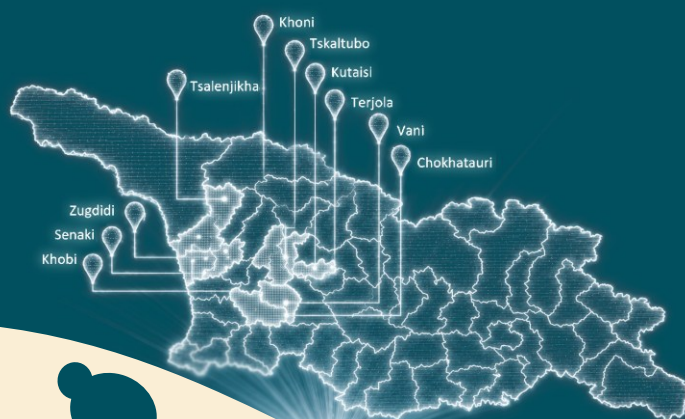




Brot
für die Welt

MUNICIPAL SUPPORT MECHANISMS FOR WOMEN SURVIVORS OF VIOLENCE

What Do Local Budgets Offer?



COMPARATIVE ANALYSIS OF THE
2024–2026 MUNICIPAL BUDGETS OF
TEN TARGET MUNICIPALITIES

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I. INTRODUCTION - HOW ARE WOMEN'S NEEDS REFLECTED IN LOCAL BUDGET PROGRAMS?

A local budget is not merely a financial document. It reflects a municipality's policy priorities and its responsibility toward specific social groups. Accordingly, budget analysis makes it possible to assess the extent to which the needs of women survivors of violence are recognized as an independent area of municipal policy and the extent to which existing programs and services respond to their complex needs.

A comparative analysis of the 2024-2026 budgets of ten target municipalities (**Tskaltubo, Kutaisi, Khoni, Terjola, Vani, Chokhatauri, Senaki, Zugdidi, Tsalenjikha, and Khobi**) shows that support for women and responses to domestic violence are already reflected in local programs. However, municipal programs differ in the forms and scale of support they provide, as well as in their stability and development over time.

In some municipalities, **women survivors of violence are identified as a distinct target group for support**, and specific assistance mechanisms are available to them, including financial assistance, rental support, funding for health care services, co-financing of shelter or crisis center services, and economic empowerment programs. In some cases, women's needs are reflected in programs on equality between women and men, municipal councils working on women's and children's issues, or social protection programs. In a number of municipalities, however, women survivors of violence continue to be included within broad social categories: "socially vulnerable," "homeless," "families living in difficult circumstances," and "single parents."

1.1 CONCEPTUAL FRAMEWORK

When assessing municipal budgets, the main question is not simply whether a municipality has a program to support women. The main question is to what extent municipal support programs create a coherent and interconnected system of support for women survivors of violence—from crisis assistance to safe housing, legal protection, psychological support, access to a source of income, and the opportunity to live independently.

Key Question:

To what extent does the local budget create a genuine pathway of support for a woman survivor of violence - from crisis assistance to safe housing, legal protection, psychological support, access to a source of income, and the opportunity to live independently?

1.2 TERMINOLOGICAL NOTE

When comparing the 2024-2026 municipal budgets, it is important to take into account that during this period the official names of municipal councils and programs working on gender equality changed. While the 2024 budgets and other municipal documents use the terms “Gender Equality Council” and “Promotion of Gender Equality,” the 2025-2026 documents instead use the terms “Equality Between Women and Men,” “Municipal Council on Equality Between Women and Men and Children's Issues,” or “Municipal Council on Women's and Children's Issues.” This analysis uses the official terminology applicable to the respective period, thereby ensuring an accurate reflection of the budget documents for each year.

In addition, this analysis gives preference to the term “woman survivor of violence,” while retaining the term “victim of violence” when describing official programs and budget entries, as this is the terminology established in the current legal and budgetary documents. The term “woman survivor of violence” is based on the internationally recognized survivor-centred/victim-survivor-centred approach, under which a woman is viewed not only as a victim of violence, but also as an active participant in the support process, whose needs, choices, and decisions shape the response process.¹

¹ See UN Women, UNFPA, WHO, UNDP & UNODC, Essential Services Package for Women and Girls Subject to Violence, 2015; UNFPA, Gender-Based Violence; UNFPA Asia-Pacific, A Survivor-Centred Approach to Monitoring Gender-Based Violence Response Programming, 2024.

II. METHODOLOGY

2.1 WHAT DID WE LOOK FOR IN THE BUDGETS?

As part of this desk review, the Charity Humanitarian Women's Fund "Sukhumi" examined the 2024, 2025, and 2026 budgets of the target municipalities published in the Legislative Herald of Georgia.

The purpose of the study is to assess the development of programs addressing women's needs, support measures, and responses to domestic violence in local budgets, to identify changes over the three-year period, and to analyze trends indicating the strengthening, weakening, stagnation, or fragmentation of municipal support.

The analysis covered budget programs and subprograms that directly or indirectly relate to support for women and responses to domestic violence. These include financial assistance for victims of violence, housing support, co-financing of shelters or crisis centers, health care and psychosocial support provisions, opportunities for economic empowerment, and municipal mechanisms addressing women's issues, where these areas were reflected in the respective municipal budgets.

The analysis is based on the program descriptions and budget appropriations reflected in the municipal budgets and does not assess the actual implementation of the programs or their actual impact on beneficiaries.

2.2 OVERALL TRENDS IN MUNICIPAL SUPPORT

A comparative analysis of the 2024–2026 budgets of the ten municipalities shows that individual elements of local responses to violence against women and/or domestic violence are already in place. In some municipalities, these include direct financial assistance, rent subsidies or temporary housing, and funding for medical services. In others, issues related to violence against women and domestic violence are incorporated into programs promoting equality between women and men and into the work of municipal councils.

However, in most cases, municipal support services do not yet constitute a comprehensive system capable of providing women survivors of violence with continuous and coordinated assistance from the moment of crisis through to independent living.

Support Pathway

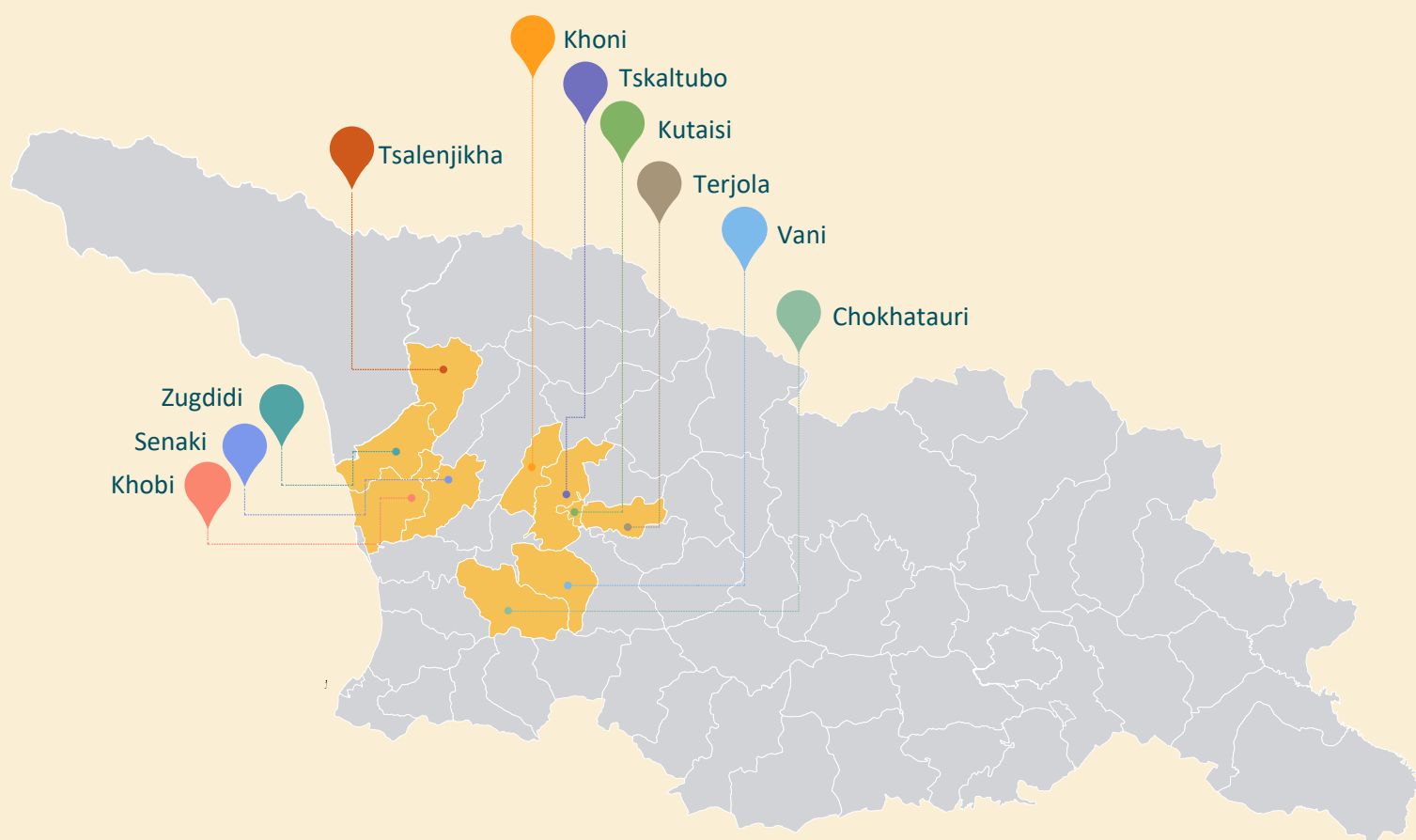
**Crisis Assistance → Safe Housing → Psychosocial Support → Legal Assistance →
Economic Empowerment → Social Reintegration**

Table 1.

Municipal Support Mechanisms for Women Survivors of Violence

	Direct Financial Assistance	Rent Support / Shelter	Council / Program	Economic Empowerment	Overall Assessment
Zugdidi	Yes	Yes	Yes	Partial	A relatively comprehensive support framework
Senaki	Yes	Yes	Not explicitly reflected	No / Limited	Strong social adaptation model
Vani	Yes	Yes	Yes	No / Limited	Violence-related issues are addressed across several programs
Chokhatauri	Yes	Not reflected	Yes	Yes	Women are recognized as economic actors
Kutaisi	Yes	Partial	Yes	Not reflected	Support is available, but funding remains limited
Tskaltubo	Yes	Yes	Yes	No / Limited	Recognizes the need for housing support
Khobi	Particularly in 2025	Particularly in 2025	Reflected in 2025	No / Limited	2025 marked a turning point
Tsalenjikha	Yes	Not reflected	Yes	No / Limited	Direct financial assistance has increased, but individualized support remains limited
Khoni	Limited (primarily through rent support)	Yes, with limited resources	Not reflected	No	The need for housing support is recognized, but available resources remain limited
Terjola	Not reflected directly	Indirectly	Not reflected	No	Women remain grouped within general social categories

III. COMPARATIVE ANALYSIS OF MUNICIPAL PROGRAMS SUPPORTING WOMEN SURVIVORS OF VIOLENCE (2024–2026), BY MUNICIPALITY



Programs included in the 2026 budget:

✓ **One-Time Financial Assistance for Victims of Violence Against Women and/or Domestic Violence** (Program Code 06 02 03) - one-time financial assistance is provided in an amount ranging from **GEL 100 to GEL 800**, based on a court decision where a restraining or protective order is in effect, **in accordance with the validity period of the status**;

✓ **Support Program for Persons Left Homeless or Affected for Various Reasons** (Program Code 06 02 09) - the program provides financial support to various groups, including victims of violence, in the amount of **GEL 200 per month**, based on the decision of the relevant commission;

✓ **Program for Providing Heating Assistance to Socially Vulnerable Residents and Financial Assistance to Families Facing Social Risks** (Program Code 06 02 11) - the program provides financial support to families facing social risks **once a year, in an amount ranging from GEL 100 to GEL 500**, based on the decision of the commission;

✓ **Material Assistance Subprogram for Children Facing Social Risks** (Program Code 06 03 01) - together with other persons facing social risks, the subprogram also provides child victims of violence with monthly financial assistance of **GEL 50 per child until the end of the year**. The funds are intended for the purchase of food products, hygiene supplies, and stationery. Families are enrolled in the subprogram following a visit by a social worker and a decision by the interdisciplinary team;

✓ **Program for Financial Support of Social Protection Projects** (Program Code 06 02 12) - the program aims to involve vulnerable groups, including victims of violence, in projects. It also seeks to support the development of social enterprises in the territory of Zugdidi Municipality. Submitted projects are selected in accordance with the regulations and by the relevant commission established within the Municipal City Hall.

In Zugdidi's 2026 budget, **responses to violence against women and/or domestic violence are reflected across several program areas**: one-time financial assistance, housing-related support, assistance to families facing social risks, material support for child victims of violence, and financing for social projects. This means that the municipality does not confine the issue of violence to a single program but links it to various social protection mechanisms.

At the same time, a comparison of the 2024-2026 budgets also reveals signs of weakening support. In previous years, Program 06 02 03 provided financial assistance and **also included placement in an operating crisis center**, whereas **this component is not reflected** in the 2026 provision. The Program for Financial Support of Social Protection Projects also continues to list victims of violence among vulnerable groups, although **its funding is lower than in 2024**. **The removal of the crisis-support component and the reduction in funding indicate a weakening of municipal support**, significantly limiting opportunities for women survivors of violence to ensure their safety during a crisis and gain timely access to subsequent specialized support.

It is positive that the 2026 budget provides support for both adult victims of violence and child victims of violence. The subprogram supporting child victims of violence is particularly important, as **it ensures the involvement of a social worker and an interdisciplinary team**. However, the budget does not separately provide specialized psychosocial and legal assistance, crisis center/shelter services, or economic empowerment programs for women survivors of violence. Although Budget Program 06 02 12 provides for the participation of victims of violence in “projects,” the budget does not specify the content, objectives, or forms of support of these projects. It is therefore impossible to assess the extent to which the program is linked to the economic empowerment of women survivors of violence and the creation of opportunities to earn an independent income.

Key Finding:

The Zugdidi Municipality budget provides support for women and children affected by violence in several areas: financial assistance, temporary housing, assistance to families facing social risks, protection of children’s rights, and financing for social projects. This makes it one of the most multidimensional municipal models.

However, the removal of the provision for placement in a crisis center from the 2026 text and the lower level of funding for social projects compared with 2024 reduce access to specialized support for women survivors of violence and limit the municipality’s capacity to respond to crisis-related needs.

3.2

SENAKI MUNICIPALITY

Programs Included in the 2026 Budget:

✓ **Social Adaptation and Support Program for Victims of Violence** (Program Code **06 02 07**)

- the program provides financial assistance to promote independent living, social integration, and social adaptation, as well as support for victims of violence, specifically:

- one-time financial assistance of **GEL 500** is provided to support victims of violence during the budget year;
- where a victim of domestic violence registered in Senaki Municipality and/or their minor child uses the services of a shelter or crisis center, the municipality reimburses the **daily cost of GEL 30 per beneficiary**;
- families left homeless are provided with housing support through **monthly rent compensation of GEL 300** throughout the budget year.

The Senaki Municipality budget includes a **dedicated program** to support victims of violence. The **Social Adaptation and Support Program for Victims of Violence** is particularly noteworthy because it combines several complementary support mechanisms for women survivors of violence: one-time financial assistance of **GEL 500**, rental support for families left homeless, and co-financing of daily expenses for the use of shelter or crisis center services for both victims of violence and their minor children.

The funding trend is also relatively positive. The program budget amounted to **GEL 52.9 thousand** in 2024, increased to **GEL 95.0 thousand** in 2025, and totals **GEL 90.0 thousand** in 2026. Although funding in 2026 is lower than in 2025, it remains significantly higher than the 2024 allocation. This indicates that the municipality continues to regard support for women survivors of violence as one of the priorities of its social policy.

The Senaki Municipality support model can be regarded as a good practice, as it combines several complementary mechanisms for women survivors of violence, including financial assistance, housing support, and crisis support. However, it still does not provide specialized programs aimed at the longer-term recovery and empowerment of women survivors of violence, including psychosocial support, legal assistance, and economic empowerment programs. Consequently, the further development of the municipal support system requires the integration of these components to ensure that the municipality responds not only to immediate crisis situations but also provides long-term support for women survivors of violence.

Key Finding:

Support for victims of violence in the Senaki Municipality budget is provided through a dedicated program framework- the Social Adaptation and Support Program for Victims of Violence.

The program includes one-time financial assistance, co-financing of shelter/crisis center services, and temporary housing support. However, it primarily addresses immediate crisis needs, while specialized programs for the long-term support and empowerment of women survivors of violence are not provided in the municipal budget.

Programs included in the 2026 budget:

✓ **One-Time Financial Assistance for Victims of Violence** (Code 06 02 12) - the subprogram provides victims of violence with **one-time** financial assistance of **GEL 500** during the budget year;

✓ **Provision of Rent Support** (Code 06 02 13) - the subprogram also covers persons affected by domestic violence who have no residential property; **the increased rent ceiling in 2026** is no more than **GEL 300 per month** within the city of Vani and no more than **GEL 250 per month** in other administrative units during the budget year;

✓ **Assistance to Persons with Special Needs** (Code 06 02 16) - the subprogram provides assistance to persons with special needs who are facing social risks. Beneficiaries of the program include adult victims of violence residing in Vani Municipality. During the year, the amount of assistance provided to persons with special needs is determined according to the number of adult family members, as follows: a) a one-person household - no more than GEL 700; b) a two-person household - no more than GEL 1,200; c) a three-person household - no more than GEL 1,500; d) a household of four or more persons - no more than GEL 2,000;

✓ **Protection and Support of Children's Rights** (Code 06 02 17) - the program covers families with children in crisis situations, including children who are victims of violence or whose parent is a victim of violence. Financial assistance is provided as follows: a family with one child - no more than GEL 700; a family with two children - no more than GEL 1,200; a family with three children - no more than GEL 1,500; and a family with four or more children - no more than GEL 2,000. Assistance may be provided in monetary or non-monetary form through the purchase of goods and/or services, either as a one-time payment or in installments;

✓ **Promotion of Women's and Children's Issues** (Code 06 03) - the program provides for the organization of activities planned by the Vani Municipal Council on Women's and Children's Issues.

In the 2026 budget of Vani Municipality, **domestic violence is addressed through more than one program area**. Support includes one-time financial assistance for victims of violence, rent support for persons affected by domestic violence who have no residential property, and assistance to persons with special needs.

An important practice in Vani Municipality is the **Children's Rights Protection Program**, which covers both **child victims of violence and children whose parent is a victim of violence**. This broadens the scope of support and recognizes the impact of violence on a child even when the child is not a direct victim of violence.

In 2026, the amount of rent compensation increases for persons left homeless as a result of domestic violence. In 2024 and 2025, rent compensation in the city of Vani amounted to GEL 200 per month; in 2026, it increased to GEL 300. A similar increase is provided in the municipality's other administrative units, raising the program's total funding from GEL 20.9 thousand to GEL 40.0 thousand. This change may be assessed positively, as the compensation more closely reflects actual housing costs and increases access to temporary housing for women survivors of violence.

At the same time, **one-time financial assistance for victims of violence remains limited and unstable**, which does not provide sufficient support for women survivors of violence to begin living independently. For example, funding amounted to GEL 1.5 thousand in 2024, was recorded as GEL 0.0 in the 2025 appropriations, and reached GEL 3.0 thousand in 2026. The budget does not provide separate psychological, legal, or economic empowerment services.

A comparison of the 2024-2026 budgets reveals another important change: in the 2024 budget, the "Program for the Promotion of Gender Equality" explicitly referred to women who were victims of violence and/or belonged to risk groups, as well as other vulnerable groups, the assessment of their needs, and the development of budget proposals tailored to those needs. In 2025-2026, this provision was replaced with the more general wording "Promotion of Women's and Children's Issues," while the program defines priorities targeting women victims of violence less clearly.

Key Finding:

In the 2026 budget of Vani Municipality, domestic violence is addressed through several areas: one-time financial assistance, rent support, assistance to persons with special needs, and the Children's Rights Protection Program. It is particularly important that the child-support program covers not only child victims of violence but also children whose parent is a victim of violence.

However, in 2025-2026, the provision on gender equality became more general, while separate psychosocial, legal, and economic empowerment services for women survivors of violence are not provided.

3.4 CHOKHATAURI MUNICIPALITY

Programs Included in the 2026 Budget:

- ✓ **Women's Economic Empowerment** (Subprogram Code **05 05 02**) - provides funding opportunities for local women entrepreneurs;
- ✓ **One-Time Financial Assistance for Victims of Violence Against Women and/or Domestic Violence** (Subprogram Code **06 02 08**) - provides each beneficiary with **one-time financial assistance of up to GEL 1,000 per year**;
- ✓ **Organizational Support for the Municipal Council on Women's and Children's Issues** (Subprogram Code **05 05 01**) - the subprogram aims to enhance the effectiveness of the Municipal Council on Women's and Children's Issues and support the implementation of its mandated functions.

The budget of Chokhatauri Municipality is distinguished from those of other municipalities by its different approach. It identifies **women's economic empowerment** as one of the key areas of support for women, a category that naturally includes women survivors of violence. In this context, women are viewed not only as recipients of social assistance but also as active participants capable of developing and implementing their own economic initiatives.

At the same time, the budget includes a **dedicated financial assistance measure for victims of violence against women and/or domestic violence**. However, the maximum amount of assistance was reduced from **GEL 1,500 in 2024** to **GEL 1,000 in 2025-2026**. This change is noteworthy, as women survivors of violence often face additional financial needs when beginning an independent life after leaving an abusive environment. Consequently, the reduction in assistance may negatively affect their ability to establish a safe and independent life.

Key Finding:

Chokhatauri Municipality stands out for establishing **women's economic empowerment** as a separate program and providing support to local women entrepreneurs. At the same time, the maximum amount of one-time financial assistance for victims of domestic violence decreased from **GEL 1,500 in 2024** to **GEL 1,000 in 2025-2026**.

This approach demonstrates that Chokhatauri Municipality does not limit support for women to one-time social assistance but places particular emphasis on strengthening women's economic independence. This is an important practice, as it creates more sustainable opportunities for women to generate income and build independent lives.

However, an economic empowerment program cannot replace specialized services responding to domestic violence. As a result, the reduction in direct financial assistance weakens the municipality's capacity to provide women survivors of violence with adequate support during the critical crisis stage.

Programs included in the 2026 budget:

✓ **Provision of Medicines for Victims of Domestic Violence** (Program Code 06 01 02) - victims of violence are listed among the beneficiaries eligible under the subprogram. Assistance is provided **once a year in an amount not exceeding GEL 200**;

✓ **Medical Assistance** (Program Code 06 01 03) – the subprogram aims to assist persons with life-threatening illnesses and persons affected by various circumstances with the costs of medical services, including surgery, therapy, and diagnostics. Victims of violence are included among the eligible beneficiaries. The amount of medical assistance is determined **on the basis of a one-time application during the budget year, covering 70% of the co-payment established under the Universal Health Care State Program, up to a maximum of GEL 1,000**. In cases involving **diagnostics** and related medical procedures, **funding/co-financing also amounts to 70%, up to a maximum of GEL 1,000**. Exceptions apply to residents with cardiovascular diseases and malignant tumors, for whom medical services, including surgery, therapy, and diagnostics, are funded on the basis of multiple applications: up to a total of GEL 1,000 for cardiovascular diseases and up to a total of GEL 2,000 for malignant tumors. In addition, diagnostic services for beneficiaries with malignant tumors are fully funded within the established limit. In cases of malignant thyroid tumors, radioactive iodine therapy is also funded within the established limit. Radiological and laboratory diagnostics and related medical procedures are funded for all the beneficiaries listed above, as well as for socially vulnerable persons with a social rating score from 0 to 150,001;

✓ **Assistance to Victims of Violence** (Program Code 06 02 16) - the subprogram provides assistance to victims of domestic violence. To promote independent living and social integration after leaving a shelter, a person/family residing in a shelter for victims of domestic violence receives material assistance of **GEL 200 per month** during the budget year;

✓ **Emergency Response** (Program Code 06 02 19) - the subprogram provides assistance to persons/families registered in the city of Kutaisi who are in crisis or facing social risks and urgently require various services and/or material assistance. Beneficiaries include victims of

violence and other persons who may face risks similar to those affecting the groups referred to above. The benefit is set at **a maximum of GEL 1,500**;

✓ **Economic Empowerment of Families with Children** (Program Code 06 02 26) - the subprogram aims to strengthen the economic security of vulnerable families with children who are registered and reside in Kutaisi, including support for families in crisis. The program is relevant to preventing domestic violence and reducing the negative impact of violence on children, as it includes an assessment by a social worker, the family's economic empowerment, vocational retraining/internships, the establishment or expansion of income-generating activities, and positive parenting training. Financial support for each family is set at **a maximum of GEL 5,000**; the program covers no more than 10 families;

✓ **Promotion of Support for Substantive Equality Between Women and Men, Women's and Children's Issues, and Family Strengthening** (Program Code 06 03) - through the implementation of activities envisaged by the Strategy of the Kutaisi Municipal Council on Women's and Children's Issues (2025-2028) and the corresponding action plan, the program supports the development and implementation of policies on equality between women and men, the protection and support of women and children, and family strengthening; strengthens oversight of the activities of the executive body of the City of Kutaisi Municipality in the areas of equality between women and men, the protection and support of women and children, and family strengthening; and strengthens the institutional capacity of the Municipal Council on Women's and Children's Issues. The program aims to support the Council's effective institutional functioning and strengthen and activate the Council in order to promote substantive equality between women and men, the protection of women and children, and family strengthening in the City of Kutaisi Municipality.

In the Kutaisi Municipality budget, support for victims of domestic violence **is explicitly provided for throughout all three years**. In 2026, the subprogram promoting independent living and social integration after leaving a shelter also remains in place, providing beneficiaries with GEL 200 per month for up to 12 months. Although this constitutes important support following departure from a shelter, the amount is insufficient to sustain independent living.

It is noteworthy that the 2026 budget of Kutaisi Municipality brings together several program areas related to responses to domestic violence. Accordingly, support is not limited to a single targeted program. **Support for victims of violence is provided directly or indirectly through health care, social assistance, emergency response, the economic empowerment of families with children, and institutional support.** This creates opportunities for a more multidimensional municipal response to the needs of women and children.

It is positive that victims of violence are included in **medical assistance and emergency response programs** in the 2026 budget. This indicates that the municipality recognizes urgent and health-related needs arising from violence and creates more flexible opportunities to assist persons in crisis.

The existence of an **economic empowerment program for families with children** in the municipal budget is also important. Although the program does not constitute specialized support for women survivors of violence, it promotes families' economic empowerment through comprehensive and multidimensional assistance. In addition to financial support, the program combines social work, professional development, and positive parenting components, which constitute an important precondition for reducing family crises and the risks of violence.

It is significant that the 2025 and 2026 budgets do not include the **specialized mental health support designated in the 2024 budget for women and girls who were victims of domestic violence**. The discontinuation of this program significantly weakens the support system for women survivors of violence, as psychological rehabilitation is one of the fundamental components of ensuring their safety, overcoming trauma, and rebuilding an independent life.

Key Finding:

Kutaisi Municipality represents one of the most multidimensional models, as it provides support for women survivors of violence through several municipal programs.

However, the discontinuation of specialized mental health support and the absence of an integrated support system combining psychosocial, legal, housing, and economic empowerment components for women survivors of violence significantly weaken the municipality's effective response to the multidimensional needs of women survivors of violence.

Relevant Programs under the 2026 Budget:

✓ **Provision of Rent Support for Persons Granted the Status of Victims of Domestic Violence** (Program Code **06 02 15**) - the subprogram applies to persons granted the status of victims of domestic violence who are **registered and/or actually residing in Khoni Municipality**. Rental support may be provided for **up to six months**;

✓ **Promotion of Equality Between Women and Men** (Program Code **01 01 05**) - the program is included in the 2026 budget; however, its description does not specify its content, concrete activities, target groups, or funding. Consequently, the program title alone does not make it possible to assess whether it contributes to the prevention of violence against women and/or domestic violence, response measures, or support for women survivors of violence.

The budget of Khoni Municipality contains only one provision that is directly linked to violence against women and domestic violence: **the subprogram providing rent support for persons granted the status of victims of domestic violence**. In 2026, only **GEL 700** is allocated for this program, which is clearly insufficient in relation to the actual cost of rental housing and cannot provide broad or effective support for women survivors of violence. The budget also does not include dedicated psychological, legal, economic empowerment, or other specialized support services.

Despite its limited funding, the program applies **more flexible eligibility criteria** for access to the service. It is particularly noteworthy that the target group is **not limited solely to persons registered in the municipality**. The wording used consistently in the 2024, 2025, and 2026 budgets refers to **persons granted the status of victims of domestic violence who are registered and/or actually residing in Khoni Municipality**. This represents one of **Khoni Municipality's most distinctive practices**, as municipal support is **not made conditional solely on official registration**, thereby preserving access to services for women who, for safety reasons, are living in the municipality after leaving an abusive environment.

This approach reduces administrative barriers and helps ensure that changing one's place of residence does not become a reason for women survivors of violence to lose access to municipal support. Khoni's experience demonstrates that recognizing actual residence as an eligibility criterion is an important step forward and may serve as a good practice for other municipalities.

However, the effectiveness of Khoni Municipality's programs depends not only on access criteria but also on the **level of funding and the diversity of available services**. Existing services remain very limited. The municipal budget does not provide specialized psychosocial, legal, or economic support components.

Accordingly, **Khoni Municipality's flexible approach to service eligibility should be viewed positively**. Nevertheless, the range of specialized support services and the level of funding remain insufficient to respond effectively to the diverse needs of women survivors of violence.

Key Finding:

Khoni Municipality's most notable practice is the application of a flexible eligibility criterion, extending rental support to persons who are registered and/or actually residing in the municipality. This significantly improves access to services for women who have relocated after leaving abusive environments.

However, the municipality provides only a single targeted support measure, with very limited funding, while specialized psychosocial, legal, and economic empowerment services are absent. As a result, the existing municipal response remains insufficient to address the complex and diverse needs of women survivors of violence.

Programs Included in the 2026 Budget:

✓ **Promotion of Equality Between Women and Men** (Program Code **06 02 09**) - the program provides for the assessment of the needs of **gender-sensitive groups** residing in the municipality, including **women who are victims of violence and/or belong to risk groups**, the development and implementation of budget proposals tailored to those needs, and awareness-raising on gender equality, existing mechanisms for combating gender-based violence, and social partnership;

✓ **Provision of Rent Support for Citizens Registered in the Municipality** (Program Code **06 02 13**) - under this subprogram, rent support is also provided to **persons registered in the municipality who have been left homeless as a result of domestic violence**. Rent assistance is provided **monthly, in an amount not exceeding GEL 300, throughout the budget year**;

✓ **One-Time Financial Assistance for Citizens Registered in the Municipality** (Program Code **06 02 05**) - the subprogram also provides support for victims of violence. A person affected by domestic violence may receive assistance **to cover the costs of a gynecologist's and/or reproductive specialist's consultation and related medical examinations**, in an amount **not exceeding GEL 200**.

The 2026 budget of Tskaltubo Municipality addresses domestic violence through several program areas: **assessment of the needs of women who are victims of violence and/or belong to risk groups, rent support for persons left homeless as a result of domestic violence, and targeted medical assistance for gynecological and reproductive health consultations and examinations**.

This demonstrates that the municipality clearly recognizes certain **housing and health-related needs of women survivors of violence**.

Particularly noteworthy is the funding provided for gynecological and/or reproductive specialist consultations and related medical examinations for women survivors of violence, which distinguishes Tskaltubo Municipality from other municipalities. Timely responses to reproductive health needs are one of the essential preconditions for the recovery and rehabilitation of women survivors of violence.

It is also important that the Equality Program explicitly identifies women who are victims of violence and/or belong to risk groups and provides for the development of budget proposals tailored to their specific needs.

Despite these positive practices, the budget does not include dedicated psychosocial, legal, or economic empowerment services, which would support the recovery of women survivors of violence and facilitate their transition to independent living.

As a result, the municipality responds to certain immediate needs but does not establish the comprehensive continuum of support necessary to provide effective assistance to women survivors of violence.

Key Finding:

Support provided by Tskaltubo Municipality is primarily limited to housing assistance, reproductive health services, and emergency medical support. It does not include psychosocial, legal, or economic empowerment programs that would facilitate the recovery of women survivors of violence and support their transition to independent living.

Relevant Programs under the 2026 Budget:

✓ **Financial Support for Victims of Domestic Violence** (Subprogram Code 06 02 09) - the subprogram provides for the transfer of **a one-time payment of GEL 500** to the personal account of citizens who are victims of domestic violence **during the budget year**;

✓ **Ensuring Equality Between Women and Men** (Subprogram Code 06 09) - the program includes the assessment of the needs of sensitive groups, including women who are victims of violence and/or belong to risk groups, as well as the development of budget proposals tailored to identified needs and awareness-raising activities.

Support for victims of domestic violence is explicitly provided for in the Tsalenjikha Municipality budget throughout all three years. In 2026, Subprogram 06 02 09 remains in place, providing for the transfer of GEL 500 once a year to citizens who are victims of domestic violence.

Between 2024 and 2026, the budget allocated to the “Financial Support for Victims of Domestic Violence” subprogram increased consistently: GEL 1.5 thousand in 2024, GEL 5.0 thousand in 2025, and GEL 6.0 thousand in 2026. Despite the increase in funding, the amount of individual assistance remained unchanged throughout 2024-2026 at GEL 500 per year, which does not address the basic needs associated with the recovery of women survivors of violence and the transition to independent living.

It is important that, under the Ensuring Equality Between Women and Men Program, the Tsalenjikha Municipality budget explicitly provides for **the assessment of the needs of women who are victims of violence and/or belong to risk groups, as well as other sensitive groups**. This is an important practice, as the systematic identification of needs provides a basis for developing evidence-based municipal policies and services. However, this approach has not yet been reflected in the budget planning and financing of specialized support services for women survivors of violence. The budget does not provide psychological, legal, housing, or economic empowerment programs. Support is primarily limited to one-time financial assistance and does not ensure a targeted response to the diverse needs of women.

Key Finding:

The Tsalenjikha Municipality budget combines direct financial support for women survivors of violence with an Equality Between Women and Men Program that provides for needs assessment and the development of budget proposals tailored to those needs. The annual increase in the subprogram's funding indicates that support for women survivors of violence remains a municipal budget priority.

However, the amount of individual assistance remained unchanged throughout this period at GEL 500 per year, which does not cover the actual needs of women survivors of violence. At the same time, the budget does not include psychosocial, legal, housing, economic empowerment, or long-term recovery components for women survivors of violence.

In the **2026 budget of Khobi Municipality**, support for **victims of violence against women or domestic violence** is not identified as a separate policy area. However, the **Social Protection Program** (Program Code **06 06**) has been retained, with an allocation of **GEL 156.8 thousand**.

It is noteworthy that in **2025**, the description of the Social Protection Program explicitly referred to **gender-sensitive social policy** and to taking into account the different needs of women and men. In the same year, Program **06 06** included **one-time financial assistance of GEL 300 for persons granted the status of victims of domestic violence**, as well as **co-financing of temporary shelter services for victims of violence**.

The **2024-2026 trend** shows that in **2024**, the Khobi Municipality budget **did not include a separate budgetary measure supporting victims of violence against women or domestic violence**. In **2025**, both a **gender-sensitive policy provision** and **specific support measures for victims of violence** appeared for the first time. However, **this approach was not maintained in the 2026 budget**: support is once again incorporated into the general Social Protection Program, without identifying specific forms of assistance for victims of violence.

Accordingly, the main issue in the case of Khobi Municipality is not the formal disappearance of the program, but rather that **the budget no longer specifies the form, scope, or mechanisms through which support for victims of domestic violence continues to be provided**. This reduces the transparency of the program and makes it difficult to assess whether the municipality has retained the specific support components for victims of violence that existed in 2025.

Key Finding:

The 2025 budget of Khobi Municipality clearly defined specific support measures for victims of violence, whereas the 2026 budget no longer presents these measures separately. As a result, the transparency of the budgetary provisions is reduced, making it impossible to determine the form and scope in which support for victims of violence is currently provided.

3.10 TERJOLA MUNICIPALITY

In the **2026 budget of Terjola Municipality**, support for victims of domestic violence is **not identified as a separate program or subprogram** and is mainly incorporated into general social assistance measures, including assistance to families living in severe social hardship, medical co-financing, support for single parents, the provision of temporary housing for homeless families, and support for families with children.

These programs are important from a social protection perspective, as they address poverty and health-related challenges, housing needs, single parenthood, and support for families with children. However, the budget does not identify women survivors of violence as a separate target group with distinct needs.

The existing programs are directed toward **general categories of social vulnerability**, meaning that general housing, medical, or family support programs may, in practice, serve different socially vulnerable groups. The budget does **not** provide separate psychological, legal, or economic empowerment programs, which are essential to ensuring women's safety and supporting their transition to independent living.

Key Finding:

The Terjola Municipality budget includes social protection programs, including **medical co-financing, support for single parents, the provision of temporary housing or rent assistance for homeless families, and support for families with children in need**. However, victims of domestic violence are not identified as a separate category.

As a result, **the specific needs of women survivors of violence are not reflected as a distinct budgetary priority**, and responses to those needs are provided only within the framework of general social protection programs.

IV. KEY FINDINGS FROM THE COMPARATIVE ANALYSIS OF MUNICIPAL BUDGETS

1. Direct support is most commonly provided in the form of financial assistance

A comparison of the budgets of the **10 municipalities** shows that the most common form of support for women survivors of violence is **financial assistance**. Across municipalities, this assistance is provided in the form of one-time payments, monthly benefits, or funding for specific services. The amounts vary, ranging from **GEL 200, 300, 500, 1,000, to 1,500**. However, in most cases, such assistance is intended to address **immediate crisis-related needs** and does not provide the long-term support necessary for the recovery of women survivors of violence and their transition to independent living.

2. Housing support is one of the most important, yet unevenly developed, areas of support

Support in the form of **rent assistance, temporary accommodation, shelter services, or crisis center support** is reflected differently across municipal budgets. The differences extend beyond the amount of funding allocated and are also evident in the **approaches adopted by municipalities**.

In some municipalities, support is provided specifically for **"victims of violence" or "persons left homeless as a result of domestic violence."** In others, housing support is addressed only through general programs for homelessness or temporary accommodation. This indicates that **housing needs arising from violence are not equally recognized across all municipalities**, resulting in differences in the targeting and scope of support.

3. Children are often recognized as a more clearly defined programmatic category than women

Programs supporting **children** are included in the budgets of nearly all municipalities. While this is an important area of intervention, **programs for children do not automatically constitute support for women survivors of violence**. In several municipalities, women are recognized only in their capacity as mothers or family members, meaning that **their own needs are not reflected in the budget as a distinct area of support**.

4. The existence of institutional mechanisms does not always ensure practical support

Programs related to **equality between women and men** or to **municipal councils on women's and children's issues** frequently include needs assessments, awareness-raising activities, training, and the preparation of budget proposals. These constitute **an important institutional foundation**, but they are **not sufficient** unless accompanied by **concrete services, clearly allocated budgets, and monitoring mechanisms**.

5. Economic empowerment remains the least developed area of support

Economic independence is one of the most important prerequisites for both the prevention of violence and the long-term empowerment of women survivors of violence. **Chokhatauri Municipality** stands out in this regard, as it has established **a dedicated program for women's economic empowerment**. Overall, however, **economic empowerment and support for women in securing an independent source of income remain among the least developed areas of municipal support**.

Table 2.
Main Areas of
Municipal Support

Municipality	Crisis Support	Rent / Shelter	Psychological Support	Legal Support	Economic Empowerment	Reintegration / Adaptation
Zugdidi	Yes	Yes	Not explicitly provided	Not explicitly provided	Partial	Partial
Senaki	Yes	Yes	Indirectly	Not provided	No	Yes
Vani	Yes	Yes	Not provided	Not provided	No	Partial
Chokhatauri	Yes	Not provided	Not provided	Not provided	Yes	Partial
Kutaisi	Yes	Partial	Available in 2024	Not provided	Not provided	Partial
Tskaltubo	Yes	Yes	Not provided	Not provided	No	No
Khobi	Yes (in 2025)	Yes (in 2025)	Not provided	Not provided	No	Partial
Tsalenjikha	Yes	Not provided	Not provided	Not provided	No	No
Khoni	Limited	Yes, with limited resources	Not provided	Not provided	No	No
Terjola	Not provided	Indirectly	Not provided	Not provided	No	No

Table 3.
Key Challenges in the
Municipal Support System

Gap	What the Budget Shows
Deficit of psychological, legal, and economic support	Municipal budgets frequently provide financial assistance, rent support, food assistance, and medical co-financing . However, they much less frequently include specialized psychological, legal, and economic empowerment programs for women survivors of violence.
Limited financial assistance for a major problem	GEL 300, 500, or 1,000 may provide important support during the first days of a crisis, but such amounts do not establish a realistic foundation for safety and independent living.
The specific needs of women survivors of violence are absorbed into general categories of social vulnerability	When a woman is recognized only as a "socially vulnerable family" member or a "homeless person," the program fails to address the specific risks and needs associated with violence.
Inconsistent budgetary approaches	In some municipalities, the programmatic description of support for victims of violence changes from year to year: in one year, the forms of support are described in detail, while in the following year they are reduced to a general budget provision . This raises the question of whether the program represents a long-term policy commitment or merely a one-year exception .
Institutional mechanisms without practical support	The existence of a Gender Equality Council or a corresponding municipal program does not, in itself, ensure support for women survivors of violence unless it is accompanied by specific programs or services and adequate funding.
Municipal registration as a precondition for receiving support	Most municipal programs make registration in the municipality a prerequisite for women survivors of violence to receive assistance. This represents a significant challenge, as women survivors of violence often leave their place of residence for safety reasons and seek assistance in another municipality . In such cases, the registration requirement may become a barrier to accessing municipal support .

Table 4:
Good Practices Identified Across
Municipalities

Municipality	Why It Is a Positive Example
Zugdidi	A multi-dimensional programmatic framework: victims of violence are recognized across several policy areas, including gender equality/family support programs, rent assistance, social risk response, and child protection measures.
Senaki	The "Social Adaptation and Support Program for Victims of Violence" places support for victims of violence within a broader framework of social adaptation, rather than treating it solely as emergency assistance.
Vani	Provides assistance for victims of violence, rent support, and personalized services for children of victims of violence.
Chokhatauri	Includes a dedicated budget program for women's economic empowerment. Women are viewed not only as recipients of assistance but also as active participants in strengthening their own economic independence.
Tskaltubo	Support for women extends beyond general social assistance to include funding for reproductive health services, gynecological care, and reproductive health examinations.
Khoni	Municipal support is available to both officially registered residents and persons with victim status who are de facto residing in the municipality, reducing administrative barriers and improving access to services.

4.1 DIRECTIONS FOR FURTHER DEVELOPMENT OF THE MUNICIPAL SUPPORT SYSTEM FOR WOMEN SURVIVORS OF VIOLENCE

The comparative analysis of the **2024-2026 municipal budgets** identified several priority areas whose further development would strengthen municipal systems for supporting women and responding to domestic violence:

- Establish an **integrated municipal system for supporting women and responding to domestic violence**, bringing together prevention, protection, crisis response, psychosocial support, economic empowerment, and assistance throughout the recovery process.
- Define **women survivors of violence as a separate target group** within municipal programs and explicitly reflect their specific needs, so that support for women is not limited to their status as mothers, family members, or other general categories of social vulnerability.
- Introduce a **standardized tool for assessing the needs of women survivors of violence**, together with a corresponding response mechanism, to ensure that identified needs are systematically reflected in municipal programs and budgets.
- Allocate **specialized support services for women survivors of violence as a distinct component of municipal budgets**, including funding for safe accommodation or rent assistance, psychological, medical, legal, and social work services, and other essential forms of support.
- Ensure that **municipal support programs are accessible to both officially registered women survivors of violence and those who are de facto residing within the municipality**.
- Integrate **women's economic empowerment** into municipal domestic violence response programs, including through vocational training, employment promotion measures, and the development of small grant opportunities.
- Clearly define within municipal programs **target groups, forms of support, funding allocations, the duration of services, and indicators for evaluating results**.



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