

Network of the East-West Women  
Gender Watch Project

# Gender Analysis of the EU Development Policy

## Report for Georgia

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## **Introduction**

Since independence, Georgia has experienced civil strife, territorial conflicts and a severe economic crisis. Poverty is widespread, especially in remote mountainous regions. Agriculture employs more than half the population, twice the level as before the transition when industry played a greater role. Reforms are helping to improve Georgia's economy, but a weak tax base and other structural problems contribute to increasing budget deficits. With its revenues low, the Government is unable to provide its citizens with essential social and welfare services.

Georgian society is a traditional one, with well-defined roles for men as breadwinners and women as child-bearers. With the transition, social benefits such as day-care and kindergarten diminished, leading to a drop in women's participation in the job market. Only a third of young Georgian women are economically active, most in the informal sector. Women tend to work in education and health care, where their earning potential is low. Many women are unemployed or underemployed, and compared to men are poorer and contribute more unpaid labour to the household.

The majority of poor people live and work in rural areas. Most rural women work in agriculture, but without resources to purchase fertilizer, better seeds and other inputs, their yields tend to be low. Worsening poverty has also taken its toll on men, as their inability to fulfil their traditional role as food providers has led to an increased incidence of alcoholism and heart disease.

About 20 per cent of the Georgian population has migrated in search of work over the last decade, leaving just 100 men to every 124 women, and the rate of male depopulation is increasing. Migration causes gender and age imbalances and a loss of many of the country's most active citizens. This puts greater demands on women, who increasingly assume the role of breadwinner.

Trafficking in people is a growing problem, primarily affecting women and children. Georgia is a source and transit country for women and men trafficked for the purposes of sexual exploitation and forced labour. The Government's efforts to tackle the problem are limited. Trafficking is not prosecuted as a separate offence and no legal measures exist to combat it. A draft law on Prevention and Combating Trafficking in Persons and on Protection, Assistance and Rehabilitation of the Victims of Trafficking in Persons is currently being discussed by Parliament. It will facilitate cooperation to counter human trafficking among state agencies and non-governmental organizations on the national and international level, marking a significant step toward the creation of effective legislation.

The Georgian constitution provides equal status for men and women, but no law specifically prohibits discrimination against women on the basis of gender or marital status. The Georgian Parliament ratified the UN Convention on the Elimination of All Forms of Discrimination Against Women in 1994. In 1998, the Government approved a first National Action Plan for improving the conditions of women, which was then revised in 2002, and again in 2004. The plan highlights seven priority areas, including institutional mechanisms, women's participation in decision-making, economic policies, poverty, armed conflict, health and women's rights. But it lacks the mechanisms necessary for implementation.

### **Human Capital Dimensions of Gender Equality**

Georgia has achieved gender parity in female secondary enrollment (see Table 1). However, early marriage leads to lower school completion for girls. While health indicators are improving, new challenges are emerging, including the rapid rise in communicable diseases such as tuberculosis and HIV/AIDS.<sup>1</sup>

**Table 1. Indicators of Human Capital Development: Georgia<sup>2</sup>**

<b>Human capital development dimension for Georgia</b>	
<b>Access to education</b>	
Ratio of female-to-male enrollment in secondary education (2002)	1.01
Annual growth rate of the female-to-male ratio in education (1999–2002)	0.18
Boy–girl gap in primary completion rate (2003)	0.0
<b>Access to reproductive and health services</b>	
Percentage of births attended by skilled health staff (2000)	96.4
Contraceptive prevalence rate (2000)	40.5
Adolescent (15–19) fertility rate (2000–05)	33.2

Source: World Bank (2005)

## **Part 1. Political, legal and socio-economical conditions regarding women's policies.**

### **1.1. Women's rights in the legislation**

Article 14 of the Constitution of Georgia states that "Every human being is free from birth and equal before the law regardless of race, skin colour, language, sex, religion, political or other beliefs, national, ethnic or social affiliation, origin, property status and title, and place of dwelling." Article 142 of the Penal Code provides a penalty of correctional labour for 12 months, or imprisonment for 24 months for the material

infringement of human rights on the basis of sex, religion, denomination, political or other beliefs, national, ethnic, or social group, social affiliation, origin, place and circumstances of birth or property. Similar offences committed by abusing an official position or entailing grave consequences are punishable by a fine, or detention for a term of three years, or deprivation of the right to hold office or work in a particular position for 3 years or longer.

The Georgian Parliament ratified the UN Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) on 22 September 1994 and the Government submitted the first report on its implementation in 1999.

**Table 2 Legal environment (developed by Helen Rusetsky)**

Issue	Legal Provisions	Comments
Constitutional Law		
1.Equality before law	<b>Article 14</b> of the Constitution Everyone is free by birth and is equal before law regardless of race, color, language, sex, religion, political and other opinions, national, ethnic and social belonging, origin, property and title, place of residence.	<b>Article 142</b> of the Penal Code provides a penalty of correctional labour for 12 months, or imprisonment for 24 months for the material infringement of human rights on the basis of sex, religion, denomination, political or other beliefs, national, ethnic, or social group, social affiliation, origin, place and circumstances of birth or property. Similar offences committed by abusing an official position or entailing grave consequences are punishable by a fine, or detention for a term of three years, or deprivation of the right to hold office or work in a particular position for 3 years or longer. However, there is no specific legislation prohibiting discrimination against women on the basis of gender or marital status.  The Georgian Parliament ratified the UN Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) on 22 September 1994 and the Government submitted the first report on its implementation in 1999. Although the Criminal Code punishes discrimination in general, it must be emphasized that there are no specific provisions targeting gender-based discrimination offences. Georgian legislation, generally, is quite formal concerning equality rights. Often, these laws are partly implemented. Main obstacle is traditional approach towards women. The State authority tend to few problems of women within maternity problems and not privately. (for example, International Women's Day was changed to Mother's Day). There is strong tendency to ignore the problem of women's discrimination and to deny women's problems in Georgia. The government's understanding of gender problems still remains in traditional frame. There is a little State initiative to adopt Gender-

		<p>sensitive political programs.</p> <p>As it was mentioned above there are no laws and policy statements that define discrimination against women or that regulate the conduct of official and private institutions, or in the public or domestic spheres.</p> <p>There is no definition of gender-based violence against women. Few cases of women's discrimination ever have been brought before the court. In Georgia special remedies that enable women to pursue their rights have not developed. Few statistics and monitoring of implementation of convention and promotion and protection of rights of women have been done in Georgia for last years. One of the reasons for it is non existent of special unit dealing with gathering date concerning women within the governmental structure (State Departments of Statistics).</p>
2. Right to Education	<p><b>Article 35</b> of the Constitution</p> <ol style="list-style-type: none"> <li>1. Everyone shall have the right to receive education and the right to free choice of a form of education.</li> <li>2. The state shall ensure the compatibility of educational programs with international rules and standards.</li> <li>3. Pre-school education shall be guaranteed by the state. Primary education shall be compulsory. The state shall provide basic education at its own expense. Citizens shall have the right to receive free secondary, professional and higher education at state educational institutions in accordance with a procedure and within the framework established by law.</li> <li>4. The state shall support educational institutions in accordance with the procedure established by law.</li> </ol>	<p>There are no legal provisions that discriminate between men and women regarding access to education.</p> <p>In Georgia, the secondary educational system consists of three levels: elementary level (from 1st to 4th forms); general level (from 5th to 9th forms); and upper level (from 10th to 12th forms). Education in the first two levels is free, while there is an average fee of 10-15 GEL in the third level, depending on the schools' curricula. No difference in the number of boys and girls dropping out of school has been observed, however statistics on this matter are not available.</p> <p>Education in state higher educational institutions is free. The rural population has to pay for the third level of education, but payment reductions and fee waivers can be granted on the basis of parents' applications.</p> <p>On the surface, education opportunities in Georgia are the same for boys and girls. At the same time, gender analysis of textbooks and programs has not been done yet and it can be said that school education is not fully free from gender stereotypes. Educational disparity is especially vivid in rural areas and enclaves. For</p>

		<p>example, in some of the districts of East Georgia with Moslem population, parents take their daughters out of school, believing that girls should stay home and prepare themselves for family life. Therefore, in the rural areas, almost always only boys are left to finish school, while girls have just 6-7 years of schooling. As for University education, based on 2005 data, there are slightly more girl students than boy students (51,2% vs. 48,8%). In 2004 number of post-graduated students-women has made 65% and students-men -35%. Ninety nine percent of the population is literate. Of that number literacy among males is 100% and among females is 98%. Education indicators are equally high for both genders. However, recent family expenditures for boys' education appear to have grown. This tendency is particularly evident in high-mountainous areas, among non-Georgian populations and in large families.</p>
3. Right to Health	<p><b>Article 37 of the Constitution</b></p> <p>1. Everyone shall have the right to enjoy health insurance as a means of accessible medical aid. In the cases determined in accordance with a procedure prescribed by law, free medical aid shall be provided.</p> <p>2. The state shall control all institutions of health protection and the production and trade of medicines.</p>	<p><b>Law of Georgia of 10 December 1997 on health care</b></p> <p>4. the principles of State policy in the field of health care are the following:</p> <p>1. to provide the population with universal and equal access to medical care within the framework of State-funded medical programs; 2. to assure the protection of human rights and freedoms in the field of health care, as well as the recognition of the patient's dignity, honor, and autonomy;</p> <p>5. Georgian citizens shall have the right to medical care, in accordance with the State health care programs and the procedure laid down, dispensed by an appropriate legal entity practising a medical activity, irrespective of the type of ownership and organizational or legal form.</p> <p>6. (1) Any discrimination against a patient on the basis of race, color, sex, religious convictions, political and other views, ethnic or social origin, economic condition or status, place of residence, disease, sexual orientation, or negative personal attitude shall be prohibited</p>

		<p>7. Every citizen of Georgia shall have the right to receive understandable, comprehensive, and accurate information and request a second opinion with regard to his state of health, with the exception of the cases referred to in Section 41.</p> <p>Access to health care services is generally the same for women as men in Georgia. It is fixed by statistics that women live 5-6 years longer than man. Due to economic challenges in recent years health care facilities are less available for general population and child mortality rates are drastically increased.</p>
4. Right to Employment	<p><b>Article 30 of the Constitution</b></p> <p>1. Labour shall be free.</p> <p>2. The state shall be bound to promote the development of free entrepreneurial activity and competition. Monopolistic activity shall be prohibited except for the cases permitted by law. The rights of consumers shall be protected by law.</p> <p>3. On the basis of international agreements governing labour relations, the state shall protect the labour rights of the citizens of Georgia abroad.</p> <p>4. The protection of labour rights, fair remuneration of labour and safe, healthy working conditions and the working conditions of minors and women shall be determined by law</p> <p><b>Article 32</b></p> <p>The state shall promote the unemployed citizen of Georgia to be employed. The conditions of the provision of a minimum standard of living and the status of the unemployed shall be determined by law.</p>	<p>The problems of employment and social defense of Georgian women are very caustic, because the percentage of women's labor has increased during the last ten years, but at the same time the places of employment diminished sharply. The level of employment of efficient women was more than 80 %. After the abbreviation of employment's sphere of women, the number of worker women is nearly 40 %. At this time the number of worker women increased in the non-formal sector of economic "secret" employed and incomplete employed. In many cases women workers are hired illegally. In result of this any legislation does not defend the workers.</p> <p>Work done by women at home is not counted as part of the work done in the labor force and it is not included in national statistics or generally in society. Women are involved in the homework three times more than man is.</p> <p>According to the Georgian Constitution, every citizen is allowed to hold any official state positions as long as he/she satisfies established requirements. In reality there are cultural obstacles for women to reach high positions. There are many cases of discriminating advertisements. No corrective approach is held by the government.</p>
5. Right to vote	<b>Constitution of Georgia</b>	Georgian legislation grants equal voting rights to men and women.

	<p><b>Article 28</b></p> <p>1. Every citizen of Georgia who has attained the age of 18 shall have the right to participate in referendum or elections of state and self-government bodies. Free expression of the will of electors shall be guaranteed.</p> <p>2. A citizen, who is recognised as legally incapable by a court or who is detained in a penitentiary institution following a conviction by a court, shall have no right to participate in elections and referendum.</p> <p><b>Unified electoral code of Georgia</b></p> <p><b>Article 4. Basic Principles of Elections</b></p> <p>Elections in Georgia shall be held on the basis of universal, equal and direct suffrage, and by secret vote.</p> <p><b>Article 5. Universal Suffrage</b></p> <p>Elections prescribed by this Law are universal:</p> <p>Any citizen of Georgia who by the elections has attained or is on the day of election attaining the age of 18 years and who meets the requirements prescribed by this Law enjoys the active electoral right, except for the persons who, under the Constitution of Georgia and/or in accordance with this Law complying therewith (Articles: 10, 56, 110) have restricted suffrage;</p> <p>a. Any citizen of Georgia who meets the requirements of this Law enjoys the passive electoral right, except for the persons who, under the</p>	<p>Women voters are equally active both in urban and in rural areas and have no impediments in exercising their voting rights.</p>
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	<p>Constitution of Georgia and/or in accordance with this Law complying therewith (Articles: 73, 76, 78, 80, 92, 94, 98, 110), have restricted eligibility.</p> <p>1. A person who has been declared incapable by the court or is being placed in a penitentiary institution in accordance with a court judgment is not eligible to take part in elections and referendum.</p> <p><b>Article 6. Equal Suffrage</b></p> <p>1. Voters take part in elections based on equal grounds.</p> <p>2. Every voter of one and the same election district has an equal number of votes.</p>	
6. Eligibility to run for elected office	<p><b>Constitution of Georgia</b></p> <p><b>Article 29</b></p> <p>1. Every citizen of Georgia shall have the right to hold any state position if he/she meets the requirements established by legislation.</p> <p>2. The conditions of public office shall be determined by law.</p> <p><b>Unified electoral code of Georgia</b></p> <p><b>Article 80. Right to Passive Vote</b></p> <p>1. A citizen of Georgia by birth who has the right to vote, is above 35 years of age, has lived in Georgia for at least 15 years and is living in Georgia on the day of appointment of elections, may be elected as the President of Georgia.</p>	See section <u>women participation</u>

	<p>2. A candidate for election as the President of Georgia may not be a citizen who has not lived in Georgia during the last 2 years and is not registered by the consular office of Georgia in any country.</p> <p><b>Article 92. Right to Passive Vote</b></p> <p>1. Any citizen of Georgia over 25 years of age, who has permanently resided in Georgia for at least 10 years and knows the Georgian language, enjoys the right to a passive vote and may be elected a member of the Parliament of Georgia.</p> <p>2. A citizen who has not resided in Georgia during the last 2 years and is not registered by the consular office of Georgia in any country, may not be elected as a member of the Parliament of Georgia.</p> <p>3. A drug-addict or drug-user shall not be elected a member of the Parliament of Georgia. If such person has been announced elected by the appropriate election commission, the Parliament of Georgia has no right to validate his/her authority.</p>	
7. Property rights	<p><b>Article 1158. Community Property of Spouses</b></p> <p>1. Property acquired by the spouses during the marriage shall constitute property owned by them in common (community property), unless otherwise stipulated in a marital agreement concluded between the spouses.</p> <p>2. The community-property regime shall likewise arise if one of the spouses has been keeping the household, has been providing care for the children, or was lacking an independent source of income for other legitimate reason.</p>	<p>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 rights as men to conclude any agreement on their behalf and own, manage and dispose of property. This right arises from the provisions of Article 21 of the Constitution, according to which the right to property and inheritance is guaranteed to all persons on an equal basis.</p> <p>Spouses may enter into a prenuptial agreement that defines their</p>

	<p><b>Article 1159.</b> Administration of Community Property by Mutual Agreement</p> <p>The spouses shall have equal rights to the community property. Possession, use and disposition of this property shall be exercised by mutual agreement of the spouses.</p> <p><b>Article 1160.</b> Disposition of Community Property by Mutual Agreement</p> <p>The disposition of community property of the spouses shall be exercised by mutual agreement of the spouses, regardless of which spouse disposes of this property. A transaction made by one of the spouses for disposition of the property may be rendered void upon request of the other spouse, only if the spouse having disposed of the property had no such authority and it is proved that he or she knew or ought to have known that he or she had no such right.</p> <p><b>Article 1161.</b> Separate Property of the Spouses</p> <p>The following shall constitute the separate property of each spouse:</p> <ul style="list-style-type: none"> <li>a. Property that this spouse owned before the marriage;</li> <li>b. Property that is acquired during the marriage by inheritance or by gift.</li> </ul>	<p>property rights and responsibilities during the marriage and after divorce. Although a prenuptial agreement cannot alter the spouses' obligation to support each other, to provide alimony in cases of divorce, or their right to approach the court in cases of dispute, spouses can change the rule governing common possession.</p> <p>Spouses may also own property in their own right, i.e. property that belonged to either spouse before marriage, property that was inherited or received as gift during the marriage, and items for personal use acquired during marriage (except family jewellery).</p> <p>There is no special legislation on unmarried couples nor are there any legal provisions in the Civil Code dealing with such couples' property - they are regarded as independent persons. If an unmarried couple lives together for a significant period of time (i.e. a few years) like a family, then society accepts the couple as a family despite the lack of marriage registration. Although society does not regard unmarried couples negatively, such relationships are not common.</p> <p>Children born out of wedlock enjoy similar rights to those born within marriage. Traditionally, Georgian society rejected single mothers and expressed negative attitudes toward them. However, attitudes have now become more liberal, although unmarried mothers may continue to face problems with their own family members. There are articles in the Civil Code that protect the rights of single mothers and provide for particular allowances and material support. For example, Article 36(2) provides that single mothers and women with children under the age of three cannot be dismissed from their jobs in times of staff reduction.</p> <p>Single mothers enjoy the same rights as married mothers.</p>
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1.Right to Work	<p><b>Law on employment</b></p> <p><b>Article 7</b> Right to employment</p> <p>All citizens of Georgia, regardless of race, ethnic origin, sex, religious convictions, political beliefs or property status have the right to work;</p> <p>Conditions are being created to ensure maximum employment of citizens and to reduce unemployment;</p> <p>The social protection of unemployed persons is guaranteed.</p> <p><b>Article 16</b> Unemployment</p> <p>The professional training and re-training of an unemployed person is carried out if:</p> <ul style="list-style-type: none"> <li>(a) the unemployment service cannot find a relevant profession (vocation) for the unemployed person within three months;</li> <li>(b) the unemployment service cannot offer the unemployed persons a job in his/her professional field and he/she needs to change profession (vocation);</li> <li>(c) the unemployed person has lost the ability to practice his/her profession (vocation);</li> <li>(d) the unemployed person expressed the desire to change his/her profession (vocation).</li> </ul> <p>2. Professional training and retraining of the unemployed person is carried out at the State Employment Service, the Vocational Education Center, Training/Retraining Centres and other training institutions, and is funded by the United State Employment Fund as well as other interested industrial enterprises and organizations.”</p>	<p>Labor market analysis signals a significant deterioration in the status of women after independence. According to the State Department of Statistics in 2002 women account for just 47.7% of the economically active population. Some 35.9% of women in the total female employed population above fifteen years of age are contractually employed. The remainder, 64% are self-employed. Most self-employed women work on family farms or business for no remuneration.</p> <p>Employment opportunities are legally equal. However, women have limited access to managerial positions both in the public and private sectors and their remuneration is usually lower.</p> <p>According to the State Department of Statistics (SDS) survey “Women and Men in Georgia, 2005” average wages of female employees in state-owned industries amount to only 55.1% of wages of male employees; in public institutions - 46%; in agriculture - 82.5%; in trade - 71.2%; in education 72.6%; in healthcare 71.8%, in consumer services - 51.7%, in selfemployment- 69.9%.</p> <p>When a job is available, the potential employer states whether the job is for a man or a woman. Most jobs for women are in the fields of trade and service (salesperson, waitress, hairdresser, cosmetologist, etc.). There is a low demand for highly qualified people with a high level of knowledge (foreign language, computer skills etc.) The labour exchange provides an unemployment service for people who are not highly competitive in the job market, but usually only finds unqualified low-paying positions.</p> <p>The unemployment service also conducts re-training for persons with limited abilities in order to make them more competitive and better able to find a job, not only through the unemployment service, but also independently. The State Employment Fund funds the training of unemployed persons in computer skills and basic courses in foreign languages in the field of sales. In addition, the Tourism Department established training for waiters and porters for high-</p>
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		<p>class hotels and restaurants.</p> <p>Regarding employment, there are age-specific limitations, appearance-specific demands and other requirements that extend to men as well. With a few exceptions, family status does not make a difference when applying for a job.</p> <p>There is no gender discrimination among the registered unemployed persons and there is a legal requirement whereby such persons, if not provided with a job within three months, can be sent for training or re-training.</p> <p>However, it is true that women are more likely to be dismissed from work before men because men are seen as more flexible in terms of work and travel and less restricted by household responsibilities. Over the past 10 years, the state and economic system has changed fundamentally due to the transition to a market economy, which brought new demands and destroyed the old structure. As a result, unemployment increased significantly.</p>
2. Equal Remuneration	<p><b>Labour Code of Georgia</b></p> <p>Labour is remunerated in accordance with the procedure and conditions established by labour legislation. In this regard, all forms of discrimination, including discrimination on the grounds of sex, are prohibited.</p>	Equal pay for men and women in Georgia is provided for under the Labour Code and, in fact, salaries are mainly equal. Nevertheless there is no centralized system of state control over equal remuneration; equal remuneration is not among indices which should be reflected in the reporting of the employer. Nevertheless there is significant difference in the average salary between men and women, because women usually obtain lower positions and are not promoted as often as men are (In year 2003 average salary of women constituted 85,7 GEL and average salary of men -163 GEL).
2. Pregnancy, maternity and paternity	<p><b>Labour code of Georgia</b></p> <p>Guarantees in the hiring, and prohibition of the dismissal, of pregnant women and women with children up to the age of three, single mothers with children up to the age of 14 (or a disabled child up to</p>	Nevertheless Georgian legislation provides possibility for both mothers and fathers use different kind of leaves to conduct child care, it is not common and even unacceptable for the Georgian men to leave work for child care. This is also related to the economic issues, as far as mostly husband receives higher income. Men are not involved in child care and basic guarantees provided by

	<p>the age of 16) and so forth (art. 161).</p> <p>Women who have been employed in a job for at least one year (in the case of women under the age of 18, length of service is not taken into account) are granted, at their request, leave with partial pay to care for a child up to the age of 18 months. Working women with less than one year of service receive allowances amounting to half of their salary. The father or other relatives who actually take care of the child may avail themselves, in full or in part, of leave with partial pay and additional unpaid leave to care for a child. Under the Labour Code, an employee may be granted, at his or her request, short-term leave without pay to attend to family matters, which include caring for a sick child or other family members.</p>	<p>current Georgian legislation for working women in order to give them possibility to take care of children without living work are vitally necessary. Draft of the new Labour Code considered by CSOs, trade unions and international organizations as those that is not compatible with international standard and could lead to the demographic crisis in Georgia, as far as neglects basic guarantees and benefits related to maternity, paternity and leaves. Labour Code has been adopted without major changes to the mentioned provisions approving unfair conditions of maternity leave.</p>
3. Maternity leave	<p><b>Labour Code of Georgia</b></p> <p>Maternity leaves:</p> <ol style="list-style-type: none"> <li>1. Maternity leave for 70 calendar days before childbirth and 56 calendar days after childbirth;</li> <li>2. leave for women who adopt newborn children;</li> <li>3. infant-feeding breaks;</li> <li>4. additional leave without pay for mothers with children up to the age of three. This leave counts as part of the employee's total uninterrupted length of service, as well as training in her specialty (art. 161);</li> </ol>	
4. Childcare	The reassignment of pregnant women and women with children up to the age of 18 months to lighter work should be provided(art. 158);	

## **1.2 State bodies established for gender equality and equality policy**

Georgian gradually society and government recognize significance of gender equality, as a necessary condition for sustainable development and overall realization of human potential.

In this respect, special attention should be paid to status of women, particularly in those spheres, where there still persist implicit barriers and problems, are these legislative intentions or women's equal participation in social, economic and political life of the country.

It is significant that in Georgia, currently there are two parallel structures, operating in this sphere and their well-coordinated operation would significantly contribute to achievement of gender equality.

National institutional mechanisms have their own history in Georgia.

In 1999, by the Decree of the President of Georgia, there was established the State Commission for Elaboration of the State Program for Women Development

2004 – Governmental Ad Hoc Working Group for establishment of the State Commission on Gender Equality;

2004 – Advisory Council for Gender Equality under Chairman of the Parliament;

2005 – Resolution of Georgian Government (Resolution No 109, of 28<sup>th</sup> June 2005, Tbilisi) on establishment of State Commission for Gender Equality Issues;

2005 – On the basis of the Charter of State Commission for Gender Equality Issues (Article 3, Section 2), there was established State Advisory Board for Gender Equality;

Partnership of the government with the civil society is a significant condition for development of the stable and legitimate national institutional mechanisms. Activities of the NGOs, NGO coalitions and networks in Georgia serve to revealing of gender problems and seeking ways for their elimination.

On the basis of the partnership between two institutional mechanisms National Conception on Gender Equality has been drafted and submitted to the Parliament for consideration. Parliament adopted conception on Gender Equality. It was decided that National Action Plan will be elaborated and adopted in pursuance of the National Conception. Working group consisting of the representatives of the CSOs and institutional machinery drafted Action Plan consisting of 6 priority areas. In the meantime State Commission on Gender Equality which was acting attached to the State Ministry on the Issues of European and Euro-Atlantic Integration has been terminated. All gender issues within executive branch of power have been submitted to the Office of the State Minister on Economic Development of Georgia. No new action has been taken since that moment with regard to the finalization of the National Action Plan and submission it for the Parliamentary consideration.

The main problem appears to be absence of the both implementation mechanisms and budget provided for the fulfillment of the adopted National Conception along with absence of actions of the respected state bodies activity aimed at improvement of the situation and lobbying of the necessary changes.

In year 2007 term of the State Commission on Gender Equality has ended and gender issues have been transferred to the competence of the State Minister on Coordination of Reforms. No institutional structure has been created, just focal point in the Office of the Minister. Several consultations among women's NGOs and Minister took place. However, institutional reform within the government took place and position of the State Minister has been cancelled, thus, gender-related zone of competence within the government disappeared. Only Advisory Council on Gender Equality attached to the Office of Speaker of Parliament is active, however being only advisory body it is deprived of the possibility to take any measures on implementation. Currently issue of institutional arrangements for gender equality is under discussion and consideration

within the Chancellery of President. Women's NGOs applied to the former Minister asking for any kind of information about the destiny of institutional machinery. Currently issue is undecided.

### **1.3 Women in decision making**

#### *Women in decision-making positions*

Women's representation in the 2004 Parliament increased from 7.2% to 9.5%. The speaker of the Georgian Parliament is a woman. The majority faction in the Parliament was chaired by a woman as well, and 2 out of 13 parliamentary committees are chaired by women.

In the 2005 3 out of the 17 cabinet members were women compared with 2 women in the previous government (11%).

During the Presidential Elections-2008 1 female candidate has been registered but did not have any serious support and electoral base.

Women's NGOs advocate for wider participation of women in the elections, both as candidates and voters. Women are traditionally active as voters and grass-root level activists of the political parties however fail to obtain key positions in the lists of the candidates. At the moment in view of the forthcoming Parliamentary Elections which will be held in May 2008, 62 parties and blocks expressed willingness to register for elections' run, among mentioned above parties one is Women's Party created by MP Guguli Magradze. Coalition of Women of Georgia called upon fellow citizens to give their votes to female candidates. Initiative group of women's organizations prepared draft law on quotes and is now undergoing legal procedure for submission of the bill to the Parliament.

Women are less visible in important decision-making positions. According to 2005 data, local government bodies have only 12.2% of women in local government bodies. There are no female city-mayors and women constitute 7% of heads of local government and self-government bodies. Women make up 55.8% of the government Chancellery staff, 9.5% of the parliamentarians, and 60.8% of parliamentary staff.

Women are very active in CSOs. Prior to the Beijing conference, there were 34 women's NGOs in Georgia; the number now exceeds 180.

At the university level, women represent 45% of the faculty. There are three female and 36 male rectors of higher educational institutions, 14 female and 66 male vice rectors, and 58 female and 218 male deans or deputy deans. Out of 120 scientific research institutes, where women account for 60% of the staff; only two institutes have women directors.

There are 132 female judges, comprising 38.2% of all judges, but no woman has ever chaired the Supreme Court

Although gender equality exists in theory; in practice, the situation is adverse to women who aspire to hold decision-making positions and their careers are hindered. Thanks to civic initiatives put forward by women's NGO's, women's activities have increased over the past five years. However, almost all of these NGO's operate in the capital and their activities do not reach the rural population, which is in a difficult economic situation. Women in rural areas are mainly occupied with domestic activities, which are the only source of survival for them and their families, and lack basic knowledge on their rights. As a result, they cannot do much to protect women's rights and equality.

### **1.4 Social and economic situation of women**

#### *Women and the business sector*

There were no women among owners of large enterprises. In terms of small businesses, women own 57 facilities out of 341 in the agricultural and food processing industry; 1,254 facilities out of 3,897 in trade; 2 out of 164 in the oil industry; 85 facilities out of 396 in the healthcare sector and 41 facilities out of 396 in the social sphere. Thus, measures supporting women's entrepreneurial activities should be implemented.

It is significant that the proportion of women occupying top positions is very small in those agencies dealing with economic policy, thus limiting their opportunities to participate in implementing the policies<sup>iii</sup>. (Source:).

Women are involved in the banking sector, where they make up 48%. The average salary of women in this sector is GEL 80.80, which is 92% of the average indicator. (Source: State Department for Statistics).

Women's representation in small businesses (e.g. shops, cafes, restaurants, and hotels) is similar to men's but they are hardly ever involved in large businesses. Although women may have business projects, they cannot launch large businesses because they lack adequate support. Women employed in officially registered private businesses and state agencies are in the minority, i.e. 30% of employed women. This percentage is similar to that of Soviet times.

According to available information, two thirds of reporters employed in the mass media are women and there has been a sharp increase in the number of women holding leading or administrative positions in this field in recent years. The same holds true in the advertising business, which employs young women as artists, designers, advertising agents, etc.

#### Access to the economic resources and labour market

Female labor-force participation was lower than for males, but unemployment is higher for men (17 percent compared with 13 percent for women in 2002).<sup>iv</sup> Forty percent of rural women work unpaid in family-based enterprises.<sup>v</sup> According to USAID, women earn about 41 percent of men's salary. A reduction in the number of preschool institutions and disintegration of the system of out-of-school institutions for children played a role in reducing women's participation in full-time employment.

**Table 3. Indicators of Access to Economic and Productive Resources: Georgia**

<b>Access to economic and productive resources dimension for Georgia</b>	
Female-to-male labor-force participation ratio (2003)	0.84
Annual growth rate of the female-to-male labor-force participation (1990–2003)	0.47

**Source:** World Bank.

Please also check with Table 2 for more Information.



## Part 2. Gender perspective in EU development aid

### 2.1 Current EU development programs

#### LIST OF EC FINANCED ONGOING PROJECTS WITH GENDER COMPONENT

##### *EIDHR Macro*

NN	Name	Brief Description/Overall Objectives	EU Funding /Duration	Contacts
1	Cross Caucasus Journalism Network	Strengthening democratisation, good governance and the rule of law via strengthening civil society dialogue, democratic discourse and increased freedom of expression to contribute to public and civil engagement in the democratic process, increase trust and conflict reduction and peace and development throughout the Caucasus region. Estimated result: increased representation of minority and isolated groups in media, including sensitivity to gender and conflict issues...	€956 763 (80%) 4/12/06-4/12/09	Contractor: Salla Nazarenko, Institute for War and Peace Reporting ( <a href="mailto:salla.nazarenko@iwpr.ge">salla.nazarenko@iwpr.ge</a> ) ECD: K. Elizbarashvili
2	Fostering Civil Integration Through Education and Freedom of Expression	Strengthening the basis of civil society and democracy by fostering the integration of language and religious minorities and create a culture of tolerance through the encouragement of freedom of expression and mutual understanding. The encouragement of greater participating of women in public life, civic culture and decision making is one of the specific objectives of the project. Among others the main target group and final beneficiaries are women.	€306 356 (80%) 01/01/07-01/01/09	Contractor: Zura Guntsadze, Foundation ALPE  ECD: K. Elizbarashvili
3	Building public confidence and	To help foster access of disadvantaged groups to	€319 930 (80%)	Contractor: Zura

	maximizing participation of disadvantaged groups in democratic processes thought transparent elections in Georgia	active political life in Georgia; to contribute to increased transparency of and confidence in democratic processes in Georgia. Representatives of ethnic minorities (ARM, AZERI in Geo), female politicians and politically active women, also IDP communities (including women) are the main target group of this project	20/12/06-20/08/09	Guntsadze, Foundation ALPE  ECD: K. Elizbarashvili
4	The Programme of Rehabilitation of Torture Victims in Georgia	To create a sound foundation for a non-governmental, nationwide system focusing on the medical and psycho-social rehabilitation of all torture victims in Georgia; to set up the international standards (Istanbul Protocol) for identification, medical and mental/psychological expertise of torture victims in Georgia; to promote the creation of torture preventing national mechanisms, Ratification and implementation of UN Optional Protocol to the UN Convention against Torture,, in Georgia as well.  The project among other sites will cover the Women and Juvenile Colonies, compact living areas of refugees from Chechnya , etc.	€487.500 (75%) 31/12/05-31/12/08	Contractor: Ms Mariam Jishkariani, EMPATHY ECD: K. Elizbarashvili
5	Improvement of Rehabilitation of Services to Torture Survivors in Georgia	To contribute to the successful rehabilitation of torture survivors and prevention of torture in Georgia.  Among others IDP women are one of the main target group of the project	€428 868 (75%) 01/01/07-01/01/10	Contractor: Lela Tsiskarishvili, Georgian Centre for Psychological and Medical Rehabilitation of Torture Victims (GCRT) <a href="mailto:gCRT@gol.ge">gCRT@gol.ge</a> ECD: K. Elizbarashvili
6	NGO and Government Cooperation Across the South Caucasus to Develop a Joint	To combat trafficking in women and children in the South Caucasus. To build regionally coordinated local networks to address trafficking	€480 000 (80%) 24 months (from 2007)	Contractor: Eha Reitelmann, Estonian Women's Studies and

	Response to Trafficking in Women and Children	issues; and to have in place systems to address trafficking issues at the governmental level in each of the targeted countries. To raise the qualification of and establish direct links among law enforcement staff, social service and journalists; to establish a regional referral mechanism; to raise public awareness about trafficking in GE, AR, AZ.		Resource Centre ( <a href="mailto:enut@enut.ee">enut@enut.ee</a> ) ECD: Z. Bandere
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#### ***EIDHR Micro***

NN	Name	Brief Description/Overall Objectives	EU Funding /Duration	Contacts
1	Prevention of trafficking in human beings, monitoring and support to the implementation of the National Action Plan on counter trafficking	Project aims to combat trafficking in Georgia through prevention of trafficking in human beings and development of institutional mechanism for prosecution of trafficking and protection of trafficking victims	€50 000 (80%) August06-january 08	Contractor: Poples harmonious Development Society <a href="mailto:phds@phdsa.ge">phds@phdsa.ge</a>  ECD: K. Elizbarashvili
2	Fostering Civil Integration Through Education and Freedom of Expression	Strengthening the basis of civil society and democracy by fostering the integration of language and religious minorities and create a culture of tolerance through the encouragement of freedom of expression and mutual understanding. The encouragement of greater participation of women in public life, civic culture and decision making is one of the specific objectives of the project. Among others the main target group and final beneficiaries are women.	€306 356 (80%) 01/01/07-01/01/09	Contractor: Zura Guntsadze, Foundation ALPE  ECD: K. Elizbarashvili
3	Community – Full Member of Political Dialogue	Ensuring active involvement of community in budgetary processes through involvement of	€41 068 (80%) 01/01/07-01/01/08	Contractor: Eka Uruzhadze, Centre for

		citizens in political dialogues, to increase the administrative accountability of the municipality and facilitation of realization of citizen's right to participate in decision-making process. Within the project the active involvement of community in decision-making processes and regulation of urgent problems for women and men, also gender related analysis of problems is foreseen.		Strategic Research and Development of Georgia ( <a href="mailto:office@csrdg.ge">office@csrdg.ge</a> ) ECD: K. Elizbarashvili
4	Minority Voices Make Difference	Increasing the awareness of ethnic minority groups living in Georgia about importance of participation in selections and raisin participation level of ethnic minority groups in the elections. Within the project training of 112 people (at least 40% women) and increase of awareness on participation in elections among 800 ethnic minority representatives (at least 40% women) in villages is foreseen.	€30 690.92 (76.74%) 01/12/06-01/01/07	Contractor: Giorgi Meskhidze, Civitas Georgia( <a href="mailto:gmeskhidze@civitas.ge">gmeskhidze@civitas.ge</a> ) ECD: K. Elizbarashvili
5	Support to the Reintegration of Probationer Women into the Society	Support to the reintegration of probationer women into the society, and to their right of education and labour. Within the project the professional re-training, qualification transfer and building competitiveness at the labour market of women conditionally sentenced, early released, or custody sentenced, living in Tbilisi and Kakheti and Imereti Regions of Georgia.	€49 720 (67.24%) 01/12/06-01/04/08	Contractor: Eka Gegeshidze, Women in Business ( <a href="mailto:gege@jag.ge">gege@jag.ge</a> ) ECD: K. Elizbarashvili
6	Enhancing the rights of minority children and marginalized communities of Samtskhe-Javakheti and Shida Kartli regions of Georgia	To enhance the minority children's rights in the respective regions by implementing social justice/anti bias curriculum in the primary classrooms, which is based on anti-bias practices, facilitates respect, and tolerance towards differences and diversity and develops in children ability to realize in the future their skills in participatory democracy, to raise	€40 000 (80%) 1/11/07-1/11/08	Contractor: Ereri Gvineria, Centre for Educational Initiatives ( <a href="mailto:etri@osgf.ge">etri@osgf.ge</a> ) ECD: K. Elizbarashvili

		consciousness of the respect communities in the field of human rights, children's rights, gender equality, etc.		
7	Your future is in your hands – ethnic/religious minorities' rights protection in Kvemo Kartli region, Tsalka and Dmanisi districts through capacity-building of already existing legal Centres and legal Consultations Rooms	Promotion of human rights defence and preservation of originality of ethnic/religious minorities living in the region of Kvemo Kartli, also providing of equal right to them through: legal consultations and advocacy, promotion of their cultural rights and diversity, teaching state language, raising public awareness level in legal, economical and other spheres, prevention of ethnic conflicts, improving relations between majority and minorities. The main target group of project are women and youth representing ethnic/religious minorities residing in Dmanisi and Tsalka districts.	€90 993.90 (980%) 01/12/07-01/06/09	Contractor: Alla Bezentseva, Association Women of Multinational Georgia ( <a href="mailto:awmgeo@yahoo.com">awmgeo@yahoo.com</a> , <a href="mailto:iartbil@yandex.ru">iartbil@yandex.ru</a> ) ECD: K. Elizbarashvili
8	For yours and our rights	To increase the civil conciseness among underrepresented groups of population - IDPs/ meskhetians-repatriants and ethnic minority groups and their inclusion in the process of democratic development of Georgia, participation in decision-making and support of intercultural dialogue from one side, among different communities, and from another side – among communities and authorities at all levels of management. The main target group of the project are IDP women and youth, minorities groups in Kvemo Kartli, Imeteri, Shida Kartli and Samegrelo.	€72 419 (90%) 01/11/07-01/06/09	Contractor: Iulia Kharashvili, IDP Women Association CONSENT ( <a href="mailto:idpwa@gol.ge">idpwa@gol.ge</a> , <a href="mailto:kharashvili@mail.ru">kharashvili@mail.ru</a> ) ECD: K. Elizbarashvili
9	Elections for All	The promotion of democratic processes of elections among the community of Shida Kartli ethnic minorities. The final beneficiaries of the project are men and women from ethnic	€63 576 (90%) 01/11/07-01/05/09	Contractor: Bidzina Samniashvili and Azmat Bejanishvili, Associateon of Intellectual Women

		minorities communities (mainly Ossetians and Azeri)		Karlis Deda ( <a href="mailto:kartlisdeda@hotmail.com">kartlisdeda@hotmail.com</a> , <a href="mailto:ceo_sk2000@yahoo.com">ceo_sk2000@yahoo.com</a> ) ECD: K. Elizbarashvili
10	Prevention of THB, monitoring and support to the implementation of AP on counter trafficking	To combat trafficking in Georgia through prevention and development f institutional mechanisms for prosecution of trafficking and protection of trafficking victims. Activities include monitoring and support to the implementation of the Plan of Action against trafficking, training courses for representatives of law-enforcement bodies, collaboration between specialists from local governmental agencies, law-enforcement bodies and NGOs to develop jointly national Referral mechanism to combat trafficking.	€50 000 (80%) August06-January 09	Contractor: Nana nazarova, Peoples' Harmonious Development Society (PHDS) ( <a href="mailto:tsovinar@phds.ge">tsovinar@phds.ge</a> ) ECD: K. Elizbarashvili, Z. Bandere
11	Protecting Humans Rights of HIV/AIDS Infected and those at Highest Risk of Infection	To ensure recognition and protection of human rights of drug users and people living with HIV/AIDS and support their reintegration into the society. The target group of this project are HIV/AIDS people (among them female), drug users, polices forces, journalists, students of the faculty of law and journalism	€79 453 (88.8%) 01/11/07-01/05/09	Contractor: David Otiashvili, Union Alternative Georgia ( <a href="mailto:dsi@altgeorgia.ge">dsi@altgeorgia.ge</a> , <a href="mailto:dato@altgeorgia.ge">dato@altgeorgia.ge</a> ) ECD: K. Elizbarashvili, N. Kochsihvili
12	Joint Action Against HIV Associated Stigma	To promote the reducing of psychological and social suffering of PLWHA and to change negative attitudes toward double stigmatized social groups disproportionately affected by the HIV epidemic, especially female sex workers, MSM and injecting drug users.	€98 271.40 (89.93%) 01/11/07-01/11/08	Contractor: Tamar Sirbiladze, Union Bemoni ( <a href="mailto:bemoni@caucasus.net">bemoni@caucasus.net</a> ; <a href="mailto:tsirbiladze@bemoni.ge">tsirbiladze@bemoni.ge</a> ) ECD: K. Elizbarashvili, N. Kochsihvili

**TACIS REGIONAL2006**

NN	Name	Brief Description/Overall Objectives	EU Funding /Duration	Contacts
1	Development of a comprehensive anti-trafficking response in Armenia, Azerbaijan and Georgia	To contribute to the progressive reduction of THB in AR, AZ, and GE through capacity building and empowerment of actual and potential victims. It includes NAP revision and support to their implementations, awareness raising, strengthening capacity of national authorities and improvement of identification, protection and reintegration of victims. It also addresses the issue of labour migration and exploitation, and works with Trade Unions and Employers Association.	€1 500 000 (80%) December 06-Decemebr 08	Contractor: Zsolt Dudas, International Labour Organisation (ILO) (dudas@ilo.org)  ECD: Z. Bandere

**SANTE 2005**

NN	Name	Brief Description/Overall Objectives	EU Funding /Duration	Contacts
1	Reproductive Health Initiative for Youth in the South Caucasus (RHIYC)	To improve the S&RH and promote the rights of youth in Armenia, Azerbaijan and Georgia. The project purpose is to empower youth in Armenia, Azerbaijan and Georgia to become aware of and realise their right to quality S&RH and ensure their access to comprehensive youth friendly S&RH services and products in order to reduce unwanted pregnancies, the spread of STIs including HIV/AIDS and gender-based violence	€2 500 000 (80%) 01/04/06-01/04/09	Contractor: T. Khomsuridze, UNFPA (khomasuridze@unfpa.org)  ECD: N. Kochsikhvili

**ONG-PVD (NGO-co-financing) 2006**

NN	Name	Brief Description/Overall Objectives	EU Funding	Contacts
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			/Duration	
1	Improving access to and utilisation of quality primary health care services for Internally Displaced Persons and other vulnerable groups in Samegrelo region of west Georgia	To contribute to the improvement in the health status of IDPs and vulnerable populations in up to 50 communities of Samegrelo region within the framework of government primary health care (PHC) reform. Among others the main target group of this project are women IDPs living in the Samegrelo region.	€749,999€ (75%) 03/07-04/10	Contractor: K. Getiashvili, OXFAM GB (kgetiashvili@oxfam.org.uk)  ECD: N. Kochsihvili



## 2.2 EU member states

### Polish Embassy

Support for Penitentiary System through Training of Dogs to be used in a System of Prison Organization

Organization: Women Club PEONI, Georgia

Goals: kynology in service against drug trade in the penitentiary system and corruption among prison staff (within the framework of the project a group of Polish experts will visit Georgia to purchase 10 dogs to be trained in Poland; necessary workshops will be conducted in Georgia for prison staff).

\*Although this project is implemented by one of the women's NGOs, it does not have direct gender equality component however shows strong commitment of women's NGOs to participate in the variety of the initiatives in the different fields of social life and thus can be considered as positive sign.

### Preparing Refugee Children for Winter

Organization: Norwegian Refugee Council, Office in Georgia

Goals: preparing children from poor families and refugees in the Pankisi Gorge for winter by purchasing winter clothes and boots for them (the clothes will be ordered in small local factories, which will create more job opportunities for local populace; successful implementation of the project will encourage individuals to start their own businesses).

\*This project also does not contain direct gender equality component however involving female refugees in its realization.

### Netherlands Royal Embassy

#### Police and Domestic Violence Project

EUR 14 907

Organization: Centre for Protection of Constitutional Rights

Police and Domestic Violence Project was implemented in partnership with Georgian Young Lawyers Association and Anti-Violence Network of Georgia. Throughout the project throughout Georgia 250 in service patrol and regional police representatives will be trained in execution of law on "Elimination of Domestic Violence, Protection and Assistance of the Victims of Domestic Violence."

### SIDA

#### **Rehabilitation and Economic Development in the Zone of the Georgian-Ossetian Conflict**

Organisation: OSCE mission to Georgia

SEK 9,200,000 (equivalent to MEUR 1)

In the context of finding a solution for the Georgian-Ossetian conflict economic development was identified as a priority by both parties involved. A programme based on a needs assessment conducted by OSCE was presented at a donor conference in June 2006 to raise funds. Swedish support is directed to agricultural projects included in the second of the three components making up the programme: Rehabilitation of basic infrastructure; Economic Development; and Confidence Building. OSCE Mission

was not sure about undertaking gender mainstreaming measure however ensured that necessary arrangements are taken in order to take into account special needs of women.

Among all analyzed projects there was 1 with direct gender or women's rights components, other project of such kind were mainly funded by local or international women's foundations and not by EU member states. Big development initiatives as usual lacked mainstreaming component.

### **2.3. Other sources of development aid**

#### USA Embassy

Cultural-Humanitarian Fund "Sukhumi"  
\$49,849

To promote leadership in politics among women displaced by the war in Abkhazia. The fund will organize trainings for women active in political parties and form "Women Voters" clubs. "Sukhumi" will create a database of women activists and produce television and radio broadcasts and a bulletin examining women's political participation. There will be a "civic forum" to determine policies of greatest interest to women.

#### UNDP

Gender and Politics Program in Southern Caucasus

Budget: USD 900,000

Duration: 3 years

All three countries of South Caucasus show similar societal and institutional characteristics such as high level of poverty, low representation of women in the decision-making process, limited access to information, and limited possibilities for economic opportunities. A traditional gender structure is prevalent in all three countries, even though political and economic transition and post-conflict implications have affected the roles and possibilities for men and women differently. Traditional gender roles are even more evident and entrenched in the rural areas than in the urban areas. UNDP has on a national basis facilitated several gender projects including capacity building, awareness raising and gender mainstreaming in government policies. An outcome of the different project activities is that national action plans have been approved both in Georgia and Armenia. A broad network of contacts has been established between UNDP and different governmental and non-governmental organizations active in the field of gender and women's issues.

Nevertheless according to the estimations of the civil society organizations project did not bring expected results as far as institutional machinery system is rather weak in Georgia, while civil society actors are more active and more in need for support.

### **Part 3. Cooperation with the development bodies**

#### **Cooperation with EC Delegation/Gender Focal Point**

Gender focal point of the Commission was informed about all activities carried out within the framework of the research and training for the grass-root NGOs. EU focal point in Georgia is confined by absence of the certain policies on gender mainstreaming, including mainstreaming in development aid, in the Delegation.

Bellow you can find lists of the general documents and activities on which activities of the focal point are based.

Research team submitted to the focal point results of the last-year research however did not receive significant follow up, nevertheless it was promised by the focal point to use mentioned materials in planning of grantmaking as well as during public and Delegation consultations over the CSP and CSP-related documents. However practice shows, that nit absence of willingness to cooperate or lack of awareness on the issue but rather traditional way of operation in the field of gender mainstreaming which is rooted within European bureaucracy (and other international bureaucracies as World Bank, CoE etc) leads to the “evaporation of mainstreaming” mentioned in the previous “Gender Watch Report.”

Regarding document directly on gender maintaining on which the WB oriented: for the ECD the following policy documents are the main policies on gender: 1) the Communication from the Commission to the Council and the EU parliament on external actions through Thematic programmes under Future Financial Perspective 2007-2013 of 3.8.2005 (where the International institutions and global funds are mentioned as strategic partners); 2) Communication from the Commission to the Council and the EU parliament, EU economic and social committee and the committee of regions - roadmap for equality between women and men of 01.3.2006 and 3) Communication from the Commission to the EU Parliament and the Council on gender equality and women empowerment in Development Cooperation of 8.3.2007.

2) the ECD in Georgia does not have any special /separate programme on gender, but this component as a cross-cut issue is in all guidelines for calls for proposals under the thematic programmes.

#### **Cooperation with other development bodies**

In summer 2007 Women's Information Center under support of the Kvinna till Kvinna Foundation carried out an assessment of needs of the women's NGOs in Georgia, which revealed weaknesses and strengths pf the women's NGOs and their needs first of all with regard to the development aid.

Qualitative research including expert focus-groups, interviews in-depth, field visits and evaluation of the project documentation of the NGOs and policy statements of the developments agencies and grantmaking institutions have been conducted. Research was focused on outline of the needs and restrictions of the women's NGOs in Georgia.

#### **Focus-groups**

1. Grass-root women's movement: perspectives and constraints on 15th of February 2007 (new and regional organizations have been invited)
2. Project cycle, grant administration and interaction with donor on 11th of April 2007
3. Resource base of the organization: approaches to the mobilization of the resources on 12th of April 2007.

4. Interaction with target groups and beneficiaries on 24th of April 2007 (organizations working with specific target groups and beneficiaries have been invited: drug users, prisoners, IDP, youth, ethnic minorities, journalists, trafficking victims, LEA etcetera).
5. Networking on 25th of April 2007 (organizations operating and taking part in the networks and coalitions have been invited)
6. Women's NGOs and state structures: extent of cooperation on 1st of May 2007 (representatives of the state structures and women's organizations working in the field of political participation and women's empowerment).
7. International cooperation and Networking (focus-group with representatives of the development agencies);
8. WNGOs and journalists (ways of approaching media, non-profit PR and ways of creation of social-responsible journalistics have been discussed).

During the focus-groups balance of participants has been ensured, including organizations working in the capital and in the regions, women's organizations of different level of development, women's organizations working on the different aspects of the women's problems, women's organizations and other human rights protection organizations and institutions. Participants for each focus group have been selected with regard to the specific of the topic, e.g. focus group dedicated to the resources of the organization hosted representatives of the organizations possessing offices, training halls, equipment, libraries or successful in the field of resources mobilization.

Evaluation of the project documentation has been conducted with regard top the set of the following indicators:

- Focus of the financed projects;
- Focus of the refused projects;
- Proportion of financed and refused projects;
- Reasons for refusals (whether technical or content related, caused by the gap between project focus and donor's priorities or by low level of project writing skills);
- Scope of financed and refused projects;
- Costs of the financed and refused projects.

Evaluation of the donor's policies included also the following patterns:

- Amount of the funds allocated for the projects related to women's rights and gender equality;
- Proportion of such kind of funding in overall funding;
- Linkage with the women's NGOs, including involvement of the NGOs in the planning and programming;
- Whether adjustment to the local peculiarities is present in programming and planning.

The main trends identified and main conclusions of the carried out focus-groups are as follows:

- The main problem of the women's organizations is methodological, resting with lack of knowledge, skills and capacities, first of all in the field of advocacy, networking, fundraising, management, public relations and public policy;
- There is certain lack of solidarity, coordination and absence of formal channels for the information exchange;
- There is need in development of new techniques and forms of cooperation between women's NGOs and state structures, women's organizations and international organizations, women's organizations and other human rights protection organization (i.e. consultations, information meetings, advisory councils, memorandums on cooperation, joint projects etc);

- There is certain lack of understanding and awareness of nature of women's organizations and their activities by target groups and beneficiaries.

After the assessment has been issued WIC and Kvinna till Kvinna carried out coordination meeting of the development bodies active in the field of gender and women's rights, which has been first coordination meeting on the issue for long time. During the coordination meeting needs of the women's NGOs has been discussed and discussion on the possible strategies of the coordination and enhancement of the gender mainstreaming has been initiated.

## **Conclusions and recommendations**

### ***Policy level, operation, coordination and advocacy partnerships***

Although many Women's NGOs have significant needs and problems, about two-thirds rate themselves as either partially successful (47 percent) or fully successful (16 percent).

However, most feel they are not making a measurable impact on the gender equality, or have yet to measure it. Less than 10 percent of NGOs label themselves as partially unsuccessful (6.6 percent) or unsuccessful (2.1 percent). The exact criteria by which Women's NGOs measure their own success is unknown and the idea of what constitutes success can vary widely among NGOs, making it difficult to understand the level of success with any certainty.

However, certain generalizations can be made: the more successful NGOs typically have larger budgets, more members, and a greater level of cooperation.

The problems mentioned most frequently by Women's NGOs are insufficient funding, limited access to means of communication, an acute lack of volunteers, and the general weakness of the women's movement. Women's NGOs identified the following types of support as most important: first, support for the implementation of a particular women's project; and second, assistance in the building of NGOs capacity. Training, in all areas, is viewed as very useful by many Women's NGOs. In any case, the data suggest that many NGOs have significant needs and problems.

Women's NGOs that cooperate generally do so at the local level, with a declining amount of cooperation present at the regional (within the country), national and international levels.

The reality is, however, that there is little cooperation among NGOs or between NGOs and government. Where cooperation does exist between women's groups and governmental bodies, it is more frequently with local authorities than national ones. Any type of cooperation is much more common within a given country than with international and Western organizations or NGOs from neighboring countries. Many NGOs believe that cooperation is integral to solving women's problems, and most see cooperation with national governments as one of the most important steps to improving conditions of women.

This indicates that the potential for further cooperation among NGOs, and especially between NGOs and national government, is enormous.

Problems cited most often by WOMEN'S NGOs include insufficient funding, general legal problems, limited access to communication devices, lack of volunteers, and a weak women's movement

In general, there is a correlation between an NGOs size (as determined by the budget and number of members) and the major problems it encounters. Weak management is a problem. Limited access to means of communication plagues NGOs with 26 to 100 members, but is significantly less of an issue for NGOs with 0 to 10 members or more than 1000 members. Insufficient funding is more important to NGOs with 26 to 500 members. A lack of volunteers represents a

problem for smaller NGOs. There is also a correlation between the age of an NGO and its judgment of significant problems. The legal status of NGOs also correlates with their most Conflicts with local governments, insufficient training and a dearth of activists are problems mentioned more often by grassroots organizations.

The specific needs and problems of WOMEN'S NGOs correlate with their operational levels. Local organizations identify tension with local governments, insufficient training and lack of volunteers as significant problems. At the regional level, general legislation, limited access to communication, technology and insufficient training were mentioned frequently.

Problems with general legislation, excessive taxation and tensions with national governments are more significant for NGOs operating at the national level.

### ***Material base and human resources***

The bulk of Women's NGOs (approximately 75 percent) consider their financial situation to be unstable, poor or very poor. Roughly half of Women's NGOs in the regions operate on annual budgets of less than USD 1,000, and about two-thirds operate on annual budgets of less than USD 5,000. The majority of this funding comes from external sources. Almost half of all Women's NGOs believe that external support is of critical importance to the very existence of our organization, while an additional 55 percent maintain that external support is somewhat important for some of the organizations activities. The overwhelming majority of Women's NGOs state a need for external financial support, with the REC being one of the main funding sources.

There is also a direct correlation between an NGOs financial status and other organizational characteristics. The profiles of NGOs that designated themselves as poor or very poor most often contain some or all of the following characteristics: unregistered, grassroots NGOs or political clubs with low active memberships (0-10 members) that operate in small towns and on the local level, and that identify ecological protest as their major activity. Poor organizations are also characterized by the absence of working relationships with national governments and by tense relationships with local governments.

Women's NGOs in Georgia have diverse organizational profiles, although most are relatively young. The most common NGO activities are women's education and direct fieldwork, both of which are usually related to nature conservation and biodiversity issues. NGOs also initiate projects involving campaigning and lobbying, but these topics are not nearly as popular as education and fieldwork issues.

Most NGOs believe they are successful, although the justification for such a belief seldom relates to the direct impact they have. Despite their perceived success, most groups also suffer from an acute lack of funding, qualified staff and equipment. The most serious problem is locating consistent funding; in other words, figuring out how to make their groups self-sustainable. In several countries the current governments are perceived as the NGOs largest external problem. Lack of interest in women's issues, combined with negative attitudes toward women's NGOs and unfavorable tax laws, do not make the lives of NGOs any easier.

What funding NGOs do receive comes almost exclusively from external sources. Membership fees provide constant but relatively small incomes, and local and national governments in Georgia sponsor only a small number of the NGOs that were interviewed for this study. Obviously, fund raising is a hot issue for most CEE NGOs. As for cooperation, NGOs often cooperate with local governments and with other women's groups from their own countries, but international cooperation receives little attention.

Cooperation with national governments is considered very difficult and so is all but ignored. The hypothesis that organizational profiles of Georgian women's NGOs can be defined by the four distinct geographical subregions was supported by the information gleaned in the interviews.

### *Recommendations for the international development agencies and grantmaking institutions*

In order of priority, NGOs requested the following types of support:

1. Support for women's projects
2. Capacity building
3. Developing information networks
4. Training programs for staff
5. Training for leaders

More than two-thirds of NGOs (72 percent) believe that courses in fund raising would be very useful, and more than half (52 percent) believe that training courses in project management and proposal writing would be very useful.

More than one-third of the groups that were surveyed (36 percent to 43 percent) listed training courses on media relations, financial management, negotiating, presentation skills, strategic planning, networking and management of volunteers as potentially very useful. One-third (33 percent) chose training courses on team building as very useful.

Most women's NGOs believe that to complete their work more efficiently it is critically important to cooperate with other NGOs (54 percent) and government authorities (51 percent) within their respective countries. About one third of NGOs (31 percent) think it is critically important to cooperate with Western organizations, and one-fourth (25 percent) think it is critically important to cooperate with NGOs from neighboring countries.

### *Recommendations for Donors*

These programs can be listed in the following four main areas:

1. Grants to support the institutional development of NGOs and to build their capacity to increase public participation in environmental issues, as well as grants specifically earmarked for environmental projects that involve region wide cooperation.
2. Information exchange to increase public access to internal information, and to facilitate networking among diverse interest groups.
3. Special projects and initiatives to assess and share regional experiences in addressing crucial issues.
4. Fellowships and internships to provide networking and training opportunities to promising individuals.
5. More emphasis on helping NGOs develop working relationships with government officials at all levels. Donors should also help NGOs to cooperate more closely with each other, regardless of the geographical distance between them.

6. Local offices of the foundations should have the most direct contact and best relationships with the NGO community. Therefore, donors should utilize the concept of local offices more fully.
7. Providing publications and information in the local language will also increase the dissemination of environmental information.
8. Donors should continue to work with a wide range of NGOs, supporting the grant proposals with the best chance of achieving positive gender equality impacts.
9. Donors should continue to provide financial support to NGOs, including grants for implementing gender equality projects, building capacity, hiring staff, purchasing equipment and renting office space.
10. Donors should also teach NGOs fund raising skills so that they can become more self-sustainable in the future.
11. Donors should continue to offer training courses on such topics as fund raising, project management, proposal writing and managing volunteers.
12. Donors might also consider developing specific projects and plans for the two separate NGO communities discovered by this research: city-based NGOs and grass-roots.

## Annex 1

### NGO Development platform

#### Profile of the participants:

- Leaders of the women's organizations and initiatives groups
- Trainers working in the field of gender equality and women's rights;

#### Annex 1 Participants List

#	Name	Organization	contact
1	Mzia Mekhzula	Young Teacher's Union of Ozurgeti	899 75 28 24
2	Khatuna Kikalishvili	“Avangard”	895 26 56 66
3	Megi Bibiluri	<i>Bridge of Friendship "Kartlosi"</i>	899 75 76 74
4	Eva Lomtadze	<i>Anti – Violence Network Kakheti Regional Committee</i>	899 22 07 80
5	Nani Melanashvili	<i>Bridge of Friendship "Kartlosi"</i>	898 54 79 20
6	Marika Mgebrishvili	<i>Association “Biliki”</i>	899 53 40 35
7	Marina Modebadze	<i>Women Democratis</i>	899 54 83 44
8	Ekaterine Bibileishvili	<i>Initiative Group “XXI Century Women”</i>	899 19 77 24
9	Nino Gabunia	<i>„Progress” Devalopment and Cooperation Union</i>	893 25 70 40
10	Ekaterine Skhiladze	Initiative informational Center “borjomi”	898 353 351
11	Tamar Gogoladze	Initiative informational Center “borjomi”	893 23 34 14
12	Kristina Melik - oganian	Women's Information Center	
13	Nana Kharaishvili	<i>Women's Initiative Group “Soplis Kalebi”</i>	855 24 01 16
14	Rusudan Chanturaia	Women Council “Tanadgoma”	899 10 84 17

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1 Assessing the Enabling Governance Environment to Promote and Enforce Women's Rights in the Southern Caucasus (World Bank, Tbilisi, 2006)

2 Kuehnast and Neehemias (2004) cited from Assessing the Enabling Governance Environment to Promote and Enforce Women's Rights in the Southern Caucasus (World Bank, Tbilisi, 2006).

iii Women in Transition (UNICEF, Tbilisi, 2003)

iv Handbook "Women and Men in Georgia" ( State Department for Statistics of Georgia 2003).

v CEDAW Assessment Tool for Georgia" ( American Bar Association/Central European and Eurasian Law Initiative ,Tbilisi, 2003).