

EU-CIS Gender Watch

A Gender Analysis of the European Union Developmental Aid for Georgia



**The Network of East-West Women – Poland
Gdansk, 2008**

**by Alexandra Delemenchuk,
Helen Rusetsky, WIC**



Table of Contents

Introduction	2
Part 1. Political, legal and socio-economical conditions regarding women's policies	3
Women's rights in the legislation	3
State bodies established for gender equality and equality policy	3
Women in decision making	4
Social and economic situation of women	5
Part 2. Gender perspective in EU developmental aid	7
Current EU development programmes	7
EU Member States developmental aid	15
Other sources of developmental aid	16
Part 3. Cooperation with the development bodies	17
Cooperation with EC Delegation/Gender Focal Point	17
Other development programmes	17
Cooperation with National Government	19
NGOs development platform	19
Part 4. Recommendations for EU Commissions, Parliament and EU Member States	20
Policy level, operation, coordination and advocacy partnerships	20
Material base and human resources	21
Recommendations for the international developmental agencies and grantmaking institutions	21
Recommendations for donors	22
Literature	24
About the Author	24
Annex 1: NGO Developmental Platform - Georgia	25

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.

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

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.

Legal environment for women's rights did not change since compilation of the last year report. No new laws and initiatives in this field have been adopted. There is only two legal initiatives which have been promoted by the NGOs, one is related to the introduction of the quotes to the Parliament and second one is related to the amendments of the law on domestic violence (with regard to introduction of the new procedure of issuing of protective orders). Both bills are submitted to the Parliament, however have not been reviewed by the previous Parliament and will be considered by the newly elected.

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 28th 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.

Women in decision making

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 actively 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.

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 policies¹.

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).² Forty percent of rural women work unpaid in family-based enterprises.³ 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.

Social and economic situation of women also did not change significantly. The same set of the problems is actual for them. Problem of poverty has become even more dramatic as far as level

¹ Women in Transition (UNICEF, Tbilisi, 2003)

² Handbook "Women and Men in Georgia" (State Department for Statistics of Georgia 2003).

³ "CEDAW Assessment Tool for Georgia" (American Bar Association/Central European and Eurasian Law Initiative ,Tbilisi, 2003).

of inflation increased drastically and general level of income decreased. Unstable political situation during the second half of the year 2007 and beginning of the year 2008 played negative role in all fields of social life, influencing women's conditions and pushing out gender equality agenda from the attention of the decision-makers.

Part 2. Gender perspective in EU developmental aid

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 (salla.nazarenko@iwpr.ge) 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 maximizing participation of disadvantaged groups in democratic processes through transparent elections in Georgia	To help foster access of disadvantaged groups to active political life in Georgia; to contribute to increased transparency of and confidence in democratic processes in Georgia. Representatives of ethnic minorities (ARM,	€ 319 930 (80%) 20/12/06-20/08/09	Contractor: Zura Guntsadze, Foundation ALPE ECD: K. Elizbarashvili

		AZERI in Geo), female politicians and politically active women, also IDP communities (including women) are the main target group of this project		
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 refuges 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) gcr@gol.ge ECD: K. Elizbarashvili
6	NGO and Government Cooperation Across the South Caucasus to Develop a Joint Response to Trafficking in Women and Children	To combat trafficking in women and children in the South Caucasus. To built regionally coordinated local networks to address trafficking 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	€ 480 000 (80%) 24 months (from 2007)	Contractor: Eha Reitelmann, Estonian Women's Studies and Resource Centre enut@enut.ee ECD: Z. Bandere

		of law enforcement staff, social service and journalists; to establish a regional referral mechanism; to raise public awareness about trafficking in GE, AR, AZ.		
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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 pretension 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 phds@phdsa.ge 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	Community – Full Member of Political Dialogue	Ensuing active involvement of community in budgetary processes through involvement of 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	€ 41 068 (80%) 01/01/07-01/01/08	Contractor: Eka Uruzhadze, Centre for Strategic Research and Development of Georgia (office@csrdg.ge) ECD: K. Elizbarashvili

		urgent problems for women and men, also gender related analysis of problems is foreseen.		
4	Minority Voices Make Difference	Increasing the awareness of ethnic minority groups living in Georgia about importance of participation in elections and raise 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(gmeskhidze@civitas.ge) 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 (gege@jag.ge) 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 consciousness of the respect communities in the field of human rights, children's rights, gender equality, etc.	€ 40 000 (80%) 1/11/07-1/11/08	Contractor: Eteri Gvineria, Centre for Educational Initiatives (etri@osgf.ge) ECD: K. Elizbarashvili
7	Your future is in your hands – ethnic/religious minorities' rights protection in Kvemo Kartli	Promotion of human rights defence and preservation of originality of ethnic/religious minorities living in the region of Kvemo Kartli,	€90 993.90 (980%) 01/12/07-01/06/09	Contractor: Alla Bezentseva, Association Women of Multinational

	region, Tsalka and Dmanisi districts through capacity-building of already existing legal Centres and legal Consultations Rooms	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.		Georgia (awmgeo@yahoo.com , iartbil@yandex.ru) 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 (idpwa@gol.ge , kharashvili@mail.ru) 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 minorities communities (mainly Ossetians and Azeri)	€ 63 576 (90%) 01/11/07-01/05/09	Contractor: Bidzina Samniashvili and Azmat Bejanishvili, Associaton of Intellectual Women Karlis Deda (kartlisdeda@hotmail.com , ceo_sk2000@yahoo.com) 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 of 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) (tsovinar@phds.ge) 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, police 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 (dsi@altgeorgia.ge , dato@altgeorgia.ge) ECD: K. Elizbarashvili, N. Kochshvili
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 (bemoni@caucasus.net ; tsirbiladze@bemoni.ge) ECD: K. Elizbarashvili, N. Kochshvili

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 (khomeasuridze@unfpa.org) ECD: N. Kochsivili

ONG-PVD (NGO-co-financing) 2006

NN	Name	Brief Description/Overall Objectives	EU Funding /Duration	Contacts
1	Improving access to and utilisation of quality primary health care services	To contribute to the improvement in the health status	€ 749,999€ (75%)	Contractor: K. Getiashvili,

	for Internally Displaced Persons and other vulnerable groups in Samegrelo region of west Georgia	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.	03/07-04/10	OXFAM GB (kgetiashvili@oxfam.org.uk) ECD: N. Kochsihvili
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All mentioned project has been considered as those baring gender or women's rights component, however the frames for gender mainstreaming and promotion of gender equality and women's rights initiatives stayed in the same general frames and is nor provided by any specific program or component, as well as not underlined or consider in the new financial plans for the years 2007-2013. All development aid provided by the EU and available for development NGOs with the gender and women's rights focus stays in the framework of the EDIHR program (general issues of democracy and human rights support) and Non-state Actors and Local Authorities Program (actor-oriented program). Both programs do not have any specific components on mainstreaming.

EU Member States Developmental Aid

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 and was directed whether to the government or consortiums of big NGOs without any gender profiling.

According to the evaluation study conducted by the CORDAID Foundation, gender issue is often highlighted in the donors regulation but ever followed up by the appropriate monitoring on the side of donor. Majority of the NGOs refer that they can be more persistent in mainstreaming however donors are not asking for this and NGOs themselves remain passive.

Other sources of developmental 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.

Below 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 not 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 mainstreaming 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.

Other development programmes

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 of 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 development 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 journalism 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 to 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.

Cooperation with National Government

The cooperation between non-governmental organizations and governmental administration is in the early beginning phase. The political situation does not allow to put women's questions in the first place. NGOs have already started cooperation in this field in order to create a model of effective collaboration with state institutions.

NGOs development platform

We carried out training for Women's NGOs from 6 regions of Georgia. This kind of meeting was held for the first time. After that we spread the results of it to other local and international organizations. The process of consultation about the possibility of creation of the development platform has been started and it is ongoing. We had also donors' coordination meeting. We presented there the idea of creating the platform and also organized the opportunity for the regions. Due to the fact that the dialog between donors and NGOs is generally undeveloped and that both groups lack experience in this sort of communication, no decision has been taken by the donors so far.

Part 4. Recommendations for EU Commissions, Parliament and EU Member States

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 developmental agencies and grantmaking institutions

As it was underlined in the previous report it is necessary to establish three component system of the gender mainstreaming:

1. policy shaping (joint commitment of the NGOs and main donor organizations is necessary);
2. development of the strong monitoring system acceptable for donors and grantees;

3. system for coordination and informational exchange in the field (e.g. Gender Development Platform)

All mentioned activities should become not informal initiative but part of the policies, including lobbying of necessity of its incorporation in strategic documents and programming of the development 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.

Literature

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

Women and Men in Georgia, Handbook, State Department for Statistics of Georgia 2003.

Women in Transition, UNICEF, Tbilisi 2003.

About the Author

Helen Rusetsky is an expert of women's rights and gender issues. She is a public activist as well. Elene is one of the first founders and members of the modern women's movement in Georgia. She is coordinator of Women's Information Centre in Georgia and Gender Informational Network of South Caucasus. Elene was a co-founder of Women NGOs Coalition of Georgia and a founding member of the regional coalition "Women for Peace". She is a member of the Coordination Committee of the Regional Coalition

She was elected as a member of State Commission on Gender Equality, which is elaborating National Action Plan and Gender Equality Conception and works for empowerment of the institutional mechanisms. She initiated establishing of the Women's Polygraph Service, first non-profit women's publishing facility in Georgia. Elene created first regional internet portal Gender Informational Network South Caucasus (www.ginsc.net)

Elene actively works over promotion of ICT as tool for women empowerment, capacity building for women's NGOs, research on gender issues and women's rights, as well as development and awareness raising projects in the field of gender equality within the framework of NGO she is leading.

Elene participated in the numerous conferences and workshops at the local, regional and international levels. She is a participant of the AWID's 9-th International Forum Women's Rights and Development. (Guadalajara, Mexico. October 3-6,2002); She participated in Winter School on Human Rights in Warsaw organized by Helsinki Foundation for Human Rights (February 19-26,2005); – participation at the Supplementary Human Dimension Meeting organized by OSCE – Human Rights Defenders and National Human Rights Institutions: Legislative, State and Non-State Aspects – (Vienna, Austria March 30-31 2006)

Annex 1: NGO Developmental Platform - Georgia

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 Mekhuzla	Young Teacher's Union of Ozurgeti	899 75 28 24
2	Khatuna Kikalishvili	<i>“Avangard”</i>	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 Kharashvili	<i>Women’s Initiative Group “Soplis Kalebi”</i>	855 24 01 16
14	Rusudan Chanturaia	Women Council “Tanadgoma”	899 10 84 17