partners the Terra Institute and APLR should work on raising awareness that under the civil code both men and women are equally entitled to own property title. Terra and/or APLR should assess the potential impact of gender-based constraints affecting the ability to own property. Technical analysis should document what resources are needed to carry out an impact study, to identify whether men or women control access to property resources, and if gender-based constraints limit the availability of resources, such as defacto preferences for male inheritance. These constraints require further study.

The primary implementing partner for IR 1.3.4 Increased Market-Driven Production and Sales is the ACDI/VOCA Support to Added Value Enterprises (SAVE). Although the Accelerated Development and Growth of Private Enterprises SO supports activities in all sectors such as services, manufacturing and processing, USAID views agribusiness as the sector most likely to benefit from direct assistance--especially in areas outside of Tbilisi. Pilot projects include mushrooms, new potatoes, fir seeds, and medicinal herb growing. Agri-business projects were researched and assessed under phase one of the project, which concluded in April 2003. Phase two is scheduled to begin in May 2003 for a period of 3 1/2 years. Women are not specifically targeted; however, women are heavily involved and visible in agriculture in Georgia.

Priority Action Plan Recommendations:

Mission and/or Gender Working Group:

- Encourage all Requests for Proposals (RFPs) to require implementing partners to mainstream gender analyses into all programs. Seemingly gender-neutral topics like land titling, employment, loan applications, licensing, etc. may hold hidden gender impact.
- Authorize a gender-sensitive study analyzing existing commercial law including privatization, labor, credit and tax law obstacles. This research will demonstrate where new commercial laws neglect gender concerns.

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[17] International Helsinki Foundation (2000). Women 2000: An investigation into the status of women's rights in central and south-eastern Europe and the Newly Independent States.

- Require all implementing partners to collect and report sex-disaggregated data. Data should be required by all, be current and be readily accessible.
- Maintain sex-disaggregated data on trainees and technical assistance recipients, but also flow the collected data through to Mission reports.
- Consider assisting GOG to undertake a gender analysis of its budget.[18]
- Expose local economists, governmental economists, and financial experts to gender analysis of economic issues. Encourage experts, relevant staff, and outside consultants to participate in gender mainstream and indicator training.

Implementing Partners:

Future GEGI Partners:

- Examine the regulations and bureaucracy affecting SMEs; gather sex-disaggregated data; analyze differences between male and female-owned or – managed businesses to determine differences.
- Activate resources needed for strengthening BAs and coalitions: technical assistance in organizational development, legal assistance (such as an on-staff lawyer), equipment, communications mechanisms, publications, software (legal, accounting, planning), etc.
- Create dialogue among NGOs, especially women's NGOs, involved in coalition building; NGO environment appears over-competitive and mired in power building not power sharing; support enhanced community building and capacity strengthening training to mitigate current environmental sabotage[19].
- Provide technical assistance to improve governmental standards, including private sector pay equity and fair compensation regardless of gender.
- Initiate a gender analysis to assess impacts on redundant private sector workers affected by private sector budget cuts; devise fiscally acceptable gender equal compensation and/or using such compensation in a lump-sum to start a small business.
- Examine unemployment entitlements to men and women; promote lump sum payouts to support start-up business training and initial capitalization.

ACDI/VOCA, Constanta, FINCA

- Mobilize grants to business associations (BAs), inclusive of women's business associations, for regional coalition building, such as a micro-finance network, directed toward specific legislative lobbying to improve the overall SME policy environment.
- Develop an informational media campaign fully explaining the right to own property, explain that women can hold title to property, and describe how to use the title as collateral to create small business development. Dispel public notion that women cannot and/or do not hold titles.

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[18] Gender budget analysis is now an area of expertise of ICRW that could advise GOG in this endeavor (Esim).
[19] Weisbord, Marvin R. (1992). Discovering common ground. San Francisco: Berrett-Koehler Publishers

- Identify mechanisms to increase women's access to capital, asset ownership, and savings.
- Provide resources for a financial services assessment whereby gender impacts are analyzed.

Strategic Objective 1.5
A More Economically Efficient and Environmentally
Sustainable Energy Sector

Georgia is classified as a country with "an energy deficit." Following massive public protests in 2001, the GOG convened a commission to recommend reforms.[20] The commission was charged to hold public hearings in eight towns and cities outside Tbilisi to gather input about power system reform.

Because of severe underperformance of electricity, oil, gas, and water, Georgia's energy sector has an independent Strategic Objective with specific Intermediate Results. Subsidized rates preclude cost recovery. Massive lack of maintenance encumbers performance causing repeated rolling blackouts resulting in work stoppages, production inefficiency, and economic losses.

In coordination with the World Bank, EBRD, UN agencies, EU, GTZ/KIW, other USA agencies, and other donors, USAID backs an integrated programming approach to develop a sustainable, commercially viable energy sector. The IRs concentrate on several inter-related aspects of this industry including utility payment collection, price liberalization, increasing private sector involvement, enhancing energy supply availability, creating public awareness of and support for reform initiatives, improving the energy sector investment climate, reducing human suffering, and building regional national economic linkages such as the East-West Caspian Energy Transit Corridor.[21]

Intermediate results (IR) for this strategic objective include:

IR 1.5.1   Improved Private Sector Participation in Energy Sector
IR 1.5.2   Legal and Regulatory Environment More Conducive to Private Investment in Energy Sector
IR 1.5.3   Environmentally Sound Laws Adopted and Implemented in Energy Sector
IR 1.5.4   Increased Efficiency in the Energy Sector

Technical assistance is offered to Georgia's energy sector through legal and regulatory reform, improved transmission, privatization, commercialization, efficiency upgrading, public outreach, resource regulation, contract negotiations, pipeline development, consumption monitoring, subsidy payment, upgrade of facilities, personnel training, and related program requirements.

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[20] NDI. (2002). Georgia: Report on public input session on power system reform.
[21] CEE Bankwatch Network. (2002). NGOs Issue Paper: Baku-Tbilisi-Ceyhan Pipeline.

Gender assessment interviews were conducted with the two primary implementing partners (DAI and PA Consulting) and local NGOs, including CEE Bankwatch and CENN. The purpose is to improve the energy sector and to protect the environment. Because women are the majority of the poor population in Georgia, the partners recognize the gendered dimension of electricity price hikes. They are mindful of the family impact that lack of energy resources presents, but beyond collecting some gender disaggregated data no other gender indicators are reported in annual reports and informational brochures.

Gender is clustered within the industry into decidedly male/female employment roles. In general, women do not rise to advanced management positions in the energy industry, are excluded from technical positions by tradition, culture, and career choice, and are practically invisible in energy policy circles. In addition, gender has not entered fully into the donor-government energy sector discussions. However, there is peripheral attention to gender balance at seminars, workshops, specialized trainings, etc. One interviewee noted that at the top of their seminar registration is the statement "this seminar will be age and gender balanced."[22]

DAI's program focuses on water management in the South Caucasus. The goal of the project is to increase the dialogue for sustainable water management. Activities include 1) monitoring and data exchange for hydrological land water quality data, 2) integrated river basin planning, and 3) institutional framework summarizing legislation and policies. Four major activities are completed in cooperation with the State Department of Hydrometeorology of Georgia. They are:

1. Three hydrological stations reconstructed and new equipment installed with related training,
2. One meteorological station renovated and new instruments provided with training,
3. One hydrological observatory office renovated and a computer provided with the related training, and
4. Databases developed for hydrological land water quality data.

For communities, the gender issues entrenched in the regional water demonstration projects are quality of life issues. Water that reaches family homes not only benefits families but also eases the housekeeping burden of women. There are, however, there are no indicators in the implementing partners work plans that explain how women benefit from access to water. Measurements could also be taken for schools, clinics, and offices to assess how both women and men are affected. Focus groups could measure differences in gender outputs and changes resulting from the improved water management.

PA Consulting undertook three energy projects: 1) reform of electricity and natural gas sector, 2) reform of oil and gas sector, and 3) the winter heating assistance project. Activities include drafting of new laws and amendments, improvement of

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[22] Nana Janashia interview on March 18, 2003, Manager, CENN (Caucasus Environmental NGO Network)

wholesale energy products, privatization strategies, improved commercial distribution operations, improved financial performance, promotion of energy efficiency, public outreach, and regional energy issues as well as developing a vulnerability database, determining assistance beneficiaries, distribution of heating assistance certificates, monitoring consumption, determining and paying subsidies, and monitoring the use of funds.

Similar to DAI's water management project, gender energy issues in the activities of PA Consulting are also deeply-rooted in quality of life issues, family benefits, and lessening the double burden of women's work lessens. It does not appear that these issues are directly addressed as part of the scope of work for DAI or PA Consulting. Questions should be answered like: Is there a difference in perception of what improved energy resources means for men versus women? Can the impact of improved energy be measured in quality of life and/or increased productivity?

Examination of employment data of DAI and PA Consulting indicates that women and men are clustered in stereotypical positions. Women hold administrative, clerical, and operational roles while men occupy technical and leadership positions. Is gender in employment and in the selection process seen as an issue beyond the family structure and traditional culture in rural communities? Why are women not upwardly mobile in the energy sector? Leadership tracks are often closed due to cultural traditions or are tracks closed because no one has provided leadership opportunities and/or mentoring programs for women.

The gender breakdown from the PA Consulting beneficiary database is:

- Tbilisi - 50,558 households whose primary subsidy recipients are women. Women represent 57% of the total beneficiary database.
- Regions - 26,007 households out of 49,808, which is approximately 52% women in the beneficiary database.

Beginning in February 2002, PA Consulting in association with CARE and the Horizonti Foundation undertook an effort to mobilize communities and provide affordable energy in a project entitled the Model Village Initiative. Two communities were selected, Tsinubani and Surebi in the Javakheti and Guria regions, respectively. These communities were selected on the basis of several criteria that included: 1) each community development plans prioritized energy; 2) each community identified reasonable uses for the energy (e.g., restoration of a saw mill); 3) each community suffered from a severe lack of access to affordable energy; 4) each community pledged to contribute in-kind contributions, including "sweat equity"; and, 5) each community had sites sufficient for the development of renewable energy resources. Although the projects were successful in meeting overall energy objectives, were cost effective, and provided an equitable gender balance with beneficiaries as noted by the above numbers, the Model Village Initiative did not use gender balance as an indicator for the success of implementation.

Priority Action Plan Recommendations:

Mission and/or Gender Working Group:

- Develop a guideline for a longitudinal study of the energy sector's overall restructuring to determine the impact of rate hikes on the poorest clients, the majority of whom are women, and measures to be devised to protect the most vulnerable from increasing poverty.
- Allocate resources for creating and/or strengthening consumer associations; assist with the dynamics of gender mainstreaming for board and membership development.
- Replicate the success of short-term small grant interventions inside long-term project frameworks for rural areas in the pipeline corridor project that reflects gendered dynamics.

Implementing Partners:

DAI/PA Consulting

- Increase small grants for regional capacity building that promote awareness and attention to community gender issues.
- Allow maximum flexibility for stakeholder participation and local project design while at the same time including specific gender indicators.
- Assist with equalizing institutional payment balances (there's a community perception that even those who can or cannot pay).   Track the effect on gender when institutions do not pay.
- Increase transparency of payment collection by streamlining acceptance of payments at banks, postal offices, and certain business centers to eliminate individual collectors who go door-to-door to collect payments.
- Train energy providers in both genders in record keeping systems.
- Revisit the subsidy criteria to analyze and assist vulnerable groups.
- Target energy environmental public awareness programs on children and teachers.
- Solicit community input via focus groups and/or local expert surveys inclusive of women early on (Note: see Dean White's Reflections on the Model Village Initiative-PA Consulting).
- Collaborate with the NGO community to initiate environmental advocacy campaigns. Identify how a gender perspective exists in environmental advocacy campaigns.
- Promote gender equality in public participation, decision-making and power access.
- Determine the impact on women from traveling migrant camps in communities in the pipeline corridor.
- Ascertain and support development of small business opportunities for both men and women in the pipeline corridor.

- Identify opportunities for a more gender equitable policy of upwardly mobile leadership prospects in private sector employment.
- Select and groom potential female candidates that could be coached for energy sector policy positions.
- Identify what labor laws inhibit the hiring of women in the private sector such as maternity leave, additional leave based on the number of children, pregnancy leave, requirements to hold jobs open for extended periods of time, etc.

Strategic Objective 2.2
Legal Systems that Better Support Implementation of Democratic
Processes and Market Reform

Georgian legislation and presidential decrees declare that "all are born free and equal in the face of the law."[23] Despite ratification of CEDAW (UN Convention for the Elimination of Discrimination against Women) and numerous presidential decrees about women's status, there are no effective legal mechanisms that protect women's rights. There is no specific legislation prohibiting discrimination against women on the basis of gender or marital status. While women maintain a high standard of education, knowledge of legal rights is extremely poor.[24] The severe disparity among legislation, its enforcement, and traditional practices combines to restrict equality of opportunity for women. Family is the most significant social unit, and although men and women maintain that women head the households, care for the children and the home, and, in many cases, earn the family's living through the informal economy, major decisions in the community and the family are the responsibility of men. The following statement is indicative: "In families, women make the tomatoes and potatoes decisions, and men make the washing machine and refrigerator decisions."[25] USAID should remain a powerful force for legal reform—especially during the coming year as ABA/CEELI and other legal rights organizations focus on CEDAW results training to the legal community and the judiciary.

Legal issues mentioned by a number of organizations that specifically affect women and require more assistance are, but not limited to:

- Kidnapped brides. Women are kidnapped, raped, and forced to marry the kidnapper.
- Divorce/property/alimony/single mothers
- Lack of awareness of legal rights
- Protection of rights of ethnic women—Armenian, Azeri
- Domestic Violence (see Chapter 4)
- Trafficking in Persons (see Chapter 5)

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[23] Women: Profiling the Situation in Georgia, The Caucasus Women's Research and Consulting Network, 2002
[24] Ibid
[25] Interview with Marina Tabukashvili, Open Society Georgia Foundation

Many of these issues are legal problems because of weak legislative acts and lack of effective enforcement mechanisms. According to Nino Bakakuri, of the Georgian Young Lawyers Association, public mentality concerning women's rights can be summarized as:

1. Women are not informed of their rights and do not realize their rights are violated. This is especially true in rural areas.
2. Women are informed of their rights, but do not know about state and international mechanisms to defend these rights; and
3. Women are informed of their rights and the how to defend them, but do not have faith that such mechanisms will achieve justice.

This SO includes the following intermediate results:

2.2.1   Increased Access to Administration of Justice
2.2.1.1   Increased Public Awareness of Legal Rights
2.2.1.2   Increased Availability of Effective Counsel
2.2.2   Effective, Transparent, and Fair Public and Private Legal Sector Institutions
2.2.2.1   Court Monitoring Introduced
2.2.2.2   Increased Independence of the Judiciary
2.2.2.3   Increased Institutional Capacity
2.2.3   Policies, Laws and Regulations Promoting Democratic Processes and Market Reform

Successful projects in this Strategic Objective are evident in increased access to the administration of justice, increased independence of the judiciary and policies and laws promoting democratic processes and market reform. The newly revised USAID strategic plan initiatives indicate that this Strategic Objective will be scaled down to "create a greater voice and competence in local communities"[26] to drive policy reform agendas. Political uncertainties during the upcoming election years may overshadow significant attempts at central government reform. Thus, assessments of this SO will concentrate on legal reform implementers whose programs are instrumental to maximize grassroots initiatives. Strategies of empowering citizens through public awareness of their legal rights and supporting legal access mechanisms to pursue these rights are key.

ABA/CEELI is actively promoting the rule of law. Its past ethics training for the judiciary (40-50% women) included both female and male participants. The training, however, did not address gender issues specifically. Although evidence indicates that public perception of the rule of law is low, newly instituted judicial qualification exams and upcoming bar examinations (planned for 2002 and awaiting governmental go-ahead for 2003) will eventually strengthen the quality of the judicial and legal system.

For ABA/CEELI, gender programs initiated with publication of materials about pregnancy and reproductive rights, but now include publication of a women's NGO directory and direct cooperation with **Georgian Young Lawyers' Association (GYLA).**

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[26] USAID Draft Strategic Plan Rationale

ABA/CEELI and GYLA's primary training and education focus this year will be the results of the second CEDAW (Convention for the Elimination of Discrimination against Women) shadow report. Male and female lawyers and judges will learn about the status of Georgia's laws and the defacto or "real life" impediments to equality, many of which are not necessarily a product of poorly drafted or non-existent legislation."[27] Defacto and dejure assessment will also benefit the women's rights activities of NGOs. Carefully researched and reported data will prove a valuable tool for the advancement of women's rights in Georgia. Unfortunately, the report was not finished at the time of this assessment. The organizations cooperated with five lawyers, 25 NGOs, and 185 expert interviews to prepare a document in which Georgian NGOs and legal reformers are stakeholders.

ABA/CEELI also funds two GYLA projects for domestic violence and anti-trafficking (discussed further in Chapters 4 and 5).

ABA's Kutaisi office holds monthly coordination meetings with women's NGOs from west Georgia. Meeting with these NGOs during the assessment confirmed that outreach to women and the opportunity for women to share information and refer clients and problems to the appropriate organization are invaluable. The effective system of coordination and cooperation in Kutaisi can be a model for other regions.

The Institutional Reform and Informal Sector (IRIS) legal reform program funds GYLA and Article 42 concentrates on five tasks:
- Public awareness of human rights
- Support litigation concerning human rights
- More open and transparent administrative processes
- Support legislative drafting
- Information and training

IRIS has no policy or project concerning women's rights. Supporting public awareness of human rights and litigation concerning human rights are the two areas in which gender issues may be addressed. GYLA addresses the first two task areas with sensitivity toward gender with little encouragement from IRIS.

GYLA's contract with IRIS focuses on Tasks 1 and 2: legal assistance and public awareness for both men and women. Legal aid activities are summarized in the following table.

Main Activities of GYLA Legal Aid Centers 2002	
▪ Number of consultations	20,350
▪ Representation in court	72
▪ Preparation of Legal Documents	367
▪ Consultations in the Regions	204
▪ Brochures and Information Materials	41

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[27] The CEDAW Assessment Tool , American Bar Association Central and East European Initiative, January 2002

IRIS and GYLA have recently drafted criteria for the GYLA legal aid project, which prohibits acceptance of divorce cases except in cases of indigence and spousal and/or child abuse. The criteria may prevent a large number of divorce cases (the highest number of cases received concern women and divorce) will be turned away. Although abuse is often a significant reason for divorce, other factors such as property, poverty, alimony, and abandonment of family and children are also factors. Although IRIS insists its decision is to reduce the case overload, further examination of this criterion and its effects on women should be undertaken.

Although GYLA's 2002 annual report does not summarize information by gender or describe its activities for women (except for one mention of a Women's Rights regional group), interviews indicated future directions on domestic violence and trafficking (with ABA/CEELI), women's labor rights, and a gender-balanced women's rights study group. GYLA's legal information brochures on rights, freedom of speech, legal questions and elections are widely distributed, and women's rights, trafficking and domestic violence brochures are now being prepared. Legal rights' brochures and available service charts should specifically reference gender examples in all categories.

Discussed further in Chapter 4, domestic violence is a factor in one-half to one-third of the divorce cases. Cooperating with women's NGOs, GYLA training efforts and roundtables with judges, NGOs, and government officials will target domestic violence and trafficking in the coming year.

Priority Action Plan Recommendations:

Mission and/or Gender Working Group:

- Consider CEDAW Training for Mission Staff
- Request Gender policies and strategies from all implementing partners.
- USAID and implementing partners should strategize on regional expansion of legal clinics and consider how to reach small villages with little access to legal rights and/or information.
- USAID should work with all implementing partners to develop programs and strategies to address the problems of trafficking in persons and domestic violence.

Implementing Partners:

- All implementing partners should prepare and submit to USAID a gender policy and a strategy of gender mainstreaming.
- ABA/CEELI should use the CEDAW report as the basis for public awareness, human rights, economic, political and legal training in Georgia.
- Collect gender disaggregated data of participants in all CEDAW trainings.
- CEDAW training evaluations should include questions on how the training will be used on the job and a random sample should be further evaluated.

- Consider further outreach and strengthening of ABA/CEELI regional offices to coordinate trafficking, legal aid and public awareness, ethnic rights, and domestic violence issues.
- IRIS has no gender component or integration into its programs. Its minimal attention to the issue should be addressed.
- GYLA and IRIS annual reports, brochures and assistance charts should integrate gender and provide gender examples for all legal rights issues.
- GYLA and IRIS need to clarify the criteria for handling divorce cases at legal clinics.

Strategic Objective 2.3
More Efficient and Responsive Local Governance

This Strategic Objective is now an umbrella for political party, local governance, media strengthening and civil society programs. When the new SO is drafted, the objective should reflect all activities included and the intermediate results needed to distinguish among programs.

Women are nearly invisible in the political process at the local and national government decision-making levels. Although women are highly visible campaign workers prior to elections and comprise 62% of those who cast their vote in the 2002 local elections[28], their presence on councils and in parliament does not represent their numbers in Georgia. In fact, the following chart shows a slight decrease since 1995. Women direct two out of 18 ministries: culture and environmental protection.
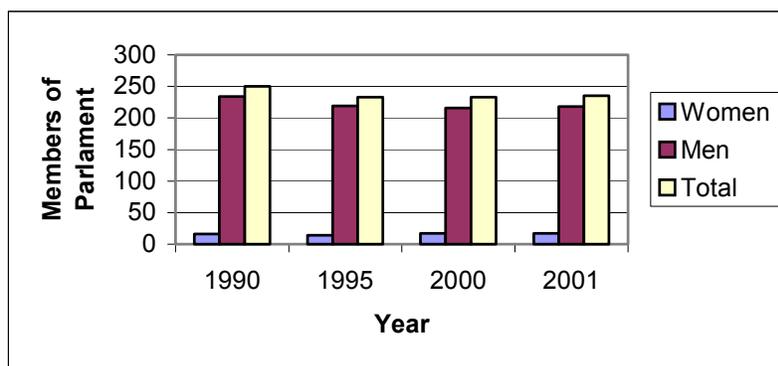
Source: International Center for Civic Culture and Centre for Education of
Women, L. Khomeriki and N. Chubinidze, 2001

Women comprise only one-third of the total number of members of political parties. The percentage of women in governing structures of political parties is much lower. In 1998 women formed only 9% of party decision-makers, and the percentage increased slightly to 11% in 2001. Impediments to increased participation of women in political parties include:

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[28] Exit polling conducted by IFES – June 2002 local elections

- Organizational structure of parties is neither transparent nor participatory;
- Political parties in Georgia are not member-oriented;
- Decision-making processes do not include active participation of women members;
- Party lists are developed according to the preconceived opinion of party leaders;
- The process of financing political parties is not transparent. Financial interests are a significant factor in the development of party lists.[29]

The secret preparation of party lists by men, the inclusion of highly visible, powerful persons of whom few are women, and the comments by men that women's unelected community activism alone "increases" their influence are also barriers to women's inclusion. Due to traditional roles in the family and patriarchal attitudes about decision-making, women do not aspire to elected office insisting that politics is "dirty" and reserved for men. Member of Parliament, Helene Tevdoradze, offered further information: voting directly for a woman (majoritarian) is too new to be acceptable and women will not run as majoritarian candidates because of its risks: no money, no contacts, and do not wish to be involved in corrupt activities to win.[30]

Representation in local government councils is also far below parity. In 1998, 10,693 Sakrebulo council members were elected of which 1526 or 14% were women. In 2002, the number decreased--5785 council members were elected and 653 were women or 11.2%. The larger the administrative unit; the lower the representation of women. In 2002 only 10 women or 6.7% were elected to Sakrebulos in 5 major cities of Georgia. There are no female members of Sakrebulos in Kutaisi and Rustavi. The number of women in local government also decreased at the rayon (district) level. This change at the rayon level is a key factor preventing women from decision-making power in the rayons. According to the new election code, district level Sakrebulos are comprised of chairs of villages and small city Sakrebulos. Since women are rarely elected as chair, they have insignificant representation on the rayon or district level. Without effective financial decentralization in the villages and healthcare, education, social and economic issues decided at the rayon level, women are largely disenfranchised at this level.[31]

Women's Representation in 5 Largest City Sakrebulos

City Sakrebulo	1998		2002	
	Number of women members/ total number of members	%	Number of women members/ total number of members	%

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[29] International Center for Civic Culture

[30] Interview with Helene Tevdoradze

[31] Chanishvili, Women and Elections, Gender Development Association, Tbilisi, 2002.

Tbilisi	7/55	12.7	4/49	8
Rustavi	1/30	3.3	0/15	0
Kutaisi	2/30	6.6	0/15	0
Poti	1/30	3.3	1/15	6.6
Batumi	2/30	6.6	4/39	10
Total	13/175	**7.4%**	9/133	**6.7%**

Table 4 (Source: Central Election Commission).

The level of female participation in local bodies varies by region. Women in ethnic regions (especially Azerbaijani) are less represented. The decrease from 1998 to 2002 is evident.

Region		
	1998	**2002**
Marneuli	1.9%	1.8%
Bolnisi	4.7%	1%
Gardabani	8.4%	4.5%

Table 5 (Source: Central Election Commission).

Research shows that a critical mass of women elected officials is required to make a difference in how the legislature operates, the attention given to women's issues, and the ability of women to work together to target these issues. A critical mass is commonly identified as 25% of the elected body.[32] Global data also indicates that women elected officials more often refuse to give or take bribes and, thus, are a significant factor in diminishing corruption.[33]

Inteview results in Zestaponi, Kutaisi, Gori, and Tbilisi indicated that the majority of female interviewees beieved the political climate is hostile to women. Frequent cases of political violence (threatening women to withdraw from campaigns), and the patriarchal and substandard level of political debates and meetings do not motivate women to identify with the political process. The mayor of Zestaponi and the chair of the Sakrebulo insisted that women already ran the city without elected office and were

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[32] Center for American Women and Politics, Eagleton Institute, Rutgers, The State University of New Jersey

[33] Knack, Stephen and Omar Azfar, "Women's Political Representation and the Quality of Governance, World Bank and IRIS Center, University of Maryland, October 2002.

certainly more people-oriented and sensitive to social and enviornmental problems. This patriarchal, disingenuous attitude toward women encourages the perception among women that leadership and decision-making are not their responsibilities.

Women's NGOs are not yet powerful forces for change in Georgia. Without adequate financial resources, and insufficient numbers of professional staff (improving noticeably over the past few years), their level of influence is minimal. Currently, the general public's attitude toward NGOs is ambivalent and believes that their impact is minimal. [34]

Sixty active women's organizations operate in Georgia[35]. The majority of active NGOs are located in Tbilisi, where information is more accessible, participation in different workshops and conferences is convenient, and international donors are more active. The level of cooperation and partnership between women's organizations established in Tbilisi and in regions is still very weak. There are no regional women's organization members of the OSCE/ODIHR Women's Coalition. The latter coalition, the coalition established by ABA/CEELI in Kutaisi and two established by NDI need to build important skills of cooperation and coalition-building.

Gender issues and the media

The representation of women in the media is degrading and supports the persistence of gender stereotypes. Gender issues are not covered comprehensively or in depth, the editorial policy does not include a gender dimension, and journalists are not trained to incorporate gender.

Because the media focuses on political events, women's issues are underrepresented. Thus, assessment and viewpoints of women are not taken into account—exacerbating the view that women do not participate in politics. Women are not featured in economic articles, as they are primarily engaged in small-scale business activities and small business is not a popular media topic. The limited representation of women in the media is directed toward superficial coverage of education, healthcare, and the social spheres; in other words, the sectors in which women are engaged. Research in 2001[36] indicated that the percentage of articles (primarily superficial) devoted to women or women's issues in print media totals only 15%. The media analysis outlined the following problems:

- Articles reporting on families, spousal responsibilities often underscore the larger responsibility and duty of women;

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[34] Save the Children, Summary Results of Sociological Survey of Attitudes of the General Public, Academic Circles and Business People towards Non-Governmental Organizations
[35] International Center for Civic Culture, Lela Khomeriki
[36] Ibid.

- Articles about women are often accompanied by erotic pictures, even if the topic of the article is quite serious;

- Men are interviewed on how they kidnapped their then-fiancée wives, and consider this practice to be a widespread and fully acceptable method of marriage;

- Family interviews report that when wives pursue an equally interesting and important professional career, family work is their responsibility;

- Stereotypes abound and promote women as wives and mothers or a sexy woman promoting goods and services.

Intermediate objectives of this SO include:

IR 2.3.1	Increased Community Participation in Local Government Oversight and Political Processes
IR 2.3.1.1	Increased Availability and Access to Different Sources of Objective Information
IR 2.3.1.2	Increased Representation of Constituent Needs
IR 2.3.2	Increased Capacity of Local Governments to Plan and Manage Resources Efficiently
IR 2.3.2.1	Legal Authorities of Local Government Established
IR 2.3.2.2	Better Defined Roles of Local and Central Government
IR 2.3.2.3	Enhanced Skills of Local Government Staff

Division into the following program sections more efficiently discusses the complementary nature of the activities of the above Strategic Objective and its intermediate results: 1) effective local governance; 2) more transparent and effective political processes and strengthened civil society; and 3) media strengthening. The crossover activities between politics, local governance, and civil society necessitate combining these areas. The assessment of this Strategic Objective is purposefully detailed to provide further knowledge and understanding of the USAID proposed emphasis on the value of community-based efforts and their interrelationships.

Effective Local Governance

In 2000, USAID initiated the Local Governance Reform Initiative (LGRI). The primary objectives of this Urban Institute (UI) contracted program are to: 1) focus on local governments by intensively training officials in the fundamental techniques of financial and budgetary management, outreach to constituents, and service delivery; and 2) build a strong, active citizenry to hold government accountable to provide essential community services.

Urban Institute selected five target cities based on the following criteria: media development, geography, non-governmental organization activity, explicit commitment of the local government to the project, and consideration of other donor activities. UI and USAID are now planning to add ten to fifteen cities to the program.

Legal reform initiatives, in cooperation with USAID, continue to address budget reform, control over budget revenue in local government, and state property transfer to municipality. In June 2002, the first direct election of mayors and a law that transfers powers to city councils were a direct result of lobbying efforts initiated by UI and USAID. Although more decentralization and further clarification of the role of each level of government are necessary, significant legislative progress was achieved.

Training of local government officials and employees focuses on program budgeting, budget transparency, more open local government including advanced publication of city council agendas, budgets, and openness of city council meetings to citizen input. After the local elections, UI delivered budget and financial management seminars for professional staff and elected officials from the pilot cities. Informing the public through information centers, educational programs, seminars, and use of the local media contributed to openness of local government. Annual reports were submitted to citizens and training for mass media about local government occurred in Tbilisi and the regions.

Establishing citizen information centers in each community is a significant step to improve communication and information exchange between citizens and governments. Yet, these organizations are not all fully funded or operational at this point and, based on one field visit, difficult to assess. Ideally, the centers should be proactive and prepare information booklets and handouts for citizens that are easily distributed throughout the community and based on locally identified problems. For example, in Zestaponi, local government officials stated that information requests about pensions, business licensing, and social aid were extremely common. Yet, no easily accessible information is available about these issues. Information centers must work with local government officials and community leaders to prepare information that can be easily distributed. Unfortunately, the office is now shut down due to lack of funding. Although Urban Institute provides the centers with technical assistance and equipment, it does not fund their operations. In Zestaponi, the center is waiting to be included in the local government budget.

Baseline surveys at the project's outset and customer evaluation surveys conducted in October measured progress against baseline data. In addition, each city distributed service delivery questionnaires or phone surveys from which two key community problems were selected for immediate attention. None of the surveys disaggregated respondents by gender. Without this knowledge, communities cannot determine gender-sensitive issues or understand how either sex responds to different issues and problems. Consumer surveys that do not address gender fail to fully meet the project objective of "understanding public needs and attitudes."

Citizen participation is encouraged in each city through mobilization of Citizens' Advisory Councils. The councils exist in four of the five cities. Field assessments in Zestaponi indicated an active council of which the majority is women. To establish the Councils, each city held general meetings for citizens to identify issues of immediate importance. Although input of the citizen groups was solicited, the city councils selected the priorities based on their knowledge and matched to the data from the citizen surveys. Because the data is not disaggregated and the questions posed unavailable, it is difficult to assess whether or how gender was included. Although the majority of Citizen Action Council members in Zestaponi are women, their aspirations do not extend to political office or involvement beyond the expected volunteer work.

To its credit, Urban Institute is reviewing the necessity to integrate gender into its project. In June 2002, local LGRI coordinators and consultants held a one-day seminar in each city to discuss why women should participate and run for office. The organization hired an independent consultant to develop a Training of Trainer program for women in the pilot cities and now recognizes the need to establish base-line gender data. The independent consultant prepared a detailed action plan for the UI gender component. Creating women's advisory or gender mobilizer groups and women's resource centers should be well integrated into existing citizen advisory councils and information centers. The advisory groups should not be stand alone but work in concert with current citizen councils. The evaluation methodology in the gender plan should also include more than numbers. Evaluation should examine issues of importance to women, how and when they are expressed, what results are achieved (by number and by project), and track leadership development.

UI also recently introduced a new approach to the project. Special topic teams cooperating with local coordinators will work with each city. The topics require careful selection and clear understanding of gender-sensitive issues and indicators in each and their interrelationships with one another.

Although no data exists concerning the number of women employees or their positions in the Sacrebulas, observation indicates their roles as assistant directors, assistant to the Mayor or Council, information center directors, mid and low level employees. Primarily, they are not in decision-making positions. In Zestaponi, six women employees at the Rayon level expressed an interest in training on women's role in government, ethics, more budget and finance (although some did participate in UI training on this issue). Separate capacity building training for women employees is a useful step. The new gender component training may encourage their participation in the gender mobilizer groups.

Priority Action Plan Recommendations for Mission and/or Gender Working Group:

- USAID and LGRI should evaluate the operating and funding status of the information centers.
- USAID and LGRI should carefully select new program topics and develop together a clear understanding of gender-sensitive issues and indicators in each.

- The expansion of ten to fifteen additional pilot cities provides an important opportunity to ensure that baseline and consumer surveys are gender-disaggregated and that questions solicit different needs of men and women.

Action Plan Recommendations for LGRI:

- Design clear topical indicators for the gender component and carefully evaluate how activities are implemented, their results, results of training, subjects and results of hearings, and follow-up with trained women and men. Also examine what kinds of group activities men and/or women undertake and who decides. Evaluation solely by numbers will disaggregate data, but will not inform the project, the city, or the community about tangible results.
- Gender-disaggregated data by topics on all future Citizen Advisory Council meetings – including the establishment of new councils--to differentiate clearly among different views between men and women.
- Preparation of consumer survey instruments must include questions specifically targeted to women and disaggregate the information by gender. Knowledge that is blind to gender is insufficient and often misleading.
- Require all information centers to collect and analyze gender data to determine women's and men's distinct service priorities and concerns.
- Further training to encourage women to run for elected office should be longer than one day.
- Survey women employees in the Sacrebulos and determine training needs.
- Consider ethics training for both men and women. Ethics is an excellent topic in which to integrate gender issues.
- Identify and work with women's NGOs in specific areas in which women are underrepresented.
- Consider development of a women's association of city council members in cooperation with programs initiated by NDI and IRI.
- Publish and distribute results through information and resource centers.
- Outreach and sharing of data with Save the Children Citizen Advocacy grants (to be selected in April) and Mercy Corps Community Mobilization programs to determine inter-program utility and cooperation.

Political Processes and Strengthened Civil Society

Knowledgeable citizenry and fair and open elections are the primary goals of this Strategic Objective. While USAID will focus on the fall parliamentary election to encourage reform-minded political parties and parliamentary factions to coalesce around reform agendas, it is the grassroots political efforts that will demand increased attention. Increased voter awareness of local and national issues, strategies to increase the level of female decision-makers in local councils, and broadened local power bases are necessary elements of this effort. Five USAID funded programs target the political process and the improvement of civil society: **National Democratic Institute (NDI), International**

Republican Institute (IRI) and International Foundation for Election Systems (IFES), Save the Children, and Horizonti.

NDI targets political party skill building and activism of the civil sector. Although previous political party programs attracted men and women, they did not address women's issues or specifically encourage women's attendance. NDI estimates that approximately 30-40% women attended these seminars (chosen by male party leaders), but the women were assigned to softer training topics of media/message development and the men to field work and get out the vote. This division may relegate women to behind-the-scenes activity for the male candidates who are in the field advancing their candidacies. During the May 2002 local election period, NDI conducted voter education campaigns to nearly 10,000 women, and targeted 41 potential women candidates for two one-day skill building seminars in two communities. Of the 41 participants, 36 were on the ballot, and 15 won their races. The value of pre-election seminars for women is considerable, but one-day is insufficient. More recently, NDI conducted two three-day seminars for approximately 30 women council members. These ongoing efforts between elections are invaluable.

Two newly developed NDI programs will improve the leadership skills of active women in the civil sector. The objectives are: 1) to strengthen the leadership skills of respected women leaders; and 2) to develop leadership skills among a mid-level group of emerging leaders. The group of thirteen women leaders has met twice, and the second group has yet to be identified. The groups include representatives of the public and NGO sectors. Although the overall goals of each group are indicated, the methods of achieving and evaluating each goal are not. Interviewed women participants in the first group believe strongly that the formation of this type of coalition is extremely necessary for the development of the women's movement in Georgia. Although they are unclear about the group's functions given the diverse range of leaders selected—members of parliament, political parties, and NGO leaders, they insist the group can serve as role models, strategize and lead lobbying efforts, and develop respect for women's issues precisely because of different sector representation. The visibility and usefulness of this group requires more structural support, careful facilitation, and clear development of goals and objectives in cooperation with NDI.

In its fifth year in Georgia, **IRI** conducts training for political parties that includes organizational skills, media/message development, and how to conduct campaigns. The workshops included both women and men party members, but data is not available. In 2002, IRI initiated a new project to increase the number of women candidates through the establishment of a special academy for women candidates. Topics will include how to run campaigns, message developments, and door-to-door campaigning. The first academy will be held in April, but specific agendas or selection of academy members is not complete. Women selected for the Academy will agree to run for parliament, receive consulting services throughout the campaign (if needed), and IRI will conduct polling for them. Assessment of success is based on who won and who lost. IRI will assist the winners to develop a women's caucus in Parliament, and the losers will be assisted in future campaigns if the women chose to run again. IRI also plans to cooperate with the

Women's Political Resource Center to identify two or three areas outside Tbilisi to train women on how to lobby for children's, health, pension, and salary issues.

According to the IRI interviewee, the academy idea was decided last summer. Given the difficulty of fielding women candidates and placing their name in an accessible position on the party lists, the academy selection and meetings would be more productive if begun earlier. It is also unclear how the women are selected. This approach should be reviewed, and methodology for follow-up and evaluation requires more than identification of winners and losers. Surveys and follow-up interviews to examine successes and failures are excellent tools.

USAID funds **IFES** to conduct a Civic Education Program to motivate citizen activism. Initiated in 2000, IFES works outside Tbilisi to 1) increase knowledge of democratic processes and citizen roles and responsibilities; 2) increase availability of information; and 3) encourage citizen involvement in public life and skills to engage elected leaders. From October 2001 through June 2002, IFES trained and supported activities for a total of:

- 5,695 persons in 11 cities.
- 216 villages in 5 regions.
- 3,387 were women who comprised over 50% of the total at each of the 14 training locations except two.

The data is gender-disaggregated, but it would be helpful to know how these sessions were evaluated, what kinds of activities were chosen between trainings, and how the women and men's activities were followed-up after the training seminars. What type of citizen involvement was encouraged, who did what, and what are the results? What outcomes and indicators of success can be used to evaluate this program?

IFES' new project is a civic education program in secondary schools. By targeting schools, the project is directly engaging a majority of women who are teachers, mothers who are more likely to be interested in education, and an approximate gender balance of students. The program will encourage all participants (primarily women) to be active in their community, interact with the community and the schools, and begin to establish a framework for civic education in the schools. The project began in December 2002. This project must conduct monitoring and evaluation similar to the questions asked above.

Initiated in February 2003, the goal of **Save the Children's** three year Citizen Advocacy Program (CAP) will award grants to coalitions to improve the capacity of civil society organizations/non-governmental organizations and create an enabling environment to promote citizen interests and effectively advocate for their cause. Potential applicants participated in pre-proposal training seminars conducted by World Vision that addressed the following: advocacy methodology, Georgian non-profit law, conflict management, organization and financial management.

Staff is now reviewing 49 applications from coalitions of NGOs (two NGOs and one business). Review of the proposal criteria for selection asks one question about gender; if "the project addresses gender and youth issues and how does the project improve the current situation" and includes two criteria on gender participation and gender sensitivity. Once the projects are selected, the CAP program can ensure gender integration by contracts that address how gender issues are designed into program implementation, indicators of success, and evaluation methodology. For example, are women and men included in project planning? Do the indicators of success include gendered data? Previous Save the Children advocacy projects include five distinct women's rights projects. Yet, many of the listed advocacy areas are also critical to gender equity (microfinance, poverty reduction strategies, and land privatization). By including gender in the criteria for the current round, it is hoped that women's projects will continue to be funded to correct inequities and that all projects will thoroughly integrate gender.

Supported by twenty-four donors and partners, **Horizonti Foundation** assists the development of the third sector in Georgia through organizational development, cross-sector cooperation, citizen action and community development, constituency awareness raising, grant giving, and sustainable development programs. The foundation is broad-based topically and geographically and requires no gender-specific and/or gender integrative targets in its assistance or grant-giving activities. The 2001 Annual Report provides a very comprehensive list of assisted NGOs, but lists only two women's groups. The diversity of projects indicates numerous areas that could easily include gender integration—such as business training, environmental studies, and legal assistance. Horizonti requires no disaggregated data on requested assistance by NGOs or reporting on grants given.

Media Strengthening

According to **IREX**, the main priority of the media strengthening project is to improve the business skills of the media. IREX believes that its first task is to train journalists and editors about basic business skills, quality writing, and ethics in journalism. Training judges and lawyers on development of adequate media laws, and a focus on curriculum development in university journalism departments that includes media law, media research and media management are also planned. In Georgia, the overwhelming majority of journalists are women. Only a few women are editors. IREX does not, however, intend to address gender except in a small grants program that may include women and youth.

Types of stories printed or broadcast are factors in quality journalism. Women NGOs and women journalists interviewed are highly critical of the sensationalist approach by the media toward women's issues. The OSCE/ODIHR women's coalition has a women and media group that conducts training for women journalists and OSGF offers competitions for gender-balanced stories. OSGF also works with women's groups and the media. Journalists cooperate with NGOs to conduct training on gender and how it is fundamental to good reporting skills. The media is a powerful tool for the public to

understand society, re-evaluate their roles in society, and to disseminate ideas of equal rights between men and women. Many NGOs and women journalists expressed the opinion that without a strong media, the NGO sector will not develop and gender stereotypes will be reinforced.

IREX is not including gender sensitivity in its training on quality journalism, business skills and ethics. It is losing an important opportunity to integrate gender at an early stage in its project. Case examples in each of the above areas can include how reporting requires a gender lens for quality and ethical standards.

Priority Action Plan Recommendations for Mission and/or Gender Working Group:

- USAID should encourage cooperation among implementing partners to target areas where leadership, civic education, and election training are especially needed.
- USAID should encourage partners to strategize how to promote the election of women to village councils and especially to the position of chairperson.
- NDI's decision to keep a database on trained women and monitor their career advancements should include indicators of success and evaluation procedures. USAID should encourage these methodological improvements and use as a model for each implementer.
- Facilitate meetings with gender and the media groups and IREX to encourage programs to reduce the severe gender stereotyping in the Georgian media.
- Clear gender indicators in all contracts and required reporting that follows the indicators.

Action Plan Recommendations:

NDI/IRI

- Because of severe inequities in women's political representation, special training for women is highly encouraged.
- Clear criteria are required to select women for activist groups and potential candidates. Election and training of women leaders does not always translate into women leaders who are gender-sensitive and willing to work together on gender issues.
- Identify key women (who are sensitive to gender issues) in political parties and strategize how to work with them to improve the transparency of parties and to change male attitudes about women in elected office.
- Implementers need to help identify what women want to do when elected. They need clearly delineated objectives and plans of action and continued support from implementers.
- Develop training for both men and women that encourages gender mainstreaming and discussion of party hierarchy restrictions on women's advancement.

- Consider development of a women's association of city council members in cooperation with the Urban Institute program.
- Given the short time period prior to parliamentary elections, NDI's leadership group could begin immediately to identify candidates, design and help conduct seminars, and present unified women's voice to identify candidates.
- Given the high visibility of NDI's elite group, fundraising and lobbying functions may assist a number of women candidates. The high cost of television campaign advertisements and the reluctance of Channel 1 to promote equal time among candidates are significant detriments to women candidates.
- IRI's academy for women candidates requires clearer selection criteria and improved evaluation and follow-up methods.

IFES/HORIZONTI

- IFES data is gender-disaggregated, but there is no evaluation methodology.
- IFES and UI should strategize together on where to target civic education campaigns.
- Development of clear criteria for organizational assistance that includes how the program integrates gender would assist Horizonti's gender integration.

IREX

- Full cooperation with the women and media working group and other women and media coalitions to offer seminars that integrate gender into good journalism, ethics, and good business practices.
- Work with women's organizations and editors to develop public service announcements and/or article placement about domestic violence, trafficking in persons, and women's rights in Georgia.
- Media project should work with women's organizations to conduct a study on women's coverage in the media that will provide research for training.
- Design a study/tracking system of stories about women, how the articles are presented, and how these presentations change over time.

Strategic Objective 3.1
Reduced Human Suffering in Targeted Communities

In an effort to work multilaterally on the debilitating effects of poverty, the Government of Georgia, in partnership with the donor community, developed a plan entitled *Economic Development and Poverty Reduction Strategy of Georgia*. The plan includes strategies to sustain economic development by strengthened economic and institutional reform and substantial reduction of corruption.[37] USAID's SO 3 supports the GOG to reduce human suffering of vulnerable communities with two primary components: 1) assist communities in the transition from relief to longer-term development especially in potentially volatile regions, and 2) maintain capacity to

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[37] Government of Georgia. Economic Development and Poverty Reduction Strategy of Georgia.

respond to new challenges such as peace settlement and assisting IDPs to return home.[38] The three priority areas are: addressing urgent needs in emergency situations; assisting communities at the grassroots level to promote self-sufficiency; and strengthening health care services.[39]

Intermediate results (IR) for this strategic objective include:

IR 3.1.1   Urgent Needs Met During Crises
IR 3.1.2   Vulnerable Communities Better Able to Meet Own Needs
IR 3.1.2.1   Increased Capacity to Deliver Health and Other Services
IR 3.1.2.2   More Active Participation of Vulnerable Groups in the Economy
                Cross-cutting issue: Vulnerable Groups Identified

SO 3 responds to the urgent problems caused by civil and ethnic conflict in vulnerable populations of Internally Displaced Persons (IDPs) who fled the regions of Abkhazia and South Ossetia and potentially volatile regions populated by national minorities (ethnic Armenians and Azeris). Although USAID plans to decrease the level of humanitarian assistance, the problems of these vulnerable populations continue to exist. The isolation of ethnic minorities within Georgian society requires increased attention to different strategies to address their needs. The IR provides social services (note energy subsidies were covered in IR 1.5), economic development particularly related to micro and small business, crisis and urgent needs, disease prevention, and health care. Note: this assessment does not address health or disease issues.

According to research by local NGOs, 87 percent of the Georgian population is poor. More than 57 percent earn a salary of less than the minimum subsistence level. While USAID reports count 250,000 IDPs, local NGOs place the figure at over 300,000. Local NGOs contend that the increased poverty has contributed to unequal relations between men and women—especially participation in political and economic decision-making. Poverty diminishes social security, the capacity and capability to work, and negatively influences the socio-economic conditions of women, children, and the aged.

Gender inequality is also exacerbated by migration misbalance, discriminatory practices of the labor market and devastation of social infrastructure, participation of women in community activism, lack of enforcement of legal rights, and the issues of labor and social discrimination of the female. Traditional gender roles create unequal conditions for women, thus restricting their opportunities for career and professional growth. Family labor bears a heavy burden on women, while social compensation mechanisms (free of charge kindergartens, assistance to pregnant women, etc.) fail to meet actual needs.

Unemployment levels among the youth are alarming. This leads to degradation of their human capital, increase of crime, early alcoholism, drug addiction and frequent suicides. Special employment programs for young people such as vocational education

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[38] USAID/Caucasus Georgia Strategic Plan FY2000-2003.
[39] USAID/Georgia Annual Report FY2003.

for targeted employment are needed. Consideration is required, however, for the majority who cannot afford to pay tuition.

Children and adolescents deprived of parental care are also suffering. Not only homeless and stray children, but children in group homes, special programs, and orphanages who do not have basic education. Frequent cases are reported of misuse of labor, violence, and sexual exploitation of these unprotected children. International Orthodox Christian Charities (IOCC) noted that inconsistent education is a factor impacting rural areas where often children are prevented from going to school. Reasons: no electricity, no water, need for child to work on family farm, and other social problems.

Specific economic, social and migration factors have altered the family structure sustainability and delegation of roles. According to a number of Georgian NGO leaders, parental influence of families on children and young people has weakened, which results in the growth of juvenile delinquency and problems associated with homelessness and begging. A program funded by Mercy Corps in Gori, "Biliki", provides special educational assistance to such children. The program plans to create small businesses in which both older girls and boys can earn a modest living and/or contribute to parents who cannot care for them. Biliki also sponsors mothers' support groups each week to increase parenting skills.

From December 2001 to May 2002, two coalitions of NGOs held a series of debates and working meetings (more than 30 meetings in all) to discuss sectoral issues and cause-effect relationship analysis (building of a "problem tree"). Issues of social assistance, distribution of allowances, development of an informational society, and influence of gender issues are discussed in an environment conducive to building consensus. The representatives of a governmental sub-commission actively participated in the working meetings, and the materials were publicized via Internet. Such community dialogues can provide valuable insight and focus on gender issues in each community.

The implementing partners for humanitarian assistance and transition are CARE, International Medical Corps (IMC), International Rescue Committee (IRC), Mercy Corps, and Save the Children Federation USA. CARE's primary project is the West Georgia Community Mobilization Initiative (GCMI). Gender is a cross-cutting issue for CARE in which participation levels within communities are monitored automatically.

Save the Children provides grants to international and national NGOs in the areas of income generation, agriculture, social infrastructure, disaster response, and health. This organization admits that men primarily receive agriculture assistance. Data from Constanta indicates that 50% of their client population are women who compete with men for individual loans.

Mercy Corps manages the E-GCMI program. Its three components are:

- Community Mobilization and Grants

- Local NGO Grant Component
- Social Policy Initiatives

Its approach to these components emphasizes participatory methodology and includes an approach to gender integration in its RFPs and selection criteria. The Mercy Corps RFP criterion integrates gender by asking how gender imbalance will be addressed in projects regarding: access to services and resources, decision-making roles, leadership positions and economic opportunities.

Mercy Corps' three phases of mobilization ensure that 1) community action plans are developed at community meetings in which at least 30% women must attend; 2) a Community Initiative Group (CIG) is elected to manage planning and activity; and 3) a three month monitoring exercise. Although data indicates that women are nearly 50% in the elected CIGs and gender sensitivity is required, an interview with Mercy Corps personnel indicates that no baseline data is kept on who came to the meetings and how issues were selected. Not gathering this data is contradictory to what is requested from the program in the RFP. They do plan, however, to conduct a gender analysis and conduct training to address the lack of female participation in certain ethnic minority areas.

Although it is known that the humanitarian aspects of aid in general benefit whole families, it is not clear from much of the information provided how cooperating sponsors are incorporating women as equal partners in their activities. To what extent are implementers successful in integrating gender as a cross-cutting theme and how increased participation of women in training affects outcomes? It is suggested that implementing partners might consider uniform gender indicators and uniform reporting mechanisms. Mercy Corps' and Care's RFPs and selection criteria are good models of program design, but there are few indicators of program results. Mercy Corps indicated difficulties working with women in two ethnic minority areas, but as yet has no strategies to overcome these difficulties.

Priority Action Plan Recommendations:

Mission and/or Gender Working Group:

- Specific economic, social and migration factors have changed the structure, sustainability and delegation of the roles in the families. Analyze these processes; consider gender and age factors in the course of implementation of social and economic measures prescribed by this Strategy Objective.
- Consider further study of ethnic conflict and target ethnic communities in which conflict resolution training and projects can be implemented.

All Implementing Partners:

- Gather gendered data on all types of training and follow-up and evaluation results.

- Implement educational and preventive measures to alter perception of traditional gender roles that place women in unequal, subordinate positions.
- Support linkages between the media and women's NGOs in order to encourage parity on reporting of social issues in ethnic/IDP areas.
- Train NGOs (especially women's NGOs) about how to effectively interact with the media to develop public awareness campaigns focused on humanitarian issues.
- Consider adapting specific strategies (in cooperation with ethnic women's NGOs) to counteract low participation of women in ethnic minority areas.
- Analyze any forms of VAT, pension reforms, and other regulatory costs affecting vulnerable groups; analyze impact on the poor disaggregated by gender to determine if any targeted compensation or subsidy is needed for the poorest taxpayers who are often likely to be women.
- Identify gender aspects in the process of planning and allocation of budgetary funds, regulation of labor market and social policy;
- Improve labor legislation considering gender factors.
- Ensure social safety in the economic activity.
- Enhance female economic activity; implement programs promoting professional training, particularly upgrading of technology and computer skills.
- Encourage special education programs for street children and parental training for parents who cannot raise their children.

Chapter 4
Trafficking in Persons

Trafficking is a serious problem in Georgia. The assessment team singled out trafficking as an issue requiring special attention by the Mission—especially in Democracy and Governance and Humanitarian Response and Social Assistance. The United States Department of State's 2002 annual report on Trafficking in Persons classified Georgia as a Tier 2 country. Tier 2 countries do not yet fully comply with minimum standards, but are "making significant efforts to bring themselves into compliance with the standards"[40]. Many of the women's non-governmental organizations would disagree with "significant efforts."

Currently, there are no legal measures or special programs to combat trafficking. Although a draft law exists and a presidential decree outlined an action plan in effect until 2005, trafficking is not prosecuted as a separate offense in the criminal code. The several draft laws and the action plan are primarily considered "show" pieces, as there is no movement at present to pass a law. According to the Georgian Young Lawyers Association, the Ministry of Justice has stalled movement of the drafts, and the President supports the inaction of the Ministry. The drafts criminalize illegal selling without naming it trafficking and offer no mechanisms to assist the government to prosecute traffickers and provide assistance to redress the violations of human rights of victims.[41]

Trafficking data is scarce. There are no official statistics, and the problem is "aggravated by patriarchal social attitudes that discourage open discussion of the issue.[42] Georgia is a country of origin, destination, and transit[43], and is closely linked with the severe economic problems in the country and the desire to improve economic situations. Trafficking's invisibility ensures that there are very few forums in which women can learn about or freely discuss the issue. A Coalition against Trafficking (a Georgian organization) is organizing women's NGOs to more effectively lobby the government and design adequate assistance and prevention programs.

The GYLA office in Gori states that when the issue is described to young women, they indicate some knowledge, but refuse to acknowledge that it may happen to them. GYLA is among a number of women's organizations that offer prevention and outreach programs:

- Teach young women what to do if involved in trafficking situation
- Legal consultation services
- Hotline
- Attorney services
- Assistance with research to determine if an employment advertisement to work abroad is legitimate

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[40] Trafficking in Persons Report. US Department of State. 2002
[41] Report from Georgian Young Lawyers' Association, 2003
[42] Report from Anti-Project Trafficking in Georgia, 2003
[43] Ibid

- Working with the Ombudswoman's office to lobby the issue to the government
- Developing a mass media campaign with IOM
- Developing seminars with representatives of risk groups, journalists, medical personnel, subunit of Ministry of Internal Affairs
- Plans to develop a regional network to establish a database

The NGO, Woman in the Future[44], is also quite active in anti-trafficking activities. Their operation includes public awareness, training, development and distribution of leaflets, and a hotline. Since April 2002, hotline data states:

- Total number – 279
- Women – 194
- Men – 85
- Requesting legal consultations – 58
- Request for socio-psychological rehabilitation – 32
- Request for both above services – 49

Women in the Future have also completed an analysis of the problem of trafficking and how it is reflected in the Georgian Press in 2000-2002. During this period, 55 articles were published about trafficking. Initially, the majority of the articles were written in English; in 2001, the Georgian press discovered the topic's sensationalism; and in 2002, the press wrote more conscientiously about the problem, but the number of articles declined. The Georgian press has rarely attempted any serious investigative reporting about traffickers.

Data from the Caucasus Women's Research and Consulting Center indicate that the "percentage of the population involved in trafficking is higher in women (three times higher in Dusheti and Akhaltsikhe). Surveys show that approximately 70% of the population has no knowledge of trafficking, and 30% identify the sexual exploitation of women as the only form of trafficking. In fact, surveys completed by the Save the Children STI/HIV Project report that commercial sex workers are not among the higher risk populations[45] and the least likely to engage in trafficking. The highest risk groups are IDPS, students, and the unemployed.[46]

To its credit, IOM in Georgia discusses trafficking separately from migration. Research conducted in 2000-2001 asked NGOs to identify trafficked persons for interviews. Because the problem is largely hidden, 121 women and men (87% women and 13% men) agreed to the interview and indicated their overwhelming need to go abroad to sustain themselves and their families. In May 2002, IOM initiated an information campaign through multi-media avenues and established a telephone hotline. Volunteers were trained by La Strada Ukraine on how to reach out to young women and hotline procedures. IOM also trained border guards. The highest destination countries for

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[44] Problem of Trafficking, Women for Future, Dani Berekashvili
[45] Interview, Save the Children STI/HIV Prevention Project, March 12, 2003
[46]Tsihistavi, Nino, Status of Women in Georgia, Caucasus Women's Research and Consulting Center

Georgian victims are Turkey, Span, and France. Russia, Ukraine, and Armenia use Georgia as a transit country to the Mediterranean and Dubai.

USAID/Caucasus three-pronged approach for increased support to women's economic activities, address trafficking through attention to gender-based violence, and empowering decision-making at the local and national levels is sorely needed and results can be achieved by supporting the activities described in this assessment. The activities outlined in <u>USAID's Response to Trafficking in Persons</u>[47] are complimentary to the expressed needs of the NGOs:

- Collection of reliable information
- Campaigns to promote public awareness
- Interventions with vulnerable groups
- Protection and assistance including shelters, legal assistance, vocational training and social integration
- Legislative reform
- Sensitization and training for judges, prosecutors, and the police

Mission Action Plan Recommendations:

- Seek advice and work with the Coalition against Trafficking and its NGO members to develop a scope of work for an anti-trafficking program.
- Work with NGOs to lobby the government to enact anti-trafficking laws and provide legal mechanism to assist victims of trafficking.
- Include the problem in the Social Assistance Strategic Objective with strong assistance by Democracy and Governance. This issue is crosscutting and demands broad community mobilization efforts with the support of the local government partner through its training and Citizen Advisory Councils.
- Support the Coalition against Trafficking and its NGO members to collect information promote public awareness, training, and legal assistance.
- Encourage journalism training about trafficking and assistance with designing a mass-media campaign through the IREX project and the women and media working group of the OSCE coalition.
- Include the Community Mobilization Program of Mercy Corps through its work in regional communities.
- Include the problem in training for political leaders and civic education projects by NDI, IRI, and IFES.
- Fund training for police, border guards, and immigration offices.

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[47] Trafficking in Persons: USAID's Response. September 2002

Chapter 5
Domestic Violence

Domestic violence is considered the most serious problem for women in Georgia.[48]   There is no separate legislative act prohibiting domestic violence, and the Criminal Code of Georgia does not recognize the concept. Urged by recommendations from the 1999 CEDAW Shadow report of NGOs[49], Georgia adopted measures that included domestic violence as an "assault" and approved a Plan of Combating Violence Against Women.[50] Yet, strong traditional values support the idea that "family matters are private" and discussion of the same is taboo.

By continuing to treat this matter as private, domestic violence victims have very little understanding of their rights (protected under international conventions) and will rarely discuss the issue because:

- Psychological barriers and fear prevent calling the police as many experience repeated assaults under their "protection";
- Prosecution in the courts is far from guaranteed;
- Few programs exist to develop methods of approaching victims of violence or their protections from future incidents.[51]

A number of NGOs, international donors, and USAID implementers in Georgia are committed to discussing this problem openly and productively.[52] Although its cause is certainly related to the transition and difficult economic conditions, domestic violence is a problem at all levels of all societies—rich and poor. Simply increasing economic opportunities does not solve the problem.   According to GYLA and Sakhli, among other NGOs, solutions include:
- Changing the legislation to directly address domestic violence.
- Data gathering and conducting statistical analyses of the data to determine who and what kind of assistance is required;
- Organization of public campaigns against acts of violence;
- Television and radio programs should be developed and aired to encourage public discussion. The cost of television advertisements is $400 per month for two weeks of ads. The ads are broadcast throughout the country;
- Participation of lawyers and psychologist is necessary;
- Training for police officers (with special use of female officers) on how to combat the problem, methods of solving the problem and techniques of approaching the problem;
- Programs for victim rehabilitation;

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[48] Interviews with women organizations in Tbilisi, Gori, Zestaponi, and Kutaisi.
[49] Indications from the current CEDAW assessment (as yet unavailable) are that domestic violence will be rated as the most significant problem for women in Georgia
[50] Georgian Young Lawyers Association, 2002, Nino Bakakuri
[51] Ibid.
[52] Sakhli, Georgian Young Lawyers' Association, Open Society Georgia Foundation, ABA/CEELI, Women's Peacemaking Council

- Discussion of the use of shelters and where they should be located; and
- Further development of a coalition against violence in cooperation with OSGF, OSCE, and USAID.

Women's organizations in the Kutaisi region also believed strongly in the devastation caused to women by domestic violence and rape. Although evidence gathered is anecdotal, legal cases are not pursued because of shame, pressure from the family to drop legal action and the ambiguity of the law for police and prosecutors. The police as well as the family hide the problem. Two cases in the Kutaisi area are illustrative:

- A son murdered his mother (cases of sons and daughters abusing parents and in-laws and in-laws abusing their daughters-in-law are not unheard of), the police were called, and the neighbors in the small village prevented the police from entering the home. Although murder is certainly against the law, the traditional causes and circumstances of the beatings favored the son who remains free.
- A mother and daughter were raped. Police and prosecutors agreed to prosecute the case. The perpetrator received two weeks in jail and is now free.

In Gori, the Georgian Young Lawyers' Association, the overwhelming majority of women seeking assistance reveals domestic abuse. GYLA counts up to 100 cases per year of old women beaten by adult children in small villages. OSGF's domestic violence program cooperates with OSCE, the Ombudswoman's office, the Ministries of Education and Internal Affairs, and Sakhli to establish a National Violence service to raise the effectiveness of anti-violence activities and train anti-violence units in Tbilisi and in the regions.[53] In ten regions, the program intends to create anti-violence units, coordinate activities of government and non-governmental organizations and the media, and to create intra-regional networks. In a number of regions, the local government provides centers for domestic violence.

Mission Action Plan Recommendations:

- USAID should strongly consider funding a program, in cooperation with ABA/CEELI and Georgian NGOs to implement the above recommendations.
- The issue affects programs of all legal and community implementing partners and requires new strategies and stronger efforts to create awareness, increase legal knowledge of women's rights, provide training, and community programs.
- The above list of recommendations by Georgian NGOs comprises the remaining action recommendations.

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[53] OSGF Project entitled "No to Violence Against Women and Children"

STATEMENT OF WORK

Gender Assessment and Training for the USAID/Caucasus Mission

Background

USAID/Caucasus Mission partners with Georgian and Azerbaijani counterparts to develop a prosperous and peaceful region based on democratic principles, market economies, and civic participation at all levels. The USAID/Caucasus programs support a stable, prosperous market-oriented economy that empowers citizens, is governed by rule of law and promotes the basic welfare of the population. USAID/Caucasus builds on the foundations established by USAID regional programs since 1992, while adopting new strategies that address the current needs of Georgia and Azerbaijan.

Integrating gender considerations in policies and programs accelerates and deepens economic and political reform processes. Development results are unlikely to be sustainable without full participation of men and women. Even though the Mission does not have stand-alone activities specifically focused on gender issues, USAID/Caucasus Mission's programs and activities integrate gender concerns. Gender integration into USAID/Caucasus Mission's programs is not one-person job. Its part of everyone's job-Mission staff members and USAID-funded partners ensure that clients both male and female, are planning, managing, benefiting, monitoring and evaluating Mission programs. In order to improve gender integration and increase women's participation and empowerment the Mission's Gender Working Group was established on February 26, 2001.

Scope of Work

Objective

In FY 2003 (March-April) USAID/Caucasus will develop the Mission's new strategy. As part of the preparations for the new strategy, the Mission is seeking TA to undertake a gender assessment and training for the Mission and implementing partner staff. The analysis and recommendations provided in the assessment will assist Mission in mainstreaming gender into its new strategy, policies and procedures. This Scope of Work focuses only on the Mission program in Georgia.

Tasks

1. Carry out a Gender Assessment:

   ✓ Assess the nature of gender relations in Georgia and the role of gender in country's development;

✓ Describe gender integration in the Mission's present strategic framework, results framework, and the program portfolio, and assess potential gender issues in a future strategic framework/portfolio;

✓ Provide recommendations to the Mission to mainstream gender in its activities, policies, and procedures;

✓ Identify how gender could serve as a cross-cutting issue in the Mission's new strategy.

2. Provide training for Mission staff and key implementing partners on gender mainstreaming in the Mission portfolio. The length of the training will be determined in collaboration with the Mission Gender Working Group. Topics to be covered:

✓ Briefing session on assessment findings;

✓ Why gender integration is important and how it contributes to the results;

✓ How gender issues affect the program/activities and their outcomes;

✓ USAID's gender policies, Agency (ADS) procurement guidelines, resources available;

✓ Integrating gender into programs: design and implementation of activities to ensure that men and women equally participate and benefit from activities;

✓ Gender analysis of USAID projects, beginning with proposals, to identify access to and control over resources, income sources, expenditures and division of labor between women and men;

✓ Guidance for preparation of a gender Action Plan – its content and components.

Methodology

1. Prior to departure for Georgia, review documents, USAID Gender Policy, programs. These will include: the current USAID/Caucasus Strategic Plan and Annual Report, USAID/Caucasus Experience in Gender Integration, background information on gender issues in Georgia, examine existing studies and other in-country data, gender assessments and action plans from other countries in the region, which can be used as models by the team; and USAID/M/OP procurement guidelines. Prepare content and schedule for training program, in collaboration with the Mission Gender Working Group.

2. In carrying out information collection phase of the work, the team shall interview the following and collect related information:
    - Members of SO Teams and the Program Office;
    - USAID implementers, as identified by the Mission in advance and approved by the Mission;
    - National and local leaders and NGO representatives, as identified by the Mission;
    - Major donors or international organizations which have important gender programs in Georgia, as identified by the Mission in advance and approved by the Mission;
    - Informal discussions with other relevant individuals.

    The Mission will assist in scheduling these interviews and discussion sessions.

Deliverables

1. Gender Assessment Report

A preliminary draft shall be submitted to the Mission upon completion of fieldwork, with electronic copies submitted to the Mission, EGAT/ WID and the E&E Gender Advisor. The recipients will provide written comments within seven working days of the draft submission.

A revised draft Gender Assessment, incorporating comments shall be submitted to the Mission, EGAT/WID, and the E&E Gender Advisor, no later than seven working days after receiving the above comments. The Mission, EGAT/WID and the E&E Gender Advisor shall provide any additional written comments within five working days of the revised draft.

The final Gender Assessment will be submitted within five working days after receiving comments on the revised draft.

2. Training on Gender Mainstreaming.

Consultants will provide training for the USAID Mission staff and implementing partner staff on gender mainstreaming. The objective is to increase awareness of the Mission staff and implementing partners in gender sensitivity and gender analysis, information about and skills for addressing gender issues.

In consultation with the Mission Gender Working Group a training program and materials will be designed by the consultants to meet the Mission's needs.

Estimated Level of Effort

The Scope of Work will be carried out by a team of three consultants, experienced in gender assessments and training. The team will consist of two expat consultants and one

local consultant, balanced in terms of sectoral expertise required by the Mission portfolio. One of the two expat consultants will be designated as Team Leader. The level of effort will include 26 days for each expat consultant, and 18 days for the local consultant, allocated as follows:

- 4 days of preparation time for the expat consultants, including review of Mission documents and preparation of the training program
- 2 days of travel for the expat consultants
- 18 days in country for all three consultants (3 six-day work weeks), including two weeks for data collection and discussion with the Mission, two to three days for preparation and delivery of training, three to four days for drafting the report.
- 2 days in the US for each of the expat consultants (or 4 days for the Team Leader) to finalize the report. The Team Leader will be responsible for delivery of the approved, final report.)

Performance Period

It is anticipated that this work will begin in late February 2003 and be completed before the end of April. The dates for work in country will be on/about March 1, 2003 to March 22, 2003.

Reporting Requirements

The consultants will work closely with USAID/Caucasus Gender Working Group and Gender Coordinator that will provide oversight while in country. Entry and exit meetings of the consultants with the Mission Director and Program Officer will be organized. WID will provide overall direction as necessary. All deliverables will be provided for comment to the Mission, EGAT/WID, and the E&E Gender Advisor. The Mission will compile these comments and send them to the Team Leader.

INTERVIEWEE LIST
March 10-27, 2003

USAID/Caucasus Mission Personnel

- Aladashivili, Eka – Project Development Specialist/Legal Issues
- Anderson, Gerald – Director, Office of Economic Growth
- Argo, Peter – Director, Office of Energy & Environment
- Barabadze, Tamar – Project Development Specialist, Office of Energy & Environment
- Bonner, Jim – Caucasus Mission Deputy Director
- Farbman, Michael – Caucasus Mission Director
- Gabriadze, Irina - Project Development Specialist, Office of Economic Growth
- Gender Working Group (Ioseliani, Johnson, Goigadze, Khatuna)
- Ioseliani, Khatuna – Project Management Specialist
- Johnson, Cate – Director, Office of Democracy & Governance
- Kenney, Dana – Senior Energy Advisor, Office of Energy & Environment
- Larson, Kent – Director, Office of Humanitarian Response
- Minot, Geoffrey – Senior Law and Policy Advisor, Office of Economic Restructuring
- Okreshidze, Nicholas – Senior Engineer, Office of Energy & Environment
- Reddy, S. K., Program Director
- Reddy, Ray – Regional Executive Officer
- Richardson, Don – Senior Banking and Finance Advisor, Office of Economic Restructuring
- Sirbiladze, Tamara – Humanitarian Response Office/Health Division
- Smith, David – Resident Advisor, Terra Institute
- Taggart, Joe, Director, Local Governance Program
- Williams, Alfred – Senior Agribusiness Advisor, Office of Economic Growth

Implementing Organizations

- Abashidze, Eka Admin Manager, APLR (Association for the Protection of Landowners' Rights)
- Amiranashvili, Indira, Deputy Chief of Party, Citizen's Advocate! Program
- Archer, Nancy, CEDC Program Manager, World Vision
- Bakradze, Lela, National Georgian Project coordinator, UNIFEM
- Bakakuri, Nino – Human Trafficking and Domestic Violence Program Director, GYLA
- Bateson, Will, Economics and Special Products, ACDI/VOCA-Support of Added Value Enterprises (SAVE)
- Bonilla, Silva, Project Director, STI/HIV Prevention Project, Save the Children
- Cadrin, Marie, Mission Director, CARE International in the Caucasus
- Campbell, Carolyn Clark, Country Director, ABA/CEELI
- Chakhunashvili Lia, Deputy Chief of Party, IREX
- Chelidze, Nino, Project Manager, Peace Corps
- Chumburidze, Lavrenti, Executive Director, Georgian Federation of Professional Accountants and Auditors
- Corlett, John, Country Director, Georgian Social Relief Fund, a UK charity

- Crump, Patrick, Chief of Party, Citizens Advocate! Program
- Danelia, Tina, Senior Fellow Director, Partnership for Social Initiatives
- Danzoll, Charlie, Chief of Party, CARE International in the Caucasus
- David Zurabashvili, MD, President, Association of Children and Young
- Denman, Amy, Executive Director, AmCham
- Devdariani, Nana, Ombudswoman (i.e. Georgia's Public Defender)
- Dreyer, Paul, P.E., Representative, Development Alternatives, Inc. (DAI)
- Ebanoidze, Jaba, Director, APLR (Association for the Protection of Landowners' Rights)
- Ekvall, Asa, Field Coordinator for Kvinna Till Kvinna, a Swedish Empowerment Project
- Elizbarashivili, Nino, President, Georgian Association of Women in Business
- Evans, Jason, National Director, World Vision
- Evans Robert, Chief of Party, IREX
- Getsadze, Gia Chief of Party, IRIS
- Hodgdon, Jonathan, Director, Save the Children
- Janashia, Nana Manager, CENN (Caucasus Environmental NGO Network)
- Jashi, Charita, Economist, Tbilisi State University, Pres. Of Economic Education Association, Head of Association of Gender for social-Economic Development
- Khechinashvili, Devi, President, Georgian Insurance Association
- Kochladze, Manana Regional Coordinator for Caucasus CEE Bankwatch Network aka Green Alternative
- Khvichia, Khatuna, National Democratic Institute
- Krause, Bill, Chief of Party, The Urban Institute
- Lebanidze, Tamar, Executive Director, Constanta Foundation
- Lortkipanidze, Irina, Program Coordinator, ABA/CEELI
- Manzuk, Gregory Deputy Director, IOCC (International Orthodox Christian Charities
- Maxman, Abby, Assistant Mission Director, CARE International in the Caucasus
- Meskhi, Mari, Head of women rights studying group, Georgia Young Lawyers Association
- Metonidze, Veronica, ABA/CEELI
- Miles, Sharon, Ambassador's Residence
- Mitchell, Lincoln, Director, National Democratic Institute
- Moncrief, Heather Country Director, FINCA (Foundation for International Community Assistance)
- Otarashvili, Eka, Policy & Legal Advisor, Development Alternatives, Inc. (DAI)
- Power, Steve, Mercy Corps
- Puizina, Silvana, Project Director, International Foundation for Election Systems
- Razmadze, Nino, V.P., Georgian Association of Women in Business
- Ryan, Ronan, Project Director, ACDI/VOCA
- Saakashvili, Nino, Director, Horizonti Foundation
- Samadashvili, Salome, Parliamentary Program Coordinator, National Democratic Institute
- Sharabidze, Ketevan (Keti) , Agribusiness Marketing, ACDI/VOCA-Support of Added Value Enterprises (SAVE)
- Shengelia, Maka, International Republic Institute
- Shioshvili, Marika, Local Government Coordinator, The Urban Institute
- Shioshvili, Nino, President, Georgian Women's Employment Supporting Association "Amagdari"
- Tamara Onorienko, Coordinator, Women's Initiative for Equity

- Tilstone, Vanessa, Program Director, Mercy Corps
- Tsintsadze, Professor Tamara, Director, Georgian Independent Diplomatic Academy
- Tsotsoria, Nona, Deputy Chief of Party, IRIS
- Turnava, Natia, First Deputy Minister of Economy, Industry, and Trade
- White, Dean, Manager, PA Consulting Group

Non-Governmental Organizations

- Abramishvili, Tamar, President, International Centre for Education of Women
- Bejentseva, Alla, Chairperson, Vice-president of NGO "Women of multiethnic Georgia"
- Berekashvili, Nana, Co-director, Women's Peace-Making Council
- Bregvadze, Tamar, Program Coordinator, International Centre for Education of Women
- Djashi, Charita, Chairperson, Gender for Social-Economic Development
- Fkhakadze, Rusiko, Director, Women's Consulting Center "Sakhli"
- Gaprindaashvilli, Lela, Chairperson/Gender Specialist, Women's Initiative for Equity, Georgian Agency for Women's Collaboration, Economic Working Group
- Khomeriki, Lela, Director, International Center for Civic Culture
- Khoshtaria, Nana, Assistant Director, Women's Consulting Center "Sakhli"
- Margalitadze, Guila, Director, Association "Phonics"
- Nadaraia, Lika, Political Network of Women
- Onofrienko, Tamuna, Women's Initiative for Equity
- Sanikidze, Khatuna, Director, Women for Future
- Suleimanova, Leila, Chairperson, Association of Azeri Women in Georgia
- Tsikhistavi, Nino – Co-director, Gender adviser of Urban Institute program
- Tsuleiskiri, Nino, Director, Family Planning Association
- Verulashvili, Ia, Director, Women's Center

Gori NGO Meetings

- Bebiashvili, Ketevan – Georgia Young Lawyers' Association, Gori Office
- Mgebrishvili, Marika, Director of "Biliki", member of The Shida Kartli Anti-Violence Committee for Women and Children, Gori

Zestaponi NGO Meeting

- Feradze, Temur, Georgian Association for protection of Consumers Rights, member of City Sakrebulo Citizen Advisory Committee
- Gotsadze, Marina, Protection of Human rights, member of City Sakrebulo Citizen Advisory Committee
- Gokadze, Davit, Georgian Association of Urbanists, member of City Sakrebulo, Citizen Advisory Committee
- Kakhniashvili, Shorena, Georgian Association of Urbanists
- Kvinikadze, Khatuna, Protection of Human Rights, member of City Sakrebulo Citizen Advisory Committee
- Kochiashvili, Malkhaz, Centre of Civil Initiatives, member of City Sakrebulo Citizen Advisory Committee

- Sofromadze, Lela, Georgian Association of Urbanists, member of City Sakrebulo Citizen Advisory Committee
- Tavadze, Marina, Georgian Association of Urbanists

Kutaisi NGO Meeting

- Lortkifanidze, Nadia – ABA Kutaisi Office
- Gurchumelidze, Manana – Teachers Trade Union "Solidaroba", President
- Liparteliani, Maia- Teachers Trade Union "Solidaroba", Head of legal department
- Metskhvarishvili, Maia - Chair of the Imereti regional Committee against Violence, Editor of "New Newspaper", member of The network of journalists working on the gender issues.
- Iashvili, Ia, Head of Gender issues Research Centre, Kutaisi State University.
- Gogoladze, Maia – NGO "Socium", Ozurgeti
- Managadze, Manana – League for Protection of Mothers and Children
- Kikvidze, Tiko, GYLA Kutaisi Office
- Arsenishvili, Nika, Article 42 Kutaisi Office

Government Officials

Zestaponi
- Simon Tsereteli –Zestaponi City Mayor
- Giorgi Kobakhidze - Chair of the Zestaponi City Sacrebulo

Zestaponi City Information Centre
- Malkhaz Chitanava – Director of the Centre

Meeting with women working in Gamgeoba of Zestaponi Rayon
- ChinChaladze, Rusudan, Director of Organizational Department
- Chachanidze, Tsitso, Deputy Head of Financial Department
- Kapanadze, Luiza, Head of Chancellery
- Geladze, Zana, Adviser of Social Issues Department
- Feradze, Lela, Secretary of Zestaponi Rayon Gamgebeli

Tbilisi
- Tevdoradze, Helene, MP, Former head of Human right Committee of Georgian Parliament

Journalists

- Evtushenko, A., Director, Zestaponi TV "Argo" , Zestaponi
- Petriashvili, Galina, Free Journalist, Member of Network of the Journalists working on Gender Issues
- Shiukashvili, Lali, Journalist, Zestaponi TV "Argo", Zestaponi

Gender Education, Tbilisi State University

- Khatiashvili, Teo, Tbilisi Institute of Theatre, Research "Women in Georgian Cinema"
- Nadaraia, Lika, Department of Political Science
- Elbakidze, Marina, Psychologist
- Kachkachishvili, Iago, Chair, Department of Sociology
- Gaprendashvili, Lela, Department of Philosophy
- Djakeli, Lika, "Studio – Mobili", filmmaker
- Meskhi, Mari, Head of women rights study group of Georgian Young Lawyers Association
- Mikadze, Diana, Journalist, coordinator of women's program in "Caucasian House"
- Goderdzishvili, Tsisana, Signagi University, Women's Oral History program

International Organizations

- Behrendt, Marc, Democratization Officer for OSCE
- Hulst, Marc, Counter Trafficking Program Officer, International Organization for Migration
- Kaladadze, Nana, Democratization, OSCE
- Khutsishvili, Keti, Country Director, The Eurasia Foundation
- McPhillips, Patricia, Caucasus Chief Technical Advisor, UNIFEM
- Tabukashvili, Marina, Women's Program Coordinator, Open Society Georgia Foundation

Women in Business luncheon honoring Georgian attendees of the Global Summit for Women Barcelona 2002

- Gogoladze, Maya, Civic Education Coordinator, International Foundation for Election Systems
- Khutsishvili, Marika, Executive Director, Georgian Real Estate Association
- Lebandize, Executive, Director, Constanta Foundation
- Lortkipanidze, Gender Advisor, American Bar Association
- Odisaria, Nino, Community Mobilization Specialist, Mercy Corps

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- USAID. Additional help annex to ADS 200 series: guide to gender integration and analysis.
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- USAID/Armenia Strategic Plan FY1999-2003 Annex 5 – Gender
- USAID/Bulgaria Gender Assessment, May 27, 2001
- USAID/Federal Republic of Yugoslavia, August 2002
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- WIDTECH, Gender Assessment and Plan of Action for USAID/Romania, February 2002
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- Georgian Association of Women in Business. (2002). Annual report.

- Georgian-European Policy and Legal Advice Centre. (2002). <u>Georgian Economic Trends</u>.
- Georgian Draft Law on Amendments to the Criminal Code on Trafficking in Human Beings (December 2002).
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- Jashi, Charita. (2003). Paper: <u>Development of Women's Entrepreneurship: Georgian Case</u>. Presented at the Geneva Conference entitled: Second Regional Forum of Women-Entrepreneurs: Forum on Best Practice in the Development of Entrepreneurship and SME in Countries of Transition.
- President's Decree on the approval of the Action Plan to Combat Trafficking (January 17, 2003).
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Web Resources:
- BISNIS. www.bisnis.doc.gov/bisnis/country/
- Kennan Institute. www.wilsoncenter.org/kennan/index.htm.
- National Democratic Institute. www.ndi.org. NDI Worldwide, Eurasia: Georgia Women and Foreign Assistance in the NIS
- OECD. www.oecd.org.
- Foreign Policy. www.foreignpolicy.com.
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SAMPLE OF GENDER/DIVERSITY DOCUMENTS

> **CARE - GENDER EQUITY AND DIVERSITY**

I. WHAT DIVERSITY MEANS WITHIN CARE

Collectively, CARE's partners and staff at all levels of power and authority embody the richness of diversity found in the socioeconomic and cultural environments in which we work. Embracing diversity at CARE means valuing, respecting and fully benefiting from each individual's unique qualities and abilities in order to fulfill and strengthen our vision and mission.

- *Among other characteristics, diversity includes gender, race, nationality, ethnicity, religion, sexual orientation, age, disability, as well as diverse perspectives that uphold CARE's core values.*

- *We strive to create and maintain a work environment that promotes diversity in everything we do.*

II. CARE'S BUSINESS RATIONALE

CARE Values Diversity Because:
- In order to enhance and advance our relief and development work, we need a variety of perspectives to inform relevant and responsible choices about how programs are designed, and about how projects are managed and implemented;
- To increase capacity within the communities which CARE works we need to build collaborative relationships and partnerships amongst people with a multiplicity of similarities and differences;
- CARE's mission calls for affirming the dignity and worth of all people. That includes, but is not limited to, combating discrimination in all its forms;
- CARE's successful future is dependent upon our ability to learn and innovate. Our differences in knowledge, approach and perspective are the source and spring of innovation and learning;
- CARE promotes diversity because we believe it is the right thing to do and upholds our core values of "RICE."

To Promote Diversity CARE Must:

- Attract, retain, and promote motivated and engaged staff, by accepting and respecting diverse viewpoints and lifestyles, and by encouraging equal access and participation of all groups.
- Promote human development as a dynamic and evolutionary process.
- Encourage staff at all levels to embrace change and institutionalize diversity beyond their tenure.
- Commit to raising consciousness and providing tools and resources.
- Invest in management and leadership development that facilitates organizational excellence and supports diversity.
- Nurture individual and collective abilities.
- Ensure that implementation is flexible enough to include local, national, and international needs.
- Identify and address existing barriers to diversity and build on current strengths.
- Recognize, motivate and reward those who promote diversity.
- Access diversified funding sources by encouraging diverse approaches, skills, and thoughts.

III. WHAT WE WANT TO CREATE THROUGH DIVERSITY

The Desired End State for Gender Equity and Diversity draws from and complements CARE's Definition and Business Case for Diversity, the CI Mission, Vision Statement, and Core Values. This statement serves as a basic resource for staff to envision the critical elements that describe the future of gender equity and diversity throughout CARE.

Desired End State

CARE's Mission is to serve individuals and families in the poorest communities in the world. **Drawing strength from our global diversity**, resources, and experience, we promote innovative solutions and are advocates for global responsibility.

CARE's partners and staff at **all levels of power and authority are representative of the richness of diversity** found in the social, cultural, and economic environments in which we work.

In order to effectively advance CARE's vision and mission, CARE builds upon its diversity and sustains an environment of respect and trust through daily enactment of its core values through:

- Communication and dialogue that gives voice to all stakeholders in and out of care, and advances organizational learning;
- Decision-making that is transparent, acknowledges all voices and is open to learning through review and feedback;

- Advocacy by all staff for the dignity, rights, and participation of all our diverse stakeholders;
- Sensitivity to the perspectives and sensitivities that accompany organizational or individual change, and provision of resources/mechanisms to support all staff through transition;
- Recognizing, genuinely learning from, and building upon past and present work on gender and diversity; and
- Ensuring that the commitment to diversity and gender equity is operationalized within CARE and sustained over the long term by establishing appropriate and targeted guidelines, indicators, and procedures for accountability for advancing diversity.

CARE-Caucasus Gender Policy Statement

In support of CARE-Caucasus' Mission and Vision, CARE is committed to the active promotion of gender equity through provision of equal opportunities, access and choice to both men and women in all organizational and programmatic structures. CARE-Caucasus recognizes that gender equity, the process of being fair to men and women, boys and girls, is a fundamental human right and must be actively incorporated into all levels of organizational and programming activities in order both to affirm the dignity and worth of all CARE-Caucasus staff and beneficiaries, and to uphold our Core Values of Integrity, Respect, Collaboration and Excellence.

CARE-Caucasus values equally the contributions of men and women to all types of intervention, and reaffirms its commitment to maximizing the full potential of all beneficiaries, regardless of sex. CARE-Caucasus strives towards equal participation of men and women in its programming activities; equal control over both resources and benefits; as well as equal authority and decision-making powers. In all of its efforts to promote gender equity and equal empowerment of women and men, CARE-Caucasus respects the cultural identity of the Caucasus countries, and seeks to develop gender equity and equality within a framework of cooperation and partnership.

Accepted: _____

Date: _____

DIVERSITY

a work environment that promotes diversity.

Key Behaviors	Needs Dev.	Profi-cient	Not Applicable
Demonstrates inclusive behavior: Establishes effective relationships built upon trust and genuine acceptance of people from backgrounds and experiences different from one's own; shows and fosters respect and appreciation for each person ; does not condone (by silence, collusion, or active agreement) any derogatory action or speech about others.			
Operates effectively in a multi-cultural environment: Exhibits sensitivity to and respect for the perspectives and interests of those from different cultural backgrounds and with a different belief system and worldview; demonstrates flexibility and adaptability to diverse multi-cultural contexts.			
Demonstrates awareness of status and power relations within one's work: Seeks to actively balance and share power to counter the effects of marginalization and subordination; advocates for the dignity, rights, and responsibility of all stakeholders.			
Actively promotes dialogue, reflection, facilitation, and shared learning about diversity: Engages in self-reflection and learning, and in ongoing learning about diversity, and in sharing that learning with others; actively engages and integrates different perspectives, cultural wisdom and life experiences within one's work; facilitates safe space and environment to encourage honest dialogue, trust building, innovation and risk-taking.			
Promotes diverse representation, broad participation and empowerment: Actively solicits representation and participation from a wide range of actors to reflect communities being served; pays attention to and incorporates different perspectives and approaches when making decisions; can identify and address with sensitivity the historical legacies people carry that may be barriers to full participation or empowerment.			
Operationalizes diversity principles in all procedures, policies, and processes: Promotes fairness and equal opportunity in implementing policies and procedures such as hiring, promotion, and benefits; ensures commitment to diversity is sustained through recognizing and rewarding those who promote diversity; maintains confidentiality.			

MAP OF GENDER RESOURCES OF GEORGIA

⇒ **Georgian Women's NGO Coalition**
42 Members

Contact person:
Nino Liluashvili – Secretary of Women's NGO Coalition
Tel: (995 32) 39 70 73
Mob: (995 99) 51 50 69
E-mail: nunuka@yahoo.com

Working Groups of Women's NGO Coalition
1. Women and Politics
2. Women and Economy
3. Women and Media
4. Women and Peace building
5. Women and Health
6. Women and Education

Women's NGO Coalition **Regional Trainers Network**
22 trainers in 11 regions

⇒ **Coalition against Family Violence**
53 Founders

Contact person:
Rusudan Fkhakadze – President of Coalition
Address: 8 Petriashvili Str., Tbilisi
Tel: (995 32) 22 75 91
Fax: (995 32) 25 34 75
E-mail: sakhli@hotmail.com
saxli@gol.ge

⇒ **Network of Anti-Violence Committees for protection Women and Children**
 National Service and 10 regional Committees

Contact person:
Nato Shavlakadze – Head of National Service
Address: Public Defender's office, Machabeli Str.,
Mob: (995 32) 57 06 01
E-mail: nato_sh@ip.osgf.ge

shavlakadze@yahoo.com

⇒　**Women's Peacemaking Council**

Contact person:
Nina Tsikhistavi
Tel: (995 32) 99 99 87
Mob: (995 99) 50 67 72
E-mail: cwn@access.sanet.ge

⇒　**Network of the Journalists Working on Gender Issues**
25 Journalists (8 from Tbilisi, 17 from regions)

Contact person:
Nino Javakhishvili – Coordinator of the Network, Gender Resources Centre
Mob: (995 99) 93 41 82
E-mail: isr@ip.osgf.ge

⇒　**Working Group against Trafficking**

Contact person:
Khatuna Sanikidze – Member of the Network
Mob: (995 99) 56 11 83
E-mail: Lsanikidze@hotmail.com

⇒　**Gender Education Group**

Contact person:
Lela Gafrindashvili
Mob: (995 99) 24 34 16