Update of the Mission 2010 Gender Assessment

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Background

USAID policy (as stated in the ADS and in the 2012 Gender Equality and Female Empowerment Policy) requires that Missions conduct a gender analysis in the context of country strategic planning, which includes while drafting a CDCS. USAID/Georgia commissioned a Gender Assessment in June 2010 from DevTech Systems Inc. The assessment was written by Elisabeth Duban and provided background information on gender in Georgia, as well as specific discussions of gender gaps and inequalities in the DG, social issues, and EG sectors. Cross-cutting issues such as violence against women and trafficking in persons were discussed as well. In order to ensure that the Mission's CDCS is reflective of the most recent information related to gender, I was asked to provide a brief update of the major trends and patterns that were identified in the Assessment. This Memo describes my findings and focuses on what has changed since the 2010 Assessment was carried out. The major conclusions of that Gender Assessment are still valid today and the trends that were described are quite compatible with what I have observed elsewhere in the E&E region. Nevertheless, there have been some changes since 2010 and these are discussed below. When integrating gender into the CDCS, the Mission should still refer to the 2010 Gender Assessment with the information presented in this Memo used as a supplement.

Methodology

The timeline for the update of the assessment was quite short. The Mission arranged six meetings with key interlocutors who could discuss trends in some of the major sectors that will be covered under the upcoming CDCS. These meetings were with the following persons/organizations: Irene Salukvadze of the Economic Prosperity Initiative Project (to discuss EG issues broadly), Nino Moroshkina of the World Bank (for a general discussion of gender in Georgia), Nino Vardosanidze and colleagues of the National Democratic Institute (to discuss DG issues, especially in relation to elections and the political participation of women), Philippe LeMay and colleagues of John Snow Incorporated (to discuss the SUSTAIN project and health issues in general), Aaron Greenberg of UNICEF (to discuss child welfare and domestic violence), and Tamar Sabedashvili of UN Women (for an overview of recent gender-related developments in Georgia). The Mission's Gender Advisor, David Dzebisashvili, accompanied me to all meetings.

During the course of these meetings, some additional documents were obtained that were published after the 2010 Assessment. I also conducted a computer search for any new documents on gender issues in Georgia that were published in 2010-2012; only a few were found. Those who were interviewed for this assessment agreed that few new documents on gender have been published in the past two years. Due to the short timeline for this re-assessment, the small number of meetings, and the lack of recently published resources, I was not able to garner any new information about gender issues in some sectors (e.g., education, energy, some aspects of DG, the environment) and accordingly, this Memo does not update the information in the original Assessment in all sectors. It is quite likely that the broad trends that were identified in the original Assessment are still accurate today. For all sectors that are addressed in this Memo, the focus is on new information and developments and material from the 2010 Assessment is not reiterated here.

Donor Involvement in Addressing Gender Issues in Georgia

The major players implementers and funders of programming related to gender in Georgia at the moment are UN WOMEN, UNDP, SIDA, the Norwegian government, and to a lesser extent, the EU. The World Bank will shortly be closing its health and education programs. The only activities with a gender angle that will remain after that will come in the form of conditionalities attached to infrastructure projects that require loan recipients to include a project component that addresses HIV/AIDS. (Male workers on infrastructure projects are often away from home for long periods of time and may engage in risky sexual behaviors which also put their partners at risk when they return home.) The Gender Donor Coordination Group that was mentioned in the 2010 Assessment still exists, but this is a high level group that meets only twice per year. The UN Gender Theme Group plans to establish a more working level group for entities that are engaged on gender issues; USAID representatives will be invited. The UN WOMEN representative that we met with was very enthusiastic about the possibility that USAID/Georgia might become a more visible advocate of gender equality. She believes that this might exert some influence on the GoG to also become more engaged. UN WOMEN also worked with the GoG to integrate gender into its IDP Action Plan.

Gender Statistics

The lion's share of the statistics in the 2010 Assessment came from *Men and Women in Georgia: Statistical Booklet,* which was published in 2008. This publication has not yet been updated so many of the statistics in the Assessment are still the most recent ones available. Where new statistics were uncovered from other sources (e.g., numbers of women elected to office, DV prevalence rates), they are presented in this Memo.

Gender Machinery and Legislation

Legislation

Several important new pieces of legislation have been adopted after the completion of the 2010 Assessment.

At the time the 2010 Assessment was written, the Parliament had just passed the *Law on Gender Equality* and was working on an associated National Action Plan. The *2011-2013 Action Plan for Implementation of Gender Equality (APGE)* was adopted in May 2011 and contains a detailed list of activities designed to support the implementation of the *Law on Gender Equality*, along with associated indicators, proposed implementers in the GoG as well as the donor community, timelines, and funding sources. Proposed activities span numerous sectors including general support for implementing the *Law on Gender Equality,* education, raising public awareness of gender equality issues, incorporating gender analysis and gender auditing in government budgeting, economic growth, increasing the quality of the gender statistics collected by the GoG, increasing equal participation of men and women in political processes and decision making at all levels, supporting women's participation in peace-building, health, and including both men and women in decision-making about environmental protection. Although the APGE identified specific ministries and offices in the GoG that are responsible for individual items in the Plan, no funding was attached and there are concerns that this will slow down implementation of the Plan. In May or June 2012, a conference will be held to discuss how well the APGE is being implemented, roughly a year after it was adopted.

The APGE specified that the GoG should elaborate an *Action Plan on Women, Peace and Security* in accordance with UN Security Council Resolutions 1325, 1829, 1888, and 1889 in order to ensure women's broad and active participation in the peace-building process at the local and international levels. This NAP (2012-2015) was drafted and approved by the Parliament in December, 2011, making Georgia one of the few countries in the world to adopt such a plan. The government was assisted by UN WOMEN, with funding from Norway and the EU, but the leadership of the Gender Equality Advisory Council in Parliament was described as being almost single-handedly responsible for the adoption of this Plan. The NAP itself was drafted with the participation of all of the line Ministries, as well as a representative from the NGO community. Discussions about how to implement the NAP will begin in February, 2012. The NAP is currently only available in Georgian but is being translated and should be available in English shortly.

The third major new piece of legislation that was passed since the 2010 Assessment were amendments to the electoral code that provide a financial incentive for political parties that receive government funding to include at least two women out of every ten on candidate lists

by boosting the amount of funding they receive if they do so by ten percent. This issue will be discussed in more detail in the DG section below.

Georgia submitted its last CEDAW report in 2006. The GoG and the NGO community are currently working on the next government and shadow reports, respectively.

Gender Machinery

The Law on Gender Equality significantly amended the mandate of the Gender Equality Advisory Council (GEAC) in the Parliament of Georgia and included responsibilities for monitoring national action plans related to gender, conducting gender analysis of legislation, making recommendations related to gender issues, and issuing annual reports to Parliament. The recently released APGE also includes several items designed to bolster the capacity of the Council, including by increasing the number of staff on the Council, by provision of technical assistance and equipment, increasing coordination between the Council and the Executive Branch of the GoG, and providing technical assistance in conducting gender analysis. Experts that were consulted for this assessment uniformly believed that that the Council has been quite proactive and benefits from strong leadership.

All of the significant gender-related laws and Action Plans in Georgia have been developed by Parliament. Unusually for this region of the world, there is no formal gender machinery in the Executive branch of the GoG. According to the Law on Gender Equality, the GEAC can reach out to the Executive branch and initiative collaboration but there is no formal interlocutor established in the GoG. The GEAC reportedly plans to ask the GoG to assign people to work on the implementation of the Law on Gender Equality but everyone we spoke with during this assessment reported an almost total lack of interest in gender equality issues on the part of the Executive branch and the ruling party. The majority opinion was that gender equality is not among the priorities of the President or the public but that the Parliament, especially the GEAC, is genuinely committed to this issue. NDI plans to support a follow-up conference in May/June 2012 to gauge progress made in the implementation of the Action Plan.

The Law on Gender Equality stipulates that local governments must establish local gender PoCs, but the specific duties and position in the structure of government were left to the discretion of each locality. To date, there does not appear to be any real progress made in establishing these local PoCs and previous attempts to create sustainable local gender resource centers by donors have mostly failed.

Economic Growth

The sex-disaggregated labor market activity, employment, and unemployment rates and the statistics related to entrepreneurship in the 2010 Assessment came from *Women and Men in*

Georgia (published by the GoG), the UN Economic Commission for Europe (UNECE) database of gender statistics, and the World Bank Enterprise Survey data. None of these sources has since released updated statistics. However, the website of the Georgia State Statistical Office does have employment information disaggregated by sex for 2010 (derived from the Integrated Household Survey). In that year, more men (74.5%) than women (55.5%) were economically active. Men also had a higher employment rate (61.2%) than women (47.5%) as well as a higher unemployment rate (17.9% and 14.5% respectively). These numbers reflect a pattern that is very similar to the 2008 data that was presented in the Assessment. However, between 2008 and 2010, unemployment rates for men increased slightly (from 16.8% to 17.9%) whereas for women, the unemployment rate declined during this same period (from 16.1% to 14.5%). Overall, both men and women experienced a jump in unemployment rates between 2007 and 2008, but the rates for women have since recovered more than the rates for men[1]. The USAID implementers of the Economic Prosperity Initiative program mentioned that perhaps it is men who really need the assistance of donors as they have suffered greatly in the labor market since the beginning of the transition.

The 2010 Assessment mentioned that more women have become breadwinners in Georgia, but did not provide statistics in support of this statement. A recent survey conducted by the Caucuses Research Resource Centers in 2011 revealed that although 83% of Georgians said that ideally, the man should be the breadwinner of the family, more Georgians report that the main breadwinner in their family is a woman (39%) than a man (36%). This may explain why in this survey Georgians were less likely than Armenians and Azeris to say that when jobs are scarce, men have a greater right to a job (only 31% of Georgians agreed with this statement). However, although there has been some movement of women into predominantly male occupations and women overall are more likely to be breadwinners than they were at earlier points in time, those who were interviewed for this assessment concurred that this did not mean that that men are picking up responsibility for any domestic work, even if they are unemployed (see also *Gender Politics in Georgia*, 2010).

The Assessment mentions that the labor market in Georgia reflects both vertical and horizontal segregation, with one of the most striking patterns being the lack of women in upper management or decision-making positions. This was also a major theme of our meeting on EG issues. Barriers to women moving up the ladder to management positions that were mentioned included time conflicts because of family responsibilities (see also ILO, 2009), lack of access to

[1] For a detailed discussion of the impact of unemployment on men in the E&E region, see *The Other Side of the Gender Equation: Gender Issues for Men in the Europe and Eurasia Region*, produced for the Social Transition Team, EE/DGST, by the Aguirre Division of JBS International Inc. under the GEM II Task 31 Contract EDH-I-00-05-00004. The document was written by Susan Somach.

child care[2], and very importantly, a lack of role models and mentors for women in senior positions. Both women and men were said to need additional training in skills that are sought by employers. Leadership training was seen as especially crucial for women. Reasons why women are less likely than men to head SMEs or large enterprises were said to include the same time constraints due to family responsibilities, women's higher levels of aversion to taking risks, and collateral and financing problems, especially in the regions (although the latter issues were also said to impact men). Interviewees did not see cultural stereotypes regarding the proper roles for men and women as a big issue, except perhaps in a nuanced fashion and more so in the regions than in Tbilisi. They also held the opinion that in terms of access to loans and micro-credits, that both women and men have equal access; however, some banks prefer to lend to women or women's groups since they consider them more prudent and risk-averse.

Georgia adopted a series of family-friendly amendments to its labor laws in 2005 which stipulated that health benefits and maternity leave costs will be picked up by the State rather than individual employers. The legislation also included a host of additional provisions to remove barriers for workers with children, especially in relation to pregnancy, giving birth, breast feeding, adoption, and childcare. However, as the ILO (2009) notes, a large percentage of women are not covered by these provisions because they are self-employed.

In the context of the large, USAID-funded Economic Prosperity Initiative (EPI), several gender analyses were recently carried out by Deloitte Consulting LLP[3]. Among other things, these Reports revealed that there are a significant number of women's NGOs that deal with EG issues that could be consolidated into a network to support the engendering of EPI activities and that can be relied upon to implement various components of the EPI program. They also identified windows of opportunity to explore the potential to engage female mentors from women's business associations and among women business owners, and described efforts to engender business skills training curricula and delivery. A gender analysis of the value chain in the fresh vegetable sector revealed many gender inequalities and gaps as barriers to women's equal participation in and benefit from economic activities and decision-making. Additional analyses

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[2] In *Reconciling Work and Family in Georgia (2009),* the ILO mentions that to come extent the lack of access to child care may be mitigated in Georgia by the fact that 50% of Georgian families are classified as "complex", and in particular as extended, with grandparents or other relatives who may be able to provide child care living in the home.

[3] *Engendering Value Chains within the Framework of the EPI Program*, Final Report (Dec., 2011. Produced for review by USAID by Deloitte Consulting LLP. Under contract number AID-114-C-10-00004); *NGO Strengthening for Women Inclusion Report* (January, 2012. Produced for review by USAID by Deloitte Consulting LLP. Under contract number AID-114-C-10-00004); and *Gender and Youth Inclusion in EPI Value Chains*, draft document (February 1, 2012. Produced for review by USAID by Making Cents International under contract to Deloitte Consulting LLP, contract number AID-114-C-10-00004).

of this type in other sectors could greatly enhance understanding of the influence of gender roles on the responsibilities and time use patterns of men and women in a broad array of key economic sectors.

Democracy

A major concern that was articulated in the 2010 Assessment was the lack of female representation in government at all levels. This concern was echoed very strongly across meetings I had on this TDY and discussions of the democracy sector centered on issues related to elections and political participation. Overall, the numbers of women holding elected office have changed slightly since 2010 but they remain quite low. At this point, there are nine female MPs (8 of these are from the ruling party), two female Ministers, approximately 10% of the members of local Councils are female, and there are few or no female mayors. The next Parliamentary elections will be held in October, 2012; the next Presidential elections in 2013; and the next municipal elections in 2014.

As was noted above, new provisions in the electoral code (*Amendments to the Election Code of Georgia and the Organic Law of Georgia on Political Union of Citizens*) provide incentives for parties to include greater numbers of females on their party lists. Whether this incentive serves to increase the numbers of women on party lists for national and local elections in 2012-2014 remains to be seen. The incentive should be greatest for the larger parties as a 10% increase in their funding would translate into larger sums of money than it would for smaller parties. Some parties may also be more motivated to add women to the candidate lists because they are seeking a more targeted constituency or, as in the case for the ruling party, because it seeks to capture as much of the electorate as possible and fracture the opposition. However, experts believed that the push for increased numbers of female candidates was coming from donors, and at this point, is not heavily supported by advocacy efforts from civil society or from an organic, popular movement among the citizens of Georgia. An NDI survey revealed that the majority of Georgian citizens said that they would vote for female candidates if presented with them (especially because they are seen as less corrupt and more interested in social issues) but that at the same time, this interest is seen as passive and citizens are not pressing the political parties to include a greater number of female candidates.

The 2010 Assessment mentioned that an attempt to include a mandatory quota for female candidates on political parties' lists in the Law on Gender Equality was dropped because of resistance. Experts that were consulted on this TDY said that the opposition came mainly from political elites and in particular, members of the ruling party, including females (see the 2010 paper by the International Gender Policy Network listed in the references section for some interesting quotes on this issue). NGOs subsequently collected over 34,000 signatures to appeal this removal, but no further progress has been made. Some experts were pessimistic that there

will be any chance in the near future to revive discussion of a mandatory quota, especially because younger politicians are seen as more anti-quota than older politicians. Other experts were more optimistic that lack of political will in Georgia has been overcome before and that getting a quota adopted is so important that eventually the issue will have to be brought up again.

Although research shows that quotas are the most effective way of increasing female representation in political office, other measures can also be effective at increasing the extent to which political discussions include issues of interest to women, such as the development of party platforms that include these issues, establishing women's wings in political parties, and crafting strategies to appeal to female voters. At this point in Georgia, few political parties have developed strong platforms and the majority have not considered whether different issues may appeal to male and female voters. Even the Women's Party was described as not having a strong agenda. A few political parties have established women's wings but most have not.

Discussions of the barriers preventing more women from entering politics were quite consistent with the analysis that was presented in the 2010 Assessment. Among the barriers that were mentioned during our meetings were: low levels of interest among women in running for office; conflicts between the amount of time that would be required of a female politician and her responsibilities to her family; the perception that politics is a man's game and that women would need to behave in a "mannish" manner to be taken seriously; lack of mentors and role models; and disinterest from the government and political parties in promoting females. A recent (2010) paper published by the International Gender Policy Network on female representation in Georgia, Ukraine and Kazakhstan also argued that it isn't the voters that are leading to the drop in the number of female candidates for office but rather the attitudes and behaviors of political parties and the structure of political systems and election laws. The authors of this paper interviewed top officials in seven political parties in Georgia (United National Movement, The Georgian Labor Party, Christian Democratic Movement, Georgia's Way, The Republican Party, The Women's Party, and the New Right).Their main conclusions are that by and large, the political parties in Georgia (with rare exceptions) are gender blind and oblivious to their own role in limiting women's political representation, that they do not see low levels of women's political representation as a problem that merits significant attention, and that they place the blame for women's status on external factors like the "Georgian mentality" or lack of women who fit the preferred candidate profile (high economic standing, prominent in society, and backed by powerful interest groups).

Health

The meeting we held with John Snow to discuss health issues focused almost exclusively on family planning (FP) and reproductive health since this is the focus of the USAID program. Our

interlocutors described the many successes of the USAID program, most notably in increasing the use of FP, modernizing many of the medical practices and procedures surrounding childbirth, involving male partners in the childbirth process, and expanding the right to dispense birth control to general practitioners.

We also discussed the abortion rate in Georgia, which has been among the highest in the world but which decreased from 3.1% to 1.6% in the last DHS Survey. It is logical to assume that increasing the use of contraception leads to a decrease in the abortion rate and a recent, methodologically rigorous study by the Guttmacher Institute (2010) confirmed that the increase in use of modern forms of contraception was a significant contributor to the drop in the abortion rate between 1999 and 2005. This study concluded that continued efforts to increase the availability and use of modern contraceptive methods should lead directly to a continued measureable decline in the abortion rate. Another aspect of abortion that was discussed in two recent articles (Institute for War and Peace Reporting, 2011; Women News Network, 2012) focused on families' preference for boys over girls. In 2009 in Georgia, 111 boys were born for every 100 girls (Country Profiles for Population and Reproductive Health: Policy Developments and Indicators, 2009/2010). A Report presented to the Parliamentary Assembly of the Council of Europe in 2011 argued that there is strong evidence of pre-natal sex selection underlying this trend, with parents who desire a son deliberately aborting a female fetus. The tendency to prefer a son is especially visible with respect to third born children; in Georgia, 150 third born children are male for each 100 females. In response, the European Council asked Georgia (and Albania, Azerbaijan and Armenia) to investigate the causes of this trend, support awareness raising campaigns to counter it, and educate health professionals. Although some of those who have written about this topic support legislation that would ban sex selective abortion, others fear that this would not stop the practice but would instead drive it underground with resulting serious threats to women's health. All agree that sex selective abortion is reflective of underlying gender inequality and discrimination against females, with serious implications for social stability if the trend continues.

The 2010 Assessment mentioned that the ongoing privatization of health care might create some gender inequalities, especially because women are more likely to seek medical services and may be saddled with an increased burden of providing unpaid care if family members cannot afford medical fees. At this point, hospitals and polyclinics are almost fully privatized and about one third of Georgians are currently covered by health insurance. The State covers maternity care and child immunizations for all citizens. When asked if the new system was disadvantaging women, our interlocutors at John Snow did not think so. They mentioned that inability to pay out of pocket costs impacts men and women equally and that hospitals provide care even to people who cannot pay. If anything, they felt that certainly children and perhaps

women as well would be privileged over men in terms of receiving care from the health services system.

A few other pressing health issues with a gender angle were mentioned during this TDY: (1) a continued over-reliance on C-sections among providers and pregnant women (the national C-section rate is 33%, which is very high, with the district of Abasha having the highest rate of around 70 percent), (2) a high incidence of cancer of the reproductive organs among females, and (3) neglect of male health issues and the risky behaviors (e.g., smoking, drinking, dangerous driving) that underlie many of them.

Child Welfare

The 2010 Assessment did not address gender issues in the child welfare sector or as related to the deinstitutionalization of Georgian children in favor of alternative forms of care, a major emphasis of the Mission's *Strengthening Child Care and Systems and Services Project* (SCCSS), implemented by UNICEF. A gender assessment conducted as part of the annual evaluation of the SCCSS project in 2011 revealed gender patterns in this sector that are quite similar to the typical patterns that are found across the region.[4] Specifically, the assessment found that although there are similar numbers of male and female infants in baby homes, boys outnumber girls in residential institutions for children without disabilities as well as institutions for those with disabilities (in both cases, boys comprise about 60% of institutionalized children). It was also determined that placing boys over the age of ten in foster care is a big challenge for the social protection system, especially if the child has behavior problems: parents are reluctant to foster such children (even though the government pays up to GEL 650 per month per child to the foster parents) and boys are less likely than girls to agree to remain in care. Single mothers are also reluctant to take their male child back if he has been living on the street, for fear that they would not be able to control his behavior[5]. Other findings include that fathers have a more difficult time coping with children with disabilities and sometimes respond by becoming estranged from the family. Finally, as is the case across the region, the child care sector is dominated by women, who comprise the vast majority of staff in institutions as well as social workers. Barriers to men entering the field of social work include lack of information, stereotypes that "helping professions" are more suited to women, and perceived low wages.

Domestic Violence

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[4] For more information on gender issues in many of the major sectors in which E&E Missions fund programs, see *Toward Gender Equality in Europe and Eurasia: A Toolkit for Analysis* (2012), produced for the Social Transition Team, EE/DGST, by the Aguirre Division of JBS International Inc. under the GEM II Task 31 Contract EDH-I-00-05-00004. The document was written by Elisabeth Duban and will shortly be available at www.socialtransitions.org

[5] Despite these imbalances, the SCCSS project has actively sought to provide equal opportunities for boys and girls to leave institutions; between September 2010 and August 2011, more boys than girls were reintegrated with their families or placed in foster care, although slightly more females were adopted.

Domestic violence (DV) continues to be seen as a very pressing issue by those who work on gender issues in Georgia. Although the basic findings of the 2010 Assessment concerning DV are still valid, some new information on this topic is available.

New surveys of DV have been published since the 2010 Assessment was finalized. Most notable is a nationwide survey on DV that was carried out in the context of the "Combatting Gender Based Violence in South Caucuses" project (2010), funded by the Government of Norway. The purpose of this survey was to update data collected in earlier national reproductive health surveys (1999 and 2005) and to generate methodologically sound information about the prevalence of DV in Georgia, the forms it takes, attitudes toward violence in the population and to use this information to craft a strategy designed to combat violence in the future. The survey methodology utilized a weighted, stratified, multi-stage cluster sample approach. Overall, 2391 women between the ages of 15 and 49 were interviewed. Focus groups of men and women were subsequently held in order to further explore their experiences of and responses to DV. In this study, 6.9% of women reported experiencing physical violence, 4.3% reported severe physical violence and 3.9% of the sample reported having experienced sexual violence. Reports of emotional violence were higher: fourteen percent of women reported having experienced this form of violence, with 35% reported controlling behaviors, 29% saying that they were not allowed to have relations with their families, 11.6% needing their husband's permission to use medical services and 11.1% reporting that their husband got angry if she talked with another man. Seventy-eight percent of women say that the family is a private place and that what happens within it should never be discussed outside, a belief which no doubt contributes to the continuation of the cycle of violence. A comparison of these numbers with those reported in the 2010 Assessment reveal that the newer figures suggest lower prevalence estimates. The study reported in the Assessment was carried out by an NGO and it is a common pattern to find higher prevalence estimates in NGO studies for various reasons, including that they are more likely to be sampling a population that has come in for services, that their surveys are often not national surveys, and in some cases, that the research methodologies are not as sophisticated. Regardless of what the exact prevalence numbers are, it is clear that large numbers of Georgian women are experiencing DV and it is likely that many of their children are as well.

As in most countries in the region, there continues to be a dearth of services for perpetrators. The *Law of Georgia on Prevention of Domestic Violence, Protection and Assistance of Victims of Domestic Violence* (2006; amended 2009) envisioned the creation of a Rehabilitation Center for perpetrators and the government has developed a concept for such a facility but there doesn't appear to be the will to bring it to fruition. Some members of the donor community don't appear to be overly invested in this issue either as demonstrating that services for perpetrators are effective is difficult and some do not view funding them as a wise investment of scarce funds. There were reports of one-off services provided for perpetrators by a small number of

NGOs but we were not able to learn about these in detail. Under the DV component of the USAID-funded *SCCSS* project, UNICEF is exploring a partnership with the GoG and the Anti-Violence Network to draft a package of legislative changes which among other things would require compulsory rehabilitation programs for perpetrators who engage in DV and psychological rehabilitation services for probationers whose sentence is related to DV.

As was stated in the 2010 Assessment, the legal framework and structures necessary to combat DV in Georgia are well-established. There is a DV Law in place, The State Inter-Agency Council on Domestic Violence was established in 2008 to support and strengthen implementation of the new law, a *National Referral Mechanism for Victims of DV* was created, victims of DV can now receive some services from the State and the DV Law allows for the possibility of protective and restrictive orders against perpetrators. Some experts feel that it is still necessary to explicitly criminalize physical and sexual violence against intimates, rather than relying on more generalized Codes that do not acknowledge the unique relationship between the victim and the perpetrator in cases of DV. On the other hand, some fear that doing so might have the unintended consequence of making it less likely that women will report violence if they believe their husband would be charged with a crime. UN WOMEN will be putting together a working group to examine this contentious issue. UN WOMEN also plans to carry out a study of how often protective and restrictive orders are in fact used, to assess whether they are effective in practice, and to examine what is happening in regions where no such orders have yet been filed. The police sometimes treat DV cases as “family conflicts” and refrains from getting involved. Finally, the Law on DV mandates that social workers should work hand in hand with the police on DV cases; however, to date the social work workforce in Georgia has been trained primarily to work on child welfare issues.

The main donor that is currently working to address DV in Georgia is UN WOMEN, with funding from SIDA. The EU is involved but has taken a more passive role. The UN WOMEN program has focused on supporting services to victims that are provided by the GoG as well as those provided by NGOs, training people on the proper use of the referral mechanism for cases of violence, informing the public about the available services, and conducting broad awareness raising with campaigns that feature high profile athletes, including members of the Georgian rugby team. As mentioned above, USAID is also funding a small family violence activity through UNICEF. The overall focus of this activity is to work with and strengthen existing mother-baby shelters, including by making them more child friendly; to increase public awareness of family violence; to conduct an in-depth study of the experiences of victims of violence and their families (focusing mainly on attitudes and behaviors); to strengthen the capacity of service providers in the SSA and the NGO sector. The legislative framework for addressing family violence will also be examined as will the handling of select cases via the referral mechanism in order to uncover any remaining gaps.

Recommendations

The 2010 Gender Assessment included a series of recommendations that described gender gaps or inequalities that could be addressed by USAID/Georgia. These recommendations are still valid. Prioritization of the recommendations would depend on the specifics of the programming that is envisioned under the CDCS. The Mission should address those gender gaps that relate to the sectors identified in the RF and accompanying narrative.

The recommendations from the 2010 Assessment will not be repeated here, but below are a few additional recommendations based on the findings of this brief re-assessment.

- The 2010 Assessment recommended that USAID could work with the GoG to encourage full implementation of gender equality mechanisms. In addition, USAID should consider partnering with the GoG to implement aspects of the *Gender Equality Action Plan* in sectors that complement USAID's planned programming. Opportunities for such collaboration exist in relation to empowering women entrepreneurs, enhancing women's role as peacemakers, and increasing the political participation of women, among others. Other donors would welcome USAID's active involvement.
- Similarly, USAID could partner with the GoG in implementing the *Action Plan on Women, Peace and Security* that was adopted late last year. The USG has also just adopted a *National Action Plan on Women, Peace and Security* which outlines a major role for USAID. This provides a unique window of opportunity for the Mission to partner with a proactive government in promoting women's participation in this sector and to support a major USG initiative at the same time. Work of this type could be carried out under DO3, IR 3.1 in the CDCS, for example.
- Pinpoint the most effective entry points for increasing women's participation in political processes.
    - Consider identifying female leaders or key decision-makers who are willing to mentor and support emerging female leaders as there is a strong unmet need for role models. The mentors themselves may need some training in ways to be an effective mentor as this does not come naturally for everyone.
    - Consider identifying and working with male champions of gender equality.
    - Consider focusing on developing female leaders at the local level so that prior to the 2016 Parliamentary election, there is a new cadre of women who could be placed on candidate lists.
    - In their Future Women Leaders Program, NDI is currently training female Parliamentary staff only (although they seem interested in expanding this mandate). There is room for USAID to broaden this scope under the new proposed Female Leadership activity, or by revising the agreement with NDI.

    - Working with political parties to recognize the need for gender equality in party structures and activities is essential to success at the national level.
- The gender analyses that were carried out under the EPI program contain a wealth of useful information about gender gaps and inequalities in value chains and numerous recommendations as to how the EPI program could address these gaps. The Mission should support the integration of this information and these suggestions into the workplans for EPI so that gender is mainstreamed throughout the project.
    - However, because EPI is such a large program ($40M), the Mission and Deloitte Consulting should also consider designing some stand-alone program components that specifically target the identified gender gaps, so as to make the gender component of this program more visible. The gender assessments revealed that there are numerous women's NGOs that could serve as partners in this effort.
    - The GoG's *APGE* includes as a target supporting the education and training of women in agribusiness, the small tourism business, and folk industries. This fits well with the thrust of some components of the EPI program. Therefore, some aspects of the EPI program could be designed in a way that directly supports the GoG's efforts to reduce gender inequality and empower women.
    - Currently, the EG DO in USAID/Georgia's RF narrative includes less gender-relevant information than other sections of the narrative. The three gender assessment documents produced for EPI could be used to significantly increase the amount of gender-sensitive information included under this DO as well as providing the Mission with concrete ideas for gender gaps that can be closed under this DO/IRs.
- Engage in public awareness campaigns designed to raise awareness of the negative effects of sex selective abortion in an effort to help reduce this trend and spur public discussion of this issue in the context of USAID programming on FP. This is an important social issue that is still under the radar for most people in the country.
- Address the overreliance on C-sections in a public awareness campaign that targets both citizens and the medical profession in the context of FP/MH programming. To be effective, analyses should be conducted to clearly articulate the main drivers of this phenomenon so that messages can be specifically tailored to the identified causes.
- Consider expanding work on DV if the small activity implemented by UNICEF has an impact.
- Continue to address gender imbalances in family preferences to foster or adopt girls over boys under the SCCSS project. Conduct outreach and information campaigns to try and bring more men into the social work profession.

Additional Resources Consulted

2011-2013 Action Plan for the Implementation of Gender Equality (Resolution of the Parliament of Georgia, May 5, 2011).

Combating Gender-based Violence in the South Caucasus: Georgia (UNFPA/ Norwegian Ministry of Foreign Affairs, 2011) http://www.calameo.com/books/000713529dcf066246a94

Contraception Matters: Two Approaches to Analyzing Evidence of the Abortion Decline in Georgia (*Perspectives on Sexual and Reproductive Health*, June 2010) http://www.guttmacher.org/pubs/journals/3609910.html

Country Profiles for Population and Reproductive Health - Policy Developments and Indicators 2009/2010 (PRB/UNFPA, 2010) http://www.unfpa.org/webdav/site/global/shared/documents/publications/2010/countryprofiles_2010_en.pdf

The Economic Condition of Households in Georgia (2010) http://crrccenters.org/store/files/February_11_The_Economic_Condition_of_Households_in_Georgia%20(1).pdf

Engendering Value Chains within the Framework of the EPI Program, Final Report (Dec., 2011. Produced for review by USAID by Deloitte Consulting LLP under contract number AID-114-C-10-00004).

Gender and Youth Inclusion in EPI Value Chains, draft document (February 1, 2012. Produced for review by USAID by Making Cents International under contract to Deloitte Consulting LLP, contract number AID-114-C-10-00004).

Gender Politics in the South Caucasus (Resource Security Institute, 2010.) http://www.isn.ethz.ch/isn/Digital-Library/Policy-Briefs/Detail/?lng=en&id=124693 (click on English PDF link)

How Does the South Caucasus Compare? (October 2011 Caucasus Research Resource Centers, 2011) http://www.crrccenters.org/store/files/Reports/How%20Does%20the%20South%20Caucasus%20Compare.pdf

Joint Periodic Report on CEDAW Compliance prepared by a consortium of 22 Women's Rights NGOs in Georgia in the framework of the UN Periodic Review (UPR), July 12, 2010.

Increasing Women's Representation in Decision Making Through Political Parties (Interviews with Political Parties in Georgia, Ukraine, and Kazakhstan (International Gender Policy Network, Czech Republic, September, 2010).

National Research on Domestic Violence against Women in Georgia (UNFPA/Norwegian Ministry of Foreign Affairs, 2010) http://www.genderbasedviolence.ge/conimages/annual-eng.pdf

NGO Strengthening for Women Inclusion Report (January, 2012. Produced for review by USAID by Deloitte Consulting LLP under contract number AID-114-C-10-00004).

Qualitative Assessment of the Status of Women and Men (UNICEF/Georgia, in the context of the USAID-funded "Strengthening Child Care Services and Systems" project, 2011).

Reconciling Work and Family in Georgia (ILO, 2010).

South Caucasus Femicide with Selective Abortions Destroy Health Boy/Girl Ratio (Women's News Network, January 2012). http://womennewsnetwork.net/2012/01/04/south-caucasus-femicide-abortions/

South Caucasus: Selective Abortion Means Fewer Girls Born (UNHCR, 2011) http://www.unhcr.org/refworld/country,,,,ALB,,4e8aba542,0.html

The Other Side of the Gender Equation: Gender Issues for Men in the Europe and Eurasia Region (July 2011. Produced for the Social Transition Team, EE/DGST, by the Aguirre Division of JBS International Inc. under the GEM II Task 31 Contract EDH-I-00-05-00004. The document was written by Susan Somach). http://www.socialtransitions.org/

Women in GEORGIA - Peace, Security and Democracy from a Women's Rights perspective (Ludwig Boltzmann Institute of Human Rights/EU/Care/Austrian Development Agency, 2011) http://bim.lbg.ac.at/files/sites/bim/Women%20in%20Georgia_Peace_Security_Democracy_0.pdf