

Civil Society Development Program

## **STUDY OF DEVELOPMENT OF WELFARE ORGANIZATIONS IN GEORGIA**

Report was prepared by the  
**Civil Society Institute**

*Study Coordinators*

Ia Gabunia – Civil Society Institute  
Vazha Salamadze – Civil Society Institute  
Ana Jibuti – Civil Society Institute

*Chief Researcher*

Khatuna Nachkebia – Civil Society Institute

*Consultants*

Marina Imerlishvili – Applied Research Company  
Keti Kharatiani – Applied Research Company

*Researchers*

Ana Nachkebia – Applied Research Company  
Mako Mkheidze – Civil Society Institute  
Eka Ninoshvili – Applied Research Company

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## Preface

Since 2005 Georgian authorities started reforming the social system, one of the significant components of which is deinstitutionalization and outsourcing of social services. Quite a big number of disabled persons in Georgia imparts a special importance and urgency to the program – according to the 1997 data, a number of disabled persons registered in Georgia reaches 181,253.<sup>1</sup>

Deinstitutionalization program implies the return of persons placed in night shelters (the disabled, elderly, homeless, and uncared-for elderly, children) to families and transfer to the day centers. Within a framework of this program there is an attempt to find a family or organization, which in order to create a sound environment for socially vulnerable homeless people will be responsible before such people and for caring after their lives and social rehabilitation.

The program foresees also an outsourcing<sup>2</sup> of social services, i.e. the state transfers a part of the social services to another sector. In particular, public organizations having activity experience and relevant conception in this field.

With the support of donor organizations, projects were implemented in Georgia oriented on the protection of rights of the disabled persons. These projects fostered the establishment of public organizations operating in this direction, which currently are not at a rather low level of institutional development.

Organizations working on social issues have gained experience that could be used for advocacy and lobbying of interests of the socially vulnerable population. Judging from the situational analysis, the state is ready to implement social programs and allocate funds to implement these programs, while the social sector operating in this direction is ready to be involved in the implementation process.

Currently in all regions of Georgia there are organizations, main activity direction of which is caring after social condition of various groups of the society. However, the precise number of organizations operating in this direction for years is not known. In addition, the organizational capacity and strengths and weaknesses of these organizations, which are crucial for deinstitutionalization and society integration programs, have not been studied as well. Resulting from the research work carried out by the Civil Society Institute it was revealed that studying the activity of welfare organizations and evaluating their potential and development prospects, i.e. determining their development index is vital for successful implementation of the social programs.

To this end, 104 Tbilisi-based and regional active organizations working on social issues were interviewed in March-April of 2007.

Study outputs provide specified information on the activities, services, target groups from the regional perspective, level of institutional development and capacity of the welfare organizations operating in Georgia. This information will be constructive for the state structures implementing the deinstitutionalization process and donor and public organizations operating in and out of Georgia.

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<sup>1</sup> “Ombudsman of the Disabled Persons” – publication, Association of the Disabled Women and Disabled Children’s Mothers.

<sup>2</sup> Giving out some kind of services.

## Chapter 1. About the Study

### 1.1 Objectives of the Study

- Assessing the development level of public organizations operating in the field of social care in Georgia;
- Prognosticating further involvement of these organizations in the deinstitutionalization process;
- Collecting specified information on the social sphere oriented organizations operating in Georgia (their location, activities).

### 1.2 Selection Criteria and Grouping

The study foresaw interviewing all welfare organizations factually operating in the country. Therefore, in order to group the selection, information on organizations operating in social welfare field was collected through the following sources:

- Donor organizations operating in Georgia;
- Non-entrepreneurial registry of the Civil Society Institute;
- Web pages;
- Working group members of a network set up within the project framework;
- Announcements made in Georgian media means (television, radio).

As a result of above-described measures, organizations operating in the social welfare field in the country were revealed and selected for the study purposes. 104 public organizations in Tbilisi and nine regions of Georgia were interviewed.

<b>Region</b>	<b>Number</b>
<b>Tbilisi</b>	64
<b>Samegrelo</b>	4
<b>Kvemo Kartli</b>	1
<b>Kakheti</b>	4
<b>Guria</b>	6
<b>Samtskhe-Djavakheti</b>	11
<b>Imereti</b>	10
<b>Shida Kartli</b>	3
<b>Adjara</b>	1
<b>Total</b>	64

### 1.3 Evaluation Criteria

4 main criteria were elaborated for evaluating the development level of organizations, which, on their part were divided into 17 sub-criteria provided below:

#### 1. Activities, Experience, Services

##### 1.1 Experience, implemented projects;

- 1.2 Qualification of specialists;
- 1.3 Economic efficiency;
- 1.4 Involvement in professional activities.

**2. Activity Management, Culture of Labor Relations**

- 2.1 Mission, strategy, tasks;
- 2.2 Identification, evaluation, planning of needs;
- 2.3 Board, structure of an organization;
- 2.4 Written norms;
- 2.5 Style of relations within a team;
- 2.6 Traditions.

**3. Integration in Civil Society**

- 3.1 Transparency, openness;
- 3.2 Attracting volunteers;
- 3.3 Support of activities by the beneficiaries;
- 3.4 Protection of civil interests.

**4. Resources**

- 4.1 Human resources;
- 4.2 Financial resources;
- 4.3 Building-premises and technical equipment.

Under each sub-criterion, organizations were evaluated on a 4-point scale.

In order to research various aspects of the criteria, a special instrument – a questionnaire – was developed so that evaluating organizations under all sub-criteria would have been possible. Please refer to a sample of applied questionnaire in Annex #1.

**1.4 Process of Data Collection and Evaluation**

Questionnair<sup>3</sup> of selected organization was held with one of the managing persons of organization in a form of an interview (face to face interview). In order to avoid subjectivity during the evaluation of organizations, at least 2 researchers were evaluating each organization under the sub-criteria.

Organizations were evaluated on a 4-point scale under the 17 sub-criteria, where 1 is a minimum evaluation, and 4 – maximum. Specific evaluation content was defined for each sub-criterion. For instance:

<b>Sub-criterion:</b>	<b>Rank</b>			
	<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>
<i>Average volume of budget in last 3 years</i>	No budget or up to 5,000\$	Up to 50,000\$	Up to 100,000\$	Over 100,000\$

A point derived for each criterion represents an average point of its sub-criteria points. Whereas a total point of institutional development is an average point of the four criteria. Accordingly, a total point for each organization also falls within the 1-4 range.

<sup>3</sup> Annex #1 – questionnaire.

### **1.5 Identification of Organizational Development Groups**

Based on the evaluation points of institutional development of the interviewed organizations, four levels (groups) of development were defined. I group organizations belong to the highest level of institutional development, while the IV group organizations – to the lowest.

Groups were allocated the following way: a minimum possible point that an organization could have received as a result of calculations was 1, and a maximum possible point – 4. Difference between them was divided by 4 [(max-min)/4=3/4=0.75], which was considered to be a dividing point among the groups. Refer to the following chart for illustration:

**Chart 1.1 – Assigning organizations to the groups of institutional development based on the total points**

<i>IV Level</i>	<i>III Level</i>	<i>II Level</i>	<i>I Level</i>
From 1 to 1.76	From 1.76 to 2.5	From 2.5 to 3.26	From 3.26 to 4

### **1.6 Data Processing and Presentation of Outputs**

SPSS program was used for the statistical analysis of questionnairing data. Main outputs in the report are presented through auxiliary diagrams and charts.

The outputs are presented in line with total evaluation generated under this or that criterion and under each sub-criterion as well. Data of the capital-based organizations are compared to those of the regional ones. In addition, the data of each region and Tbilisi-based organizations are compared also.

The anonymity principle is observed when presenting the information based on the points granted to the interviewed organizations.

We would like to give several explanations regarding the diagrams. Two types of diagrams are provided in the report – the column diagram, in which the percentage share of organizations corresponds to each column, and the histogram. The latter depicts a distribution of the measured variable on an interval scale, in this specific case, a distribution of points collected by organizations under this or that criterion. This kind of diagram well demonstrates a mean indicator of characteristics of interest to us, as to how different are the group members from the mean, what are the maximum and minimum points. Histograms are accompanied by the two statistical values: Mean – average point in the group, and St. Dev. – standard deviation from the mean. The bigger this latter value is, the more variable a group is under this characteristic, i.e. the group members are more different from the mean indicator. N symbol stands for the number of organizations.

The strength of link (correlation) between various indicators was identified during the processing of statistical data. The report underlines instances, when the existence of such correlation was statistically trustworthy. In order to illustrate this, a level of significance – Sig. – is indicated in the parentheses. If this indicator is less than 0.05, a correlation is statistically trustworthy.

## Chapter 2. Main Findings

Pursuant to the study results it could be said that a number of public organizations operating in the field of social care is factually smaller than the registered number.<sup>4</sup> According to the research data, currently in Georgia there are approximately 110 active public organizations of this profile, out of which the data of 104 are described in this study.<sup>5</sup>

Organizations functioning in the field of social care can be divided in two main groups: organizations supporting the disabled persons and organizations supporting socially vulnerable persons.

Activities of a big portion of organizations working to support the disabled persons are directed towards the promotion of beneficiaries' integration in the society. More than a third of organizations work on their education, and development of skills. Organizations with long-term care services are smallest in number. Two organizations (5%) are village-type organizations providing their beneficiaries with long-term care.

Activities of a big portion of organizations working to support socially vulnerable persons are directed towards social protection and humanitarian assistance (36%). A big group of organizations works as well on the protection of rights (31%), integration in the society, and psycho-social rehabilitation (31%). Similarly in this group, organizations providing long-term care to beneficiaries are smallest in number (2 organizations).

44 organizations (48,5%) active in the field of social care have reached a high level of organizational development and they can be viewed as the partners of the state in the ongoing processes in the social sphere in Georgia. Specifically, these organizations can be viewed as organizations providing services to the state, with respect to deinstitutionalization, as well as other social protection and health care projects.

Pursuant to the study results, against the existing resources the adsorption coefficient of welfare organizations is 1,7. This means that welfare organizations can serve 1,7 times more beneficiaries with the existing logistical, human, and methodological resources.<sup>6</sup>

As the study demonstrated, 45.8% of the interviewed organizations do not know about the precise number of potential beneficiaries in their activity area, city/region. Respondents believe this is due to a lack of integrated information base.

The development index of welfare organizations in Georgia is 2.48.<sup>7</sup> Out of the criteria defining the development index, the criterion "Integration in Civil Society" is least developed, which is natural given a current stage of development. From the socialist era Georgia inherited not only devastated social sphere, but established stereotypes of the society toward the objects of social care, which significantly contributes to the environment in which the welfare organizations operate.<sup>8</sup>

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<sup>4</sup> 746 public organizations, main activity direction of which is caring after social conditions of various groups of society, are currently registered in Georgia.

<sup>5</sup> Interviewing the remaining organizations was not possible: several of them refused to participate in the study, information on several organizations was not obtained/provided.

<sup>6</sup> During the data calculation process, a separate group of organizations was identified by the institution types, incorporating day care center, caring institution, 24 hour services, in-house care, night shelter, temporary shelter.

<sup>7</sup> Based on the study methodology, theoretically possible development index equals to 4.

<sup>8</sup> Organizations active in the field of social care.

Notably, the development indices of Tbilisi-based and regional organizations under various criteria do not differ much from each other. Provided that in general the public sector in Georgia is much more developed in the capital,<sup>9</sup> in case of welfare organizations such a sheer distinction is not observed.

Significantly enough, developed welfare organizations in Georgia possess a firm base in terms of technical equipment and office space, and their budgets were firmly maintained during the last three years. At the same time, international grants remain to be a main source of income for the absolute majority of interviewed organizations. There are examples of receiving local funding as well, but these never amounted to large contributions in the budgets of civil society organizations.

Effective mechanisms of relations between the state and civil society organizations are still not formed in Georgia. The state still does not trust the service providers, on one hand due to the adverse effect for the state of tax benefits imposed on welfare organizations in recent years<sup>10</sup> and on the other hand because the state still has not come up with an effective mechanism regulating relations between the state and civil society organizations. This does not imply that the state categorically refuses to procure services from the civil society organizations. Currently this process is regulated under the Law on State Procurements. However, majority of organizations offering services to the state believes this mechanism is not effective due to: difficulties in preparing the tender documentation, inefficient tender procedures, low prices established by the state on services, type of tender agreement, which is the state order and is taxed under the same regime as entrepreneurial activity.

According to the overall conclusion, in order to better satisfy the needs of objects of social care, on one hand the welfare organizations should increase their own capacity in terms of human resources and financial management, integration in civil society, case administration, and on the other hand effective mechanisms of providing services to the state should be developed.

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<sup>9</sup> [www.advocacy.ge](http://www.advocacy.ge) Development of Civil Society Organizations in Georgia

<sup>10</sup> State officials would enter into corrupt deals with the managers of an organization and huge amounts would be misused.

## Chapter 3. Description of the Study Outputs

### 3.1 General Description of Welfare Organizations

#### *Description of Organizations by Types*

Three types organizations oriented on social care were identified among the interviewed organizations: service providers, mixed type organizations, and organizations promoting health care and social protection.

#### **Service Providers**

73 organizations (75%) among the interviewed represent service providers. Main activity direction of these organizations is providing this or that social service to its own beneficiaries. They have distinct target group (disabled and socially vulnerable persons) and all projects implemented by them are oriented on serving these persons.

#### **Mixed Type Organizations**

Mixed type organizations have implemented both the social type projects and other kind of activities. 9 out of 10 such interviewed organizations operate in the regions.

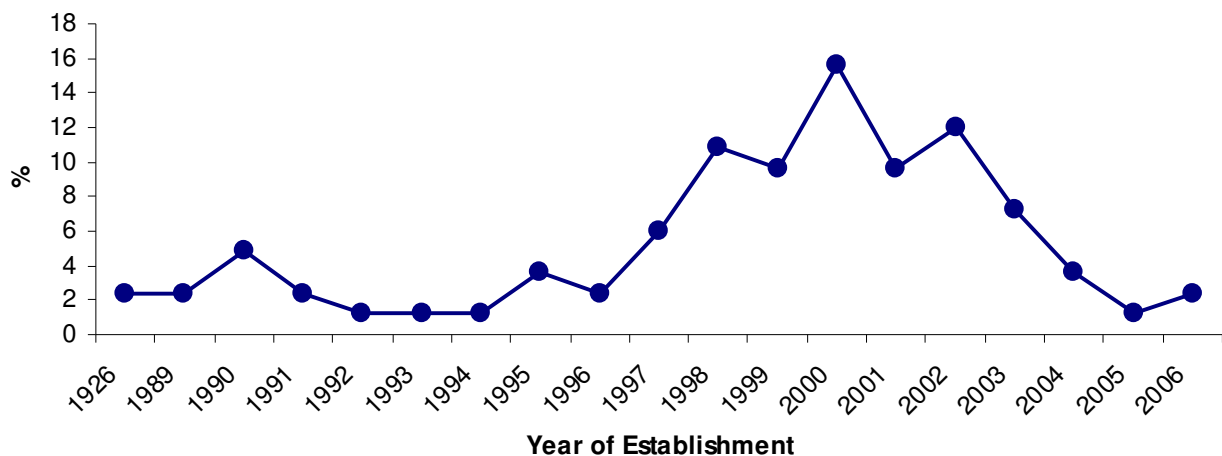
#### **Organizations Promoting Health Care and Social Protection**

5 out of the interviewed organizations are oriented on promoting the sphere. All five organizations operate in Tbilisi. Two out of these are Georgia non-governmental organizations, while the other three – Georgian representations of international organizations. With its financial and information resources, these organizations promote the development of social and health care fields and assist the welfare organizations.

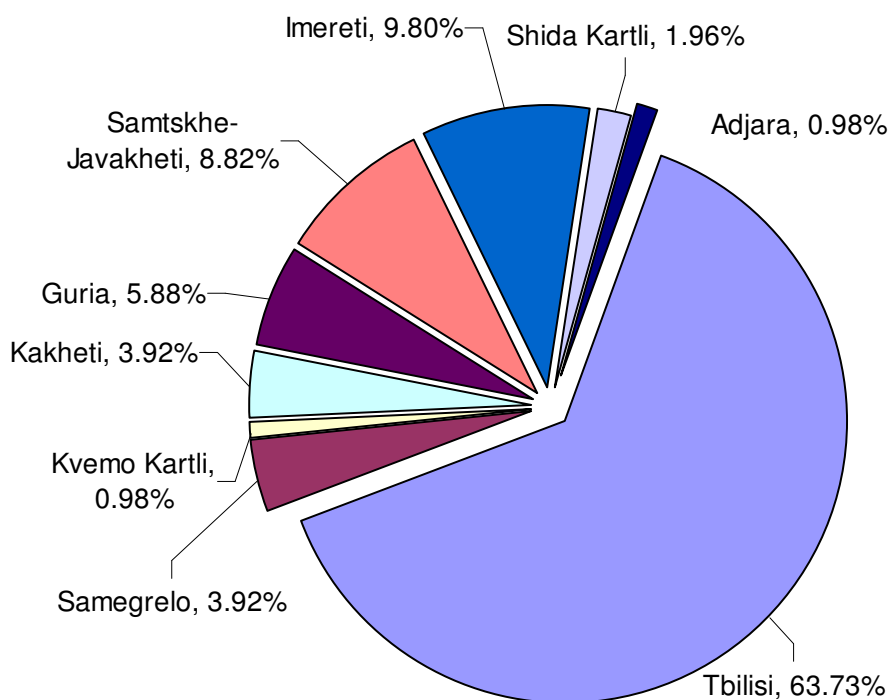
Description of a major part of the study outputs is based on the interviewing data of the first and second type organizations.

12.8% of the organizations (13 organizations) were founded in 2000. Organizations were most actively established in 1998-2003 (65%). 2 organizations – “Union of the Blind of Georgia” and “Union of the Deaf of Georgia” were established back in 1926.

**Diagram 1. Dynamics of founding of social welfare organizations**



**Diagram 2. Geographic allocation of social welfare organizations**



A big portion of interviewed organizations is concentrated in Tbilisi. In regions, this type of organizations is most frequently met in Imereti (10), while most rarely found in Kvemo Kartli and Adjara. Since the donors' attention to this or that region causes civil sector to develop, activities of donor organizations started relatively late in the above-mentioned regions lead to a smaller number and low development of a civil sector (organization in Kvemo Kartli was founded in 2006, while the organization in Adjara – in 2003).

## Chapter 4. Organizational Development Groups

### *Description of I level organizations*

#### *1. Activities and Services*

1.1 During last two years have implemented more than 3 or 1-2 large-scale projects (with over 100,000\$ budget) with the assistance of donors.

1.2 Organization is involved in a professional society or a network of similar organizations. Experience of peer organizations is thoroughly analyzed. Organization contributes to functioning of the network and professional society: it publishes methodic textbooks, holds seminars, etc.

#### *2. Activity Management*

2.1 All staff members are aware of the organization's mission, strategy for implementing the mission, and tasks with respective deadlines for achieving this or that task.

2.2 Employees of an organization carry out a continued cycle: identification of needs, planning activities in accordance with these needs, implementation of planned activities, and evaluation of success under the planned procedures.

2.3 The Board is absolutely separate from the executive circles / it is invited. It carries out only decision-making and supervisory functions.

### ***3. Integration in Civil Society***

3.1 The clients/society are aware of an organization's budget, funding sources, and specific results of activities, as well as the audit reports. They directly participate in the evaluation of these results and the budgetary processes. Written service conditions exist and the clients/society are involved in drafting them.

3.2 Organization advertises its activities, regularly publishes convincing reports, and tries to attract people to participate in its activities. Technologies and collected information are accessible to other civil society organizations.

### ***4. Resources***

4.1 Formation of human resources is carried out as a straightforward activity. It is backed up by the organizations resources. Planning of needs of human resources for further stages of an organization's activities is carried out. Pursuant to this plan, the staff members and volunteers are taught and re-trained. They have an opportunity of professional growth and this is encouraged by an organization.

4.2 Organization possesses appropriate office with a title to ownership or a long-term lease. It is repaired and fit to working conditions. There is a sufficient number of phone lines, fax, electronic mail, office equipment, and special equipment needed for specific activities.

## **Description of IV level organizations**

### ***1. Activities and Services***

1.1 Have not implemented a project in last two years with the support of the donors.

1.2 Employees do not have a working experience and have not undertaken respective training. Activities are carried out in line with a common sense.

### ***2. Activity Management***

2.1 Organization's activities are not planned. There are current/ongoing activities and direct reactions to external events. Organization's mission is not formulated. When asked what the organization does, the head starts broadly enumerating the activity directions.

2.2 The Board, founders, and working staff are the same people, and functions are mixed up.

### ***3. Integration in Civil Society***

3.1 No one except the head of an organization is aware how does the organization function. The clients/society are not aware what kind of services and on what conditions can they receive from the organization. Documentation practically is not produced. The head believes that an organization's activities are his personal business and that s/he is not accountable before anyone.

3.2 There are no volunteers in the organization. Managers of an organization are assured that these days no one does anything for free.

#### **4. Resources**

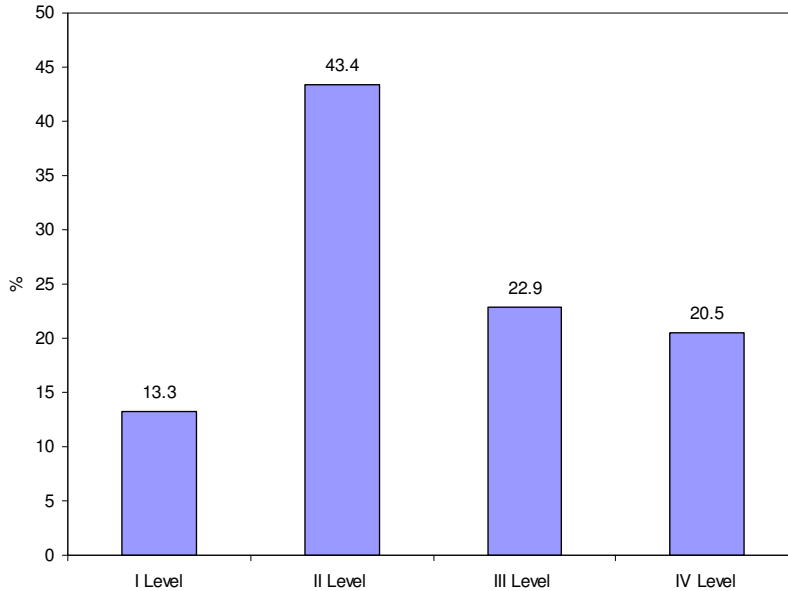
4.1 Organization does not possess any funds. Occasionally and irregularly there are spontaneous donations or the state subsidies. Employees emphasize the lack of funds.

4.2 No one works in the organization since there is no money to pay off salaries. There is no money because no one works on raising it. There is only one employee in the organization – its founder, who works till full exhaustion.

## Chapter 5. Organizational Development Groups

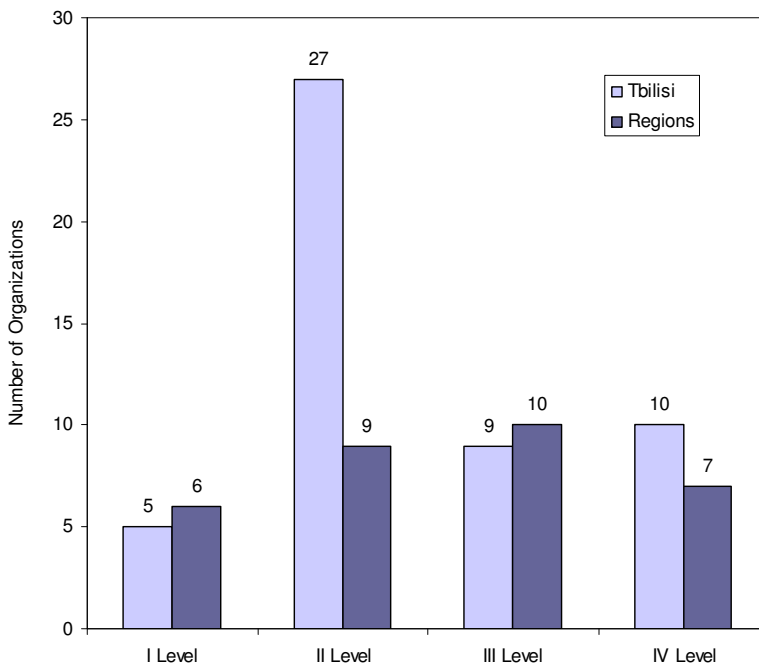
4 groups were identified among the welfare organizations by the institutional development component.

**Diagram 3. Percentage distribution of welfare organizations by organizational development groups**



As the diagram demonstrates, 43.4% (36 organizations) of welfare organizations by the institutional development component are placed in the biggest, II group. In groups III and IV organizations are distributed almost equally – respectively 22.9% (19) and 20.5% (17), while the I group organizations represent a smallest portion – 13.3% (11 organizations).

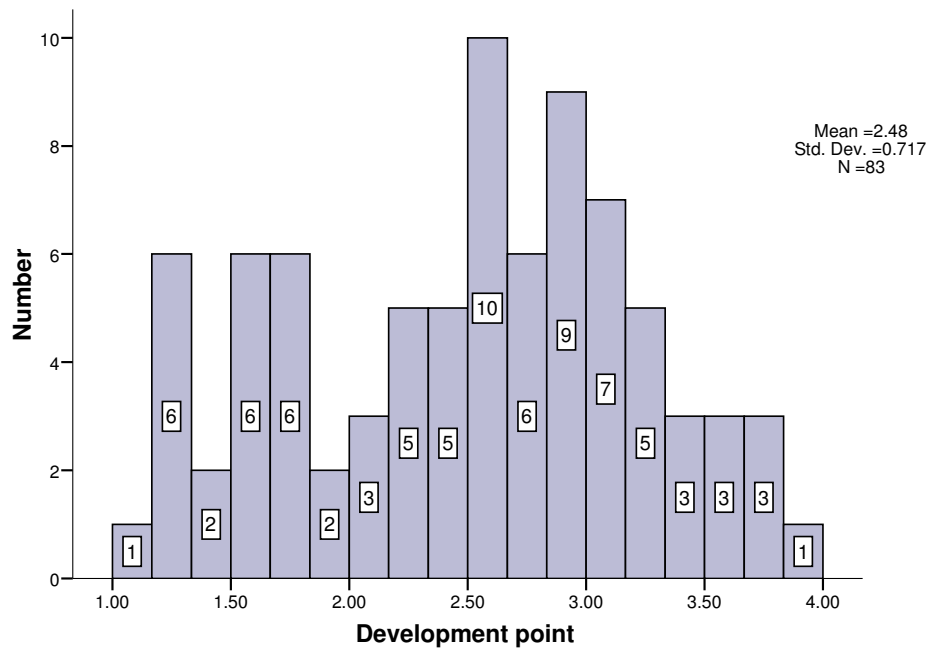
**Diagram 4. Comparison of regional and capital-based organizations by the development groups**



A big portion of II group organizations – 27 (32.5%) – is concentrated in Tbilisi. The I, III, and IV group organizations are almost equally distributed in the capital and regions.

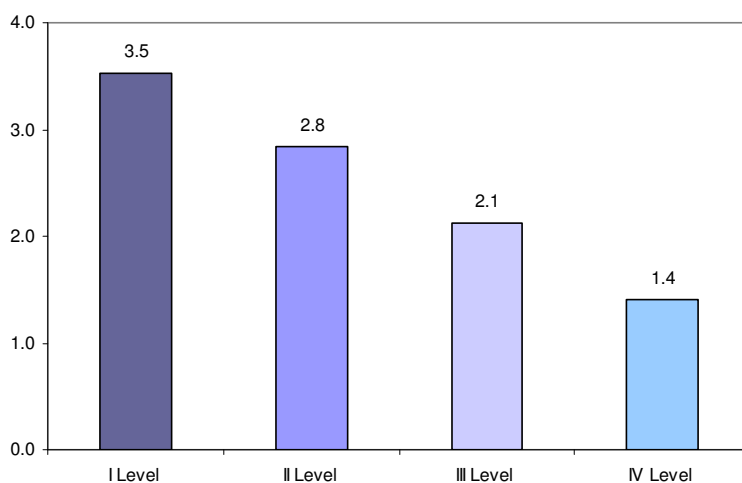
Diagram #5 illustrates a distribution of welfare organizations by the organizational development points. As the diagram shows, the average index of development of the interviewed organizations is 2.48, i.e. it could be said that the development index of welfare organizations in Georgia equals to 2.48.

**Diagram 5. Distribution of welfare organizations by the development points**



It is noteworthy that the development indices of the Tbilisi-based and regional organizations do not differ from each other – regional development index is 2.45, and the Tbilisi development index – 2.50.<sup>11</sup> Diagram #6 demonstrates the indices of identified groups by the organizational development.

**Diagram 6. Development indices of welfare organizations by the levels**



<sup>11</sup> Sig. (2-tailed) > 0.05

As already noted above, several groups were identified in the research process that did not fall under the common index of organizational development. These groups are:

- Organizations that have not carried out welfare activities in last two years i.e. changed the profile – 4 organizations.
- Organizations that operated earlier but ceased functioning during the last three years – 5 organizations.
- Organizations that promote social/health care sphere and the welfare organizations – 5 organizations.
- Organizations that wish to pursue welfare activities, but their current operations go in a different direction – 4 organizations.

Chart #1 provides the development indices of these organizations.

**Chart 1**

#	Type of the Organization	Index
1	Organizations which have changed their profile	2.44
2	Organizations which have ceased functioning	1.21
3	Organizations that promote social/health care sphere and the welfare organizations	3.47
4	Organizations that wish to pursue welfare activities, but their current operations go in a different direction (human rights protection, community development)	2.65

Besides the common development index, the development index was calculated for each criterion. As expected, welfare organizations have a lowest index under the “Integration in Civil Society” criterion – 2.2, and the highest under the “Activities” criterion – 2.75.

Diagram #7 demonstrates a distribution of indices under various criteria.

**Diagram 7. Distribution of development indices of interviewed organizations by the criteria**

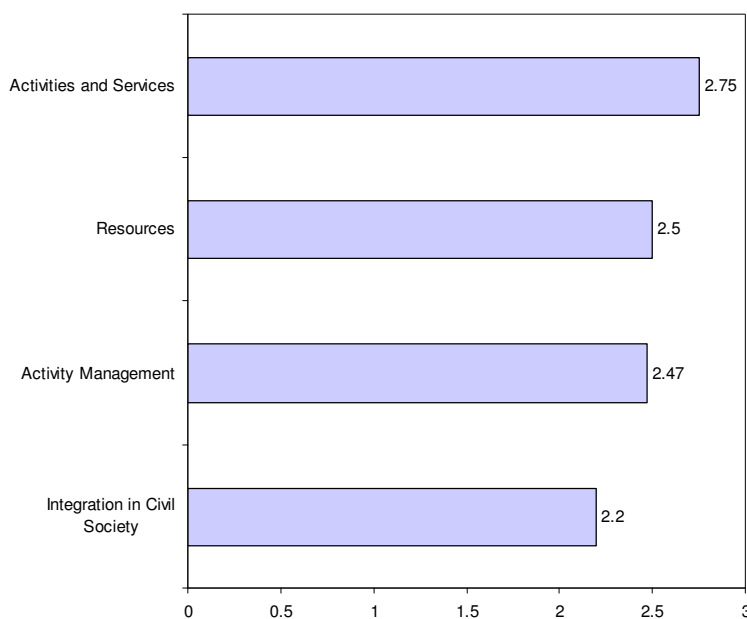
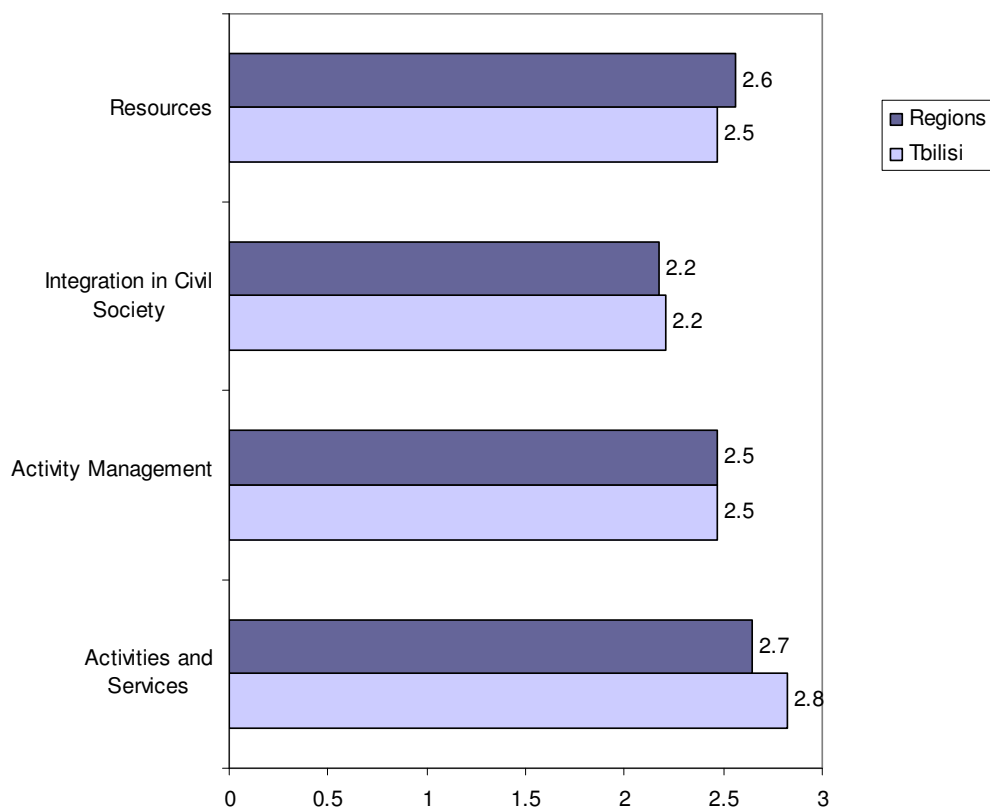


Diagram #8 illustrates the comparison of regional and Tbilisi-based organizations by the criteria. The index of Tbilisi-based and regional organizations under the “Integration in Civil Society” criterion slightly differs from each other and equals to 2.21 and 2.17 respectively. It should be noted that the development index of regional organizations under the “Resources” criterion is bigger than

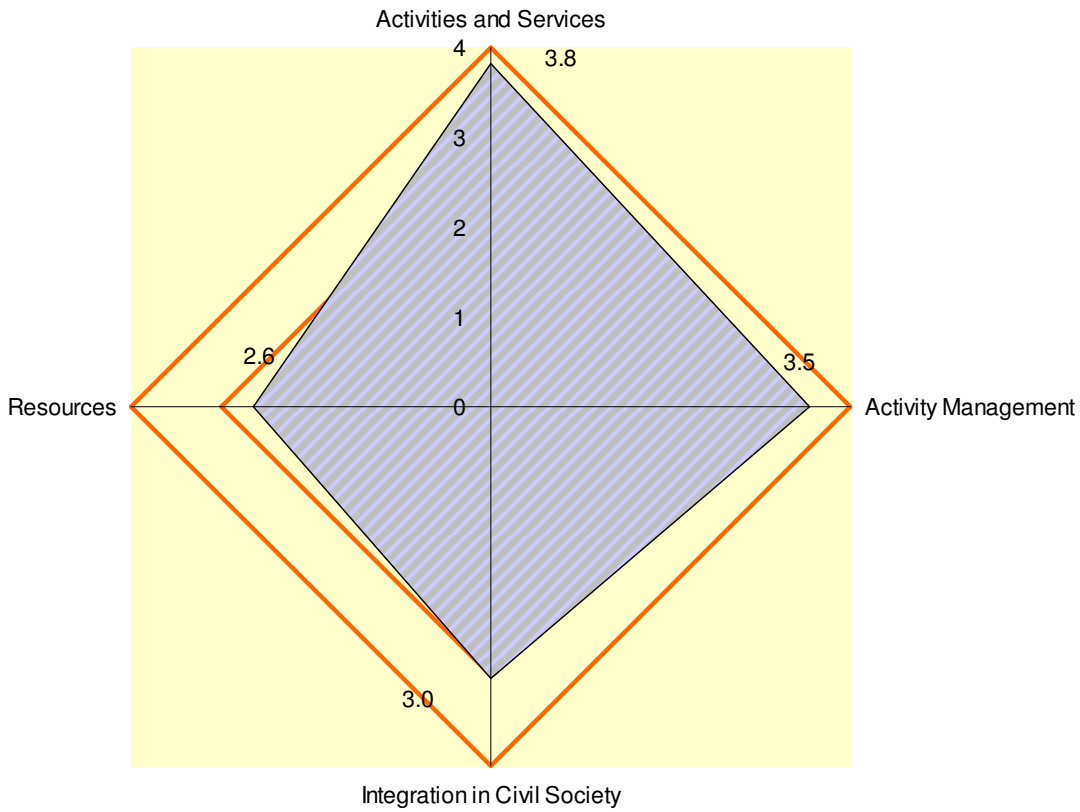
the index of Tbilisi-based organizations. This is probably due to a big representative share of Tbilisi-based organizations being at a low level of development. Statistically, under this criterion the standard deviation of means of Tbilisi-based organizations is 1.47, and in regions – 0.9.

**Diagram 8. Comparison of Tbilisi-based and regional organizations by the criteria indices**

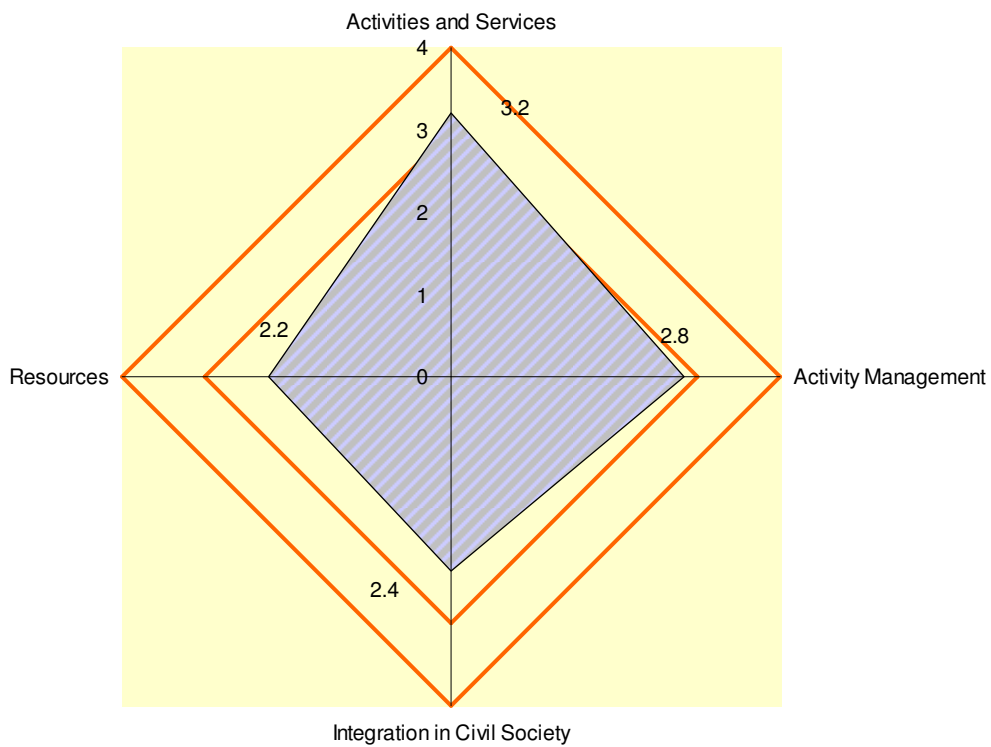


For illustration, the graphs demonstrate a distribution of Tbilisi-based and regional organizations by the various criteria indices.

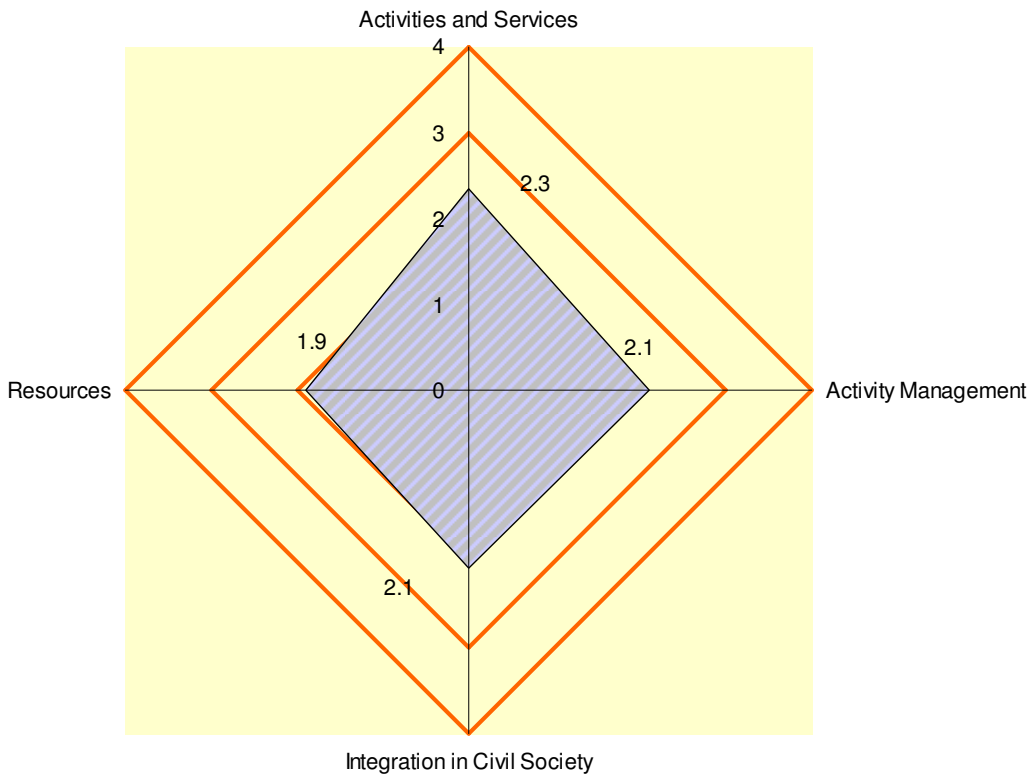
**Graph 1. Indices of I level Tbilisi-based organizations by the criteria**



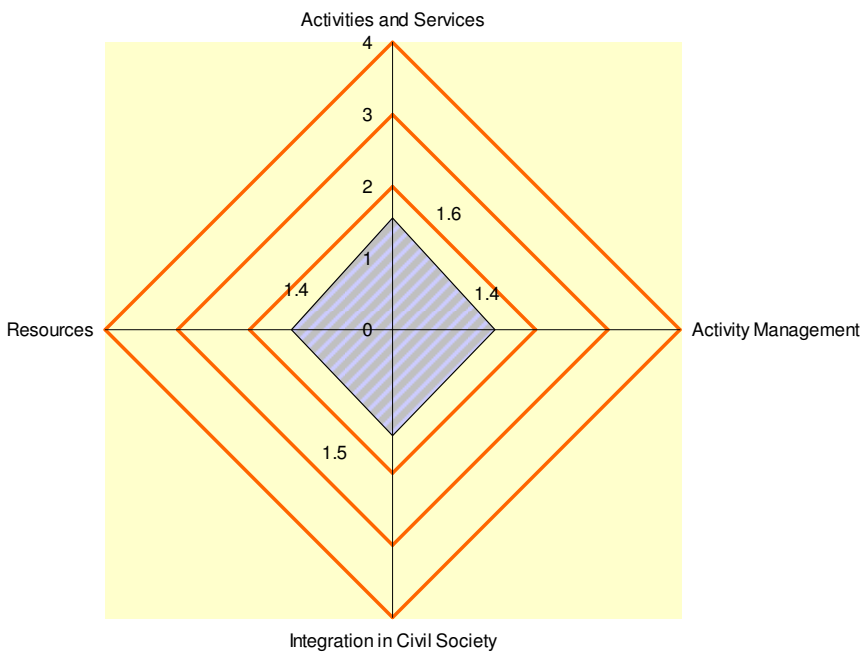
**Graph 2. Indices of II level Tbilisi-based organizations by the criteria**



**Graph 3. Indices of III level Tbilisi-based organizations by the criteria**



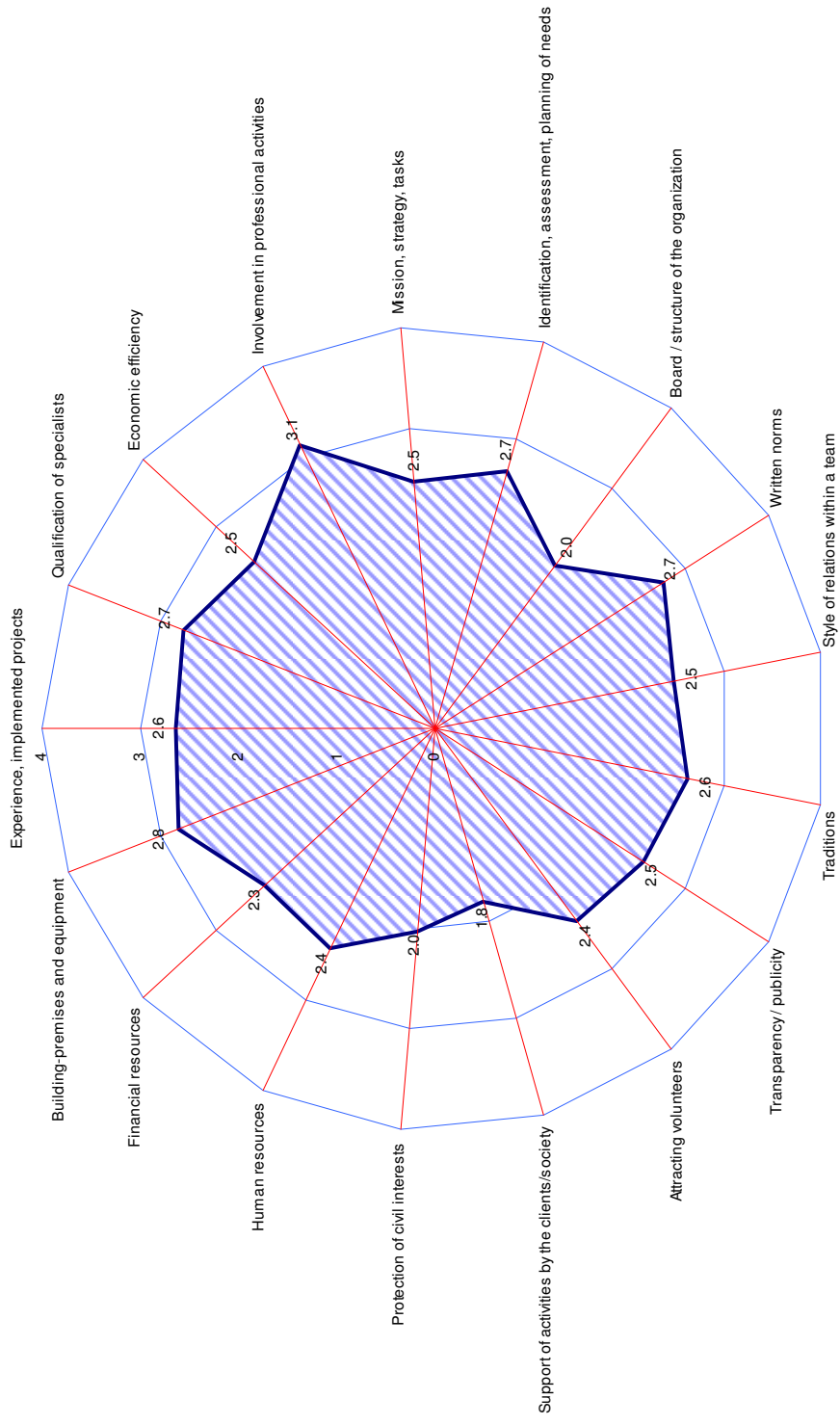
**Graph 4. Indices of IV level Tbilisi-based organizations by the criteria**



According to the above data, the logistical and financial resources of an organization have a biggest impact on the organizational development index. If the comparative values of indices of Tbilisi-based organizations under the “Services/Activities”, “Activity Management”, and “Integration in

Civil Society” criteria among the I-IV levels are 2.3, 2.6, and 1.9 respectively, a comparative value of financial resources among the I and IV levels equals 3.2.

**Diagram 9. Distribution of development indices of social welfare organizations by the sub-criteria**



## Chapter 6. Characterization of Organizations by the Evaluation Criteria – Activities and Services

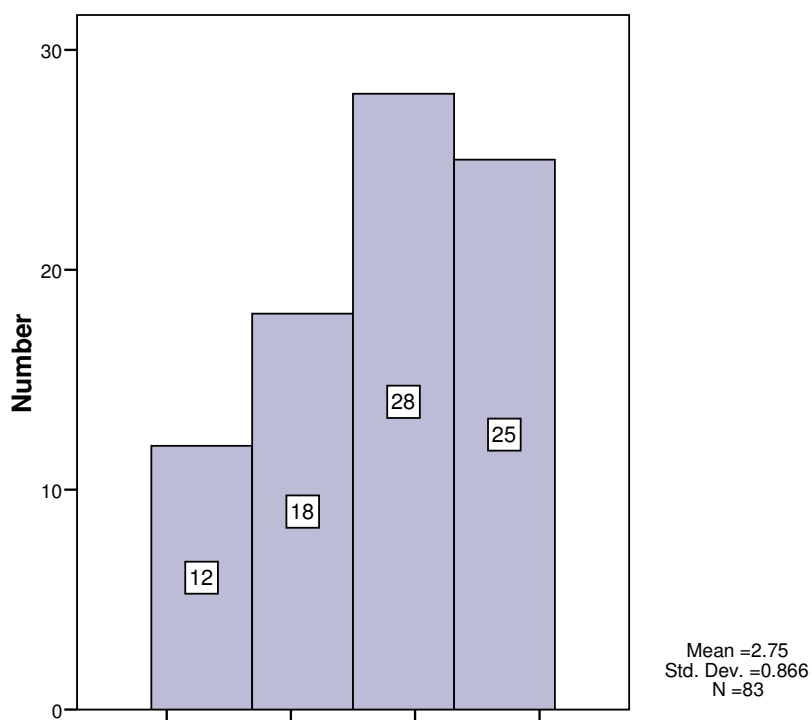
Index (arithmetic mean) – 2.75

The following sub-criteria define the activities and services criterion:

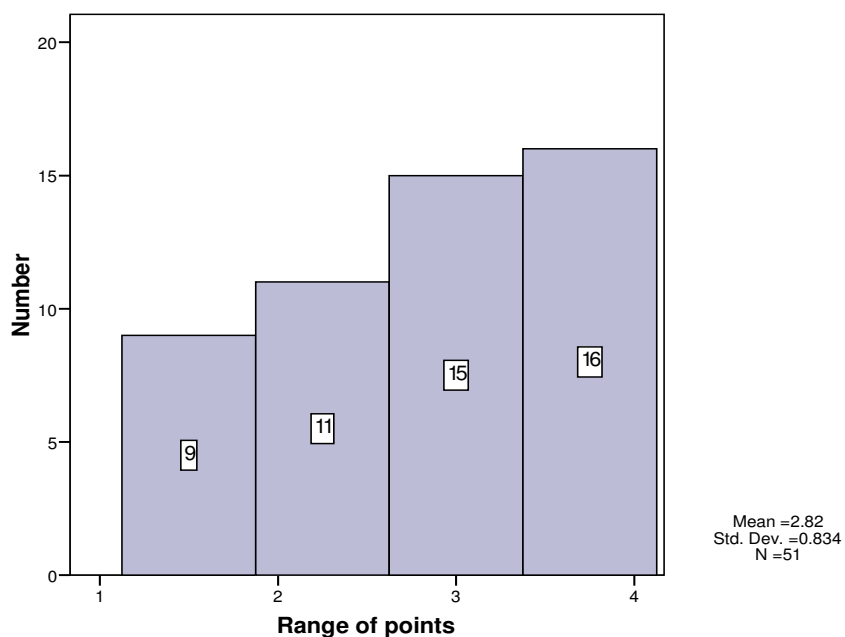
- 1.1 Experience;
- 1.2 Qualification of specialists / competence;
- 1.3 Economic efficiency;
- 1.4 Involvement in professional activities.

Under these criteria each organization was evaluated on a 4-point scale and an average point was calculated.

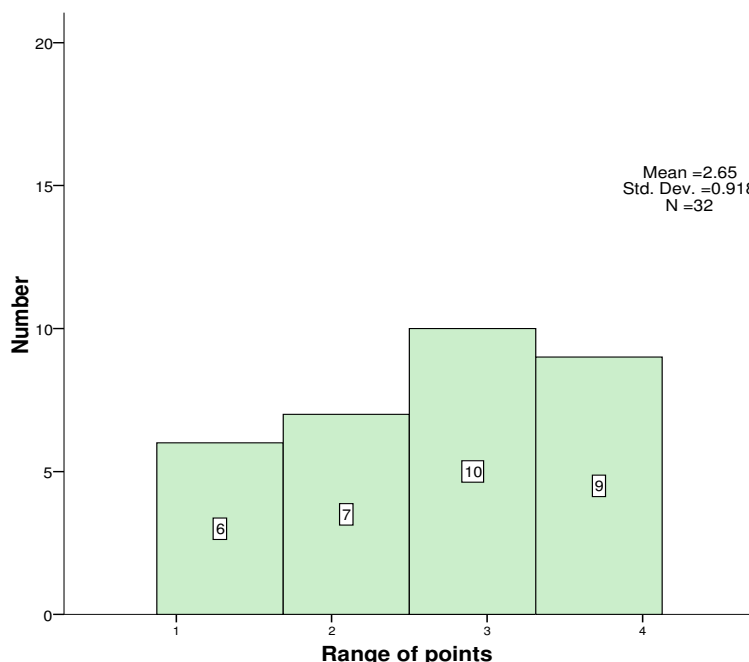
**Diagram 10. Distribution of organizations by the “Activities and Services” criterion**



**Diagram 11. Distribution of Tbilisi-based organizations by the “Activities and Services” criterion**

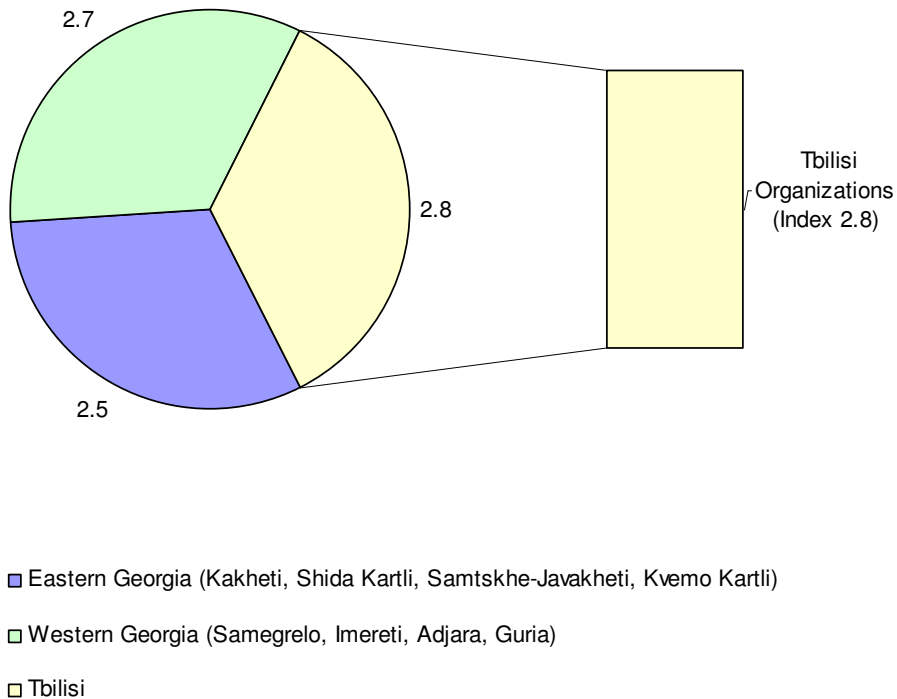


**Diagram 12. Distribution of regional organizations by the “Activities and Services” criterion**



As Diagram #8 demonstrates, the mean (2.75) and the data for “Activities and Experience” of interviewed organizations fluctuates mainly between 2 and 3. According to this indicator a distribution of Tbilisi-based and regional organizations by the levels is approximately similar.

**Diagram 13. Regional distribution of organizations by the “Activities and Services” criterion index**



Due to unequal quantitative distribution of welfare organizations by the regions, a group of researchers divided the organizations in three territorial units:

- Eastern regional organizations;
- Western regional organizations;
- Tbilisi-based organizations.

On Diagram 10, as a result of such territorial division the regional organizations are compared by the “Activity and Services” criterion. Under this criterion highest evaluation was granted to the Tbilisi-based organizations, with their development index being 2.8.

### **6.1.1 Sub-criterion – Experience**

The sub-criterion was evaluated by a number of projects implemented by an organization in last two years, conformity of these projects with an organization’s objectives, number of implemented projects in general and diversity of donors, other sources of funding (business, state, self-financing, donations of private individuals), number of implemented projects.

Development index of organizations interviewed under the sub-criterion equals 2.64.

**Diagram 14. Distribution of organizations by the “Experience” sub-criterion**

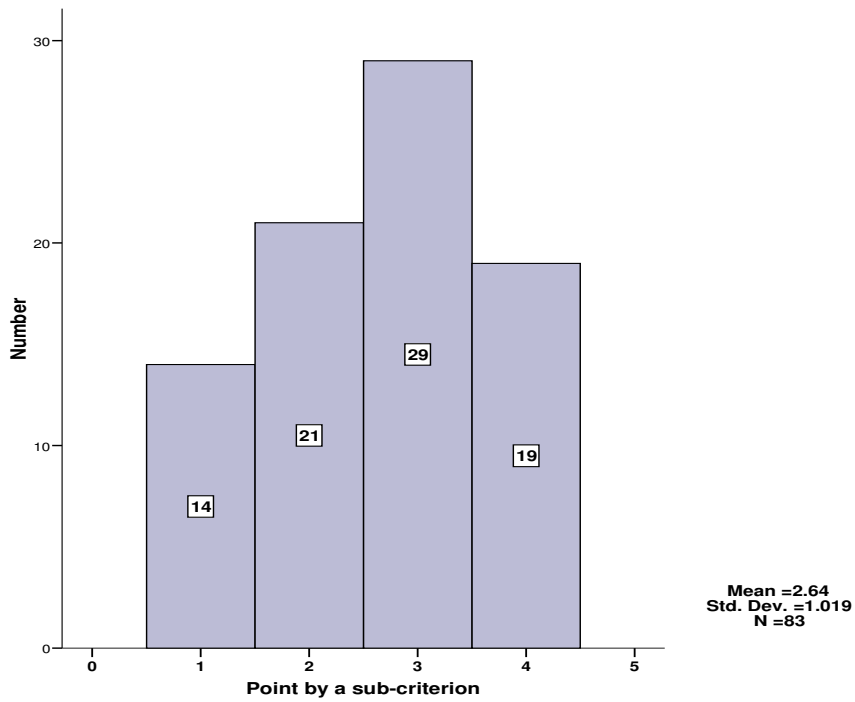
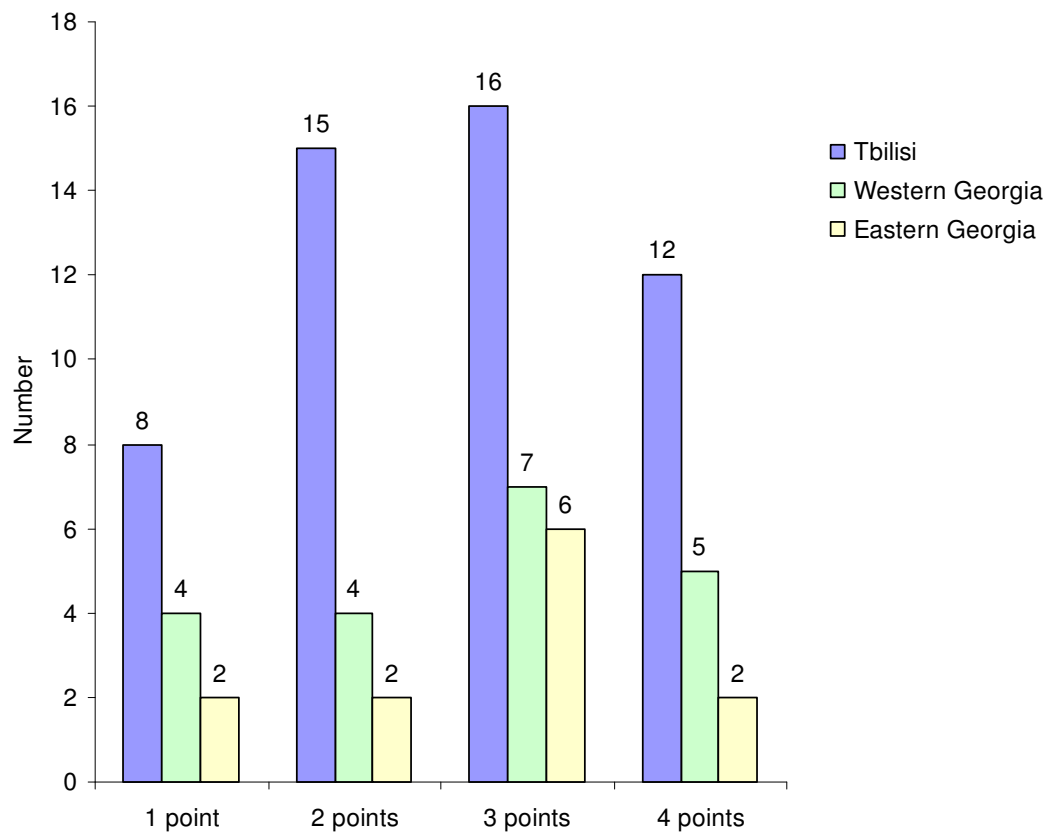


Diagram #15 depicts quantitative distribution of organizations under the “Experience” sub-criterion in regions. Half of Eastern Georgian organizations – 6 organizations (50%) – was evaluated by 3 points under the “Experience” sub-criterion. Chart #2 displays percentage data of distribution.

**Diagram 15. Regional distribution of organizations by the “Experience” sub-criterion**



**Chart 2. Regional distribution of organizations by the “Experience” sub-criterion (%)**

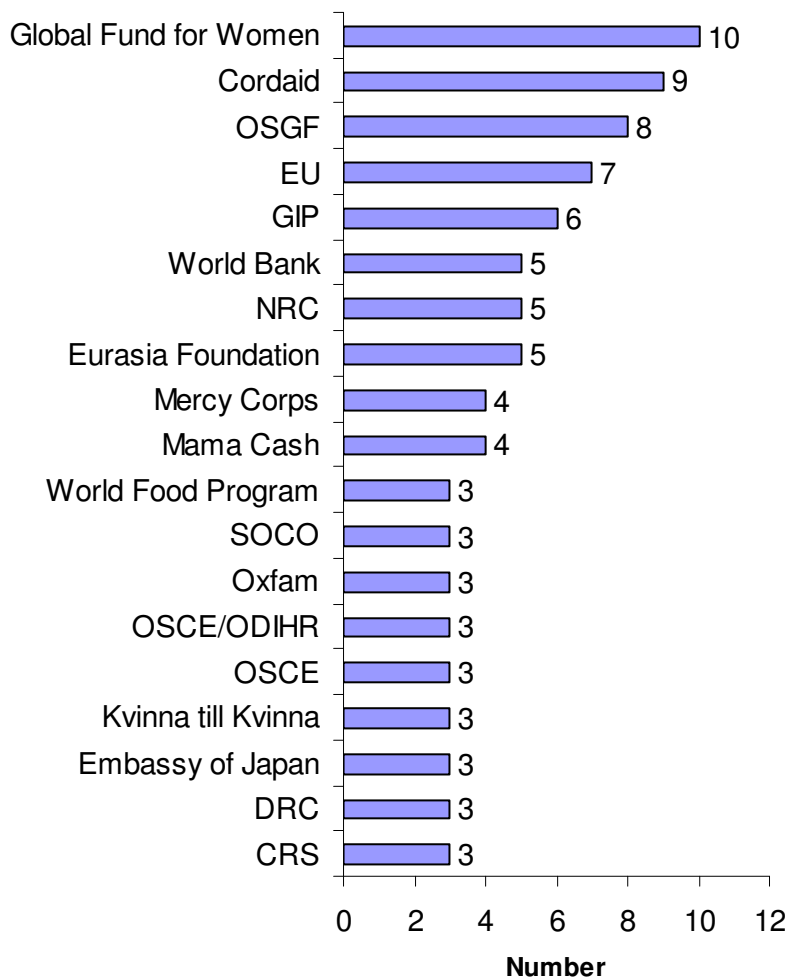
<b>Point by a sub-criterion</b>	<b>Tbilisi</b>	<b>Western Georgia</b>	<b>Eastern Georgia</b>
1 point	15.7%	20%	16.7%
2 points	29.4%	20%	16.7%
3 points	31.4%	35%	50.0%
4 points	23.5%	25%	16.7%

During last three years (2004-2006) 68.8% of organizations (58 organizations) have implemented up to 178 projects supported by international donor organizations, up to 88 projects in Tbilisi and up to 90 projects in the regions. Diagram #16 displays international donor organizations that have supported welfare organizations in implementing the projects. Chart #3 provides total amount range of projects implemented with the support of international organizations in last three years.

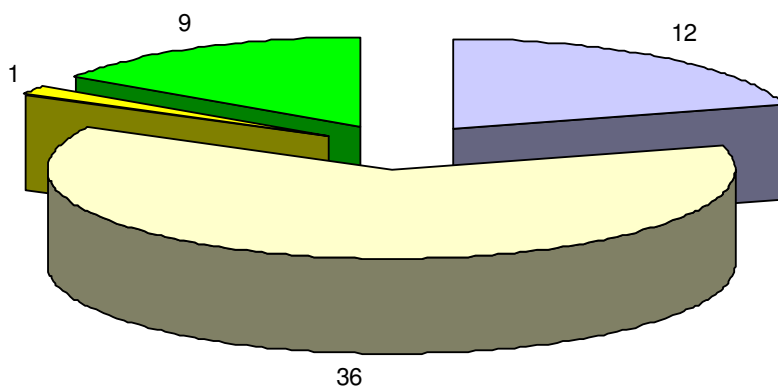
**Chart 3. Range of amounts received by the welfare organizations through the support of international donor organizations during last three years**

<b>#</b>	<b>Amount range (GEL)</b>	<b>Number of organizations</b>	<b>%</b>
1	Up to 20,000	8	9.6
2	20,001 – up to 50,000	9	10.8
3	50,001 – up to 100,000	12	14.5
4	100,001 – up to 500,000	18	21.7
5	Over 500,000	7	8.4

**Diagram 16. Donors of social protection organizations in 2005-2006**



**Diagram 17. Other financial sources, through which the social protection organizations implemented projects in 2005-2006**



- Business (pharmaceutical companies, banks, construction companies and other business organizations)
- State (local/central, municipalities, ministries, State Agency for Employment and Social Assistance)
- Private Individual
- Self-financing

43.4% of organizations (36 organizations) have implemented projects with the state funding. Total number of projects that the welfare organizations implemented with the support of the state during last two years is 47.

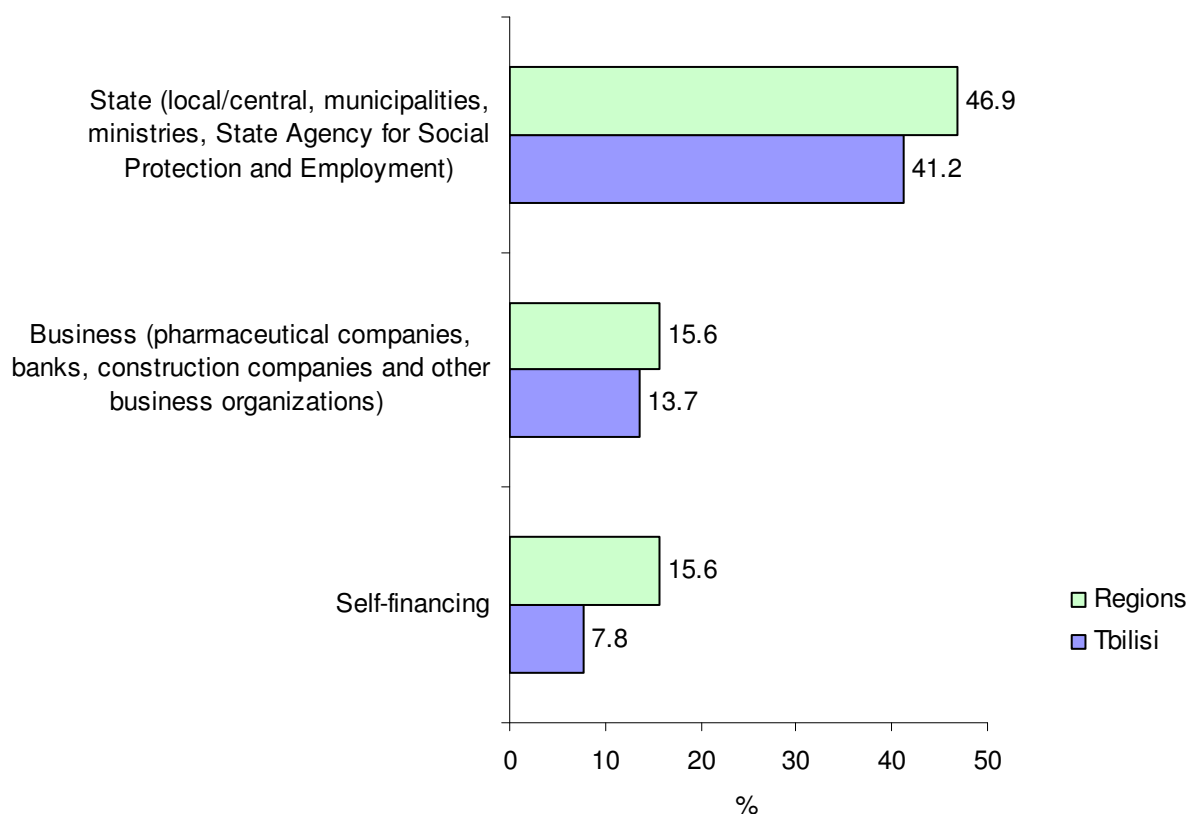
14.5% of interviewed organizations (12 organizations) have implemented 20 projects with the financial support of business organizations.

10.8% of organizations (9 organizations) have implemented 17 projects through self-financing.

Notably, Tbilisi-based and regional organizations do not significantly differ from each other from the perspective of projects implemented through other sources of funding (Diagram #18). Statistical difference between the regional and Tbilisi-based organizations by the other sources of funding has not been observed.<sup>12</sup>

<sup>12</sup> Sig. (2-tailed)>0.05

**Diagram 18. Other financial sources, through which the social protection organizations implemented projects in 2005-2006. Comparison of Tbilisi-based and regional organizations**



State-funded projects were mainly implemented through the two sources: local municipality budget and the ministries (Ministry of Education and Science and Ministry of Labor, Social Protection, and Healthcare). Interviewed organizations have implemented projects with the support of three structures of the Ministry of Labor, Social Protection, and Healthcare: Department for Public Healthcare, United State Fund of Social Insurance of Georgia, and the State Agency for Social Protection and Employment of Georgia.

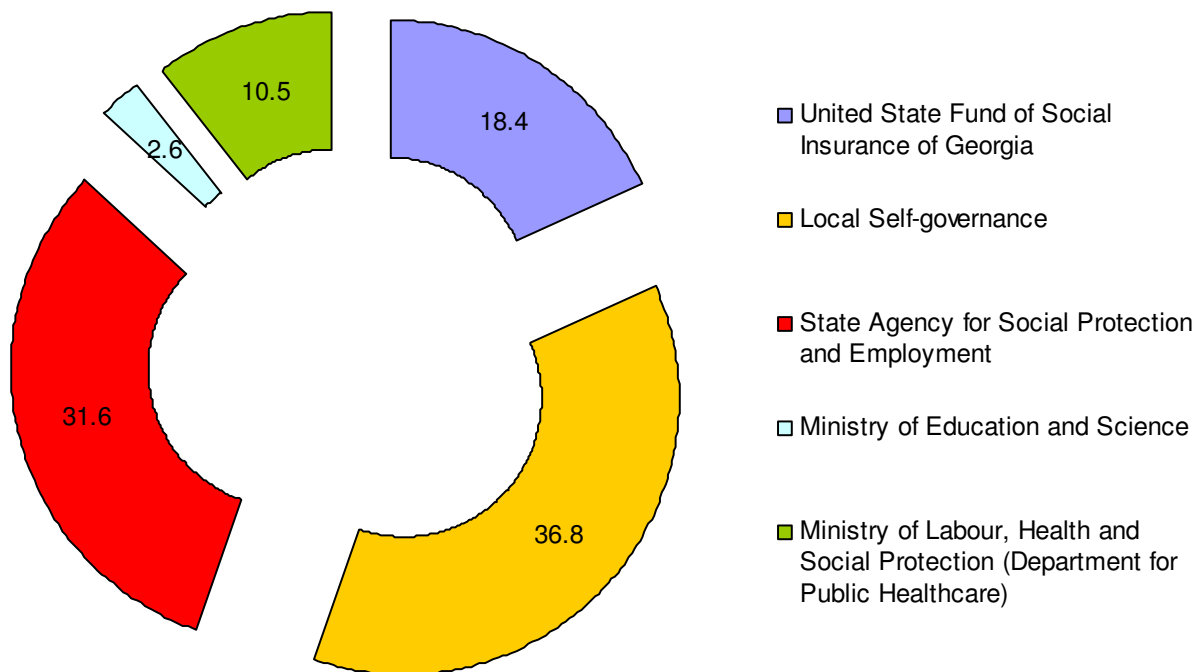
With the support of local self-governances the organizations have mainly implemented single measures, e.g.: sound-tracking books for the blind, single monetary assistance for the elderly, prophylactic medical examination, New Year presents, provision of beneficiaries with bread, etc. In total, in last two years local self-governances have provided organizations with 125,603 GEL.<sup>13</sup>

Projects funded by the ministries are more long-term and are directed at a long-term care (1-2 years) of beneficiaries of this or that organization: day care center, social integration of the disabled persons and disabled children, rehabilitation, in-house services, inclusive kindergarten, publication of learning methodological handbooks, etc. In total, in last two years the ministries have provided organizations with 1,108,428 GEL.<sup>14</sup>

<sup>13</sup> Information provided by the organizations.

<sup>14</sup> Information provided by the organizations.

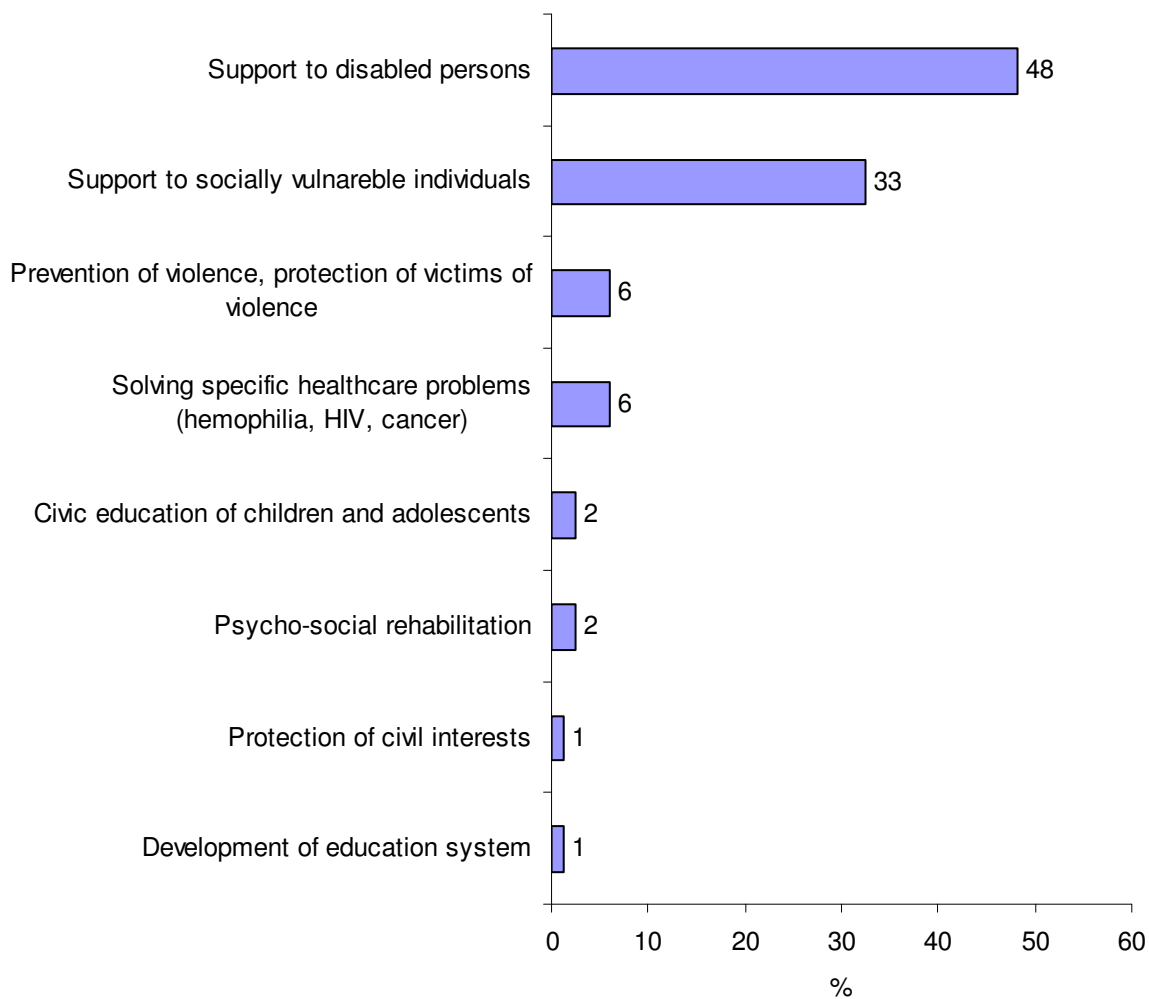
**Diagram 19. Distribution of projects implemented by welfare organizations through state funding by the state structures**



2 large categories were identified between the service providers and mixed type organizations by the activity spheres: organizations supporting the disabled persons and organizations supporting socially vulnerable persons. Besides these two large groups, a small group is oriented on specific healthcare problems (hemophilia, HIV prevention, cancer prevention). Two organizations mainly focus on psycho-social rehabilitation, they do not work on any concrete group, and therefore these organizations were separately identified.

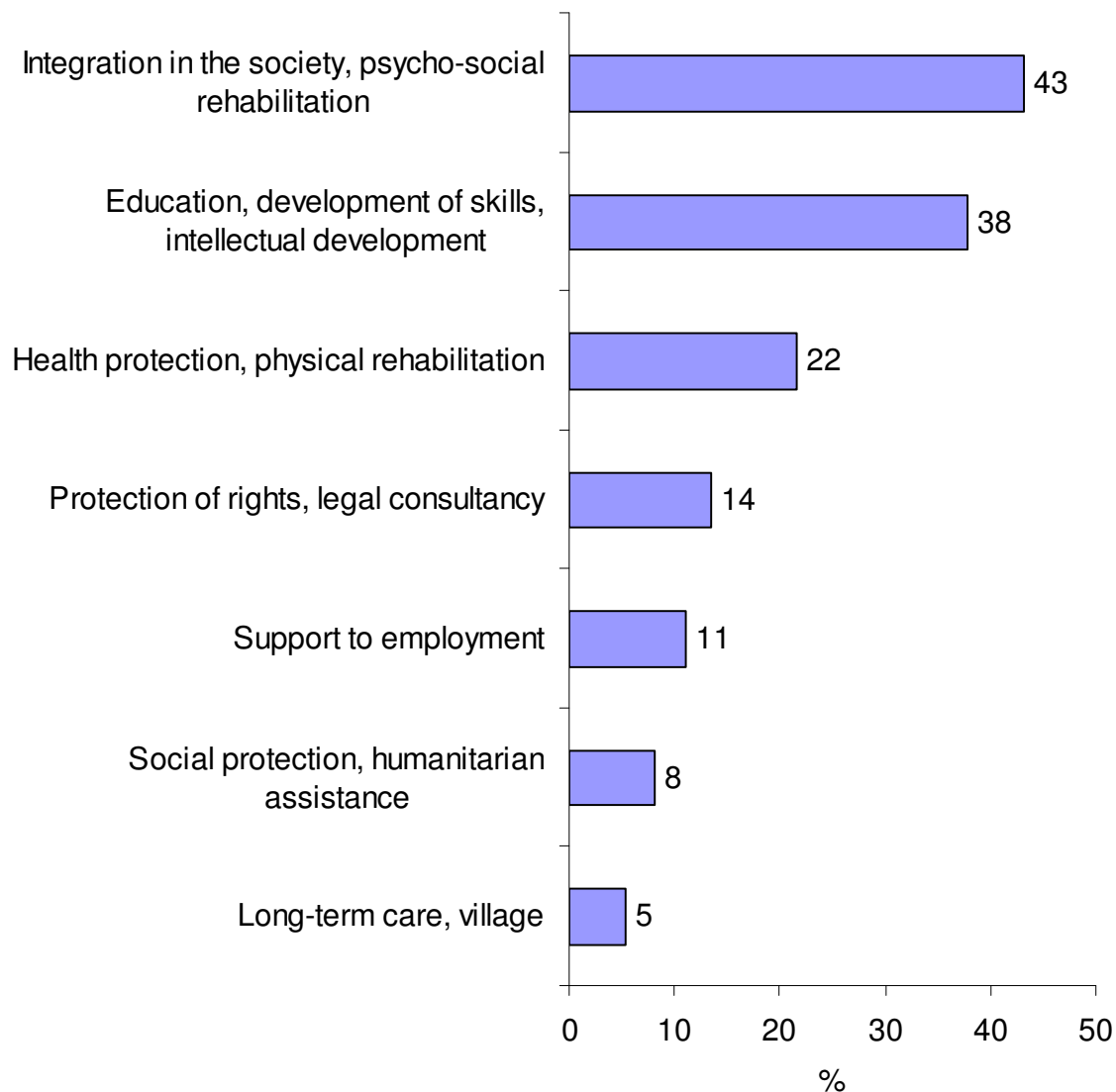
In addition to the organizations named above, several mixed type organizations were identified that mainly focus on welfare activities. They work on the civic education of children and adolescents, protection of civil interests, development of education system. In various projects they have carried out social care type of activities.

**Diagram 20. Main fields of activity of organizations operating in the sphere of social protection**



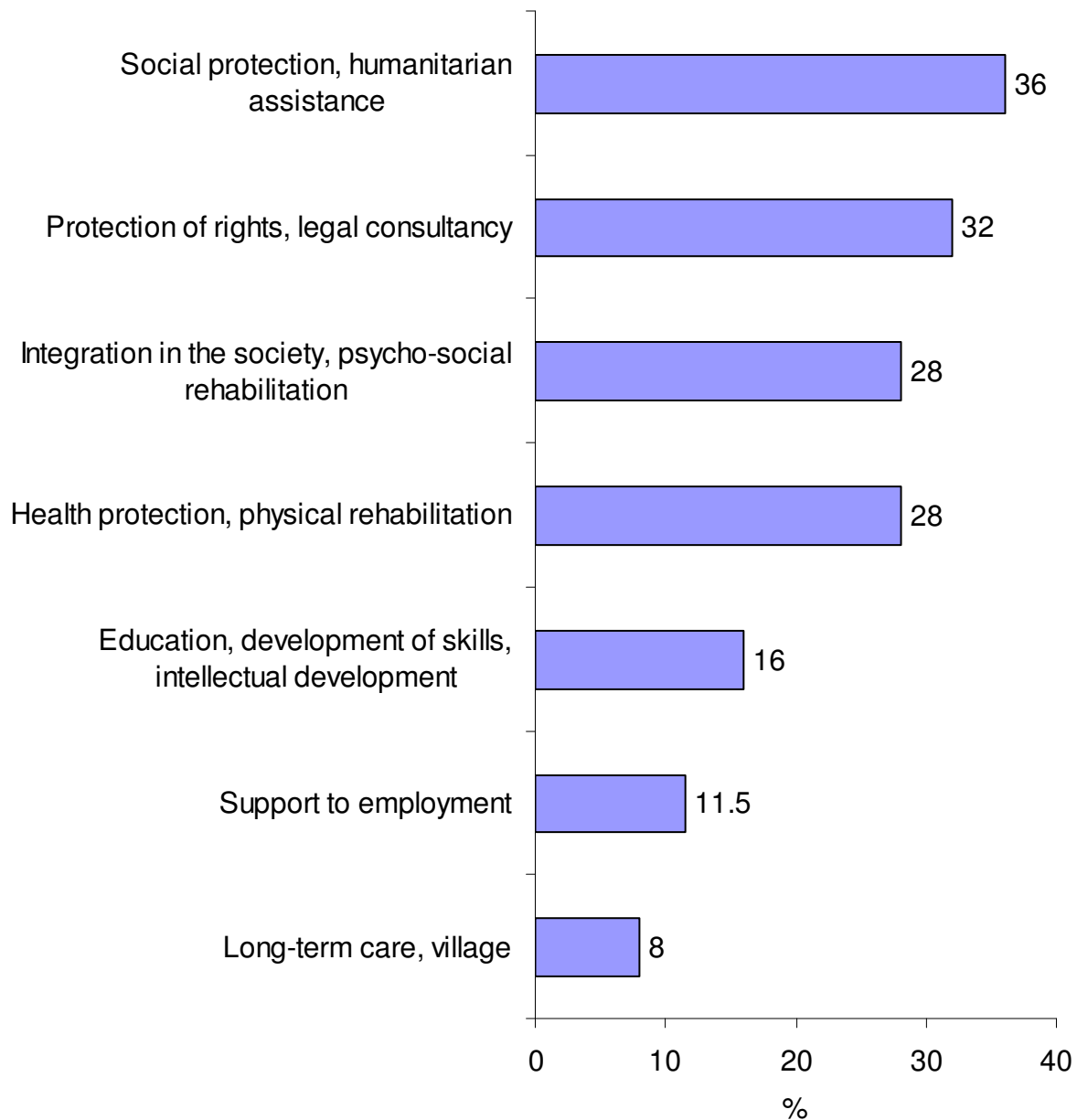
Organizations supporting the disabled and socially vulnerable persons offer beneficiaries various types of assistance. 7 types of assistance were identified in total. Diagrams #20 and #21 demonstrate a distribution of organizations working on the disabled and socially vulnerable persons by the forms of assistance.

**Diagram 21. Distribution of organizations caring after the disabled persons by the forms of support**



Activities of a big portion of organizations supporting the disabled persons are focused on the promotion of integration of beneficiaries in the society. More than a third of organizations work on the education and development of skills of beneficiaries. Organizations providing long-term care services are smallest in number. Two organizations (5%) are village-type organizations providing long-term care to its own beneficiaries.

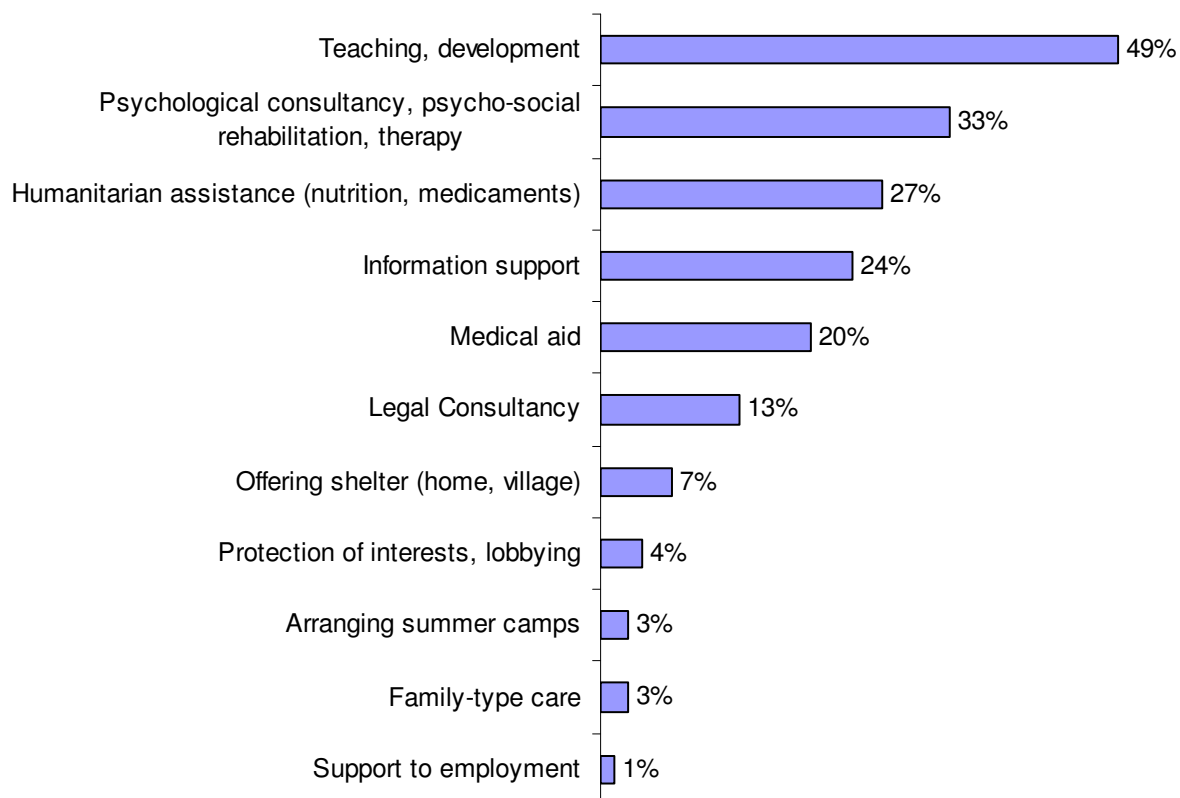
**Diagram 22. Distribution of organizations caring after the socially vulnerable persons by the forms of support**



Activities of a big portion of organizations working to support socially vulnerable persons are directed toward social protection and humanitarian assistance (36%). A big group of organizations works as well on the protection of rights (31%), integration in the society, and psycho-social rehabilitation (31%). Similarly in this group, organizations providing long-term care to beneficiaries are smallest in number (2 organizations).

One of the aims of the study was to identify the types of services of welfare organizations in general. Diagram #20 displays a list of services and distribution by the organizations. As the diagram demonstrates, most of organizations (49%) offer the beneficiaries trainings and development of skills. It is noteworthy that service-providers offering shelters to the beneficiaries are less represented (7%) among the welfare organizations.

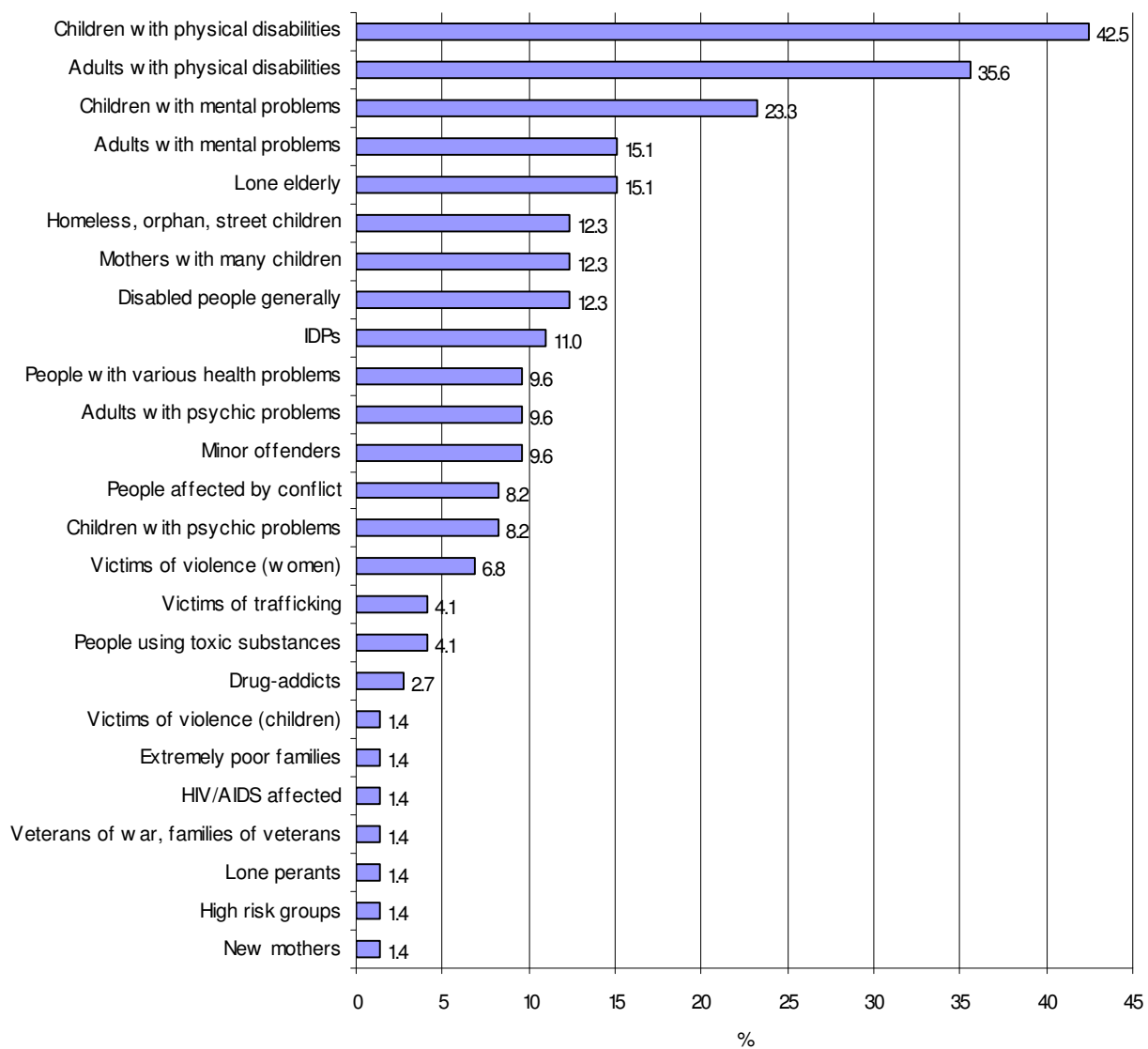
**Diagram 23. Types of services of welfare organizations**



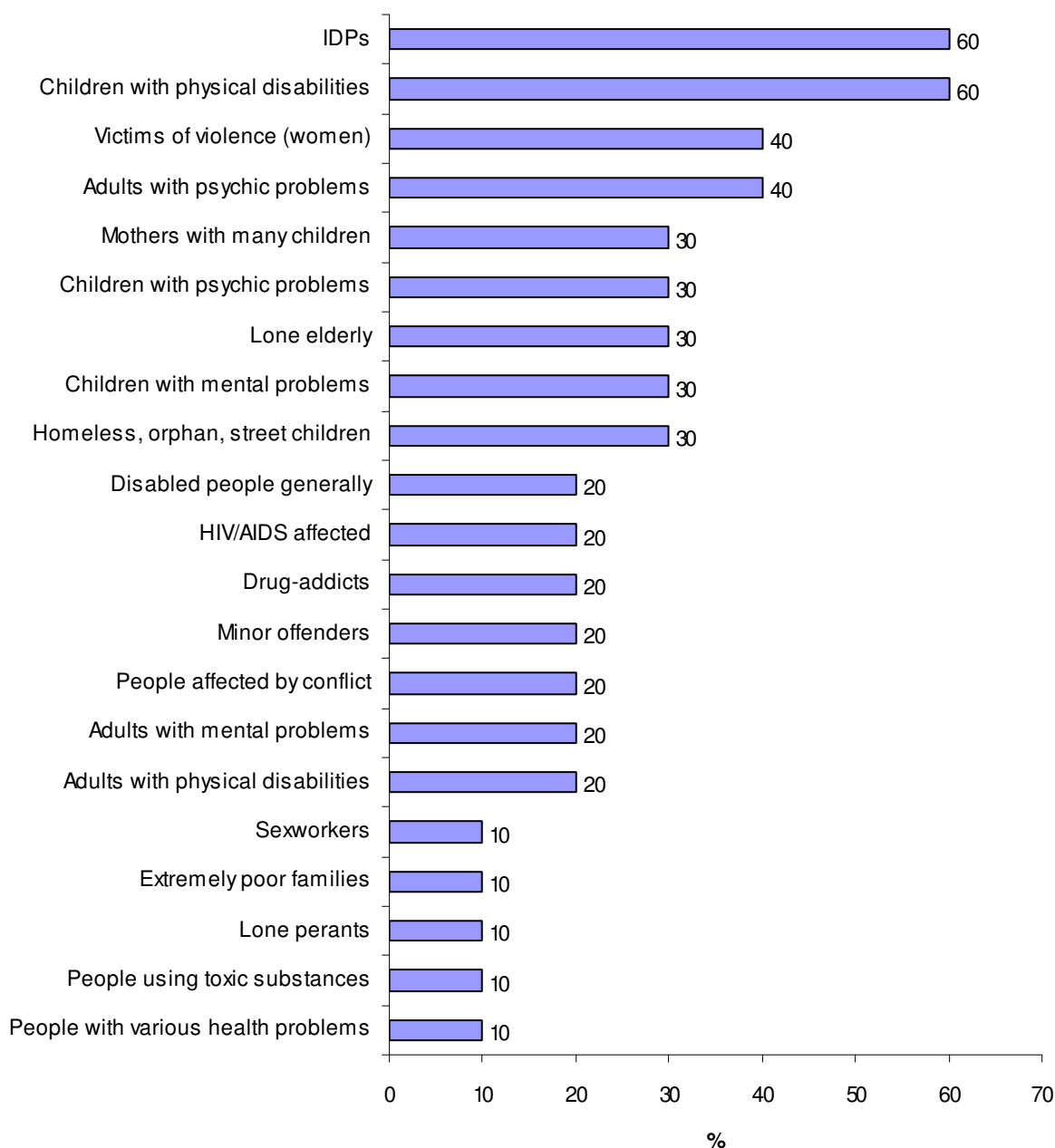
Target groups of welfare organizations are quite diverse. Organizations having only one target group are a rarity. Notably, dividing the target groups of organizations by the typology is mostly rather difficult. Namely, a group of beneficiaries may simultaneously represent several categories: for instance, the Gremi community represents a 24-hour institution. This community permanently hosts 65 beneficiaries, out of which there are: 11 disabled persons with physical impediments, 39 homeless children (including 2 with mental problems), 6 persons with mental problems, 3 lonesome elders, 3 children with psychological problems, 5 persons with psychological problems, one woman who is a victim of violence, and one minor offender.<sup>15</sup> This number in sum exceeds 65, i.e. each beneficiary does not belong to one group only. Diagrams #21 and #22 represent a spectrum of beneficiaries of service provider and mixed type organizations.

<sup>15</sup> Information provided by the interviewed organization.

**Diagram 24. Target groups of service providing organizations**



**Diagram 25. Target groups of mixed type organizations**



It is noteworthy that by the type of services a number of beneficiaries fluctuates between 2 and 210 a day. Similarly, a range of beneficiaries served by the organizations during a year is quite large – from 3 to 14,000 beneficiaries.<sup>16</sup>

During the calculation process a separate group of organizations was identified by the type of institutions, incorporating a day care center, caring institution, 24-hour services, in-house care, night shelter, temporary shelter.

As noted above, the study aimed at determining the adsorption coefficient of welfare organizations in the conditions of existing resources. This coefficient was calculated for the above-said group, the

<sup>16</sup> This is provided by organizations that together with other type of services work on provision of information, raising civil awareness on the disabled persons, etc.

value equaling 1.7, i.e. this type of organizations can serve 1.7 times more beneficiaries in the conditions of existing logistical, human, and methodological resources.<sup>17</sup>

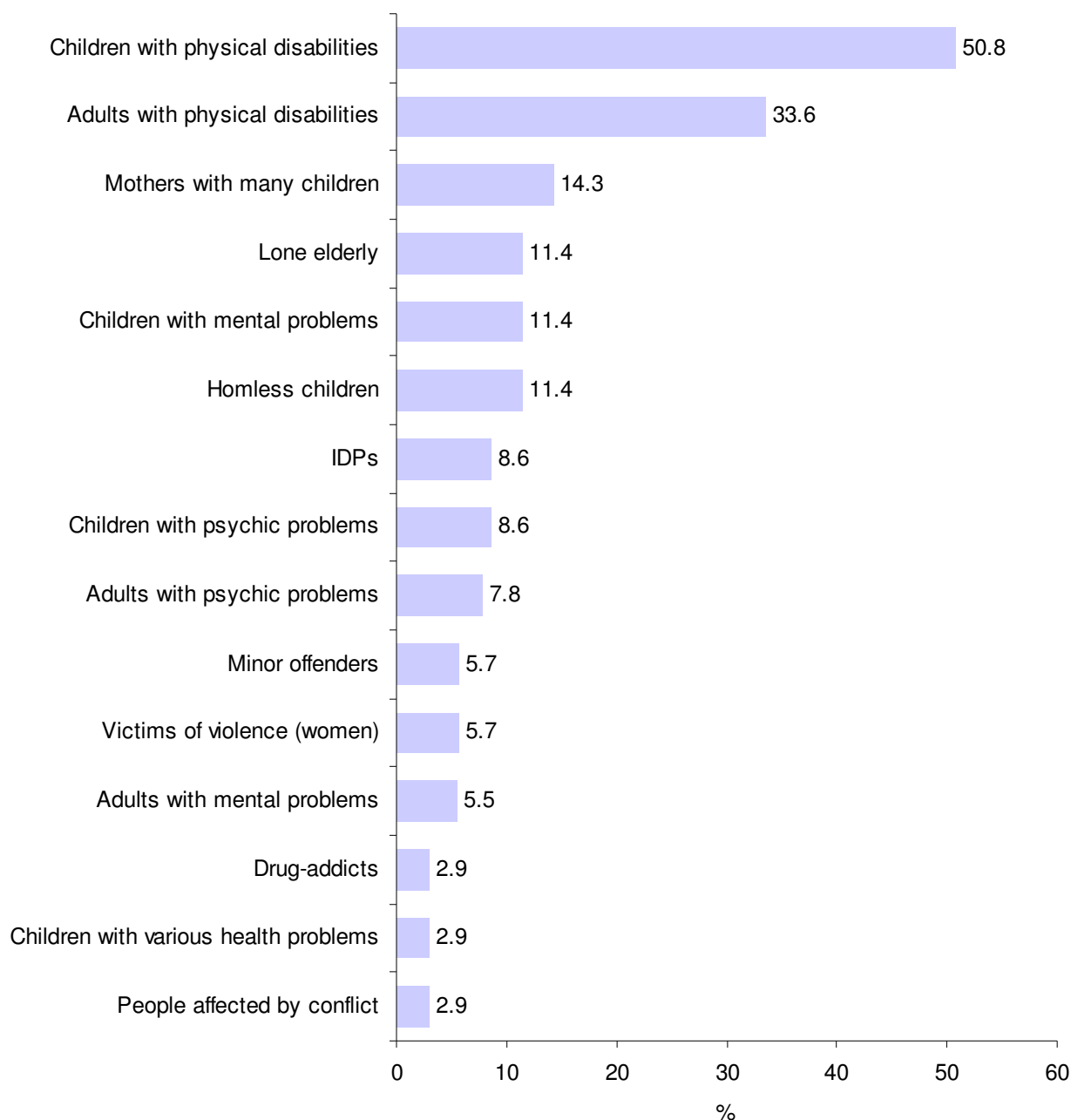
As the study demonstrated, 45.8% of interviewed organizations are not aware of a precise number of potential beneficiaries in their own activity area, city/region. The respondents believe this is due to an absence of an integrated information base. 54.2% of the interviewed organizations referred to a number of potential beneficiaries.

On the other hand, 42.5% of organizations state that a demand on services in their city/region exists. Diagram #26 illustrates a distribution of demand on organizations' services among the target groups.

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<sup>17</sup> Calculating this coefficient for the organizations that provide temporary services, consultations, pre and post school hour programs did not respond to the study objectives at this stage, since we were interested in determining the coefficient from the perspective of involvement in the deinstitutionalization process.

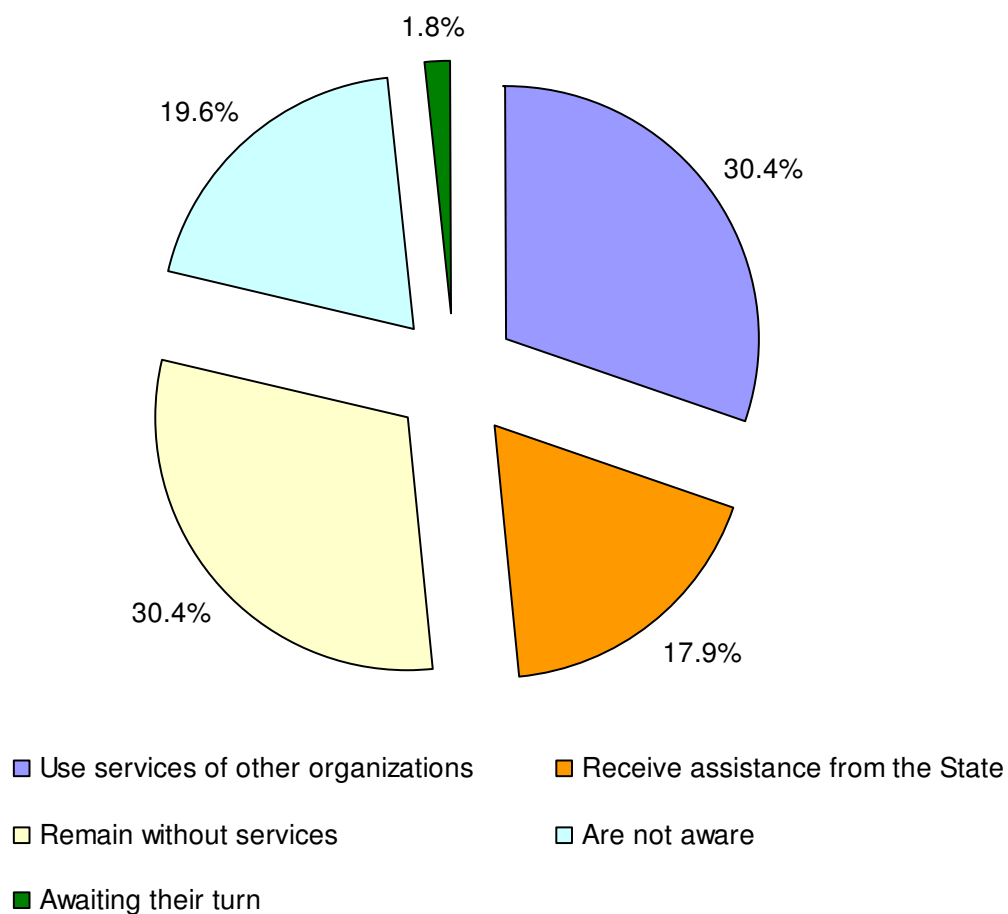
**Diagram 26. Demand on organizations' services among the target groups**



62% of organizations (49 organizations) have refused to serve potential beneficiaries, out of which 6 were the I level organizations, 15 – II level, 9 – III level, and 12 – IV level. Such a distribution by the levels is not proportionate to the division of organizations; however, statistically a difference among these groups is accidental, i.e. a level of organization's development is not linked to a refusal to serve potential beneficiaries due to a lack of resources.

A third of organizations that have refused to serve potential beneficiaries believe that these beneficiaries use the services of other similar organizations. Another third believe that they remain without any services, 17.9% believe that they receive assistance from the state, and 19.6% are not aware about what happens to the beneficiaries after the refusal. Only 1.8% of the interviewed have noted that beneficiaries are awaiting their turn. This concerns cases when an organization offers beneficiaries extremely specific services that cannot be replaced by the services of other organization, for example the Association of the Blind, the Union of the Deaf.

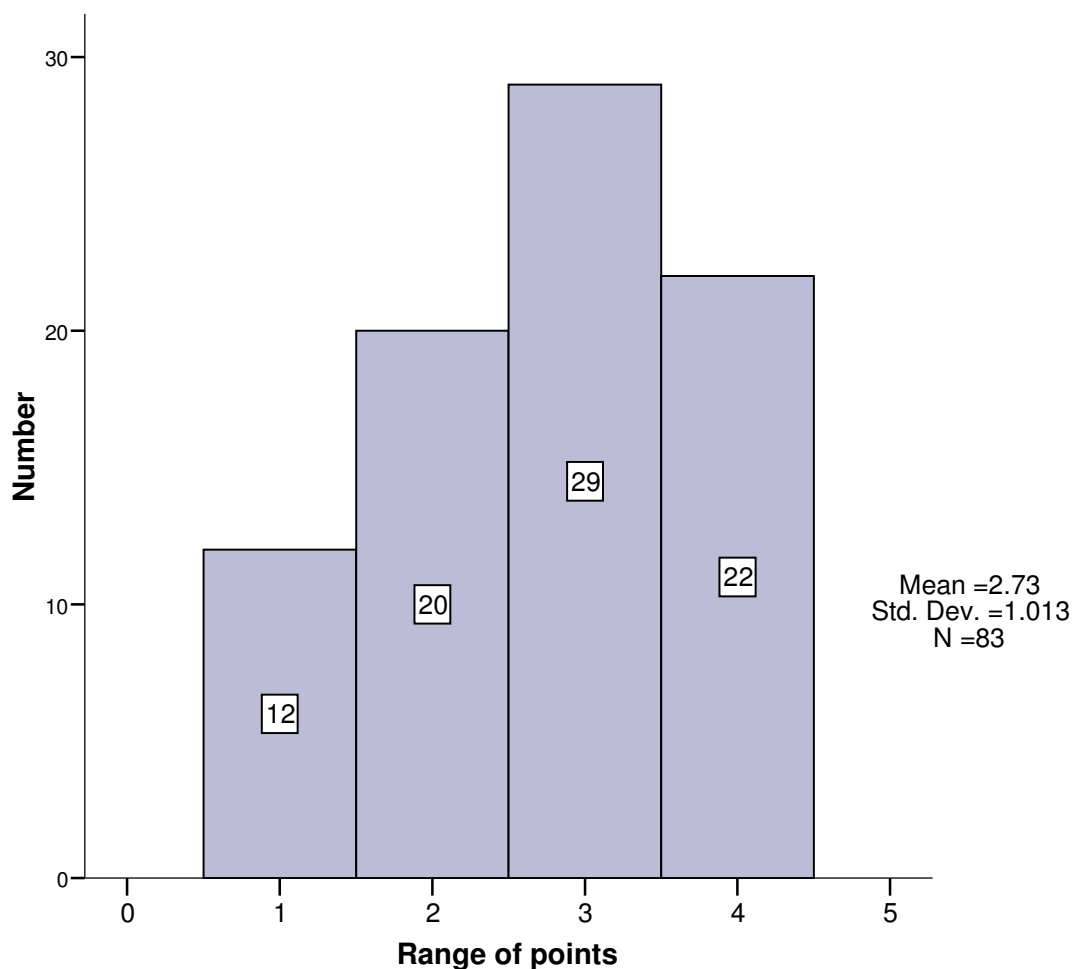
**Diagram 27. Actions of potential beneficiaries following a refusal by an organization to provide services**



### **6.1.2 Sub-criterion – Qualification of Specialists; Competence**

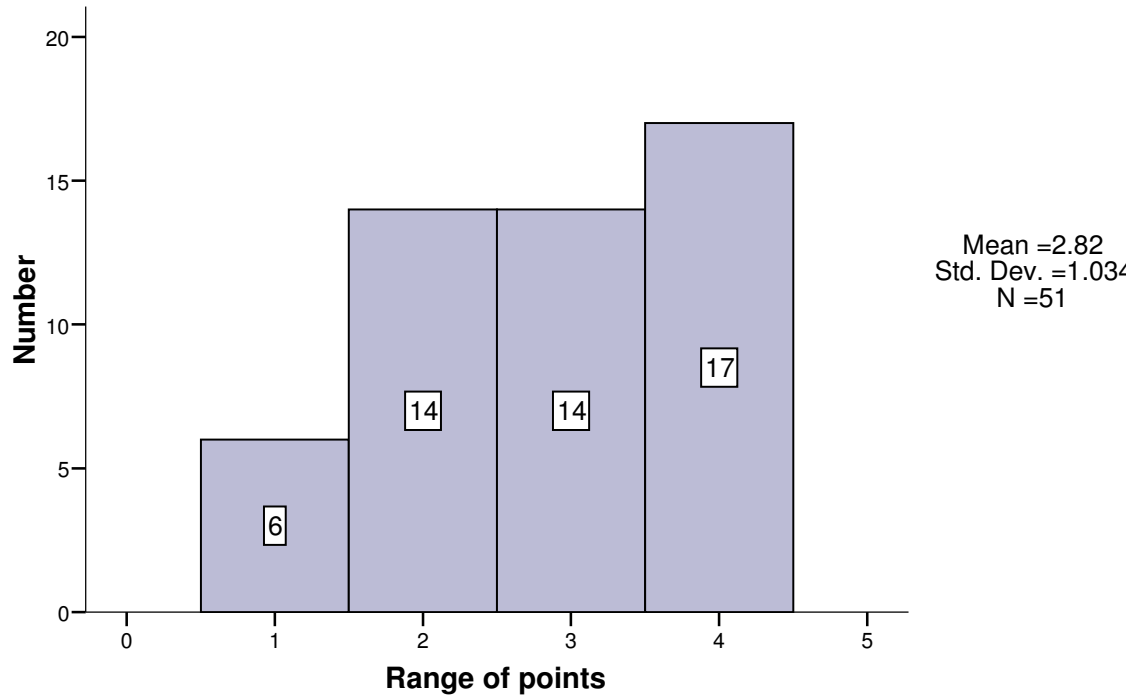
A sub-criterion was evaluated by trainings undertaken by an organization’s employees, existence of special qualification, methods used by an organization during the activity process, involvement of the experts in the sphere in organization’s activities. A development index of interviewed organizations under the sub-criterion is 2.73.

**Diagram 28. Distribution of organizations by the “Qualification of Specialists; Competence” sub-criterion**

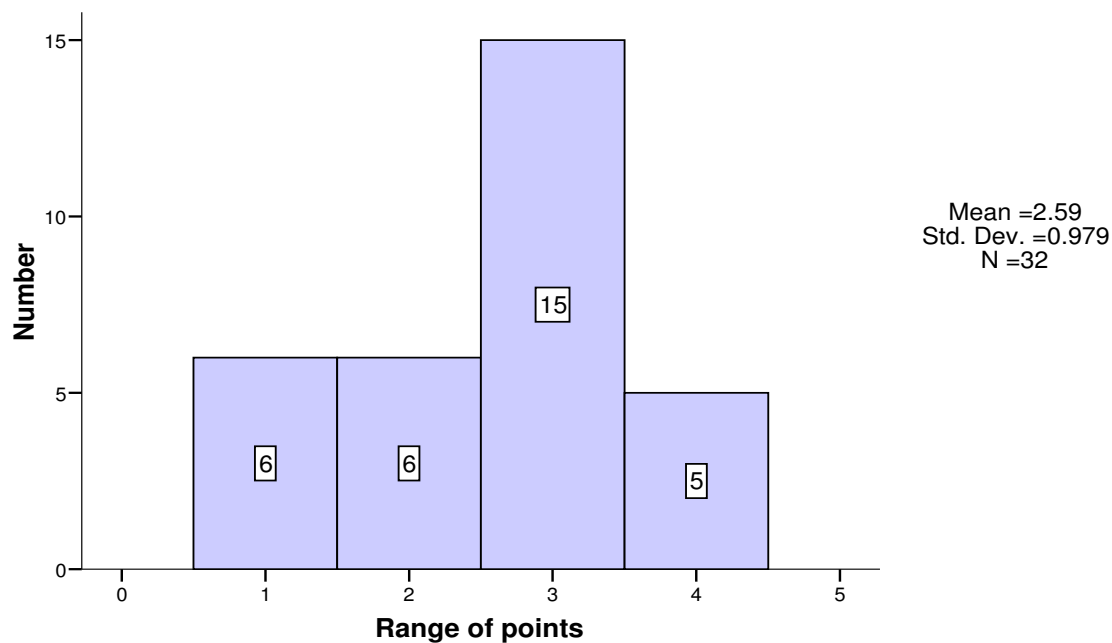


The comparison of Tbilisi-based and regional organizations under this sub-criterion has yielded that an average level of development of Tbilisi-based organizations is higher than one of the regions (Sig. (2-tailed) $<0.05$ ). This is due to a concentration of professional circles in the capital, and a better development of communication means. In addition, organizations have more opportunities to attend the trainings and raise qualifications. 12% of Tbilisi-based organizations (7 organizations) have invited international experts in the Supervisory Councils, while only one regional organization has such a member in the Supervisory Council.

**Diagram 29. Distribution of organizations by the “Qualification of Specialists; Competence” sub-criterion. Tbilisi-based organizations**



**Diagram 30. Distribution of organizations by the “Qualification of Specialists; Competence” sub-criterion. Regional organizations**

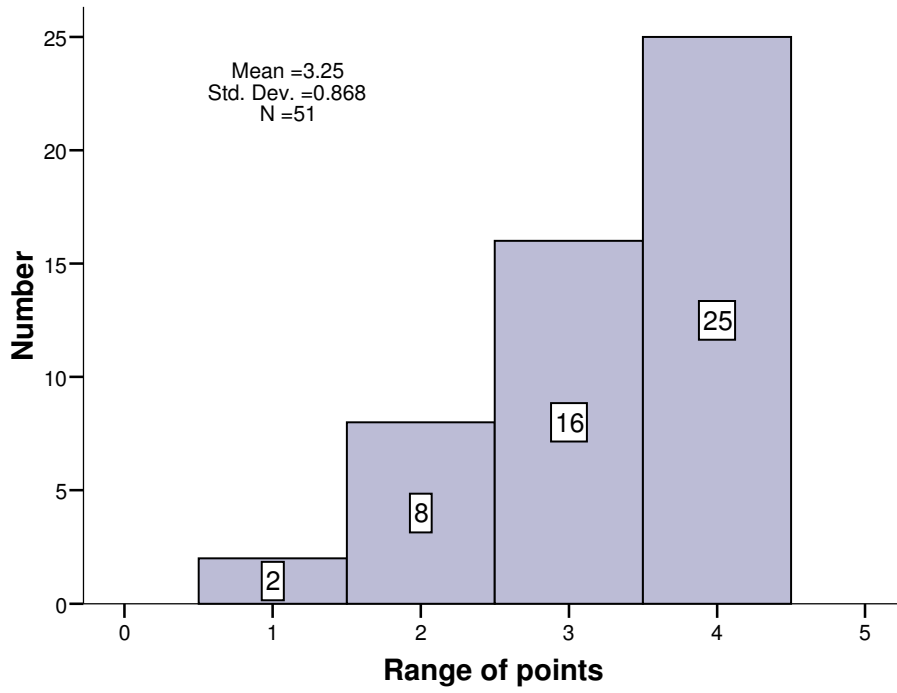


79% of Tbilisi-based organizations have a system of preparing full-time employees, and only 59.4% of regional organizations. 33.3% of Tbilisi-based organizations that have a system of preparing full-time employees send employees abroad on internships, and only 15% of the regional organizations. 45% of Tbilisi-based organizations and only 20% of regional organizations send employees to the paid courses. This difference on one hand is preconditioned by the contrast of financial resources of regional and capital-based organizations, and on the other hand by the accessibility of information on preparatory courses and trainings and the organization of a majority of paid trainings in the capital.

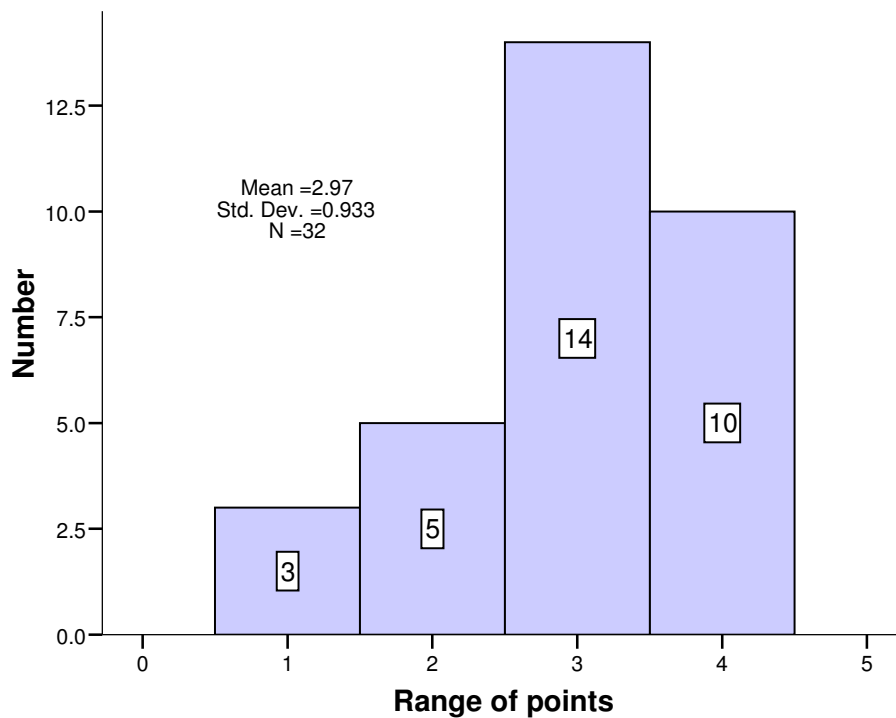
### **6.1.3 Sub-criterion – Involvement in Professional Circles**

Involvement of organizations in the local and international professional networks, application of international methods and creation of their own ones that are recognized by local professional circles determined the value of a sub-criterion. A development index of organizations under this sub-criterion is 3.14 (3.25 for Tbilisi-based organizations and 2.97 for regional organizations, Diagrams #31 and #32).

**Diagram 31. Distribution of Tbilisi-based organizations by the “Involvement in Professional Activities” sub-criterion**



**Diagram 32. Distribution of regional organizations by the “Involvement in Professional Activities” sub-criterion**



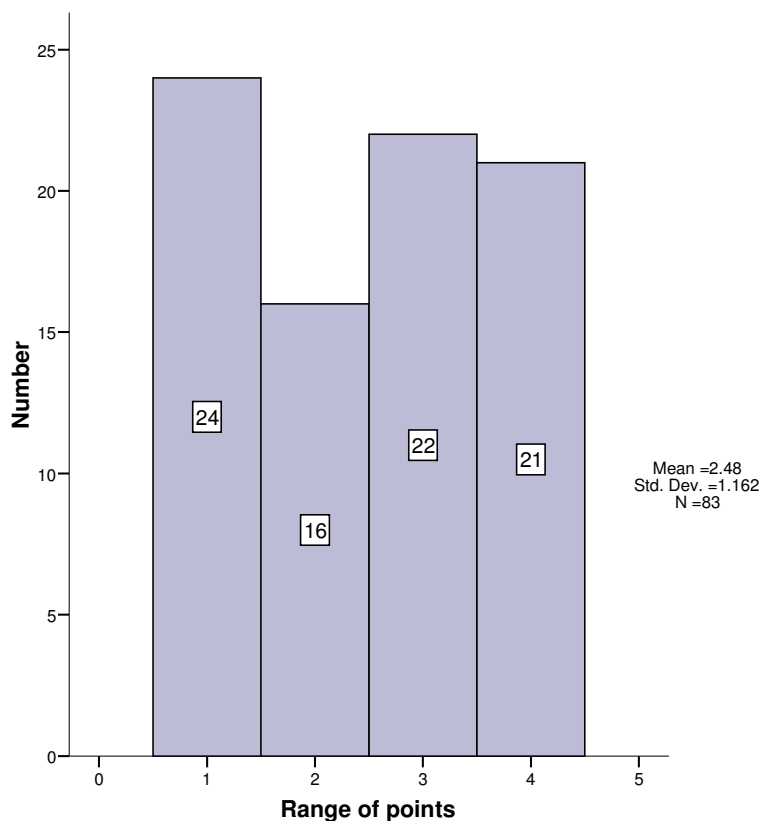
74.7% of interviewed organizations apply methods acknowledged by the international community. 21.3% apply their own tested methods, while 22.7% do not apply any specific methods at all. Physiotherapy methods, psycho diagnostics, psycho correction, SAMSA, gestalt therapy, NLP, and art therapy were named among the internationally acknowledged methods.

A majority of welfare organizations is actively involved in the professional society and has close relations with other organizations of the same type. 67.9% have implemented joint activities with other organizations, and 54.2% have experience in coalition work.

#### **6.1.4 Sub-criterion – Economic Efficiency**

A sub-criterion was evaluated by a correspondence of expenses borne for organizations’ activities with the achieved results, as well as how economically efficient were their activities in comparison with other similar organizations. A development index of organizations under this sub-criterion is 2.48 (Diagram #33).

**Diagram 33. Distribution of organizations by the “Economic Efficiency” sub-criterion**



Under this sub-criterion, regional and Tbilisi-based organizations slightly differ from each other (development index of Tbilisi-based organizations is 2.55, and 2.34 of regional organizations). Nevertheless, it should be noted that a difference under this sub-criterion has not been proved statistically.<sup>18</sup>

Economic efficiency of organizations was evaluated as through the application of self-assessment method (in-depth questions), as well as correspondence of incomes and expenditures with the carried out activities. In particular, a total sum of all incomes gained by an organization in last two years was calculated, subtracted by a salary fund, communal and capital expenditures of an organization in last two years, and other expenditures. Notably, 42 out of 83 welfare organizations refrained from naming the income/salary expenses. 41 organizations named both expenses and incomes.<sup>19</sup> Pursuant to the data of 41 organizations, organizations were divided on levels by the economic parameters. In accordance with the procedure given above, researchers had an opportunity to approximately calculate amounts for specific activities throughout the year remaining on the top of all expenses. Chart #4 provides average indicators of these amounts by the levels.

**Chart 4. Distribution of organizations by their expenditures and incomes**

#	<i>I level organizations</i>	<i>II level organizations</i>	<i>III level organizations</i>	<i>IV level organizations</i>
	68880.47	65514.36	30295	13190

<sup>18</sup> Sig. (2-tailed>0.05)

<sup>19</sup> Such responses had an impact on the evaluation of organizations under the “Transparency and Openness” sub-criterion, which on its part impacts the value of “Integration in Civil Society” criterion.

## Chapter 7. Criterion 2 – Activity Management

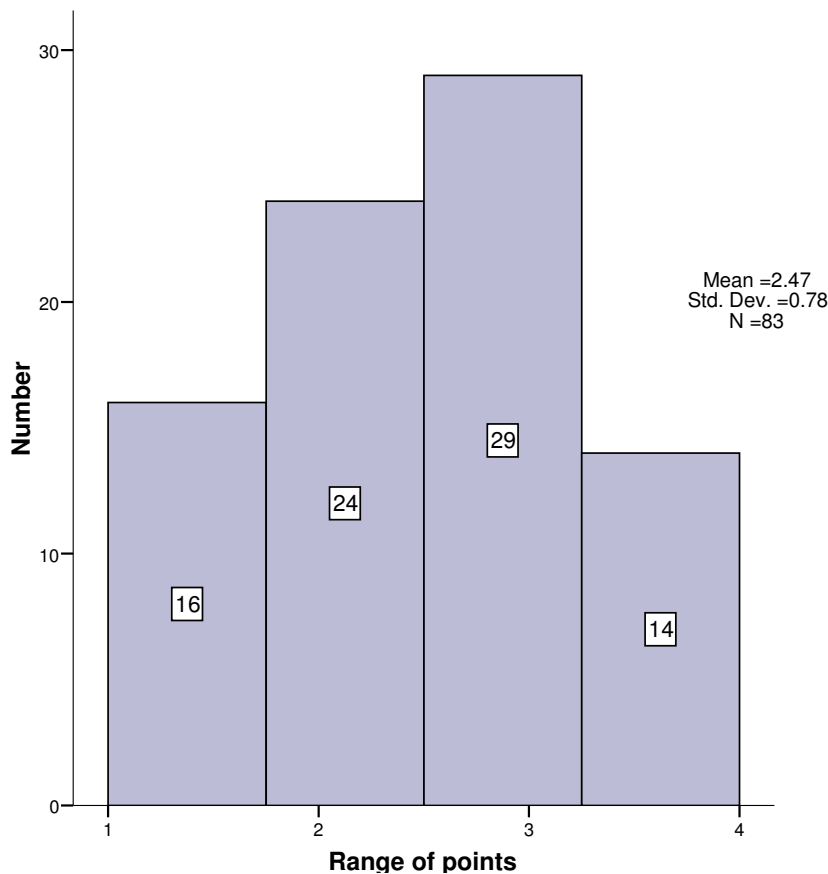
Index (arithmetic mean) – 2.47

The following sub-criteria defined the “Activity Management” criterion:

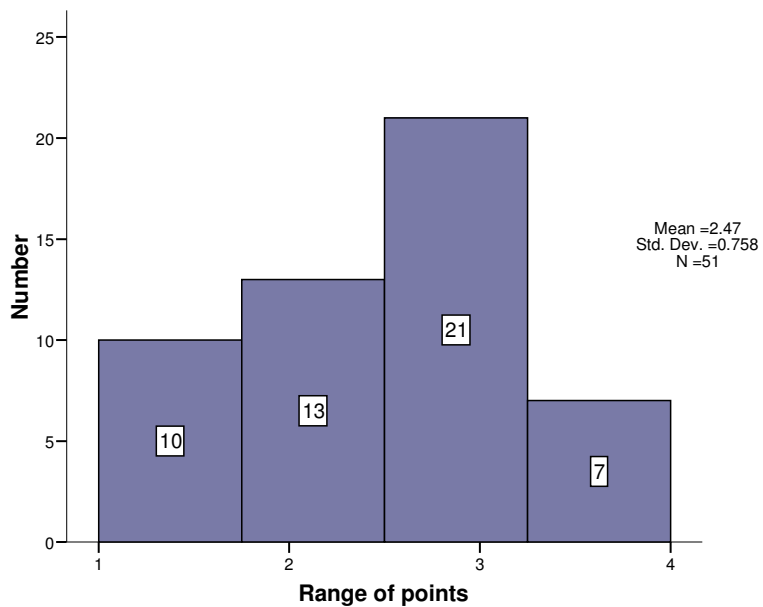
- 2.1 Mission, strategy, tasks;
- 2.2 Identification, evaluation, planning of needs;
- 2.3 Functions of the Board (separation, efficiency); enhancement of structural units;
- 2.4 Written norms;
- 2.5 Style of relations within a team;
- 2.6 Traditions.

Under these sub-criteria, each organization was evaluated on a 4-point scale and an average point was calculated.

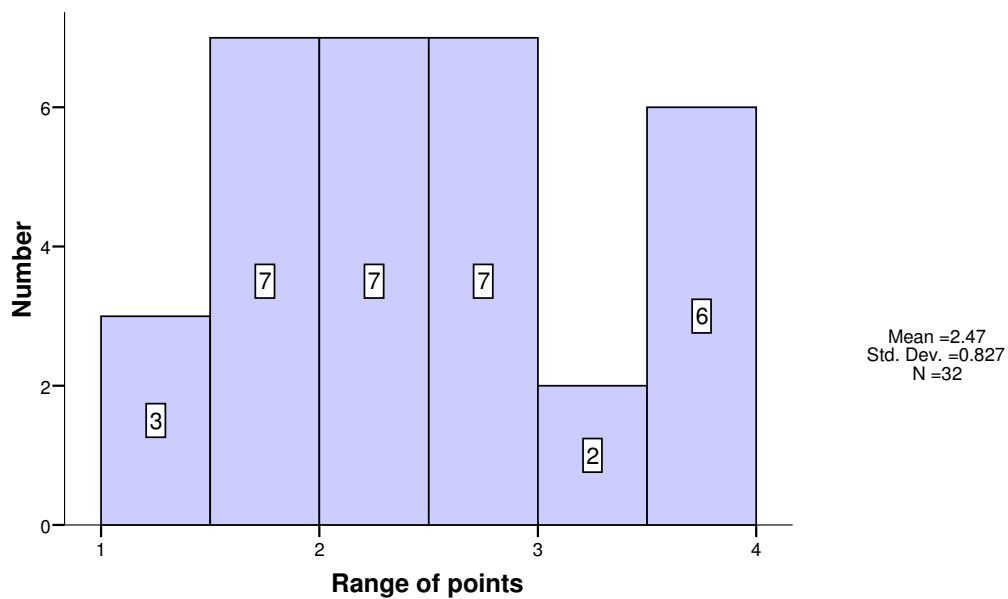
**Diagram 34. Distribution of organizations by the “Activity Management” criterion**



**Diagram 35. Distribution of Tbilisi-based organizations by the “Activity Management” criterion**



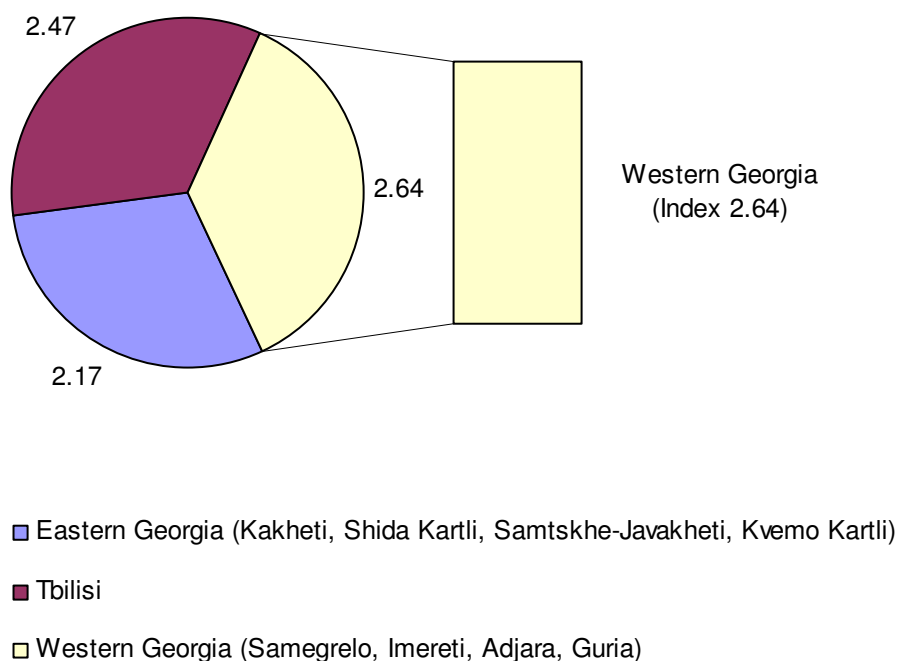
**Diagram 36. Distribution of regional organizations by the “Activity Management” criterion**



A majority of Tbilisi-based organizations was evaluated between 2-3 points, and the regional organizations – between 1 and 3. However, it should be noted that the development indices of regional and capital-based organizations under this criterion do not differ from each other.

The lowest evaluation under the “Activity Management” criterion was granted to the Eastern Georgian organizations; their development index under this criterion is 2.17.

**Diagram 37. Regional distribution of organizations by the “Activity Management” criterion index**

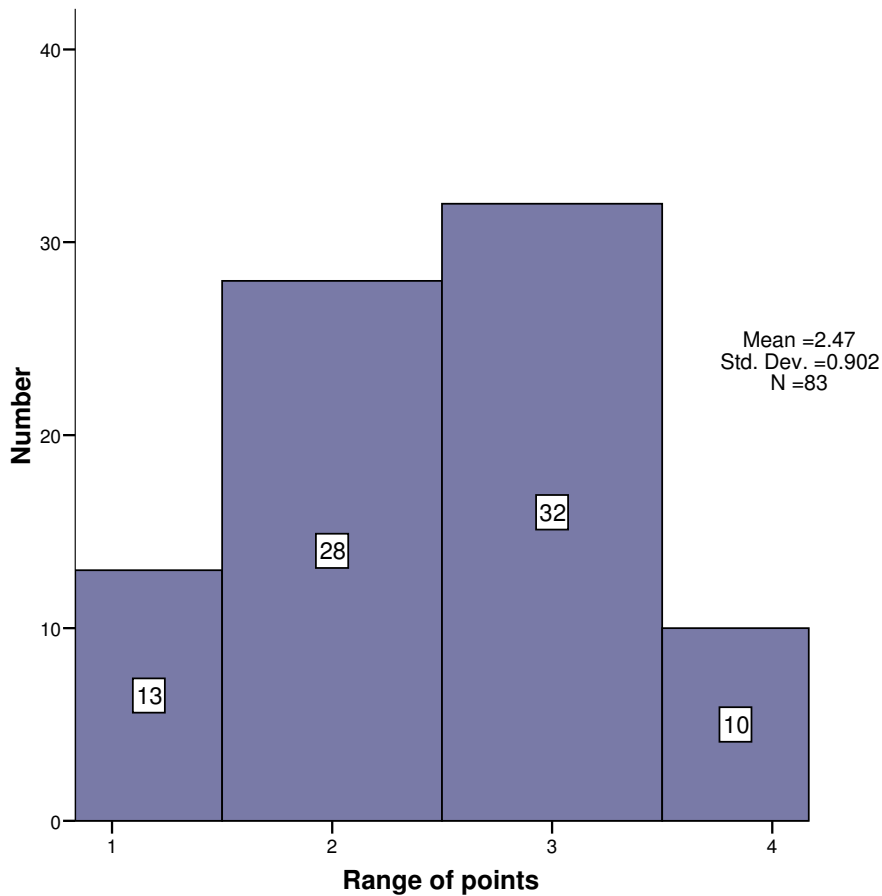


### **7.1.1 Sub-criterion – Mission, Strategy, Tasks**

Sub-criterion was evaluated by the following parameters: how well-formulated an organization’s mission is, the comprehension of the mission by the employees, have the organizations elaborated a strategy or not and how do the employees understand the tasks that are defined under the strategy, and how do the employees view the implementation of these tasks as a condition for implementing the overall strategy.

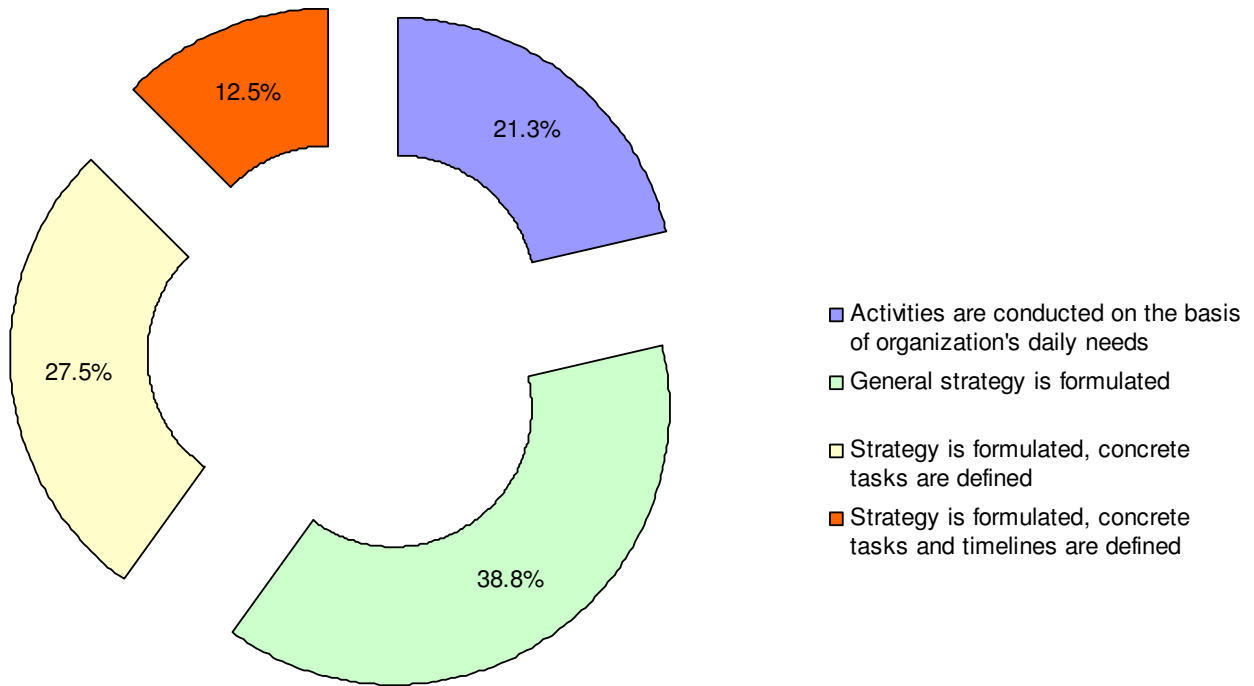
A development index of organizations under the sub-criterion is 2.47 (arithmetic mean).

**Diagram 38. Distribution of organizations by the “Mission, Strategy, Tasks” sub-criterion**



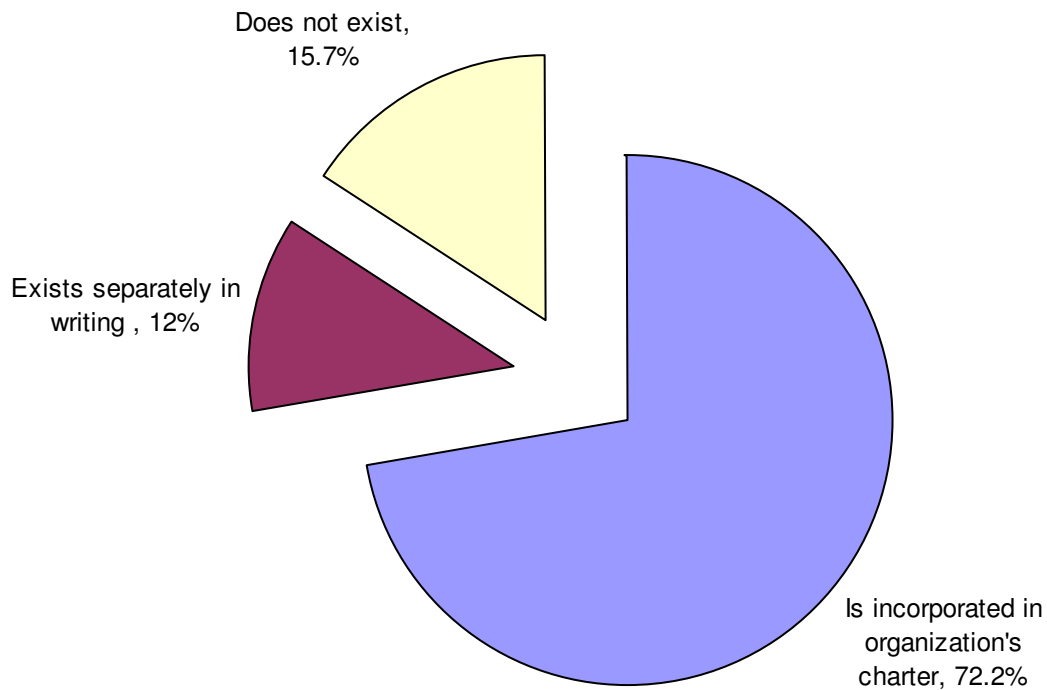
A majority of organizations, 72.2% have integrated their mission statement in the organization’s charter, in particular together with the organization’s objectives and tasks. This is a list of core activities that an organization was created for carrying out. Employees of such organizations are generally aware of organization’s objectives and are not aware of an organization’s core mission. Diagram #39 demonstrates a distribution of organizations by a formulated mission statement.

**Diagram 39. Organizations with a formulated mission statement**



Notably, a majority of organizations with a formulated mission statement has also formulated a strategy of activities that defines specific tasks and respective deadlines for fulfilling them (Diagram #40).

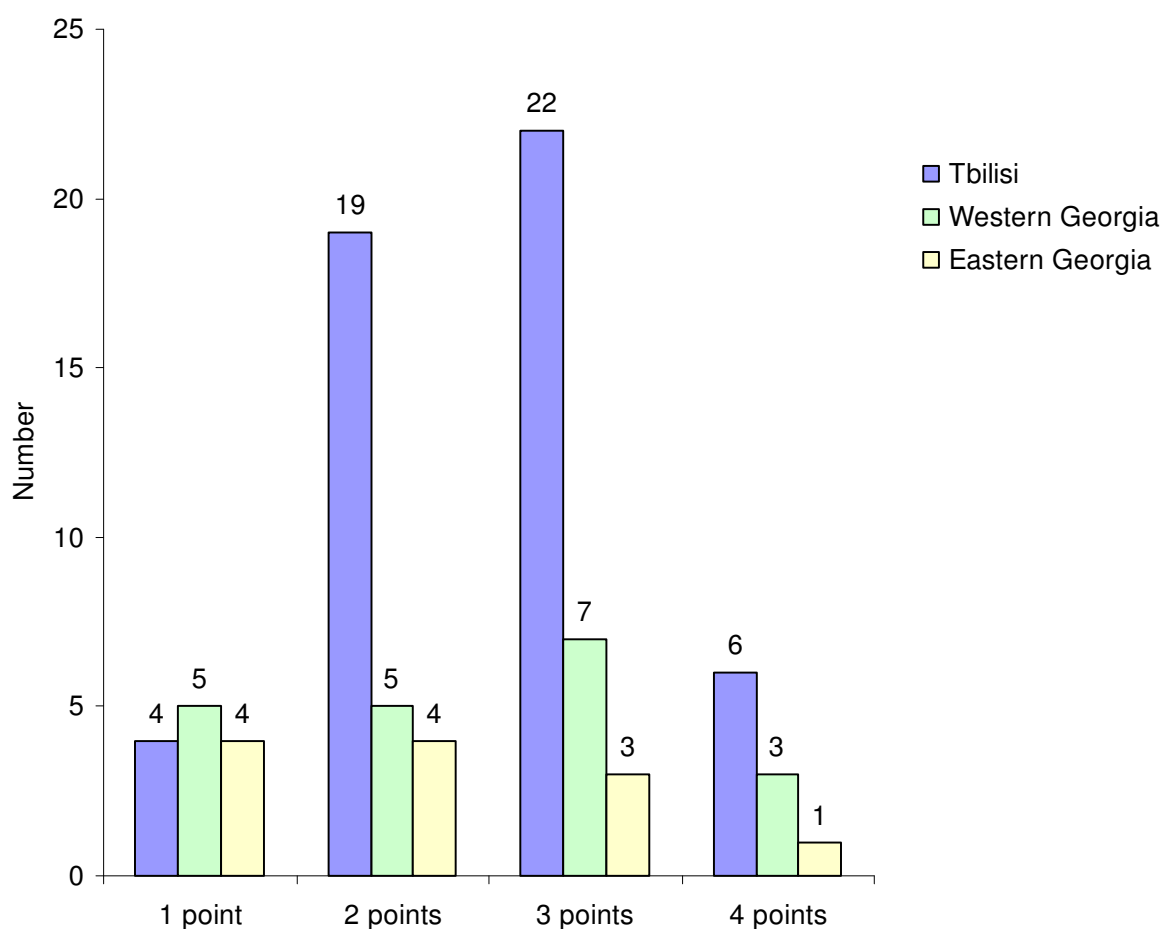
**Diagram 40. Organizations with an activity implementation strategy**



When comparing the capital-based and regional organizations it turned out that the development index of Tbilisi-based organizations under this sub-criterion is 2.56, and of regional organizations – 2.28. A low indicator of Eastern Georgian organizations (almost a third of regional organizations – 30% – does not have a strategy for implementing the activities) is a prerequisite of a low point of regional organizations, whereas only 9.8% of Tbilisi-based organizations do not have a strategy.

Diagram #41 displays a distribution of organizations by the “Mission, Strategy, Tasks” sub-criterion in regions.

**Diagram 41. Distribution of organizations by the “Mission, Strategy, Tasks” sub-criterion in regions**



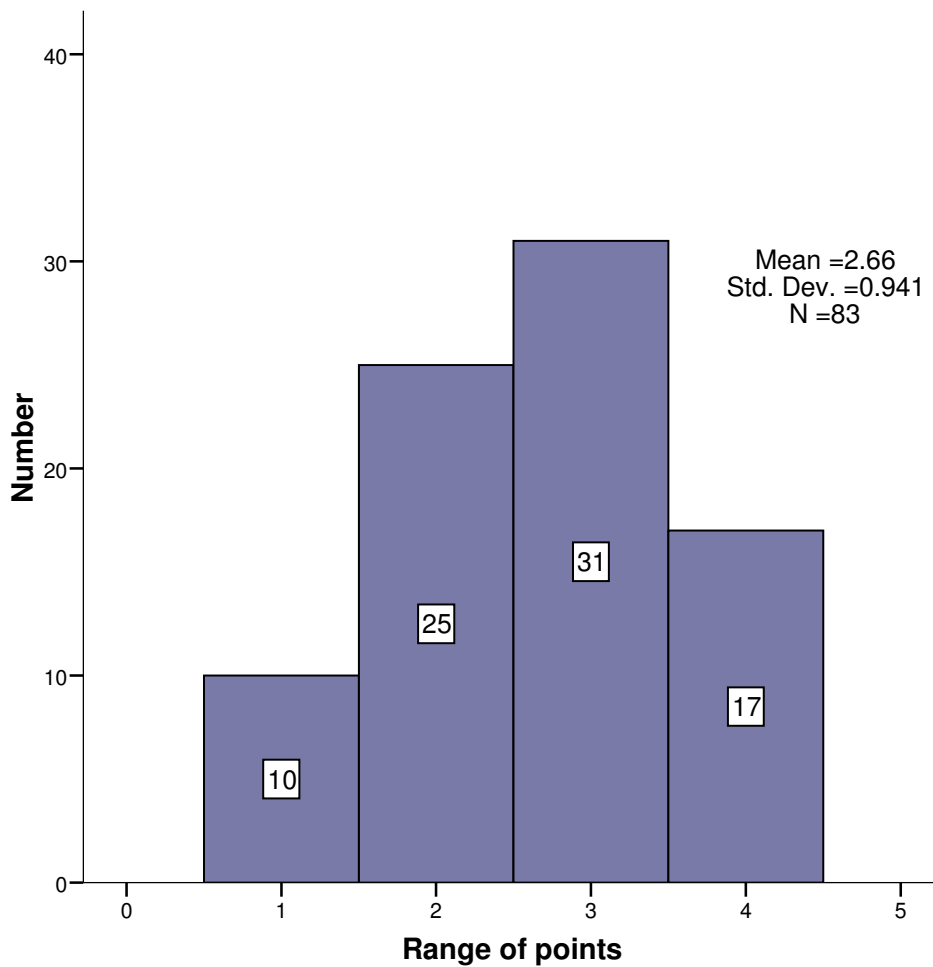
### **7.1.2 Sub-criterion – Identification, Evaluation, Planning of Needs**

The sub-criterion was evaluated by the degree of interrelation among the need identification, planning, and activity evaluation stages in the work carried out by an organization.

The sub-criterion determines who is involved in the planning, evaluation, and need identification stages, what is a span of planned activities and who plans this, and how are the needs of the beneficiaries identified.

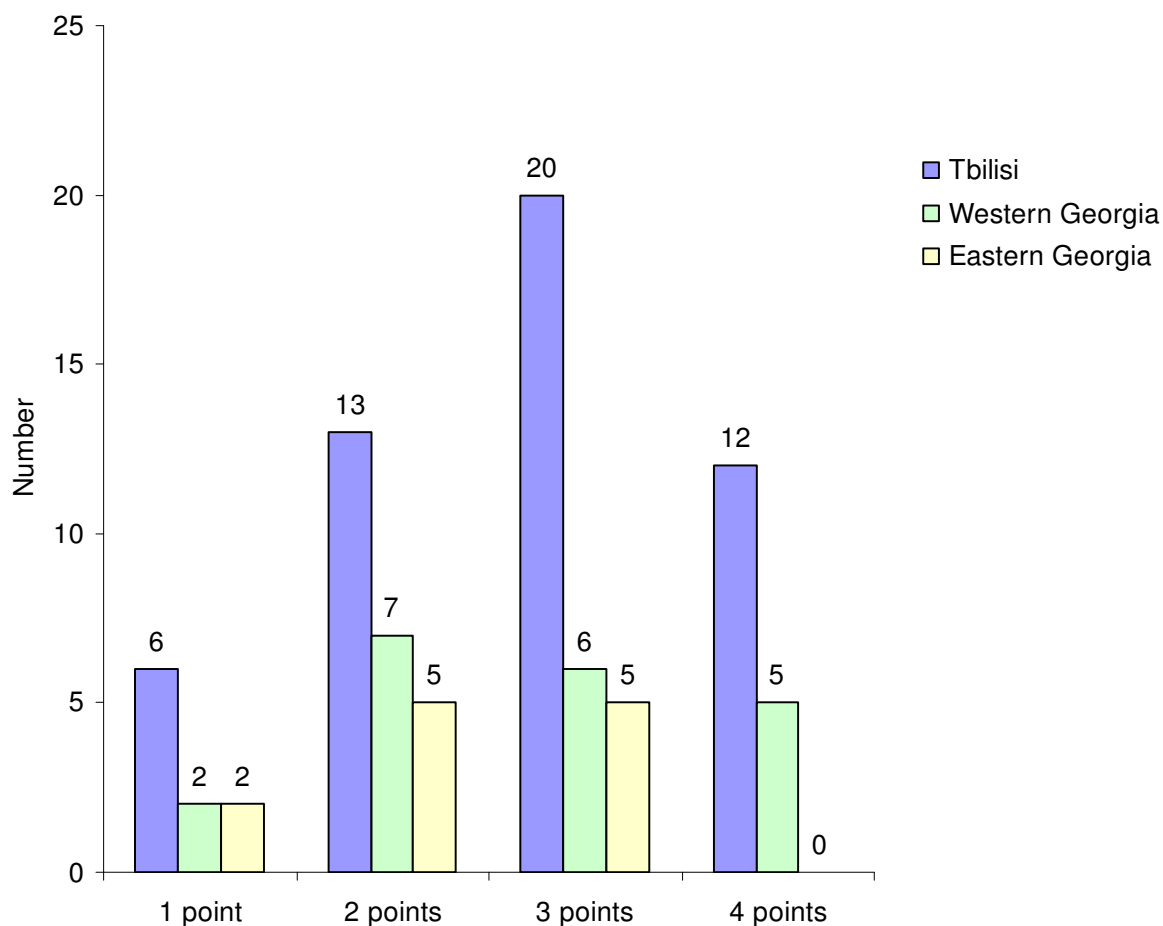
A development index of welfare organizations under this sub-criterion is 2.66.

**Diagram 42. Distribution of organizations by the “Identification, Evaluation, Planning of Needs” sub-criterion**



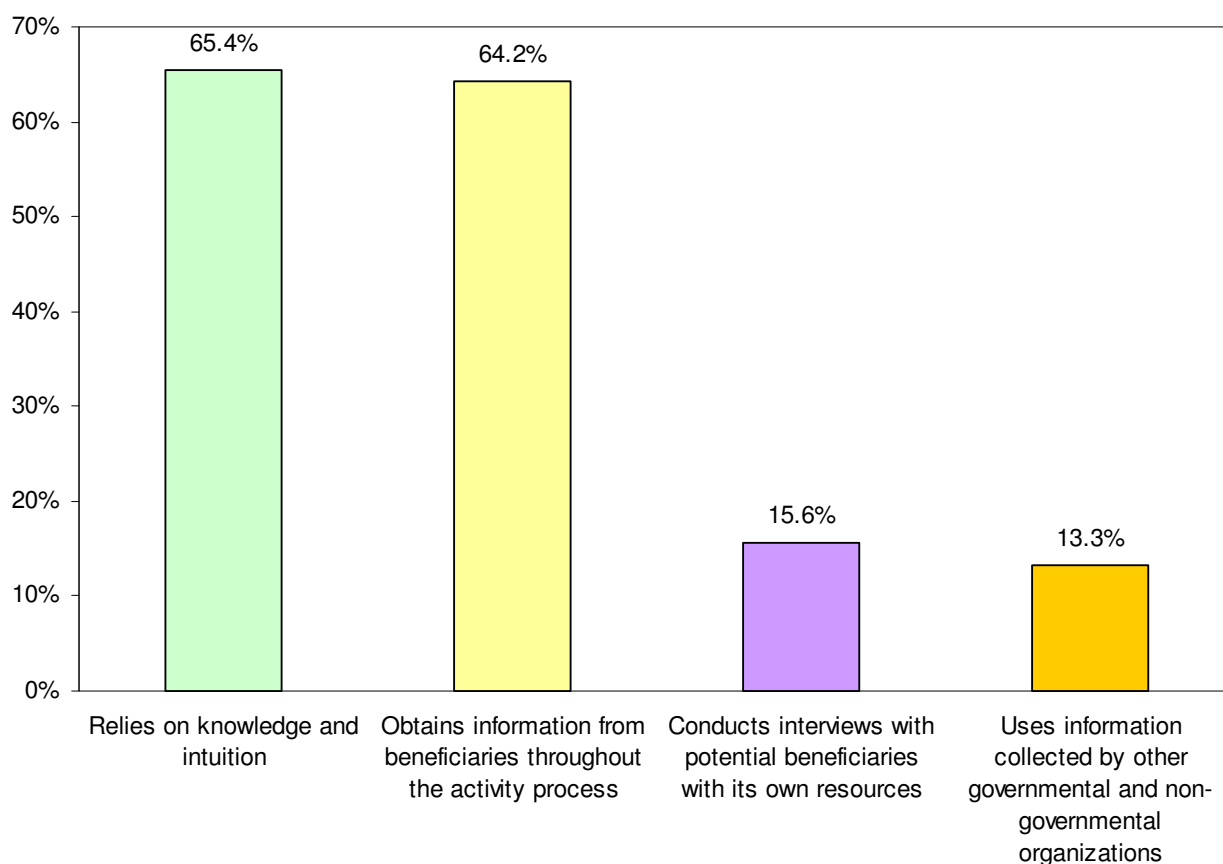
Evaluations of the Tbilisi-based and regional organizations differ under this sub-criterion as well. Specifically, the development index of Tbilisi-based organizations under this sub-criterion is 2.75, and of regional organizations – 2.53. Development indices of Western Georgian and Tbilisi-based organizations under this sub-criterion are almost identical, 2.75 and 2.70 respectively. A relatively low evaluation was attributed to the Eastern Georgian organizations – 2.25 (Diagram #43). None of them have generated a highest value “4”.

**Diagram 43. Distribution of organizations by the “Identification, Evaluation, Planning of Needs” sub-criterion**



A majority of organizations (65.4%) applies its own knowledge and intuition in order to identify the beneficiaries’ interests (Diagram #41). In addition, a majority of organizations uses the information received from beneficiaries throughout the activity process about the attitude of beneficiaries towards this or that activity of an organization. A small portion of organizations (13.3%) uses information collected by other governmental or non-governmental organizations on the interests and needs of specific groups of beneficiaries. Yet, it should be noted that a majority of organizations believes this type of information either does not exist or is not accessible. A small portion of organizations (15.6%) conducts independent interviews to identify the needs of beneficiaries. It is noteworthy that organizations of all development levels use their own knowledge and intuition to identify the needs of beneficiaries, while mainly the I and partially the II level organizations use the interviews of beneficiaries and processing of secondary information.

**Diagram 44. Percentage distribution of organizations by the methods of identifying beneficiaries' needs**



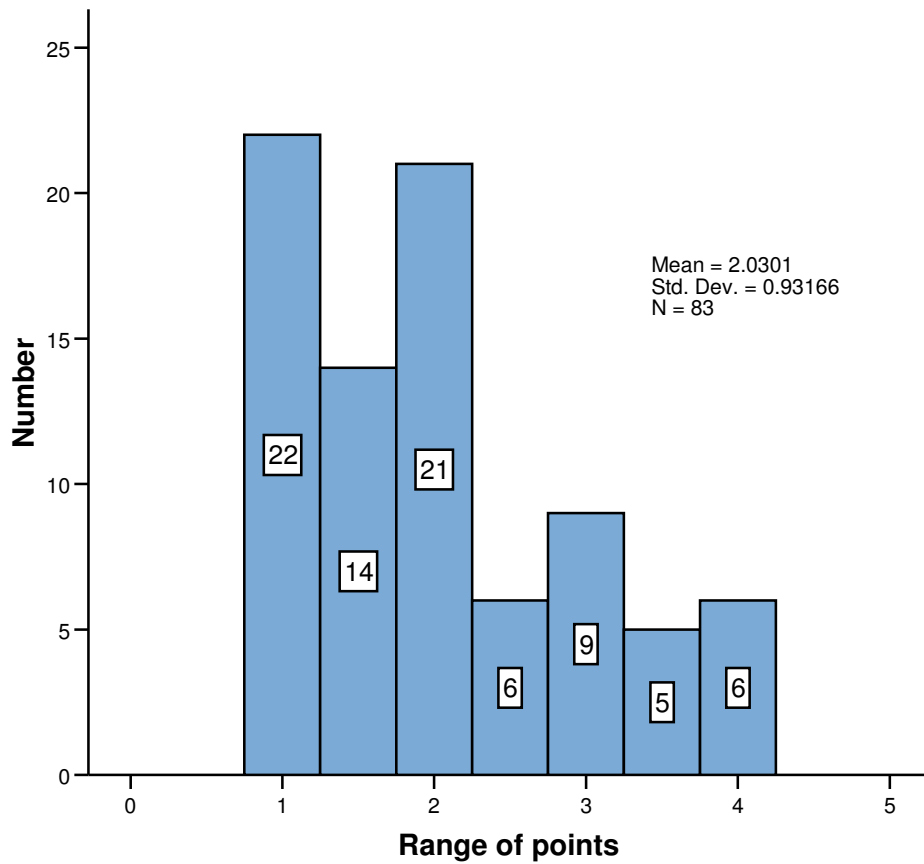
A fifth of organizations (19.8%) plan only everyday activities, one third (33.2%) – only separate periods, for instance writing the grant proposal. Approximately one third (29.6%) plan a long-term period in line with the head's opinion, i.e. s/he defines the priorities and allocates various activities to be fulfilled by the organization over a long period of time. Only 17.3% of organizations develop the short-term and long-term activity plans pursuant to the identified needs.

Various criteria are applied toward the interviewed organizations for the evaluation of their activities. Relatively high-developed organizations apply several criteria of evaluation. For instance, I level organizations evaluate the activities by the conformity of effectiveness criteria developed during the planning process with the implemented activities. Further, often the donors conduct program evaluations and the organizations themselves study the degree of beneficiaries' satisfaction with the rendered services.

### **7.1.3 Sub-criterion – Functions of the Board (separation, efficiency, structural enhancement)**

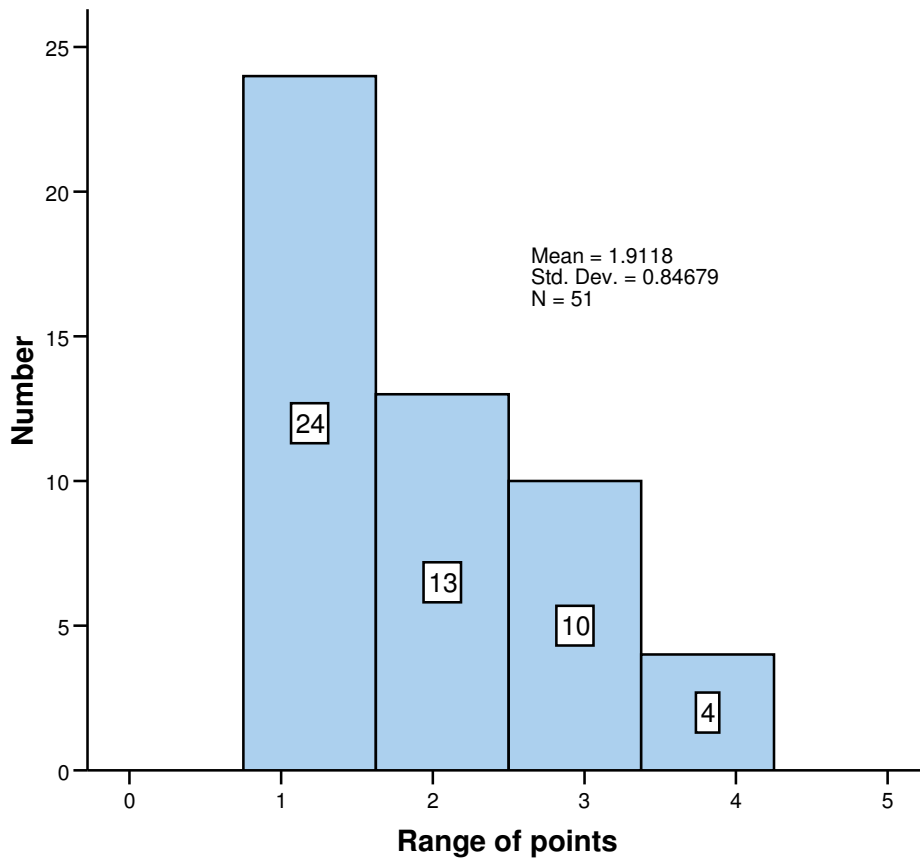
The sub-criterion was evaluated by the following components: a degree of separation and efficiency of the Board, organization's structure, management units and their functions. Under this sub-criterion, a development index of organizations equals 2.03. A majority of organizations under this sub-criterion was granted a low evaluation. As Diagram #45 demonstrates, only 11 out of welfare organizations received a high – from 3,5 to 4 – evaluation. The sub-criterion was evaluated by the two parameters: capacity and structural development of a governing unit. Therefore, a value of sub-criterion was defined by an arithmetic mean of these two parameters.

**Diagram 45. Distribution of organizations by the “Functions of the Board and Efficiency and Structural Enhancement” sub-criterion**

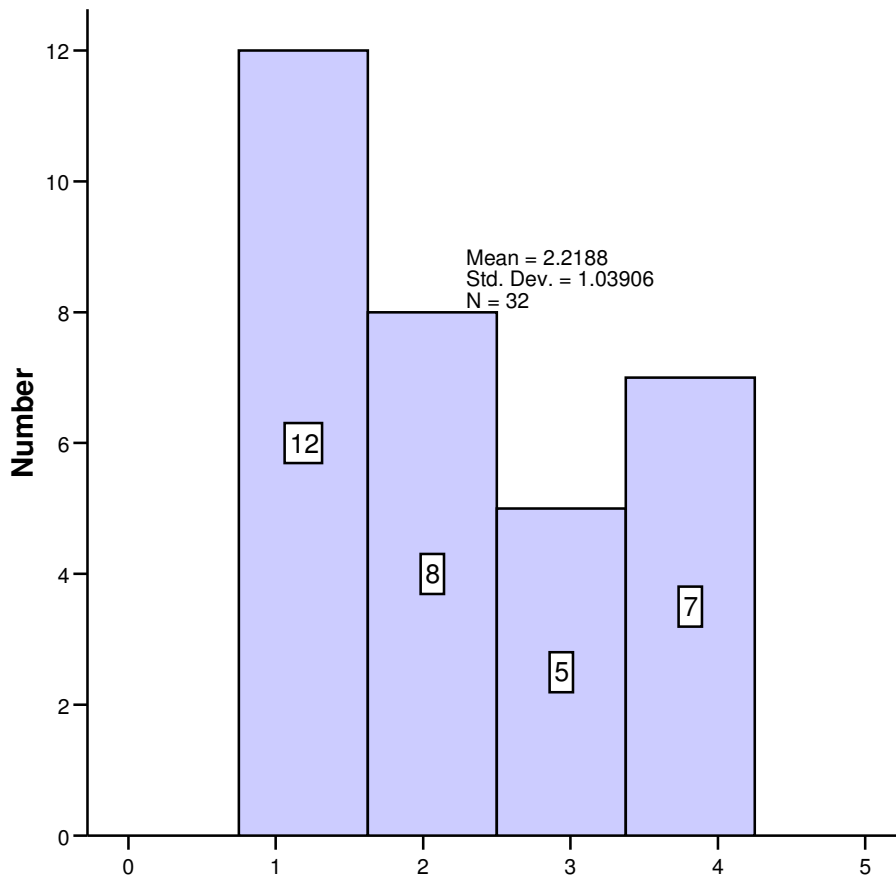


Notably, a development index of Tbilisi-based organizations under this sub-criterion is insignificantly lower than that of the regional organizations. In particular, a development index of Tbilisi-based organizations under this sub-criterion is 1.9, while of regional organizations – 2.21. This is due to many institutionally low-developed organizations among the Tbilisi-based organizations (Diagrams #46 and #47).

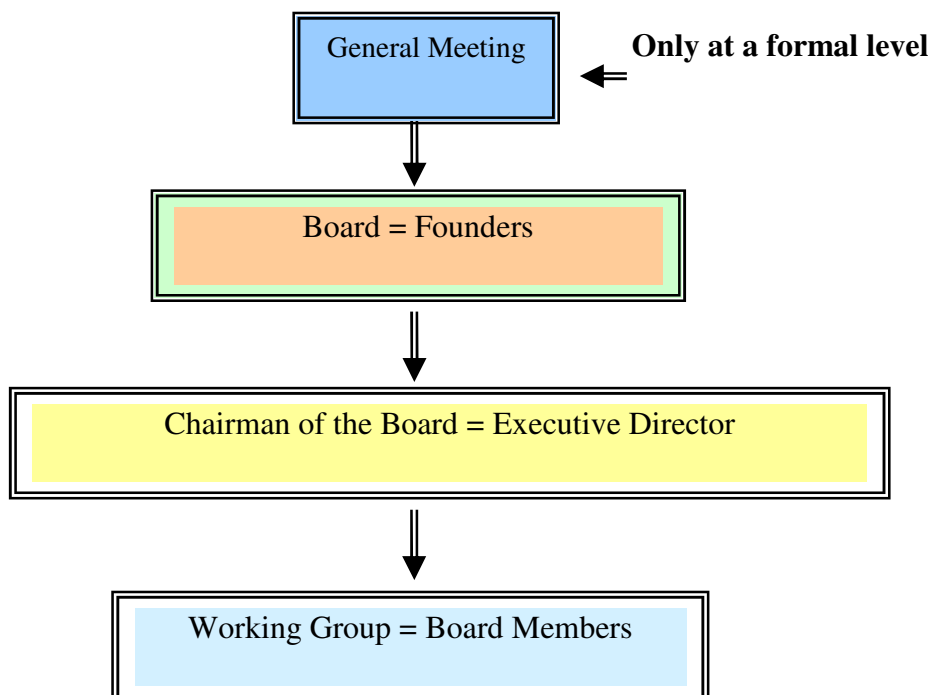
**Diagram 46. Distribution of Tbilisi-based organizations by the “Functions of the Board and Efficiency and Structural Enhancement” sub-criterion**



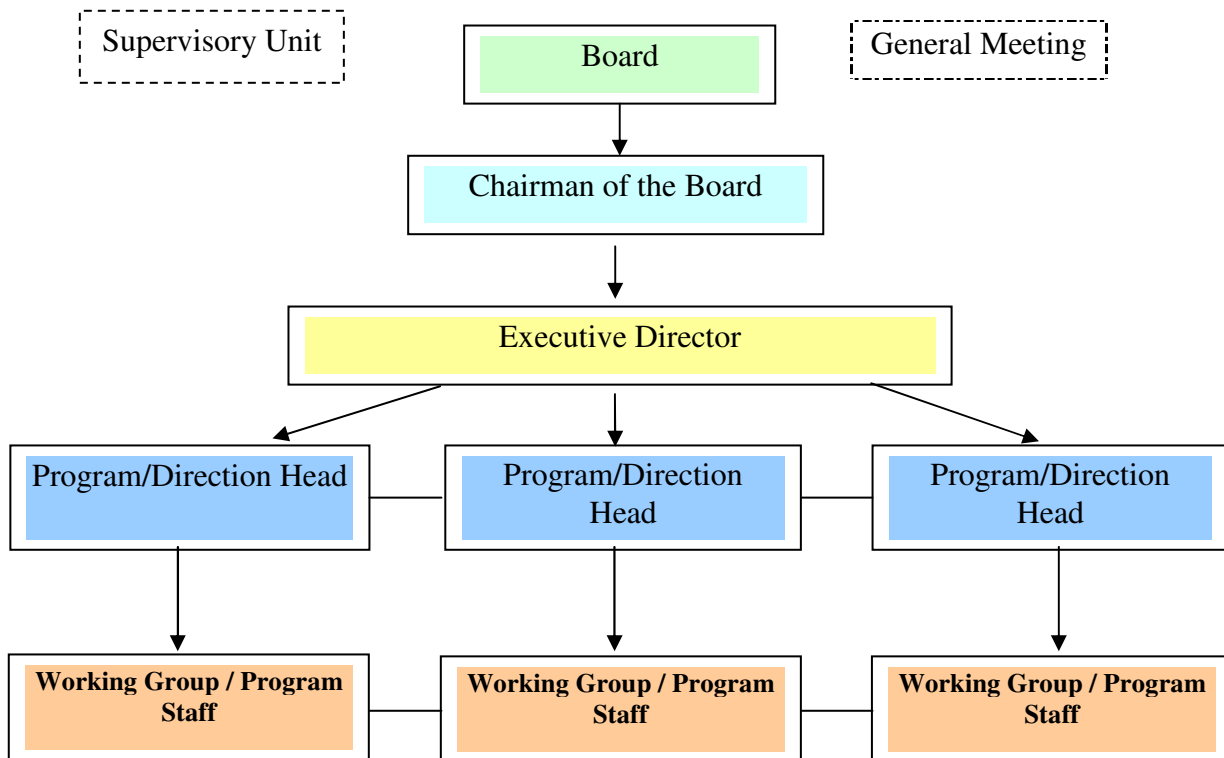
**Diagram 47. Distribution of regional organizations by the “Functions of the Board and Efficiency and Structural Enhancement” sub-criterion**



As the study illustrated, a majority of organizations under this sub-criterion is at a low development level. In these organizations, Chairman of the Board and the Executive Director is the same person, members of the Board at the same time are an organization’s employees and are involved in organization’s day-to-day activities. These organizations plan/adopt both short-term and long-term activities/decisions. Their organizational structure is simple and horizontal. Scheme #1 depicts an approximate model of a structure of welfare organizations.



It is noteworthy that a formal nature of a General Meeting is broadly characteristic to welfare organizations, just like to the majority of civil society organizations. Nevertheless, there are exceptions where convening a General Meeting carries real significance. Such organizations are mainly membership-based organizations (5), 50-100% of whose incomes are attributed to membership fees.



Approximately one fifth of I and II level organizations (7 – 19,5%) have a supervisory unit, advisory council, supervisory council, revision council, a main function of which is consulting and financial control. Besides these functions, a supervisory unit incorporates a fund-raising function as well, especially when foreign experts are the members of such supervisory units. In these types of organizations, if a supervisory unit exists, beneficiaries or their parents also are the members of this unit in addition to the local/foreign experts in the sphere.

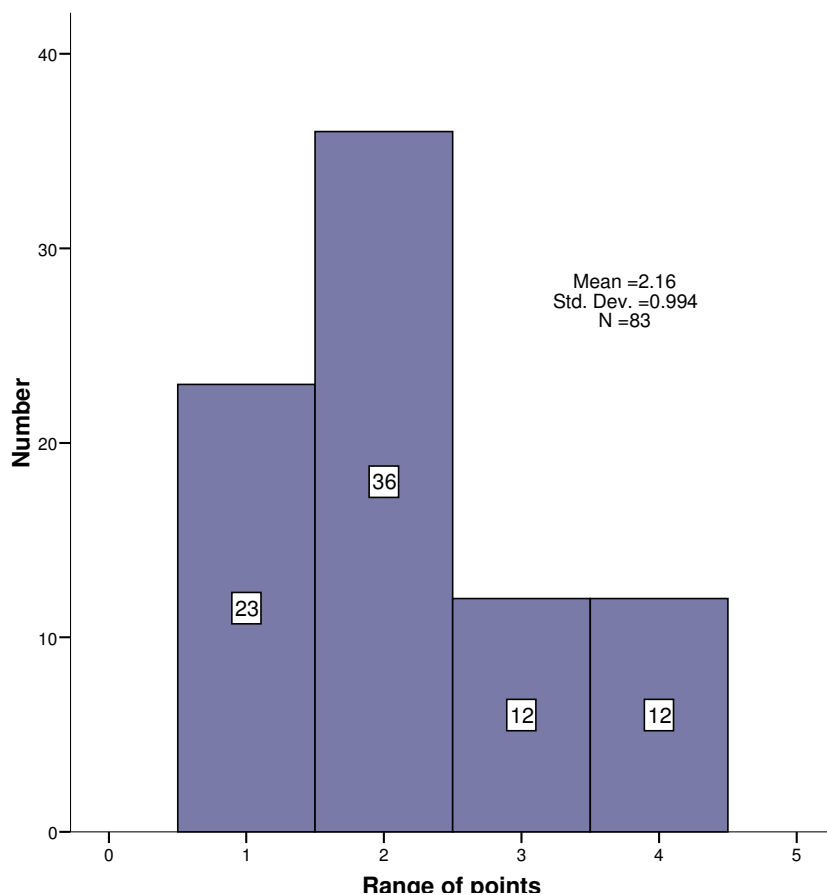
Interestingly enough, organizations' structural integrity does not depend on an organization's age. Correlation of a sub-criterion with an age of organization was not proved.

Notably, a development index of organizations having a permanent donor (long-term funding source) under this sub-criterion is higher (2.25) compared to that of organizations not having a permanent donor (1.9). This is due to a fact that relations with long-term donors on one hand guarantee financial stability that on its part fosters organizational development – organization can maintain a core of employees, gain experience, and develop organizationally – and on the other hand long-term cooperation implies not only financial and programmatic accountability before the donor foreseen under a specific project, but donor organizations themselves try to promote institutional development of an organization, share their experience, organize trainings and workshops in this direction, etc.

### 7.1.4 Sub-criterion – Written Norms

Sub-criterion was evaluated by a way of producing documents in the organizations, types of produced documents, written regulation of activities and rights and duties of each staff member. Development index under this sub-criterion is 2.16.

**Diagram 48. Distribution of organizations by the “Written Norms” sub-criterion**



Under the sub-criterion, approximately third (29%) of organizations received high evaluation – 3-4 points. Regional and Tbilisi-based organizations under this sub-criterion do not differ from each other, and therefore diagrams showing their distribution by the points are not included in this sub-chapter.

A number of organizations that have all necessary documents (except a book of orders, internal regulations, programmatic and financial audit) is equally represented from a percentage point of view both in Tbilisi and regions (82%). A book of orders is found in 45.7% of organizations (39 organizations). Also, 45.7% of organizations have the program evaluation reports. Financial audit reports are found in 73.2% of organizations (60 organizations).

Chart #5 displays a distribution of organizations by the way of producing the documents.

**Chart 5**

<b>Producing of documents</b>	<b>%</b>
Documents regulating organization’s activities do not exist.	<b>10</b>
Documents regulating organization’s activities are elaborated upon the donors’ request or in conflict situations and practically are never used.	<b>48.8</b>

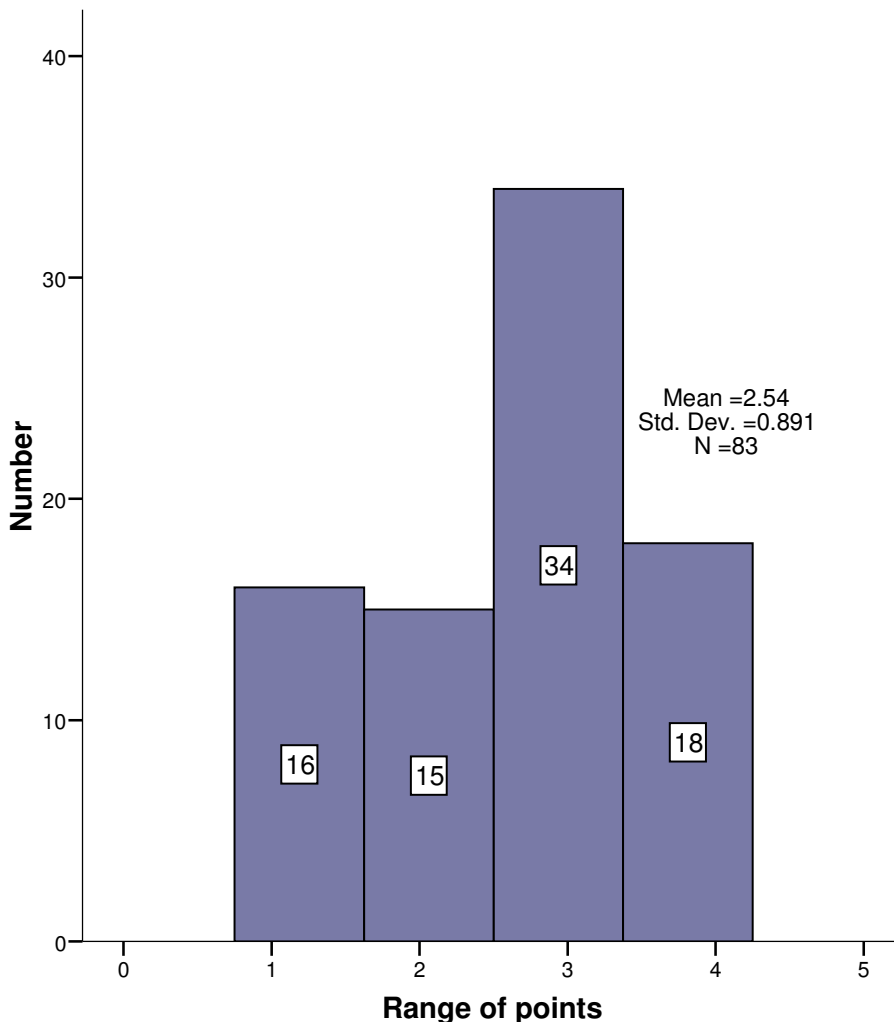
Position-related instructions are elaborated. Decision-making and planning procedures are described.	<b>27.5</b>
Instructions for frequent multiple activities exist. These instructions are used for training new staff members and volunteers. New employee enters into a contract that thoroughly describes his/her duties, authority, responsibility, and organization's duties.	<b>13.8</b>

**7.1.5 Culture of Labor Relations, Style of Relations within a Team, Traditions**

Sub-criterion was evaluated by the style of relations and established traditions within an organization, which have an influence on the type of organization, atmosphere, relations among the employees, etc.

Under this sub-criterion, development index of organizations is 2.54. As Diagram #49 illustrates, a majority of organizations under this sub-criterion is placed within a 3-4 range.

**Diagram 49. Distribution of organizations by the “Culture of Labor Relations, Style of Relations within a Team, Traditions” sub-criterion**



As the interviewing process has revealed, despite the fact that respondent organizations belong to one type of organizations under the activity directions, it is possible to divide them in various groups by the style. Methods applied by an organization, target groups served by an organization, location of an organization, etc. may be a defining factor of a style. The study aimed at identifying how are the relations among the employees are formed, who defines the style of relations, are there

any traditions in the organization and what are the mechanisms for establishing these traditions. Procedures of selecting employees and the flow of staff members also define this sub-criterion.

Regional and Tbilisi-based organizations do not differ from each other under this sub-criterion.

It should be noted that an age of organization has an influence on the culture of labor relations in the organization. Higher than average positive correlation between the date of establishing an organization and this sub-criterion was identified,<sup>20</sup> i.e. the older the organization's activities, the bigger is its culture of labor relations and tradition of working in the team.

## **Chapter 8. Criterion 3 – Integration in Civil Society**

Index (arithmetic mean) – 2.20

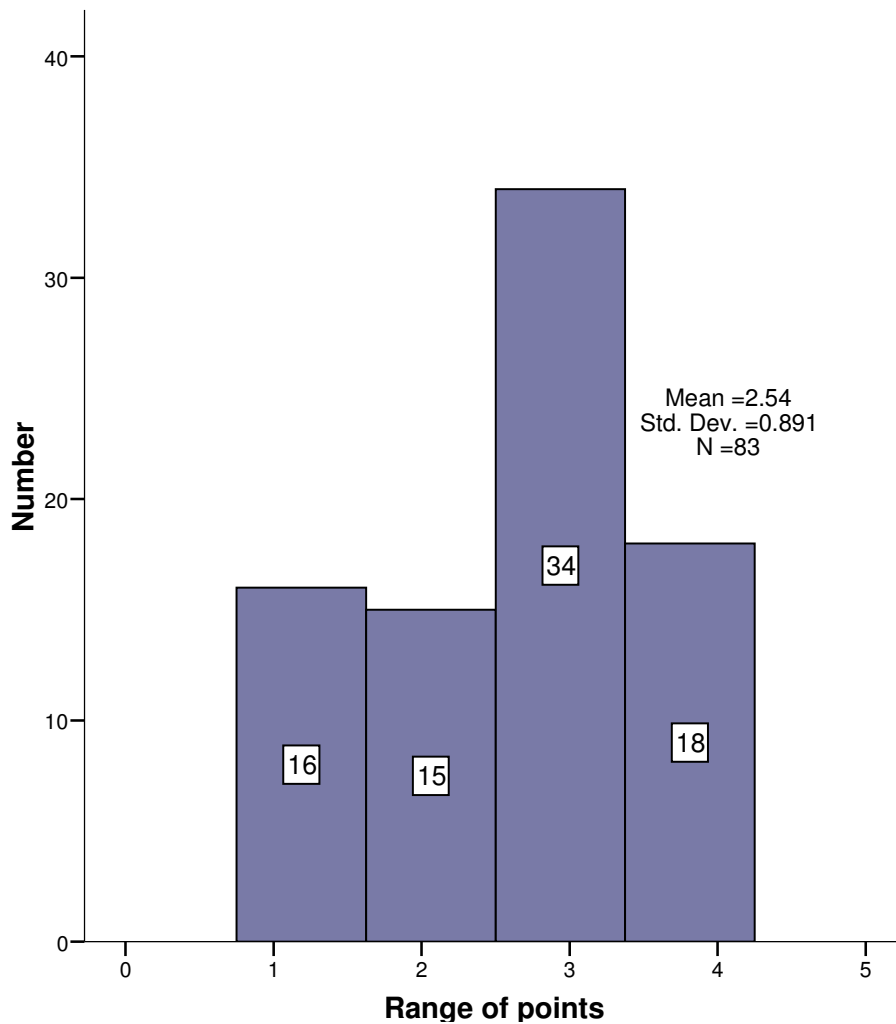
The following sub-criteria define the III criterion:

- 3.1 Transparency, openness;
- 3.2 Attracting volunteers;
- 3.3 Support of activities by the clients/society;
- 3.4 Protection of civil interests.

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<sup>20</sup> Spearman's rho = 0.786\*\* – Correlation is significant at the 0.01 level (2-tailed).

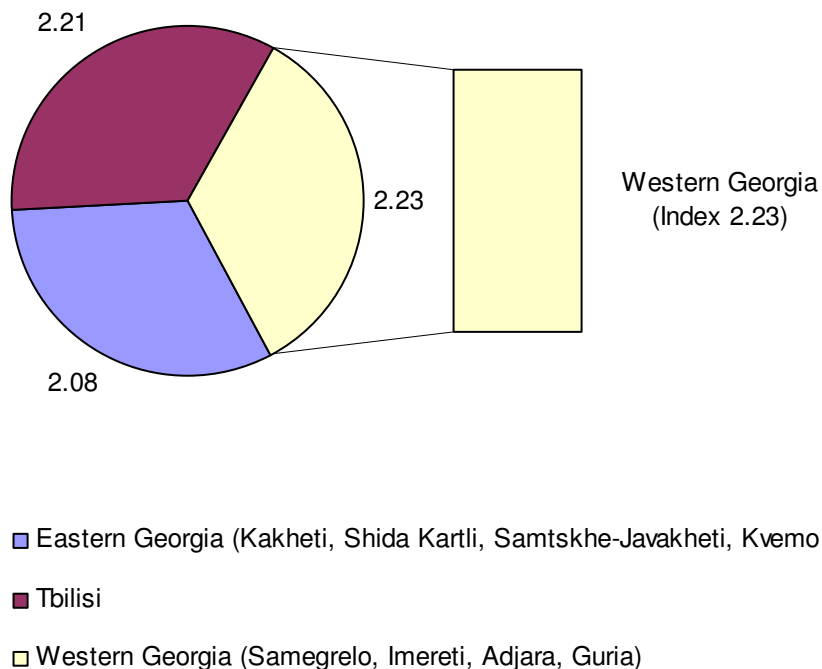
**Diagram 50. Distribution of organizations by the “Integration in Civil Society” criterion**



Under this criterion Tbilisi-based and regional organizations slightly differ from each other: development index of Tbilisi-based organizations under this criterion is higher than that of regional organizations – 2.21 and 2.17 respectively. The diagram displays a comparison of Tbilisi-based and regional organizations under this criterion.

Just like with respect to other criteria, a development level of Eastern Georgian organizations predetermines a low evaluation of regional organizations in this case as well.

**Diagram 51. Comparison of regional and Tbilisi-based organizations by the “Integration in Civil Society” criterion**

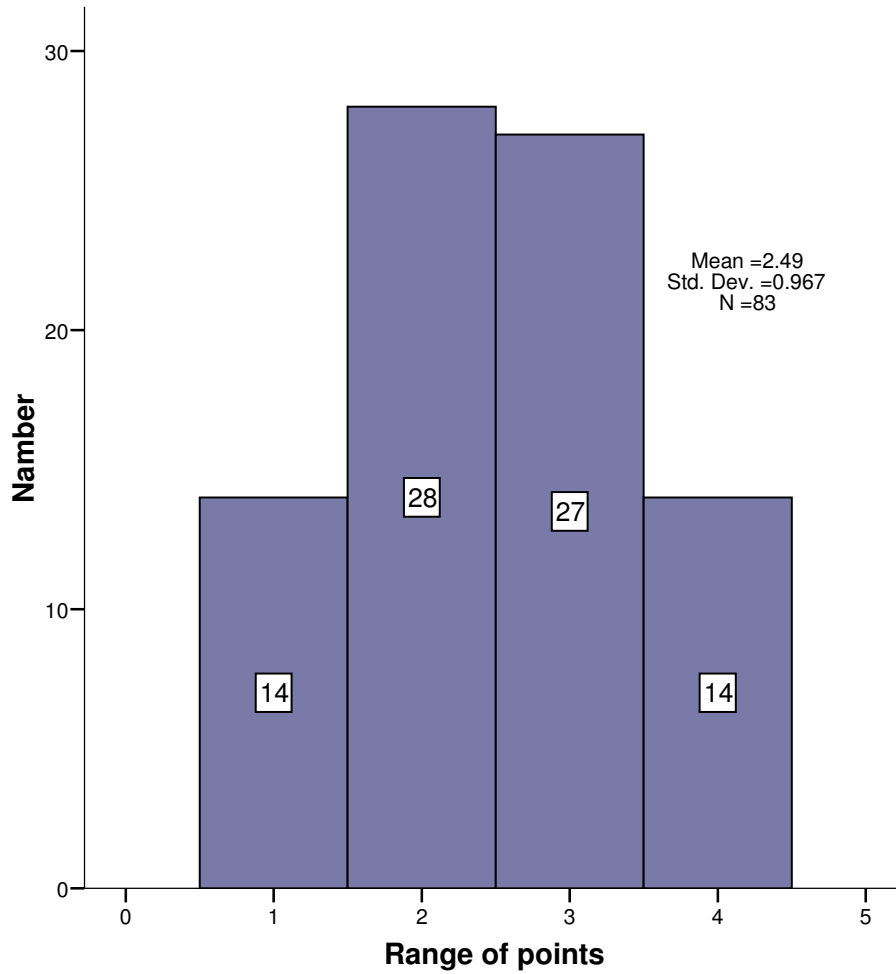


It is noteworthy that the index of “Integration in Civil Society” criterion has a higher positive correlation with an organization’s age, i.e. the older an organization, the more developed are the mechanisms of integration in the civil society.

### **8.1.1 Sub-criterion – Transparency, Openness**

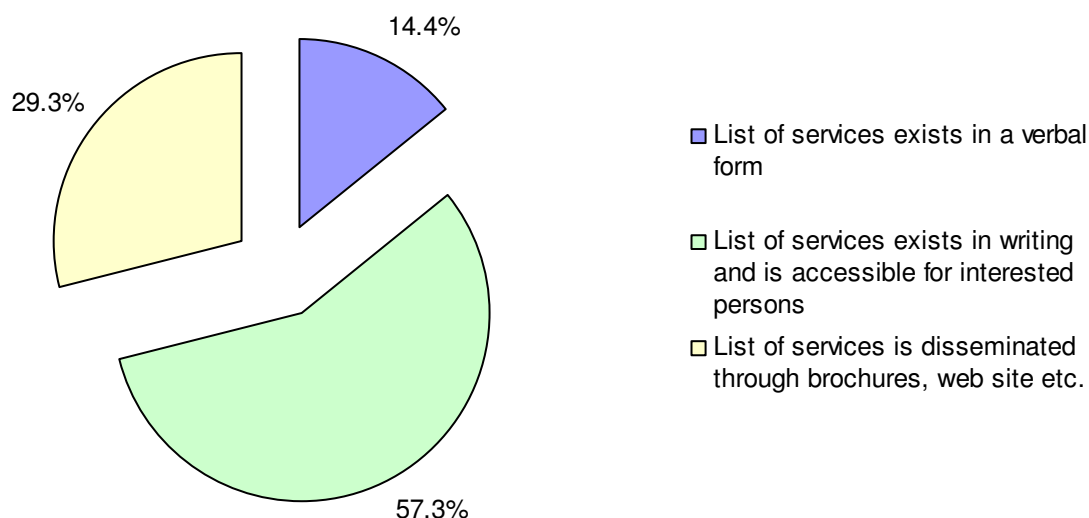
The sub-criterion unified all questions that give an opportunity to measure a degree of disseminating information on organization, its activities and services and describe the mechanisms of dissemination. This is a sub-criterion defining organizations’ external relations and the style of these relations. A degree of disseminating information on organization indicates how transparent and open an organization is. A development index of organizations under this sub-criterion is 2.5.

**Diagram 52. Distribution of organizations by the “Transparency, Openness” sub-criterion**



A majority of organizations (57.3%) has a written list of services and disseminates it in case of interest. 14.4% of organizations have this list only in a verbal form, and almost a third of organizations disseminate a list through the newsletters and/or web sites. 27.7% of organizations (23 organizations) have a web page (Diagram #53).

**Diagram 53. Distribution of organizations by the mechanism of disseminating information on services**

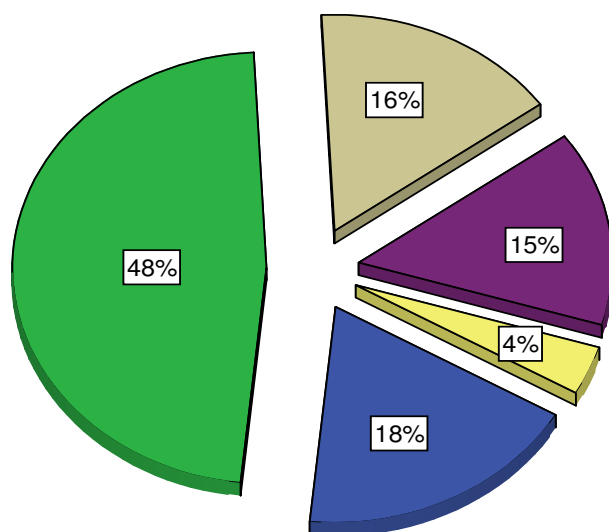


A majority of welfare organizations (54.2%) does not publish the annual report. 21.7% of organizations publish the annual report only on the request of donors, while 24.1% (20 organizations) – due to recognition of the Code of Ethics, and transparency and openness related duties.

Only one interviewed organization responded that existing experience and technologies belong only to an organization and therefore they are not shared among other organizations. A majority of organizations shares its experience among other organizations only upon approach, while approximately a third of organizations print publications, organize seminars, and thus disseminate its own experience.

Organizations' relation with media is one of the indicators of integration in civil society. 18% of organizations indicate that they practically do not have any relations with the media. 48% of organizations noted that media periodically covers events organized by them and this kind of relation is spontaneous. 16% of organizations have steady cooperative relations with the media, and only a very small portion of organizations (4%) has developed a strategy for relations with media.

**Diagram 54. Distribution of organizations by the relations with media**

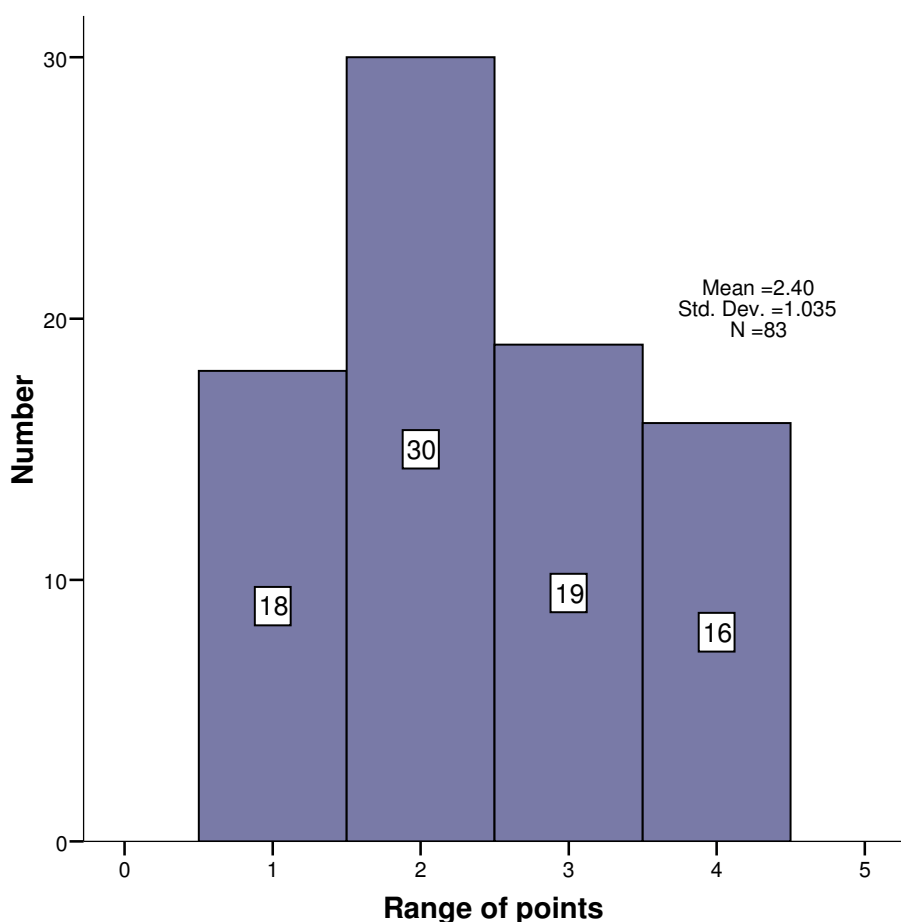


- Organization has no relationship with the media
- Events organized by the organization are periodically covered by the media
- Organization maintains sustainable cooperation with the media
- Organization has a responsible person for relationship with the media
- Organization has developed a strategy for working with the media

### **8.1.2 Sub-criterion – Attracting Volunteers**

Sub-criterion was evaluated by the role of volunteers in an organization’s activities (development index – 2.4).

**Diagram 55. Distribution of organizations by the “Attracting Volunteers” sub-criterion**



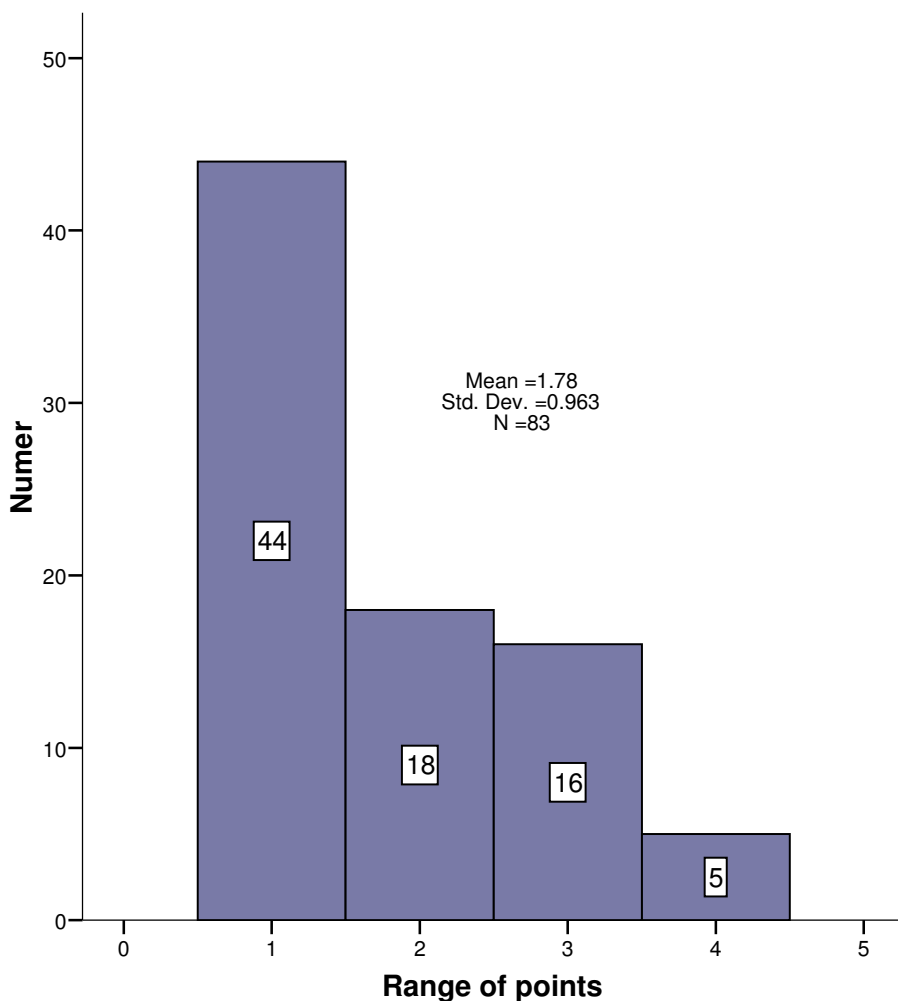
In the half of Tbilisi-based and regional organizations the volunteers play a major role in the organizations' activities. Notably, for the welfare organizations volunteer work is mainly performed by the beneficiaries' parents and family members. However, there are also organizations where students and the youth work as volunteers. In approximately a third of organizations (30.5%) volunteers are called during the big events and actions, and in 28% of organizations volunteers are involved in the organizations' activities. 22% of organizations do not have a mechanism of attracting the volunteers at all.

Out of organizations having the volunteers on a permanent basis, their number fluctuates between 1 and 5 in 11 organizations, between 6 and 20 in 9 organizations. Relatively bigger number of volunteers is mobilized during the actions or events put up by the organizations; their number reaches up to 100-200.

### **8.1.3 Sub-criterion – Support of Activities by the Clients/Society**

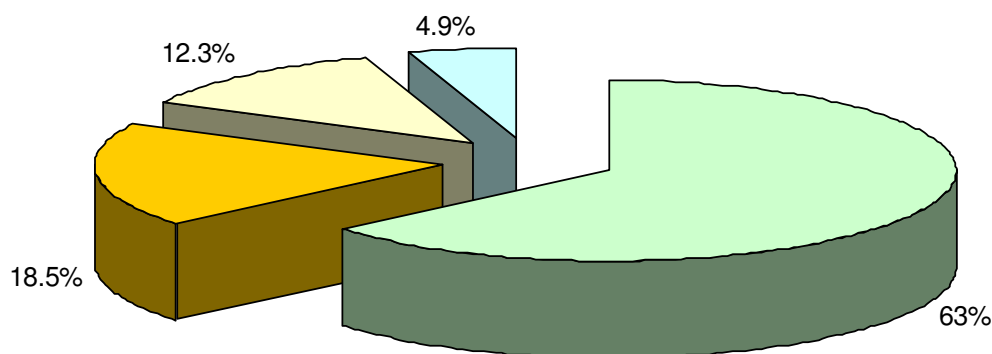
Under this sub-criterion the organizations were evaluated by the support of their activities by general public: donations to fill funds necessary for organization's activities, payment for services by the beneficiaries or membership fees (index – 1.78).

**Diagram 56. Distribution of organizations by the “Support of Activities by the Clients/Society” sub-criterion**



The study demonstrated that Georgian welfare organizations are not at a high development level in this direction. It is still unacceptable for them to impose any charges on the clients. A majority of organizations (63%) indicates that beneficiaries do not pay anything for their services. Only 12.3% of organizations (10) noted that beneficiaries partially reimburse the services rendered (Diagram #57).

**Diagram 57. Distribution of organizations by the reimbursement of services by the beneficiaries**



- Organization does not receive any kind of material assistance (membership fees, donations, in-kind donations, service fees) from beneficiaries/society
- Beneficiaries / society occasionally make small contributions, mostly in kind; however, organization does not conduct any fundraising activities among beneficiaries / society
- Beneficiaries partially reimburse the services rendered by organization, however, the funds are symbolic only
- Membership fees, service fees, donations (including in kind) have a significant share in the budget of the organization. These are viewed as a stable source of income which help organization to raise funds from other sources

Despite the fact that private individuals provide some organizations with financial or material assistance, this mainly carries a spontaneous/single character and plays an insignificant role with respect to the main income (Chart #6).

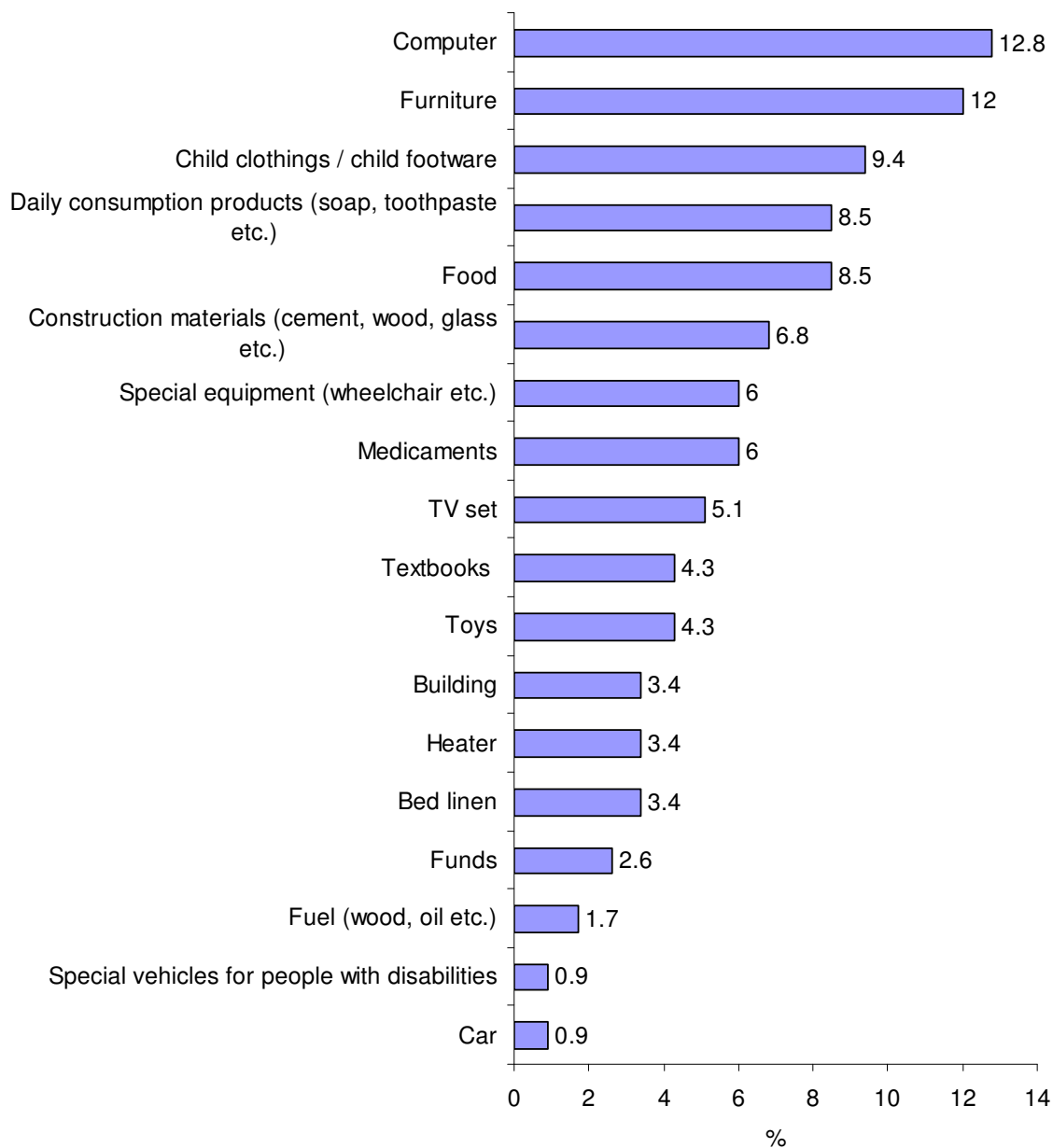
**Chart 6. Sources of logistical assistance received by the organizations last year**

Source of assistance	Number of organizations having received assistance	Type of assistance	
		Spontaneous	Regular
Local governance	9	5	4
International organizations / Funds	31	23	8
Non-governmental organizations	7	6	1
Business organizations	12	9	3
Private individuals	13	13	0

It is noteworthy that a lower percent of Tbilisi-based organizations received any kind of assistance than the regional organizations (47% of Tbilisi-based and 59% of regional organizations). Out of the regional organizations, a bigger percent received material assistance from local authorities compared to the Tbilisi-based organizations.

Diagram #58 shows percentage distribution of types of assistance received by the organizations.

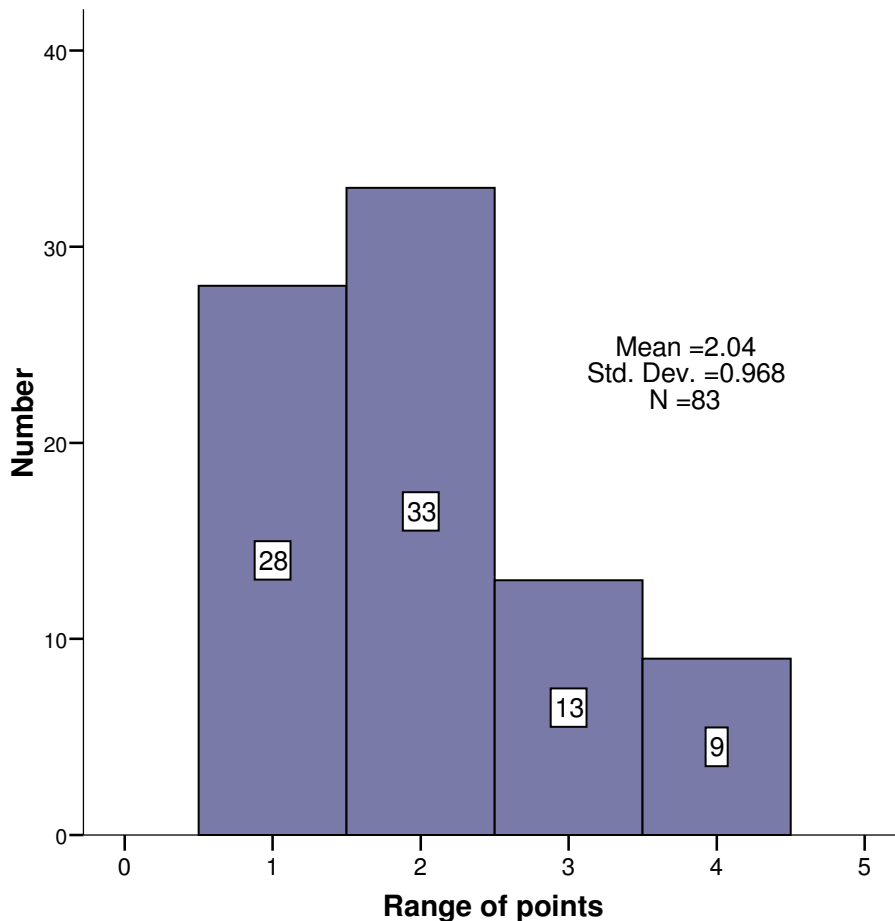
**Diagram 58. Types of logistical assistance received by the organizations**



#### **8.1.4 Sub-criterion – Protection of Civil Interests**

Sub-criterion was evaluated by the mechanisms applied by organizations for the protection of beneficiaries. A development index under this sub-criterion is 2.04.

**Diagram 59. Distribution of organizations by the “Protection of Civil Interests” sub-criterion**



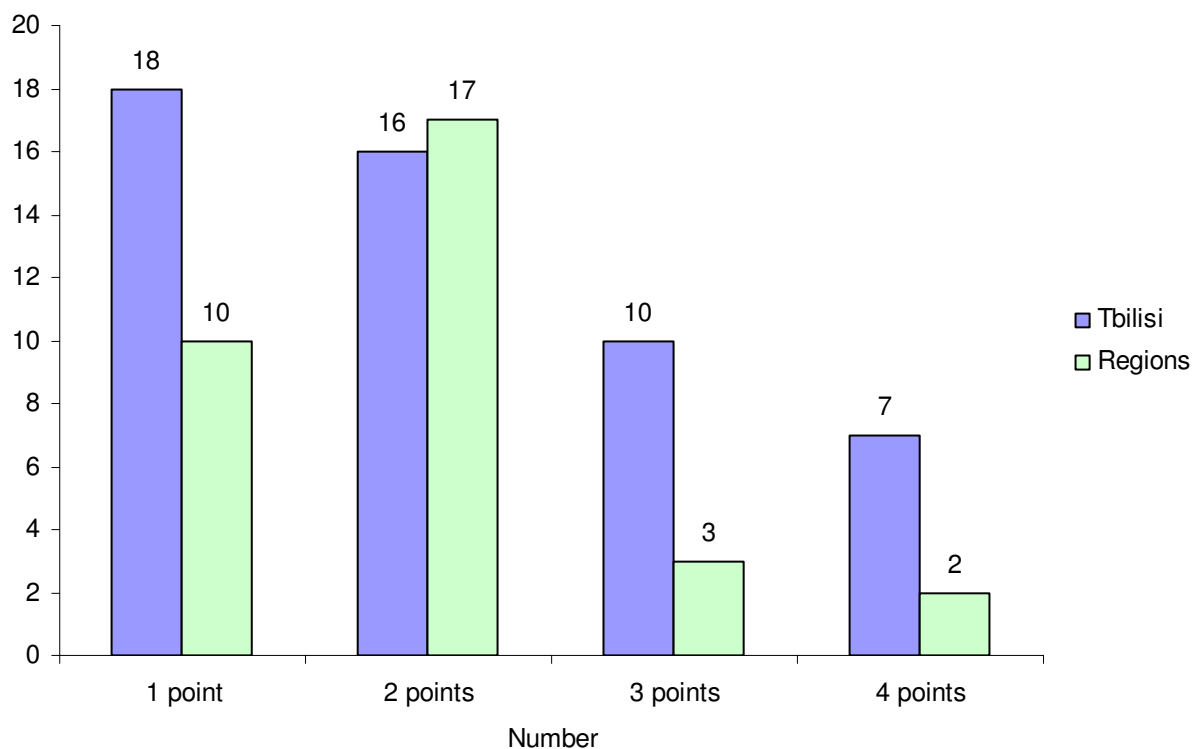
As the diagram illustrates, evaluation of a majority of organizations under this sub-criterion falls within a 1-3 range. Protection and lobbying of beneficiaries' interests represents an important part of activities for only a small number of organizations (10.8%). Approximately a third of organizations (33.7%) do not have any experience in this direction. Slightly more than a third of organizations lobby the allocation of funds for their beneficiaries from the local administrations. Upon the needs, a small number of organizations shows interest towards the legislative processes, enters into contacts with other NGOs in the field; however, there are no responsible persons for this in the organizations.

Throughout the research process it was possible to collect specific examples of protection of interests by the organizations. After studying the specific examples of advocacy and lobbying, several directions of lobbying and advocacy were identified:

- A small portion of organizations is involved in the law-making process as at the local, as well as the country level (Law on Psychiatric Assistance, Law on Social Protection, Law on child Adoption, amendments to the Law on Social Protection).
- Participation in elaboration of various health care and social protection programs and lobbying of beneficiaries' interests (free of charge operations, allocation of statuses and salaries, primary health care programs).
- Protection of beneficiaries' interests in the courts (granting the disabled group status, resolution of property-related disputes, protection of rights).
- Promoting the allocation of material assistance to the beneficiaries by the local and central authorities (summer sanatoriums, single assistance, provision with food, provision with residential space, etc.).

As expected, the development index of Tbilisi-based organizations in this direction is higher than the regional organizations' (2.1 and 1.9 respectively).

**Diagram 60. Distribution of organizations by the points collected under the “Protection of Civil Interests and Lobbying” sub-criterion. Regional and Tbilisi-based organizations**



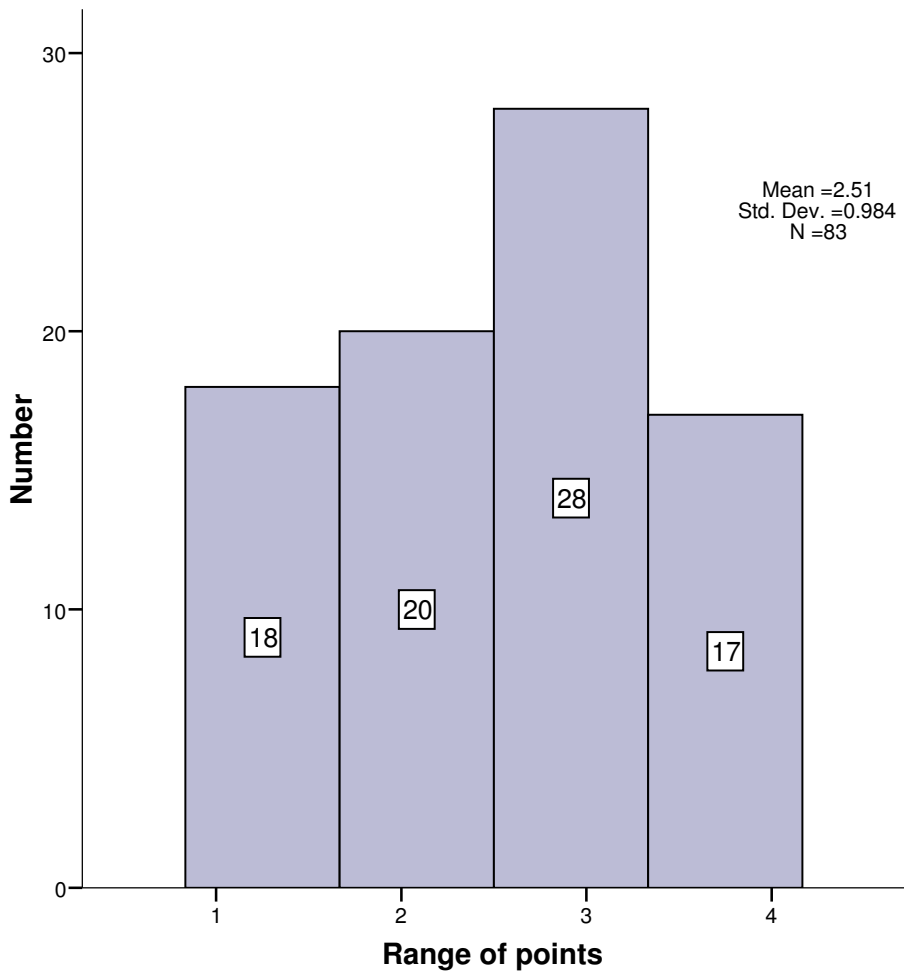
## Chapter 9. Criterion 4 – Resources

Index (arithmetic mean) – 2.51

The following sub-criteria define the IV criterion:

- 4.1 Human resources;
- 4.2 Financial resources;
- 4.3 Building-premises and equipment.

**Diagram 61. Distribution of organizations by the “Resources” criterion**

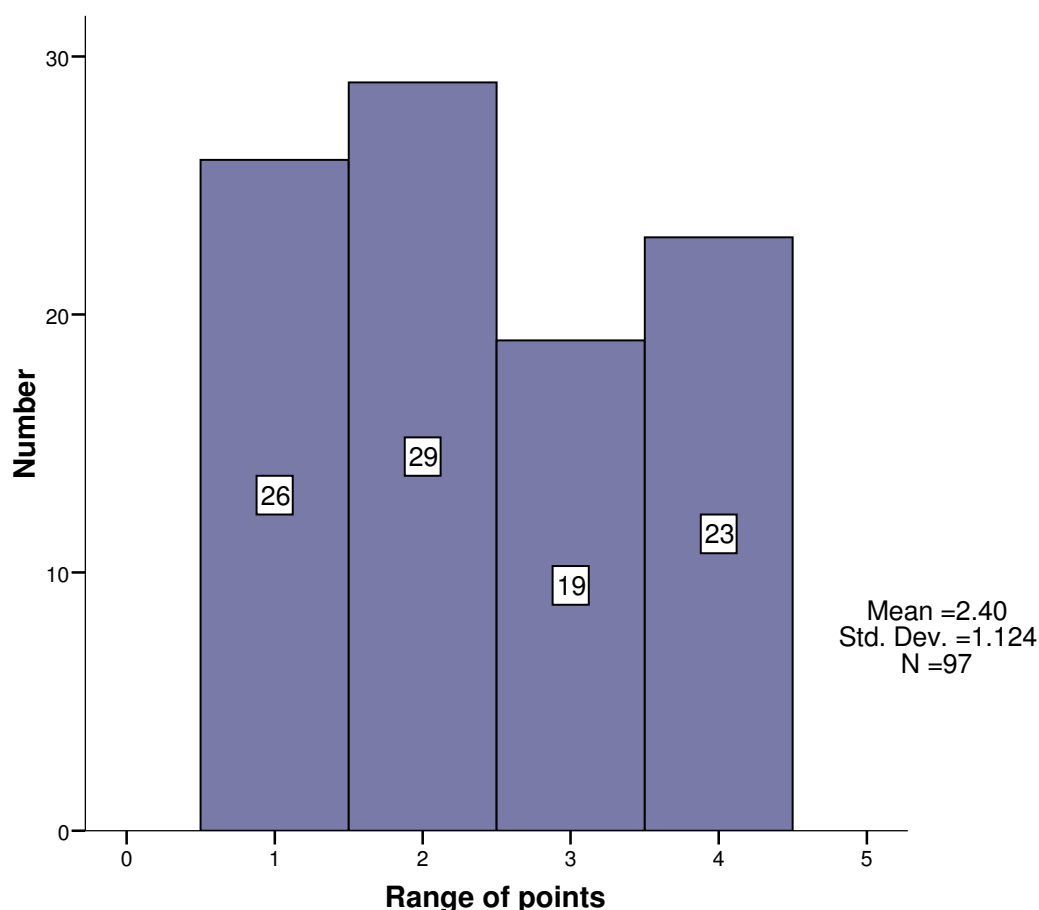


Notably, a development index of regional organizations under this criterion is slightly bigger than one of Tbilisi-based organizations (2.56 and 2.47 respectively). 37% of regional organizations and only 29.4% of Tbilisi-based organizations have a permanent donor.

### **9.1.1 Sub-criterion – Human Resources**

The sub-criterion was evaluated by the following parameters: number of employees in the organization, their working schedules, reimbursement, staffing policy of an organization, and a degree of separation of rights and duties of the employees. Development index under this sub-criterion is 2.4.

**Diagram 62. Distribution of organizations by the “Human Resources” sub-criterion**



Under this sub-criterion, regional and Tbilisi-based organizations differ from each other. In particular, the value of Tbilisi-based organizations is 2.39, and of regional organizations – 2.50. In regional organizations, permanently paid full-time employees have a bigger percent share than in Tbilisi-based organizations (51.6% and 62.5% respectively). Tbilisi-based organizations more often hire staff members according to the needs and pay salaries within the project framework.

In a majority of regional organizations, functions of employees are separated and they are entering into labor contracts (Chart #7).

**Chart 7. Separation of functions of the staff**

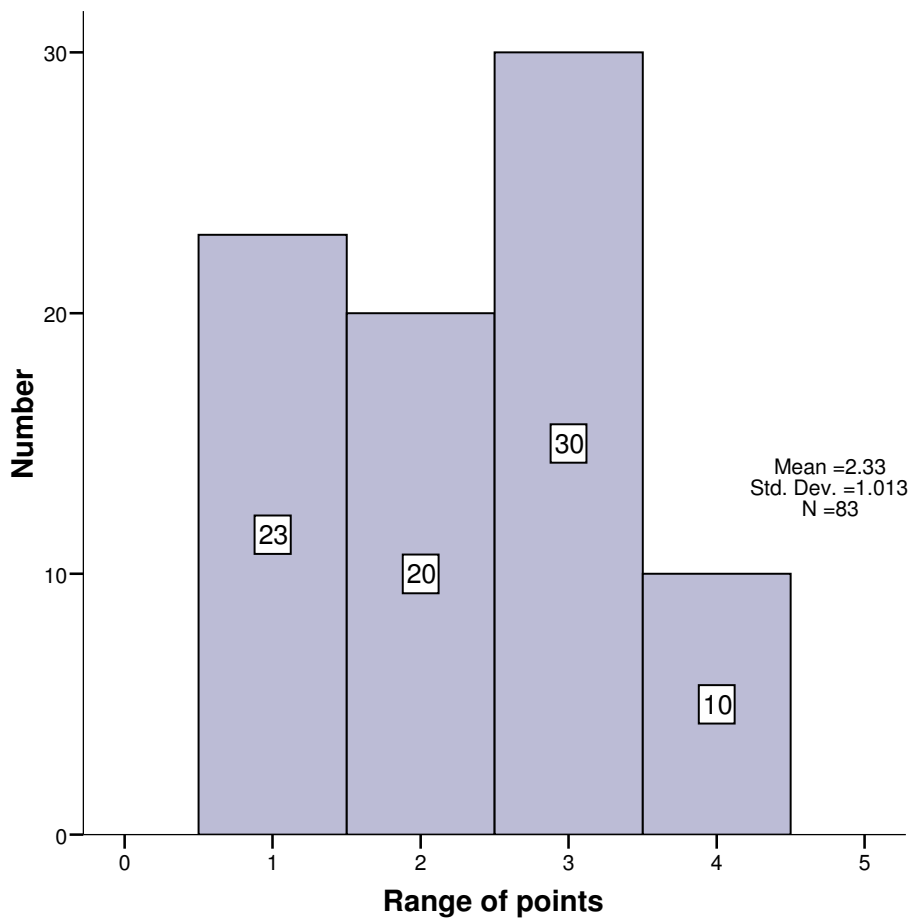
#	Separation of functions of the staff	Tbilisi	Regions
1	Functions of the staff are not separated	22%	6.7%
2	Functions of the staff are separated verbally or drafting written instructions is commenced	16%	26.7%
3	Detailed job descriptions exist for each position	14%	3.3%
4	A labor contract is entered into with each staff member, accompanied by the detailed job descriptions	46%	63.3%

### **9.1.2 Sub-criterion – Financial Resources**

Sub-criterion was evaluated by the financial indicators of organizations: range of their income for the last three years (2004-2006), their income and expenditure, continuity of funding, mechanisms

of self-maintenance during the gaps between funding, and the diversity of funding sources. A development index under the sub-criterion is 2.33.

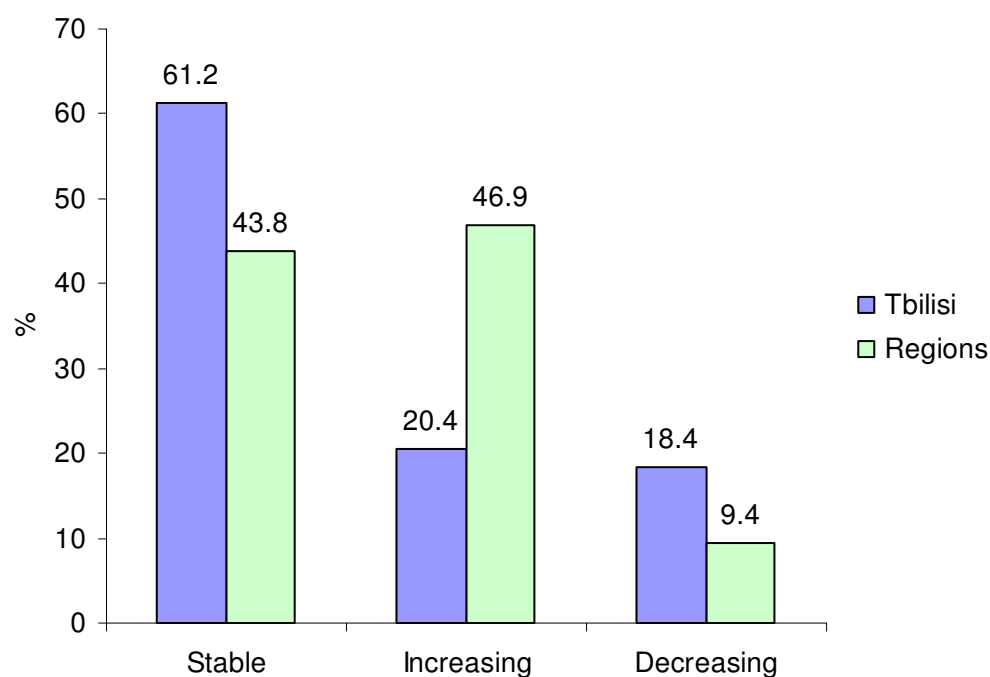
**Diagram 63. Distribution of organizations by the “Financial Resources” sub-criterion**



A difference between regional and Tbilisi-based organizations is evident here as well: an indicator of regional organizations under the financial resources sub-criterion is higher (2.40) than one of Tbilisi-based organizations (2.27).

12.2% of regional organizations have a special employee engaged in fund-raising, and only 9% of Tbilisi-based organizations have such an employee. In last three years a fifth of Tbilisi-based organizations have a reducing budget, and only 9% of regional organizations. At the same time, 19.4% of regional organizations have an increasing budget, and only 20.4% of Tbilisi-based organizations (Diagram #64).

**Diagram 64. Comparison of Tbilisi-based and regional organizations by their budget dynamics in 2004-2006**

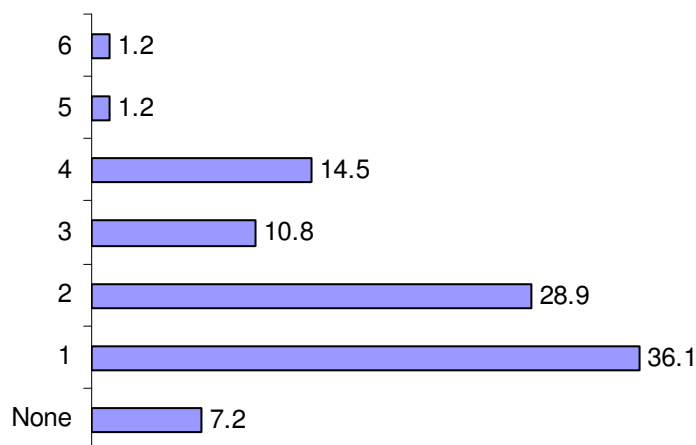


Welfare organizations have a long-term cooperation with the following donors: Global Fund for Women, Cordaid, Sos Kinderdorf, EU, SIDA, Red Cross, Oxfam, OSCE/ODIHR, fund Wall, NRC.

A small portion of organizations (7%) did not receive funding in 2005-2006 from any source, more than a third (36%) had only one funding source, and more than half (56.6%) had funding from two or more sources.

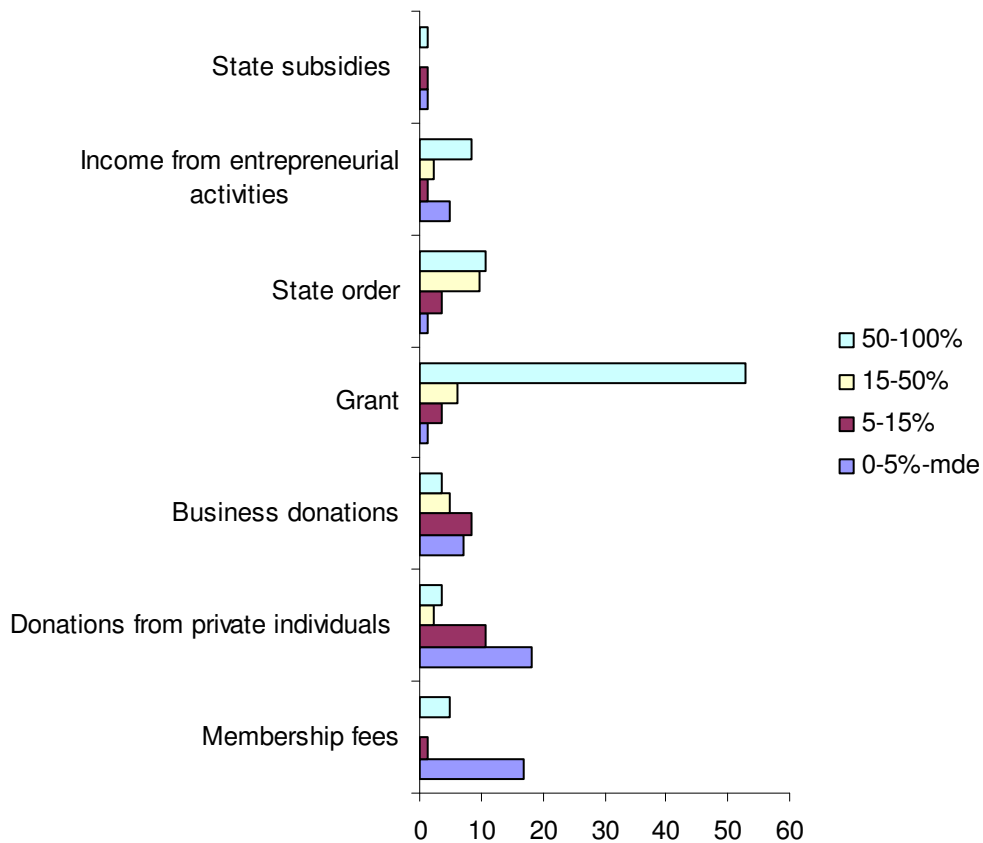
Although it carries a symbolic character in terms of organizations' incomes, 23% of organizations have a membership fee system. Traditionally, a biggest portion of funding of organizations is attributed to grants. More than a third of organizations have had donations from private individuals, approximately fourth had donations from the business and the state order. Incomes from entrepreneurial activities and state subsidies are the rarest examples.

**Diagram 65. Number of funding sources in 2005-2006**



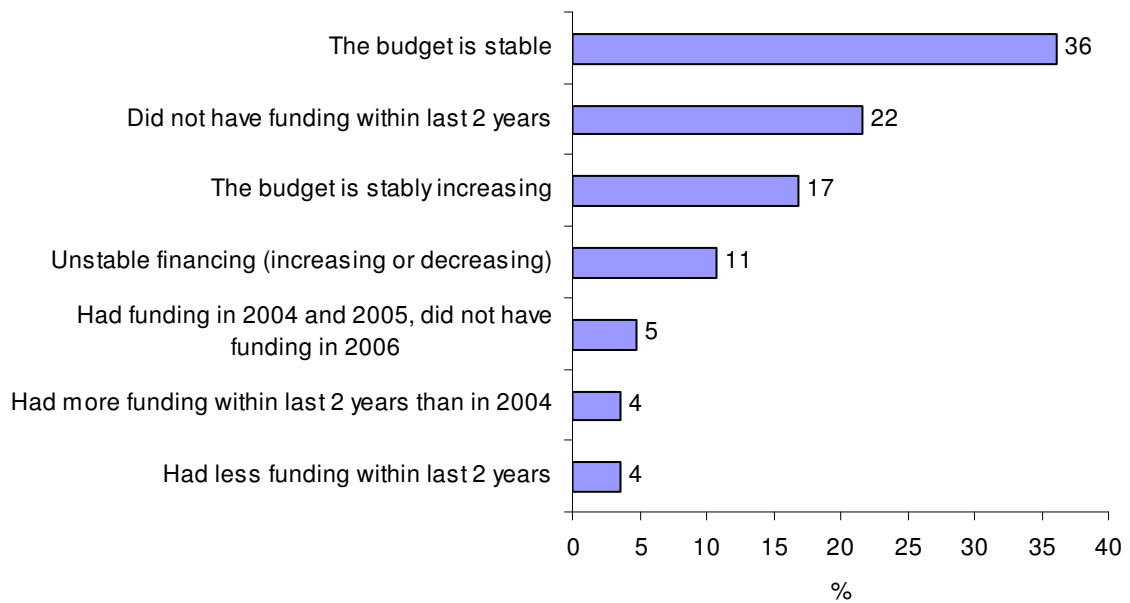
Despite the fact that on a surface the funding sources of organizations seem to be diversified, funds necessary to pursue activities are secured only after receiving grants from the donor organizations.

**Diagram 66. Share of funding sources in gross budget in 2005-2006**



Annual budget of more than third of welfare organizations (36%) during last three years is stable. Approximately one fifth did not have any funding practically in 2004-2006. A budget of a small portion of organizations (17%) is gradually increasing on an annual basis. The financing of remaining organizations (24%) is unstable.

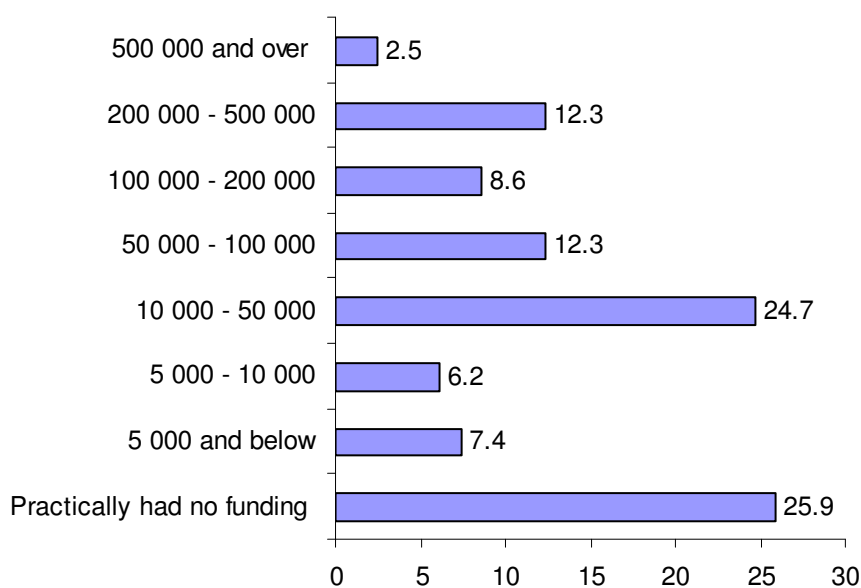
**Diagram 67. Dynamics of organization funding<sup>21</sup>**



In 2006, the fourth of organizations practically did not have funding; a budget of a small portion (13.6%) did not exceed 10,000 GEL annually. Among the organizations having funding, annual budget most frequently fell in the 10,000-50,000 GEL range. However, there are organizations able to raise funds for full-fledge activities. Funding of more than fifth of organizations (23.5%) exceeds 100,000 GEL. Budgets of two organizations exceed half a million.

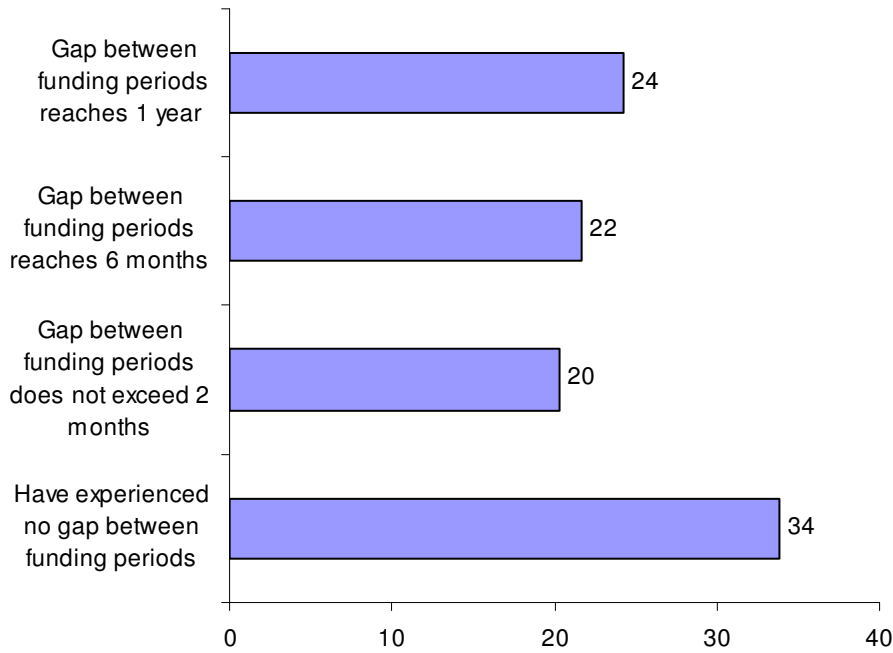
As for the gaps in funding, majority of organizations has to operate without funding in various periods of time. Only a third of organizations (34%) did not experience any gaps in funding in last three years.

**Diagram 68. Annual budget of organizations in GEL in 2006**



<sup>21</sup> Two organizations did not provide data on their budgets.

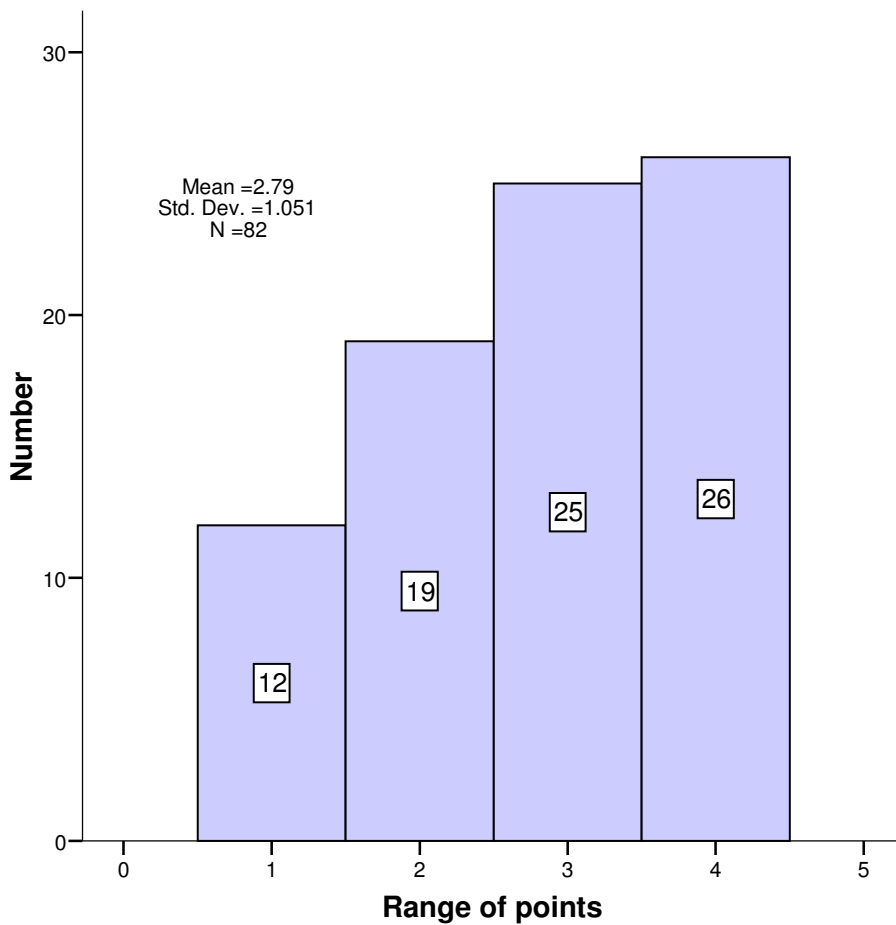
**Diagram 69. Gaps between funding**



### **9.1.3 Sub-criterion – Logistical Resources**

Logistical resources of organizations were evaluated by the building/premises and technical equipment parameters. Development index under the sub-criterion is 2.79.

**Diagram 70. Distribution of organizations by the “Logistical Resources” sub-criterion**



Development indices of regional and Tbilisi-based organizations under this sub-criterion almost do not differ from each other (2.8 for Tbilisi-based organizations, 2.7 for regional organizations).

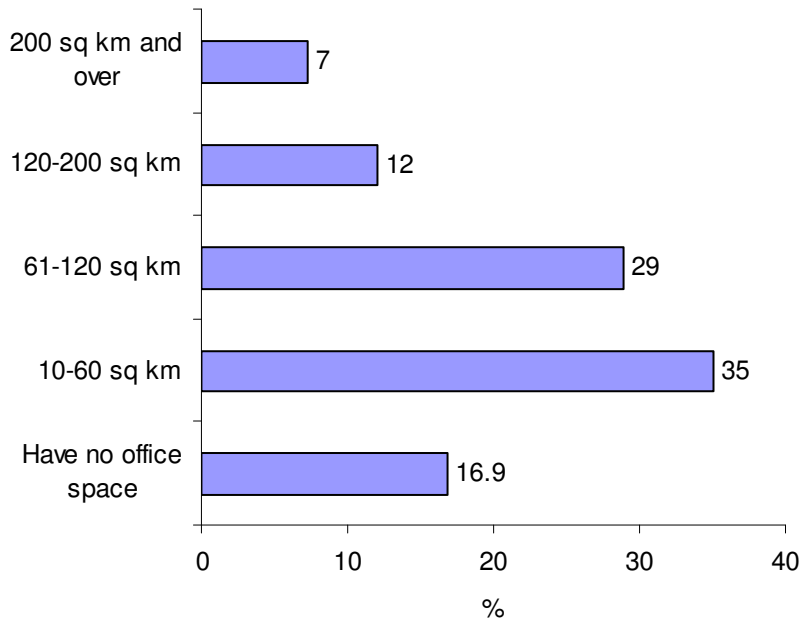
Office space of organizations (location area of an administrative part) basically does not exceed 120m<sup>2</sup>. A part of organizations are currently unable to rent an office space.

In addition to the office space, a part of welfare organizations also has buildings, auxiliary premises, land plot, yard.

A fourth of organizations have the premises of 150-2,000m<sup>2</sup>, and 10 organizations (12%) have a land plot (some of them of a rather big area – 1,500-3,000 hectares).

The majority of organizations either owns these areas or exercises long-term leases.

**Diagram 71. Distribution of organizations by the office space**

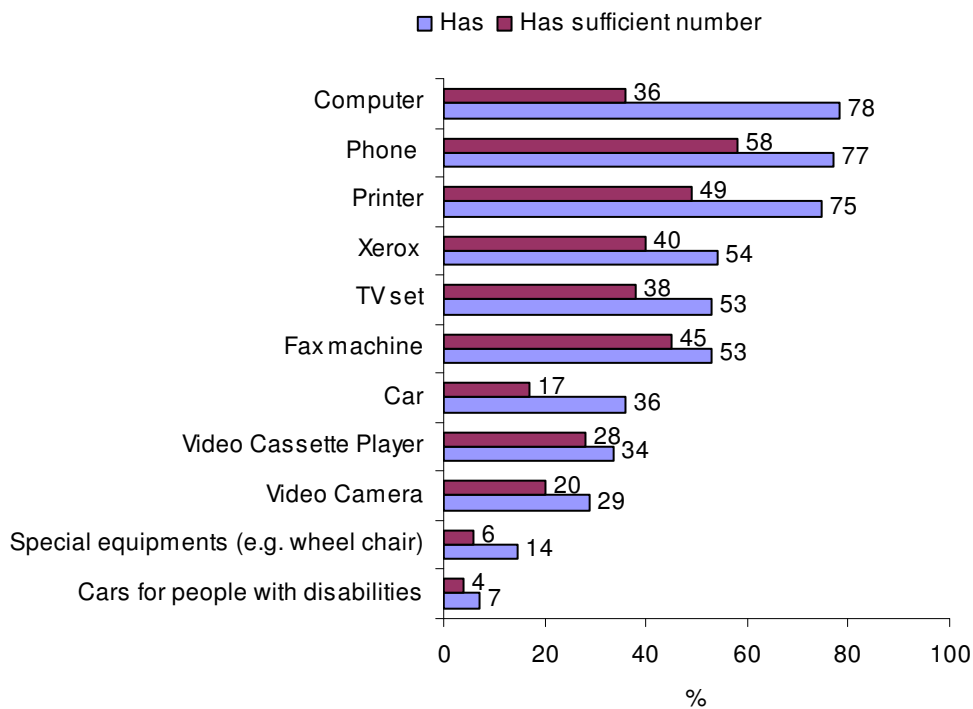


Majority of organizations has basic office equipment; nevertheless, as the diagram demonstrates a number/quality of equipment is not sufficient for everyone.

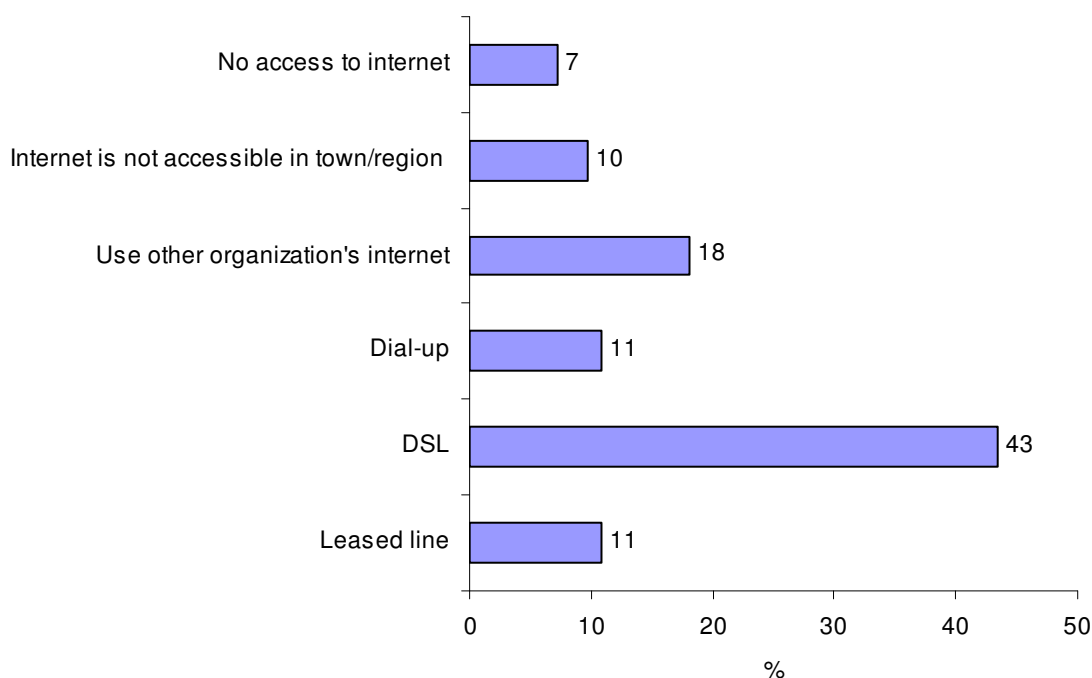
Two-third of organizations lack technical resources to carry out the activities.

On average, 5 computers account for one organization in both Tbilisi and the regions. Most often organizations lack special equipment (wheelchair, special vehicle/bus for the disabled persons, medical equipment, lab devices, furniture, workshop equipment, tractors).

**Diagram 72. Technical resources of organizations**



**Diagram 73. Internet Access**



More than half of organizations have unlimited Internet access (leased line, DSL). Only 11% of organizations use the dial-up web access. However, more than a third of interviewed organizations do not have a possibility to use Internet due to various reasons. In regions, several residential places do not have a web access. Some of organizations do not have financial resources needed to connect to Internet.

## **Chapter 10. Problems encountered by organizations while carrying out the activities**

Welfare organizations, just like other civil society organizations are mainly dependent on external funding. Only a very small portion of organizations receives payments from beneficiaries for the rendered services. Therefore, a primary problem for the majority of organizations is fund-raising. Organizations view this problem as inner-organizational and external factor. In an inner-organizational context, they emphasize on under-developed fund-raising system of organizations, while in external factor context they link the absence/lack of funding to the donors, state structures, and business organizations.

In the opinion of interviewed organizations, effective mechanisms of relations between the state and civil society organizations have not been formed in Georgia yet. The state still does not trust the service providers, on one hand due to the adverse effect for the state of tax benefits imposed on welfare organizations in recent years<sup>22</sup> and on the other hand because the state still has not come up with an effective mechanism regulating relations between the state and civil society organizations. This does not imply that the state categorically refuses to procure services from the civil society organizations. Currently this process is regulated under the Law on State Procurements. However, majority of organizations offering services to the state believes this mechanism is not effective due to: difficulties in preparing the tender documentation, inefficient tender procedures, low prices

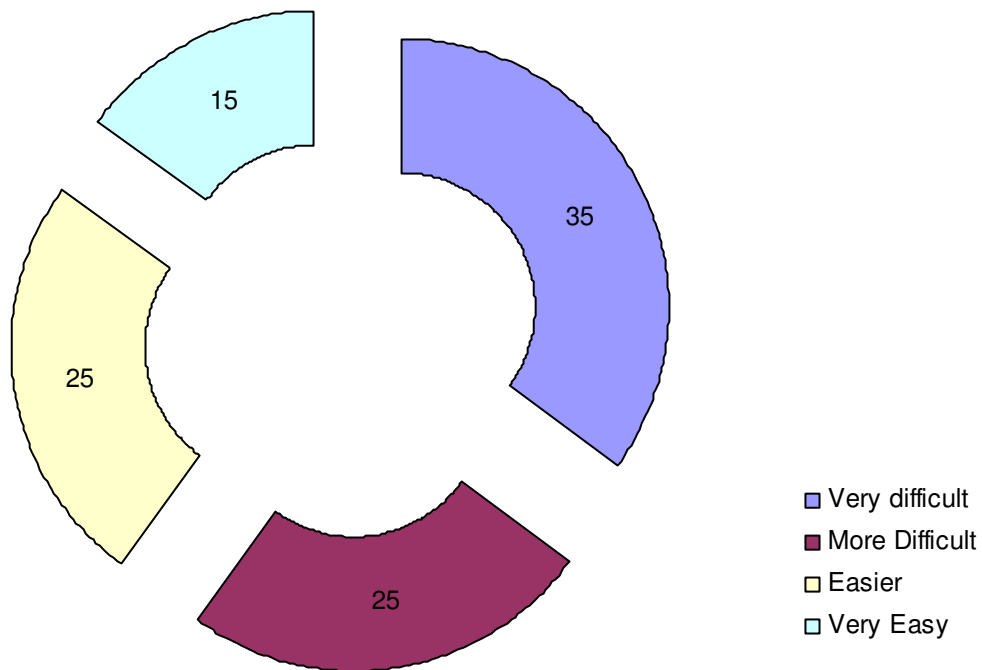
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<sup>22</sup> State officials would enter into corrupt deals with the managers of an organization and huge amounts would be misused.

established by the state on services, type of tender agreement, which is the state order and is taxed under the same regime as entrepreneurial activity. In addition, tender-related information is not accessible to a part of welfare organizations, especially in the regions.

25,4% of interviewed organizations have participated in the state procurement procedures. 60% of organizations believe this process was linked to certain difficulties (Diagram #74).

**Diagram 74. Evaluation of state procurement procedures**



Besides problems associated with state funding, welfare organizations believe there is a similar problem in Georgia related to funding from the donors. In their opinion, a mandate of the majority of international donor organizations operating in Georgia does not envisage funding the social sphere. Due to the above said welfare organizations have to fit their activities to the donor priorities and implement projects that do not directly address the needs of their target groups. The study has proved this problem statistically as well: 14% of welfare organizations are mixed type organizations that have implemented projects focused on well-being of various social groups and projects unrelated to the improvement of well-being of persons with specific needs. In addition, service providers themselves often reject this type of funding, with 1/5 of implemented projects in total accounting for these types of projects.

Majority of organizations believes there still are not firm cooperation ties between the business and civil society organizations. Despite the fact that business organizations make small contributions in the funding of some organizations, cooperation mostly carries a spontaneous single character and results more from the activity of civil society organizations rather than initiatives of business representatives.

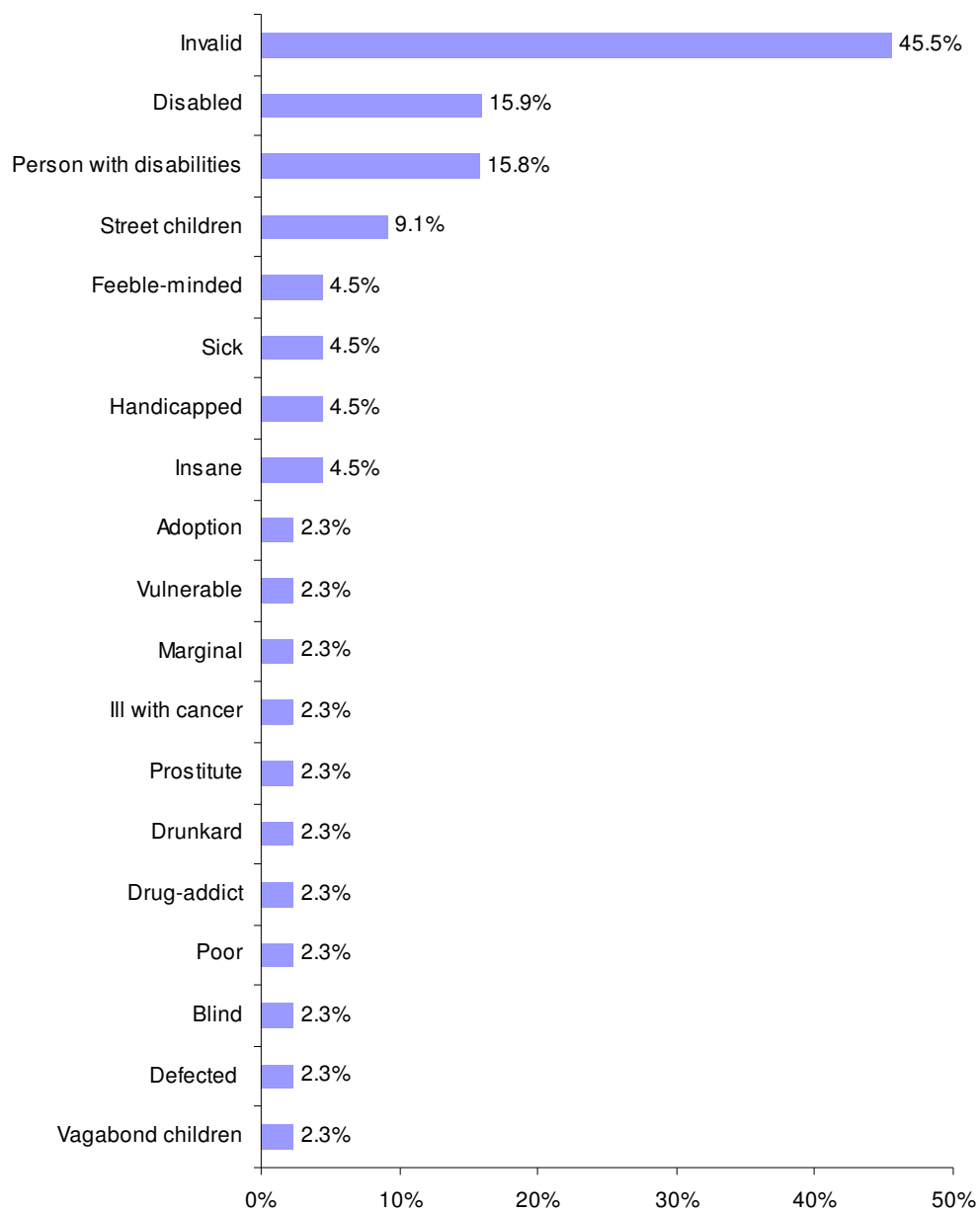
Although the Law of Georgia on Charity enables business organizations to operate in a beneficial tax regime in case of carrying out charity work, majority of organizations is not aware of this fact and is not registered as a charity organization.

In addition to the described problems, interviewed organizations have referred also to legislation, meaning on one hand the social policies of the state in general and on the other hand a change of the tax regime for welfare organizations. Inefficient insurance system was also identified among the problems.

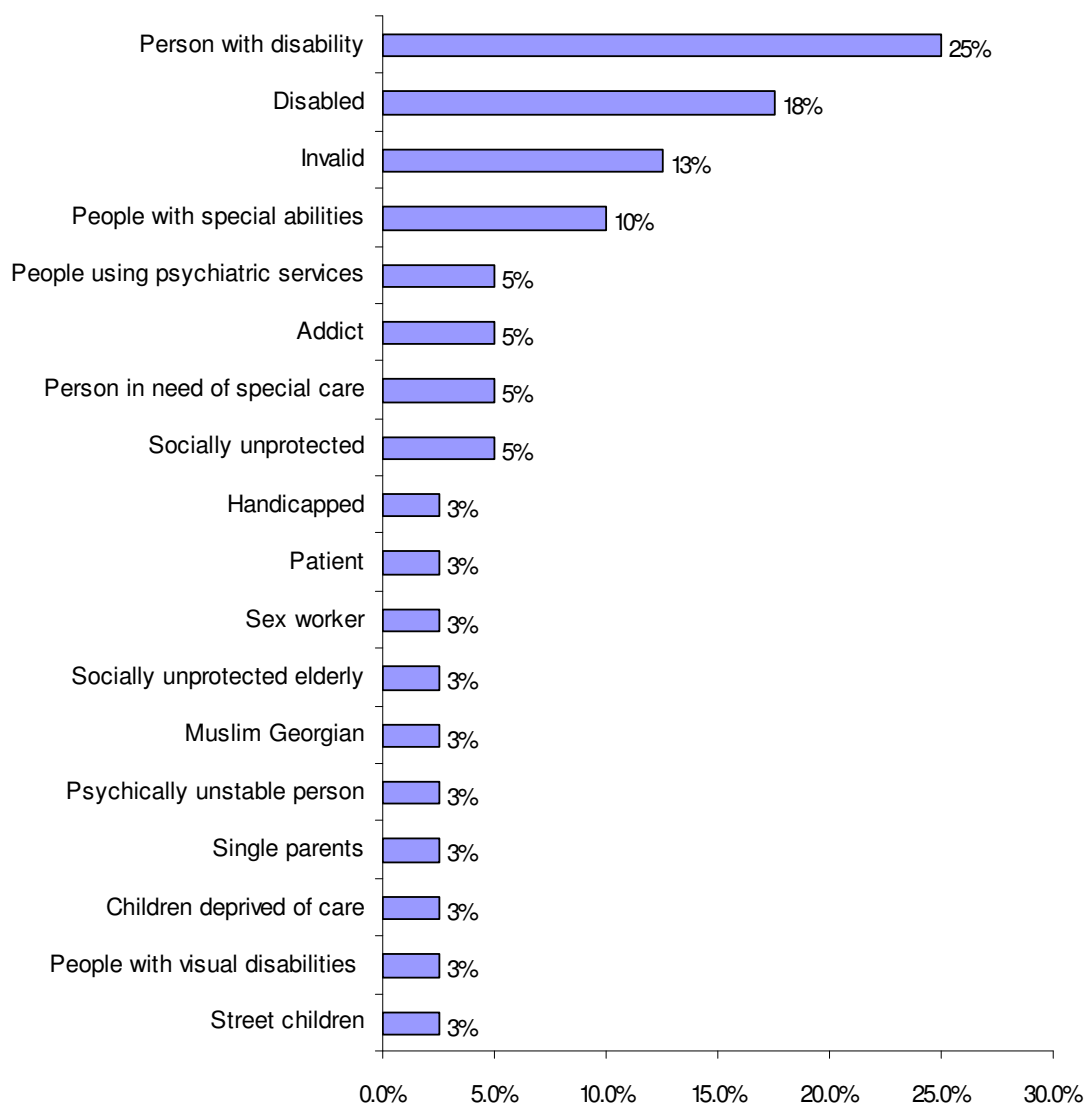
Attitude of the society toward the objects of care has been identified as one of the external problems. Majority of organizations noted that the society is not informed about the issues and aspects that are the objects of care of the interviewed organizations. There is still a solid stereotype that being disabled is shameful; that people in need of special care are not full members of the society. Often parents of healthy children refuse to allow the disabled children to study in the same class with their children. Quantitative data of the study confirmed the opinions given above that compared to other parameters, the "Support from the Society" sub-criterion for the interviewed organizations is least developed.

Welfare organizations pay special attention to the terminology issue. Representatives of a majority of organizations are not content with the terms that the state officials, journalists, and citizens use to describe their beneficiaries. The research group tried to research quantitatively which terms were more or less acceptable to the civil society organizations. A list of terms provided by various organizations revealed that welfare organizations are not clearly coherent in the use of terminology either. For instance, for a part of organizations (45.5%) term "invalid" is unacceptable, and at the same time 13% of organizations support the use of this term. Diagrams #75 and #76 display the distribution of all listed terms.

**Diagram 75. Terms, use of which is unacceptable to the representatives of organizations**



**Diagram 76. Terms, use of which is acceptable to the representatives of organizations**



Qualification of the staff was identified as one of the internal problems hindering the activities of organizations – 38.2% of interviewed organizations note that they experience a problem of qualification of the staff due to the absence of system of the staff training in the majority of organizations. Often organizations do not receive information on trainings and seminars held over the country or do not have necessary funds for sending the staff to such trainings.

Insufficient logistical base (20.4%) is another inner-organizational obstructing factor: absence of own office space, workshop areas, auxiliary premises, sport arenas, etc., absence of accommodation building, lack of special devices, access to Internet.

Besides lack of financial, technical, and human resources, problems related to external relations and activity management of organizations were also identified.

10.2% of organizations noted that they need to improve the mechanisms of relation with the media and general public. The same problem incorporated the need of PR manager, as identified by 5.6% of organizations.

Two problems that are inter-related by itself were identified in terms of activity management: strategic planning and inability to draft target-oriented project proposals.

Notably, a majority of organizations (78.3%) pointed at external factors, and 42.2% focused on internal factors preventing the activities.

The study aimed also at identifying the legal issues that the organizations had to solve and the complexity of such solutions. Chart #8 depicts a list of legal issues and the complexity of their assessment.

**Chart 8. Complexity of assessing legal issues**

<b>Legal Issues</b>	<b>Had to resolve legal issues</b>	<b>Very difficult</b>	<b>More difficult</b>	<b>Easier</b>	<b>Very easy</b>
Drafting internal organizational documents (charter, internal and other regulations)	97.5	0	2.6	44.2	51.9
Registration of organization (registration of amendments)	91	1.4	12.7	38	47.9
Settlement of labor relations	74		3.6	42.9	53.6
Tax issues	87.2	5.9	26.5	44.1	23.5
Registration of real estate property	35.9	20	28	16	36
Granting the right to use real estate property in the state ownership (usufruct, lease, rent)	41	29	32.3	19.4	16.1
Granting the right to use movable property in the state ownership (usufruct, lease, rent, etc.)	3.9	30	33	20	17
Involvement in the process of alienating the land in state ownership	13	0	40	40	20
Contract drafting	56.4	0	8.9	42.2	48.9
Licensing / obtaining permits	32.5	0	10.9	41.3	47.8
Participation in state procurement procedures	25.6	35.0	25.0	25.0	15
Request of public information (from public institutions)	55.8	19.6	15.2	37	28.3

As the chart illustrates, a majority of organizations was engaged in the solution of legal issues and a part of such solutions was not associated with the difficulties, with the following exceptions: participation in the state procurement procedures, participation in the process of alienating the state-owned land, granting the right to use real estate property in the state ownership (usufruct, lease, rent), registration of real estate property.