



Gender Analysis of the budget of Senaki Municipality

Research was carried out by the order of the fund "Sukhumi"

2016

I.Introduction

With this report and using gender parameters, fund “Sukhumi” tried to determine the focus and efficiency of budget expenditures of the municipality for women and other groups with different specific requirements. For this purpose, it was carried out a gender analysis of the budget, which means research of various budget impacts on women and men. It is a significant part of the overall political and socio-economic analysis and, of course, requires separate data by gender character.

In those circumstances, when the budget when planning is not composed by gender parameters, the analysis of what role it plays in the municipality for the implementation of gender policies is difficult but possible. Using the tools of gender analysis, we can identify and study the impact of policies, programs, institutions, strategic approaches to women and men, and different social groups.

Conclusions and developed recommendations made on the basis of the recommendation, can be a major contributing document when working on the budget for next year to maximally promote the most effective implementation of a gender policy at the local level.

Local Government Code on the basis of the law, obliges the local government to promote the principles of gender equality in the field. According to the existing reality, government programs to support women's and other groups with specific needs, is not only political will, but also the specific obligations, answering international obligations, taken by the country - including - the goals and objectives of the United Nations sustainable development. All this should be one of the main reference points for local governments.

II Summary

Local self-government of Senaki declared the promotion of gender equality and at the given moment there are some attempts to integrate them into specific projects and programs. Gender priorities are defined: (awareness, support educational programs, measures to protect an

individual gender groups, eg. victims of domestic violence, persons with disabilities). In general, gender issues are integrated in the priorities of social protection and at the request of representatives of government, gender-sensitive areas - development of pre-school education services, assistance to women with large families, protection of elderly, youth support are possibly provided in the local budget.

The municipality does not have a clear gender statistics and action plans, that makes it difficult to see the effect of implementation of gender policy and make the analysis. Although, in comparison with previous years, definition of responsibility for gender policy for one of the units can be considered as a step forward; It appeared direct record in the budget, which defines gender expenditure on specific issues (for example - support for victims of domestic violence).

One of the main indicators of gender budgeting are: transparency and inclusiveness, accountability system, the existence of separate data by gender character. Unfortunately, in Senaki government there is a deficit of not only segregated data by gender, but it is also difficult to get local statistics on any issues (eg a picture of users of social programs for communities; the number of beneficiaries for new programs, the number of students among the graduates, the number of families with 3 and 4 children; rate of growth, rate of women's economic activity, etc.).

As a result of Senaki municipal budget analysis there were identified the issues, that must be included in the agenda of local governments, including the biggest challenge – absence of local statistics system. Also of particular importance is the introduction of the research practice on the needs of citizens for a more targeted use of budget expenditure and development of new targeted programs, in order to make local budget better adapted to the social order of citizens. In this direction it should be welcomed, for example a program of caring at home. At this stage, the beneficiary registration is held, determining their needs, calculation of the program cost and development of indicators to determine its effectiveness.

In implementation of local gender policy, a positive role plays Senaki GAC, which brings together representatives of government and society. For the new gender Council of Sakrebulo, which will be established in January 2017 according a new legislative amendments, quite fertile background is prepared for the successful implementation of the gender policy, for introduction of principles of gender policy, a significant component of which is realization of

the goals of sustainable development of peace, in which the 5th objective relates to the implementation of principles of gender equality, by all signatory countries, including Georgia. As a result of conducted research the recommendative proposal were submitted according concrete needs of local civic groups of Senaki, their vulnerable category.

III. Main part

Budget revenues of Senaki Municipality

According to the forecast, the budget of Senaki municipality for 2016 should be 10 012.6 thousand GEL this is 193.3 lari per person (for comparison revenues of Tbilisi Municipality per person is 715.3 GEL, Batumi - 635.3 GEL, Kutaisi - 460 GEL).

Municipality revenues are 9 812.6 thousand GEL, including: local tax - 21.4% (100.0 thousand GEL). state grants - 69.7% (6 838.9 thousand GEL.); other income - 8.9% (873.7 thousand GEL.).

General gender profile of Senaki municipality budget

Costs envisaged by the 2016 Senaki municipality budget:

NamePlan%

(thousand GEL)

State program of general purpose	2658,6	26,6
Defense	95,0	0,95
Economical activities	2766,8	27,7
Protection of environment	805,0	8,0
Housing and utilities	10,9	0,1
Health care	124,7	1,2
Recreation, culture and sport	1482,1	14,9
Education	1417,1	14,1

Social security

654,9

6,6

10015,7

Expenses of expressed gender profile are expenditure, envisaged in the education priorities - 1416.7 thousand GEL (14.1% of the total budget). Expenses mainly go to support of pre-school education, which is under the power of self-government, accordingly is presented as one of the priorities of municipality. According to the priorities, it is provided funding of necessary expenses for the operation of kindergartens, their rehabilitation, maintenance with supplies and construction of new gardens.

There are 25 kindergartens in the municipality, where 1350 children receive education. Municipality finances all costs, connected with functioning of kindergartens, including salaries of educators and teachers, also other current expenses. In this year, compared with last one, expenditure of preschool education was increased by 70.0 thous. GEL and amounted to 1130.5 thous. GEL. This was reflected in improved nutrition of pupils and sanitarian conditions of preschools.

Despite the attention to the issue by the government, it is still not known how many children were left without service of pre-school education. Representatives of self-government claim that groups are often crowded, but everyone is satisfied. Although, according to gained information it became known that the government and the union of kindergartens did not study this question.

The study revealed that there is a serious problem: despite the fact that the work of teachers and kindergarten staff was increased, this is not reflected in their salaries. On the other hand there is a question of qualification of educators, kindergarten teachers. It is also known that, in parallel to increasing the contingent, the infrastructure is not improved. There is a position that without "external" assistance, Senaki municipality would hardly provide services of pre-school education with modern standards.

In the municipality there is a system of private kindergartens. There are 4 of them in Senaki. As can be seen from the evaluation, they try not to lower the bar because they have to compete with state kindergartens. In the focus of government there are no commercial nurseries, as

they are perceived as a source of private business, but are not separated from municipal programs (eg. screening for worms) that can only be welcomed.

Assignations, provided by general education plan are directed to increasing motivation of participants in the educational and training process in the municipality of Senaki, and also to increasingof coordinated collaboration with academic and educational institutions and educational level of students and teenagers.

There are 27 educational institutions, including 20 public and 7 private schools. The number of students - 5111, the total number of teachers - 739. Amongthem, 84% ofwomen, 16% ofmen.

Gender-sensitive activities of self-government mainly include programs and projects of gender education. This year, Senaki Municipality allocated expenditure to promote gender education in Senaki as well as in the villages with the active inclusion of members Senaki GAC. In frames of a joint project of the Fund "Sukhumi" and Senaki Sakrebulo "Civic education for gender equality and a healthy environment in the preschool education institutions" there were conducted trainings for teachers and parents of kindergartens on: violence in the family and eco-sanitary. Joint training were also conducted among representatives of local authorities and youth groups on gender and domestic violence; in 14 communities there are created initiative groups and training were conducted for them.

At the initiative of the Fund "Sukhumi" in 2014-2016 with different target groups of the local population there were carried out "Assessment of gender needs in the context of local development" . Recommendations for local government were elaborated. Their part was envisaged in the budget of the municipality in 2015 and 2016.

Gender-oriented program also is assistance fo school teachers - subsidies for travel of teachers from the community to the city and vice versa. Thisprogramenvisages 60.0 thous. GEL.

Protecting of health and social security, as the gender profile: for the protection of health and welfare of the population municipality of Senaki for 2016 779.6 thous. GEL was provided which is 13 000 GEL more in comparison with 2015. For public health expenditures - 124.7 thous. GEL (1.2% of the budget), and social security - 654.9 thous. GEL (6.6%).

(Social programs include provision of certain benefits and social assistance for different segments of the population registered in the municipality, in particular - to ensure the ambulance service of the municipality population and providing nutrition for the people, who are deprived of care, encouraging the birth rate, the ritual service, provided by the law; assistance of the citizens who have suffered as a result of fire.

Also, organization of network events on social adaptation; financing and co-financing of stationary, ambulance and medical treatment for people with impaired health; social assistance to citizens who use renal therapy, large families, families with children with rare diseases, orphans, persons with disabilities, the elderly; besides: assistance to families whose members were killed during the war in August 2008, providing building materials for vulnerable families).

In these programs, particularly gender-oriented are the costs directed to promote the birth rate, social assistance to families with many children, orphans, persons with disabilities, the elderly.

It turns out that when creating the budget programs no research of relevant needs is carried out. This complicates finding out whether incurred costs are sufficient or not, do these funds include all categories and what is the effect. It was noted that during the assistance of Health and Social Protection, there operates a principle of "who will be in time": that is, who "will get sick timely" exhausting resources, and he wins.

Despite the fact that representatives of Senaki consider the programs, based on the research - important, such practice is not implemented yet and we can speak only on the example of research conducted by Senaki GAC and the Fund "Sukhumi".

For gender-oriented policy it is important how the needs of all citizens are taken into account in the process of determining budget priorities. From this point of view it is interesting the practice of rural meetings. Also important is to get information about the needs, of course, if the meetings is represented by full segment. There was revealed negative practice that sometimes meetings are formal, or certain groups ignore them, mostly - women.

By the opinion of self-government representatives, new programs should be introduced on the basis of arguments, and the old ones – refused. For this relevant researches are essential.

There was dissatisfaction that it is always difficult to find the right indicators, statistics, but the representatives of all the services point to other units. In Senaki there is a Statistics Service, but as government officials say, they act according to a higher instructions. They can provide information, but it may be not adapted to the issues that is of municipality interest. This means that the municipality itself should take care of collecting such information. In Senaki it is not even able to determine who receives social assistance in the villages, what is the amount of such categories in each village. There is a general notion that 5000 people receive social assistance from the municipality, but in some villages - Dzveli Senaki, Eki and etc. their concrete number was inaccessible.

The example was given that there was an attempt to decrease the brink of large families - to give assistance not only to families with 5 children, but also with 4 children, but there is no data of such families.

Unsuccessful was an attempt to encourage successful students. The municipality was difficult to find information, how many students are listed in universities. Similar, complete data were not presented neither by resource center, nor by heads of schools.

It was announced that collection of statistics that are of government interest, can be entrusted to professionals of Gamgeoba. Also can be created a separate service to work on such information. Representatives of Gamgeoba should be included in communities. There should be created a system of search and exchange information with relevant services.

In the municipalities there are also implemented other gender costs: in the frames of program: "outpatient services of the municipality population and ensure people deprived of care with nutrition" for socially vulnerable and persons deprived of care, there are provided a one-time daily lunch (except Sundays); delivery of sweets quarterly and gifts on holidays. The number of participants of sub-program - 200 beneficiaries. In frames of the same program for the citizens of 14 administrative units of municipality it is envisaged conducting free outpatient care, which implies a survey, analysis, diagnosis of people with impaired health, prescriptions and free delivery of certain medicines by the doctors of different medical profiles.

In the Municipality of Senaki at this stage there is no program for the care of elderly at home (only quarterly disposable assistance is held). As it turned out, the appropriate office of

Gamgeoba is working on a program for the care of elderly at home, which means service of nurses and the doctor at home. As mentioned, the program costs approximately 3 000 GEL (study of needs, specific medical care, medicines, massage). However, there is no exact number of elderly people who were left without care.

In 2016 in Senaki for the first time was implemented a program of measures to protect victims of violence, which, in accordance with the "Law of Georgia on Elimination of Domestic Violence, Protection of victims of domestic violence and assistance" means identification of the victim and, after assigning the status providing assistance for affected citizen. Although this program is not used by anybody. This points to the need for the revision of criteria of given program.

Senaki municipality local budget in the current year envisaged the programs to support the health and welfare of persons with disabilities; in particular, it refers to programs of supporting people with low eyesight, with sensory problems, also - teenagers with cerebral palsy, Down syndrome and autism. The objective of the program is to stimulate development of children with disabilities, under the risk of developmental delay and support of their social integration, strengthening of child and family.

Obviously, the needs of these groups are not fully satisfied, since the policy of their social status and assistance is always a part of a wider network of activities, which includes the availability of sustainable employment, housing, health, education and information. Perhaps only such complex activities can neutralize their position in the reality of the municipality.

This year, donors funded two social enterprises in the Municipality, women with disabilities are employed there.

In General, in 2016 the number of users of social programs and municipal health programs was approximately 4,000 people. This is 8% of the municipality's population. Formally, in frames of the amount, allocated to social programs, equal access to women and men to the services was provide, while calculation of number of women and men - users of the programs are not carried out. It makes difficult to determine, how equally the benefits from the programs were received by different gender groups.

Gender-related costs of sports and cultural activities

Budget of the program for support of sport activities is 600.3 thous. GEL. The program gives financial support to different organizations and sports clubs. Currently, there are 29 sections of different sports.

In support of sports there functions sport association (which includes the Palace of Sports, Sports School). The main purpose of the program is promotion of sport, identification of young people with sports skills, care about them, preparation of different sports activities, organization of various activities, related to physical education.

In frames of sub-program for the **development of football** there function the teams of both boys and girls. For today, there are 151 athletes. Six teams are involved in youth rallies, and one team is a participant of the Second Division of the national championship of Georgia. The main activity of the center is to organize annual training of students (athletes), young men and women who are chosen by the selection.

The budget for the cultural development support programs - 7403.3 thousand GEL.

In frames of the program subsidized financing of "cultural centers" is carried out. The Centre supports the development of Georgian folk, is working with leaders of different spheres, creative groups, individual creators. Cultural Center operates libraries, museums and cultural centers. There are 17 libraries in the municipality - one public, one for children and 15 communitive. Municipal libraries serve 10,900 readers throughout a year, including 2 800 pupils of I-IX classes. Libraries have been and remain the main sources of information for the population. Two-thirds of women and girls are library users, although the calculation of concrete data is not conducted.

Budget of infrastructure programs - the construction, rehabilitation and operation - 3 582.7 thousand GEL.

In frames of this program: main roads of the city streets and yards of multistoried houses are covered with asphalt, internal roads of villages / communities are given in order; sewerage system, the facades of multistoried buildings are rehabilitated, outdoor lighting is fixed in public squares, parks, gardens, sports facilities are improved; work on improvement of the city is financed.

Gender-sensitive is one-of municipality priorities - daily cleaning and removal of household waste from houses and other areas of the city, in this area 805.0 thousand GEL are provided.

Also interesting are the activities that are carried out within the framework of agriculture programs: procurement of materials for modern seedlings of grapes and fruit trees, improvement of demonstrative areas in the territorial units and educational premises; retraining of specialists of territorial bodies with the aim of introduction of new technologies and informing the public, and the exchange of experience in the agricultural sector with the departure in different regions; participation in various festivals (Georgian wine, cheese) of the Ministry of Agriculture and various organizations. These activities can be evaluated as a long-term perspective and directed to different layers of the population, it can be considered as a good example of gender policy.

Economic activity: 76% of the population of the municipality is considered self - employed (here is provided that part of the rural population, which has the property of one hectare or more).

There are no statistics - how many women are employed in the business sector, study of the labor market is not carried out. Although the fact is that a strategy that would encourage programs aimed at long-term economic development - does not exist.

How effective influencedo municipal finances have on economic development. Is there promoted the expansion of small and medium sector, and what is the obstacle. The need for public programs exist in the municipality: it turns out that one branch in the municipality works on this issue, but it is busy with the support of government programs, it helps to collect statistical data, controls the voucher distribution, also helps in the prevention of various diseases (anthrax, brucellosis , swine flu).

Gender equality in the sphere of municipal services

A total number in Gamgeoba and Sakrebulo of Senaki municipality is 157 people. The number of employed in the executive bodies (Gamgeoba) - 125, 13 of them are major and leading officials: Governor, 2 deputies, 10 service chiefs. Including: 8 men, 5 women, the proportion of men / women in the decision-making process.

The rest of local administration - 112 chiefs and junior officials (representatives of the local administration, heads of departments, leading and major experts). Accordingly, the percentage of women - 45%.

The number of people employed in representative bodies (Sakrebulo) - 32. Including 15 major and leading officers: chairman, deputy, Chairmen of the committees and fractions, including men - 12 women - 3, ie, the proportion of male / female, respectively redistribute: 75% - 25%. 17 senior and junior officers (employees of Sakrebulo apparatus). The percentage of women - 65%.

An official aspect: vertical of salary - The average monthly salary of those employed in the municipality per the employed (including bonuses) in 2016 is 1022. The ratio of wages of women and men, specialists of the same level are equal.

An analysis of salaries shows that the monthly salary of officials of Sakrebulo, in general is 27 450 GEL, out of which 5,200 GEL is women's share (19%). As for Sakrebulo apparatus, where salary is 13 820 GEL, the payment of women is 7,300 GEL (52.8%), and men - 6520 GEL (47.2%).

On the official web pages of the City Council / Gangeoba there is no information in the context of gender (eg. overall picture of employed personnel, and others.). Despite the fact that there is a department for youth affairs and gender equality, to which it should directly apply.

Gender aspect of local labor market: Gaining information about what is the gender-segregated picture of labor market, or a specific part of the job seekers and the employed is impossible. According to data obtained from the Ministry of Economy, registration in Senaki base is not almost done: in 2016 appeals from Senaki was only 13. And in 2015 - 43. This is when the unemployment rate, according to the region's economic development strategy is dangerous.

The population is mainly engaged in farming. The products are mainly intended for the family's needs and focus on market and product manufacture is smaller. According to experts, it is to a certain extent influence of depending on the state benefits and points to the need to analyze this phenomenon.

Government representatives say that it is necessary that the state commissioned a strategic development plan of the municipality. It is not cheap and is worth about 500 thousand, half a million GEL, but it will be a comprehensive approach taking into account all needs.

Policy on IDPs, as part of the government gender policy: based on the fact that several joint infrastructure and social projects were carried out, we can say that between the local and central structures on the issues of IDP resettlement there is cooperation and coordination. Taking into account their needs, they are beneficiaries of all municipal social programs. Although in this case, gender-sensitive activities that mean special programs for groups with special needs (in this case - IDPs) in order to support their sustainable development, are absent.

Policy of the growth of local resources for the implementation of gender parameters

Introduction of gender approaches in the local budget – is a stipulation of different needs and problems of the population of the municipality, which is very important and contributes to the implementation of the socially sensitive local policies based on the public interest, and that's why local resources should be aimed at the sustainable development of the municipality as much as possible.

In Senaki municipality, there are demographic problems – in the list of those municipalities where demographic problems are fixed and the birth rate is low, is also municipality of Senaki, and therefore for this category an allowance of 150 GEL is allocated.

Demographics: there is a maternity hospital in Senaki, where 1,500 children were born in 2015. There have been cases of infant mortality. In such cases, when talking about the problems, doctors are very often accused. There are appropriate services, commissions, management department, analysis of specific cases is carried out. Although, experts say, that it is very important to care for pregnant women, nutrition, health. Local government has a responsibility to promote the health of pregnant women and newborns, and - to carry out similar work to avoid early marriage.

It is interesting what is the situation in terms of gender sensitive issues in Senaki, such as water supply, gas supply, sewerage system. As it turns out, in terms of water supply, the system in Senaki is normal, and the next year the whole city will be equipped with water supply. While

low quality drinking water is a serious problem in rural areas. In communities where there is no central water supply, according to samples 80% of water is contaminated. This is when Georgia has obligations to the European Union, that by 2020, all citizens should be provided with a central water supply, carry out disinfection, destruction of bacteria.

As for gasification, this process is not yet completed. It turns out that the local government helps the people to make installments (gasification costs 600-700 GEL), but the company "Gasco + " is not motivated, to do benefits, and the repeated efforts of governments to cooperate, ended inconclusively. One of the reasons for this is that "Gasco +" is problematic company.

As it turns out, in the program of Senaki municipality budget for 2016 there are not reflected global goals for sustainable development of UN and the objectives of gender equality, although representatives of the government believe that this is an essential tool for the implementation of gender policies, and these issues must be integrated into the local budget.

IV. recommendations

1. For a full and fair account of the specific needs of all population groups in the context of gender, in the process of preparation of the municipal budget, it will be better if the municipality will rely not only on the proposals of the representatives of the territorial units and deputies, but also on practice, of the European Union, for conducting socio-economic research through active involvement of the population.

In this regard the grants from international donors can be used, which are obtained through participation in competitions announced periodically. Senaki municipality and / or local NGOs, together with the local government can participate in competition. For effective implementation of the gender policy, the municipality, as far as possible, should develop a well-considered gender strategy and action plan, agreed with the community and meet the international practice, which will take into account the inclusion of competent men and women - members of the public, ensuring transparency of the budget, formation of database by the gender context etc. Municipal budget, drawn up with the help of such approaches should comply with international standards, the global objectives of sustainable development, developed by the UN and the tasks in gender direction - outlined in this document. There are all prerequisites for this in Senaki municipality.

2. Developing annual budget of Senaki municipality at the highest level, and improving the positive results achieved in recent years is possible in case, if the local government will have a

comparative database of over the years in all directions of activity (real statistics). National statistics can not always objectively reflect the real existingsituation and marked tendency in cities and regions. It is in the interest of Senaki region and its population. There should be overcome the fear that such a database can be usedby any political party or politician in a bad way. There should be introduced the practice of official data base from the ruling political team to the next group/team.

3. It would be good to involve volunteers in addressing any gender and other important issues (needs)for the city. In general, the practice of the European Institute of volunteering requires study and implementation. There will always be non-governmental organizations, teachers or individuals in the region or in the region, giving an example of volunteerism.

4. Good example of attracting young teachers, especially men, in the education systemcan be introduction of mandatory minimum 1-year-lasting internships for school graduates. The work of young teachers should be encouraged in the age of 25-45 in schools. For this it would be logical to initiate legislative bill, according to which, the teachers, working in schools continuously, should be given double amount of pension.

5. Effective ways of making high gender culture in the family and society in the first phase: the introduction of innovative methods and tools in preschool education. One such tool could be the appointment of specially trained personnel to positions of educators, both women and men - work in a group of male and female teachers; educating children by own example of their relationship. This would contribute to the eradication of defects, existing in many families in the upbringing of children. It is advisable not to wait for the "top" reforms. On its own initiative municipality may establish several pilot groups, and try this innovation. In the beginning, it will not be associated with high costs. According to preliminary estimates, the implementation of this initiative could be the ideal model of family education in children's groups. We believe that this idea will bring interesting and positive results, will affect the reform of pre-school education in the country, and will promote to the introduction of a new gender culture based on Georgian traditions. The idea will be a good basis for local organizations that are working on this profile.

6. To reduce the gender imbalance in the sphere of economic activity from the point of view of both quantity and terms of payment, as the unemployment of women with high education, in next year's budget, self-government of Senaki should take into account the target costs for the financing of the NGOs that carry out projects with priority of developing small businesses for women. To solve the problem, targeted cooperation is essential between local government, civil society and international organizations.

7. Memorandum signed between self-government of Senaki and the Fund "Sukhumi", creation of the Gender Advisory Council and the joint work on gender issues, is fruitful. This fact should be noted. The cooperation should be continued. All this should lead to a real gender balance and balance in labor payment of deputies and officials working in key positions in the Sakrebulo and City Hall.