

# Stabilization and Integration of IDPs into Mainstream Georgian Society (SIIMS)

Final Evaluation

Prepared for CARE International in the Caucasus

by Kerry Richter



## EXECUTIVE SUMMARY

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Since the war in Georgia in August 2008, approximately 27,000 people have been unable to return to their homes in and around South Ossetia. Some 18,000 of these internally displaced people (IDPs) were sent to new settlement areas that were built by the Government in late 2008. In order to address the problems and integration issues faced the IDPs, CARE Norway and CARE-Caucasus designed a project targeting 10,000 IDPs displaced from South Ossetia and 10,000 inhabitants of communities adjacent to new IDP settlements in the Shida Kartli and Kvemo Kartli regions of Georgia. The goal of the Stabilization and Integration of IDPs into Mainstream Georgian Society (SIIMS) project was to help IDPs and local impacted communities integrate to their new environment, using socio-economic opportunities to reduce poverty and conflict, which are aligned with local government services and structures. The project aimed to create socio-economic ties between IDPs and local communities through a series of activities grouped in five thematic areas of intervention: 1) income generation and economic development, 2) community development, 3) civil society strengthening, 4) capacity building of children and adolescents, and 5) information sharing and cooperation with the local government. This report presents results of a final evaluation of the project.

The evaluation used a **mixed methods approach** to assess the achievements, effectiveness, cost effectiveness and sustainability of the various components of the SIIMS project. These methods included document review, quantitative analysis of monitoring data, quantitative assessment tools, quantitative surveys of project participants, and qualitative data including focus group discussions (FGDs), structured interviews of key informants and project participants, and site visits of project activities.

The **agricultural machinery** component of the income generation program was a scheme to provide equipment such as tractors, cultivators, plows, etc. to the IDP settlements and surrounding communities, providing much needed resources for farmers. Community members formed into small groups of 5-7 members, which were required to include both IDPs and non-IDPs. The groups were given training in writing a business plan and managing finances, including taxes; they were regularly visited by SIIMS project staff and given assistance when needed. The monitoring data shows that the groups were able to make a net profit while maintaining the machinery and paying salaries to members of the group. Costs are reasonable and it appears that the groups are doing a good job of accounting for their income and costs. Survey results show that both IDP and local farmers considerably increased the number of hectares they farmed; local farmers increased their agricultural land by 60% (from 1.02 to 1.63 hectares on average) while IDP farmers were farming 3.2 times the amount of land after program implementation (from .19 hectares to .78 hectares on average). IDP farmers increased their income by 78% (from USD \$279 to \$497 on average) while the local farmers increased their income by 12%. Local farmer FGD participants confirmed that the agricultural machinery groups have assisted their closer relationship with IDPs. Stakeholders often mentioned the agricultural machinery program as having the most significant impact on the project area communities. While the main objective of the project is to raise incomes for IDP and local

farmers, the fact that all of the groups were able to make a net profit and to raise incomes for those in the group through paying salaries to them has very positive implications for the groups' sustainability.

The **women entrepreneurs component** assisted women to create their own businesses through training and the provision of grants. The objectives of the project were to enhance livelihoods, increase skills, create models of successful business start-ups, empower IDP women and increase integration with the local community. The program gave grants to 86 IDP women to initiate 83 small businesses. Nearly all (99%) of these became operational, with 95% still operating at the end of the project period. Moreover, 89% of the businesses became profitable; and nearly half would be profitable even if they were required to pay back the initial grant amount. By type of business, the agricultural production enterprises were less profitable; sales, services and other types of production enterprises had a greater degree of success. The overall average monthly profit of \$94 is well above the average household income among IDPs; 34 of the businesses also employed people, for a total of 47 employees overall. Survey data shows that the women's household incomes increased substantially after joining the program, and the increase was almost entirely due to the business enterprise. Qualitative research indicates that the women have become role models within the community, and they report that on the whole the effects on family life have been positive.

The third income generating approach, the '**grants for jobs**' scheme, invited businesses in the local communities to submit proposals for grants for expansion, with the condition that new jobs would be created for IDPs. By the end of the project period, 15 businesses had received grants of which 13 were still viable. Over the course of the project 69 IDPs were employed; 56 of these were still employed by the end of the project. Monthly salaries for the employees ranged from \$30 per month to \$180 per month. While the project had the advantage of creating fairly immediate employment at start-up, the up-front cost to create these jobs and the risk in whether the enterprise would succeed and continue to employ IDPs were high. By the end of the project period, only four of the enterprises had paid more in IDP wages than they had taken in grant money. However, the project has the advantage of giving direct benefits to non-IDPs, and is the only component of SIIMS that does so. Also, the relationships formed by the local business owners and the IDP employees that were described in most of the interviews are strong, and this has had a positive impact on IDP integration.

The **Infrastructure Grants** program funded social and economic community projects that were developed through a grassroots participatory planning process. The projects were jointly planned and implemented by community groups that were composed of both IDPs and local community members. The process ensured that community needs and priorities were defined and that the resulting projects were needed and used by the communities. Moreover, the process of defining the project, developing the proposal and implementing the grant-built relationships between IDP and local community members. Each community group provided co-financing for the projects in the form of money, contributed labor, and/or building materials; overall the community contributed 14% of the project costs. CARE initiative funded about 69% of the cost, and through their work with municipalities and governments, secured a commitment to 10% funding for the projects in Gori municipality. Other government contributions included waiving

license fees and obtaining co-funding from the schools. Economic infrastructure projects brought significant improvement to the economic situation of their communities, while social projects provided recreational opportunities. Both helped increased community integration, helped to solve conflicts and to improve relationships. Projects continue to be used by the communities, and many of the Local Initiatives Committees are still working together to represent the community on issues of importance, raise funding to initiate new projects, maintain the projects, initiate new economic activities and solve community problems.

As a means to help IDPs and local impacted communities integrate into their new environment, the SIIMS project provided **training to CSO** representatives with the aim of improving their capacity to deliver social services. Nineteen CSOs attended trainings provided in advance of the first round of the grants competition, and 23 organizations attended the proposal writing training provided in advance of the second round of the grants competition. According to monitoring data, 4,245 people benefitted directly from the 15 CSO projects supported by SIIMS. The achievements of the program show that these projects enabled the integration of IDPs and communities. The projects made some contribution to enabling IDPs to exercise their rights and access services, to mobilizing IDPs to solve problems in their communities and to connect IDPs to local government representatives. SIIMS also made a contribution towards improving their capacity to deliver services for the funded organizations. The nature of the programs implemented (particularly those implemented during the second round of the grant competition) was such that they helped build up a picture of the problems and needs of different IDP communities and vision that these communities have for how to improve their situation.

The **Capacity Building of Children and Adolescents** component of the SIIMS project was largely implemented by the project partner, IDP Women Association CONSENT. The component was implemented with students from 15 pre-selected schools where IDP and local adolescents have studied together since autumn 2008. Through the facilitation of life skill training on a number of pre-selected topics (such as leadership, tolerance, conflict management, volunteerism, gender issues etc.) the project aimed to bring together both IDP and non-IDP youth and adults. Monitoring data shows that the project overreached its goal in favor of local students – instead of the target of 500 locals, a total of 5266 were trained, while instead of target of 500 IDPs, the project was able to involve 955. As a result of the project interventions, life-skills were effectively developed among target beneficiaries and interaction between IDPs and local students has improved and intensified. The content of the component interventions was found appropriate by the project beneficiaries who expressed high interest in the selected topics. Pre- and post- training test results indicate that participants absorbed significant amounts of information during the trainings. Various rehabilitation projects were implemented in target schools along with the provided trainings. Specifically, school projects included the rehabilitation of school buildings, rehabilitation and equipping of libraries, establishment/rehabilitation/equipping of a conference hall, school yard fencing, playground rehabilitation etc. According to the school personnel, the school projects were answering the greatest needs of the schools and, therefore, there was a high degree of satisfaction with this intervention.

The final component of the SIIMS project was designed to develop and maintain communication channels with the **national and local government agencies** that work with IDPs, with the objective of improving service delivery to this population. Activities included consultations and discussions on programming with municipal and government authorities, and advocating for improved structures and mechanisms. CARE successfully developed a memo of cooperation with the Gori municipality to contribute 10% of the cost of the social and economic infrastructure projects in that area. With regard to building strong channels of communication with government officials at multiple levels, nearly all of the officials interviewed were extremely positive about CARE's work in the region, saying that they agreed with CARE's strategies to promote integration through community-based projects that benefitted both IDPs and the local population. The agricultural machinery program and the infrastructure projects were cited in particular as positive forces for progress that had full government backing.

Despite the overall success of the SIIMS project, some **challenges** should be noted. Economic opportunities in the project communities are limited, for local residents as well as for IDPs. The success of the SIIMS program, especially the agricultural machinery and women entrepreneurs components, has made it very visible in the project communities, provoking at times some unwanted political attention. CARE staff had to be strategic to ensure that there was no appearance of corruption or political influence on the program. The selection process for the agricultural machinery groups and the women entrepreneurs included an objective scoring system that was transparent for anyone who wanted further information on the process. Despite CARE's efforts to make the selection process fair and transparent, some resentment arose among those who applied and were not selected. Also, the grants-for-jobs program proved to be more difficult to implement than expected. It was difficult to find businesses who were interested in joining the program, and even more difficult to those with good prospects for success and a likely pay-off to investment.

CARE's **vision** for support to IDPs follows the UN framework for durable solutions for resettlement, as measured by whether they have safety and security; an adequate standard of living; livelihoods and employment; mechanisms for the restoration of housing, land and property; access to documentation; possibility for family reunification; possibility for public participation; and remedies for displacement-related violations. CARE must work carefully to overcome the systemic challenges of minimal government policies addressing IDP issues, a weak civil service sector, and a lack of initiative and social capital among IDPs. Durable solutions would continue to improve IDPs' connections to livelihood opportunities, continue to mobilize social capital and networks within IDP settlements, and empower IDPs to have a greater influence on policies and resource allocations.

In working towards this vision, CARE's role will shift from chief implementer and service provider, towards being a facilitator, connector and influencer. To promote sustainability in program implementation, CARE will now seek to work with strategic national partners that are already providing such services. These organizations may be governmental, non-governmental, or even commercial. But the commonality between them would be that they already have resources that they can mobilize towards the project and have a strong interest in continuing to provide services even after a specific project with CARE ends.

## ACRONYMS & ABBREVIATIONS

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CSO	Civil society organization
FGD	Focus group discussion
GEL	Georgian lari
IDP	Internally Displaced Person
M&E	Monitoring & evaluation
NGO	Non-governmental organization
NMFA	Norwegian Ministry of Foreign Affairs
SIIMS	Stabilization and Integration of IDPs into Mainstream Georgian Society
USAID	United States Agency for International Development
USD	U.S. dollar

## ACKNOWLEDGMENTS

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This report is a compilation of a number of different studies that were conducted as part of the overall evaluation of the SIIMS project. Section 6, the evaluation of the Support to Civil Society program, is a summary of the study conducted by Fleur Just in January 2011. Section 7, the evaluation of the Capacity Building of Children and Adolescents program, is a summary of the study conducted by Natia Rukhadze in March 2012. The remaining sections of the report were prepared by Kerry Richter based on an evaluation of the Income Generation components, the Infrastructure Grants component, and the Improving Service Delivery by Governments component that was conducted in June 2012. The Terms of Reference for the final evaluation are included in Annex 1.

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## 1. INTRODUCTION

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Since the war in Georgia in August 2008, approximately 27,000 people have been unable to return to their homes in and around South Ossetia. Some 18,000 of these internally displaced people (IDPs) were sent to new settlement areas that were built by the Government in late 2008. These settlement areas were constructed in great haste, some from former schools and other non-residence facilities. Even at present, IDPs are housed in compounds lacking basic services of sewage, transport, shops, community centers, and schools.

Most of the new settlements are sited in rural areas, and most of the IDPs have left agriculturally based livelihoods behind. However, the plots of land provided to IDPs were very small (typically 0.5 Ha) and do not provide sufficient incomes to provide for a family. In these rural settings there is a well-documented lack of agricultural machinery services, which reduces the area under cultivation and so further reduces incomes.

In municipal areas, local businesses are under-capitalized and cannot absorb more labor from IDP settlements. New opportunities for services and products may arise as a result of the new inhabitants, but local businesses are unable to take action as they have no means to do so. No integration plans were developed by the local municipalities, who were not involved in the construction of the settlements. Pressure on the local job market, on services and on resources can create conflicts that create divides between IDP settlements and local villages and towns.

The sudden influx into local schools of large numbers of IDP children and adolescents, many of whom suffered traumatic experiences, was also problematic. Teachers are untrained and lack equipment and facilities to address such issues, and are not guided by an IDP integration program from their municipality or Ministry of Education, even though central government has passed such a law.

Moreover, local governments, who are responsible to deliver services and support to new settlements, lack mechanisms and structures to provide information about the needs and demands of IDPs. IDP settlements also lack information about local and central Government development plans. The lack of information provided to IDPs in new settlements and the villages that surround them serve to sustain feelings of insecurity and isolation. Furthermore, IDP settlements lack civil society organizations to represent them. These gaps in process and structure create uncertainty and mistrust between IDP populations and local authorities.

In order to address the problems and integration issues faced by victims of the August '08 war, CARE Norway and CARE-Caucasus designed a project targeting 10,000 IDPs displaced from South Ossetia and 10,000 inhabitants of communities adjacent to new IDP settlements in the Shida Kartli and Kvemo Kartli regions of Georgia.

The goal of the Stabilization and Integration of IDPs into Mainstream Georgian Society (SIIMS) project was to help IDPs and local impacted communities integrate to their new environment, using socio-economic opportunities to reduce poverty and conflict, which are aligned with local government services and structures. The project aimed to create socio-economic ties between

IDPs and local communities through a series of activities grouped in five thematic areas of intervention: 1) income generation and economic development, 2) community development, 3) civil society strengthening, 4) capacity building of children and adolescents, and 5) information sharing and cooperation with the local government.

This three-year initiative started in July 2009, with the first phase of the project period ending in August 2012. With this in mind, CARE-Caucasus initiated several evaluation studies to assess the impact achieved through project-funded initiatives. The objective of the final evaluation study is to specifically assess change in beneficiary lives as it relates to the project activities, and to assess achievements in and lessons learned from community development and economic development as they relate to the goals and objectives of the project. This final report presents the results of these evaluation studies.

## 2. METHODS

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The evaluation used a mixed methods approach to assess the achievements, effectiveness, cost effectiveness and sustainability of the various components of the SIIMS project. These methods included:

- Document review of previous studies conducted for the program, including the project proposal, the revised project logical framework, the baseline study (GeoWel Research & Caucasus Research Resource Center, 2009), the one-year evaluation study (Jafarli, 2010), and a concept paper outlining CARE's vision for long-term sustainability (Just, 2011).
- Quantitative analysis of monitoring data collected by each of the components. Data was analyzed to produce indicators of project achievements, impact, efficiency, relative costs, and other results as appropriate. These are presented in the form of tables and graphs throughout the report.
- Quantitative assessment tools were used for the Support to Civil Society evaluation to measure two aspects of program effectiveness. A tool was developed to create a quantitative measure of the impact of the advocacy work done by the project CSOs. USAID's *NGO Sustainability Index for Central and Eastern Europe and Eurasia* was used to measure CSO capacity and sustainability (USAID, 2011).
- Quantitative surveys of project participants were conducted for two of the project components. Results are presented in the form of simple frequencies and cross-tabulations to show aspects of the project's impact, participant satisfaction with the project, participant attitudes, and other results as appropriate. These are presented in the form of tables and graphs throughout the report.
- Qualitative data was collected through focus group discussions (FGDs), structured interviews of key informants and project participants, and site visits of project activities. This data was analyzed through content analysis of field notes and FGD notes prepared by the translator. Quotes from FGD and interview respondents are included in the report to illustrate important points.

Further details of methods used in the three separate evaluation efforts are given below.

## **2.1 Methods used for evaluation of the Support to Civil Society program**

Different methodologies were developed for measuring the three indicators stipulated in the logical framework for the Support to Civil Society program.

### **2.1.1 Measurement of IDP integration**

In order to measure the extent to which the CSO projects funded by SIIMS enabled integration of IDPs and communities, a random sample of four out of six projects was drawn from the first round of grants, along with a random sample of five out of nine projects drawn from the second round of grants. In all nine projects were selected for assessment, six from Shida Kartli and three from Kvemo Kartli. During SIIMS, a total of ten CSO projects were implemented in Shida Kartli and five were implemented in Kvemo Kartli.

Having generated this random sample, the projects were assessed by reviewing the project documentation (proposals and narrative reports) and through focus group discussions (FGDs) with beneficiaries. Several of the projects were implemented in multiple communities. The communities selected for focus group discussions were chosen by the consultant who carried out this assessment. For logistical reasons, two projects were ultimately not included in the analysis, as it was not possible to collect all of the needed data.

Because the second round of grants focused on advocacy, a tool was developed to assess the impact of the advocacy work, focusing on:

- The quality of the advocacy strategy developed by the CSOs;
- The extent to which CSOs implemented their strategy in a way that encompasses good practices and promotes sustainability of their advocacy work;
- The extent to which the advocacy initiative led to any policy changes; and
- The extent to which CSOs represented IDPs' interests in the advocacy initiative.

The tool used quantitative content analysis of project documents and reports to create scores for these aspects of the project. The tool and its scoring criteria can be found in the full CSO evaluation report (Just, 2012).

### **2.1.2 Measurement of capacity building**

Measuring the extent to which the capacity of CSOs to deliver social services has been enhanced through SIIMS was complicated by the fact that there were no baseline measures of CSO capacity with which to compare. The assessment developed an evaluation form to gauge how useful the trainings provided by SIIMS had been in enhancing the knowledge and skills of training participants and to what extent the content of the training is being applied by participants, with what impact on the organization (see full report (Just, 2012) for a sample evaluation form). This evaluation form was sent to all organizations who participated in the trainings. Twenty-two organizations returned completed forms. The assessment also gathered

CSOs' own reflections on whether working on SIIMS had brought anything substantive to their organizations in terms of capacity building. These reflections were gathered during extensive semi-structured interviews with project managers and senior managers, which also took the form of a broader institutional capacity assessment.

### **2.1.3 Measurement of sustainability**

One of the questions raised during the mid-term evaluation of SIIMS was related to the sustainability of the CSO work that SIIMS has supported. In order to explore the capacity of CSOs and their sustainability in greater depth, this evaluation developed a capacity assessment tool based on the *Europe and Eurasia NGO Sustainability Index* released annually by USAID (USAID, 2011). The Index, which covers Georgia, assesses the following domains: the legal environment for NGOs; the organizational capacity of NGOs; the financial viability of NGOs; the advocacy capacity of NGOs; the quality of service provision by NGOs; the Infrastructure available to NGOs; and the public image of NGOs. All these domains, except the legal environment, seemed relevant to the assessment of the capacity of CSOs who received SIIMS funding.

One part of the tool is a structured interview questionnaire, which was used in interviews with the senior managers of random sample of CSOs whose projects were chosen to be reviewed in this assessment. The other part of the tool is a scoring matrix which yields a score between 1 and 3 in each capacity domain. The tool and its accompanying scoring matrix can be found in the full CSO evaluation report (Just, 2012).

## **2.2 Methods used to evaluate the Capacity Building of Children and Adolescents program**

The SIIMS logical framework includes a number of quantitative indicators of the successful implementation of Capacity Building of Children and Adolescents program component. To evaluate the progress of the component against these quantitative indicators, an intensive review of project related documents was undertaken. Documents developed during the lifetime of the project implementation (Mid-term Evaluation Reports, Consent Reports (monthly reporting forms, pre-post results of achievement tests), Baseline Assessment Report, SIIMS Reporting Forms etc.) were studied and analyzed. The indicators and data from CONSENT's reports can be found in the full evaluation report (Rukhadze, 2012).

In addition to the document review, a qualitative study (focus-group discussions and in-depth interviews) was undertaken to deepen findings derived from administrative sources/ project documents with a more qualitative perspective on the impact of this SIIMS component. FGDs were conducted in Shida Kartli and Kvemo Kartli regions and covered three target groups – a) internally displaced students (new and old), b) local students and c) schools personnel (school principals and teachers). A qualitative survey was administered separately with IDPs, local students and school personnel in order to reach maximum level of candor among the respondents and to ensure confidentiality. As a result, six FGDs were conducted in total (three in each region).



Students were randomly selected from the SIIMS target schools. Mixed groups were formed (mixed gender, age groups and involvement status (trainers/training participants/non-participants). All of the mentioned characteristics/criteria were equally distributed within the FGD group members. The average size of the groups was 12 participants. The mean duration of the discussions was 1.5 hours.

In addition, two in-depth interviews were conducted with the CONSENT representative and the CARE SIIMS CSO Development Manager (average duration was 1 hour). All discussions were recorded and transcribed.

## **2.3 Methods used for final evaluation**

Besides the document review and analysis of monitoring data described above, the final evaluation included primary data collection of both quantitative and qualitative data. Most of this data collection took place in June 2012, with the exception of the women entrepreneur survey, which was conducted in November 2011.

### **2.3.1 Participant surveys**

Two quantitative surveys were conducted with program recipients. Grantees of the women's entrepreneurship program were interviewed in November 2011. Of the 59 Round 1 and 2 recipients representing 57 businesses, 49 were interviewed representing 49 businesses (83%). Grantees were asked about their current income and expenses, their income and expenses before beginning the business, and their attitudes about business and gender roles. SIIMS project staff carried out the interviews.

The second quantitative survey was conducted in June 2012 with 52 IDP farmers and 45 local farmers who were users of the agricultural machinery program. The farmers were asked about their income, expenses and number of hectares cultivated before and after the agricultural machinery was available.

Survey questionnaires are presented in Annex 2.

### **2.3.2 Focus group discussions**

Six focus group discussions (FGDs) were conducted as shown in Table 2.1 below. Guidelines for the discussions are shown in Annex 3. In each case, focus group participants were selected randomly from the list of project participants in the appropriate category. The FGDs were conducted in Georgian at CARE's office in Gori by two independent research professionals. The groups were observed by the translator and the principal researcher and the discussions were recorded. The translator then prepared detailed notes in English about the discussion, referring to the recordings when necessary.

**Table 2.1 Focus group discussions conducted for the final evaluation**

<b><i>Program</i></b>	<b>Group 1</b>	<b>Group 2</b>
<i>Agricultural machinery</i>	IDP users	Local farmer users
<i>Women entrepreneurs</i>	Grantees	Finalists who were not grantees
<i>Infrastructure</i>	Economic infrastructure	Social infrastructure

### **2.3.3 Individual and group interviews and site visits**

Key informants including government officials and SIIMS project staff were interviewed about multiple aspects of the projects' administration, implementation and effectiveness. Site visits were made to agricultural machinery communities, grants-for-jobs enterprises and social and economic infrastructure projects. Program participants were interviewed at the sites, either individually or in a group. A list of persons interviewed and sites visited is given in Annex 4.

Individual interviews were conducted with government officials as recommended by CARE. Interviews were conducted with simultaneous translation using structured guidelines (presented in Annex 5). Staff from CARE and their partners were interviewed in English when possible or through a translator

Three agricultural machinery groups were selected randomly for site visits and a group interview was conducted. Observation could be made of the machinery and how it is stored as well.

Three grants-for-jobs enterprises were selected at random and were visited by the research team, accompanied by SIIMS project staff. Both the owners of the enterprise and 2-3 IDP employees were interviewed without CARE staff present.

Two social infrastructure sites and two economic sites were visited and community members who participated in planning and building the projects were interviewed. Sites were selected randomly.

## **3. LIMITATIONS OF THE STUDY**

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Fieldwork for the final study took place within a brief period of about 10 days when the principal researcher was in country. Time limitations made it impossible to do extensive qualitative research; for example, only one focus group discussion was conducted with each group of interest, when it is generally good practice to conduct at least two. While a very good translator was employed full-time, the language barrier may have been a factor affecting the ability to obtain a more nuanced understanding of the interviews and the ability to follow up on issues raised in the focus group discussions.

CARE staff were invaluable at arranging the interviews and focus group discussions, the latter of which were held at the CARE office in Gori. CARE staff, sometimes in large numbers, accompanied the research team on the site visits and most of the interviews. While it was necessary for the CARE staff to arrange the site visits and qualitative research, and while they deliberately abstained from participating in the interviews and FGDs, it should be noted that the involvement of the project staff may influence respondents to be more positive about the programs and to be less candid about any problems or shortcomings than if the research was conducted completely independently.

Any additional biases or errors found in the study are the responsibility of the principal researcher.

## **4. COMPONENT 1: INCOME GENERATION**

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A major focus of the SIIMS project was to implement development initiatives that promote improved livelihoods for IDP families. The income generation components of the project aim to integrate IDPs and local communities to their new environment using socio-economic opportunities to reduce poverty and conflict. The intention of the strategy is that IDPs and local community members are involved in joint economic activities that benefit each other in target areas. There were three main sub-components under income generation: the establishment of agricultural machinery groups, grants to women entrepreneurs, and the grants-for-jobs program. Each is evaluated separately below.

### **4.1 Agricultural Machinery Groups**

CARE established a scheme to provide agricultural machinery to the IDP settlements and surrounding communities, providing much needed resources such as tractors, cultivators, plows, etc. for farmers. The baseline study found that there was a great demand for such machinery in the communities. Before the program, the only machinery available was some government-funded machinery available for rent in the area through local cooperatives and also some leftover machinery dated from the Soviet period, both of which were rather old and of poor quality. Local farmers commonly rented rather than bought machinery, and the baseline survey found that demand for agricultural machinery was much higher than that for seed, pesticides or fertilizers.

Community members formed into small groups of 5-7 members, which were required to include both IDPs and non-IDPs. They submitted a proposal that outlined the skills of the group, and requested the specific machinery that they thought was needed for their community. CARE staff reviewed the proposals for several factors, including that both IDPs and non-IDPs were included in the groups and that there were people in the group with an agricultural background and with mechanical skills. CARE staff often visited the groups to ensure that they had formed naturally—that they were people who knew each other and wanted to work together—and that they had a commitment to following through with the project objectives.

The agricultural machinery groups were given training in writing a business plan and managing finances, including taxes; they were regularly visited by SIIMS project staff and given assistance when needed. While originally the plan was for each group to provide co-financing, this was not found to be viable as the IDP communities had no savings available. Instead, nearly all of the groups contributed to the effort by building a storage shed or roof for covering the equipment. The program planned to transfer full ownership of the machinery from CARE to the groups once a target number of clients is served.

Project outputs as defined in the logical framework were to have at least 7 local agro-service businesses increase the scale of their services, contributing to the specific objective of increasing household incomes by 20%.

#### **4.1.1 Achievements of the program**

The one-year evaluation of the agricultural machinery component noted that 3 of the 7 businesses had been established and appeared to be running well (Jafarli, 2010). It recommended that the project purchase some mini-tractors that would be more cost-effective for use on small land parcels.

By the end of the project period, nine agricultural machinery groups had been formed. Table 4.1.1 summarizes the achievements of the program by all nine groups by the end of the project period. In total, the groups included 44 members; the smallest groups had 4 members and the largest had 7, with an average of 4.9 per group. Three of the groups had been in operation for 26 months by the end of the project period, while the newest group had only started two months before the end of the period. The total outlay for the agricultural machinery was \$405,698; the average amount per group was about \$45,000.

The table shows the amount of land cultivated by the groups and the number of beneficiaries: in total, over 3,000 farmers made use of the agricultural machinery groups. IDPs constituted about 59% of these beneficiaries, though since they own smaller plots of land the amount of land cultivated for IDPs is smaller than that for commercial customers (local farmers). Service costs for commercial customers per hectare were more than twice that for IDPs (\$599 vs. \$215); IDPs are only asked to pay fuel costs for processing the land. It should be remembered however that this figure summarizes costs for different types of processing.

The total amount of income taken in by the groups was \$72,922, about \$8,000 per group. When costs for fuel, machinery maintenance, payroll and other costs are deducted, the groups had a net income of nearly \$15,000 total, an average of \$1,641 per group. Each group placed all of their net income into an organizational development fund for future investment.

The monitoring data shows that the groups were able to make a net profit while maintaining the machinery and paying salaries to members of the group. Costs are reasonable and it appears that the groups are doing a good job of accounting for their income and costs. While the main objective of the project is to raise incomes for IDP and local farmers, the fact that all of the groups were able to make a net profit and to raise incomes for those in the group through paying salaries to them has very positive implications for the groups' sustainability.

**Table 4.1.1 Summary data from the Agricultural Machinery program across nine groups**

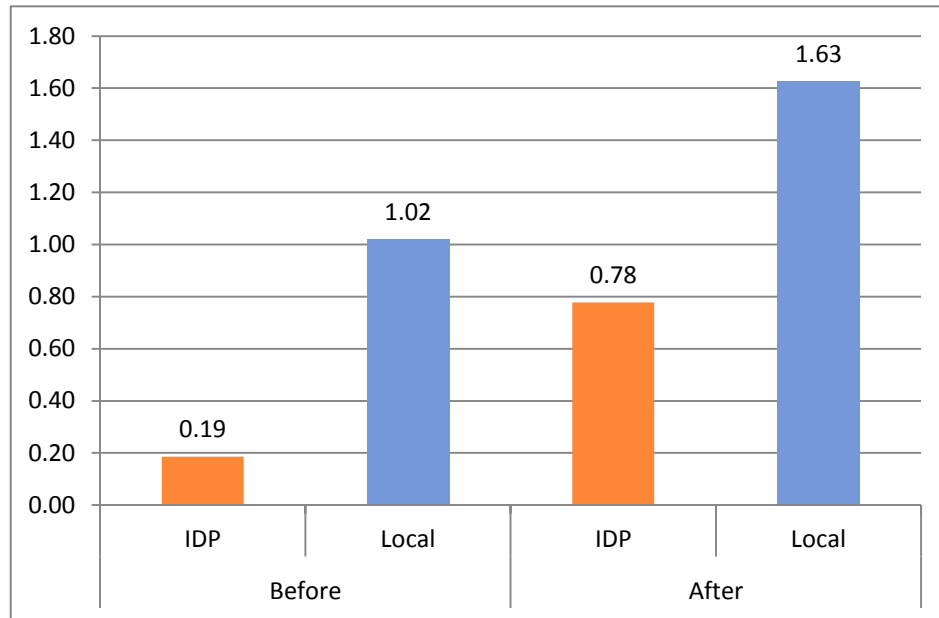
	Total for the program	Average per group	By type of customer	
			Commercial customers	
<b>Characteristics of the groups</b>				
Number of group members	44	4.9		
Number of months in operation	168	18.7		
Total cost of Machinery purchased (USD)	\$405,698	\$45,078		
<b>Achievements</b>				
Amount of land cultivated (0.1 ha)	2,773	308	1,843	930
Number of beneficiaries	3,278	364	1,341	1,937
Average service cost (USD per hectare)	-	-	\$598.86	\$215.73
<b>Income and costs</b>				
<b>Income (USD)</b>	<b>\$72,922</b>	<b>\$8,102</b>		
Fuel costs (USD)	\$27,275	\$3,031		
Fuel cost per hectare (USD)	-	\$12.64		
Machinery maintenance costs (USD)	\$7,693	\$855		
Payroll costs (USD)	\$19,575	\$2,175		
Payroll per person month (USD)	-	\$23.06		
Unforeseen costs (USD)	\$3,607	\$401		
Total expenses (USD)	\$58,150	\$6,461		
<b>Net income (USD)</b>	<b>\$14,772</b>	<b>\$1,641</b>		

Source: Project monitoring database.

#### 4.1.2 Effectiveness of the program in raising incomes

As mentioned above, a survey was conducted with both IDPs and local farmers who had used the agricultural machinery; a total of 52 IDPs and 47 local farmers were included (total of 97). The survey results give some indication of the impact of the program on farm incomes. As shown in Figure 4.1.1, both IDP and local farmers said that they considerably increased the number of hectares they farmed after the implementation of the agricultural machinery program. While IDP farmers only had access to small land plots, the program had a relatively greater impact on the amount of land they could farm. While local farmers increased their agricultural land by 60% (from 1.02 to 1.63 hectares on average), IDP farmers were farming 3.2

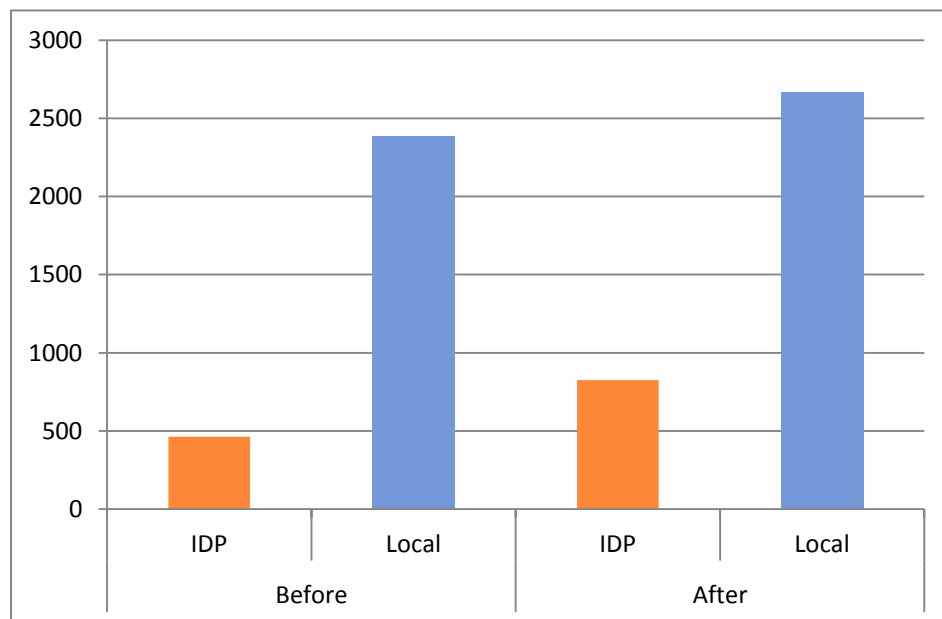
**Figure 4.1.1: Number of hectares under cultivation before and after implementation of the agricultural machinery program for IDP and local farmers**



(N=97)

Source: Agricultural machinery customer survey.

**Figure 4.1.2: Annual income from agriculture before and after implementation of the agricultural machinery program for IDP and local farmers (N=97)**



Source: Agricultural machinery customer survey.

times the amount of land after program implementation (from .19 hectares to .78 hectares on average).

The survey also asked about annual income from agriculture before and after the agricultural machinery program. While IDP farmers' income remained considerably lower than that of the local farmers, the impact of the program was much greater for them. IDP farmers increased their income by 78% (from USD \$279 to \$497 on average) while the local farmers increased their income by only 12%.<sup>1</sup>

Qualitative data from the two focus group discussions conducted with customers of the agricultural machinery groups also gives some indication of the impact of the program. One group was held with IDPs and one with local farmers. All of the IDP FGD participants indicated that they are happy with the machinery groups, acknowledging that thanks to the program, their land is processed on time (and more of it is processed, too). Before the machinery groups were created, they had to hire machinery from the local population at villages located at some distance. This was much more expensive and took much more time, because there was always a queue—especially if there was one tractor only. Because of this, seeding was often done too late for a good harvest, and some land remained unprocessed.

In the current situation, the tractors from the agricultural machinery groups are available to the IDPs first, and only afterwards go to the local population. They also work cheaper for the IDPs (as evidenced by the monitoring data presented above) and the groups will let payment wait for IDPs if they cannot pay immediately. FGD participants said that the local machinery owners never do this. However, one unintended consequence of the program is that there is less land available for IDPs to rent from local farmers:

*[In my community] at first [before the agricultural machinery groups], the locals did not work on their lands themselves and rented them to us cheaply, because harvest here is poor. But now that we're able to farm here and have a good harvest, they also started to process this land and do not give it to us cheap any more. (IDP, agricultural machinery FGD)*

As a result of the land being processed on time and more land being put into production, the program greatly contributed to enhanced agricultural productivity. The IDP FGD participants said that their family income has increased, sometimes even by several hundred GEL per harvest.

The local farmers who participated in the focus group discussion were also very positive about the benefits of having the machinery available and the quality of the machinery, particularly the seeding machines and cultivators. They also felt that the agricultural machinery groups were managed well by the IDP farmers. Participants said that the local people use the machinery

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<sup>1</sup> Because respondents tend to underestimate their income in survey data, the results should be considered mainly for comparative purposes.

about equally with IDPs. In their opinion, the prices charged by the agricultural machinery groups are quite cheap and thus the groups have a positive impact on the agricultural communities, creating competition and stopping the growth of prices. The local participants could name no negative impacts of the program.

The agricultural machinery provided by the SIIMS program had a substantial and widespread impact on the ability of IDPs and non-IDPs in the project area to increase their agricultural productivity and income. Nevertheless, some local farmers expressed additional needs for machinery that is not currently available. They stressed the need for a grain harvester combine, which now has to be transported from a great distance when needed, and is critical for the harvest. They also expressed the need for more trailers, for a press for cut grass, and a seeding machine for potatoes or red beets. Some also said that the tractors were difficult to repair because it was hard to get parts, and that the trailers did not fit all of the tractors. In the case of the tractors being difficult to repair, this is likely a reference to the machinery schemes implemented by the government, as the groups in the SIIMS scheme deliberately avoided making purchases that would have this issue. IDP farmers also mentioned the lack of trailers that fit the tractors, and the need for a seeding aggregate for corn and for pressing cut grass. In some areas, the lack of a bridge across the river made it impossible to move the machinery to some land plots. Thus, as with many of the programs, resources limited the ability to fulfill all of the needs of the community; and fulfilling the most important needs sometimes brings to light the next level of needs.

Members of the machinery groups who were interviewed during the site visits said that they sometimes did not charge IDPs the fuel costs if they were unable to pay; for example, some widows or others in difficult economic circumstances.

All respondents said that the trainings were extremely useful and necessary for them to run the groups. Members of the groups also got to know each other during the training and later shared machinery. Members said that CARE did not interfere in their decisions of what to purchase.

#### **4.1.4 Effectiveness of the program in promoting IDP integration**

The agricultural machinery program was strategic in using project money to fund a badly needed resource for both IDP and local farmers and to put this resource in the hands of IDPs and local farmers working together. High demand for the machinery created a natural mechanism for the local and IDP farmers to interact. Local farmer FGD participants confirmed that the agricultural machinery groups have assisted their closer relationship with IDPs. They also mentioned that they use the same polyclinics with the IDPs and that their children go to the same school. They said that the relationships between IDPs and local community members are good and that they feel sorry for the displaced people. The IDP participants in the FGDs also said that the general relationship of the displaced and local population is good, and the fact that there is preference for the machinery to be used to work the IDP lands first does not create any tension. In fact, while the IDPs said that their integration with locals is going well, they could not see whether the machinery groups had anything to do with this.



#### **4.1.5 Challenges of the program**

The success of the program, and the demand for agricultural machinery, has made it very visible in the project communities, provoking at times some unwanted political attention. CARE staff had to be strategic to ensure that there was no appearance of corruption or political influence on the program. The selection process for the groups included an objective scoring system that was transparent for anyone who wanted further information on the process. Program staff took care to thoroughly investigate the intentions and commitment of each group before selection by holding intensive field visits and community meetings. Emphasis was placed also on ensuring that the roles and responsibilities of the various group members were clear and that the group had a common vision. One group did dissolve before the end of the project period due to weak leadership and a lack of commitment among group members; however a new group was chosen with some of these original members and new leader which is still viable.

Despite CARE's efforts to make the selection process fair and transparent, some resentment arose among groups who applied and were not selected. Political pressure was sometimes brought to bear to put pressure to select some groups, but with careful management and transparency there seem to be no continuing problems.

Because the machinery is in such high demand, respondents from the groups were asked whether they ran into any problems managing the queues. While they indicated that it did require careful management at times, respondents said that they had not had many complaints from either local or IDP farmers. Local farmers also seemed to accept that IDP farmers had priority to use the machinery.

#### **4.1.5 Sustainability of the program**

Because most of the IDPs had been farmers in the past, the agricultural machinery project was a natural fit for their skills and background. From the point of view of the IDP FGD participants, the machinery groups will continue even without CARE support and will stay comparatively cheap, because there is a large demand for their services. Now, the participants said, they need help with fencing the plots and purchasing saplings and, most of all, with solving irrigation problems.

Another reason cited for the success of the program is that the donor for the program, the Norwegian Ministry of Foreign Affairs (NMFA), was flexible about procurement of the machinery. This allowed the project to purchase machinery that the local farmers prefer and are familiar with, and have parts that are easily available so that repairs are easier.

These steps helped to ensure the success, viability and reputation of the groups and contribute to their sustainability.

#### **4.1.6 Summary of the Agricultural Machinery program evaluation**

Stakeholders often mentioned the agricultural machinery program as having the most significant impact on the project area communities. The project was mentioned by most people interviewed as having a positive change on livelihoods for both IDPs and local residents. The

nine groups selected for the program have done a good job of managing finances and the machinery, according to the monitoring data, FGD participants and individuals interviewed.

## 4.2 Grants to Women Entrepreneurs

The second approach to income generation was a scheme to assist women to create their own businesses through training and the provision of grants. The objectives of the project were as follows:

**Enhance livelihoods:** The businesses would provide direct financial support towards the IDP women entrepreneurs' households.

**Increase skills:** The program would provide women with skills training on writing a business plan, accounting, and management.

**Create models:** Successful business start-ups would demonstrate potential income sources for other community members to emulate.

**Empower IDP women:** An acknowledged goal of the initiative was to empower women in a traditionally male-dominated society, in line with CARE's support of UN Resolution 1325. Successful businesses would challenge traditional stereotypes about the role of women in Georgian society.

**Increase integration with the local community:** Successful businesses would attract the local community to become customers, and create opportunities for interaction and relationships between IDPs and non-IDPs.

Project outputs as defined in the logical framework were to have 84 functioning small businesses by the end of the project period, contributing to the specific objective of increasing household incomes by 20%.

The effectiveness of the program is evaluated in this section by presenting quantitative and qualitative evidence for meeting these objectives.

### 4.2.1 Achievements of the program

The one-year evaluation of the SIIMS project noted that the women entrepreneurs' project was somewhat behind in meeting project targets (Jafarli, 2010). This was mainly due to a lack of feasible proposals for small businesses and the need to take appropriate care in selection. The report recommended that the project should fund more agricultural projects as there is a limit to how many service and retail businesses could be sustained by the communities, especially in the case of duplicate businesses such as grocery shops and barber shops. The study suggested that agricultural products could be developed for the surrounding urban markets and be very profitable.

Between April 2010 and June 2012, the program gave grants to 86 IDP women to initiate 83 small businesses (3 of the businesses were started by two women grantees working as partners).

Three rounds of grant competition and training were held, beginning in April 2010, March 2011 and January 2011 respectively. A summary of the types of businesses funded by round is shown in column 1 of Table 4.2.1. Service enterprises were the most common type of business funded (35 of the 83 businesses) followed by sales enterprises (23), agriculture production enterprises (19) and finally other types of production (6). The latter group included the production of semi-manufactured goods, bakeries and the like.

**Table 4.2.1 Number of businesses funded by the grants to women entrepreneurs program by type of enterprise, operational status and profitability**

	(1)				(2)		(3)		(4)		(5)	
	Funded				Ever operated		Still operating		Made a net profit		Made a profit if grant deducted	
Type of enterprise <sup>2</sup>	Rnd 1	Rnd 2	Rnd 3	Totl	#	%	#	%	#	%	#	%
Sales	10	7	6	23	23	100%	21	91%	23	100%	18	78%
Services	10	16	9	35	34	97%	34	97%	33	94%	16	46%
Agricultural production	5	7	7	19	19	100%	18	95%	12	63%	2	11%
Other production	2	1	3	6	6	100%	6	100%	6	100%	4	67%
<b>Total</b>	<b>27</b>	<b>31</b>	<b>25</b>	<b>83</b>	<b>82</b>	<b>99%</b>	<b>79</b>	<b>95%</b>	<b>74</b>	<b>89%</b>	<b>40</b>	<b>48%</b>

(2) "Ever operated" means that the business had expenses and/or profit for at least one month by the end of the project period.

(3) "Still operating" means that the business is still open according to project monitoring.

(4) "Made a net profit" means that the total profit made by the business during the program period was greater than the total expenses.

(5) "Made a profit if grant deducted" means that the total profit made by the business during the program period was greater than the sum of the total expenses and the grant amount.

Source: Project monitoring database.

Of the 83 businesses funded, 82 (99%) operated for at least one month by the end of the project period (column 2 of the table). The only exception was one service enterprise (a coffee grinder business) that did not become operational due to the unexpected death of the grantee. By the end of the project period there were 3 businesses that were no longer operational. Two of these, a grocery and a second-hand clothing shop, were profitable businesses that were shut down due to personal health reasons. Only one, a mushroom greenhouse, was shut down due to a lack of profit. It should be noted however that two agricultural production businesses, both mills, had not yet opened by the end of the project period.

<sup>2</sup> Sales includes grocery shops, secondhand goods shops, stationary shop and hygiene/beauty products; services includes barber/salon, sewing, upholstery, coffee grinder, shoe repair, canteen, dental, cosmetology, massage, piano tutoring and computer; agricultural production includes greenhouse, turkey demo-farm, berry culture, smoked fish production, mill, and bee-keeping; other production includes bakery, thick felt items, furniture, and semi-manufactured goods.

Column 4 of the table presents information on the number of businesses by type that had made a profit by the end of the project period. Overall 74 of the original 83, or 89% were profitable. Of the nine that were not profitable, as mentioned above one business never opened and two had not yet opened by the end of the project period. For the remaining six businesses, three were turkey demonstration projects where no information on income was available. The remaining three are two greenhouses that are operational on a seasonal basis and one sewing shop that still had higher expenses than profits by June 2012; all of these are Round 3 businesses that received their grants only recently. Thus it can be said that all of the non-profitable businesses were either not operational, lacked data or were opened only for a limited time.

As a measure of cost effectiveness, Column 5 of the table examines whether the funded businesses would still have made a net profit by the end of the project period if the amount of the grant were deducted. About half of the businesses (48%) had earned back more than the amount of the grant by June 2012. Sales enterprises and other (non-agricultural) production enterprises had the highest rate of success (78% and 67% respectively), followed by service enterprises (46%) and finally agricultural enterprises (11%). If the businesses described in the previous paragraph are omitted from this calculation, it can be said that 40 of 74 or 54% had earned back the amount of the grant.

As another measure of the effectiveness of the program, Table 4.2.2 examines the total amount of profit made by the women's businesses by type by the end of the program. Overall the 83 businesses made \$121,008 net profit by June 2012. If the initial grant money is subtracted from this, the total profits made were \$45,472. By round, it is seen that the Round 3 businesses had lower profits than those funded under Round 1 and Round 2; this is because they had been operational for only 6 months by the end of the program period.

**Table 4.2.2 Total net profit made by the women entrepreneurs program by type of enterprise (in USD)**

	(1)				(2)			
	Total net profit				Total net profit minus grant			
Type of enterprise	Rnd 1	Rnd 2	Rnd 3	Total	Rnd 1	Rnd 2	Rnd 3	Total
Sales	28,729	15,893	7,168	51,791	19,767	9,549	1,900	31,216
Services	20,241	16,856	2,683	39,780	10,542	2,547	-5,263	7,826
Agricultural production	732	11,654	498	12,883	-1,970	3,906	-7,082	-5,147
Other production	1,272	9,957	5,325	16,553	-69	8,957	2,689	11,576
<b>Total</b>	<b>50,973</b>	<b>54,360</b>	<b>15,675</b>	<b>121,008</b>	<b>28,269</b>	<b>24,959</b>	<b>-7,756</b>	<b>45,472</b>

(1) "Total net profit" means the sum of all income minus the sum of all expenses over the project period.

(2) "Total net profit minus grant" means the sum of all income minus the sum of all expenses over the project period minus the amount of the original grant.

Source: Project monitoring database.

In summary, the project essentially reached its target output to fund 84 small businesses by funding 83 businesses through grants to 86 women. Nearly all (99%) of these became operational, with 95% still operating at the end of the project period. Moreover, 89% of the

businesses became profitable; and nearly half would be profitable even if they were required to pay back the initial grant amount. By type of business, the agricultural production enterprises were less profitable; sales, services and other types of production enterprises had a greater degree of success.

#### 4.2.2 Effectiveness of the program in raising incomes

Two sources of quantitative data are used to measure whether the women's businesses were effective in raising household income for the grantees: program monitoring data and the survey data mentioned earlier. The program monitoring data is examined first.

Table 4.2.3 shows the average monthly profit generated from the businesses from the program monitoring data. This is calculated by dividing the total net profit by the total number of months since the grant was given.<sup>3</sup> For the businesses operated by two women as partners, profits are divided in half. Only the 75 businesses that were operational and had monitoring data for at least one month are included in this table.

**Table 4.2.3 Average monthly profits earned by women entrepreneurs by type of enterprise (in USD)**

	(1)				(2)
	Average monthly income				Number of enterprises
Type of enterprise	Rnd 1	Rnd 2	Rnd 3	Total	
Sales	106	142	149	128	23
Services	60	70	37	59	34
Agricultural production	14	103	13	66	12
Other production	24	622	222	223	6
<b>Overall average/Total</b>	<b>73</b>	<b>113</b>	<b>92</b>	<b>94</b>	<b>75</b>

Source: Project monitoring database.

The overall average monthly profit of \$94 is equivalent to about GEL 156 at current exchange rates. This is well above the average household income among IDPs of GEL 73 that was reported in the SIIMS Baseline Survey (GeoWel Research & Caucasus Research Resource Center, 2009). It should be remembered that 34 of the 75 businesses also employed people, for a total of 47 employees overall. For these businesses, profits were also used to pay employees, while for the other businesses it can be assumed that profits were used by the grantees to support their households and to re-invest in the business.

The household survey of women entrepreneurs collected information on average monthly income by source both before and after starting the business enterprise. As seen in Figure 4.2.1, incomes increased substantially after joining the women entrepreneurs program, and the

<sup>3</sup> For Round 1 grants, this was 27 months (April 2010-June 2012); for Round 2, 16 months (March 2011-June 2012) and for Round 3, 8 months (November 2011-June 2012).

increase was almost entirely due to the business enterprise. The average monthly income generated by the business as reported in the survey was GEL 196 (USD \$118).

In the focus group discussion, some of the women entrepreneurs said that they were unemployed before starting their own business, receiving only social and humanitarian aid as displaced persons (state social aid is 25 GEL (USD \$15 per month)). They also had small plots of lands that they were farming, but had no personal income. But others said that they had employment and income before starting the business, such as sewing, hairdressing and working in the municipality. A few said that they had their own businesses before receiving the CARE grant, and they used the grant to expand them. Others started the business from zero, though some had previous experience doing the same kind of work before displacement – for example, shoe-making or haircutting. Women in the non-grantee FGDs said that they currently mainly lived on state aid and agricultural income from small plots, just as the grantees did before starting their business.

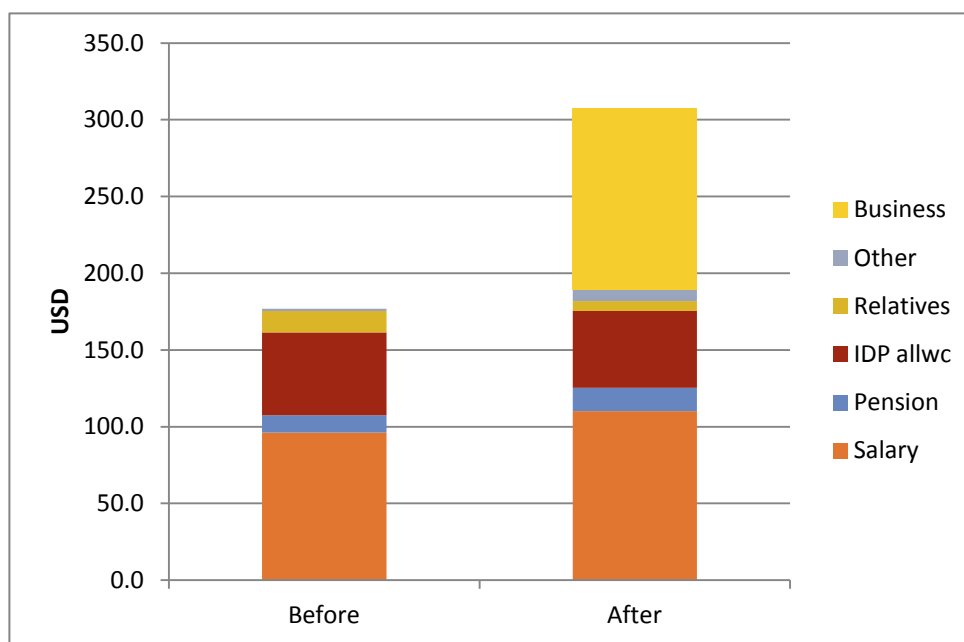
The survey also asked about household expenses before and after starting the business, as seen in Figure 4.2.2. Overall respondents reported that their expenses increased by about 80%, from USD \$221 to \$389 on average. For the most part, households increased their expenses on basic needs such as food, clothing, medicine and heat. This implies that the IDP household incomes were not sufficient to cover these basic needs before launching the business enterprises. These same facts were echoed by the FGD participants.

#### **4.2.3 Effectiveness of the program in skills building, empowering women and modeling entrepreneurship**

Both qualitative and quantitative data is used to examine the effectiveness of the program in meeting program objectives for building women's capacity for starting and managing a business, and for empowering women in their families and the wider community.

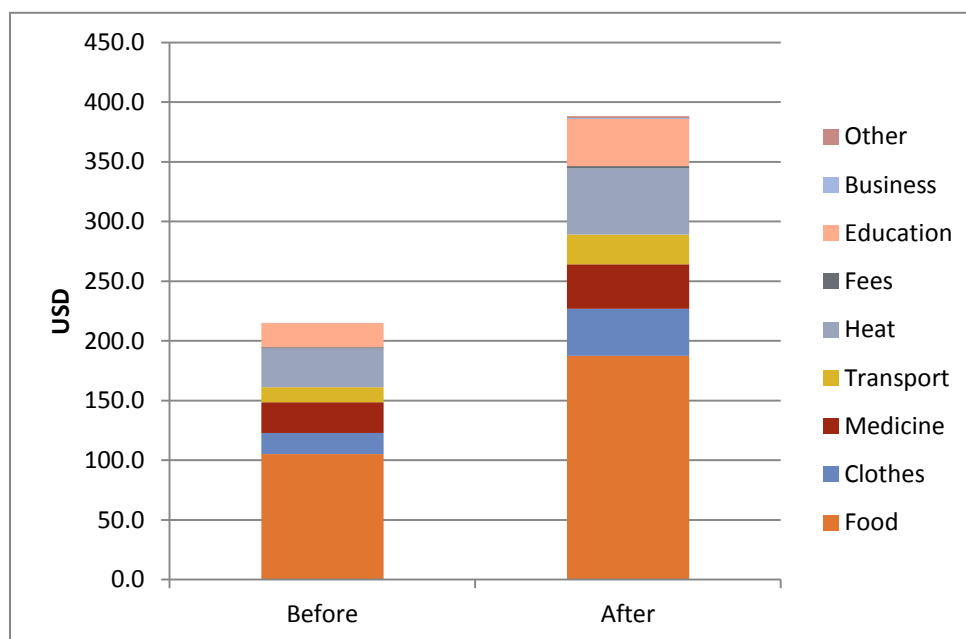
FGD participants from the grantees group seemed content with the trainings done by CARE. They reported that the trainings covered “everything about business”: writing a business plan, managing the business, keeping account books etc., and were carried out well. Some of them also said that as a result of the trainings and of having to write the business plan they became used to writing down everything they do, and this now helps them a lot in their business. Survey respondents were asked whether they keep account books for their business and all but one (98%) said that they were using the CARE account books. FGD participants said that the trainings had also other importance for them such as giving them opportunities for sharing experience and for teamwork. They said that there was nothing in the training modules, which turned out to be less important or less useful. The profitability of the businesses and the availability of data on income and expenses also provide evidence of the effectiveness of the trainings.

**Figure 4.2.1: Mean total monthly income by source of income before and after receiving women entrepreneur grant (in USD) (N=49)**



Source: Women entrepreneur survey

**Figure 4.2.2 Mean total expenses per month before and after receiving women entrepreneur grant (in USD) (N=49)**



Source: Women entrepreneur survey.



The FGD participants who did not receive grants said that the trainings gave them a general impression about business administration and they learned to write business plans. But they said that the trainings were not useful to them because they could not get financing and had no opportunities to use the knowledge afterwards.

*They had not taught me anything special or anything I did not really know. I have 30 years experience of working in a shop. Anyway, I have taken my mistakes [on the grant proposal] into consideration for the future. But I would learn more if they just gave me a small amount of financing. (IDP, non-grantee FGD)*

Some of the women in the non-grantees group however did manage to bring their business ideas to life; the above speaker expanded her shop anyway, having borrowed money from a relative.

The grantees' FGD raised the issue of whether running a business changed their position in the family or the community. The group discussion provided mixed evidence on this issue. According to the participants, the fact they started businesses did not create any family problems for them, though the time they have left for spending with family members is less now. While the main change that the businesses brought to the women's families is increased income, they also said there is better mood at their homes now. Most of the women said family members help them with their new businesses. Some grantees said that they get more respect from family members now that they run a business. But others said that relationships in their families mostly have not changed.

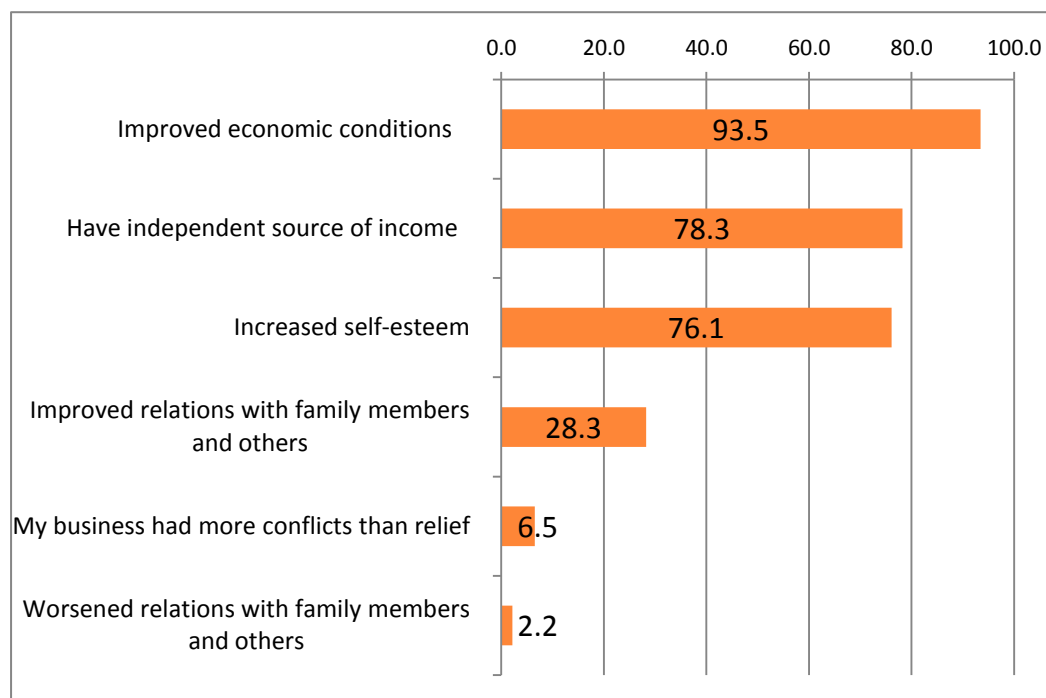
*A woman does not start commanding just because she has got the grant. (IDP, grantee FGD)*

The quantitative survey also asked about what changes the women had experienced after receiving the grant. While a majority of respondents said that they had improved economic conditions, now have an independent source of income and had increased self-esteem, only 28% said that the business improved relations in their family (Figure 4.2.3). However, only a very small percentage said that the business created conflicts or worsened relations with the family.

The quantitative survey also provides information about grantees' attitudes towards gender differences in running a business. As seen in Figure 4.2.4, the majority felt that men and women are equally good at business management, though a substantial minority (26%) felt that women are better managers. With regard to supporting a family, respondents were about evenly split between those who felt that there is no difference between men and women supporting the family and those who felt that it is better for the man to support the family.



**Figure 4.2.3: Survey responses to how the business had changed their life (in percents) (N=49)**



Source: Women entrepreneur survey

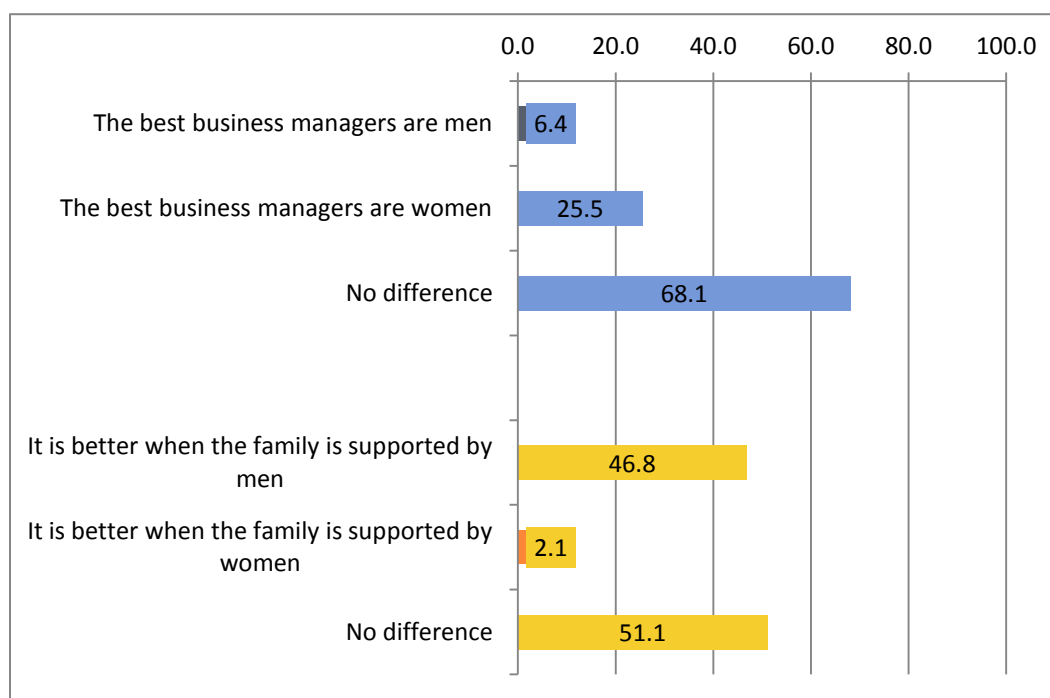
Nonetheless, grantees expressed that they evaluated the role of the grant program in their lives very positively and not only in terms of increased income.

*The project gave us hope and a future. (IDP, grantee FGD)*

*The project had other importance for me, it gave me back my interest in life. (IDP, grantee FGD)*

FGD participants noted that they get many comments and questions from their neighbors about how they managed to start their own business. While the grantees sometimes faced envious comments from neighbors about joining the program (see below), this is also show evidence that the program succeeded in modeling the feasibility of women to run their own business. Non-grantees also said that the CARE program gave many women in the community the motivation to start businesses. Grantees themselves expressed positive attitudes towards business management, both in the FGD and the quantitative survey (Figure 4.2.5).

Figure 4.2.4: Attitudes toward gender differences in managing a business and supporting a family (in percents) (N=49)



Source: Women entrepreneur survey

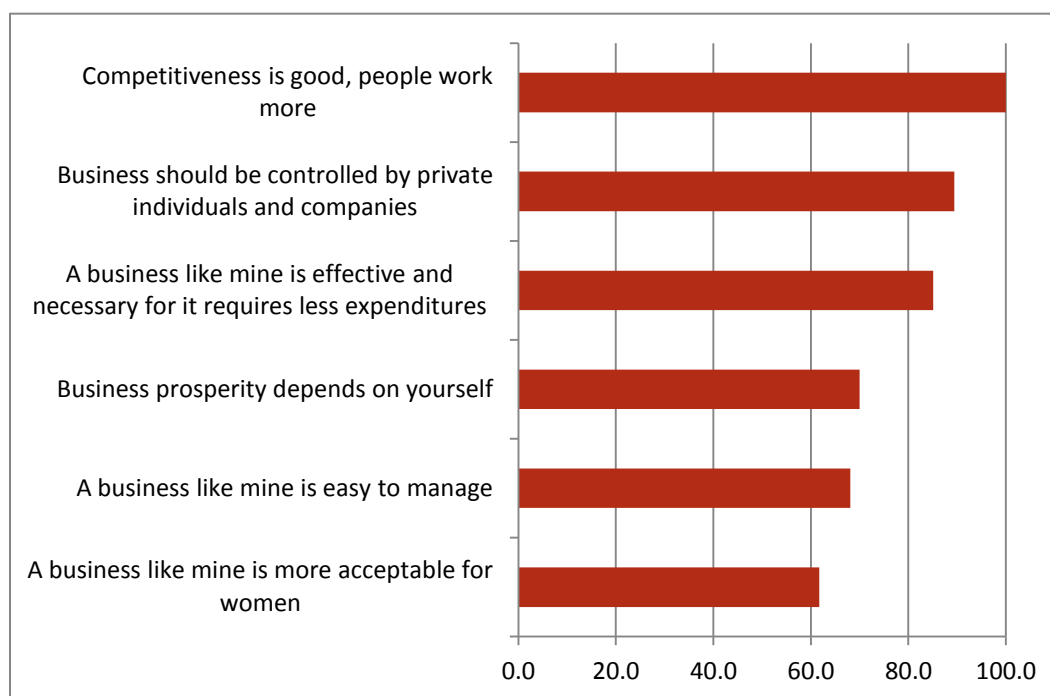
#### 4.2.4 Effectiveness of the program integrating IDPs with the local communities

Participants in both FGDs felt that the new businesses had a positive impact on the communities where they are located. Benefits included that the residents use their services, and that the businesses raised the economic level of life in the community.

*The less poor people there are in the community, the better. (IDP, grantee FGD)*

Non-grantees also said that in their opinion the business projects which got financing benefited their communities. Women from Koda settlement especially emphasized that they need new businesses opened because they are far from the local communities and from other settlements.

**Figure 4.2.5: Attitudes towards business enterprises (in percents) (N=49)**



Source: Women entrepreneur survey

Participants from Sakasheti mentioned that their community has especially benefited from the new mill. Shops also improved the level of life in the settlements.

*We have nothing in our settlement, not even agricultural land, just two shops. (IDP, non-grantee FGD)*

Grantees in the FGD said that their relations with community have also changed – they now have more new acquaintances, even friends, and get more respect. However, with regard to fellow IDPs in their communities, there were some negative feelings expressed such as envy and hostility. Neighbors expressed criticism about the women stepping outside her previous role and activities.

*I know this business, I was doing this before displacement. Yet while I was going to the trainings, there were some neighbors who said, have you nothing to do, that you go there? When I got financed, they were envious. (IDP, grantee FGD)*

*When I was writing the project, neighbors said: have you got nothing to do? Then when I got financed, they were coming and asking to give it to them to copy. (IDP, grantee FGD)*

The quotes above also show that the women entrepreneurs became role models for successfully running a business.

#### 4.2.5 Challenges of the program

CARE staff set up systematic and transparent criteria for selecting the grantees for the program. Applications were first reviewed and finalists were selected to attend the training program. This group of finalists then prepared business plans that were reviewed by the selection committee. When CARE staff had any doubts that the applicant had prepared the business plan themselves, they made site visits to help determine the capability and motivation of the applicant. Site visits were also used when a high number of feasible plans were submitted, to further gauge the strength of the application. Both successful applicants (grantees) and non-successful applicants (non-grantees) were informed of the decision by telephone. Any applicant was welcome to visit the CARE office to obtain further explanation of their reasons for being turned down to view their score and all of the comments made by the selection committee, as well as to get suggestions for how to improve their business plan for the next round.

While CARE did its best to make the selection process fair and transparent, this process was not always understandable to those who were not successful. The non-grantee FGD participants expressed their dissatisfaction with not being selected for a grant by questioning the selection process. Some simply did not understand why, if they were selected for the training, that their proposal was not good enough to be selected for a grant. Some in fact thought that they had been informed by CARE that they were selected, and then later that they had not. From this misunderstanding came speculation and rumors about unfairness in the selection process. These rumors included that their ideas were taken by other applicants.

*Representatives of CARE told me that I got financed, then the financing “disappeared”. I know that the grant for my project has been taken by someone else. (IDP, non-grantee FGD)*

*As a rumor I was told by other people that my project had been sold. No one afterwards explained to me why I did not get financed. (IDP, non-grantee FGD)*

Others, while not suggesting that there was corruption in the process, thought that there were some aspects that were not fair. One did not get financing when some family circumstances prevented her from correcting mistakes in her proposal and handing it in again in time. After this, another person got the same business financed, which seemed unfair to her. The participants also mentioned that they know people who got 2-3 projects financed, while others got nothing. While this includes projects financed by other organizations besides CARE, the general attitude expressed was “if another gets financed three times, why can I not get financed once?” In this way, a feeling of resentment and that some IDPs had some kind of strategic advantage in the selection process was cultivated.

CARE staff said that they spent a great deal of time with the non-grantees to explain the process if the person visited the CARE office. They also continued to give advice to non-grantees when they called and stopped by. Complaints that were made in the 1<sup>st</sup> round were listened to and

helped to improve the process for the 2<sup>nd</sup> and 3<sup>rd</sup> round. Of course, it is difficult to control rumors and the jealousy that can occur when an applicant is not successful, particularly for those who did not take the time to seek out a full explanation of the selection process. The success of the successful grantees in communities where there are few opportunities available may actually exacerbate this resentment, despite CARE's best efforts.

#### 4.2.6 Sustainability

Most evidence indicates that the women's enterprises that have become operational have also become profitable and are providing substantial incomes for IDP households. The women interviewed for the quantitative survey and in the focus group discussions nearly all said that they would continue running the businesses. Key stakeholders in government and community members all had a positive view of the program and of the benefits that the businesses brought to the communities as well as the grantees themselves and their families. While a small number of the funded businesses have not become operational or have closed down, some of these are due unforeseen circumstances. It is clear that the careful selection process, monitoring, and assistance provided to the women's enterprises have resulted in a high success rate for this program. CARE staff expressed how they have seen the grantee women's self-esteem grow over the project period, and that the grantees have expressed that they carry more authority within the family.

#### 4.2.7 Summary

The grants to women entrepreneurs program has created many viable businesses which provide needed income to IDP families and benefits to the wider communities. The women have become role models within the community, and report that on the whole the effects on family life have been positive.

It is worth noting that the recommendation to give more grants to agriculturally related businesses that was made in the one-year evaluation was followed; It is important to examine the underlying factors that contributed to the success or failure of the businesses, as this is part of the learning process for CARE and for the communities as well.

The limited income and employment opportunities in the region inevitably lead to some resentment among those who were not successful at obtaining a grant, and some jealousy and envy among both IDPs and non-IDPs in the communities. These experiences have already been used by CARE to improve the application process. Further work may be done to include more people in training opportunities and to make the selection process even more transparent.

### 4.3 Grants for Jobs Scheme

The third income generating approach for the SIIMS project is the 'grants for jobs' scheme. The program invited businesses in the local communities to submit proposals for grants to expand their business, with the condition that new jobs would be created for IDPs. The grant applications were comprehensively reviewed with an analysis of the risks associated with enterprise expansion and the likelihood of the investment to result in long-term job creation. The successful applicants were to receive up to \$10,000 for the expansion, and each business

also contributed some of their own money. They then hired IDPs as ordinary employees and provided them with on-the-job training.

Project outputs as defined in the logical framework were to support at least 15 local businesses to employ at least 35 IDPs, contributing to the specific objective of increasing household incomes by 20%. While the overall objective of the project was to create employment for IDPs, it also endeavored to provide IDPs with skills that would help them succeed in the overall job market.

#### **4.3.1 Achievements of the program**

The one-year evaluation of the program reported that 4 businesses had been given grants up to that time, employing 19 IDPs (Jafarli, 2010). The study found that the review process for selecting businesses was being carefully done. However, it noted that the grants for job scheme appeared to be the least cost efficient of the three income generation projects when comparing the amount of the grants with the number of people benefitting.

By the end of the project period, 15 businesses had received grants. One business closed in the second year of the project when the owners left the country. The remaining 14 businesses employed 69 IDPs over the course of the project; 56 of these were still employed by the end of the project (Table 4.3.1, columns 1-3). Three of the businesses had reduced the number of employees by the end of the project period; these were the corn flakes producer, the Tkbili Kvekana Bakery, and the education center (the latter business had no IDP employees at the end of the period). Thus the program met its target of making grants to 15 businesses and far exceeded the target of 35 IDP employees. The businesses employed IDPs for a total of 661 person-months (column 4).

Monthly salaries for the employees ranged from \$30 per month to \$180 per month. In column 5 of Table 4.3.1, the average monthly salary earned by the IDP employees for each business is shown. The overall average monthly salary was \$84; the Tkbili Kvekana Bakery had the lowest average salaries and the chicken slaughterhouse had the highest. While its salaries were low, the Tkbili Kvekana Bakery provided the greatest number of person-months of employment for the program.

**Table 4.3.1: Number of IDP employees at Grants-for-Jobs enterprises**

No.	Type of enterprise	(1) Total number of people employed over project period	(2) Maximum number employed at one time	(3) Number at end of project period	(4) Person- months of employ- ment	(5) Average monthly salary (USD)
1	Carving on Wooden Materials	2	2	2	36	\$93
2	Production of soft drinks	3	3	2	27	\$60
3	Savali Bakery	7	7	7	126	\$86
4	Greenhouse	2	2	2	24	\$120
5	Production of Corn Flakes	4	4	3	28	\$82
6	Tkbili Kvekana Bakery	12	12	6	132	\$38
7	Education center	5	3	0	9	\$37
8	Metal-plastic goods production	3	3	3	24	\$105
9	Trout farm	3	3	3	42	\$44
10	Plastic goods production	8	8	8	101	\$197
11	Grocery shop	2	2	2	12	\$63
12	Chicken slaughterhouse	14	14	14	84	\$155
13	Chicken incubator	2	2	2	6	\$60
14	Farmers' service center	2	2	2	2	\$75
	<b>Total</b>	<b>69</b>	<b>67</b>	<b>56</b>	<b>661</b>	<b>\$84</b>

Source: Project monitoring database

The three site visits painted a somewhat mixed picture of the grants-for-jobs program. The metal and plastics factory owners were extremely pleased with the grant that they got to expand their business and with their IDP employees. This is a small business where the employees and owners work in close quarters; they eat together and the owners indicate that the employees have become like family. The owners said that they chose employees based on need; for example, they hired the older IDP workers over younger ones who had the ability to migrate to Turkey for employment. During the training period the trainees were paid a low wage, but as their skills grew their salaries were raised. The employees also said that they were very pleased to have employment and to have learned a skill. Owners were sure that they wanted to keep the IDP employees, but faced some uncertainty because they were being forced to move to another location due to a government office opening at their location. At the same time, demand for their products is high and they would like to expand further.

The trout farm already employed two IDPs, at a fairly low wage, when they received the CARE grant; they then hired one additional IDP employee. Employees learned on the job how to care for the fish, but there was no specific training period or raise in salary. However, the employees did get bonuses and free fish. The owner was very pleased with the employees and said he would continue to employ them, but mentioned that the market situation was not favorable at this time and there was a lot of competition in fish production, so the price was dropping. He had a bank

loan to pay off which was difficult to do. Nevertheless the owner was very positive about the program and felt it was a good way to help the IDPs by enabling them to help themselves. With employment they were able to contribute money to the community through consumption and paying taxes, rather than living on government aid. Employees at this enterprise, while acknowledging that their salary was low, said that they understood the nature of the business. It should be noted that these employees did not have agricultural land as they lived in the town.

The third business visited was a greenhouse which was built with the CARE grant money. The owner employed two IDPs permanently and also hired workers on a daily basis when he had work for them. The greenhouse owner was still learning the business himself but was also training the IDPs; the business had yet to make a profit but planned to keep the employees as they were needed to get the business going. The employees were somewhat equivocal about the job; they said it was better than being unemployed, but would have preferred to work their own land as they did before displacement. These employees did not feel that the job really helped with their integration into the community, as they felt they were already integrated when they began employment.

#### 4.3.2 Sustainability

Several issues may be raised with regard to the sustainability of the grants-for-jobs program. The first is whether the jobs created would last beyond the project period. Earlier assessments of the program questioned whether the program would result in long-term employment for the IDPs, since the enterprises were not required to continue the jobs after the end of the project period. Some enterprises were seen to have created superfluous jobs for the purpose of securing the grant (Just, 2011).

While there is no information yet available on whether the jobs created will be eliminated after the project, the program data shows that two of the enterprises did not succeed in creating any viable employment for IDPs. One of these is the business that shut down and left the country, as mentioned above. The other (the education center) agreed to provide 5 jobs, but in the end it provided employment for only 9 person-months total. The remaining enterprises appear to be continuing to employ the IDP workers.

Another, though secondary, issue is whether the jobs created, and the training provided, were of any value in the competitive job market. Examples are the trout farm and greenhouse enterprises, which created only very low-skilled jobs such as guard and cleaner. While the trout farm jobs pay relatively low wages for these jobs (\$36-\$48, in addition to accommodation), the greenhouse pays a higher-than-average wage to its two IDP guards (\$120). The other businesses have trained the IDP workers in the bakery trade, in producing plastic and metal goods, in glass blowing, smithing, and in greenhouse work.

Finally, the cost effectiveness of program with regard to its economic efficiency also raises questions about its sustainability. Table 4.3.2 compares the wages paid to the IDP employees with the grants paid to the enterprises. The difference between the cumulative amount paid to the employees and the total grant amount may be seen as the net benefit of the program to the IDP community. For the program to be cost effective, the initial investment to expand the



enterprise and motivate its employment of IDPs should eventually pay off through IDP incomes. In fact, only four of the enterprises had paid more in IDP wages than they had taken in grant money: the wooden materials carving enterprise, plastics production, the Savali Bakery and the chicken slaughterhouse. Also, while the initial plan for the program was to give a maximum of \$10,000 in grant money, it can be seen that five of the enterprises received more than that amount and one (the greenhouse) received more than twice as much (\$25,869).

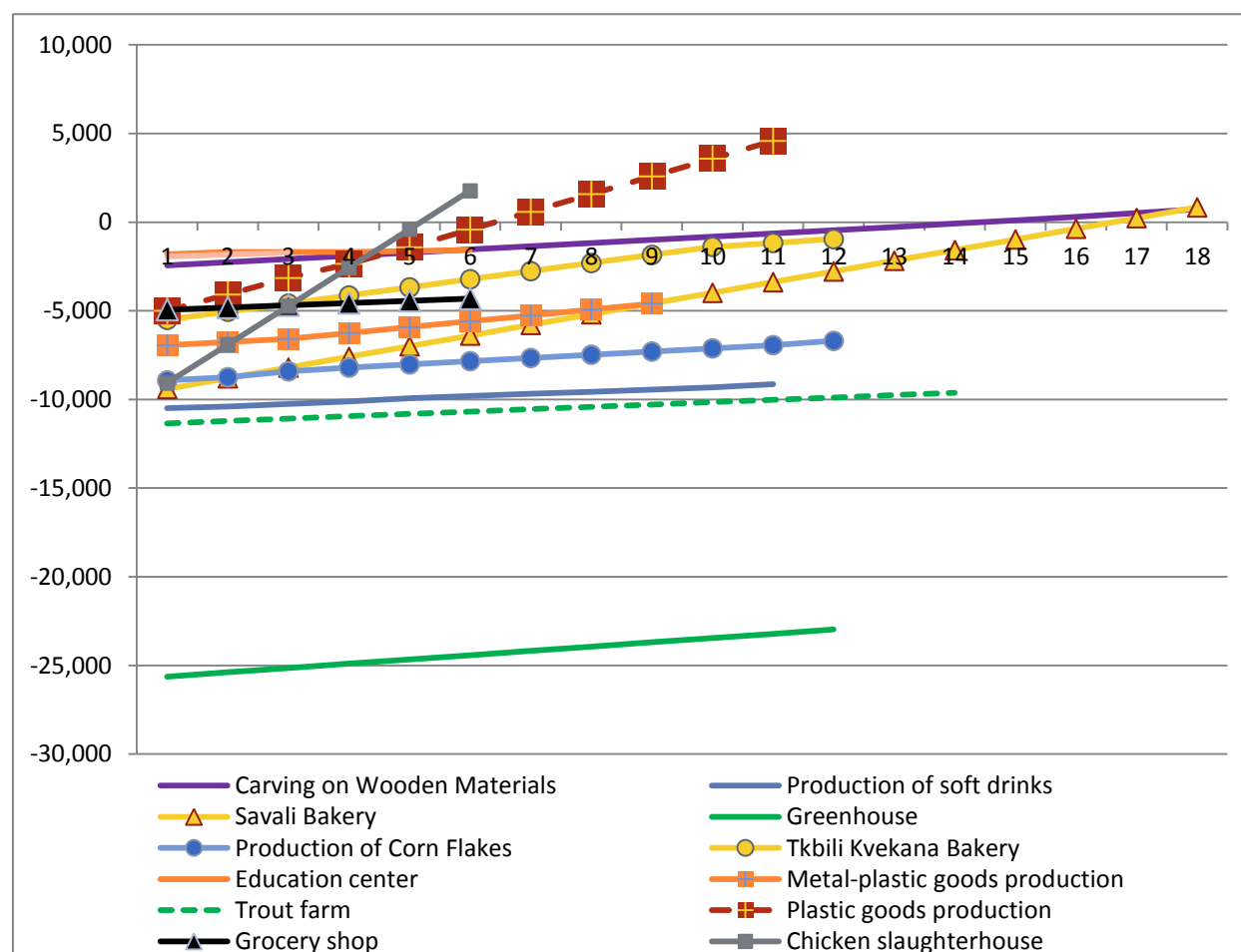
**Table 4.3.2: Grant amount and cumulative wages paid to grants-for-jobs employees by the end of the project period (in USD)**

No.	Type of enterprise	Cumulative wages	Grant	Cumulative wages - grant
1	Carving on Wooden Materials	3,343	2,618	726
2	Production of soft drinks	1,627	10,588	-8,962
3	Savali Bakery	10,843	10,007	836
4	Greenhouse	2,892	25,869	-22,978
5	Production of Corn Flakes	2,289	8,982	-6,693
6	Tkbili Kvekana Bakery	5,012	5,964	-952
7	Education center	331	1,898	-1,567
8	Metal-plastic goods production	2,530	7,126	-4,596
9	Trout farm	1,855	11,478	-9,622
10	Plastic goods production	11,976	5,389	6,587
11	Grocery shop	759	5,063	-4,303
12	Chicken slaughterhouse	13,012	11,241	1,771
13	Chicken incubator	361	2,075	-1,714
14	Farmers' service center	151	5,250	-5,099
	<b>Total</b>	56,982	113,548	-56,566

Source: Project monitoring database

While only a few of the grants-for-jobs enterprises had given back in wages the amount that they received in grants by the end of the project period, it may be presumed that they would eventually do so after sufficient time has passed. Figure 4.3.1 gives an indication of the likelihood of the enterprises reaching that threshold; in other words, the zero level on the graph. The chicken slaughterhouse “paid off” the grant through wages in 5 months, and the plastics production enterprise in 6 months. The other two who reached the zero level (wooden carving and Savali Bakery) took much longer to do so—from 14-17 months. The other bakery enterprise is on track to match the grant amount with wages paid in the near future, while the other businesses will take much longer to do so. The greenhouse took such a large grant that it looks unlikely to be able to match this amount. The education center and the other business that closed is not included on this graph.

**Figure 4.3.1: Cumulative wages paid by grants-for-jobs enterprises by months in operation minus grant amount (USD)**



Source: Project monitoring database

Thus it can be said that while the start-up costs were high, in the short-run the program provided much needed immediate employment opportunities, and in the long run to continued employment for some number of IDPs. The program has another important advantage in that it was of direct benefit to non-IDPs in the community. It is important that the local population be the beneficiaries for some component of the SIIMS project, as resentment towards IDPs can grow if they are seen as receiving unfair advantages by these programs.

### 4.3.3 Challenges of the program

CARE staff and other stakeholders acknowledged that the grants-for-jobs program proved to be more difficult to implement than expected. It was difficult to find businesses who were interested in joining the program, and even more difficult to those with good prospects for success and a likely pay-off to investment. It should be remembered that the baseline survey found that only 4% of local residents said that they earned income from non-agricultural businesses, with an additional 1% with income from producing agricultural processed goods.

Only 4% of local residents said that they owned a shop or business. The baseline report concluded that the prospects of business development were slim:

*IDPs are generally pessimistic about the prospects for business development because of the lack of money for starting businesses or a market in which to sell goods. Even existing businesses are not perceived as successful by locals (GeoWel Research & Caucasus Research Resource Center, 2009:30).*

In this context, the level of success achieved by the program may be seen as relatively good; 48 IDPs were still employed by the end of the program, and the wages paid were much higher than those reported in the baseline survey.

#### **4.3.4 Summary**

As noted in the one-year evaluation and demonstrated with the project monitoring data here, the grants for jobs project continues to be the least cost efficient of the SIIMS components. While the project has certainly created employment for some IDPs—with the advantage of creating fairly immediate employment at start-up—the up-front cost to create these jobs and the risk in whether the enterprise will succeed are high. Moreover, an earlier study found that it is likely that many of the businesses could have received bank loans to expand their enterprise. However, the project has the advantage of giving direct benefits to non-IDPs, and is the only component of SIIMS that does so. Also, the relationships formed by the local business owners and the IDP employees that were described in most of the interviews are strong, and this is an intangible benefit of the project that is difficult to measure.

### **5. COMPONENT 2: INFRASTRUCTURE GRANTS**

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The second main component of the SIIMS project focused on community development. The Infrastructure Grants program funded social and economic community projects that were developed through a grassroots participatory planning process. The projects were jointly planned and implemented by community groups that were composed of both IDPs and local community members. The process ensured that community needs and priorities were defined and that the resulting projects were needed and used by the communities. Moreover, the process of defining the project, developing the proposal and implementing the grant built relationships between IDP and local community members. Each community group provided co-financing for the projects in the form of money, contributed labor, and/or building materials.

In the baseline study, qualitative research was used to identify the critical infrastructure problems in the project communities. The most pressing general problems, affecting most communities, were the need for irrigation of agricultural land and the need for better food storage facilities. Critical infrastructure issues that affected some of the communities were the need for better water and sanitation facilities, including poor quality drinking water in some areas and unsanitary conditions in some communities where toilets and bathrooms were located outside the dwellings. Other needs cited in some communities were the need for a bridge to link the settlement with their land plots and the need for transportation to schools that were located

far away. Problems with the physical conditions of the schools were also mentioned by some respondents.

Project outputs as defined in the logical framework were for IDP and community members to support at least 15 social and 15 economic infrastructure projects, contributing to the specific objective of increasing positive interactions between IDPs and local community members.

## 5.1 Achievements of the program

CARE held community meetings that explained the project and formed Local Initiatives Committees to make decisions about community needs and write the grant proposals. The community meetings selected representatives of both local and IDP delegates to form the committee, who were selected through anonymous ballot. Every committee contained both men and women, though some projects that required work specific to the skills of either men or women tended to have more members of that gender. Financial documents were kept open for any community member to see so that the process was transparent. CARE provided technical assistance on the building projects, sometimes hiring specialists to make financial estimates; but all decisions were made by the groups.

The infrastructure FGD participants said that a large number of people attended these meetings—sometimes up to 150, both displaced and local. After the meetings, members of the initiative group and community leaders went to all households and asked residents' opinion as to what problems are of first priority. Only after this whole process was the final decision on the project made. In this way the population was involved in the planning process from the very beginning.

The one-year evaluation study reported that the first round of implementation created 14 infrastructure projects, and found that a high degree of community engagement resulted from the joint planning and implementation of the projects (Jafarli, 2010). The study also determined that a large number of community members were benefitting from the completed projects during the short period of their existence.

The total number of social and economic projects completed by the program are shown in Table 5.1. The economic projects included some irrigation and water projects, some that improved the grounds of the settlement, one kindergarten rehabilitation, and some community centers, for a total of 16 projects. The social projects included 18 school-based projects, 11 recreation facilities and one cultural center, for a total of 30.

**Table 5.1: Total number of infrastructure projects by type**

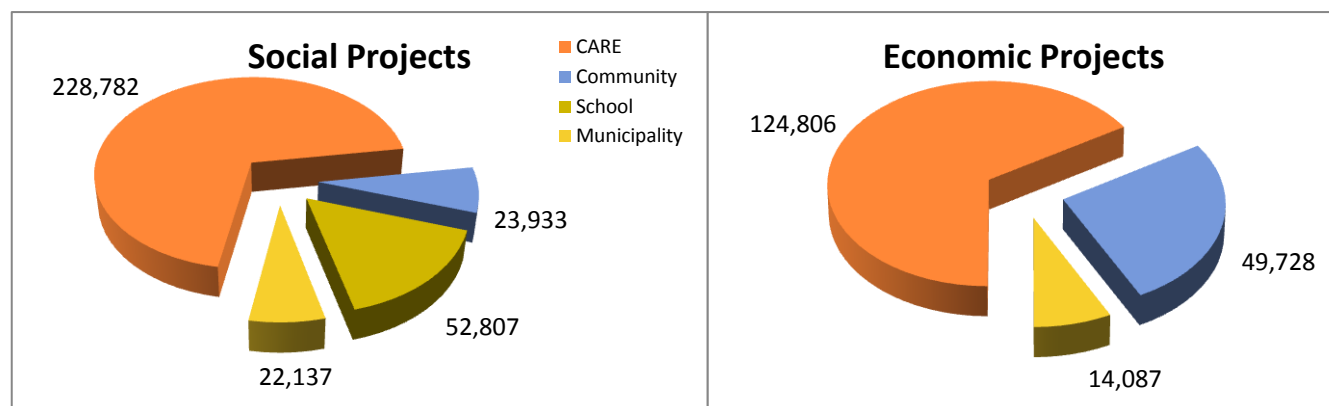
<b>Social Infrastructure Projects</b>	
<b>School-based</b>	<b>18</b>
General rehabilitation	5
Library rehabilitation and/or equipping	8
Concert hall rehabilitation and/or equipping	3

Sports club rehabilitation and equipping	1
Combination (e.g. library & concert hall)	1
<b>Recreation facilities</b>	<b>11</b>
Children's playground	4
Wrestling stadium	1
Sports ground/sports complex/gym	5
Front yard arrangement	1
<b>Cultural facility</b>	<b>1</b>
Culture House	1
<b>Total Social</b>	<b>30</b>
<b>Economic Infrastructure Projects</b>	
Irrigation systems	5
Water systems/drainage	3
Collective center/ritual house	2
Fencing/front yard	2
Kindergarten Rehabilitation	1
Combination (e.g. fencing, water)	2
Transport	1
<b>Total Economic</b>	<b>16</b>
<b>Grand total</b>	<b>46</b>

Source: Project monitoring database

Figure 5.1 and Table 5.2 shows how the projects were financed. In total, the CARE initiative funded about 69% of the cost of the projects. Through CARE's work with municipalities and governments, they were able to successfully secure a commitment to 10% funding for the projects in Gori municipality. For one economic project, the cost of a license was waived and this was counted as a government contribution. The school-based projects also received co-funding from the schools, which is considered to be part of the governmental contribution. The remainder of the cost was contributed by the community groups. Overall, about 14% of the total cost of the project was covered by the community, mainly through labor contributions.

**Figure 5.1: Source of financing for Social and Economic Infrastructure projects (in USD)**



Source: Project monitoring database.

**Table 5.2: Amount and percentage of financing by source for Social and Economic Infrastructure projects**

	Economic		Social		Total	
	USD	%	USD	%	USD	%
<b>CARE</b>	124,806	66.2	228,782	69.8	353,588	68.5
<b>Community</b>	49,728	26.4	23,933	7.3	73,661	14.3
<b>Government</b>	14,087	7.5	74,944	22.9	89,030	17.2
<i>Schools</i>	-	-	52,807	16.1	52,807	10.2
<i>Municipality/other</i>	14,087	7.5	22,137	6.8	36,224	7.0
<b>Total</b>	<b>188,620</b>	<b>100.0</b>	<b>327,659</b>	<b>100.0</b>	<b>516,279</b>	<b>100.0</b>

Source: Project monitoring database.

## 5.2 Effectiveness of the program in improving quality of life in the communities

Site visits to the projects made clear the benefits that the communities continued to experience from both the social and economic projects. One very isolated IDP settlement built a children's playground, which allowed recreation for the children close to the dwellings where the parents could monitor them. A wrestling facility had created a sense of community pride as matches were held with neighboring communities, involving both IDPs and local residents. The school-based projects were particularly impressive; at one school that the team visited, the library and three of the classrooms had been renovated. The contrast between these rehabilitated areas and the rest of the school, which was badly in need of repair, was striking. At all of these projects, it was clear that the community members took great pride in the work they had done and the contribution they had made to the community.

The economic infrastructure FGD participants came mainly from communities that had done irrigation projects. They said that the realization of the projects brought significant improvement to the economic situation of their communities. Harvests were larger and brought higher incomes. Besides this, having enough water means that the people can choose what crops to plant, which means a lot for their economy. They also do not need to buy agricultural products for household needs, because they have almost everything they need in the village now.

The social infrastructure FGD participants also listed a number of benefits resulting from the projects. These included that young people are busy with sport activities, with studying dancing and other activities or working at the cultural center, and that children use the playground. All of these help the young people lead a more healthy life. According to the participants, the most significant change the projects brought to the life of the communities was helping the children and young people overcome depression caused by war and displacement, bringing more joy to their lives.

## 5.2 Effectiveness of the program at increasing positive interactions between IDPs and local residents

The process of determining community priorities, making decisions, and working together on the projects had created and strengthened relationships in the planning groups. Besides this, the benefits brought by the project had improved the level of living in the communities, which also had a positive impact. FGD participants agreed that the projects had assisted better integration of IDPs with the local population and helped to solve conflicts and to improve relationships.

*Before this was done, we (IDPs) and (the local) population quarreled every year because of the water and made peace only in autumn when pigs were killed. The project helped us to improve our relationship. (IDP, economic infrastructure FGD)*

The social infrastructure FGD participants also said that the projects assisted in better integration of IDPs in local communities, not only because everyone uses the resulting facilities, but also because they worked on construction together and this work brought them closer to each other. Also the children have gotten to know each other better, going together to dancing lessons or meeting at the playground.

## 5.3 Sustainability

To assess the sustainability of the project, both the viability of the finished infrastructure projects and the continuance of community relationships should be examined. The research team made site visits to four of the infrastructure projects. All were clearly being used by the communities. The settlement that built the children's playground had designed it in such a way that it could be disassembled and moved if the community was relocated (they had been living in temporary housing for more than three years). Both the FGD participants and the residents at the site visits said that some of the projects were used by people from outside the communities as well—for example, some of the recreation facilities and the irrigation systems.

The Local Initiatives Committees that were formed to implement the projects were not legally formalized as community-based organizations, but nevertheless nearly all of them still exist beyond the project period. Some still are working together to represent the community to the municipality on issues of importance; many are still trying to raise funding to initiate new projects. Those from small communities tend to be more connected than those from the municipalities.

Participants from the economic infrastructure FGD said that the initiative groups still remain active, busy with the maintenance of the rehabilitated irrigation systems. The groups also helped some community residents with some new agricultural initiatives, such as breeding rabbits. These participants said that although the initiative groups have not tried to get funding for any new projects, they had used the planning process established as a result of the program for solving other existing problems.



## 5.4 Challenges of the project

CARE staff said that it took time to build trust in the communities; in particular, for community residents to believe that project staff were sincere about the grants for the infrastructure projects. Residents said that many organizations had visited them and made promises about projects that never materialized. Credibility was built when community members saw the projects take shape; some communities who were not interested in the first year of implementation then submitted proposals in the second year. FGD participants admitted that in the beginning some of them did not want even to meet with CARE, but now they have trust towards the staff and consider them to be highly qualified. They also mentioned that they are happy with the fact that CARE asked their opinion on everything and “has not done anything without asking”.

One of the main challenges faced by the project was that the amount of funding available was not sufficient to address the top priorities of the communities. Irrigation, water and sanitation projects were often beyond the scope of the project, which created disappointment in some communities. At one or two of the sites that the research team visited, it was clear that the single project (such as a water tap) did not begin to fulfill all of the real and vital needs. The settlement that put in a water tap had wanted to put in a fence around the community to keep out animals, but could not afford it.

However, the nature of the project which required a commitment for communities to make decisions and contribute labor themselves created an understanding that the project was not an aid program but a way for communities to work to help themselves. Community members also commented that at least CARE had come through with their commitment.

*If all of the other organizations who just came to talk to us and write down our problems had done as much as CARE did, we would be in good shape. (IDP, social infrastructure project site)*

Some of the residents said that although their Local Initiatives Committee was still working together, they were frustrated at the inability to obtain funding for needed projects such as irrigation, a bridge between their settlement and their land, better sanitation etc.

It should be noted also that the majority of the projects were planned and implemented by both IDPs and local residents, a few more isolated IDP communities created projects on their own. This seems to be an unavoidable exception for these communities.

## 5.5 Summary

There are several key elements that contributed to the success of the infrastructure project. One is that CARE set up a transparent and equitable process for the planning groups and Local Initiative Committees to form. Another is that, while CARE provided expert technical support and guided the groups toward choosing an affordable and viable project, they did not directly take part in any decision making. The project created opportunities for committees to work



together on something of value to the community, and it is clear that the relationships formed have been long lasting.

## **6. COMPONENT 3: SUPPORT TO CIVIL SOCIETY**

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The overarching goal of the SIIMS project is to help IDPs and local impacted communities integrate into their new environment. Within the framework of this goal, a key output of the project is that internally displaced persons (IDP) and local community members (both men and women) participate in civil society organization (CSO) projects that enable integration. To this end, the SIIMS project provided training to CSO representatives with the aim of improving their capacity to deliver social services and disbursed grants of up to \$10,000 for IDP support and integration projects.

During the first year of the project, nineteen local organizations in Shida Kartli and Kvemo Kartli were trained in gender issues, conflict sensitivity, communication and IDP legal issues. Attending the training was a precondition for submitting a proposal to the first round grant competition. The objective of the grant competition was to identify effective civil initiatives supporting integration of IDPs. Within this objective, the priorities of the call for proposals were:

- Consulting and awareness raising (on IDP rights and legal issues)
- Gender issues
- Conflict management

Six NGOs were awarded grants. An internal evaluation of the first round of grants indicated that SIIMS needed to work with CSOs to build their capacity to raise funds and influence government policies. An invitation was, therefore, issued to a training workshop on proposal writing and project management. Attending this training was a precondition for participation in the second round of the grant competition. The stated objectives for the second round of grants were the same as the first round, but during the training workshop it was announced, verbally, that proposals for the second round should focus on advocacy initiatives aimed at solving problems faced by the IDP population. As a result, 23 applications were received and the best nine advocacy initiatives were selected for funding.

Project outputs as defined in the logical framework were: 1) for at least 20 local Civil Society Organizations (CSOs) to improve their capacity to deliver social services; 2) for CSOs to implement at least 15 projects addressing conflict management/resolution, gender and legal issues; and 3) for at least 3,000 individuals to participate in the CSO projects. These outputs contribute to the specific objective of increasing positive interactions between IDPs and local community members.

## 6.1 Achievements of the program

Nineteen CSOs attended the training provided in advance of the first round of the grants competition. Subsequently, 23 organizations attended the proposal writing training provided in advance of the second round of the grants competition.

According to the SIIMS project monitoring data, 4,245 people benefitted directly from the 15 CSO projects supported by SIIMS. This is substantially more than the 3,000 beneficiaries stipulated as an indicator of the success of this component in the SIIMS logical framework.

## 6.2 Effectiveness of the program in promoting IDP integration

The SIIMS project logical framework makes it clear that the project's internal "working definition" of integration includes elements such as building relationships between IDPs and people in the host community, including fostering positive attitudes towards one another; providing IDPs with a livelihood and connecting them to employment opportunities in their new environment; enabling IDPs to exercise their rights and access government services in their area of settlement; and connecting IDPs with local authorities and mobilizing them to engage in community life and to find durable solutions to their displacement. When assessing the sample projects, therefore, consideration was given to how they helped IDPs in these directions. As outlined in the Methods section, a sample of nine of the projects was evaluated using document review and focus group discussions. Round 2 projects were also assessed on a scale of 1-12 as to their work on advocacy. The tool yields a maximum score of 12. A total score from 1-4 means that the advocacy work is of a low standard. A total score of 5-8 means that the advocacy work is of an acceptable standard. A total score from 9-12 means that the advocacy work is of a high standard. The results of the assessment are shown in Table 6.1.

**Table 6.1: Assessment of effectiveness of a sample of CSO organizations in promoting integration and advocacy**

Name of organization and project	Integration assessment	Advocacy score (Round 2 only)
Society Biliki: Let's Help Each Other	The clubs, activities and excursion were instrumental in transforming the relationships between IDP and local community children. They provided beneficiaries with "something to do", thereby providing them with a distraction from bad thoughts. The activities fostered new friendships and helped the IDP children become more open and able to express themselves in less aggressive ways. FGD participants reported that as a result, there is no longer any harassment of IDP students on the basis of their IDP status.	NA
Friendship Bridge Kartlosi: Youth from Shida Kartli for Peaceful Living Together	Events helped beneficiaries to get to know more people both between the IDP settlements and the local villages, and also within the IDP settlements where residents come from different villages. - The project director reported that 40% of the people who use the information centre are IDPs. However, none of the FGD members had used the information centre services or the Facebook blog that was established (few families have internet at home) - None of the FGD participants had participated in the youth forum conference, so it is not clear what impact this conference had.	NA
SIQA – Georgian Association of Educative Initiatives: Together in Common Reality	FGD members reported that the various project activities helped them make friends and meet new people. They also report that conflicts in the school environment have reduced. - The project also attempted to connect IDPs in general to services and government structures around them through the calendars and town-hall meetings, which provided important information to IDPs about their rights and where to access services and information.	NA
Institute of Regional Development – Shida Kartli: Youth for Healthy Environment	Participants reported improved relationships between IDP children and local children (as evidenced by the fact that social groups are now more mixed) - Participants reported some nascent behavioral changes in terms of environmental awareness (e.g. fewer children are littering).	5 (acceptable)
Shida Kartli Democratic Development Institute: Problem Mapping	This project did: - Enable IDPs to articulate their needs and problems - Build good working relationships between the government and IDP representatives through a series of meetings. - Mobilize the government to undertake a number of improvement works in IDP settlements (e.g. building bus-shelter, build irrigation channels, improve insulation in housing). - In this regard, the project contributed to improving the local government's understanding of IDP needs.	8 (acceptable)

Name of organization and project	Integration assessment	Advocacy score (Round 2 only)
Association “Women and Development”: Focusing on the Most Painful	<ul style="list-style-type: none"> <li>- 700 women/girls benefitted from legal/health consultation (100 fewer than in the project proposal)</li> <li>- 250 women/girls received booklets on health care issues. However, no evidence is presented about whether awareness of health issues was raised or behavior changed as a result of the information that was provided.</li> <li>- 30 women received training. Of these some went on to establish community teams, an NGO, and some went on to receive grants as part of the SIIMS start-up grants for IDP women scheme. It is not clear how instrumental the training was in this regard (women who did not receive the training were also provided with grants).</li> <li>- Training of 15 Sakrebulo members appears to have raised the attention paid to women’s issues within Sakrebulo and the openness with which these issues can be discussed. This, in turn, has led to an increase in budget allocation for women’s issues. It is not clear whether any of the specific issues raised during the meetings with the social mobilization groups have been addressed.</li> </ul>	11 (high)
Society Biliki: Let’s Help Each Other II	<ul style="list-style-type: none"> <li>- The main benefit highlighted by FGD participants was simply the chance to have something to do and to interact with each other – which helped IDP and local children open up to each other.</li> <li>- Pre and post-test scores not available for training. During the FGD, there were two oblique references to “now I know how to manage projects” and “I know about self-government”. In terms of fostering mobilization and problem solving amongst youth, one case was mentioned of a group of young people who wanted to organize a comedy competition and arranged meetings with the local government and got permission to run the competition.</li> <li>- Participants in the journalist club produced films and articles about youth problems, such as smoking and associating with bad people. FGD participants reported that it had been an interesting activity to do.</li> <li>- Biliki ran the working groups and advocated on behalf of the IDPs. As a result of these meetings the municipality engaged in a number of initiatives such as building a bus shelter and erecting a fence.</li> <li>- FGD participants report that before the project began parents were resistant to supporting the teachers, and now they are more willing. Generally the parents are more involved in the life of the school. If they meet the teachers in the street they will now stop to have an informal chat about school issues. This did not happen before.</li> </ul>	6 (acceptable)

Name of organization and project	Integration assessment	Advocacy score (Round 2 only)
Indigo: Strengthening Advocacy of IDPs	<ul style="list-style-type: none"> <li>- FGD participants report that the project increased their understanding of their health and health insurance rights and helped them solve their own health access problems, increasing their understanding of different actors to address and how to communicate their problems clearly. FGD participants were able to cite a number of examples of independent action. (In this regard it is important to note that a number of beneficiaries of this project are also participating in other advocacy projects. Their independent initiative, though inspired by Indigo, may also be demonstrating the cumulative impact of different projects).</li> <li>- Through meetings with insurance companies, beneficiaries were also able to solve a number of specific problems relating to their policies.</li> <li>- FGD participants report that the project has also helped them integrate into the surrounding community. During the trainings they made friends with women from the local Azeri community. They reported that they still try to keep in contacts with these women and have been invited to spend holidays with their neighbors. The interaction of the project helped them understand the situation of the host community.</li> </ul>	9 (high)

Based on the above sample of projects, one can conclude with reasonable certainty that the 15 CSO projects supported by SIIMS enabled the integration of IDPs and communities. This is particularly the case in relation to building relationships between IDPs and people in the host community and fostering positive attitudes towards one another. These contributions appear sustainable. The projects made some contribution to enabling IDPs to exercise their rights and access services, to mobilizing IDPs to solve problems in their communities and to connect IDPs to local government representatives. However, these contributions may not all be sustainable.

### 6.3 Effectiveness of the program in building CSO capacity

Assessing whether SIIMS contributed to building the capacity of local CSOs to deliver social services is complicated by the fact that no baseline data is available on the capacity of the CSOs before their participation in the project. Furthermore, the group of CSOs involved in SIIMS is highly diverse: for one CSO the SIIMS grant was the first funding it had ever received, while other CSOs are very well established and have a history of working with different donors.

With respect to the training provided in advance of the first round of the grants competition, evaluation forms suggest that the information provided on IDPs' legal rights was particularly useful (six out of ten organizations who returned completed training evaluation forms highlighted this). This information was new to many organizations and helped them in implementing projects. Three respondents reported that the conflict resolution/ management/ communications part of the training had also been interesting, and they provided examples of using new skills and knowledge outside of the training setting. Two respondents highlighted the gender component of the training as being particularly interesting. In one case the training had

led to the organization adopting a gender policy. In the other case, the organization went on to deliver gender trainings to its beneficiaries. Three respondents also highlighted that the training was a good opportunity to network with other local NGOs.

As for the training provided in advance to the second round of the grants competition, although some organizations had already received training in this area, six out of 13 organizations who returned completed evaluation forms, stated that they have used the training to develop proposals. A number of respondents focused particularly on the usefulness of learning how to structure the logic of an intervention. Other learning that respondents highlighted include: networking opportunities, the need to involve beneficiaries in the proposal development process, and budgeting. That said, when this evaluator reviewed the project proposals for the sample of successful applicants included in this evaluation, there appeared to be considerable conflation of project goals, objectives and activities, suggesting that some organizations may need further training or mentoring in this area.

Only one organization reported that the workshop had been useful in providing information about advocacy and lobbying. Given that SIIMS specifically sought advocacy proposals in the second round of grants, it might have been useful to include a greater component in the training on this issue.

When asked whether, and how, actually implementing the SIIMS grants had contributed to the capacity of their organization, staff in each CSO reported that SIIMS had strengthened them in some way. Most CSOs highlighted the on-going interaction with CARE and/or CiDA as being a particularly important learning experience. In particular, this interaction had strengthened skills in financial reporting and management, making them more rigorous. This may be especially important for “younger” organizations which may not have access to many targeted trainings in this areas. A number of organizations reported that this had made them better prepared for working with new funders. Some also highlighted that this on-going contact had taught them how to communicate better with donors.

Connecting the organization to a new beneficiary group was also highlighted by several CSOs as being an important benefit of SIIMS. Several organizations had not worked with IDPs before and are now expanding their work in this area. For others it was their first chance to work with young people, and therefore a chance to learn how to adapt approaches to the needs and interests of this group.

Others reported that having implemented a project with/for CARE and CiDA “looked good on their CV”, lending them greater credibility in their future fund-raising efforts, thereby contributing to their financial sustainability. In the case of Indigo, for example, the SIIMS grant was its first grant which turned into a platform for securing a bigger grant from USAID to provide further health-related services in Kvemo Kartli.

Finally, a number of organizations reported that the SIIMS grant had allowed them to purchase essential equipment such as computers and mobile internet devices, which support all areas of their work.

In the case of the 13 organizations who were awarded grants it is possible to conclude that SIIMS made a contribution towards improving their capacity to deliver services. For other CSOs the capacity building impact of SIIMS is limited to the trainings they attended. These trainings appear to have contributed to the knowledge and skills set of the participants, at least to a moderate extent, as evidenced by the fact that some participants are applying the trainings in their work.

## 6.4 Sustainability

Besides assessing the specific contributions made by SIIMS to improving the capacity of CSOs to deliver social services, this evaluation also considers the extent to which the CSOs are, in general, displaying behaviors that would support their sustainability. In answering this question, the assessment took inspiration from the USAID *NGO Sustainability Index* (USAID, 2010) and developed an instrument to assess the sustainability of the sample CSOs in a number of domains considered important by this Index.

The *NGO Sustainability Index* for 2010 paints a cautiously optimistic picture of the way in which the Georgian NGO sector is moving towards sustainability in a number of domains. With respect to the Organizational Capacity domain, the Index notes that many NGO are still unable to sustain professional staff. As a result, NGO leaders have to act in multiple capacities, limiting the operational capacity of their organization. On a positive note, however, this has led to a larger effort to recruit unpaid interns, which creates opportunities for young people to gain relevant professional experience and helps promote a culture of volunteerism amongst young people.

In relation to the Financial Viability domain, the Index notes that local funding sources for NGOs have increased. The government is awarding more contracts to NGOs, and more NGOs are deriving some income from membership fees, donations and economic activities. That said, fewer than 10% of NGOs enjoy a relative diversification of revenues, with most still heavily reliant on a few international donors. The Index also notes that in the Advocacy domain, cooperation between NGOs and the government improved on all levels. Direct communication with local government, in particular, is moving forwards and is now better than with central government.

With respect to the Service Provision domain, the Index notes that the general appraisal of services provided by NGOs is positive. However, the Index notes some negative developments in the Infrastructure domain, particularly in relation to a reduction in local training opportunities for NGOs which impacts particularly on new and developing NGOs who find it difficult to comply with advanced standards of management and reporting required by many international donors.

Finally, the Index notes that there have been some positive developments within the Public Image domain. The public image of NGOs appears to have stabilized slightly with people slightly less likely to see NGOs as belonging to one political side or another. NGO leaders have increased



their appearances and commentaries in the electronic media. However, overall society still has no clear understanding of NGOs' roles and work.

The scores for the sample are shown in Table 6.2. A score of 1 indicates that the organization is in the early stages of transition towards sustainability in this domain. A score of 2 indicates that the organization is in mid transition towards sustainability. A score of 3 indicates that it is consolidating its position. The capacity assessment of the sample of CSOs supported by SIIMS very much reflects the findings reported by the NGO Sustainability Index. The analysis on which this table is based can be found in the full Support to CSOs evaluation report (Just, 2012). From these tables it is evident that most of the CSOs in the sample score quite well in terms Infrastructure & Networks and Public Image. Scores vary considerably in the other domains, although Service Provision scores appear consistently lower than the other domains.

**Table 6.2: Capacity scores by domain for a sample of CSO organizations**

	Association Women and Development	Democratic Development Institute	Friendship Bridge Kartlosi	Indigo	Institute for Regional Development – Shida Kartli	Society Biliki
Organizational Capacity	2.25	1.25	2.00	1.50	1.75	2.50
Financial Viability	2.30	2.00	1.30	1.60	2.00	2.30
Advocacy	2.30	2.00	2.30	1.60	1.00	2.00
Service Provision	1.40	1.80	1.60	1.80	2.20	2.00
Infrastructure & Networks	2.50	2.50	2.50	2.50	2.50	2.50
Public Image	2.60	2.60	2.00	2.50	2.60	2.60

1= early stages of transition towards sustainability

2= mid transition towards sustainability

3= consolidating position

Specific observations made during the capacity assessment are discussed below:

#### *Organizational Capacity*

- Echoing the NGO Sustainability Index for 2010, staffing is an ongoing problem for several CSOs. Some organizations reported that they had had to let experienced staff go. Others make do with a very small number of staff, meaning that a few people are filling several roles and functions.
- Four out of the seven CSOs included in the capacity assessment engage in some form of medium or long-term strategic planning.



- The majority of the CSOs included in the capacity assessment do not have a system of external oversight and advice. Where a board of governors exists the people on the board often are one and the same as the senior management team of the organization.

### *Financial Viability*

- All CSOs included in the capacity assessment are heavily dependent on international donors for funding.
- However several of the CSOs are moving in the right direction in terms of sustainability, having developed alternative funding sources, including:
  - Social Enterprises
  - Local Grants
  - Government contracts
  - Business donations
  - Consultancy services
- However, none of the CSOs participating in the assessment report charging any substantial membership fees and only one of them charges for services provided to beneficiaries (Marneuli Youth Centre, which sells various courses).

### *Advocacy*

- Echoing the findings of the NGO Sustainability Index, many of the CSOs participating in the assessment report having good working relationships with the local government. However, often these relationships centre around a particular person (e.g. the head of the Sakrebulo in Gori) who becomes the “go to” person on all issues, and do not extend to line staff in various government departments who may have actual responsibility for the issues at hand.
- Furthermore, most of the advocacy initiatives undertaken with funding from SIIMS adopted a highly tactical approach to advocacy. They focused on drawing attention to a broad range of specific needs of the IDP population. While this may have helped deepen the local government’s understanding of the problems of the IDP population, the initiatives did not address longer-term, systemic policy issues that affect the welfare of IDPs and their host communities. Few organizations report that they engage in ongoing monitoring of government performance or work to hold the government to account for commitments made.
- Several CSOs report that they participate in coalitions that work together to advocate on specific issues. That said, it is not clear to what extent there was any coordination between the CSOs implementing the second round of grants issues by SIIMS. Several of the projects included a component of identifying key IDP problems and needs and representing these to the local authorities. In some instances two of these projects appear to have been implemented in the same IDP settlement at the around the same time. This may have been confusing to both the beneficiaries and to the local authorities.

Furthermore, the lack of coordination between these efforts allows the authorities to maintain a piecemeal approach to dealing with problems, without addressing broader systemic issues. SIIMS may have missed an opportunity to set a good example of coordination and collaboration between local NGOs in this regard.

- It is important to note that throughout all of the advocacy initiatives undertaken by CSOs under the SIIMS, great attention was paid to supporting IDPs to identify their needs and problems. A number of the initiatives sought to empower IDPs to represent their analysis directly to local authorities.

### *Service Delivery*

- Monitoring and evaluation (M&E) is weak for most of the CSOs in the sample. Although a few CSOs reported using pre- and post- training test results as an indicator of the impact of trainings, most monitoring focused on whether stipulated activities have been implemented and the number of participants in those activities. There were very few examples of the CSOs really working to understand whether their work is having an impact, what impact it is having, and how.
- Looking through the proposals submitted to both the first and second rounds of SIIMS grants, it also appears that several CSOs set unrealistic goals and often conflate goals, activities and results. Not only does this make M&E more challenging, it also suggests that these CSOs do not necessarily have a clear vision of what their projects are trying to achieve and how the proposed activities will help them achieve the project goal.

### *Infrastructure and networks*

- The capacity assessment underlines the finding of the NGO Sustainability Index that there are few local affordable training opportunities available to CSOs. However, most CSOs in the sample are very active and opportunistic in seeking out training opportunities through international donors.
- In Shida Kartli, in particular, the CSOs in the sample report that they have substantial experience in working with partners and working as part of networks.

### *Public Image*

- The CSOs in the sample appear to have a good reputation amongst their beneficiary populations. Several CSOs reported that individuals from their beneficiary population have sought them out for help or advice on particular problems outside of the framework of a specific project. This speaks to a certain amount of trust in the CSOs.
- However, it is clear from the FGDs that understanding of the role and mission of CSOs is greater amongst young people. Some amongst the older generation might still be suspicious of NGOs.
- Many of the CSOs in the sample regularly get unpaid volunteers from the local university and/or beneficiary population to support them in their work. None of the CSOs in the sample reported any problems in this regard.

- In Shida Kartli, at least, several of the CSOs reported that they get substantial media coverage in the print press, radio and even TV. Generally the coverage is either positive or neutral. None of the organizations reported any negative press coverage.

## 6.5 Summary and conclusions

This section offers some final observations about the extent to which the support to civil society component has helped foster change that is in line with the civil society component of CARE's Country Program.

The evaluation examined whether CSOs are moving in the direction of becoming effective representatives of local priorities. SIIMS supported a number of CSOs to engage with new beneficiary or constituency groups. The nature of the programs implemented (particularly those implemented during the second round of the grant competition) was such that they helped build up a picture of the problems and needs of different IDP communities and vision that these communities have for how to improve their situation. Having this understanding is a very important first step in becoming a representative of local priorities.

It is also clear that through implementing these projects the CSOs were to a large extent able to build relationships of trust with their beneficiaries. This trust was established amongst young people especially, although when FGD participants were asked to describe the role of the CSOs they had been dealing with, they tended to describe them as service providers rather than advocates or champions of local causes. That said, a number of CSOs reported that people have been approaching them for support and advice on a range of issues, demonstrating that communities are increasingly seeing CSOs as organizations that can solve local problems.

The CSOs funded by SIIMS demonstrated a number of good practices in their advocacy work, particularly around getting the genuine involvement of beneficiary communities in articulating needs and representing those needs to local authorities. However, the advocacy work, itself, was only moderately effective because it did little to analyze or tackle systemic policy issues. SIIMS, therefore, has supported these CSOs in becoming more representative of local communities, but there is still some way to go before they become *effective* representatives of local priorities.

Another objective of the project was to help CSOs move in the direction of becoming improved providers of a broader range of services. SIIMS demonstrated that CSOs are keen to branch out to provide services to new beneficiary groups and are willing to experiment with new, adapted approaches to work with these groups. However, in providing services, CSOs reveal a real weakness in terms of being able to clearly demonstrate how the activities that are implemented will help achieve the goal(s) that they are working towards. This is a problem technically for M&E processes and, therefore, for ensuring the overall quality and impact of the work carried out by CSOs. In particular, there is a concern about the extent to which some of the results achieved by the projects reviewed as part of SIIMS will be sustainable. That said, it is important to acknowledge that CSOs appear to be improving the capacity in other ways that have a real bearing on their ability to provide services, such as working to be more responsive to beneficiaries' priorities and needs and expanding their funding base.

With regard to whether CSOs are moving in the direction of broadening their income base, as mentioned above, all CSOs included in the capacity assessment remain heavily dependent on international donors for funding. However, in Shida Kartli, in particular, several of the CSOs are moving in the right direction in terms of developed alternative funding sources. None of the CSOs participating in the assessment report charging any substantial membership fees and only one of them charges for services provided to beneficiaries. It is not clear that SIIMS has made a substantial contribution to developments in this area.

## **7. COMPONENT 4: CAPACITY BUILDING OF CHILDREN AND ADOLESCENTS**

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The Capacity Building of Children and Adolescents component of the SIIMS project was largely implemented by the project partner, IDP Women Association CONSENT. The component was implemented with students from 15 pre-selected schools where IDP and local adolescents have studied together since autumn 2008. Through the facilitation of life skill training on a number of pre-selected topics (such as leadership, tolerance, conflict management, volunteerism, gender issues etc.) the project aimed to bring together both IDP and non-IDP youth and adults. The trainings themselves were aimed at facilitating the development of critical life-skills among the trainees and, more importantly, promoting integration and a sense of unity among target groups. The trainings were preceded by a small study on various aspects of IDP students' integration into the new environment, which helped to shape the training modules in accordance with a sound understanding of the psychological and social factors which impede assimilation of IDP children. In addition, the project helped to rehabilitate infrastructure at each of the selected schools and supported the establishment of parent-teacher support groups at each of the schools. The component also supported a range of sports and cultural events as well as psycho-social projects at each of the target schools.

Project outputs as defined in the logical framework were: 1) for at least 60 adolescents to develop capacity to educate peers in conflict resolution, negotiation, mediation, gender issues, problem analysis, etc.; 2) for at least 1,000 IDP and non-IDP adolescents to improve their knowledge in conflict resolution, negotiation, mediation, gender issues, problem analysis, etc. through 24 peer trainings in 'life skills'; 3) for at least 1,000 IDP and non-IDP children to apply the improved knowledge gained through "life skills" trainings in planning and implementation of sport and cultural joint activities; and 4) for at least 1,000 additional IDP and non-IDP adolescents to be involved in planning and implementation of psycho-social projects in target schools. These outputs contribute to the specific objective of increasing positive interactions between IDPs and local community members.

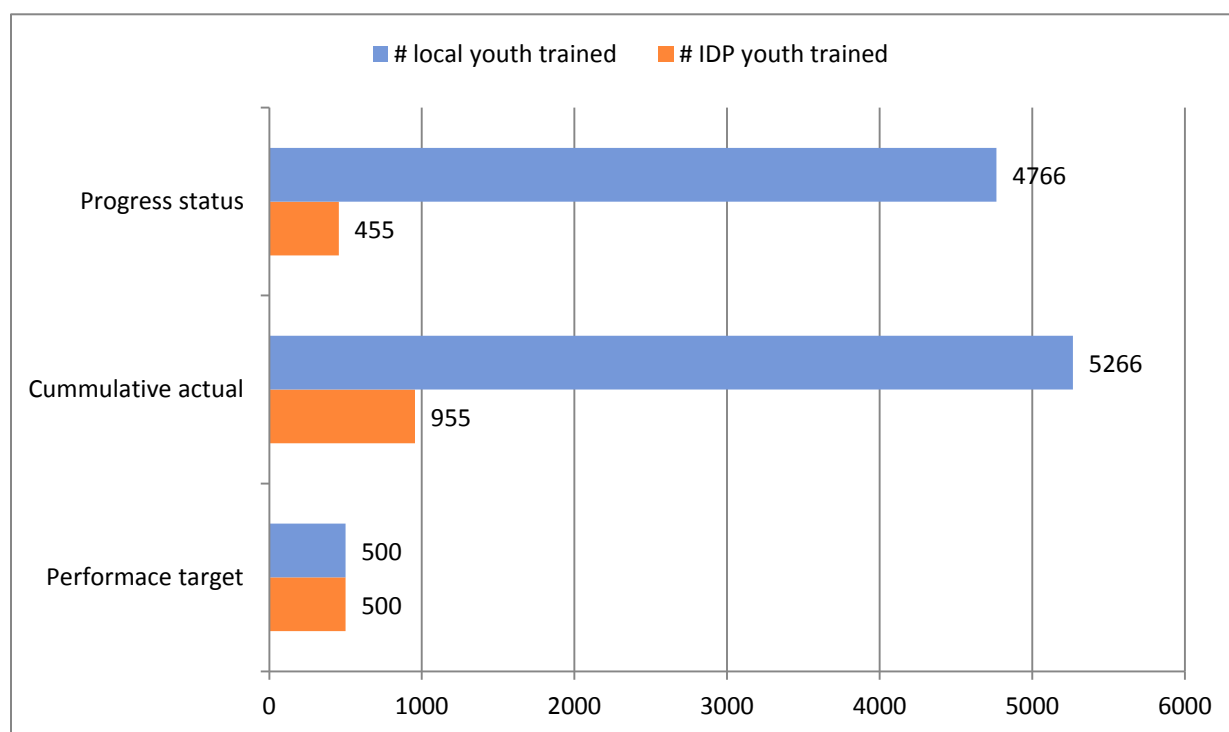
### **7.1 Achievements of the program**

All quantitative targets were met by the project. In some cases they were, in fact, exceeded by a significant amount in terms of the number of students involved in project activities and the amount of co-financing raised from schools for rehabilitation projects.

Quantitative quotas were set for the student trainings with the project aiming for at least 1,000 IDP and non-IDP adolescents (500/500) to be trained in 'life skills'. According to the study

respondents, coordinators attempted to reach a balance between the IDPs and local students. However it was impossible to achieve the desired balance due to the small number of IDP students in the schools. Data derived from project documents (CONSENT progress report) shows that the project overreached its goal in favor of local students – instead of the target of 500 locals, a total of 5266 were trained, while instead of target of 500 IDPs, the project was able to involve 955 - still exceeding the target (Figure 7.1).

**Figure 7.1: Number of trained IDP and local adolescents in life skills**



Source: Project monitoring database.

## 7.2 Effectiveness of the life skills trainings

The overall assessment of the training intervention was very positive. All respondents included in the study said that trainings played the greatest role in terms of IDPs successfully integrating into their new schools and society. Almost all study respondents mentioned that topics for the trainings were very effectively and well selected. Hence, there was a high amount of interest in the trainings among adolescents and children. Several positive aspects were mentioned by the respondents that describes the beneficiaries' attitudes towards the provided trainings. Specifically, respondents mentioned the trainings helped to:

- increase their number of acquaintances in the school;
- gain new knowledge and information regarding different interesting topics;
- make passive students more active;

- gain critical life-skills such as learning how to express opinions freely;
- develop listening skills and learn how to respect others' opinions;
- learn the main principles of team work and develop experience in working in teams; and
- intensify communications with schoolmates.

Respondents said that both teachers' and students' groups trainings were well organized. Involvement in the trainings reached its maximum desired level in most of the target schools (several interviewed trainers mentioned that almost 100% of the school students from respective grades (6<sup>th</sup> to 12<sup>th</sup>) attended at least one training). The vast majority of students and teachers mentioned that interest towards the trainings had increased over time, and that the number of participants had increased too.

Furthermore, respondents mentioned that the venue for the trainings was comfortable and it was convenient for students that school buildings were chosen for the venue. However, the CONSENT representative mentioned that one of the obstacles to achieving the desired balance between IDP and local students in terms of participation in the trainings was a lack of transport.

*"... we were driving to the schools with our own car but it was the only car in most cases and we were limited to provide transportation service to only several IDPs, a maximum of 3-4. The majority were not able to attend the training regardless of their wish to participate due to transport problems as the settlement where IDPs live are quite far from the schools and not all schools own transport..."*

The representative also mentioned that in some cases the timing of the trainings was not convenient for the students. Most of the training sessions were provided during the weekends and there were students who were not able to visit the schools for the weekend due to other commitments and / or personal problems.

Four students (2 IDPs and 2 locals) were selected in each of the target schools to participate in a training of trainers (ToT). Trainers were selected through testing. The test (a set of several questions) was developed by a psychologist and afterwards test results were analyzed by a specialist (also a psychologist). According to the study respondents all students were given the chance to take part in the testing process. As a result, 30 IDPs and 30 local students were selected who were trained as trainers.

According to the CONSENT representative, the selection process faced one major problem in several schools. Namely, that due to the small number of IDP students in those schools, CONSENT was forced to select trainers from those IDPs who were available regardless of their test results. This fact (less skilled trainers) prevented the respective schools from gaining the maximum outcome from this intervention. Also, there were instances where the project needed to replace trainers. As a result, about 10 IDP trainers out of the selected 30 were replaced during the lifetime of the project implementation. CONSENT considers that this had a negative impact on the project.

No selection criteria were developed for the schoolchildren trainings; any student who expressed a willingness to participate could attend. School personnel were successful in attracting and involving sufficient number of IDPs in the trainings, although there were a great many more local students. One respondent in the adolescents' group mentioned that the imbalance between IDPs and locals had a positive effect: IDP students were placed in more complex social environments where local children exceeded them in numbers, and this gave them the opportunity to learn how to survive in such settings, with the help of the trainers.

*“...as a result of participation in the trainings, one of the IDP students become so active and self-confident that later he became the leader in the school, whose opinion was highly respected and to whom others were referring with advice...”*

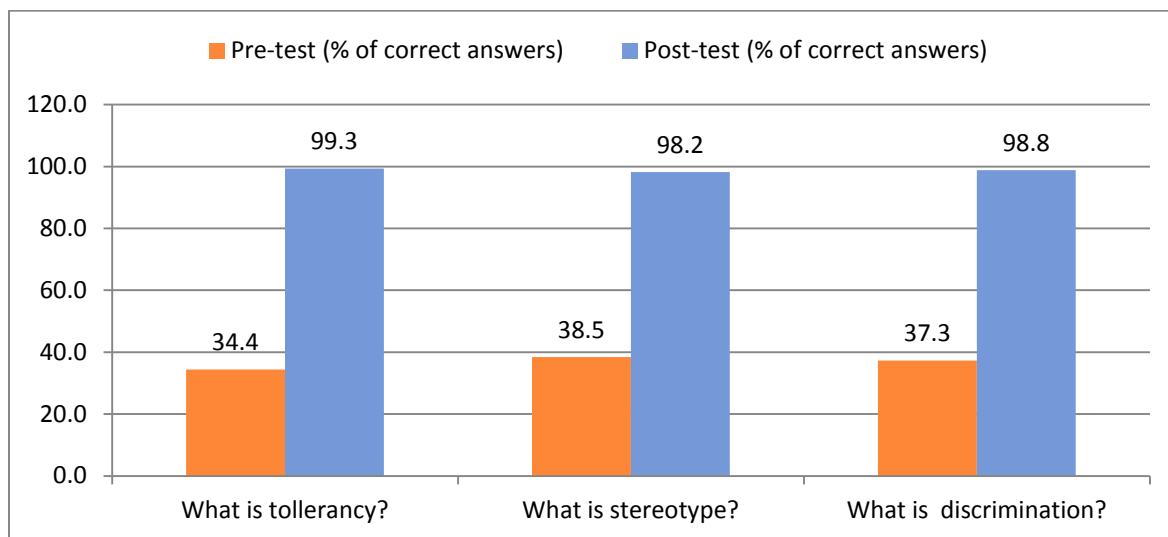
Some of the respondents mentioned that it was difficult to work with small children (6-7 grades). They consider that some of the training topics were too difficult for them to understand and analyze. According to one of the trainers it was very difficult for him to keep 6<sup>th</sup> grade students calm during the whole session of the training and to encourage them to listen to the trainer. However, the CONSENT representative expressed an alternative view, maintaining that the training curriculum was adapted to the different age groups to make it easier for each age group to understand the content. Moreover, the CONSENT representative considers that 6-7 grade students were actively involved in the trainings and maximum honesty was reached in their groups.

Almost all of the study respondents mentioned that topics for the trainings were very effective and well selected. Because of this, there was a high level of interest in the trainings among adolescents and children. Youth said that they gained additional and new knowledge around particular topics.

Increases in knowledge were assessed through pre- and post-tests administered to all training participants. The tests asked exactly the same questions before and after each training session. The results indicate an increase in knowledge for each training module. The degree of increase in knowledge is related to the extent that participants were aware of the topic before the training. For a topic that was absolutely new for the students, such as gender, the differences between the pre- and post- training test results was very high: while the mean score during the pre test was close to zero, the post test showed the maximum degree of change (close to 100%). Figures 7.2-7.5 below shows the success of the provided trainings according to the test results for some of the selected modules.

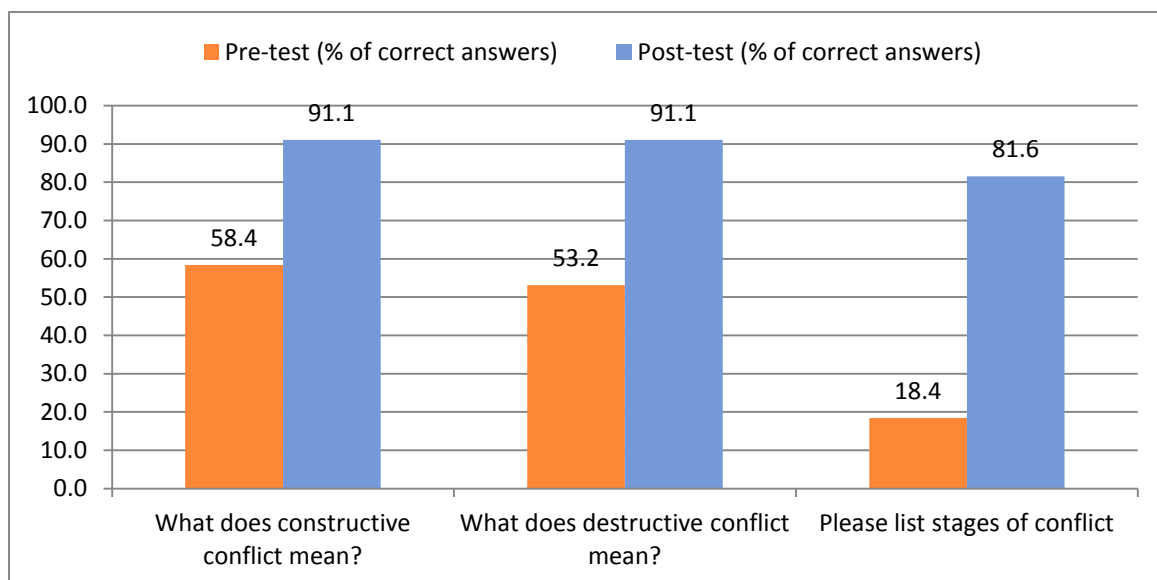


**Figure 7.2: Share of correctly answered questions for Life Skills training module 3, Pre-test vs. Post-test results (N=1035)**



Source: Project progress reports.

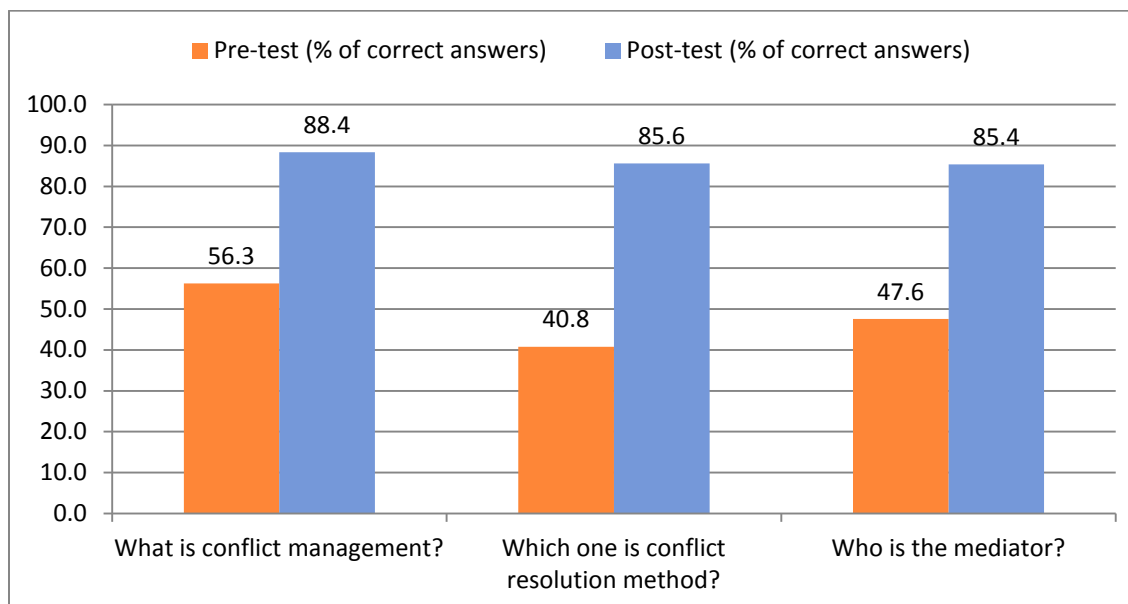
**Figure 7.3: Share of correctly answered questions for Life Skills training module 4, Pre-test vs. Post-test results (N=841)**



Source: Project progress reports.

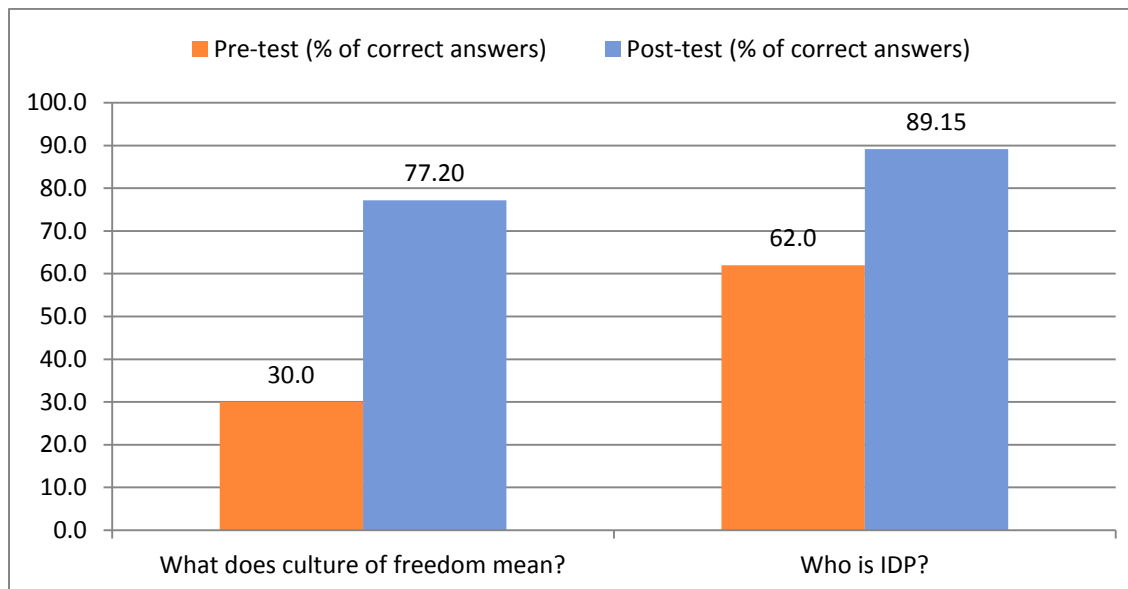


**Figure 7.4: Share of correctly answered questions for Life Skills training module 5, Pre-test vs. Post-test results (N=826)**



- Source: Project progress reports.

**Figure 7.5: Share of correctly answered questions for Life Skills training module 6, Pre-test vs. Post-test results (N=820)**



- Source: Project progress reports.

### 7.3 Effectiveness of infrastructure projects and events

Various rehabilitation projects were implemented in target schools along with the provided trainings. Specifically, school projects included the rehabilitation of school buildings, rehabilitation and equipping of libraries, establishment/rehabilitation/equipping of a conference hall, schoolyard fencing, playground rehabilitation etc. According to the school personnel, the school projects were answering the greatest needs of the schools and, therefore, there was a high degree of satisfaction with this intervention. School personnel realize that these projects represent a long-term benefit to the school, and are grateful to the SIIMS project.

All study respondents mentioned that the project activities stimulated the planning and implementation of various sport and cultural events in the target schools. The trainings and events were well coordinated (trainings were followed by two school-based events each month). As people saw the effects of the project, more and more students were willing to participate in the school events, which also contributed to the project success. Participation in the school-based events was high especially in sports events. Students and teachers considered that the school-based events provided a benefit that was additional to the trainings, in that they also catered to students who were not so academically inclined. Specific knowledge and skills were developed during the trainings and self-confidence was increased, so that more and more students were willing to participate in the school events:

*“...trainings were more cognitive and required minimum level of knowledge and respective interest into the topic. Students with low marks and educational achievements in some cases were trying to avoid participation in the trainings; however they were actively involved in other events...”*

### 7.4 Effectiveness of the program in promoting integration of IDP and local community youth

Almost all study respondents consider that the process of integrating IDP students into Mainstream Georgian Society has been a success. Both, students and school principals consider that the distinguishing line between local children and IDP children is disappearing gradually over time and almost does not exist anymore. According to school personnel (principals and teachers), IDP students have already been assimilated into the local communities and no one in the school community treats them as “others” and/or “displaced ones”.

*“...there is no distinguishing line between the two groups anymore...”*

*“...most of the IDP students are already well integrated into the local society, they have made a friends with locals and feel themselves as one of us... ”*

However, some of the respondents consider that problems associated with adaptation and integration of IDPs into the new environment still exist. Respondents mentioned that these problems are of a deeper nature and need to be specially treated. One set of complex problems mentioned by respondents is that some IDP students have psychological problems (increased

level of aggression, anxiety, depression, isolation etc.) that need to be addressed by specialists (psychologist and / or psychiatrists). In this regard, the absence of psychologists in the secondary school system was mentioned as an acute problem. Both students and school personnel considered that there is a great need for a psychologist in each of the secondary schools that is located in the area where IDPs are settled.

## 7.5 Sustainability

In terms of sustainability of the project, school projects implemented in each of the target schools (rehabilitation of school buildings, equipping the libraries and sport facilities, etc) represent long-term benefits for the schools and can play a further positive role in the life of the schools.

## 7.6 Summary

This component can be assessed as very effective as it has far exceeded the set targets for most indicators. As a result of the project interventions, life-skills were effectively developed among target beneficiaries and interaction between IDPs and local students has improved and intensified. The content of the component interventions was found appropriate by the project beneficiaries who expressed high interest in the selected topics. Pre- and post- training test results indicate that participants absorbed significant amounts of information during the trainings.

A number of external factors also contributed to the success of this component. Respondents mentioned that factor of *time* itself played a positive role towards the IDP integration process. Additionally, Georgian hospitality was mentioned as one of the contributing factors towards successful integration of IDPs. According to the respondents, attention from the Government (social assistance, in-kind and financial support, provided equipped spaces for living purposes), also helped to speed up the integration process.

## 8. COMPONENT 5: IMPROVING SERVICE DELIVERY BY MUNICIPALITIES AND GOVERNMENT

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The final component of the SIIMS project was designed to develop and maintain communication channels with the national and local government agencies that work with IDPs, with the objective of improving service delivery to this population. Activities included consultations and discussions on programming with municipal and government authorities, and advocating for improved structures and mechanisms.

Project outputs as defined in the logical framework were for the number of community-initiated projects supported or planned for support by the government to increase by at least by 10% and for an information sharing system between project/CSOs and government to be institutionalized. These outputs contribute to the specific objective of increasing positive interactions between IDPs and local community members.

## 8.1 Achievements of the program

The one-year evaluation study reported that the project teams had a good level of interaction with regional, national and municipal governmental authorities (Jafarli, 2010). However, the project had not succeeded in garnering resources from government sources to support the infrastructure projects. The report recommended that efforts should be maximized to obtain co-financing from government sources by the end of the project period, and that capacity building activities should be developed to assist CSOs to advocate for such funding.

By the end of the project however, CARE had successfully developed a memo of cooperation with the Gori municipality to contribute 10% of the cost of the social and economic infrastructure projects in that area. Interviews with Gori municipality officials made clear that they felt that CARE's priorities aligned well with their own, and that they hoped the partnership could continue. In addition, schools contributed a total of 16% of the cost of the social infrastructure projects and SIIMS successfully obtained a waiver of the license fee for one project. In total government contributions covered 17% of the infrastructure project costs.

While the initial hopes were that such financing could be obtained from all of the localities in the project area, the government budget system was found to be inflexible, such that there were no available funds that had not already been committed. Nearly all of the government officials indicated however that they agreed with CARE's strategies to promote integration through community-based projects that benefitted both IDPs and the local population. The agricultural machinery program and the infrastructure projects were cited in particular as positive forces for progress that had full government backing. Some officials said that the many organizations who rushed in to develop projects with the IDP communities had mainly failed with shortsighted solutions, whereas sustainable programs like CARE's were still working.

Some officials stressed that the employment and income problems that IDPs face are very similar for the local population as well.

*The only difference is that the IDPs lost their houses too. It does not make sense to differentiate the two populations; better to address them together. CARE projects meet this objective, as they are long-term projects to generate income, not short-term aid.*  
(Government official)

Respondents also said that the neighboring communities were benefitting from the projects as well. Some said however that it was too early to talk about sustainability—better to wait a few months after the project's end to see if they are still working. Government officials all maintained that they have a good relationship with CARE and good lines of communication. They were appreciative that CARE programs were in line with their own but did not duplicate them

With regard to building strong channels of communication with government officials at multiple levels, nearly all of the officials interviewed were extremely positive about CARE's work in the region.

## 8.2 Sustainability

While CARE had built very good relationships with most of the national and local government officials who work with IDPs, it is a fact of life that these positions change often, particularly in light of the recent election. With the SIIMS program winding down, it is likely that it will take effort on CARE's part to re-create these relationships over time.

## 9. DISCUSSION AND VISION FOR DURABLE SOLUTIONS

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This final evaluation has presented a great deal of evidence to demonstrate how CARE's strategy to help IDPs to integrate into their new communities through providing economic opportunities and promote community development have had a positive impact. Those who have participated in the income generation programs, particularly the agricultural machinery scheme, have benefitted through both increased incomes and developing relationships with the local population. The infrastructure project and the children and adolescents capacity-building project have had a demonstrated favorable effect on community relationships and quality of life. These accomplishments have required that CARE be careful to avoid the appearance of favoritism or of unfair advantage for IDPs, in a context of limited resources and opportunities that affect the local population as well.

This section looks at the crosscutting issue of gender as it relates to the findings of the study and takes a final look at sustainability issues as the project winds down. It closes with recommendations as CARE moves forward with its IDP initiatives.

### 9.1 Gender issues

CARE takes a rights-based approach to address the underlying causes of poverty through promoting self-sufficiency. An important part of this approach is to promote women's well-being and empowerment, which is seen as the most effective way to overcome poverty. All CARE initiatives, whether they are targeted specifically for women and girls or not, should include an analysis of how gender issues may affect their effectiveness.

The SIIMS component that specifically targets women is the women entrepreneurs' project. Women were given training, technical assistance and financial support to start their own businesses, giving them the direct means to earn their own income. An explicit objective of the project was to empower women within the family, where women have traditional roles including complete responsibility for childcare and maintaining the household. The final evaluation found some evidence that the women entrepreneurs' success had raised their status in the family, and that attitudes towards women's role were changing. But many of the women said that having a business had not changed relationships in the home, and nearly half felt that men should be responsible for supporting the family (Figure 4.2.4, p.22). There may be a subtext to these findings that IDP families will attempt to take any income generating opportunity available to them, and that some women would prefer to be in a traditional role of being supported by the husband if that were possible. It would be fascinating to explore these issues in more depth and to see how the roles and attitudes change over time.

While all of the other components of the SIIMS project attempted to include both men and women, boys and girls, they did so to a varying degree of success. The agricultural machinery groups did not include any women, with most groups stating that women did not have the mechanical expertise necessary to be part of the groups. While this is likely true, women do have other skills that would be useful in the agricultural machinery groups, such as keeping records, managing the queue, and community relations. It is fairly clear that the precious resource that the agricultural machinery represents—increasing agricultural productivity and allowing families to farm who had been unable to do so in the past—was seen as falling firmly within men’s traditional role, both in agriculture and the household. However, it is not clear whether requiring women to be more involved, given the other problems that the group faced in managing these precious resources, would have enhanced or hindered the success of the project.

Other components were more successful at achieving a gender balance in fulfilling key project roles. The infrastructure projects clearly involved both men and women, indeed all community member, in decision-making and implementation of the projects. Of interest is the gender balance achieved in the CSO support scheme and the capacity-building program for children and adolescents. Both projects included capacity building on gender issues in all their activities. The CSO final evaluation notes however that the sample of organizations studied—leaving the two projects that focused specifically on women and girls aside for the moment—had substantially more female than male participants (a proportion of participation of females to males of approximately 60-40 and 70-30 percent).

While this finding indicates that the projects were well adapted to the needs and concerns of women and girls, the activities were not exclusively or even particularly oriented towards the interests of women. This raises the question of why there was such a low level of participation of men and boys. When questioned about this, project staff in the sample CSOs suggested that females are just generally more socially active in the IDP population; that male youths are “socially awkward” and see participation in clubs and NGO-type activities as “soft” or something that does not fit with their images of masculinity; and that boys and men are engaged in farming activities and therefore have less free time.

It might be worthwhile exploring this issue in greater detail to learn why males are abstaining from these kinds of projects in order to adapt any future activities to encourage more male participation. Currently there is a risk that males, particularly those older than 18, are being “left behind” in the integration process. While the final evaluation of the capacity building for children and adolescents did not examine this issue, it is likely that girls were predominant in those activities as well.

## **9.2 Durable solutions**

CARE’s vision for support to IDPs follows the UN framework for durable solutions for resettlement, as measured by whether they have safety and security; an adequate standard of living; livelihoods and employment; mechanisms for the restoration of housing, land and property; access to documentation; possibility for family reunification; possibility for public

participation; and remedies for displacement-related violations (Just, 2011; UN, Brookings-Bern Project on Internal Displacement, 2010). An earlier study of SIIMS concluded that CARE must work carefully to overcome the systemic challenges of minimal government policies addressing IDP issues, a weak civil service sector, and a lack of initiative and social capital among IDPs. Durable solutions would continue to improve IDPs' connections to livelihood opportunities, continue to mobilize social capital and networks within IDP settlements, and empower IDPs to have a greater influence on policies and resource allocations (Just, 2011).

In working towards this vision, CARE's role will shift from chief implementer and service provider, towards being a facilitator, connector and influencer. To promote sustainability in program implementation, CARE will now seek to work with strategic national partners that are already providing such services. These organizations may be governmental, non-governmental, or even commercial. But the commonality between them would be that they already have resources that they can mobilize towards the project and have a strong interest in continuing to provide services even after a specific project with CARE ends.

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