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GENDER ASSESSMENT USAID/GEORGIA

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GENDER ASSESSMENT

USAID/GEORGIA

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ACRONYMS

ADS	Automated Directives System
AIDS	Acquired immunodeficiency syndrome
AO	Assistance objective
CEDAW	Convention on the Elimination of All Forms of Discrimination Against Women
CEO	Chief Executive Officer
CIS	Commonwealth of Independent States
CSW	Commercial sex worker
E&E	Europe and Eurasia
EBRD	European Bank for Reconstruction and Development
FAO	Food and Agricultural Organization of the United Nations
FY	Fiscal year
GBV	Gender-based violence
GDP	Gross domestic product
GYLA	Georgian Young Lawyers Association
HIV	Human immunodeficiency virus
IDP	Internally displaced person
IDU	Injecting drug user
IOM	International Organization for Migration
IR	Intermediate result
LGBT	Lesbian, gay, bisexual and transgender
MDG	Millennium Development Goals
MP	Member of Parliament
MSM	Men who have sex with men
NGO	Non-governmental organization
ODIHR	Office for Democratic Institutions and Human Rights
OSCE	Organization for Security and Co-operation in Europe
PMP	Performance Management Plan
SIDA	Swedish International Development Cooperation Agency
STI	Sexually transmitted infection
TB	Tuberculosis
UN	United Nations
UNDP	United Nations Development Program
UNFPA	United Nations Population Fund
UNHCR	Office of the United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNIFEM	United Nations Development Fund for Women
USAID	United States Agency for International Development
USG	United States Government
VAW	Violence against women
WHO	World Health Organization

EXECUTIVE SUMMARY

The people of Georgia, with the 2003 Rose Revolution, committed to reform and, subsequently, positive changes have taken place in a number of spheres leading the country toward democracy and a more stable economy. However, in recent years significant events, such as violent conflict within the country, growing opposition to the current government, and the global recession have undoubtedly hampered further development. Many of the most critical issues facing Georgia today, such as economic hardship and a population of internally displaced persons (IDPs), are felt acutely by both men and women. Against this backdrop, however, there is also recognition that women occupy a particularly precarious and disadvantaged position in many spheres.

Early governmental reform efforts, beginning after independence, focused on improving the status of women in Georgia. The policy now has shifted away from solely women's advancement toward instituting gender equality more broadly. While there has been considerable criticism that past efforts to promote gender equality were declarative in nature, rather than affirmative actions to remove barriers to equality, this pattern may be changing. In March 2010, Georgia adopted the *Law on Gender Equality*. The law, in conjunction with next year's National Action Plan on a State Gender Equality Policy, may well create a more comprehensive system of specific initiatives to advance gender equality, revision of discriminatory laws and policies, the creation of obligations to undertake such tasks and a system of monitoring implementation.

Significant differences persist in the roles and status of women and men in Georgia, influenced by a patriarchal culture and traditions. Although women are highly educated, present in the workforce including being well-represented in small business and self-employment, and active in civil society, prevailing norms still dictate that women primarily are responsible for household duties and childcare. In reality, this means that women's roles in the public sphere, especially in formal decision-making, are limited. Importantly, women's share of family obligations presents burdens on their abilities to advance in their careers, participate in community projects and in development work in general. This situation is particularly acute outside of large urban centers where household and unpaid labor is more time-consuming and there are fewer social supports for women.

Women are underrepresented in political office both at the national and regional level. Such a significant imbalance has important repercussions for lobbying issues of women's rights and for the overall responsiveness of the government to half of the population. In politics and employment generally, women are not found in top leadership positions but in supportive and assisting roles. While it is recognized that women have skills and capabilities in running households, this experience has not been valued or transferred to the macro level. Although women outnumber men in civil society organizations, particularly in those that address "gender issues," women's organizations still struggle to form a women's movement, to come together in coalitions and to advance a joint platform of respect for women's rights.

Notions of gender roles also influence the educational and employment opportunities of both women and men. Both academic and labor spheres exhibit gender segregation. Some fields, such as teaching, social services and healthcare, are dominated by women while others, such as energy, information and technology and construction, by men. In the transition period, fields where men predominated proved not to be economically viable and as a result many men became unemployed. Because of widespread norms about what constitutes "men's work" and "women's work," some unemployed men have faced difficulties adapting to new markets and in overcoming perceived stigma over taking low-status jobs. In contrast, women are characterized as more resilient, and it is more socially acceptable for them to undertake menial and unregulated work to support the family. Overall, however, women's economic status is lower than men's. On average, women earn less than men, as a result of both horizontal segregation (women in less

profitable sectors of the economy) and vertical segregation (women occupying lower paying positions within sectors).

In the area of health, attention has been focused on particular reproductive health concerns of women, such as high abortion rates, combined with underuse of contraception, as well as breast and cervical cancers. The introduction of modern methods of family planning, perinatal care, labor and delivery, combined with parenting classes, has made substantial and positive impacts on maternity and childbirth in Georgia. At present the task remains to ensure that a greater number of women, especially those in underserved or minority groups, have equal access to family planning and reproductive health services. Men's unhealthy behaviors, such as tobacco, alcohol and drug use, are important factors in their overall health but have not been well addressed through public health programs. For the most part, HIV/AIDS remains confined to high-risk groups, although there is some evidence that female partners of injecting drug users are facing increasing infection rates. In addition, the taboo nature of homosexuality in Georgian society means that the needs of male risk groups are addressed inadequately. The gendered impact that the transition of the healthcare system from State-based to private insurance-based has had on the ability of both women and men to access primary and specialized medical services remains undetermined.

Violence against women, predominantly domestic violence, is a critical issue for both women's health and legal rights. The Government of Georgia has taken important steps to improve the legal system response to domestic violence, and victims now have a number of options for their protection. However, strong social pressures and shame around the issue of violence prevent the majority of female victims from seeking help. Fostering greater awareness of the problem in society and compassion for victims is still critically needed. While training for police officers has become routine, other legal professionals have not benefited as much from professional training on the issue. Healthcare professionals appear to be aware of the health consequences suffered by victims of domestic violence, but they often lack the knowledge and skills to address the problem and make appropriate referrals. Work is in progress to develop a concept for a program aimed at perpetrators of domestic violence, which will be critical in breaking the cycle of violence in families.

There is a population of men, women and children who have been deeply affected by violent conflict. Over 200,000 people remain displaced in Georgia, a smaller number from the 2008 war and most from previous internal conflict in the 1990's. Internally displaced men and women have distinct roles, status and needs, some reflective of constraints in society as a whole and some made more acute by their vulnerable position. Female IDPs have heavy burdens in caring for children and the household while living in conditions where housing and basic utilities can be substandard. Female IDPs report increasing use of alcohol among men as well as increasing rates of domestic violence, undoubtedly related to stress, trauma and changing gender roles. Men seem to be coping less well with displacement as they have lost employment, their social networks and their role in the community at large, all of which are connected to a sense of status and feelings of self-worth. Employment and occupation schemes are particularly needed for IDP men, but attention could also be given to more equitable distribution of family responsibilities and programs to specifically assist IDP women.

USAID/Georgia strives to promote gender equality in which both men and women have equal opportunity to benefit from and contribute to economic, social, cultural and political development; enjoy socially valued resources and rewards; and realize their human rights. USAID/Georgia addresses gender as an important factor in both strategic planning and project design. The Mission supports programs that are dedicated to improving the lives of women, specifically their health, political participation and economic status, but also considers the gendered impact of development work across its portfolio. In order to facilitate strategic thinking about gender when defining objectives for FY2010-FY2013, USAID/Georgia identified the need for an assessment of the broad institutional structures and socio-

economic and cultural trends in Georgia that determine the gender roles and relationships and gender-based constrains in the country. The resulting gender assessment highlights key findings in the areas that are most closely related to USAID programming and also provides suggestions and points to consider to ensure that future programming responds to the different roles and status of women and men and potential impact of USAID programming on these roles.

With the commitment of USAID/Georgia staff and increased awareness of both the staff and implementing partners, the Mission is well placed to improve the relative status of men and women, a task that is also on the policy agenda for the Government of Georgia. Going forward, fostering gender equality will result in a greater role for women in development processes but also lead to more sustainable results.

A summary of selected recommendations for USAID/Georgia include:

General Considerations:

- Foster women's economic independence in order to improve women's ability to realize other rights and to improve their status.
- Positive measures should be taken to ensure women take part in decision-making processes at the community, in the employment sphere and in politics.
- Planning for and alleviating burdens on women's time, for example in the areas of childcare or family responsibilities, will lead to better access to programs and services, as well as increased participation.
- Identify areas in which greater male participation can be encouraged, as partners in promoting gender equality generally and to enter non-traditional spheres.
- In conducting project-level gender analysis, attention should be given to women and men who belong to minority groups and the impact of their minority status.
- Strive for greater interaction with local civil society organizations, as well as other stakeholders, in setting priorities for women's issues in programming, procurement and evaluation.
- Support the Government of Georgia and other stakeholders in the Implementation of the National Action Plan on Gender Equality for 2011-2013.

Sector-Specific Considerations:

<u>Democracy and Democratic Governance</u>

- Support women's NGOs and networks that work on women's empowerment.
- Foster links between women's NGOs and other civil society organizations, such as human rights advocacy groups, watchdog organizations, think tanks and media outlets.
- Gender equality, human rights and responsibilities, discrimination and tolerance should be included as topics in civic education programs.
- Promote gender sensitivity in the media to reduce stereotyping and improve coverage of issues of importance to women and men.
- Support existing women's information networks and portals, and foster links with mainstream media groups.
- Increase women's political participation through work with political parties to include women in party lists and develop issue-based campaigns that respond to the specific concerns of women.
- Support projects on leadership for girls and young women.
- Support awareness-raising and legal training on the newly adopted *Law on Gender Equality*.

- Consider gender-sensitivity training for a range of justice system and legal professionals that is broader than the topics of domestic violence and human trafficking, for example.
- Support projects that expand legal aid and improve women's access to justice.
- Watchdog organizations should monitor the disposition of legal cases on issues that disproportionately affect women.
- Promote the use of gender-responsive budgeting exercises to address gaps in government policies, plans and budgets, increase accountability for public expenditures and improve women's access to services and resources.

Social Services Delivery (Health and Education)

- Ensure that reproductive health, maternal and child health and family planning services are accessible to greater numbers of women, especially marginalized women.
- Continue to promote men's participation in family planning and maternal and child health.
- Continue programs on maternal health and family planning and consider expansion of such programs to address the interconnected issues of violence against women, vulnerability to HIV/AIDS and reproductive health.
- Social marketing campaigns should address health issues specific to men and women and also be adapted to the needs and concerns of minority groups.
- Support gender-sensitive healthy lifestyle programs aimed at boys and girls, young men and women that address such topics as substance abuse, sexual health, negotiation and dating, gender roles.
- Promote the practice of gender-sensitive auditing of basic service delivery.
- Assess the risks and potential negative consequences of vocational training programs in sectors that are *de facto* segregated by sex. Invest in training and workplace programs that encourage women in non-traditional fields.
- In projects that include professional training for educators or curriculum design, introduce gender sensitivity and gender issues.
- Psychosocial services for IDPs and persons affected by conflict should address the consequences of gender-based violence.

Economic Growth

- Undertake gender analysis of economic restructuring and reform initiatives with recommendations for gender-equitable policies.
- Improve protection of women's rights to own real property and register intellectual property.
- Support gender sensitive solutions among lending institutions, specifically regarding access to credit, lending barriers and business support.
- Assess the risks and potential negative consequences of targeting sectors that present distinct gender imbalances or in which women and men have unequal control over assets and capital, such as in agriculture.
- Examine the role of women in farming and ensure that projects address women equitably. In particular, assess the degree to which women have access to new technologies and their location along value chains in the agriculture sector.
- Include gender analysis of obstacles to business growth, including barriers faced by women-owned businesses and micro and small businesses where women predominate.
- Ensure that women are meaningfully included in community participation processes to develop regional strategies and action plans.
- Analyze the re-training and business support needs of vulnerable men, such as IDPs.

- Analyze how projects to increase women's economic status in the household could impact family dynamics and gender roles negatively or positively. Determine whether extra support could be provided, and ensure that women are able to make decisions about management of household income.

Energy Security

- Consider the different energy needs and consumption patterns of men and women, as well as their ability to pay for utilities, based on household roles and duties.
- Integrate gender considerations in the formulation of energy policy and in project implementation.
- Ensure that women and men have equal representation in decision-making on energy policy, including both energy production and consumption.
- Increase women's participation in the Georgian energy sector which is currently male dominated.
- Conduct gender-impact studies that reveal the consequences to women and men living in areas where energy and construction projects are undertaken.

Environment

- Consider the different natural resource use and consumption patterns of men and women based on household roles and duties.
- Integrate gender considerations in the formulation of environmental policy and in project implementation.
- Ensure that women and men have equal representation in decision-making on resource management and environmental policy.
- Conduct gender-impact studies of environmental policies.
- In civil society programs, engage women's NGOs in Georgia that address environmental issues.
- Develop information campaigns and environmental awareness-raising activities that target women's and men's different priorities and needs.
- Capacity building and training in use of new and environmentally sensitive technologies should include men and women.

Transition Assistance for Internally Displaced Persons

- Use a gender-sensitive lens to determine the needs and status of IDPs and reflect these differences in project descriptions and reporting.
- Ensure women's real participation in community decision-making and in setting the agenda for aid and assistance.
- Enhance support for women who experienced violence during conflict and take measures to address other forms of violence occurring in IDP settlements.
- Address men's specific needs for occupation and employment and consider ways to encourage greater sharing of household work and childcare responsibilities.
- Consider the possibility of supporting women's NGOs, as well as youth and other civil society organizations, in peace building and people to people diplomacy efforts.

Organizational Issues:

- Consider ways to increase the capacity of USAID/Georgia to undertake regular gender analysis. For example, develop expertise in gender integration within each AO team and build capacity to interpret program information through a gender lens.

- Encourage Mission staff to coordinate with other donors running programs that support gender equality.
- Consider ways to develop crosscutting programs, as opposed to stand-alone and sector-specific programs, that will enhance women's opportunities and status in a number of fields.
- Consider periodic trainings or meetings with implementing partners on gender integration to ensure that a common language is being used and common goals shared.

1. INTRODUCTION

1.1. Purpose of the Assessment

In late 2009, USAID/Georgia began a process of developing an overall strategy and defining its objectives for the period of FY2010-FY2013. As a result, the Mission adopted five core programmatic goals, expressed as assistance objectives (AOs). A subsequent framework for accomplishing these goals was articulated in USAID/Georgia's Performance Monitoring Plan (PMP), a document that further defines the proposed sectors where work toward the AOs will be achieved, the results to be achieved, indicators to measure progress and how the Mission will address cross-cutting themes.

USAID/Georgia strives to promote gender equality in which both men and women have equal opportunity to benefit from and contribute to economic, social, cultural and political development; enjoy socially valued resources and rewards; and realize their human rights. Following the requirements of the USAID Automated Directives System (ADS), the Mission defined a task to integrate gender considerations across the assistance objectives and throughout the performance management plan. Because the most recent gender assessment carried out by the Mission was conducted in 2003[1], it was considered vital to analyze any significant changes in the roles and relationships of men and women in Georgia and determine how such changes, either positive or negative, may affect the strategy going forward. The primary purpose of this gender assessment, therefore, is to assist the Mission to integrate gender issues into its strategic thinking, AO results framework and PMP.

At present, many of the projects critical to the Mission's strategy are being designed, others are in the procurement process and several are being implemented now and are scheduled to continue through Fall 2012 or later. For this reason, the present gender analysis does not highlight project descriptions or provide specific project-level commentary. Instead, since USAID/Georgia intends to make use of the PMP as a "living document" to guide design activity and implementation, the gender assessment can serve as an additional tool that can also be referred to and drawn upon in the future.

1.2. Methodology

In order to carry out this gender assessment, two tasks were undertaken. The first was to analyze the broad institutional structures and socio-economic and cultural trends in Georgia that determine the gender roles and relationships and gender-based constrains in the country. The second involved providing suggestions and highlighting key areas in which the Mission AO frameworks and PMP could better respond to the different roles and status of men and women and potential impact of USAID programming on these roles. The Scope of Work is attached as Annex A to this report.

The assessment team consisted of two consultants (Elisabeth Duban and Ketevan Chkheidze) who conducted a desk review of key Mission and other USAID materials, revisions to the ADS on gender integration and a range of reports, briefings and articles from other donor agencies, international organizations, non-governmental organizations (NGOs) and news sources.[2] Over a ten-day period in April 2010, the consultants also met with USAID/Georgia personnel, implementing partners of current

[1] Graham, Ann and Jalbert, Susanne, *USAID/Caucasus Gender Assessment*, DevTech Systems, Inc., (2003).
[2] A bibliography of the primary resources used for this assessment is included as Annex B to this report.

[3] A bibliography of the primary resources used for this assessment is included as Annex B to this report.
[3] A complete list of the individuals interviewed for this assessment is included as Annex C to this report.
[4] USAID/Georgia, Performance Management Plan, February 2010.

and former USAID programs, key international organizations and donors, gender experts and a range of NGOs working on issues connected to the key sectors in which USAID/Georgia has programs as well as others addressing issues of concern for women.[3] Due to time limitations, the majority of meetings were held in Tbilisi, but efforts were made to also obtain information about issues affecting men and women in other regions of the country, particularly in rural areas, settlements for internally displaced persons (IDPs) and buffer zones. This assessment by no means addresses all the gender issues in Georgia but is intended to give key findings in the areas that are most closely related to USAID programming. This assessment should not preclude conducting additional sector-specific gender analysis, which may be necessary to uncover further information.

1.3. Background

1.3.1. USAID Mission Context

As described above, USAID/Georgia has outlined five assistance objectives for the period of FY2010-FY2013. Each AO addresses a specific sector and will be achieved through several measurable intermediate results (IRs). A brief description of the assistance objectives follows:[4]

- **AO-1, Participatory Democracy and Democratic Governance Strengthened**, aims to improve public participation in civic activities, which will be carried out through strengthening the advocacy capabilities of select civil society organizations; improving public access to reliable news and information; improving the competitiveness of political processes; strengthening the judicial system; and improving democratic governance by building stronger linkages between branches of the Georgian government and the citizens they serve.

- **AO-2, Improved Delivery of Social Services**, aims to strengthen the Georgian government's management capacity to provide quality services, in both the educational and health administrative systems. In the area of education, the focus is on vocational training to meet job demands, while health care programming focuses on strengthening the capacity of private health care providers in several specific areas. Other goals are the expansion of key health and social services to meet the needs of vulnerable groups.

- **AO-3, Improved Economic Competitiveness and Welfare**, aims to improve the commercial sector regulatory environment and private sector competitiveness. Key areas of focus include strengthening the economic infrastructure in specific sectors, such as tourism and agriculture, and improving the economic security of vulnerable populations.

- **AO-4, Enhanced Energy Security**, aims to facilitate investment to build new hydropower production facilities, to improve natural gas transmission infrastructure, to improve electrical power transmission and to promote increased energy efficiency.

- **AO-5, Healthier, Cleaner Environment**, intends to develop an integrated watershed management program to improve the sustainable use of natural resources and to promote activities to help Georgia mitigate and adapt to climate change.

In addition, at the time of the writing of this report, USAID/Georgia also supports transition assistance projects, part of a USG assistance package managed by several agencies that is responding to the needs of conflict-affected populations. The USAID portion of the assistance package initially consisted of

[3] A complete list of individuals interviewed for this assessment is included as Annex C to this report.
[4] USAID/Georgia, Performance Management Plan, February 2010.

humanitarian assistance for internally displaced persons but is currently taking the form of longer-term development projects.

1.3.2. ADS Requirements

In 2009, USAID made substantial revisions to the ADS with regard to gender analysis, requiring that gender roles and relationships be considered at the highest level of planning, in the development of strategic plans and AOs (ADS 201.3.9.3), as well as at the time of project and activity planning (ADS 201.3.11.6).[5]

Gender analysis is a process of examining the different roles, rights and opportunities of men and women as well as relations between men and women. Gender analysis identifies differences, examines why such disparities exist, determines whether they are a concern and looks at how they can be addressed. The ADS requires consideration of two questions for gender analysis:

a. How will the different roles and status of women and men within the community, political sphere, workplace, and household (for example, roles in decision-making and different access to and control over resources and services) affect the work to be undertaken?

b. How will the anticipated results of the work affect women and men differently?

The first question calls for an examination of the context in which USAID will be working, an articulation of how any differences and disparities between men and women could impact the work and a determination of measures that will ensure that men and women have equal opportunities to benefit under the strategic plan and broad objectives. The second question requires testing hypotheses and assumptions about how the work itself, the planned results, could have either a positive or negative effect on men and women.[6]

The results of gender analysis conducted at the AO, project and activity level should inform the development of performance indicators and be referred to in evaluations. The ADS requires the use of both gender-sensitive indicators and sex-disaggregated data when gender analysis has shown that the different roles and status of men and women will affect the planned activities and that the anticipated results will affect men and women differently. (ADS 203.3.4.3). The ADS notes that gender-sensitive indicators include both qualitative and quantitative information and should examine impact of projects on men and women at several levels (national, regional, local). In addition, AO teams are advised to be mindful of potential differential effects on men and women and to look for unintended consequences that may need to be addressed during the project.

1.3.3. Terminology

The ADS defines gender as "a social construct referring to relations between and among the sexes, based on their relative roles. It encompasses the economic, political, and socio-cultural attributes, constraints, and opportunities associated with being male or female."[7] It is important to note that concepts of gender are dynamic and may change over time and differ across cultural groups. The term "gender" is distinct from the term "sex," which refers only to biological differences that define males and females. In the

[5] An overview of all ADS requirements on gender is included as Annex D to this report.
[6] Further guidance on gender analysis and integration can be found in the publication *Guide to Gender Integration and Analysis: Additional Help for ADS Chapters 201 and 203*, EGAT/WID, 31 March 2010, available at http://www.usaid.gov/policy/ads/200/201sab.pdf
[7] ADS Glossary.

work of USAID, data are generally disaggregated by sex (male or female) as this information gives an indication of gender differences.

Gender integration processes very often are confused with the inclusion of women in development projects. This phenomenon is understandable as women make up a disproportionate number of the poor and disadvantaged in developing countries, and positive measures are often required to ensure equality and overcome historical injustices. However, such differences may not be as readily apparent in the countries of the European and Eurasian (E&E) region, such as Georgia, in which traditional indicators suggest that there are few formal barriers to gender equality. Indeed, development aid in the E&E region as a whole, which consists of middle-income countries, has not emphasized traditional empowerment programs for women since indicators "such as literacy ratio between women and men and the share of women in non-agricultural wage labour, . .. suggest that gender inequalities are not as large as in other parts of the world."[8] The need for careful gender analysis is confirmed, however, by the fact that "other indicators, such as employment segregation, lack of reproductive rights or occurrences of violence against women, show the alarming extent of women's human rights violations in these countries."[9] This gender assessment, therefore, pays particular attention to how the role of women can be enhanced in order to bring positive changes to Georgian society.

At the same time, distinct spheres in which men may be disadvantaged, especially in regard to the constraints on males that result from strong patriarchal traditions, also are examined in this report where relevant.

Finally, because the status of men and women in Georgia is highly dependent on other issues, such as inclusion in a minority group, age or geographical location, it is not always possible to speak about the roles of "women" or "men" as a constant. For this reason, attempts were made in conducting the gender assessment to highlight specific issues that minority and vulnerable men and women are facing.

2. BACKGROUND ON GEORGIA

In November 2003[10] the citizens of Georgia held the peaceful Rose Revolution bringing non-violent change of political power and the hope of building a European state. Indeed, since 2003, a number of important reforms have taken place in Georgia promoting democratic values and principles. Other factors, such as conflict in the two breakaway regions of Abkhazia and South Ossetia, increased political opposition as well as an economic downturn, have had significant and negative effects on the lives of individuals of Georgia – men, women and children.

The development of the country has been severely hampered by recent military conflict between Georgia and the Russian Federation over the separatist republic of South Ossetia. In August 2008, war erupted in South Ossetia, and later spread to Abkhazia, and continued over five days of intensive fighting. Despite the relatively short duration of the conflict, the consequences for the entire country have been serious, in the form of thousands of internally displaced families, social and economic hardships, looting and violence, as well as the establishment of buffer zones in the interior of the country and lingering tensions over Georgia's territorial sovereignty. Under these conditions, both women and men suffered greatly and faced changing responsibilities but fewer opportunities for improving their lives. In this climate, social injustice increases and certain social groups are put in more vulnerable positions. Both the Government

[8] Clark, Cindy, Sprenger, Ellen and VeneKlasen, Lisa, *Where Is the Money for Women's Rights? Assessing the Resources and the Role of Donors in the Promotion of Women's Rights and the Support of Women's Rights Organizations,* Association for Women's Rights in Development (AWID) (2006), p. 33.
[9] Ibid.
[10] Because USAID/Georgia conducted a gender assessment in March 2003, the present assessment does not cover the period of independence from the Soviet Union in 1991 to the Rose Revolution.

of Georgia and international donor/aid agencies have prioritized addressing the urgent needs of internally displaced persons. The global economic crisis, which followed the conflict, caused further disruption to reform efforts.

While weaknesses of the social, economic and political systems affect both women and men in Georgia, prevailing social and cultural stereotypes and conventional gender roles place women in a further disadvantaged position. Some of the challenges facing women include lack of participation in political decision-making as well as in public and community life, restricted employment opportunities, poverty and violence. Much of Georgia's population lives in rural areas, and here, where access to information and resources are scarce and male leadership and dominance is the norm, women face even greater discrimination. Finally, while gender equality has tentatively entered the political discourse in Georgia, it is generally viewed as lower in priority to issues such as economic development and defense. Gender equality is not always considered appropriate for serious public or political debate especially in the current period when the country has been dealing with severe unresolved ethnic conflicts and political, social and economic recession.

2.1. State Institutions, Laws and Policies Related to Gender Equality

Soon after independence, the Government of Georgia took steps toward improving the status of women. Georgia became a State Party to the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW),[11] and like a number of other Commonwealth of Independent States (CIS) that attended the Fourth World Conference on Women,[12] the government established national machinery for the advancement of women, gender equality and gender mainstreaming.[13] The gender-related reforms of the Shevardnadze administration have been characterized as formal rather than substantive but seem to have had the positive effect of introducing concepts of women's rights and gender equality in State structures and to society at large.[14]

After the Rose Revolution, gender issues once more came to the fore of the government agenda. As a signatory to the Millennium Development Goals (MDG), Georgia committed to achieving Goal 3 (promoting gender equality and empowering women) by 2015 and elaborated a strategic plan for its accomplishment that focuses on equality in employment and the political domain. Previously existing institutions to promote women's rights were dissolved, and two new structures, the Gender Equality Advisory Council in the Parliament of Georgia and the Gender Equality Governmental Commission within the executive branch, were established. In 2006, the government adopted a State Concept on Gender Equality and a National Action Plan on Gender Equality for 2007-2009. However, the entities responsible for gender equality in the executive and legislative branches ultimately proved to be unsustainable[15] and had limited impact on influencing the political agenda or stimulating public discussion. While the State put minimal effort toward implementing its gender equality strategy for 2007-2009, NGOs and international organizations made real commitments to advancing the status of women.[16]

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[11] Ratified in 1994.
[12] Held in Beijing, 1995.
[13] In 1998, a State Commission on the Elaboration of State Policy on the Advancement of Women was created that elaborated several decrees on women's human rights and adopted National Action Plans (for 1998-2000 and 2001-2004) on improving the status of women. See Aladashvili, Irma and Chkheidze Ketevan, *Monitoring of Gender Equality Strategy and 2007-2009 National Action Plan on Gender Equality,* UNFPA (2009), p. 17.
[14] Sabedashvili Tamar, *Gender and Democratization: the Case of Georgia 1991-2006*, Heinrich Böll Foundation, (2007), p. 20.
[15] The Gender Equality Governmental Commission, established in 2005, was disbanded in 2007. The adoption of a new Gender Equality Law in 2010 significantly amended the mandate of the parliamentary Gender Equality Advisory Council, created in 2004.
[16] Aladashvili, Irma and Chkheidze Ketevan, *Monitoring of Gender Equality Strategy and 2007-2009 National Action Plan on Gender Equality,* UNFPA (2009).

In March 2010, the Parliament of Georgia adopted the *Law on Gender Equality* that *inter alia* gives the Advisory Council on Gender Equality a permanent mandate to monitor implementation of national action plans on gender equality, conduct gender expertise of legislative acts, make recommendations and provide annual reports to Parliament. Other provisions of the law set forth the goal of eliminating discrimination in labor and employment, education, health and social services, family relations and elections.

The fact that the *Law on Gender Equality* was drafted through the coordinated effort of international organizations, government and local NGOs is a positive development. Furthermore, the adoption of the law would not have been possible without the serious commitment of the Advisory Council of the Georgian Parliament, on the one hand, and UN agencies and women's rights NGOs, on the other. While several interviewees for this assessment expressed disappointment that the existing law is a serious compromise from the version that was elaborated earlier, it was also thought that the passage of the law represents a very important first step and will open the door for further reform. It was also noted that in comparison to 2006 Parliamentary hearings over the law on domestic violence, which were characterized by many cynical and negative comments, debate around the *Law on Gender Equality* was serious and exhibited a more advanced understanding of the issues.

Currently, a group of NGO representatives, under the coordination of the UN Development Fund for Women (UNIFEM) and UN Population Fund (UNFPA), are drafting the National Action Plan on Gender Equality for 2011-2013, which will be presented to the government by Fall 2010.

Overview of Key Institutions, Policies and Laws on Gender Equality in Georgia

- Law on Gender Equality (2010)
- *National Action Plan on Gender Equality Policy 2011-2013* (in drafting process)
- National Action Plan on the Implementation of State Gender Equality Policy 2007-2009 (2007)
- State Concept on Gender Equality (2006)
- Gender Equality Advisory Council under the Chairperson of the Parliament of Georgia (established 2004)

It is also important to note that in parallel to the process of developing policy on gender equality, the Government of Georgia has undertaken initiatives to address particularly severe expressions of gender inequality and social issues that have a disproportionate impact on women, namely trafficking in persons and domestic violence. Laws on both human trafficking and domestic violence were adopted in 2006, followed by the elaboration of Action Plans, creation of relevant interagency councils and establishment of a State Fund for Protection and Assistance of Victims of Human Trafficking, which in 2009 expanded its mandate to assist domestic violence victims as well. These mechanisms have established good practices in NGO, government and international organization cooperation. It remains unclear, however, the extent to which the Georgian government recognizes human trafficking and domestic violence as "gender issues" that are linked to discrimination and women's lower status generally.

Within its new mandate, the Advisory Council on Gender Equality is now tasked with monitoring implementation of the National Action Plan, a function that was not clearly assigned to any State agency previously. However, periodic reports submitted to the CEDAW Committee, as well as progress reports on achieving the MDGs, have highlighted a number of problematic areas that Georgia must address in order to improve women's rights and status.[17] The *Law on Gender Equality* also proscribes clearer obligations for the Office of the Public Defender of Georgia (a human rights

[17] See Concluding Comments of the Committee on Elimination of Discrimination against Women: Georgia, CEDAW Committee, C/GEO/CO/3, 36th session, 25 August, 2006 and *Georgia MDG Progress Report*, United Nations Association of Georgia (2006).

ombudsman) to monitor possible violations of the law and to respond. Although the Public Defender has operated a specialized division on the Rights of Children and Women since 2001, the center focuses on the rights of the child, and gender equality has not been included consistently in bi-annual reports.

In the course of this assessment, a number of interviewees expressed the opinion that international organizations drive the demand for gender equality in Georgia, rather than the public or the State. Many gender experts believe that the State is not yet committed to fulfilling its domestic and international obligations. Perhaps more significantly, gender inequality is not viewed as an obstacle to the country's development. The recent changes outlined above, however, suggest that this situation may be changing. Even more importantly, regardless of how concepts of gender equality were introduced, there are real advocates particularly within civil society working for change in Georgia. It remains clear that political will and consolidation of the women's movement will both be needed to implement gender equality strategies and to fully integrate gender issues throughout policies, programs and laws.

2.2. Donors and International Organizations Addressing Gender Equality

Several international organizations and a few locally established organizations support women's and gender issues in Georgia. While the UN, European Union and European bi-lateral donors all are mandated to mainstream gender issues in their programming, there appears to be some variation on how gender is addressed and what topics are given priority. Fewer donors support projects that solely address women's empowerment or specific issues of women's rights.

Gender Donor Coordination Group meetings (coordinated primarily by UN Agencies and held twice a year) are platforms for information sharing between all donors supporting any projects on gender issues and women's rights in Georgia. Some women's groups interviewed in this assessment felt that donor coordination over projects that address gender issues could be improved.

3. FINDINGS ON GENDER IN GEORGIA

3.1. Democracy and Governance

Transition to a fully functional democracy in Georgia has not been a smooth process. The obstacles to a strong democracy that persist in Georgia, such as a weak electoral system, restrictions on media, inconsistent rule of law, human rights abuses and lack of civic involvement burden men and women. A further indicator of a healthy democracy is the ability of all citizens, both men and women, to contribute to the country's governance. At present, however, the full potential of women in Georgia is not being engaged in the democratization process.

3.1.1. Civil Society Groups Addressing Gender Issues

Women are especially active in civil society in Georgia and, arguably one of their most visible public roles is as NGO leaders. Women outnumber men in the NGO workforce in both Tbilisi (where 58% of NGO staff are women) and in regional organizations (63% are women).[18] Women's predominance in the third sector may very well be related to the more limited employment opportunities they face in other spheres, lack of access to political office, traditional concern for social problems as well as donor support for the development of women's NGOs. In 2008, there were approximately 70 active women's NGOs or NGOs that addressed women's issues but none addressing men's issues in Georgia.[19] Respondents to the

[18] Sumbadze, Nana, *Gender and Society: Georgia*, SIDA/UNDP (2008), p. 57.
[19] Ibid.

present assessment were also unable to identify NGOs that work on subjects of primary concern for men, which could include such issues as parental rights or compulsory military service. Civil society organizations identified as "women's NGOs" include both those that provide social services and those that specifically work towards women's empowerment and gender equality.

Several respondents to this assessment noted that it is difficult to speak of a women's movement in Georgia and that despite the existence of individually strong women's NGOs, they have not been able to unite and advance a common platform. Likewise, women's NGOs have had only limited success in forming alliances with human rights organizations. Generalist human rights organizations and watchdog groups are not particularly gender aware.

There is dissonance in the ability of women's NGOs to interact with the Government of Georgia on policy issues. On one hand, there are formal mechanisms that establish government and civil society cooperation in combating domestic violence and trafficking in persons as well as processes that ensured NGO participation in the recent development of the *Law on Gender Equality* and current elaboration of a National Action Plan on Gender Equality for 2011-2013. On the other hand, women's NGO leaders point out that they are not regularly included in policy discussions on broader topics, such as democratization or the economic recession. This suggests to some that the government is not mainstreaming gender issues or meaningfully addressing the specific concerns of women but that it is undertaking actions for demonstration purposes only. Some respondents were concerned that governmental efforts to include women's NGOs in policy discussions are undertaken at the request of international donors and, therefore, have more of a "box checking" function than real engagement with civil society. Despite their prominence in the third sector, "NGOs that work on women's rights are [still] viewed as marginal groups that only achieve success in particular areas rather than becoming strong players in Georgian civil society."[20] One interviewee noted that, in contrast, the largest and most influential civil society representatives are men with pro-government positions.

Other groups also face marginalization and distinct difficulties in civic participation. Women from ethnic minorities, for example, may be isolated due to language and cultural constraints. Intolerance for and aggression toward sexual minorities has been well documented and was highlighted in a recent case of an armed police raid carried out against a Georgian Lesbian, Gay, Bisexual and Transgender (LGBT) organization.[21] NGOs addressing LGBT issues are relatively new in Georgia and while they have had some success partnering with other NGOs, they do not work closely with either mainstream human rights or women's rights organizations on a gender equality agenda.

Several women NGO leaders interviewed for this assessment referred to constraints related to how donors approach civil society support and development. For instance, it was mentioned that international organizations generally support short-term projects in priority areas identified by the donor rather than

[20] Sabedashvili Tamar, *Gender and Democratization: the Case of Georgia 1991-2006*, p. 30.
[21] *Police raid of the Inclusive Foundation, a LGBT NGO, and arrest of its leader Mr. Paata Sabelashvili*, International Federation for Human Rights (FIDH), 24 December 2009, available at http://www.fidh.org/Police-raid-of-the-Inclusive-Foundation-a-LGBT.

dedicating resources to organizational development or supporting women's empowerment. Donor-supported projects tend to focus on service provision with less emphasis on advocacy, lobbying or legislative reform work.

Many women's NGOs in Georgia have been working for well over a decade and have good knowledge of local needs, but respondents felt that donors were not making sufficient use of such expertise in setting agendas or in reaching nascent and grassroots women's organizations. Because local NGOs lack experience cooperating with international organizations they are reluctant to apply for funding. This is especially the case with women's organizations outside the capital and large cities that rely primarily on local resources. It was suggested that local women's funds could serve as important intermediaries between donors and grassroots organizations. All of these issues, combined with scarce resources within Georgia for work on gender topics, lead to unhealthy competition among NGOs working locally on women's rights issues.

3.1.2. Political Participation and Governance

If it can be said that women are well represented in civil society, then men dominate the formal political life of Georgia. Women are vastly underrepresented in political office, although they make up 59% of the electorate.[22] The number of women parliamentarians has never reached higher than 17% in the last four parliamentary elections,[23] and is at present only 6%. In the current Parliament there are nine women members out of 139 MPs.[24] Eight of the female MPs were elected by party list and one by majority- Ms. Rusudan Kervalishvili- who is also a Deputy Chairperson and head of the Gender Advisory Council.

Several reasons were mentioned for women's absence from elected office, ranging from lack of access to financing for campaigns to family considerations, and societal attitudes and women's own lack of interest in such leadership positions. A major barrier to women taking political office is the function and composition of political parties in Georgia. Women are very active in carrying out administrative work for political parties, especially during campaign and election cycles, but few are included in party lists and even fewer in top positions where there is a higher chance they may be elected. In the 2008 Parliamentary elections, women made up 25.5% of party lists but occupied only 9.2% of the top ten positions within the lists.[25] In addition, because political parties are still weak in Georgia and lacking clear platforms, the prominence of the leadership is a very important factor in gaining office, and women's public role is generally much more limited than men's.

Women have fared slightly better at the local level and make up a larger proportion, at 11%, of *Sakrebulo*, local council, members.[26] It was suggested that women's chances of being elected to local office are higher because they are more likely to be known by the electorate in their city or town. There are no female regional leaders (an appointed position) or city mayors (an elected position).

Societal attitudes toward women's leadership and ability to govern are not entirely clear. Some studies indicate that Georgian society has confidence in including women on political party lists[27] while others suggest that there is still some voting preference for men.[28] In fact, these attitudes may not be incompatible. Studies and data indicate that across society, ranging from the household level to the national government, men are perceived as leaders and decision-makers and women in a supporting role.

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[22] Sumbadze, Nana, *Gender and Society: Georgia*, p. 35.
[23] Badashvili, Medea, *Women's participation in the political life of Georgia*, presentation at UNDP roundtable "Political Participation of Women and Women's Leadership in the Eastern Europe and CIS Region," 22 October 2008, Tbilisi, Georgia, available at http://europeandcis.undp.org/gender/show/272F97F4-F203-1EE9-BD0CA8E782BDEB25.
[24] Parliament of Georgia, http://www.parliament.ge/index.php?lang_id=ENG&sec_id=23.
[25] Sumbadze, Nana, *Gender and Society: Georgia*, p. 42.
[26] Local government elections were held May 30, 2010 and so this figure is subject to change.
[27] Information provided by the Georgian office of the National Democratic Institution (NDI).
[28] Information provided by the Georgian office of the International Republican Institute (IRI).

In contrast to the low numbers of females MPs, the majority (57.8%) of Parliamentary staffers are women.[29] Within the Cabinet of Ministers, a female Minister heads only one of the 18 ministries, the Ministry of Corrections and Legal Assistance. A 2008 assessment of the Ministry of Education and Science, the Ministry of Finance and the Ministry of Labor, Health and Social Protection found that women compromised 52.5% of all ministerial employees but held only 24% and 26% of high positions (Head of Department and Deputy Heads of Departments, respectively).[30]

While a few women have achieved prominence in politics, it was also noted that they have not been particularly supportive of a women's rights agenda. A respondent suggested that once they are in office, female politicians fear that they will not be taken seriously if they emphasize women's rights. Furthermore, the prominent role that women opposition leaders played in mass demonstrations in 2009 seems to have negatively affected public perception of female politicians, and other women leaders may, in turn, wish to distance themselves from such associations.

Of note, an early draft of the recently passed *Law on Gender Equality* included a provision that would have amended the Election Code to require that every third party member be a woman, guaranteeing 30% representation and that women would not appear at the end of party lists. This point that was fought for by NGOs, but it came under considerable attack in Parliamentary debates. The provision was ultimately not included in the law when adopted, suggesting that resistance is strong to such affirmative measures to increase women's political participation.

3.1.3. Media Issues

Opinion polls indicate that public trust in the media is low. On the whole, media outlets are often unprofessional and not particularly responsive to society, but this situation varies considerably by media type, whether television, newspaper, radio or the internet. It was also noted that the media rarely reports on issues of importance to women or about women, but that it may, in turn, report in a manner that perpetuates stereotyped views of women. A 2006 media monitoring project carried out by the Journalists' Association GenderMediaCaucasus found that Georgian media frequently resorted to clichés about men as breadwinners and women as housekeepers, used sexist images of women in advertising and reported on female entertainers much more frequently than other professionals. Media articles often sensationalized women's issues as a way to attract readers but without presenting solutions or useful information.[31] The 2010 Global Media Monitoring Project confirms that journalistic practices for the European region as a whole still conform to this pattern; 47% of stories reinforce gender stereotypes, 6% challenge stereotypes and 47% neither reinforce nor challenge such stereotypes.[32]

Studies of media sensitivity to other issues or social groups also highlight some important gender issues. For example, a study of media reporting on children in Georgia found that news articles about violence committed against children is often sensationalized. This is especially harmful in rape cases involving adolescent girls in which information about their identities is revealed as well as comments made about their characters.[33] A four-month examination of media coverage of LGBT issues indicated that of the print articles studied, 65% portrayed homosexuals in a negative manner, 35% were neutral and none were positive. The articles also expressed homophobia, ranging from "'concealed homophobia,' where positive gender norms are propagated, to attempts to prove the inferiority of LGBT persons, to

[29] Data provided by the NGO Association Amagdari, April 2010.
[30] Jashi, Charita and Tokmazishvili, Mikheil, *Gender Dimensions of the Financial Policy of Georgia*, UNDP/SIDA (2009), p. 133.
[31] Balavadze, Tamara, *Обыкновенный сексизм: анализ материалов мониторинга грузинских глянцевых журналов 2006* [*Ordinary sexism: analysis of materials from monitoring of Georgian magazines in 2006*], Women's Dialog, No. 3 (28/44), 2006 available at http://caucasia.at.ua/publ/stati/smi/obyknovennyj_seksizm/1-1-0-1.
[32] The Georgian NGO and Journalists Association Gender Media Caucasus is one of the European Coordinators for the Global Media Monitoring Project. See *Who Makes the News?*, Global Media Monitoring Project 2010, Preliminary Report, p. 18.
[33] Koridze, Zviad, *Reporting children and media ethics in Georgia: Situation Analysis*, UNICEF (2008).

accusations of LGBT people trying to negatively influence public opinion, to directly inciting homophobic violence."[34]

There are women's NGOs in Georgia with expertise in gender-sensitive training for journalists, and several NGOs also manage web portals containing news and specific information about women's rights issues in Georgia and the region.[35] Donors have also periodically supported competitions for exceptional reporting on women's issues.

3.1.4. Rule of Law/ Access to Justice

The Constitution of Georgia enshrines the principle of equality before the law regardless of sex.[36] Georgian laws are, by in large, gender neutral. In some cases, legal provisions apply equally to women and men, for example in the case of employment leave for childcare. The issue of whether any Georgian laws have a discriminatory effect remains less clear. An interviewee for this assessment noted that during the intensive reforms of 2002-2007, a great deal of new legislation was passed but only two laws were subject to gender analysis. With the passage of the *Law on Gender Equality*, the Parliamentary Gender Equality Advisory Council should now regularly conduct analysis of legislation for gendered impact, and it is also expected that the Labor Code and Law on Political Parties will be amended to comply with the new law.

The government has adopted two laws, on domestic violence and human trafficking, which address social issues disproportionately affecting women, but other problems, such as sexual harassment, are not well developed in the law. In other areas, legal protection is insufficient. For example, cases of discrimination against women in the hiring progress (specifically, against women with children, single mothers and pregnant women) and unlawful termination after maternity leave are well documented, but the evidentiary burden of proving discrimination is very high under current labor law making it difficult for women to protect their rights. Other factors, such as lack of legal knowledge or lack of language skills, may result in *de facto* discrimination but do not appear to be gender-specific in Georgia. In fact, an NGO within the ethnic minority Azeri community conducts regular training for both men and women on basic legal rights and responsibilities.

Women face some distinct legal problems due to their status. The majority of clients addressing the Georgian Young Lawyers Association (GYLA) are women, and a lawyer who provides legal assistance there noted that women's most common legal problems concern domestic violence, divorce and related issues such as property distribution and alimony/ child support. Women also turn to legal help in cases of unlawful dismissal from work connected to maternity. In general, due to their lower economic status women are more likely to lack the financial resources to hire private attorneys, and this may impact their abilities to seek justice and obtain redress for wrongs. Free or affordable legal services are especially important for women. At present, guarantees of free legal assistance apply only to defense attorneys in criminal cases. The State does, however, support some legal counseling, specifically related to domestic violence and human trafficking. Several NGOs also provide legal assistance to any citizens whose human rights have been violated. The UN is supporting five lawyers within regional offices of the Ministry of Refugees and Resettlement to work with IDP communities, with the expectation that the government will continue this initiative in the future. Such lawyers offer general legal assistance but do not have a particular gender focus.

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[34] Quinn, Sheila, *Forced Out: LGBT People in Georgia*, The European Region of the International Lesbian and Gay Association (2007) p. 32.
[35] For example, Gender Informational Network of the South Caucasus: http://www.ginsc.net/; CaucAsia Web: http://caucasia.at.ua/ and humanrights.ge (women's rights section): http://www.humanrights.ge/index.php?a=main&lang=en
[36] Freedom is guaranteed regardless of "race, color, language, sex, religion, political and other opinions, national, ethnic and social belonging, origin, property and title, place of residence," Article 14, Constitution of Georgia.

Other efforts to improve women's access to justice include a curriculum for law students on international standards on domestic violence that could in the future include a clinical component, a project that is being developed by the Interagency Council for Prevention of Domestic Violence. At present *pro bono* assistance from private firms is limited, but a very small number work with the State Fund for Protection and Assistance of Victims of Human Trafficking and Domestic Violence to provide legal aid. There have been efforts, both on the part of the State and women's organizations, to provide training and capacity-building for legal professionals, again focusing on the issue of domestic violence and oriented primarily towards law enforcement and secondarily to legal professionals, such as judges and prosecutors. While one-off trainings have been offered to lawyers on CEDAW, there does not seem to be regular education for legal professionals, which could include judges and court administrators, prosecutors, defense lawyers, private attorneys and paralegals, on gender issues in the law generally, nor is this part of the standard legal education.

It is not clear to what extent discussion about the different legal issues that men and women face is part of on-going judicial reform in Georgia. Nor does there seem to have been any assessment of gender-specific barriers to accessing institutions that uphold the law (Office of the Prosecutor, the Judiciary, for example).

3.2. Social Issues

As in other sectors, there are distinct differences in the health issues facing men and women and in access to healthcare, social services and educational opportunities. Some of these differences are based on biological factors (reproductive health issues, for example) but a great many are influenced by attitudinal and behavioral factors.

3.2.1. Health

Life expectancy at birth differs for men and women in Georgia; women outlive men by almost nine years. While life expectancy for both men and women has increased over the last decade, life expectancy for men has improved at a slower rate.[37] Several respondents to this assessment were unable to articulate any specific health risks for men but instead the focus of donor attention has been on improving women's health. It is worth noting, however, that while men and women suffer from many of the same illness-based causes of death, men are far more likely to die from external causes, such as injury, accidents or poisoning. Put another way, "as the burden of disease is now largely non-communicable [in Georgia], lifestyle factors play an important role in population health."[38] Here, there are some stark gender differences. For instance, 57% of all males over age 15 are tobacco consumers as compared to only 6%

[37] Sumbadze, Nana, *Gender and Society: Georgia*, p. 98.
[38] Chanturidze, Tata, Ugulava, Tako, Durán, Antonio, Ensor, Tim and Richardson, Erica, *Georgia: Health System Review*, Health Systems in Transition, Vol. 11, No. 8, WHO (2009), p. 9.

of the same age female population.[39] Smoking is generally considered a risk factor for tuberculosis (TB) infection, as well as other chronic diseases, and Georgian men represent 75% of all registered TB cases.[40]

Because women in Georgia face a number of specific reproductive health issues, maternal and child health has been a priority for development projects, which in turn has led to significant improvements in contraceptive use, modernization of maternity care and the use of family planning. In addition, USAID-funded programming in this area introduced family-centered maternity care and partner participation in labor to Georgian hospitals, resulting in the more active involvement of men in a sphere traditionally reserved for women. Such efforts are now being expanded to a larger number of regions in the country. In addition, when it became known that undiagnosed breast and cervical cancer is a leading cause of death for women, programming was developed to introduce better screening practices.

Other critical issues of women's health, however, have received less attention. Violence against women is a serious health concern for Georgia, leading to short-term and long-term consequences to both physical and mental health.[41] There are important links between domestic violence and maternal and child health. Global research indicates that the severity of abuse can increase during pregnancy, most often perpetrated by the man responsible for the pregnancy.[42] Studies suggest that from one-third[43] up to 87.7%[44] of healthcare providers, such as gynecologists, emergency doctors, pediatricians and general practitioners, encounter female patients whose health has deteriorated due to domestic violence. One in ten of these patients suffered from severe gynecological problems such as bleeding and miscarriage.[45] Domestic violence may not only include incidents of direct physical injury but can also lead to increased stress and unhealthy behaviors such as smoking. Significantly, women who regularly experience violence from their partners are often unable to negotiate sexual relations or the use of contraceptives, resulting in a higher incidence of sexually transmitted infections (including HIV), unplanned pregnancies and abortions. Indeed, abortion rates appear higher among domestic violence victims (39% of victims surveyed) than for women living in non-violent relationships (27% of women surveyed) in Georgia.[46] On a positive note, such surveys also indicate that the majority of gynecologists are able to establish good contacts with patients who are victims of domestic violence and under half provide recommendations for further treatment or other assistance.[47] A respondent to this assessment from the NGO Anti-Violence Network of Georgia confirmed that in their work with medical professionals, gynecologists and emergency doctors are in need of sensitivity training on domestic violence and are eager to improve their knowledge and ability to make referrals. The State Fund for Protection and Assistance of Victims of Human Trafficking and Domestic Violence also expressed a desire to focus on the healthcare response to domestic violence in future.

Addressing HIV/AIDS in Georgia is another priority area. Specialists confirm that at present, the epidemic is largely localized to specific risk groups, predominantly injecting drug users (IDUs), female commercial sex workers (CSW) and the community of men who have sex with men (MSM). Homophobia has lead to a great deal of secrecy among the MSM community, which increases risk for transmission of sexually transmitted infections (STIs) and means that this group is rarely included in

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[39] Georgia: Health Profile, Global Health Observatory, WHO.
[40] Jashi, Charita and Tokmazishvili, Mikheil, *Gender Dimensions of the Financial Policy of Georgia*, p. 109.
[41] For a broader discussion of domestic violence in Georgia see the section below on cross-cutting issues.
[42] García-Moreno, Claudia et al., *Multi-country Study on Women's Health and Domestic Violence against Women*, WHO, (2005).
[43] *Насилие в семье и против женщин по результатам опроса медицинских работников Грузии* [Information about family violence against women from a survey of Georgian healthcare providers] Open Society Institute/ Estonia and Anti-Violence Network of Georgia (2008), p. 7, surveying gynecologists, pediatricians, emergency and polyclinic-based doctors.
[44] *Domestic Violence Against Women: Multi-Component Research*, The Caucasus Women's Research and Consulting Network (CWN) (2006), p. 116, surveying emergency and polyclinic-based doctors only.
[45] Ibid, p. 119.
[46] *Репродуктивное поведение женщин Джорджии и насилие в семье* [Reproductive behaviour of women in Georgia and family violence], Open Society Institute/ Estonia and Anti-Violence Network of Georgia (2009), p. 43.
[47] Ibid, p. 53.

research or official HIV statistics.[48] In Georgia, the majority of CSWs are women, although some NGOs also do outreach to a smaller group of men who occasionally engage in sex work or sex trading. Most IDUs are male. There is also a population of female injecting drug users but very little is known about this group as they are difficult to reach. Experts also noted that HIV infection rates are increasing among the female partners of IDUs. A representative from an NGO that conducts outreach with high-risk groups said that CSWs report that they use condoms the majority of the time with clients but are much less likely to use protection with partners. In addition, other interviewees identified street girls as likely to engage in sex work but who may not be presently targeted by STI or HIV prevention efforts. Such girls are also especially vulnerable to violence.

The healthcare system in Georgia is undergoing a transition from State-based to a private insurance-based system, which may have further implications on men's and women's ability to access health services depending on income level, the cost of health services and the specifics of insurance policies. Responsibility for health is perceived as an issue for women, both at the family level and in the labor market. Several interviews confirmed the notion that women usually care for the health of family and are more frequently the caretakers of family members with illnesses or disabilities. Decreasing State funding for health services (as they come under private funding) may result in an increase of the burden on women to provide unpaid care. Women are also more likely to visit doctors. Men, on the other hand, are more reluctant to seek medical help and may, as a result, suffer from preventable illnesses or make unhealthy lifestyle choices. The health care reform period has also seen an increase in male doctors and decrease in female doctors, possibly tied to increased wages, but women continue to predominate among medical and nursing staff. Women account for 69% of medical doctors.[49]

3.2.2. Education

Literacy and school enrollment rates are high in Georgia connected to the fact that the culture values education, especially for women. Levels of education vary little by sex at the primary level, but there is some imbalance between distinct male and female groups. In remote and impoverished rural areas where schools are underfunded generally, boys more frequently leave school early to work in support of the family. Girls may also be required to leave school but are more often engaged in unpaid work at home. Among ethnic Azeri communities living in Georgia, parents may place less emphasis on the education of girls and in cases of early marriage, girls could leave school as early as age 13 or 14. It should be noted that this community itself has recognized the problem and civil society groups are advocating against the practice of early marriage as well as assisting young women to obtain further skills and training. An organization that works with girls living on the street in Tbilisi explained that this group generally has little education and, despite their interest in studying, no State programs currently exist to help them to enter schools. It is not clear the extent to which this is a gendered problem, however, as all street children lack access to educational programs. In fact, there are considerably more

[48] Costenbader, Elizabeth, Otiashvili, David, Meyer, William, Zule, William, Orr, Alex, Kirtadze, Irma, *Secrecy and risk among MSM in Tbilisi, Georgia*, AIDS Care, 21:5 (2009).
[49] *Women and Men in Georgia: Statistical Booklet*, Ministry of Economic Development of Georgia (2008), p. 14.

boys on the street than girls, which may be related to "a traditional notion of a Georgian male being expected to support himself and/or his family [making] older boys more likely to seek survival strategies outside of the home."[50]

Women have slightly greater representation in institutions of higher education (55.5% of the enrolled are women as compared to 44.5% men).[51] There may be some connection to the fact that men have greater opportunities to find viable work in fields that require vocational training or secondary education. In a pattern similar to that of the labor market, men and women seek degrees in distinct spheres. Women predominate in the fields of education, arts and humanities. Women are represented disproportionally in the teaching profession, but due to vertical segregation there are greater numbers of women working at the public primary and secondary school levels and fewer professors at the university level. One respondent noted a phenomenon in which young women in degree programs "leak" out of the system and as a result women are under-represented in university teaching positions even in those departments where they make up most of the student population, such as the humanities.

While not referring specifically to education, several respondents mentioned that women's childcare obligations often impede their ability to participate in any number of reform activities. It is not insignificant that the number of pre-school programs in Georgia has been reduced dramatically, and State-supported kindergartens have been replaced by a system in which childcare programs are provided by private centers on a fee basis or could be financed from the local budget.[52] This system is particularly burdensome on low-income families, rural women, female-headed households and IDP women. Women's NGOs working in the regions, as well as IDP women, mention the lack of afterschool programs for children as problematic.

Working in schools and with children is a key entry point to fostering respect for gender equality. The experience of NGOs has shown not only that teachers at the primary level hold conservative notions of the "appropriate" roles of men and women but also that standard textbooks perpetuate stereotypes. The CEDAW Committee has recommended that the Government of Georgia eliminate gender stereotyping and mainstream gender perspectives in curricula and textbooks.[53] Women activists have also put this issue before the Ministry of Education and Science, suggesting gender requirements in textbook tenders and training for authors. It appears that there have been no overarching attempts to bring gender sensitivities to educational reform, but women's organizations plan to include this issue in the draft National Action Plan on Gender Equality for 2011-2013. On a related note, experts also expressed a need for new school curricula on such topics as healthy lifestyles (including basic information about sexuality, avoidance of risky behaviors, interpersonal relationships and non-violence) human rights and responsibilities, and tolerance.

At the level of higher education, there is one gender studies course in Georgia- a Master's program offered by the Center for Social Sciences at Tbilisi State University. There have been some attempts to introduce gender-sensitive courses in specific departments, most notably on domestic violence for social workers and law students, but gender issues have not been integrated across academic disciplines.

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[50] Wargan, Katarzyna and Dershem, Larry, *Don't Call Me a Street Child: Estimation and Characteristics of Urban Street Children in Georgia*, UNICEF, (2009), pp. 27-28.
[51] *Women and Men in Georgia: Statistical Booklet*, p. 24.
[52] Jashi, Charita and Tokmazishvili, Mikheil, *Gender Dimensions of the Financial Policy of Georgia*, pp. 140-141.
[53] Concluding Comments of the Committee on Elimination of Discrimination against Women: Georgia, CEDAW Committee, C/GEO/CO/3, 36th session, 25 August, 2006, para 18.

3.2.3. Gender Roles in the Family and Household

The roles that men and women play in the family and their perceived responsibilities can have an important impact on development work in a number of sectors. In general, men take on the role of working outside the home to support the family, and they are considered the heads of the household. Women are responsible for maintaining the home and childcare. Due to a number of circumstances, many women, especially those in rural areas and IDPs, have actually become breadwinners and taken on work to support their families. This change in gender roles has been rather one-sided, however, and has not resulted in a more equitable distribution of work in the home.[54]

Not only is less emphasis placed on women's role in public life, family obligations may also interfere with their abilities to run for office or hold certain jobs. For example, it was reported that among Azeri groups living in Georgia, some husbands objected to their wives taking part in small business start-up programs but were more accepting of projects that allowed women to work from home and supplement their incomes. Decisions about how additional income to the family budget is spent would also depend on the decision-making role of women within the family. Likewise, while women are more likely to attend to the health and education needs of children and other family members, they may not necessarily make decisions about expenditures for these services.

While there are no legal barriers to women's property ownership, in reality it is customary for men to be given preference in property inheritance, ownership and administration.[55] In rural areas, land is usually registered to the husband. In families, sons most often inherit property. NGO representatives who work with victims of domestic violence explained that women are living in homes owned by their fathers-in-law. In cases of divorce, they would have no rights to this property.

The traditional roles of men and women also have important implications for issues of energy consumption and use of natural resources. For example, time use studies suggest that men spend considerably more time than women gathering fuel for heating and making home repairs while women spend almost twice as much time as men fetching water and are responsible for nearly all cooking in the home.[56] Better access to new energy sources would therefore impact the lives of men and women in different ways. Alleviating women's labor in the home could provide them with more time for

[54] Corso, Molly, *Georgia: Women Mostly Accept Triple Burden of Home, Hearth and Career,* Eurasianet, 08 March 2010, available at http://www.eurasianet.org/departments/civilsociety/articles/eav030810c.shtml.
[55] Sanikidze, Lia, Pataridze, Tamar, Javelidze, Eugenia, Bakhsoliani, Eter, Aladashvili, Irma, Meskhi, Mari and Neubauer, Violeta, *The Reality: Women's Equal Rights and Opportunities in Georgia*, UNIFEM, (2006), p. 23.
[56] Sumbadze, Nana, *Gender and Society: Georgia*, p. 89.

participation in community projects or professional development. Because women are responsible for cooking and cleaning, they prioritize projects pertaining to clean, non-polluted water.[57] An interviewee recalled, from an assessment she conducted on waste management that women mostly deal with disposal of household waste because it is seen as too "shameful" to ask a man to do it. Such distinctions in gender roles would have important implications for environmental protection projects.

3.3. Economic Development

In the years following the Rose Revolution, Georgia undertook reform of the economic sector and saw considerable economic growth. The global economic recession has been a setback for the country as a whole, but the crisis alone does not account for deep disparities in the wealth of the population. Currently, 55% of the population remains below the poverty line.[58] Among the poor, women face greater impoverishment. The World Bank calculates that the incidence of poverty in female-headed households is only slightly higher than that of male-headed households, but female-headed households are much more likely to face extreme poverty.[59] As described below, the gender pay gap is also significant in Georgia. While Georgia does not exhibit extreme feminization of poverty, it is still important to note that women, by in large, earn less than men. This fact has far-reaching consequences for other reform efforts, such as the privatization of health care and education and the introduction of new energy pricing policies and women's ability to afford such services.

3.3.1. The Labor Market

Women participate less in the labor market than men in Georgia. Males account for 53% of the total labor force in Georgia.[60] Comparing the population of men and women aged 15 and above, 73% of men are economically active in contrast to only 55% of women.[61] This phenomenon is partly explained by the fact that women in Georgia outlive men and therefore make up a larger proportion of non-working pensioners. More likely, however, is the influence of prevailing gender norms that it is a man's role to work to support the family, while it is considered appropriate for a woman to stay home and tend to family obligations.

The labor market in Georgia exhibits both horizontal and vertical segregation based on sex. Many occupations are considered traditionally "male" or "female," which results in horizontal segregation. The share of female employees has been consistently low in several labor spheres, namely: construction (6.5% of employees are women), transport and communication (8.4% women), energy [electricity, gas and water supply] (19.25% are women), manufacturing (26.7% are women) and real estate (37.8% are women).[62] In other spheres, women dominate and there are fewer male employees. Women account for between 80% and 85% of employees in the education, healthcare and social assistance sectors and 61.1% in hospitality (hotels and restaurants).[63] Only the wholesale and retail trade sector exhibits more balanced employment patterns (52.3% male and 47.7% female employees).[64]

Vertical segregation means that women rarely occupy upper management or decision-making positions

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[57] See, e.g., *Итоги исследования: Гендерные аспекты вопросов, связанных с управлением природными ресурсами в бассейне трансграничных рек-Храми-Дебеда и Алазани* [Results of the study: Gender issues related to natural resources management in the Khrami-Debed and Alazani river basins]. Caucasus Environmental NGO Network (CENN) (2009), p. 17.
[58] *Georgia At a Glance*, World Bank, 12 September 2009, available at http://devdata.worldbank.org/AAG/geo_aag.pdf.
[59] Georgia Poverty Assessment, Report No.44400-GE, World Bank (2009), p. 42.
[60] Georgia Poverty Assessment, Report No.44400-GE, World Bank (2009), p. 75.
[61] *Women and Men in Georgia: Statistical Booklet*, p. 33.
[62] Data for 2005-2009 provided by the NGO Association Amagdari, April 2010.
[63] *Women and Men in Georgia: Statistical Booklet*, p. 41.
[64] Ibid.

and have fewer opportunities for promotion and career advancement.[65] A study of employment patterns in three Georgia ministries from 2005-2008 revealed increasing vertical segregation in which the numbers of female staff in leadership positions (Minister, Deputy Minister, Head of Department, Deputy Head of Department, Lead Specialists) decreased while women in assistant positions remained the same.[66]

The pay gap between men and women is significant in every sector. On average women earn approximately 57% of what men earn.[67] In part, pay inequalities are related to men's predominance in more profitable and high-paying fields. Vertical segregation also means that women tend to occupy lower paying positions within a sector. However, even in fields in which women dominate, such as education, healthcare and hospitality, their monthly wages are lower than those of men. Several examples illustrate this fact: in 2009, women's average monthly salary in the education sector was 79.9% of men's average monthly salary, in communal, social and service spheres it was 78.2%, and in restaurant and hotel work it was 58.8%.[68] According to World Bank calculations, comparing monthly wages in the private and public sectors, the gender pay gap is even more extreme: on average males in the private sector earn 84% more than females in the private sector and 88% more than females in the public sector.[69] Even controlling for the fact that men typically work longer hours than women, the pay gap is significant.

3.3.2. Women and Men in the Workforce

In addition to the general labor market conditions described above, there are several specifics about men and women in the workforce in Georgia. Several respondents to this assessment commented that after the dissolution of the Soviet Union and during the transition period, women have fared better than men in terms of work. Indeed, many of the male-dominated sectors, such as industry, were the least viable in the transition to a market economy. Traditionally "female" fields, such as healthcare, have also undergone reform but to a lesser extent. In addition, it was noted that men's sense of status and self-worth is closely connected to the role of breadwinner and supporter of the family. When this role is lost, men show a tendency toward psychological distress, depression and apathy.

In contrast, women in Georgia are perceived as more resilient and willing to take on low-status and menial jobs in order to make ends meet. Unfortunately, this seemingly positive trait also has a dark side. It has meant that women are disproportionally represented in the unofficial and unregulated economy where they face many risks, ranging from unsafe work conditions to violence and lack of social protections. It is currently estimated that 56% of all labor migrants leaving Georgia are women. The high numbers of women migrating for work may be in part connected to the fact that Georgian men traditionally found employment Russia, but after escalating tensions between the two countries and conflict in 2008, this route may no longer be an option. The majority of Georgian women who migrate find unofficial work as housekeepers or caretakers for the

[65] Sumbadze, Nana, *Gender and Society: Georgia*, p. 69.
[66] Jashi, Charita and Tokmazishvili, Mikheil, *Gender Dimensions of the Financial Policy of Georgia*, p. 133.
[67] Khitarishvili, Tamar, *Explaining the Gender Wage Gap in Georgia*, Working Paper No. 577, The Levy Economics Institute (2009), p. 10.
[68] Data provided by the NGO Association Amagdari, April 2010.
[69] Georgia Poverty Assessment, Report No.44400-GE, World Bank (2009), p. 80.

elderly, primarily in Europe. While precise data about remittances is unavailable, it is thought that the proceeds sent home make up a significant, though unrecorded, contribution to the GDP and help to sustain many families. Labor migration also has negative effects such as lack of social protections and loss of family ties. According to data from the International Organization for Migration (IOM), 27% of female labor migrants leave behind husbands and 37% leave behind children.[70] Most labor migrants originate from rural areas where job prospects, especially for women, are severely limited.

Slightly less than half of the population of Georgia lives in rural areas and more than half of the economically active population works in agriculture. Income from agriculture and food processing only accounts for 17% of Georgia's GDP.[71] The agricultural sector is also one where men and women have distinct and often unequal roles. The process of privatizing farms has meant that there are many small farms in Georgia most of which are engaged in subsistence production.[72] Farms are generally owned and managed by men. According to official statistics, men head 70% of farms and women make up 30% of farmers/ farm owners. A closer look, however, reveals that the majority of female heads of farms (63%) are age 60 and over, while 60% of male heads of farms are under age 60.[73] These data suggest that women farmers are even less likely to be running farms for commercial purposes. Women do however undertake a large share of farm work, such as managing crops and livestock, dairy production and processing.[74]

Unemployment rates are similar for men and women. Women, however, are at greater risk for unemployment if they have had no previous work experience or have experienced long-term unemployment in the past,[75] such as might occur after the birth of a child. Youth also face high rates of unemployment in Georgia. These finding suggests that there may be a particular need for employment schemes targeting young women.

3.3.3. Entrepreneurship and the Business Climate

Both men and women are engaged in entrepreneurship. As is characteristic for the region, women are more likely to own micro-businesses, followed by small and medium businesses and least likely to own large businesses.[76] On the whole, 40.8% of Georgian firms have at least one female owner, but at the same time women are in the top manager position in only 19.7% of firms.[77] The likelihood that a private enterprise will employ significant numbers of women increases when there is female participation in ownership. In female-owned firms, 60% of full-time workers are female as compared to firms where there is no female-ownership and only 31% of the workforce is women.[78] This pattern may be explained by the fact that women are more likely to own small businesses in markets where women predominate, such as the service sector, trade or food preparation.

Programs managed by USAID and other donors suggest that there is a great deal of interest from both men and women in rural areas in starting small-scale business to either supplement income or to provide work when other employment opportunities are scarce. The current business climate in Georgia, however, is not particularly favorable to business development. While data from Georgia show

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[70] Sumbadze, Nana, *Gender and Society: Georgia*, p. 76.
[71] Country Facts: Georgia, Food and Agricultural Organization of the United Nations (FAO), available at http://www.fao.org/countries/55528/en/geo/.
[72] Rural Poverty in Georgia, Rural Poverty Portal, available at http://www.ruralpovertyportal.org/web/guest/country/home/tags/georgia.
[73] *Women and Men in Georgia: Statistical Booklet*, p. 48.
[74] Rural Poverty in Georgia, Rural Poverty Portal.
[75] Georgia Poverty Assessment, Report No.44400-GE, World Bank (2009), p. 90.
[76] See *Gender Dimensions of Investment Climate Reform: A Guide for Policy Makers and Practitioners*, International Bank for Reconstruction and Development/World Bank (2010), p. 4.
[77] Enterprise survey data for 2008, available from http://www.enterprisesurveys.org/ExploreEconomies/?economyid=74&year=2008.
[78] *Running a Business in Georgia*, Enterprise Survey Country Note Series, No. 6, International Bank for Reconstruction and Development/World Bank (2009).

improvement in the overall climate, specifically decreasing corruption, issues such as access to finance, tax rates, crime and security still rank as major constraints for entrepreneurs.[79] While these issues impact anyone doing business, it was pointed out during this assessment that women are more risk adverse than men and without any positive incentives for women-owned businesses the current climate may be too unappealing for women to either open or expand their businesses. It also remains unclear to what extent microenterprises, including home-operated businesses often run by women, would be impacted negatively by tax and other regulations.

A specific finding concerning the business climate in Georgia is the extremely high levels of collateral required for business loans. Although there are no legal barriers to women's right to own property, in practice women are generally not owners of real property and therefore they face an additional burden in finding the collateral needed to obtain credit and business loans.

Women are also underrepresented in decision-making roles in the financial sector. For instance, since 2003, there has only been one female board member of the National Bank, and at present there are none.[80] There are no female CEOs of commercial banks in Georgia but women are among Deputy Directors and Heads of Departments. Still, this imbalance may well have an impact on the setting of lending policies.

3.4. Cross-Cutting Issues

3.4.1. Violence Against Women

Violence against women is a type of gender-based violence (GBV). Gender-based violence refers to harm that is perpetrated against a person (female or male) as a result of power inequalities that are themselves based on gender roles. Due to gender discrimination, which places women in vulnerable and disempowered positions, women are disproportionally the victims of GBV and "suffer exacerbated consequences as compared with what men endure."[81] Violence against women not only causes physical and psychological harm but also has serious repercussions for women's ability to participate fully in the political and economic life of the country.

A majority of respondents for this assessment mentioned the problem of VAW as critical in Georgia, most often referring to domestic violence. Official statistics confirm that of all registered cases of domestic violence for 2007-2008, 87% of the victims were female.[82] According to a survey conducted by a Georgian NGO, 36% of female respondents said they were subject to violence by their husbands several times a month and 22% reported physical violence every week. A large group, 43%, said their husbands had used physical violence after learning that their wives were pregnant.[83] Given the cultural attitude that domestic violence is a shameful topic best kept within the family, data about incidence of violence varies by study.

The Government of Georgia has undertaken noteworthy efforts to address domestic violence, with the adoption of the *Law of Georgia on Prevention of Domestic Violence, Protection and Assistance of Victims of Domestic Violence* (2006), and subsequent amendments in 2009; the elaboration of national Action Plans on the Elimination of Domestic Violence, Protection and Support to its Victims (2007-2008; 2009-2011); the inclusion of domestic violence in the mandate of the State Fund for Protection and

[79] Enterprise survey data for 2008.
[80] Figures generated from UN Economic Commission for Europe (UNECE) database of gender statistics, available at http://w3.unece.org/pxweb/Dialog/.
[81] UNFPA Strategy and Framework for Action to Addressing Gender-based Violence 2008-2011.
[82] *Women and Men in Georgia: Statistical Booklet*, p. 52.
[83] Kuprashvili, Natia, *Georgia: Combating Violence in the Home*, Institute for War & Peace Reporting, 26 March 2010, available at http://www.iwpr.net/?p=crs&s=f&o=361469&apc_state=henpcrs

Assistance of Victims of Human Trafficking in 2009; and routine training for law enforcement. Recent developments include the establishment of the first State-funded shelters for victims of domestic violence, in Tbilisi and Gori. There remain, however, areas where further reform efforts are needed. For example the government is not supporting awareness-raising campaigns for the general population, but all of the respondents to this assessment on the topic of domestic violence stated that such programs are needed, in particular to overcome the taboo nature of the subject. According to the countrywide study on the prevalence, causes and consequences of domestic violence in Georgia, 80% of respondents stated that domestic violence should only be discussed within the family and there should be no outside interference. When victims were asked about where they turned for help, 28% told no one about the violence, 70% told family members (primarily parents but also siblings), and 2% or fewer turned to police, medical professionals or NGOs.[84] Indeed, discrepancies between the numbers of women reporting violence in social surveys and the numbers of victims in official domestic violence cases (358 in a two-year period[85]) suggest that there are strong societal pressures to keep such information hidden. These barriers should be addressed in order for the protections offered by the legal systems to be effective. Experts also mentioned a lack of public awareness of the various forms of domestic violence, including psychological violence, and that links have generally not been made between domestic violence programs and child abuse or elder abuse.

It is clear that women facing domestic violence now have a number of options, such as legal mechanisms in the law, psychological and counseling services and temporary housing. However, the low numbers of official cases on domestic violence can also be explained by the fact that women remain economically dependent on their spouses, particularly the majority of victims who have young children, and thus are reluctant to seek a divorce. Experts who run NGOs that offer shelter and other crisis services stated that at least half of victims return to their abusive spouse because these women have few other options. While some abusers no doubt change their behavior, at present there is no dedicated program for perpetrators of violence. Professionals in both State agencies and NGOs are discussing the possibility of developing programs for perpetrators as an additional measure to break the cycle of violence. There appears to be considerable interest in this topic, and in the future technical assistance could assist in the development of such programs.

As described in the section on Health, little attention had been given to the response of professionals outside the law enforcement and legal system to domestic violence. In particular, there is also interest on the part of both NGOs and the government to enhance the role of medical professionals to provide victims with assistance and referrals. While women may be reluctant to engage law enforcement in cases of domestic violence, they may seek medical help or their families may call emergency services for them. It was reported that medical professionals are often the first to treat victims. Additionally, legal experts noted that many healthcare professionals lack the capacity to provide official reports documenting domestic violence, which is a critical piece of evidence in criminal cases. Because domestic violence is a serious public health concern, it should be considered as part of the competency of healthcare workers.

The extent to which State and NGO-provided services are able to address the needs of all domestic violence victims, including women in rural regions and belonging to ethnic minorities, internally displaced women, disabled women as well as girls, is not clear. Other forms of violence against women exist in Georgia, such as sexual violence and sexual harassment, but these issues have not garnered the same attention.

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[84] Information from the dissemination conference, 2009 National Research on Domestic Violence against Women in Georgia, UNFPA/ACT Research/ Center for Social Sciences, 27-28 May 2010, Tbilisi, Georgia, publication forthcoming.
[85] *Women and Men in Georgia: Statistical Booklet*, p. 52.

Finally, it has been found that high numbers of street children and the majority of boys in juvenile prison have experienced violence in the family, but domestic violence is not always identified as a risk factor leading to other social problems in Georgia.

3.4.2. Internally Displaced Persons and Conflict-Affected Populations

In 2008, intense and violent conflict between Georgia and the Russian Federation over the region of South Ossetia resulted in the displacement of approximately 22,000 Georgians living in the disputed territory.[86] This influx of internally displaced persons (IDPs) has caused extensive disruptions to the lives of those persons immediately affected and has burdened the Georgian government, which is still dealing with IDPs from civil wars that broke out in Abkhazia and South Ossetia in the early 1990's. While a large proportion of the most recent IDPs were able to return to homes located in the buffer zone, near the border with South Ossetia, it is estimated that 15,912 people (6,105 families)[87] are still living in IDP centers and settlements unable to return. At the same time, an additional 233,453 IDPs from the earlier conflicts in Abkhazia and South Ossetia remain displaced.[88] More than half of the new IDPs are women.[89]

In the period immediately following the 2008 conflict, the focus of the Georgian government as well as international aid and development agencies was on providing humanitarian assistance. In the intervening period, the focus has shifted to providing a sustainable solution to the long-term needs of IDPs and promoting their socio-economic integration. A great many of the problems that IDPs in Georgia have experienced, such as loss of employment, land and personal property, inadequate food, water and sanitation, health issues and trauma as a result of conflict and the disruption of social networks have had profound effects on men, women and children. These issues have been well documented in assessments carried out by international agencies providing emergency relief and on-going assistance.

Internally displaced persons also face distinct issues related to gender. The Government of Georgia has recognized that there may be disparities between male and female IDPs and considers gender in its Action Plan for the Implementation of the State Strategy on IDPs for 2009-2012. For example, offers to transfer ownership of living space to IDPs will be made to both husbands and wives as well as female-headed households. The Action Plan highlights the need to ensure the equal participation of men and women from IDP communities in decisions regarding rehabilitation, on condominium committees and as recipients of social services, although no concrete measures are elaborated. The Ministry of Refugees and Accommodation, which takes the lead in implementing the Action Plan, has assigned a coordinator for each settlement who liaises with the settlement administration (either an IDP committee or an appointed representative- the *mamasakhlisi*). The gender balance of IDP committees is not known, nor is it clear how many *mamasakhlisi* are women. One interviewee noted that *mamasakhlisi* are usually men, (the word itself literally means "father of the house"), but active women are also serving as community representatives. There are also associations and NGOs of IDP women.

A needs assessment asking IDPs to specify the priority needs for their families showed little variation by sex in the most needed items, namely: clothes and shoes, money, bed linen and beds, kitchen supplies, food, televisions, medicine, furniture and showers.[90] In interviews, though, men and women revealed greater differences in their needs. Women asked specifically for clean water, milk and diapers as well as medication for stress and also mentioned the need for extracurricular activities for children.

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[86] *Human Rights in Georgia*, Report of the Public Defender of Georgia, second half of 2009.
[87] Ibid.
[88] Ibid.
[89] *Rapid Needs Assessment of Internally Displaced Women: Findings and Recommendations*, Institute for Policy Studies (IPS) (2008).
[90] *Rapid Needs Assessment of Internally Displaced Women: Findings and Recommendations*, p. 31.

One respondent to this assessment noted that men and women IDPs suffer from high levels of stress but that women, at least superficially, have better coping mechanisms since their daily routine, including household chores and childcare, changed less than that of men who lost employment and their public roles. Many IDP men complain that they have trouble filling their time which is why they are primarily interested in employment and recreation. Men's inactivity and loss of self-esteem has other serious consequences and can lead to harmful behavior. Such patterns were also seen among persons displaced by earlier conflict, which had a profound psychological effect on men. "[M]any displaced women worked tirelessly and relentlessly to provide desperately needed income and provisions for their families through petty street trade and other menial labor. Meanwhile, many men, feeling unable to fulfill their traditional role as leaders of their families, seemed "paralyzed" by the problems of the present day, and their lives were often characterized by escapism, routine time-passing, and a growing pattern of alcoholism."[91] A recent study of the socio-economic conditions of IDPs from the 2008 conflict found that "30.4% of women think that men consume more alcohol and 34.1% of men think that they consume less alcohol after displacement."[92] Related to increased alcohol consumption, IDPs confirm that they have witnessed cases of domestic violence; 3.6% of men and 8.6% of women reported witnessing family conflicts themselves.[93] The problem of domestic violence among IDP communities raises issues of whether IDP women are able to access social services and legal mechanisms for their protection.

The extent of the problem GBV and sexual violence committed during and in connection to conflict remains hidden, and victims are especially reluctant to report incidents. Sexual violence is a deeply taboo topic in Georgian society, but nevertheless 6.3% of female IDPs reported in a survey that they "had information about sexual violence committed against women."[94] Of this group, 21.4% had information about rape cases and 32.8% about group rape. According to reports, the ages of the victims ranged from 12 to 77. NGOs are attempting to better document the prevalence of GBV occurring in conflict situations and currently provide some psycho-social and medical services for IDP women. The UNHCR Operational Strategy for 2010 includes improving the response to GBV with a focus on legal and physiological services for victims. The State has not supported any real investigative or justice efforts around such violence. In fact, a claim that is pending before the European Court of Human Rights describes the inaction of the Prosecutor's Office in a case of rape.[95] This is the only case of sexual violence perpetrated during the August 2008 conflict to be litigated in an international court.

During this assessment, several women's NGOs recalled UN Security Council Resolution 1325 on Women, Peace and Security and its emphasis on protecting women and girls from gender-based violence in armed conflict as well as the call for full and equal participation by women in peace processes and for the mainstreaming of gender issues in security work. In the past, women's organizations from various regions of Georgia were active in joint peace-building activities and people's diplomacy projects. After 2008, the landscape changed considerably. Civil society groups proved too weak to carry on peace activities on their own, especially without the support of international donors, which have prioritized humanitarian assistance,[96] and in a political climate that calls for non-engagement with South Ossetia or Abkhazia. Some women's groups in Georgia periodically try to engage their counterparts in Abkhazia, with some success, but others are facing pressure from the Georgian government not to work openly on reconciliation. The need to support peace and conflict resolution efforts is an important part of building

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[91] *IDPs in Georgia still need attention-A profile of the internal displacement situation*, Internal Displacement Monitoring Center (IDMC)/ Norwegian Refugee Council (2009), p. 30.
[92] *Rapid Needs Assessment of Internally Displaced Women: Findings and Recommendations*, p.18.
[93] Ibid. p. 20.
[94] Ibid, p. 10.
[95] *Victim of sexual abuse during the August war in Georgia appeals to the ECHR*, 09 March 2010, available at http://humanrightshouse.org/Articles/13648.html. The case, *Kh.M vs. Georgia and the Russian Federation*, is a strategic litigation effort by the NGOs Human Rights Priority and the Caucasian Women's Network.
[96] Gamakharia, Ekaterine, *August War and Aftermath: Crisis of Peace Building in Georgia?*, Global Fund for Women, available from http://www.globalfundforwomen.org/cms/issues/analysis/crisis-in-post-conflict-peace-building--a-georgian-feminist-reports.html.

democracy, and "Georgian, Abkhaz and Ossetian civil society organizations can play an important role in diffusing tension, deconstructing enemy images and changing stereotypes, and thus, create grounds for politicians to achieve an agreement in the future."[97]

3.4.3. Trafficking in Persons

In recent years, Georgia has made an important commitment to reforming how trafficking in persons cases are identified and prosecuted in the country and assistance provided to victims, and the U.S. State Department considers the government response to be wholly in compliance with minimum standards on the punishment of trafficking offenders, the protection of victims and prevention efforts.[98] In the last three years, trafficking cases appear to have decreased in Georgia, but nevertheless the country remains primarily a source and transit country for human trafficking. Migration and trafficking patterns may also be changing, especially as war-affected populations try to seek work elsewhere. Important gender differences in trafficking patterns exist. Women and girls are primarily trafficked within the country and to Russia, Turkey, the United Arab Emirates as well as European destination for the purpose of commercial exploitation. Both men and women are trafficked within the country for purposes of labor exploitation.[99]

Public awareness of human trafficking is high. State-run shelters are providing victims with services and traffickers are receiving heavy sentences for this crime. A representative of the State Fund for Protection and Assistance of Victims of Human Trafficking and Domestic Violence noted that further improvements in rehabilitation and reintegration programs for victims of trafficking are still needed. In particular, victims of trafficking for sexual exploitation generally have low levels of education and few professional skills and so are particularly in need of vocational training. Respondents also mentioned factors related to human trafficking that have received less attention, such as the connections between women's experience of domestic violence and vulnerabilities to trafficking and the lack of prohibitions on commercial sex work in Georgia.

3.4.4. Vulnerable Women

This assessment details several factors that put women in an especially vulnerable position, most clearly associated with their lower economic status and resulting poverty. As described throughout the report, women living in rural areas and IDP women face fewer opportunities and more constraints. USAID currently addresses vulnerable groups in its programming, with a primary focus on poverty reduction and using criteria set by the World Bank comparing income levels and caloric intake. During interviews for this assessment, however, attention was brought to other groups of vulnerable women who face distinct problems not necessarily related to income.

An NGO with experience working with women in prison stated that such women have specific health concerns (such as STIs, breast and cervical cancers as well as psychological issues), face considerable social stigma and are often isolated from and abandoned by their families. It was noted that disabled people in general face many obstacles in Georgian society but disabled women are at a specific disadvantage as families feel shame over their condition and they are often socially isolated.

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[97] Ibid, p. 8.
[98] *Trafficking in Persons Report*, Office to Monitor and Combat Trafficking in Persons, U.S. Department of State (2009).
[99] Ibid.

4. RECOMMENDATIONS FOR IMPROVING GENDER INTEGRATION

The following section presents broad recommendations to be examined in future programming, based on the most pressing gender issues in Georgia that were raised during this assessment. Other issues to consider, specific to the planned intermediate results, follow. It is important to remember, however, that the considerations included in this report are intended to inspire further thought and discussion about gender integration across USAID/Georgia's strategy and are not comprehensive. Many of the problems that impede women from realizing their full potentials in Georgian society will require multi-dimensional approaches. Lastly, several tools and resources that may be helpful in conducting sector-specific gender analysis (at the activity level, for example) are included as Annex E to this report.

4.1. General Considerations

Women and men face distinct differences in status, perceived roles and responsibilities and access to a variety of resources, ranging from economic to political. In this context, USAID/Georgia faces the challenge of how to work toward greater gender equality. In program planning, it is useful, therefore, to keep in mind several overarching issues that will lead to more effective gender integration:

- Fostering women's economic independence is critical to their ability to realize other rights and to improving their status. Improving women's economic status will lead to greater advancement in other areas, for example ability to run for political office, to access legal services, healthcare and education, to leave violent situations, etc.
- Positive measures should be taken to ensure women take part in decision-making processes at the community, in the employment sphere and in politics. Women's participation should not be assumed but affirmative steps for women's inclusion should be a part of program design.
- Planning for and alleviating burdens on women's time, for example in the areas of childcare or family responsibilities, will lead to better access to programs and services, as well as increased participation.
- Consider the consequences of developing activities in fields that are dominated by either men or women; acknowledge such gender imbalances and address them.
- Identify areas in which greater male participation can be encouraged, as partners in promoting gender equality generally and to enter non-traditional spheres.
- In conducting project-level gender analysis, attention should be given to women and men who belong to minority groups and the impact of their minority status.
- USAID can play a positive role in working alongside the Georgian government to encourage full implementation of gender equality mechanisms.
- Strive for greater interaction with local civil society organizations, as well as other stakeholders, in setting priorities for women's issues in programming, procurement and evaluation.

4.1.1. Gender-Sensitive Indicators

The ADS requires gender-sensitive indicators and sex-disaggregated data when the results of gender analysis reveal significant differences in the role and status of women and men and that the anticipated results would have a differential affect on men and women. In brief, sex-disaggregated data alone has limited use as it only provides factual information about the status of women and men at the moment the data is gathered. In contrast, gender-sensitive indicators attempt to measure gender-related changes over time. Gender-sensitive indicators should address the gender gaps and inequalities that the project is seeking to redress and take a long-term perspective, keeping in mind that social change takes time.

Evaluation is most effective when using a participatory approach in which women and men actively take part in the planning of performance measurement frameworks, in their implementation, and in the discussion of their findings.[100]

- Results should be framed in a manner that highlights impact on people (men and women; boys and girls). Indicators that are people oriented, rather than focused on systems change, will be more likely to reveal gender-specific impacts. For example, indicators on numbers of laws and policies or increased facilities (healthcare, energy infrastructure, schools etc.) do not provide information about whether the lives of women or men have been improved or to what extent they are accessing such services.
- The results framework should use gender-inclusive, rather than gender neutral, language. People-level indicators (e.g. number journalists, farmers, medical practitioners etc.) should be disaggregated by sex. If gender analysis reveals distinct inequalities of benefits to men and women, the program activities should be adjusted.
- Gender-sensitive indicators require the collection of data, disaggregated by sex, but it is also a good practice to disaggregate by age and socio-economic and ethnic groups. To be gender-sensitive, basic data should also be accompanied by qualitative evaluations. Such evaluations can be aided by additional gender analysis or by including gender expertise among evaluators. For example, if the indicator measures numbers of people accessing education or energy services, questions can be asked about whether access is equal, what factors cause differential access for men and women etc.
- Consider the use of baseline studies to collect data at the onset of a project so that change over times can be measured. Surveys should also be used to capture information about changes in gender status (e.g. how men and women spend their time, societal perceptions about the roles of men and women, household budget expenditures and consumption rates, satisfaction of men and women with social services, education etc.).

4.2. Issues to Consider in Program Planning

4.2.1. Democracy and Democratic Governance (AO-1)

A healthy democracy is one in which women and men have equal opportunities to influence the governing of their country and one in which their concerns are heard. At present, few women in Georgia are in influential or decision-making positions. They are underrepresented in political parties and, therefore even though the issue of gender equality appears on the political agenda, it is often set aside for "more pressing" concerns. In general, topics of women's rights are not widely discussed, and women's NGOs lack the capacity to advocate for their inclusion in policy decisions. USAID's democracy and governance program should ensure that women have opportunities to meaningfully engage with the government and that their concerns are reflected in democratization processes.

Civic Activities (IR-1)

- Support women's NGOs and networks that work on women's empowerment.
- Foster links between women's NGOs and other civil society organizations, such as human rights advocacy groups, watchdog organizations, think tanks and media outlets.
- Gender equality, human rights and responsibilities, discrimination and tolerance should be included as topics in civic education programs.
- NGOs representing minority women and men should be supported with training, capacity building and opportunities for networking with other NGOs.

[100] See *Gender Sensitive Quantitative and Qualitative Indicators*, UNESCO (2003).

News and Information (IR-2)

- Promote gender sensitivity in the media sector to reduce stereotyping and improve coverage of issues of importance to women and men.
- Consider developing university courses for journalism students on gender-sensitive reporting.
- Support existing women's information networks and portals and foster links with mainstream media groups.

Political Process (IR-3)

- Increase women's political participation through work with political parties to include women in party lists and develop issue-based campaigns that respond to the specific concerns of women.
- Facilitate information exchange between NGOs that work on specific women's issues and political parties/ candidates.
- Support projects on leadership for girls and young women.
- Increase involvement of young women and men in political party work.

Judicial System (IR-4)

- Support awareness-raising and legal training on the newly adopted *Law on Gender Equality*.
- Women's rights, sex-based discrimination and legal issues that disproportionately affect women should be included as curriculum topics within the Higher School of Justice.
- Consider gender-sensitivity training for a range of justice system and legal professionals that is broader than the topics of domestic violence and human trafficking, for example.
- Support projects that expand legal aid and improve women's access to justice.
- Support efforts of the Georgian government and NGOs to develop a legal clinical program on domestic violence.
- Watchdog organizations should monitor the disposition of legal cases on issues that disproportionately affect women (e.g. family law, divorce cases, domestic violence, specific labor law violations).
- Develop indictors to measure gender bias in courts.

Democratic Governance (IR-5)

- Promote the use of gender-responsive budgeting exercises to address gaps in government policies, plans and budgets, increase accountability for public expenditures and improve women's access to services and resources.
- Promote the practice of gender-sensitive auditing of basic service delivery.
- Support the Government of Georgia and other stakeholders in the Implementation of the National Action Plan on Gender Equality for 2011-2013.

4.2.2. Social Services Delivery (AO-2)

USAID should ensure that health and education services are fully available to women and men in Georgia, including to marginalized and minority groups. Reform of the health sector should include attention to women's specific health needs, beyond maternal and reproductive health, and focus on the intersections of women's health and other social problems, such as VAW. Reform also presents an opportunity to expand health promotion messages, especially targeting men, and increase male responsibility for their wellbeing.

The educational system is in need of reform in terms of how it addresses gender. Curriculum development projects should strive to refute deeply ingrained stereotypes and promote notions of gender

equality. Segregation in fields of study for men and women directly leads to a segregated labor market, and so USAID should take efforts to promote men and women in non-traditional fields.

Delivery of Quality Services by Government and Private Providers (IR-1, IR-2)

- Promote the practice of gender-sensitive auditing of basic service delivery.
- Ensure that reproductive health, maternal and child health and family planning services are accessible to greater numbers of women, especially marginalized women, for example ethnic minority women, disabled women, commercial sex workers, female IDUs, women in prison etc.
- Continue programs on maternal health and family planning and consider expansion of such programs to address the interconnected issues of violence against women, vulnerability to HIV/AIDS and reproductive health.
- Develop activities to improve the understanding and responsiveness of healthcare professionals (including emergency workers, gynecologists, obstetricians, family practitioners, pediatricians, nurses) to violence against women, such as domestic violence and sexual assault.
- Continue to promote men's participation in family planning and maternal and child health.
- Social marketing campaigns should address health issues specific to men and women and also be adapted to the needs and concerns of minority groups.
- Support gender-sensitive healthy lifestyle programs, aimed at boys and girls, young men and women that address such topics as substance abuse, sexual health, negotiation and dating, gender roles.
- Examine whether current HIV/AIDS prevention, testing/counseling and treatment programs are addressing all risk groups, including male and female IDUs, female partners of IDUs, MSMs, female sex workers and street children (girls) who engage in sex work.
- In projects that include professional training for educators or curriculum design, introduce gender sensitivity and gender issues.
- Encourage the development of pre-school, childcare and afterschool programs to relieve burdens on women and address the needs of girls and boys.

Vocational Training (IR-3)

- Assess the risks and potential negative consequences of vocational training programs in sectors that are *de facto* segregated by sex. Invest in training and workplace programs that encourage women in non-traditional fields.
- Continue to work with trainees and employers to promote men and women in non-traditional fields and jobs.

Social and Health Services for Vulnerable Groups (IR-4)

- Clearly articulate in the PMP how gender intersects with vulnerability. Describe those areas in which women are generally vulnerable due to lower status and define which women are the most vulnerable (e.g. single mothers, women working in the unregulated labor market, women who experience violence etc.)
- Psychosocial services for IDPs and persons affected by conflict should address the consequences of gender-based violence.
- Support vocational training for victims of human trafficking and domestic violence to improve their economic independence.
- In school renovation projects, include gender analysis of the use of space, hygiene and safety/security issues, disabled access etc.

4.2.3. Economic Competitiveness and Welfare (AO-3)

While the population as a whole has been hit hard by the economic recession, women occupy an especially precarious position and face many obstacles in realizing their full potentials. Women lack

access to business opportunities and financial resources, tend to work in lower-paid sectors as well as the informal economy and are on average paid less than men. Women have not benefited to the same extent as men from economic reform efforts. Future reform projects should therefore consider special measures to improve women's economic opportunities and labor contribution. Specifically, measures should be taken to improve the life-work balance for women and incentives adopted to support women entrepreneurs.

Economic Governance (IR-1)

- In connection to tax reform, consider whether there are any explicit or implicit gender biases in the personal taxation system of Georgia that would have different impacts on male and female taxpayers.[101]
- Promote the use of gender-responsive budgeting exercises to track expenditures of tax revenue.
- Improve protection of women's rights to own real property and register intellectual property.
- Undertake gender analysis of economic restructuring and reform initiatives with recommendations for gender-equitable policies.

Private Sector Competitiveness (IR-2)

- Support gender sensitive solutions among lending institutions, specifically regarding access to credit, lending barriers and business support.
- Encourage lending institutions to track lending patterns by sex.
- Assess the risks and potential negative consequences of targeting sectors that present distinct gender imbalances or in which women and men have unequal control over assets and capital, such as in agriculture. Invest in workplace programs that improve women's access to career advancement and encourage women in non-traditional fields.

Economic Infrastructure (IR-3)

- Include gender analysis of obstacles to business growth, including barriers faced by women-owned businesses and micro and small businesses where women predominate.
- Ensure that women are meaningfully included in community participation processes to develop regional strategies and action plans.

Economic Security for Vulnerable Populations (IR-4)

- Clearly articulate in the PMP how gender intersects with vulnerability. Describe those areas in which women are generally vulnerable due to lower status and define which women are the most vulnerable (e.g. single mothers, women in the working in the unregulated labor market, women who experience violence etc.)
- Analyze the re-training and business support needs of vulnerable men, such as IDPs.
- Analyze how projects to increase women's economic status in the household could impact family dynamics and gender roles negatively or positively. Determine whether extra support could be provided, and ensure that women are able to make decisions about management of household income.
- Assess the potential long-term impact on business growth of grants in contrast to credit for both women and men.
- Examine the role of women in farming and ensure that projects address women equitably. In particular assess the degree to which women have access to new technologies and their location along value chains in the agriculture sector.

[101] For more information about the nexus between taxation and gender, see *Why care about Taxation and Gender Equality?*, Deutsche Gesellschaft für Technische Zusammenarbeit (GTZ), available at http://www.oecd.org/dataoecd/47/39/44896295.pdf.

4.2.4. Energy Security (AO-4)

On its face, the objective of improving energy security for Georgians appears to be gender neutral. However, further consideration should be made into the gender impacts, both positive and negative, of projects that will improve hydropower (IR-1), natural gas transmission (IR-2) and electrosytems (IR-3). In addition, projects that will increase energy use efficiency (IR-4) and energy management capacity (IR-5) should also closely analyze the relevant roles of men and women both in the energy sector and at the household level. For example, in Georgia, as well as other conflict-affected CIS countries, rising energy prices and the inefficiency of the public energy infrastructure have lead to disruptions in the provision of heat and energy, a problem that is especially burdensome to low-income families. In these countries it is estimated that people living on welfare benefits spend between 30%-61% of their budgets on utilities.[102] Concerning state benefits in Georgia, women outnumber men as applicants (55.3% women and 44.7% men) and recipients (56.7% women and 43.3% men) of welfare[103], and thus changes to energy policy and pricing could well have a more profound impact on women.

In addition, the actual implementation of energy sector projects can have distinct gendered impacts on the population. For example, pipeline and hydropower plant construction projects in Georgia have had different, and at times negative, economic and social impacts on women. While construction projects brought an influx of male workers, there were scarce employment opportunities for women. The incidence of sexual harassment and prostitution increased, in part related to income inequities as well as increased drug and alcohol use and crime around work camps.[104] Specific considerations include:

- Consider the different energy needs and consumption patterns of men and women, as well as their ability to pay for utilities, based on household roles and duties.
- Integrate gender considerations in the formulation of energy policy and in project implementation.
- Ensure that women and men have equal representation in decision-making on energy policy, including both energy production and consumption.
- Increase women's participation in the Georgian energy sector, which is currently male dominated.
- Conduct gender-impact studies that reveal the consequences to women and men living in areas where energy and construction projects are undertaken.
- Disaggregate data by sex, rather than household, in reporting on energy improvement projects.
- Indicators should focus not only on outputs but also measure changes and improvements to the lives of women and men resulting from increased energy security, for example reduced time and labor spent on household chores, improved access to clean water, improved health and safety (attributable to cleaner fuels/ electric lighting), increased income generation/ food production etc.

4.2.5. Healthy, Clean Environment (AO-5)

As in the case of the energy sector, there initially appear to be few obvious gender differences in how men and women interact with their natural environment. Is it, therefore, important to assess more carefully how different gender roles impact water and natural resource management (IR-1) and how climate change (IR-1, IR-2) may bring about different impacts on the physical condition, economic status and social roles of men and women, leading to changes in such areas as health, livelihoods and food security, for example. In particular, it should also not be assumed that without affirmative measures women will be included in

[102] Gender Mainstreaming in Practice, A Toolkit: Sectoral Briefs (part II), UNDP (2007), p. 159, examining Armenia, Georgia, Moldova and Uzbekistan.
[103] Sumbadze, Nana, *Gender and Society: Georgia*, p. 63.
[104] See Bacheva, Fidanka, Kochladze, Manana and Dennis, Suzanna, *Boom Time Blues: Big oil's gender impacts in Azerbaijan, Georgia and Sakhalin*, Central and Eastern European (CEE) Bankwatch Network, (2006) for a fuller discussion of the gender impact of the Baku-Tbilisi-Ceyhan Export Oil Pipeline (BTC) project in Georgia and Kochladze, Manana, *Risky deal, risky business*, Central and Eastern European (CEE) Bankwatch Network, (2009) for an analysis of potential negative gender impacts in the construction of the Khudoni hydropower plant.

decision-making around natural resource use. For instance, when asked about the inclusion of women in such processes, 27.7% of men, as compared to 14.3% of women, stated that there was "no value" to women's participation, based on two rationales- that women are too busy with family matters and therefore lack the time for other activities or that women should only be concerned with family matters. In contrast, when asked if they were personally ready to be included in decision-making about natural resources, given the opportunity, 65.5% of women affirmed their willingness.[105] Other specific considerations include:

- Consider the different natural resource use and consumption patterns of men and women based on household roles and duties.
- Integrate gender considerations in the formulation of environmental policy and in project implementation.
- Ensure that women and men have equal representation in decision-making on resource management and environmental policy.
- Conduct gender-impact studies of environmental policies.
- In civil society programs, engage women's NGOs in Georgia that address environmental issues.
- Develop information campaigns and environmental awareness-raising activities that target women's and men's different priorities and needs.
- Capacity building and training in use of new and environmentally sensitive technologies should include men and women.
- Disaggregate data by sex, rather than household, in reporting on resource management and environmental projects.

4.2.6. Transition Assistance for Internally Displaced Persons

In cooperation with other donors, USAID is playing a role in assisting conflict-affected populations, primarily IDPs. While USG funding at first focused on humanitarian aid, more recent commitments have shifted to addressing other priorities. Indeed, USAID has included activities that directly address the economic needs of IDPs in its strategy going forward. In addition, this assessment revealed displaced women and men experienced conflict in distinct ways and continue to have different coping mechanisms, needs and priorities. Some considerations include:

- Use a gender-sensitive lens whenever possible to determine the needs and status of IDPs and reflect these differences in project descriptions and reporting.
- Ensure women's real participation in community decision-making and in setting the agenda for aid and assistance.
- Enhance support for women who experienced violence during conflict and take measures to address other forms of violence occurring in IDP settlements.
- Address men's specific needs for occupation and employment and consider ways to encourage greater sharing of household work and childcare responsibilities.
- Consider the possibility of supporting women's NGOs, as well as youth and other civil society organizations, in peace building and people-to-people diplomacy efforts.
- In school renovation projects, include gender analysis of the use of space, hygiene and safety/security issues, disabled access, etc.

[105] *Итоги исследования: Гендерные аспекты вопросов, связанных с управлением природными ресурсами в бассейне трансграничных рек-Храми-Дебеда и Алазани* [Results of the study: Gender issues related to natural resources management in the Khrami-Debed and Alazani river basins]. Caucasus Environmental NGO Network (CENN) (2009), pp. 19, 22.

4.3. Organizational Issues and Recommendations

In addition to the above sector-specific recommendations, there are several points to consider in carrying out gender integration at USAID/Georgia. Overall, Mission staff seem to have a good understanding of potential gender issues in their areas of expertise and are able to articulate gender-based differences encountered in past programs. However, despite this awareness, a link seems to be missing in translating this knowledge to an analysis of potential impacts at the project level and, in turn, measures for addressing these impacts. At present, the USAID/Georgia PMP has projects that specifically target women in three rather narrow areas: political participation, maternal and child health and women's small business support. Other sectors, such as energy and the environment, exhibit little attention to gender impact. There is no apparent strategy to enhance gender equality overall, rather the focus is on several areas in which women are very obviously disadvantaged. It is also not clear to what extent USAID/Georgia engages with other donors, international organizations and the Government of Georgia to push an agenda of gender equality. Lastly, while implementing partners appear to be regularly reporting sex-disaggregated data, their capacity to identify and address critical gender issues is not known. Several points follow, outlining issues to consider in organizing the work of USAID/Georgia:

- At present, there is no full-time gender advisor among the Mission staff. Consider ways to increase the capacity of USAID/Georgia to undertake regular gender analysis.
- Consider developing expertise in gender integration within each AO team and building their capacity to interpret program information through a gender lens.
- Encourage Mission staff to coordinate with other donors running programs that support gender equality.
- Consider ways to develop cross-cutting programs, as opposed to stand-alone and sector-specific programs, that will enhance women's opportunities and status in a number of fields.
- Consider periodic trainings or meetings with implementing partners on gender integration to ensure that a common language is being used and common goals shared.
- Include gender in all sector-specific assessments.

5. CONCLUSION

Gender integration is a process involving conducting analysis, questioning assumptions and collaboration with stakeholders. In addition, in reform-oriented countries, the ADS encourages consideration of national development strategies. Georgia's National Action Plan on Gender Equality for 2011-2013 is being developed at the moment, and the recent passage of the *Law on Gender Equality* creates additional mechanisms and government bodies responsible for this process. USAID/Georgia is presently well placed to capitalize on these advancements, and the Mission could play a role in assisting a number of different organizations and entities, working in a variety of sectors, to bring about greater gender equality.

ANNEX A: SCOPE OF WORK

A gender assessment for integrating gender into USAID/Georgia's AO results framework and PMP.

Background

In the autumn of 2009, USAID/Georgia undertook a mission-wide planning exercise that resulted in the development of assistance objectives (AO), AO results frameworks and the subsequent Performance Monitoring Plan (PMP). USAID/Georgia deems that gender issues can be central to the achievement of its AOs. The mission strives to promote gender equality, in which both men and women have equal opportunity to benefit from and contribute to economic, social, cultural and political development; enjoy socially valued resources and rewards; and realize their human rights. Therefore, in order to ensure an adequate level of gender integration the mission intends to carry out a gender assessment to inform the existing AO frameworks and PMP.

Furthermore, the mission's most recent gender assessment dates back to 2003. Hence, USAID/Georgia needs a new assessment that will analyze both positive and negative changes that have affected the gender roles and relationships in Georgia since then, as well as assess the implications of these changes for the mission's AO results frameworks and PMP.

The mission's work in the financial years of 2009 to 2011 includes the following programmatic directions:

- AO-1: Participatory Democracy and Democratic Governance Strengthened. Improved public participation in civic activities, including strengthening the advocacy capabilities of select civil society organizations; improving public access to reliable news and information; improving the competitiveness of political processes, including strengthening the ability of political parties to represent constituent views and priorities; strengthening the judicial system, including improving transparency and providing training for lawyers, judges and prosecutors; and improving democratic governance, which includes support for building stronger linkages between branches of government and the citizens they serve.
- AO-2: Improved Delivery of Social Services. Strengthening the government's management capacity to provide quality services, with a focus on strengthening education and health administrative systems; strengthening the capacity of private health care providers, including health insurance providers and the provision of services in TB, HIV testing and maternal health; providing vocational training to meet job demands, especially for internally displaced persons; and providing key social services to meet the needs of vulnerable groups, including improving conditions in orphanages and finding safe permanent family placement for orphans.
- AO-3: Improved Economic Competitiveness and Welfare. Improving the commercial sector regulatory environment, including strengthening property rights and improving customs efficiency; improving private sector competitiveness; strengthening economic infrastructure in key sectors of support, including tourism and agriculture; and improving economic security for vulnerable populations, including persons displaced by the recent war with Russia
- AO-4: Enhanced Energy Security. Facilitating investment to build new hydropower production facilities, through assistance with policies, technical assistance and investment promotion; improving natural gas transmission infrastructure, to increase the availability of gas for households and key economic development zones; improving electrical power transmission,

through constructing new lines and improving management and transmission technology; and promoting increased energy efficiency.

- AO-5: Healthier, Cleaner Environment. Developing an integrated watershed management program to improve the sustainable use of natural resources, including improving water quality and forestry practices; and promoting activities to help Georgia mitigate and adapt to clime change.

The AOs are based upon a funding stream that totals approximately $540 million of supplemental funding in FY 2009 and FY 2010 plus the FY 2010 CBJ request and the FY 2011 planning level.

Purpose

The intended use of the results of the assessment is to help the mission integrate gender into the AO results framework and PMP complying with the recent revisions to ADS 201.3.9.3 and 201.3.11.6. More specifically, the purpose of the assessment is to conduct:

> *a) the analysis of broad institutional structures and socio-economic and cultural trends in Georgia that determine the gender roles and relationships and gender-based constrains in Georgia.*

In undertaking the analysis, the assessment team will draw on face-to-face meetings with key stakeholders and a desk review of similar types of analyses from other donors, NGOs and experts in Georgia (secondary material to be provided by the mission).

> *(b) the assessment and revision of the extent to which the mission AO frameworks and PMP address the following key questions:*
>
> 1. How will the different roles and status of women and men affect the work to be undertaken?
> 2. How will the anticipated results of the work affect women and men differently?

The purpose of the first question is to ensure that 1) the differences in the roles and status of women and men are examined, and 2) any inequalities or differences that will impede achieving project or activity goals are addressed in the project or activity design. The different roles, responsibilities and status of men and women within the community, political sphere, workplace and household (e.g., roles in decision-making and different access to and control over resources and services) need to be addressed. The second question calls for another level of analysis in which the anticipated project or activity results are 1) fully examined regarding the possible different effects on women and men and 2) the design is adjusted as necessary to ensure equitable and sustainable project or activity impact. For example, programming for women's income generation may have the unintended consequence of domestic violence as access to resources shifts between men and women. This potential negative effect could be mitigated by engaging men to anticipate change and be more supportive of their partners.

Specific tasks:

(a) the analysis of broad institutional structures and socio-economic and cultural trends in Georgia that determine the gender roles and relationships and gender-based constrains in Georgia.

1) To review key gender issues, challenges and gender-based constraints for men and women in Georgia focusing on USAID's priority areas of activity (AOs);
2) To identify and analyze legislative and government actions that either promote or hamper gender equity and equality in the country;

3) To indicate any other social, economic and cultural trends (and the opportunities and threats that they present) in the current context that are likely to have a bearing on gender issues in general and on USAID's AOs in particular;

(b) the assessment and revision of the extent to which the mission's AO frameworks and PMP address the following key questions:

- How will the different roles and status of women and men affect the work to be undertaken?
- How will the anticipated results of the work affect women and men differently?

1) To review the AO frameworks and PMP to determine the extent to which gender is integrated into these documents;
2) To identify specific areas in need of revision or strengthening from the point of view of gender integration. Specifically, these will include: AOs, IRs, sub-IRs and indicators;
3) To discuss and suggest concrete ways of closing the identified gaps;
4) To suggest, where relevant, gender-sensitive indicators for each AO framework;
5) To suggest practical ways of measuring progress against the AOs using gender-sensitive indicators;
6) To provide examples of successful integration of gender into programs similar to those included in the AO frameworks for Georgia.

Methodology

<u>1. Desk review of the documents to be provided by the mission. These will include:</u>

- Current AO frameworks, PMP;
- Gender assessment for USAID/Caucasus, 2003;
- Gender Issues in Europe and Eurasia, an overview of literature, USAID, 2006;
- Revisions to the ADS 201 concerning gender integration and mainstreaming;
- Reports on gender issues in Georgia by other donor agencies, NGOs and think tanks;

The emphasis at this initial stage will be made on the review of the AO frameworks and PMP to ensure that by the time the international consultant arrives in the country s/he has already identified AOs, IRs, sub-IRs and indicators that, in his/her opinion, require revision in the light of the questions indicated under the specific tasks (section b) above. This will guide further decisions on the degree of engagement with respective AO teams.

<u>2. Interviews with key stakeholders working on gender issues in Georgia.</u>

The list will be identified and approved by the mission. Key stakeholders will include representatives of the government, parliament, donor agencies, NGOs and experts' groups.

<u>3. Meetings/interviews with the mission teams and implementing partners:</u>

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

Deliverables

There are two main written deliverables expected (against the two objectives):

1) Internal and public versions of a report on the gender analysis of the current gender issues in Georgia;

2) A report based on the assessment and review of the mission's AO frameworks and PMP with a list of specific recommendations including suggested revisions to the AO frameworks and PMP to ensure an adequate level of gender analysis.

Executive summaries are required for both. The consultants will de-brief the mission about the results of the assessment prior to departure.

Preliminary drafts shall be submitted to the mission upon completion of fieldwork, with electronic copies submitted to the mission, EGAT/WID and the E&E Gender Advisor. The recipients will provide written comments within 5 working days following the receipt of the draft.

Revised reports, incorporating comments shall be submitted to the Mission, EGAT/WID, and the E&E Gender Advisor, no later than 5 working days following the receipt of the above comments. The mission, EGAT/WID and the E&E Gender Advisor shall provide any additional written comments within five working days from receiving the revised draft. The final reports will be submitted within 5 working days after receiving comments on the revised draft.

Estimated Level of Effort

The assessment will be carried out by a team of one international consultant (the team leader) and a local consultant with an experience in gender analysis and assessment with an emphasis on the experience of working with USAID on the integration of gender into the agency's strategic planning documents (the mission can provide a list of local consultants to select from).

The mission's gender advisor will closely work with the consultants to achieve the set objectives. The team might also draw on additional support from the mission teams.

The suggested level of effort:

4 days for the desk review of secondary material and the mission documents.
12 working days in the field (7 days for meetings, interviews, data collection and discussion, up to 3 days for recommendations and their review, 2 days for drafting the report).
2 days for finalizing the report.
2-3 days of travel for the international consultant.

Performance Period

It is anticipated that this work will begin in January 2010.

Reporting Requirements

The consultants will work closely with USAID/Georgia's PPS office and the gender advisor for the coordination of the assessment activities. Introductory and de-briefing meetings of the consultants with the Mission Director and Program Officer will be organized. WID will provide overall direction as necessary. All deliverables will be provided for comment to the Mission, EGAT/WID, and the E&E Gender Advisor. The Mission will compile these comments and send them to the Team Leader.

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Annex C: Persons Interviewed

April 2-23, 2010

USAID/Georgia Mission

Program and Project Support Office

- Greg Booth, Transition Program Coordinator
- Keti Chogovadze, Program Development Specialist
- David Dzebisashvili, Program Development Specialist
- Michael Enders, Program Development Officer
- Lela Kerashvili, Program Development Specialist

Office of Democracy and Governance

- Nino Buachidze, Project Management Specialist
- Kirsten Michener, Senior Democracy and Governance Advisor
- Giorgi Vashakidze, Project Management Specialist

Office of Economic Growth

- Michael Jones, Economic Growth Officer
- Nino Kobakhidze, Project Management Assistant
- Revaz Ormotsadze, Project Management Specialist
- David Tsiklauri, Project Management Specialist

Office of Health and Social Development

- Medea Kakachia, Project Management Specialist
- Tamar Sirbiladze, Senior Medical & Infectious Disease Advisor

Office of Energy and Environment

- Dorothy Bell, Project Management Specialist
- Nicholas Okreshidze, Senior Engineer
- Mariam Ubilava, Program Development Specialist

International Organizations

- Lela Bakradze, Program Officer, UNFPA
- Louise Bermsjö, Program Officer, Embassy of Sweden/ SIDA
- Natia Cherkezishvili, Program Analyst, UNDP
- Ketevan Khutsishvili, Rule of Law and Good Governance Officer, European Commission Delegation to Georgia
- Tamar Sabedashvili, Gender Advisor, UNIFEM

State Structures

- Marina Meskhi, Director, State Fund for Protection and Assistance of Victims of Human Trafficking and Domestic Violence

Non-governmental Organizations (including USAID partner organizations)

- Eka Agdgomelashvili, Executive Director, Women's Initiatives Supporting Group
- Tinatin Bokuchava, Senior Program Officer, National Democratic Institute (NDI)
- Nino Chikhladze, lawyer, Georgian Young Lawyers Association (GYLA)
- Mariam Gagoshashvili, Program Coordinator, Women's Fund in Georgia
- Lela Gaprindashvili, Chairperson, Women's Initiative for Equality
- Kiarim Gumbatov, lawyer, Azeri Women's Association
- Mansur Iuzbashov, Project Manager, Azeri Women's Association
- Kartlos Kankadze, Deputy Chief of Party, John Snow, Inc. Research and Training Institute
- Andrea Keerbs, Resident Country Director, International Republican Institute (IRI)
- Nana Khoshtaria, psychologist, Women's Consulting Center "Sakhli"
- Diana Mamedova, volunteer, Azeri Women's Association
- Nana Nazarova, Chairperson, People's Harmonious Development Society
- Nana Pantsulaia, Executive Director, Women's Fund in Georgia
- Galina Petriashvili, Chairperson, Gender Media Caucasus
- Helen Rusetskaya, Coordinator, Women's Information Center
- Nato Shavlakadze, Chairperson, Anti-Violence Network of Georgia
- Maka Shengelia, Women Program Coordinator, International Republican Institute (IRI)
- Nino Shioshvili, Chairperson, Georgian Women's Employment Supporting Association "Amagdari" (interview by email)
- Marina Tabukashvili, General Director, Taso Foundation
- Nino Todua, Director, Mission for You
- Tea Tsagareli, Project Director, Save the Children
- Nino Tsereteli, Executive Director, Medical-Psychological Center "Tanadgoma"
- Nino Tsikhistavi, Chairperson, Caucasus Women's Network

University

- Nino Javakhishvili, Professor, Faculty of Social and Political Sciences, I. Javakhishvili Tbilisi State University

Annex D: USAID Gender Requirements

High-level Planning (ADS 201.3.9.3)

- USAID staff must conduct a mandatory gender analysis to inform strategic plans and assistance objectives. USAID's approach to gender analysis is built around two key questions:
    - How will the different roles and status of women and men within the community, political sphere, workplace, and household (for example, roles in decision-making and different access to and control over resources and services) affect the work to be undertaken?
    - How will the anticipated results of the work affect women and men differently?

Project/Activity Planning (ADS 201.3.11.6)

- USAID staff must conduct a mandatory gender analysis to inform the design of activities and projects.
- The gender analysis findings must be integrated into the scope of work/program description for an activity that will be implemented through a contract or cooperative agreement.
- Gender issues must be integrated into the technical evaluation/selection criteria for any solicitation financed under the project or activity.
- If the planning process indicates that gender is not an issue in a planned activity or project, then a rationale must be included in the Activity Approval Document (required for the activity/project to move into the procurement phase).

Project and Activity Procurement (ADS 302.3.5.15 for contracts and ADS 303.3.6.3 for grants and cooperative agreements)

- The Contract/Agreement Officer must ensure that the technical office integrates gender issues in the procurement request or includes a rationale for not addressing gender in the project or activity.
- Gender issues must be integrated in the different components of an RFP (e.g., Statement of Work, project deliverables, key personnel qualifications, monitoring and evaluation requirements), or an RFA (e.g., Program Description, key personnel qualifications, monitoring and evaluation requirements).
- The Contract/Agreement Officer must ensure that once gender has been integrated into the solicitation components, gender is also reflected in the corresponding technical evaluation criteria (RFPs) or technical selection criteria (APSs). These technical criteria include, but are not limited to, technical understanding and approach, monitoring and evaluation, and personnel.

Project and Activity Monitoring and Evaluation (ADS 203.3.4.3)

- Performance management systems and evaluations at the assistance objective and project/activity levels must include gender-sensitive indicators and sex-disaggregated data.

ANNEX E: TOOLS AND RESOURCES FOR GENDER ANALYSIS

The following is a list of selected resources and tools to assist with sector-specific gender analysis and integration. These materials were chosen because they provide both general guidance and information about key gender issues by topic. Several of the guides address monitoring and evaluation and the formulation of gender-sensitive indicators by sector. Additionally, tools on good practices were also selected as they include useful frameworks and background information that can assist with formulating questions for gender analysis.

Gender Analysis and Integration

- **Guide to Gender Integration and Analysis: Additional Help for ADS Chapters 201 and 203**, USAID/EGAT/WID (2010).
  http://www.usaid.gov/policy/ads/200/201sab.pdf

- **Gender Mainstreaming in Practice: A Toolkit**, UNDP (2007).

  - *Part 1: Guidance and Basic Principles*
    http://europeandcis.undp.org/gender/show/6D8DE77F-F203-1EE9-B2E5652990E8B4B9

  - *Part II: Sectoral Briefs*
    http://europeandcis.undp.org/gender/show/6D8DE77F-F203-1EE9-B2E5652990E8B4B9

- **Gender Tool Kit - Instruments for Gender Mainstreaming**, Swiss Agency for Development and Cooperation (SDC). *Includes gender analysis tools, analytical frameworks, gender in program planning and M&E.*
  http://www.sdc.admin.ch/en/Home/Themes/Gender/General_and_thematic_tools/General_tools

- **Gender Tip Sheets**, OECD/ SIDA/ AusAID. *Over 40 tip sheets on gender mainstreaming, program management and sector specific guidance.*
  http://www.oecd.org/document/34/0,3343,en_2649_34541_1896290_1_1_1_1,00.html

- **Gender Makes the Difference Fact Sheets**, World Conservation Union (UICN). *Fact sheets on gender and environmental topics including agriculture, climate change, energy, watershed management, forestry and indicators.*
  http://www.generoyambiente.org/biblioteca/documentos.php?cat=5&subcat=5

Gender- Sensitive Indicators and Impact Evaluation

- **Guide to Gender Sensitive Indicators**, Canadian International Development Agency (CIDA) (1997).
  http://www.acdi-cida.gc.ca/inet/images.nsf/vLUImages/Policy/$file/WID-GUID-E.pdf

- **A User's Guide to Measuring Gender-Sensitive Basic Service Delivery**, UNDP/ UNIFEM (2009). http://www.undp.org/oslocentre/docs08/users_guide_measuring_gender.pdf

Crosscutting Themes

Male Engagement

- **The Role of Men and Boys in Achieving Gender Equality**, UNIFEM (2008). http://www.un.org/womenwatch/daw/public/W2000andBeyond.html

Inclusion and Tolerance

- **Building an Inclusive Development Community: a Manual on Including People with Disabilities in International Development Programs, Building an Inclusive Development Community**, Mobility International USA (MIUSA) (2003). http://www.usaid.gov/our_work/cross-cutting_programs/wid/gender/wwd_resources.html

- **Sexual Orientation and Gender Identity Issues in Development**, SIDA (2005). http://www.ilgaeurope.org/europe/guide/country_by_country/sweden/sexual_orientation_and_gender_identity_issues_in_development

Violence against Women

- **Toolkit for Integrating Domestic Violence Activities into Programming in Europe and Eurasia**, USAID/DGST/E&E (2009). http://www.usaid.gov/locations/europe_eurasia/dem_gov/docs/ee_dv_toolkit_final.pdf

- **Demographic and Health Survey Questionnaire Module on Domestic Violence**, MEASURE DHS. http://www.measuredhs.com/pubs/pub_details.cfm?ID=709

- **Violence against Women and Girls: A Compendium of Monitoring and Evaluation Indicators**, USAID/ IGWG/ Measure Evaluation (2008). http://www.cpc.unc.edu/measure/tools/gender/violence-against-women-and-girls-compendium-of-indicators http://www.cpc.unc.edu/measure/publications/pdf/ms-08-30.pdf

Democracy and Governance

- **Enhancing Women's Political Participation: A Policy Note for Europe and the Commonwealth of Independent States**, UNDP (2009). http://europeandcis.undp.org/gender/show/0C8EA77B-F203-1EE9-B1FAD9B9E682DD1E

- **Getting the Balance Right: Gender Equality in Journalism**, International Federation of Journalists/ UNESCO (2009). http://www.ifj.org/assets/docs/129/002/c98b281-47dbb02.pdf

- **Justice Reform and Gender**, DCAF/ OSCE-ODIHR/ UN-INSTRAW (2008). *Tool 4 of the Gender and Security Sector Reform Toolkit.* http://www.dcaf.ch/gender-security-sector-reform/gssr-toolkit.cfm?navsub1=37&navsub2=3&nav1=3

  http://www.dcaf.ch/publications/kms/details.cfm?ord279=title&q279=gender&lng=en&id=47396&nav1=4

- **Budgeting for Women's Rights: Monitoring Government Budgets for Compliance with CEDAW**, UNIFEM (2006). http://www.unifem.org/materials/item_detail.php?ProductID=132

Health

- **Gender Perspectives Improve Reproductive Health Outcomes: New Evidence,** USAID/IGWG (2009). http://www.igwg.org/igwg_media/genderperspectives.pdf

- **Engaging Men for Gender Equality and Improved Reproductive Health**, USAID/IGWG (2009). http://www.igwg.org/igwg_media/engag-men-gendr-equal.pdf

- **Addressing Gender-Based Violence Through USAID's Health Programs: A Guide for Health Sector Program Officers**, USAID/IGWG (2008). http://www.igwg.org/igwg_media/GBVGuide08_English.pdf

Education

- **Education from a Gender Equality Perspective**, USAID/WID (2008) http://www.usaid.gov/our_work/cross-cutting_programs/wid/pubs/Education_From_a_Gender_Equality_Perspective_Final.pdf

- **Tips for Gender Integration in USAID Education Sector Solicitations**, USAID/WID (2008). http://pdf.usaid.gov/pdf_docs/PNADM805.pdf

Economic Development

- **Women's Empowerment Principles: Equality Means Business**, UNIFEM (2010). http://www.unifem.org/materials/item_detail.php?ProductID=166

- **Gender Dimensions of Investment Climate Reform: A Guide for Policy Makers and Practitioners**, International Bank for Reconstruction and Development / World Bank (2010). http://www.ifc.org/ifcext/sustainability.nsf/Content/Publications_Report_GenderDimensionsGuide

- **Factsheet: Participating on equal terms - benefits in agriculture and rural development,** Program Promoting Gender Equality and Women's Rights/ GTZ (2010). http://www2.gtz.de/dokumente/bib/gtz2010-0201en-gender-rural-development.pdf

- **Factsheet: Why care about Taxation and Gender Equality?**, Programme Promoting Gender Equality and Women's Rights/ GTZ (2009).

http://www2.gtz.de/dokumente/bib/gtz2009-0497en-gender-equality-factsheet.pdf
http://www.oecd.org/dataoecd/47/39/44896295.pdf

- **Gender-Sensitive Indicators for Economic Growth/Trade-Related Activities,** USAID. http://pdf.usaid.gov/pdf_docs/PNADL088.pdf

Internally Displaced Persons and Conflict-Affected Populations

- **Challenges and Good Practices in Support of Displaced Women in Conflict and Post-Conflict Situations**, UNFPA (2007). http://www.unfpa.org/public/global/pid/1262

- **The Impact of Armed Conflict on Women and Girls: A UNFPA Strategy for Gender Mainstreaming in Areas of Conflict and Reconstruction**, UNFPA (2002). http://www.unfpa.org/publications/detail.cfm?ID=29

- **Women and Conflict: An Introductory Guide to Programming**, USAID/DCHA/CMM (2007). http://www.usaid.gov/our_work/cross-cutting_programs/conflict/in_the_spotlight.html

Energy

- **Gender and Energy for Sustainable Development: A toolkit and resource guide,** UNDP (2004). http://www.undp.org/energy/genenergykit/ http://www.undp.org/energy/genenergykit/genderengtoolkit.pdf

Environment

- **Gender and Environment: A guide to the integration of gender aspects in the OSCE's environmental projects**, OSCE (2009). http://www.osce.org/gender/item_11_36575.html

- **Gender & Water: Mainstreaming gender equality in water, hygiene and sanitation interventions**, Swiss Agency for Development and Cooperation (SDC) (2005). http://www.sdc.admin.ch/en/Home/Themes/Gender/General_and_thematic_tools/Thematic_tools

- **Fact Sheet: Climate Change and Gender**, USAID/WID (2010). http://www.usaid.gov/our_work/cross-cutting_programs/wid/WID_FACT_SHEET_Climate_Change_v2.pdf