

**TRENDS IN POVERTY AND WELL-BEING
IN THE 90'S OF GEORGIA**

Country Paper

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**GEORGIAN MINISTRY OF
ECONOMY, INDUSTRY AND TRADE**

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Trends In Poverty And Well-Being In The 90's Of Georgia

Poverty and Child/Family Well-Being

Georgia, in its transition, is among the countries with stable high poverty rate. Deceleration of the economic growth and financial-budget crisis caused significant retreat from the positive tendencies of overcoming poverty, which started in 1995.

High unemployment rate, extremely limited scale of public income generation, inactivity of social care facilities, non-existence of alternative ways of income sources imply for high level of poverty in the country, as well as for massive departure of the population from the country. The drastic changes of the above are clearly reflected in the statistics on public poverty.

To rate economic well-being and standard of living of the public, in 1992 State Statistics Department worked out a method to calculate subsistence minimum, which was revised in 1996 on the basis of the Resolution No 668 of October 18, 1995 of the Cabinet of Ministers. The law of Georgia on 'The Rule on the Calculation of Subsistence Minimum' came into effect on April 17, 1997. The subsistence minimum is calculated for a capable male on a monthly basis. As of today the normative food basket comprises 38 food items; it also includes minimal quantity of liquefied gas (for cooking). The level of income of the population in the developing countries is, as a rule, very low; and, thus, its evaluation is very complicated. Hence, the expenditure structure bears the leading role in the calculation of subsistence minimum, particularly, the ratio, or social standard, actually established between food and non-food expenses within the consumer's expenses. Starting from 1995 in Georgia subsistence minimum is calculated according to the social standard 70:30, i.e. the share of the food expenses within consumption expenses is 70 percent, 30 percent is non-food consumption. See the dynamic of the subsistence minimum on Table No 1. From the Table it is obvious that the subsistence minimum has lately been unchangeable. Starting from the first half of 1999 the prices have sharply gone up; thus resulting in the growth of the value of minimum consumption.

In the conditions of low public incomes, share of the population whose consumption is below poverty line is too high. According to the State Statistics Department data in 1993-1995 the poverty level i.e. the share of the population whose consumption is below poverty line, comprised 80 percent. In 1995-1997 with the economic growth this indicator decreased to 66 percent, in 1997 – to 43.6 percent. In the same year the depth of the poverty was 15.9 percent, acuteness– 8 percent (see Table No 2).

Starting from 1998 with worsening of the budget crisis the process of overcoming the poverty in the country has ceased and the poverty level grew to 50.2 percent, the number of poor people grew by 6.6 percent. Accordingly the depth of the poverty grew and became 19.5 percent; the acuteness of it – 10.4 percent; in 1999 poverty level indicator was within 51.4percent, poverty depth - 20.3 percent, poverty acuteness - 10.8 percent. According to the first quarter data of 2000 above-mentioned indicators were 49.2 percent, 20.2 and 11 percent respectively. Especially high poverty growth occurred in town rather than in village. In 1997 poverty level in town comprised 44.4 percent, in village – 42.7 percent. In 1999 compared to 1997 poverty level in town grew by 15.7 percent and comprised 60.1 percent, but in village in the same period poverty level decreased by 1.6 percent and comprised 41.1 percent. In the first quarter of 2000 the poverty level in town was 56.4 percent, in village – 41.2 percent. That is stipulated by the fact that rural population have more possibilities to consume agricultural products produced by them, while in the town this is hardly possible.

Poverty level evaluation towards 40 percent of median consumption, which can be considered as abject poverty line, could be used to rate living standard of extremely poor population. This indicator countrywide comprised 9.5 percent, following year it grew to 10.7 percent, it decreased insignificantly

in 1999 and comprised 10.2 percent, but in the first quarter of 2000 above mentioned indicator worsened more and comprised 11.2 percent. With poverty level change in respect to 40 percent of median consumption, poverty depth indicator changed in respect to the mentioned line, which grew from 2.9 percent in 1997 to 4 percent in the first quarter of 2000. During the same period poverty acuteness indicator increased to 1.3 percent and 2 percent, respectively. Mentioned indicators in towns and villages revealed the same tendency. The territorial spreading of poverty by regions is different (see Table No 3). Poverty level toward subsistence minimum in 1997 was highest in Guria and Imereti regions, 57.8 percent and 56 percent respectively; lowest was in Samegrelo-Zemo Svanetia and Adjara – 31.1 percent and 33.7 percent respectively. These indicators increased almost in every region in 1999, but in Guria and Kvemo Kartli they reduced.

Poverty distribution in the household with the number of the children under 15 gives a critical picture. Compared to 1998, in 1999 almost all types of family poverty level have significantly grown. Especially poverty level of the families with three or more children grew by 16.8 percent and in 1999 it comprised 71.6 percent. This shows, that in the conditions of complete poverty growth, the hardest is to provide families with many (three or more) children. Consequently, this is reflected on the demographic condition of the country. Especially high poverty level of families with many children is noticed in town. In 1998 this indicator comprised 66.9 percent, in 1999 it grew up to 84.4 percent; i.e. out of every 10 families with many children 8 live beyond poverty line.

As far as it concerns poverty level by education level of the head of the family, it doesn't have essential effect on the poverty level (see Table No 4). This indicates low economic development level of the country development.

As it is apparent from the Table No 5, poverty highly depends on the existence of an employee within the household. If there is no employed person or if there are two or more unemployed people in the household, in two cases out of three this household is considered poor by consumption level.

There is a big difference in the poverty level according to the ownership of enterprises the household members are employed at. In 1998 the employees of state owned enterprises and organizations were characterized by the highest level of poverty (75.3 percent), and those employed at non-government enterprises and organizations - by the lowest level (45 percent). In 1999 the poverty level in these two extreme groups a little improved, although difference between them is still significant and comprises 72.7 and 40.1 percent, respectively.

No access to working places for most of the population is a main reason for increase in poverty level. Qualitative transformation at the beginning of 1999 has affected both the strength and structure of the employees in national economy. In 1990-1995 the number of the employees in the national economy decreased from 2763.3 thousand to 1730.1 thousand, the decrease comprised 59.7 percent. In 1997 this indicator significantly increased and became 2233 thousand, although in 1999 because of the previous year's crisis in the country, it decreased again and comprised 2079 thousand people. Decrease in the number of employees in the national economy mostly occurred in the industry and construction. In 1990-1997 full or partial discontinuity of the industrial enterprises caused the decrease in the number of employees 4 times. In the construction it reduced almost 10 times. In the following fields of the national economy - transportation, communications and trade the number of new working places and employees have increased. The number of employees in the agriculture has also significantly increased. This happened because of the land privatization implemented lately.

The state of women employment has also changed significantly. Particularly, in 1990 46.3 percent of the total number of employees in the national economy were women; in 1995 the number decreased to 45 percent. If in 1990 80 percent of capable women were employed, in 1995 this indicator decreased to 40 percent, but in 1998 the number of the employed women in total employment increased to 48.1 percent.

The tendency established in the line structure of employment is reflected in the distribution of employees and self-employees. Starting from 1994 the decrease in the number of employees is noticeable in the country, the number of self-employees respectively increased. If self-employees were only 9.4 percent of the total number of employees in the national economy, and 90.6 percent

were employees, then in 1994 this indicator comprised – 20.9 percent and 79.1 percent, respectively; and in 1995 reached – 53.6 and 46.4 percent. In 1999 out of the total number of employees 64.8 percent were self-employees, and 35.2 percent - employees.

In 1995-1999 the number of the self-employed in the country increased 3.7 times, and the number of the employed decreased 1.9 times. The reasons for this were: ongoing processes in the country, small and medium privatizations results, specificities of land reforms in the villages, big capital investments and limited implementation of big investments, also lack of technique and technologies. Dominant form of the labor organization is a family economy. Non-development of contract relations and non-formal contracts play a significant role in creating a favorable background for camouflaging hired labor.

Together with the abovementioned processes both structural and hidden unemployment acquire huge scale and unemployment level grows. Particularly, if in 1995 the unemployment level was (according to the balance sheet calculation) 20-25 percent, by 1997 (based on the household survey materials) the indicator comprised 7.7-12.1 percent, and in 1998-1999 the situation worsened – the indicator comprised 12.3-14.3 percent and 12.7-16.8 percent, respectively. Specificities of transition economy, as well as inconsistency of professional and higher educational institutions with the modern requirements, facilitates to the growth of the unemployment level. In spite of almost universal coverage of the population with elementary and secondary education, the abovementioned fact assists to the growth of the unemployed army with uncompetitive people each year. Informal economic scale has reached alarming indicators.

Population's average monthly income structure, calculated on a single household, experienced significant changes in respect to the ongoing processes in the economy. In 1990 according to the data of the State Statistics Department, income received from employment occupied basic part (53.9 percent) in cash income of the population; pensions, scholarships and allowances – 10.5 percent; money earned from agriculture product sale – 9.5 percent; other cash income – 26.1 percent. Starting from 1996 the income structure experienced certain changes. Particularly, income from the hired labor decreased to 33.6 percent; income from agriculture product sale almost doubled and comprised 18.9 percent; money received from relatives – 6.8 percent; income from self-employment increased to 28 percent, and in 1999 these indicators comprised 40.4 percent; 25.8 percent, 6.5 percent and 14.2 percent, respectively.

Table No 6 clearly shows the changes that occurred in the structures of household income. As seen in the Table, the volume of total nominal income in the household hasn't changed significantly during 1996-1999. Although certain structural changes are still noticeable. During the period under observation income from the hired labor was growing. Though, during the same period number of the employed was obviously decreasing in the government sector, i.e. at the end of 1998 and last quarters of 1999 cash income earned from the hired labor showed certain decrease within the household earnings, caused by massive nonpayment of salaries and wages in the budget sector. The income from self-employment is decreasing. This shows that situation among small entrepreneurs is not stable, and creation of big entrepreneurs is on the initial stage. Incomes from the agriculture product sale are increasing. This reveals that little by little agriculture acquires the face of commodity economy. Because of the critical situation in the internal economy the number of the parcels from abroad keeps growing, and cash received from relatives tends to be stable.

In 1998-1999 incomes from such sources as: property sale, money lending and use of the savings, increased, since neither salaries, nor other kinds of payments were paid on time. Non-cash income (own food products or one received free of charge for one's own consumption) has absolutely seasonal character. In the whole it has decreasing tendency, although in the last quarters of 1999 it showed certain increase.

Average total monthly income in the household, by town and village, gives the following picture: total income in village is higher than in town. Particularly, in 1998 this indicator was 10 percent more in village and in 1999 – 22 percent more than in town. Though, in the total income,

cash-income in town is greater than in village. In 1998 this indicator in town was 38.5 percent more, but in 1999 this difference decreased and comprised 23.9 percent.

As far as it concerns the incomes by regions, the picture is as follows: in 1999 Guria (138.6 Lari), Imereti (140.8 Lari), Samegrelo and Zemo Svanetia regions (156.4 Lari) had less than average total monthly income (166.9 Lari); and Adjara (202.6 Lari), Kvemo Kartli (236.2 Lari) and Shida Kartli (168.7 Lari) regions had higher than average.

In 1994 average salary of the employed in the national economy comprised 6.27 Lari (\$ 5.0); in 1995 it increased 2.2 times and comprised 13.6 Lari (\$ 10.5); and in 1999 compared to 1994 it increased 10.8 times and comprised 67.6 Lari (\$34.6). Because of the inflation, real growth of average salary was relatively less: in 1995 compared to the previous year it increase and comprised 57.9 percent; in 1999, compared to 1994, it increased 4.5 times. As far as it concerns the minimum pension, in December of 1993 it was 30.0 (\$ 0.39) thousand coupons, in December of 1994 it comprised 2500 (\$ 1.78) thousand coupons, in the same period of 1995 – 6 (\$ 4.65) Lari. In 2000 compared to December of 1995 it increased 2.3 times and its real growth comprised only 54.5 percent. Social (family allowance) of the population in 1997 comprised 10.79 mln. Lari, and in 1999 – 3.78 mln. Lari. Thus, mentioned allowance decreased both in nominal and real expression 2.8 times and 4.3 times, respectively.

In 1996-1999 when political and social-economic situation was relatively stable in the country, in the national economy average salary of employed increased 5 times and the minimum salary 3.3 times. Despite such significant increase the salary, as a value for working force is less connected with the value of subsistence resources and doesn't provide simple reproduction of working force, let alone extended reproduction in comparison with the period before the reform. It is enough to mention, that average salary in June of 2000 comprised 66.5 percent (\$ 38.5) of the subsistence minimum, and the minimum salary was only 17.7 percent. Average monthly income distributed on a single household member comprises 42 Lari. Because of low salary level the share of salaries in the general structure of incomes doesn't exceed 40 percent and significantly falls behind the critical level (60 percent). This clearly shows that working motivation recovery in Georgia is going on slowly. In the modern conditions the salaries have lost incentive function and it has become some kind of social allowance, not connected with the work volume or quality. Today minimum salary of the employed in the national economy comprises 26.7 percent of average salary, when in the countries market economy of social orientation, mentioned ratio is not less than 40 percent and according to the European Charter it comprises 68 percent.

Low payment, and chronic delays in their payment have negative effect on one's attitude to implementation of one's functional duties. First budget arrears on the salaries appeared already in 1997 and by the end of the year it comprised 3.4 mln. Lari. During 1998 arrears on the salaries comprised 49.7 mln. Lari, on the pensions – it exceeded 50 mln. Lari. In 1999 the arrears on both salaries and pensions increased. This tendency still continues and as of July 2000, arrears on the salaries and pensions together comprise 200 million Lari.

In order to estimate poverty indicator, it is necessary to look at the evaluation of average monthly expenditure of a household (see Table No 7). As it is obvious from the Table, in 1996-1999 significant changes in the population welfare had not occurred. If in 1996 total average monthly expenditure in the household was 229.2 Lari, in 1999 this indicator increased by 3.8 percent and comprised 237.8 Lari. In the first quarter of 2000 the indicator increased to 256.2 Lari, though increase in expenditure was not accompanied by improvement of living standard of population, because the expenditure growth is mostly caused by significant price increase in heating, electroenergy, healthcare, transportation and other emergency services. Thus household expenditure increase was caused not by its physical volume growth, but by price increase. In the indicated period consumption of cash-expenditure was characterized by tendency of growth. In 1999 compared to 1996 it increased by 18.8 percent and comprised 196.2 Lari. In the first quarter of 2000 this indicator comprised 226.6 Lari. In the same period non-cash expenditure level experienced decrease. Particularly, in 1996-1999 it decreased by 35 percent and comprised 41.6 Lari. In the first quarter of 2000 this indicator decreased again and comprised 29.6 Lari. As the Table shows, cash expenses on

food products also decreased, though insignificantly. Lately, expenses on transfers have significantly decreased; this might have been caused by shortage of financial resources; own or free food products bear clearly seasonal character, though in the whole, the tendency of decrease is noticeable even here.

In 1997-1999 consumption expenditure distribution changes occurred in extremely decile groups. See Table No 8. In 1997 0.9 percent from the total consumption expenditure fell on the poorest decile groups, and 35.7 percent - on the richest. In 1998 the share of the poorest group rose to 1.6 percent, and the share of the richest decreased to 29.2 percent. In 1999 same tendency continued, the poorest group's share comprised 1.9 percent and the richest group's share decreased and comprised 27 percent. The poorest group's share of the total cash expenditure increased, and the richest group's share - decreased. Although, according to the total expenditures in 1997-1999 low decile group's share decreased from 2.6 percent to 1.5 percent and the richest group's increased from 30 percent to 31.9 percent.

As it is clear from the household survey materials, Georgian households of even high decile groups still have very limited recourses from the point of access to good education, healthcare and other services. Despite this fact, consumption expenditure structure has experienced a slight increase in the direction of non-food product expenses lately. Expenditure share on food in each decile group is at least 5 percent lower than it should be according to the social standard indicator.

Percentage structure of actual food consumption calculated for a capable male by expended groups of food products causes concern. During the observation period (from the second half of 1996 to the end of 1999) actual consumption of food products almost in each decile group differs from the norms. Particularly, the consumption share of bakery products and cereals is significantly higher compared to the normative consumption. The difference is especially high in poor decile groups, though consumption by rich decile groups is also higher than the norm; meat and fish consumption share is lower than the norm in all decile groups; milk, dairy product, and fat consumption share is either higher, or close to the norm in 8-10 decile groups, and lower in 1-3 decile groups; during the mentioned period fruit, vegetable, potato consumption share considerably exceeds normative consumption in III-IV quarters, and falls behind in all decile groups in I-II quarters. Other food consumption including beverages is higher than normative consumption in all decile groups. These differences compared to the norm in low decile groups are caused by the fact that because of economic adversity the share of low category products is high and the amount of high category products is low in food product consumption. The reason for these differences in high decile groups could be the following, the type of the diet according to which normative food basket list and consumption norms were determined do not fit precisely geographic location of Georgia and diet specificities. The survey materials show that the list of food products meets the requirements of calorie content norms, but is lower than the norm in respect to proteins and fats contents, as to carbon contents - it exceeds the norm, especially in III-V decile groups.

The share of expenses incurred on health care and education is too low showing low access of households to these types of services. Average monthly expenses of a household on healthcare decreased from 7.6 percent in 1996 to 6.3 percent in 1999 (see Table No 7). The amount of expenses on education, culture, leisure in 1999 was rather low - 5.2 Lari.

Decrease in expenses on education shows reduction of access of the population to education. Consequently pupil involvement indicator in every stage of schooling in the country is decreasing. If there were 348640 pupils enrolled in primary education in 1989-1990 school year, in 1998/1999 school years the number of pupils reduced and comprised 301547 (47093 fewer). During the same period 47308 fewer pupils were enrolled in incomplete secondary education (5-9 forms), and 59457 fewer students at high school (10-11 forms). The number of pupils at elementary and primary schools is more stable, but it is reduced on the third stage of the secondary school. This specificity could be explained by the fact that graduates of incomplete secondary school have an alternative option of continuing their education at vocational or special schools. (Table No 9)

The main reasons for worsening the pupils' enrollment are: 1. lack of teachers motivation; 2. shortage of textbooks, books and other school materials at state schools; 3. unfavorable conditions of

state schools, no heating, shortage in electricity supply, poor laboratory equipment, etc.; 4. paucity of state funds allocated for primary and secondary education, low level of local and state budget execution, and as a result salaries of teachers delayed for months; 5. poor family conditions of pupils.

Abovementioned reasons imply for the weakening education and teaching quality at schools.

Striking difficulties are noticeable in providing schools with textbooks. In the soviet period schools were provided with textbooks free of charge. Today parents must purchase textbooks starting from 1st grade to 11th. Because books are too expensive parents encounter big problems. The higher the grade the more textbooks pupils need. If 5 subjects are taught in the first form, in the 11th - there are 15 disciplines. Because the quality of textbooks is poor, it is impossible to use them for the second time and often they cannot maintain presentable appearance even until the end of the year. Compared to 1990/1991 the quantity of textbook copies decreased in 1999/2000 by 3054500 copies, thus, even more complicating the possibility for their supply (Table No 10).

School circles, and other organizations outside school in children's education play considerable role. The access to these circles in the country is becoming less and less. For example, the number of organizations outside schools was 135 with 83241 pupils in 1990, the number decreased to 95 with 52934 pupils in 1998.

Logistics of secondary schools have considerably worsened; their provision with school materials is becoming more and more difficult.

In 2000 572 or 18.1 percent of schools of general education were in need of emergency repairs, 54.5 percent – capital repairs. In 1991 similar indicators were 8.2 percent and 36.7 percent, respectively. School space per pupil was 2.3 m² on average. Because of paucity of school space 78.9 thousand pupils or 11.1 percent of all pupils in 446 schools had to study in the second shift, and 559 pupils or 0.1 percent - in the third shift.

Provision of schools with educational laboratories at schools of general education is unsatisfactory. Most of schools do not have special rooms for informatics (92.6 percent), foreign languages (77.6 percent), biology (57.6 percent), chemistry (47.8 percent), physics (42.2 percent), professional orientation (98.9 percent), automobile engineering (96.8 percent).

Laboratory of informatics was functioning in 272 incomplete and secondary schools of general education with 3.1 thousand working places. Compared to 1990 in 1991 the number of schools and working places declined 1.6 times.

Rooms of foreign languages were functioning in 708 incomplete and secondary schools of general education in 1999/2000, but among them only 153 schools were equipped with lingo phone rooms, while their number in 1990/1991 was 429. 156 automobiles and 296 tractors were used in 1990/1991 school year for teaching purposes, but in 1999/2000 – 283 and 672, respectively. Number of narrow film movie cameras, TV-sets, and tape recorders has also decreased.

Libraries were functioning in 2067 schools (65,5 percent), where there are 10.2 million books registered, among them 1.8 million (17.6 percent) are textbooks.

Today 1286 schools (40.8percent) of general education have gyms, among them 414 – 24x12m and more square standard and 972 – non-standard gyms.

Catering conditions at schools have deteriorated. Last year canteens were functioning only in 413 schools (1729 – in 1990). Pupil strength eating hot meals has decreased from 206582 in 1990 to 6736.

Difficulties in education funding are equally reflected at each of its stage, among them – in preschool funding. Correspondingly starting from 1990 the amount allocated for preschool organizations was systematically falling. Today preschool organizations are funded from local budgets. In the regions where possibilities of funding are scarce, most of the kindergartens were either closed, or shifted to self-financing. If in 1990 there were 42843 children from 0-2 in the nurseries and 166177 children from 3 to 6 at kindergartens, their number was 10553 and 63403, respectively in 1999 that could be explained by bad financial condition, worsening of living conditions, problems in

heating and children feeding, high unemployment level among parents, small income of parents. Despite acute reduction of funding and adversity of the population, number of children going to school was more or less maintained in 1990. Schooling in I-IX is mandatory, though it does not mean that pupils always attend classes. Sociological surveys showed that pupils from poor families often miss classes. The reason for this is that they either have no access to clothing, textbooks, or other school materials, or they have to contribute their share in income formation of the family. Development of network of private (with tuition) educational institutions also imply for it. They attract more and more young people. According to State Statistics Department data the number of the children who left school from X-XI (XII) grades in 1999 as compared to 1997 has increased by 7.7 percent and comprised 1473, which is 2 percent of the total contingence.

Starting from 1997 tuition was introduced for 70 percent of the pupils of X-XI grades. The examination at the end of the year determines the contingence that will study free. Non-existence of adequate studies makes it difficult to determine how tuition has affected number of pupils in the grades. There are a few cases mentioned in the pilot evaluation of educational system when the children left school because they could not afford to pay tuition.

In August 1999 State Statistics Department carried out a survey of human resources and found that 38.7 percent of children at age of 7-17 only goes to school, 54.6 percent in addition work, and most of them is employed at (parent or guardian's) households, and a small part is employed in economic activities (including employment at other's households). Among those children who simultaneously study and work 60.3 percent are girls, 39.7 percent – boys. 6.7 percent of total number of these age group children does not study, 2.5 percent – neither work, nor study. From the problems because of which this age group children are forced to work and study, or quit school and only work, the most important is to purchase clothing and footwear. As to the children's income employed in economic activities only 38.5 percent has more than 20 Lari income, i.e. more than minimum salary existing in Georgia today.

Very small amount of spending spent on healthcare of the population, considerable deformation of food content and structure, limited area for health program implementation and little access to it, are implied for high mortality rate in the country. In 1990-1999 total mortality rate increased by 0.4 percent and comprised 8.8 **promile**. Infant mortality rate was too high, which grew from 15.8 promile in 1990 to 17.5 promile in 1999. During the same period under-5 mortality reduced from 4.1 promile to 1.0 promile. There are no special studies in the country that could allow us to assess infant mortality rate by education of mother, age, or ethnicity, though we could say that the correlation of mortality rate with the deterioration of family's (mother's) economic condition and reduction of spending on healthcare is high.

The tendency of replacing nutritious good by starch containing cheap and less nutritional food, as well as consumption of poor quality food had effected children's development; only 3 percent of under-5 children have 2 unit underweight compared to the height. This datum is a bit higher, than it could be in well-fed population. It should be noted though that 12 percent of the children are under height in relation to their age, which implies for malnutrition accompanied by illness, i.e. the children might have been eating sufficient quantity but bad quality food.

In 1998 the Institute of Pediatrics conducted a survey, which revealed relatively low average height and average weight in the children under-5 attending nurseries and kindergartens, than in the children brought up and fed in the families. This fact shows that these organizations did not have sufficient quantity or quality food (it especially lacked animal protein). It should be also highlighted that mostly the families with unfavorable social and economic conditions enrolled their children in these organizations. Table 11 gives weight and height indicators of the children under-5 attending nurseries and kindergartens in 1998.

Together with the growth of chronic diseases characteristic for developed countries (cardiovascular, oncology diseases, etc.), the growth tendency of TB, hepatitis, infectious and other diseases characteristic for developing countries is also noticeable.

Particularly, new cases of tuberculosis in 1994-1999 have increased 5.5 times. If in 1994 there were 63 new cases of tuberculosis in the children from 0 to 4, in 1997 this index reached 345. In the age group from 5 to 14 123 children suffered from tuberculosis, this figure reached 1057 in 1997. Blood and diseases of blood-forming organs reduced from 8161 cases in 1991 to 6426 cases in 1999. The tendency of reduction is also noticeable in the diseases of blood circulation system, from 9144 to 4583 cases during the same period. The number of children with neoplasm has reduced from 399 to 213 cases. As far as AIDS is concerned, not a single case of AIDS among children has been registered as of today.

The exciting hard economic situation in the country creates unfavorable conditions for improving living conditions of the population. Average index per capita of providing the population with residential apartments is changing insignificantly. It grew from 18.8 m² in 1990 to 19.7 m² in 1995, and to 21.7 m² – in 1999. In the conditions of limited budget resources the volume of government expenditure on house building has drastically fallen. If in 1995 13.4 million Lari worth living space was constructed at the expense of government capital investments, it decreased to 10.2 million Lari in 1997. 10.8 million Lari worth residential houses were built and distributed in 1999.

The living space distributed in 1999 compared to 1995 increased and comprised 173.0 thousand m². Actually no construction was accomplished by construction cooperatives. The living space constructed by means of resources and credits of the population has increased by 17.9 percent at the expense of individual housing construction of the high-income layers of the population. The number of apartments constructed by state enterprises and organizations has sharply declined; if 5.7 thousand apartments were built in 1995, in 1997 – 0.4 thousand, and in 1999 – only 0.2 thousand. There are serious problems in supply of cold and hot water, provision with shower, central heating, bathroom (shower), natural gas, and electrical cooker.

In spite of the tendency mentioned above in the field of housing provision, the situation is not critical thanks to the privatization of state owned residential apartments and conveying them to the population free of charge.

There is no poverty asylum as such. There are only two shelters for the old and disabled in Tskaltubo and Tbilisi for 277 people. According to 1999 data, there were 180 people there and total expenditure for their maintenance comprised 228.8 thousand Lari, the number of the personnel in both organizations was 148.

The State Statistics Department on the basis of household network carried out a special survey – Barometer of a Consumer's Behavior. The aim of the project was to investigate the opinion of the population, as a consumer, on their economic-financial situation, prospects, their purchasing capacity and demands on current and long-lasting goods, savings, and the possibilities for their use.

The distribution of the welfare evaluation (subjective evaluation of one's condition) of one's material condition by the households looked as follows: almost 70 percent of the families in the whole thinks that they manage to resolve catering problem by means of current cash and other material income, half among them easily and more or less completely satisfies one's other requirements.

As to the current consumer goods and services, the consumer's priorities could be distributed as follows: the types consumers less economize on are – schooling and health care, though 15 percent of the respondents stated that they could not allocate money for medical service; consumers economize on clothing, footwear, household goods, schooling expenses for adolescents. They largely economize on entertainment, leisure, and public catering; only very small part of the population (10 percent) can allow incurring large expenses.

The survey of long-lasting consumer goods showed that families are relatively provided with TV-sets, refrigerators, washing machines, though more than 30 percent of the goods do not work well. Furthermore, it is worth to mention that average age of the maintenance of the long-lasting consumer goods varies from 13 to 16 years, thus, revealing their moral and physical wear and tear. Hence, the owners will in the nearest future be facing the need for their replacing by new ones, though they cannot afford it.

As far as advanced technique is concerned, such as video camera, PC, cellular phone, and pager – very few families own of them.

One of the significant issues in the survey is to investigate the process of saving. According to the study approximately 70 percent of the respondents do not expect to have enough money to save in the future. Only 15-20 percent expressed hope to have some to save. Among those who hope to save some most tend to save money for particular reasons, particularly, to cover health care expenses – 25 percent, to invest in business – 21 percent, to purchase a house or a car – 15percent, to be on the safe side – 41percent. The survey conducted shows that the number of those who should like to purchase securities or bonds is too few.

If official statistics shows certain equalization in remuneration, the income distribution structure among certain groups of the population gives rather different picture. From this point of view, it is interesting to discuss Gene's (Gin?) index, which reflects distribution inequality according to total income and total expenditure.

According to the household survey materials conducted by the State Statistics Department, the relative indicator of poverty – Gene index – in terms of total income has reduced from 0.56 in the third quarter of 1999 (the time when household surveys started) to 0.53 in the first quarter of 2000. The difference is insignificant showing that the high level of inequality in terms of total income remains. In the time period determined this indicator tended to vary and was balanced in the first quarter of 1998 in comparison with the rest of the quarters. It comprised 0,48 at that time. As far as Gene (Gin?) index in terms of total consumption is concerned, it was relatively low and stable too. If in the third quarter of 1996 it was 0,42, it slightly improved as of the first quarter of 2000 and comprised 0,40. In that period of time inequality in terms of total consumption was insignificantly changing and the lowest indicator noticed was 0.38.

Certain part of the population is leaving the country in search of better economic possibilities and living conditions. The actual figure of labor migration significantly exceeds the official data. If in 1990-1999 this figure equals 218 thousand people according to State Statistics Department, it varies between 520-600 thousand people according to other sources. This condition could at a certain extent be qualified as a positive one considering the economic situation of today's Georgia, since the people abroad send money orders.

To overcome poverty and facilitate economic growth in Georgia are the highest priorities for the government of the country. For this purpose the President's Decree No 678 of July 1 2000 'On Supporting Organizational Measures for Working Out the Program of Overcoming Poverty and Facilitating Economic Growth' was issued. In this document the government express readiness to direct one's effort to defeat poverty and provide stable economic growth. For this purpose the government aims at elaborating the program for overcoming poverty and facilitating economic growth. The program will be designed for short-, mid-, and long-term periods. The representatives of the international commonwealth in Georgia will assist in the realization of the program. The main goal of the program will be to accelerate economic growth in the country and correspondingly, to facilitate the poorest layer to benefit from the results of the development of economy and economic growth, as well as to support socially unprotected groups.

International Monetary Fund, World Bank, United Nations Development Programs, and other International organizations and donor countries intend to give active support to the government of Georgia to develop and accomplish the program. In terms of the Decree mentioned above a Governmental Committee headed by the President of Georgia E. Shevardnadze was set up. The committee will be responsible to elaborate the program of overcoming poverty and facilitating economic growth in Georgia. To ensure efficient work of the committee subcommittees were also created. They are: social, fiscal-monetary, agricultural and environmental protection, as well as for infrastructure, etc.

Within the program the government of Georgia with the participation of the society has already started to outline the strategy document on overcoming poverty and ensuring economic growth in the country. Preparation of the document is a precondition for Georgia to receive IMF and WB assistance.

The strategy document of overcoming poverty shall determine the basic goals and trends of the country's development for 5-7 year perspective and shall become frame guarantee of accomplishing these goals by using the country's local resources, on the one hand, and international technical and humanitarian assistance, on the other, with utmost efficiency.

The final strategy document on overcoming poverty in Georgia thoroughly determines the goals and measures meant to ensure accomplishment of the goals set. To defeat poverty in the country and eradicate extreme poverty will become possible by ensuring reduction of poverty risk probability (prevention); the latter is achievable by effective policy of employment, creating system for training competitive cadre, paying universal family allowances to the children; by relieving the poverty consequences that could be achieved by applying purposeful and addressed system of cash and non-cash allowances for poor families, by granting non-permanent benefits, temporary employment programs, etc; by lessening the effect of anticipated poverty risk that could be achieved by capable retirement insurance, health insurance, unemployment, temporary and permanent incapability insurance, social insurance, and by setting up and developing sustained financial systems that could lessen the effect of disastrous conditions on the citizens and the their family members.

In order to accomplish the goals for overcoming poverty and eradicating extreme poverty in the country the measures shall be taken in the following directions:

- to set up an effective system to facilitate employment;
- to introduce reform in the system of education;
- to reform social insurance system (retirement insurance, unemployment, disability, and medical-social insurance);
- to improve the system of social benefits;
- to reorganize the system of labor relations;
- to implement national policy of healthcare;
- to improve management system.

Month of March of 2001 was determined as a final date for the elaboration of the final document. Before then certain preparatory works need to be accomplished, the realization of which shall significantly depend on the international technical assistance. The determination of these goals is complicated by the fact that for the last 11 years there was no census conducted in the country due to some subjective or objective reasons. This fact levels the validity quality of the indicators depending on the number of the population, such as poverty, unemployment or any other data or indicator.

Government Expenditure, Poverty and Welfare

Though as a result of the reforms in the fields of social security, education, and health care, substantial load of social system funding was shifted from the government to the community, social expenses still occupy significant part in the government expenditure and reveals growing tendency. The share of social spending (social security, pension provision, health care, education, culture, sports, religion) in GDP has increased since 1996. If in 1996 social spending comprised 7.7 percent of GDP, it reached 8,8 percent in 1998, but fell to 7.4 percent in 1999, and is estimated within 7.9 percent in the plan of 2000. The share of social expenses in the structure of the consolidated budget expenditure looks as follows: 37.5 percent in 1996, 41.9 percent in 1998, 35.7 percent in 1999, and 40.6 percent is planned for 2000. Out of total volume of the social expenses 40.3 percent is envisaged for pension provision, 26.1 percent – for education, and 7.7 percent falls on health care.

The significant part of the consolidated budget expenditure is addressed to the salaries and wages of the employees of the budget organizations, as well as to the pension provision of the population of the country. It should be noted though that in the conditions of budget crisis when

arrears in wages, salaries and pensions retain the tendency of growth the above-mentioned category of the population remain as the category socially least provided with. The reason for it is too small amount both in nominal and actual expression of salaries and wages, pensions and social benefits.

Because of the difficulties in the process of State budget formation, the government had to reject wide guarantees of social security existing during the socialism. Limited budget resources, on the one hand, and strict revenue differentiation, on the other, implied for the necessity of introducing targeted projects of social security for the layers of the population less provided with.

In terms of the President's Decree No 843 of December 25 1996 'On the Social (Family) benefits' starting from January 1 1997 monthly (family) benefit system was introduced. The families of single pensioners not working, the families comprising of incapable members, and the families residing in the towns and having only unemployed members were eligible for this project. The introduction of the mentioned measures partly eased the vital problems of the population less provided with. Though in the conditions of budget deficit it was impossible to fully activate this project. Within the project it was envisaged to allocate 15.88 million Lari in 1997, actually 10.79 million Lari was disbursed, i.e. 67.9 percent of the plan. The assistance was rendered to 134,8 thousand people. The benefit comprised 9 Lari for a single member family, for two-member family – 80 percent of that amount per capita, three or more member families received 60 percent of that amount per capita. In the latter two cases the indicator of living together was applied. Because of paucity of the funds payment of benefits lasted only for 6-7 months. In 1998 within the same project instead of 14.3 million Lari 4.4 million Lari (30,8 percent) was actually disbursed. The assistance was rendered to 48,4 thousand people. In 1998 the categories entitled to the benefits was further clarified. Particularly, the monthly benefits were given to the single-member families who did not work, and comprised of helpless pensioners, who did not have a breadwinner determined by the law despite their place of residence.

The benefit amount has also increased but insignificantly. It was paid only for 3-4 months. For the same reason the 1999 budget envisaged 12.3 million Lari but instead, 3.78 (30.7percent) Lari was actually paid. 46.5 thousand families received the benefit. The amount determined for a family of a single pensioner amounted to 18 Lari, and 29 Lari for a family with two or more single pensioners. The benefit was paid only during 3 months. In 2000 the budget allocated 13.3 million Lari for the same purpose (Decree No 380 of August 21 2000 of the President of Georgia).

Launching of the project was a step forward in the direction of targeted social security for the layers of the population socially less provided with. It should be noted though that the project failed to include the families with low income, single parent families, or young families with many children. In light of it expansion of the given project in the nearest future is of utmost importance.

The essential part in state social projects occupies the assistant projects for refugees and internally displaced people. Starting from November 1992 the people of this category were entitled to the benefit in the amount of 1500 roubles comprising 90 percent of minimum salary of the corresponding period. The amount of benefit tended to change too frequently with the change of the economic situation and its classification is rather complicated. During this period the leading importance in the assistance of refugees and internally displaced people was attached to the humanitarian aid, which basically was expressed by distributing food products. The quantity of humanitarian food products distributed in 1996-1999 reduced 5 fold. And if in 1992-1995 humanitarian aids occupied relatively important place, starting from 1996 the distribution of food products in the country has essentially reduced. The share of internally displaced people, pensioners, families that lost breadwinners, the disabled, children's institutions, and other socially unprotected layers of the society among the recipients of the food benefits are highest. The share of public catering center among the recipients of the benefit has been increasing recently. The circle of these recipients is not transparent though.

In the whole the volume of humanitarian food products throughout the country has 5 times decreased in 1999 compared to 1996. The reduction affected almost every region, other than Abkhazia, where the reduction is very insignificant. Particularly, in 1996 the volume of humanitarian food products comprised 3396 ton in 1996, and 3271 ton – in 1999. The distribution of humanitarian

food products by certain groups of the population gives the same picture, though it has increased in public catering centers from 1318 ton in 1996 to 2387 ton in 1999.

In the conditions of no assistance from the part of Georgian diasporas, the role of the assistance from the international commonwealth gains more and more importance, among which international financial organizations: International Monetary Fund, WB, European Union and United Nations structures carry decisive function. The assistance from the governments of particular countries addressed to support the layers of the population less provided for, as well as to accomplish economic revival and structural reforms is becoming more and more active. In the conditions of decrease in the benefits in kind and with the stabilization of economy starting from 1996, it became possible to increase allowance for refugees and internally displaced people. In 1996 the amount of allowance comprised 36.94 million Lari. In 1999 58.0 million Lari was envisaged for the same purpose, but instead actually 50.54 million Lari was disbursal. In 2000 61 million Lari is planned. According to 6-month results 30.76 million Lari has been actually spent, i.e. 50.34 percent of the actual plan. Even today refugees and internally displaced people receive benefit in kind.

Starting from 1997 “State Program of 1997-2000 About Social Protection Of The Disabled, Medical And Social Rehabilitation Of The Family Members Of The Deceased And Lost During The Military Operations For The Territorial Integrity, Freedom And Independence Of Georgia” is in effect. The program envisaged resolution of living and medical problems of the disabled, their social rehabilitation-adaptation. For this purpose 30.6 million Lari was to be allocated in 1997-1999. Actually the allocated amount comprised 17.59 million Lari, i.e. 57.5 percent of the amount determined by the program. The balance cannot be covered by the expenditure of the 2000 budget. In 2000 it is planned to allocate 3.5 million Lari.

In order to introduce employment policy in 1997-1999 the budget envisaged determining the expenditure side within 3.2-3.8 million Lari, the greatest part of which was addressed to finance the employment measures and unemployment allowances. By years the volume of funding looked as follows: instead of 3.2 million Lari planned for 1998 3.15 million Lari was spent; in 1998 the expenses of the above-mentioned fund was determined by 3.7 million Lari, but actual spending comprised 3.21 million Lari, i.e. 86.8 percent. It should be noted though that the expenditure plan of the fund has not been implemented in any of the positions. For example, only 78.9 percent of the amount envisaged for unemployment allowances was paid, i.e. instead of 1.9 million Lari 1.5 million Lari was paid. Moreover that, this article is the main part within the total expenses of the fund. During the same period the expenses for funding temporary employment has increased. If 50 thousand Lari was spent for this purpose in 1997, it comprised 650 thousand Lari in 1998. In 1999 State Employment Fund was planning to spend 3.8 million Lari, but actually it spent 3,6 million Lari, i.e. 94.7 percent. In 1997-1999 the expenses of the fund increased by 450 thousand Lari, i.e. by 14.3 percent. In 2000 the plan of the fund was determined by 5.0 million Lari, in the past six months 1.09 million Lari or 21.8 percent of the plan was spent.

80-85 percent of the total expenditure of the Unified State Fund of Social Security and Medical Insurance in 1991-1995 was spent on pensions, the rest of the expenditure was used for different kind of allowances, particularly, on temporary incapability, maternity leave, etc. in 1996 the total actual expenditure of the Fund comprised 110.2 million Lari, among it the expenses incurred on pensions comprised 88 percent. In 1997 this indicator has gone up to 131 million Lari, but in 1998 because of the difficulties in the formation of the fund revenues actual expenditure grew only up to 146.9 million Lari, (among them, on pensions – 133.7 million Lari, for the purposes of treatment and rehabilitation, temporary incapability, maternity leave 6.3 million Lari was allocated). In 1999 total actual expenditure of the Fund equaled to 166,0 million Lari, 183.75 million Lari is envisaged in 2000. The expenses for the first six months comprised 69,3 million Lari. Thus, as of July 2000 the arrears including arrears of the previous years exceeded 100 million Lari.

To show social support to the population, it is very important to compensate the personal savings of the citizens depreciated as a result of inflation. In accordance with the presidential Decree No 716 of December 8 1997 ‘On the Indexation Mechanism of Money Resources Deposited on the Accounts of the Population’. Maximum volume of the debt was determined by 502 million Lari,

though this figure is conditional and has not been approved by the Parliament yet. For the indexation purposes of the savings of the citizens in the state commercial banks the budget envisaged 5 million Lari in 1997. Actually only 500 thousand Lari (10 percent) was reimbursed. In 1998 the budget again envisaged 5 million Lari, but actually 5.131 million Lari was refunded, i.e. 82,7 percent of the plan. In 1999 it was planned to allocate 400 thousand Lari, actually 18,8 percent of the plan was reimbursed. In 2000 it is planned to pay 300 thousand Lari.

There have been essential difficulties in the funding of the educational system for years, hampering the agency to accomplish government liabilities. Upon the requirement of the World Bank mission the expenditure of the educational system had to comprise 13.2 percent of the aggregated budget of 1999. The share of the above-mentioned expenses was planned at the level 10.7 percent, but actually it comprised 9.3 percent. In 1993-1999 the planned indicator of the governmental funding was accomplished by 83.5 percent. In the conditions of reduction of governmental funding informal fees play significant role. Today the payment in the state kindergartens per child is fixed and consistent with the state financial norms. In case of private kindergartens the fee is determined on the basis of the agreement concluded between a parent and the organization. According to state norms 1,08 Lari is spent per day, which equals to 25.92 Lari per month. But the government charges the parent only 45 tetri per month. Informally parents additionally pay certain amount proceeding from their financial possibilities and other conditions. The amount is spent on children's feeding and, partially, on other economic needs. In the rural area the fee is relatively small and basically is paid in kind.

The kindergartens located in the prestigious districts of the city charge parents 30 Lari per month, in the suburbs – 10-15 Lari per month, and only 5 Lari in the rural areas. The catering in the organizations for children is organized in accordance with the 'Catering Norms in the Nurseries, Kindergartens, and Pre-school Organizations of Sanatorium Type' approved by the Decree No 342 of May7 1993 of the Ministry of Education.

There are also informal nominal payments for the maintenance of school buildings varying between 3 to 8 Lari per pupil. One of the most important reforms was - legalization of this payment. Certain area of school buildings is let and the revenues of secondary schools have increased on average to 50-60 thousand Lari a year amounting to 1 percent of revenues.

Salary of a schoolteacher, as of most of the employees' working in the budgetary organizations, is below the subsistence minimum. For example, average salaries of teachers by years look as follows: 1997 – 31 Lari, 1998 – 46 Lari, 1999 – 47.50 Lari, and as of June 2000 – 50 Lari, and comprised 29.7 percent, 45.3 percent, 41 and 44.3 percent respectively, of the subsistence minimum.

The second stage of the reform started in 1997 and it referred to the qualification of the teachers. Two stages of testing were planned. The first staged was held in 1997, the second – in 1999. The model approved envisaged was meant to check knowledge of the teachers in six aspects: 1) academic knowledge, 2) professional experience, 3) outcome of the professional activity, 4) creative approach to schooling, 5) labor skills in the group, and 6) working discipline and sociability. As a result of the test the teachers were classified in accordance with four categories: a) highest, b) first, c) second and d) low. The teachers obtained the lowest scores were granted salaries in the amount of 32 Lari, those with the highest grades – 62 Lari.

In accordance with the data of the household survey average monthly consumption on education, culture, and leisure calculated on an equivalent adult has decreased by 1,7 percent compared to the previous year and comprised 5.9 million Lari or 3.03 million USD, thus equaling to 1,9 percent of the total consumption.

The volume of funding allocated for health care is also a controlling parameter for the World Bank and its share in the consolidated budget shall not be below 7 percent. 32.8 million Lari was supposed to be allocated for health care in 1996, actually 28.61 million Lari was allocated, i.e. 87.2 percent of the plan. In 1997 the plan volume of the expenditure has increased and comprised 64.72 million Lari. Actually 39.51 million Lari was disbursed, i.e. the plan was executed by 68,3 percent. In 1999 it was planned to allocate 56.7 million Lari. Actually 31.72 million Lari was disbursed, or 55.9 percent of the plan.

According to the household survey data average monthly consumption of the population on health care calculated on an equivalent adult has increased by 33.3 percent compared to the previous year and comprised 7,2 million Lari or 3.7 million USD, thus equaling to 2.3 percent of the total consumption. Both in the field of education and health care the most part of the spending fell on the public. Government of Georgia approved State Program of Health Care National Policy in July of 1999. According to this program the government took upon oneself to finance emergency programs of health care including psychiatric diseases, tuberculosis, secure maternity, medical assistance for children, oncology diseases, cardio/ischemia diseases, infectious diseases, and other state programs. But this comprises only insignificant part of the expenditure necessary to be financed in the field of health care, and, thus, is not enough to make health care accessible for the population of the country.

It should be noted though that the State Health Care Program did not receive support from the population. Neither the doctors were happy with it. The population negatively assesses the state policy in the field of health care. It is not strange since the implementation of the program did not result in the improvement of the medical service. The inconsistency noticed between formal (written on paper) programs and actually performed ones also causes concern.

Regulation of the relations between a doctor and a patient through introduction of paid treatment and establishing legal environment for legalizing fees considered illegal before are one of the outcomes anticipated from the reforms. Actually the privatization of health sector and the attempt 'to formalize' it did not bring the desired result. The significant part of the sum spent on medical services stay out of formal circulation. The reform has especially affected the poor and socially unprotected layers of the population. Until the health is not completely deteriorated even the people with medium income cannot afford a visit to a doctor. Very often the visit is too late. It is obvious from the fact that 66.6 percent of newly registered cases of cancer in 1998 resulted in the III and IV stages of malign neoplasm.

According to the surveys the fees for medical services are too high. One-day simple clinical check-up (without expensive bio-chemical and bacteriological tests) costs 30-40 Lari. A visit to a consultant fluctuates from 10 to 60 Lari. A day in state hospitals costs from 15 to 40 Lari (in the ward of intensive therapy it may cost even 80 Lari), in private hospitals – 35-200 Lari. Operations are most expensive. An oncology operation varies from 800 to 1550 Lari. Medical insurance covers the treatment of only heaviest, hopeless patients. After the operation one intravenous transfusion for chemotherapy costs 120 Lari, when the patient needs at least 3 or 4 such transfusions. High level of both official and unofficial fees is the main hampering factor in access of health care system for the population. As a result the population of Georgia seldom undergoes a check-up. According to the data 20 percent of the patients suffering from incurable disease were treated in outpatients' clinic, and 5 percent in hospitals.

In April-May of 2000 within the TACIS project State Statistics Department conducted a random survey investigating the medical expenses of the population, the service conducted by the organizations of health care and drug stores. It was revealed that out of every 100 families in the first quarter of 1999 at least one member of 67 families underwent treatment or received some kind of medical service. 106 people out of every 1000 regularly incur expenses for current treatment of chronic diseases. The survey data showed that in the period of January- March of 2000 calculated for every 1000 men 363 cases of treatment from the diseases other than chronic ones was registered. Out of these 363 cases, more than half (51.6 percent) was conducted at home without a specialist's consultation. In the rest of the cases either a medical organization, or a private practitioner participated in the process of treatment.

During this period the population has received medical service (check-up, test, consultations, medical treatments) worth of 87.1 million Lari. The population admits that these services they received for payment (73 percent), at the expense of a medical insurance (8 percent), additional remuneration (5 percent), in-kind (3 percent), free (11 percent).

The relationship of the reasons for children's morbidity and mortality with the family income, living conditions, parent education, ethnicity, and other factors is of utmost interest. The Institute of

Pediatrics conducted a research on infant and children mortality in 1997 and medico-biological, organizational, and social factors were marked out. The first place occupied under-12 month mortality (pregnancy complications, delivery complications, extra genital diseases, premature birth) caused by medico-biological factors. Next came organizational factors (lack of alternative care, no intensive therapy, delay in hospitalization, low quality of tests, no monitoring of risk-groups). The third place occupied social factors, bad living conditions, poverty, and parents with poor health.

Children protection, Family Support, and Institutionalized Care

According to the statistic data there are approximately 1400 thousand children (under-15), absolute majority of whom, like their families, more or less experience hardships, but very many belong to the category that are in extremely tough condition. This category comprise orphans, children deprived of parental care, refugee children, children of the disabled, children of the families with many children and socially less provided for. The survey of 1998 revealed 1100-1200 street children in Tbilisi, 70 percent of them come from Tbilisi, 18 percent from various regions of the country, 12 percent are internally displaced children. Their average age is 13. 87 percent of the above-mentioned children fully or partially give their earnings to their families, 54 (4.5 percent) school-age children could not read or write, health of 42 percent is very poor, 24 percent smokes, 2 percent consumes alcohol, 2 out of them – drugs. It should be noted that if in 1990 306 adolescents were registered in the bodies of internal affairs for begging and vagrancy, their number increased by 50.3 percent in 1999 and comprised 460 adolescents. Part of the risk group children has been institutionalized. Institutionalized care is the basic alternative form of children care for those who temporarily or permanently are deprived of family environment.

The events developed in the country lately have complicated the possibility of maintaining children organizations by means of government resources; it also caused liquidation of some of them; thus, thousands of children deprived of parental or relatives' care found themselves in the streets. Particularly, if in 1990 there were 91 children homes and boarding schools in the country with 16714 children fully on government care, in 1999 the number of the children's institutions reduced by 39 units, and the strength of the children in them decreased by 9226 children and comprised 7488 children. During the same period the number of the boarding schools for children with physical or mental disabilities decreased by four, thus the strength of inmates in the institutions decreased by 201 units (see. Table No 12). Sharp reduction of the number of the above-mentioned institutions and of the inmates in the institutions together with such objective reasons as low level of family income, salaries and wages, pensions, not paid for months, massive unemployment, family separation, refusal to take care of children, resulted in the creation of the problem of, so called, street or risk children (thorough information on this matter will be given later).

The transition from institutionalization to the development of other forms of community-based care is painfully proceeding. In the conditions when the alternative forms of the children care do not exist, significant part of the adolescents remain beyond the attention of the society. Thus, the number of tramps, beggars, and street children daily grows. Economic hardships, incapability of parents and the government to protect children and support families, to create favorable conditions for them, force adolescents to give up childhood, schooling, spiritual development, and exist abandoned, without the control from the adults, and fight for life and survival. These are the children that difficult political, social-economic and psychological atmosphere, and resulted from above, demolition of historically established social relations and traditions, forced them out of the families, turned them into street children and, who either steal or beg to earn means for survival.

The most acceptable form for care of the children left without parental care is adoption. And the adoption is a special prerogative of the state. For this purpose the Parliament of Georgia adopted a law on 'The Rules of Adoption' on October 17 1997, which regulates the rules and procedures of adopting children under-18 left without parental care and living in Georgia by citizens of Georgia, the persons without citizenship, and the citizens of foreign countries. According to the law the adoption

occurs on the basis of children's utmost interests and children's rights recognized by the international law. International agreements and contracts of Georgia, the above-mentioned law and other legislative and normative acts regulate the matters of adoption. The Ministry of Education of Georgia and its territorial bodies organize all the activities connected with the adoption. In addition, special attention is paid to the fact that the parents should correspond the child's personality and his special requirements. If there is nobody in Georgia willing to adopt the child, then the international adoption could be considered as an alternative. The child living in Georgia could be adopted abroad provided that six months have elapsed since the registration of the child left without parental care in the information bank of data (the informational bank of data base was set up in the Ministry of Education in 1998 on the basis of the data about the children left without parental care).

The data analysis of the State Statistics Department shows that the adoption had occurred even before the adoption of the above-mentioned law. Particularly, 803 orphans and children left without parental care were adopted inside the country by the end of 1996; in 1997-1999 the number of adopted children comprised 4250. Among them 1643 children were adopted in 1997, 1352 children – in 1998, and 1255 children – in 1999 (see table No 13). As far as international adoption is considered, this process started in 1993. If in 1993 only one child was adopted abroad, 206 orphans and the children left without parental care were adopted abroad in 1994-1999 (15 – in 1994, 58 – in 1995, 90 – in 1996, 21 – in 1997, 6 – in 1998, and 16 – in 1999).

As to the agreements on guardianship, it is regulated by the Civil Code of Georgia, according to which underage children, who because of death of parents, deprivation of parental right, recognition of incapability of the parents, illness, or for some other reasons were left without parental care, are granted guardian or caretaker to bring them up, to protect their personal or property rights and interests. Guardian and caretaker will also be established for the persons who came of age in order to protect their personal and property rights and interests, who because of their health condition are incapable to implement own rights and accomplish their liabilities. The guardianship is granted to the children under 7, or persons, who were recognized as incapable because of insanity or mental weakness. Caretaker is granted to children from 7 to 18, also to those of age on their request, if because of their health condition are incapable to implement own rights and accomplish their liabilities independently. The Guardianship and Caretaker body carry out supervision over the guardian or caretaker's activities according to the residence of the person under guardianship. Without the confirmation of the Guardianship and Caretaker body the guardian has no right to sign any deal on behalf of the person under the guardianship, neither the caretaker – on behalf of the ward. The guardian or caretaker is appointed not later than a month, after the body learns about the necessity of establishing guardianship and care taking. Choosing the latter, personal features, ability to carry out one's duties, relationship between him and the ward are to be considered. The guardian and caretaker are responsible to support the ward, create necessary living conditions, provide with care and treatment, and protect his rights and interests. The guardian of mentally sick shall provide him with permanent medical service. According to the latest data the number of children under the guardianship or care taking is increasing in the country.

According to the State Statistics Department if there were 435 orphans and children deprived of parental care under the guardianship and care taking in 1996, the number of this category of children increased by 509 units and comprised 944 children in 1999. To provide state and community support to parentless children living in Georgia Presidential Decree No 445 of August 2 1998 'About Additional Measures to Provide State Support to Parentless Children in Georgia' was issued. By the Decree if the families living in Georgia received for taking care the parentless children living in children's state institution as members of their families and guardianship, they would receive non-permanent allowance in the amount of 500 and social allowance in the amount of two minimum salaries per month until the child became of age. But because of hard social-economic conditions the state failed to ensure the financial assistance envisaged by the above-mentioned Decree. It should be also noted that the Presidential Decree No 380 of August 21 2000 "On Social (Family) Allowance for the Destitute" was adopted. The Decree envisages paying social (family) monthly allowance in the amount of 20 Lari to every orphan under guardianship despite the capability of the guardian.

The aim of the Law “On Foster Care of Orphans and the Children Left without Parental Care” is to ensure the right of children to be brought up in the family surrounding, prevent neglect, reduce the scale of social orphanage, facilitate formation, socialization and adaptation of a child’s personality.

It determines legal principles of Foster care, regulates relations between the government and fostering family, determines the regulations, procedures, and guarantees for implementing the process of fostering. The Law is valid for the citizens of Georgia and orphans and children lefts without parental care and permanently living in Georgia. The Ministry of Education together with its territorial bodies conducts the activities in respect to Foster care. According to the information of the Ministry of Education only 2 children have been placed at Foster care since the adoption of the Law. In terms of the Law the foster family should be receiving from the budget certain amount determined by the norms to support the foster child and salary, which is determined by the age and health condition of the foster child. But because of budget crisis in the country the government fails to allocate funds for this purpose.

Complete study of the problems of children’s institutionalization and the conditions of the children was complicated by lack of appropriate database. Because of it to determine the number of the institutions and consequently, the number of the institutionalized children was very difficult. This fact hindered development of right parameters and implementation methods of practical measures for this category of children. In 1998 informational bank of database was set up. It helped to find analytical statistic information about the number, types and conditions of this category of children.

State Educational Organizations – children’s homes, boarding schools, and NGOs, conduct support, care and nurture, education, and vocational training. Out of children’s homes existing in Georgia three are designed for infants. The age of infants inhabiting Tbilisi and Kutaisi children’s homes is between 0-3, in another home in Kutaisi – between 0-6. In the rest of the homes the age of the children varies from 2 to 17. In the primary school of the boarding school a pupil can stay until he becomes 14. In agreement with the director of the boarding school pupils could be allowed to go home on weekends, and holidays. According to the Charter and Regulations of the boarding school the rights of the participants’ of the educational process cannot be limited. The boarding school must be located in the places favorable for the children’s health. Despite the ownership form of the boarding school it is funded by the State budget in terms of the state normative. Additionally it can also be financed from the local budget. The boarding school might also have other sources of financing: gifts, contributions, wills, or financial resources from the grants.

The practice proves that some categories of delinquent and neglected adolescents need special conditions for nurture. Special school in Samtredia serves this task. It is a closed type educational organization for delinquent adolescents, who committed actions dangerous for the community, systematically and deliberately breached the norms of community behavior, and need upbringing and strict pedagogical regimen.

Under aged children could stay at special school up to 16. As an exception (to finish the school year, death of parents, natural calamity in the place of residence) the term of staying at school could be extended by the director in agreement with the committee dealing with the affairs of the under aged. At special school pupils could stay from one to no longer than 3 years.

Pupils at special schools are enrolled during the whole year. The under aged could be taken to school either by Reception-Distribution Center of the Under Aged of the Ministry of Internal Affairs, or by parents and other people replacing parents. The deaf and dumb, blind, mentally sick, mentally retarded, handicapped children cannot be sent to this school, neither can be the sick. The school is designed for 150 adolescents. Today there are 40 of them. The expenses are partially paid by the parents in accordance with the fixed regulations. Those who have no parents are in charge of the government. In terms of the requirements of “the State Program of Social Protection, Professional Training, and Prevention of Juvenile Delinquency” the rehabilitation center for the juvenile was opened in the country (Kachreti). Upon the decision of the Government Commission of the Juvenile Affairs socially unprotected and delinquent adolescents are sent to the center, where they have all the

conditions for schooling and leisure, professional orientation and work. There are about 70 adolescents there.

Social protection and institutional care of the children having asocial behavior, orphans and children deprived of parental care are implemented both by government and non-government organizations. Particularly, one of them is SOS-KINDERDORF, operating since October 21 1996. This is a private, social charity organization that exists due to the contributions from private people and organizations of various countries of the world. The aim of the organization is to create model of upbringing appropriate for parentless children and children left without parental care for today. A child is brought up here in the near family conditions. He has mother, a sister and a brother. There are boys and girls of different age in each family. The children are taken care of until they become independent, learn some trade and could look after themselves. To better get adapted with a new mother the children are adopted before they become 8 (for girls) or 6 (for boys). There are 4-7 mentally and physically healthy orphan children of various ages who live with mother in a family. There are 10-15 residential houses there. Children go to city schools. Thus, the idea and goal of SOS-KINDERDORF is to give these children perfect possibility for upbringing and show them the way toward the future life.

The analysis of the statistic data received from children's village shows that if in 1996 there were 56 orphans and children left without parental care, by the end of 1999 the village was fully filled up with 84 children. In addition, the expenses for catering a child comprise 120 Lari per month, for cultural and sports and sanitary measures – 30 Lari, pocket money – 20 Lari.

Since April 1995 NGO "A Child and the Environment" has been functioning. The aim of the organization is to assist materially, as well as physically and spiritually homeless (being poor of shelter), orphan, handicapped, refugee and street children living in Georgia, to facilitate their activities in the community and improve their knowledge, their creative work. The revenue source of the organization is charity deposits of legal and physical entities, income generated from the implementation of targeted projects and programs. The mentioned organization founded a shelter "Sparrows" for street children. It is an open type organization that can receive everyday 50 children in the daytime and 20 – at night. The children have meals three times a day. Daily expenses spent on food products amount to 2.20 Lari. The expenses (medicine, school materials, cultural expenses) incurred for child maintenance, other than catering, comprise 65 Lari. Humanitarian aid and donor countries basically provide the organization with clothing and footwear. The same aims have other open type organizations, so called 'Children's Shelters', 'House of the Future', and 'Charity' open in Tbilisi, where socially unprotected children and adolescents from poor families are placed, and where thanks to the grants allocated by the International organizations, they have conditions for catering, schooling, and leisure.

According to the data of State Statistics Department among the children placed in the State children's homes only one abandoned child of the parents deprived of parental right was registered in 1996, there were four abandoned children each year in 1998-1999. But the number of abandoned children of the parents not deprived of parental right was much higher. Particularly, if this indicator in 1996 was 21, it equaled to 22 and 11 in 1998 and 1999, respectively (see. Table No14).

In accordance with the data of the Ministry of Education 92 orphans, 980 children of single parent and 191 children from big families were registered as of August 2000 in the boarding school for orphans and children left without parental care, children with physical or mental disabilities. In addition, not a single child with mental disabilities was placed at foster care or at guardians. As to the ratio of the share of incapable children in the number of orphans and children left without parental care placed in public care, State Statistics Department gives the following picture: it was 11.3 percent in 1990, 14.1 – in 1995, 18 – in 1996, 18.1 – in 1997, 20.7 – in 1998, and 22.6 – in 1999, apparently the mentioned indicator has doubled last year compared to 1990.

In terms of the State Statistics Department data about inflows and outflows of children in the children's homes, the number of children placed in the homes under the subordination of the Ministry of Education in 1996 was 97; it increased 2.3 times by 1999 and comprised 224 children. Growing

tendency is also noticed in the outflows. 3.1 times more children left the above-mentioned institution in 1999 than in 1996. It should be also noted that if 34.3 percent of the children were taken away from the institution by their parents in 1996, in 1999 - 39.9 percent of children returned to their biological families. Children from the children's homes are also taken away for their placement at foster care or at guardians. If in 1996 not a single child was adopted or placed at guardians, 7 children left public care institution under this status in 1999.

As to the children's homes under the subordination of the Ministry of Labor, Health and Social Security, the inflows in these institutions have the tendency to decrease. If there was 234 children inflow in 1996, the number came to 186 by 1999, though the outflows of the children tend to increase. If 139 children left the children's homes in 1996, out of which 43.2 percent returned to the biological families, 48.2 percent was either adopted or placed at guardians, and 8.6 percent was moved to the organizations of education and social security after becoming of age, their number by the end of 1999 comprised 154, and consequently 51.3 percent was taken out by parents, 39.6 percent was either adopted or placed at guardians, 9.1 percent was moved to the organizations of education and social security (see table No 15). It should be also noted here that corresponding services of State Statistics Department and the Ministry of Education do not have official data available on inflow-outflow of pupils in the boarding school. According to the information of the Ministry of Education about 500 children enter the boarding schools and leave them annually. 95 percent of the graduates return to their biological families, those who do not have places either to live or work, are temporarily employed at boarding institutions. There are 100 graduates employed today at such institutions.

As to special approach to incapable children there was nothing of that kind noticed, if we exclude the implementation of the project in terms of which the experienced specialists of the Institute of Pediatrics by support of donor organizations carried out clinical examination and rehabilitation of children with mental and physical disabilities last year.

In many countries, and in Georgia among them, the problem of prevention juvenile delinquency and neglect is very acute. Hard social-economic conditions and crime rate destroy targeted system of public education, moreover that, this system itself is not sufficiently aware of or developed, devaluate educative processes both at school and families; the community itself fails to create reliable educative environment and influence. In such conditions there emerges one very important aspect of juvenile delinquency— early maturity of children and adolescent for delinquency. Statistic data analysis provided by the Department of Combating Delinquency among Adolescents and Students of the Ministry of Internal Affairs gives very clear picture of this fact. Particularly, if 2011 adolescents with asocial behavior were registered in 1990, the number of adolescents reduced by 314 units by the end of 1995 and comprised 1697, but starting from 1996 the mentioned indicator tended to increase and by the end of 1999 there were 2021 adolescents recorded, i.e. compared to 1995 the number of the recorded adolescents increased by 19.1 percent in 1999. It should be noted that 19.5 percent among them were under-14, 28.1 percent 14-15 years old adolescents. 86.8 percent of the adolescents were boys, 13.2 percent – girls. In addition, 1.7 percent of adolescents is parentless, 38,9 percent has single parent, 1.0 percent – guardians. In 1999 compared to 1995 the strength of adolescents at age of 14-15 registered in the Ministry of Internal affairs has 2.1 times increased, 2.5 times – adolescents with single parent. During the same period the number of underage girls registered has also increased 2.2 times (see Table No 16).

The collapse of public educational organizations network had negatively affected prevention of juvenile delinquency. Most of the adolescents do not have possibility to be involved in various circles, sports activities, attend shows, which caused restrictions in their life, they became reserved, in addition they were left in the street without any attention, and their leisure was incorrectly organized.

Actually nobody keeps track of the reason for which pupils quit, do not participate in public activities, nobody helps them actively to resolve the problems. Thus, it is not by chance that the number of truant adolescents has significantly increased. The raids held in 1999 by various services of the Ministry of Internal Affairs to reveal juvenile delinquency revealed 5138 delinquent adolescents, i.e. 34.8 percent more than in 1995. 2896 were schoolchildren among delinquent adolescents revealed by the raids. Thus, this data exceeds by 43.4 percent corresponding data of 1995. The raids also

proved that the number of juveniles consuming drugs increased by 4 units (1.4 times), alcohol – by 35 units (1.5 times) and prostitution cases by 77 units (7.4 times) (see Table No 17).

In 1999 627 offences were committed by 539 juveniles, among them 47 offenders or 8.7 percent are under 14, 30.1 percent - at the age of 14-15, and 61.2 percent - 16-18 years old adolescents. For the offences committed 5 adolescents serve their sentence in Tbilisi Zemo Avchala juvenile punitive-corrective institution (in 1995 there were 51, in 1996 – 84, in 1997-1998 – 65-65 adolescents, respectively).

As of August 1 2000 45 adolescents are serving sentence in the above mentioned institution. Most of them are socially unprotected, they are from poor families, do not have either mother or father. 9 of them have neither parent. They are representatives of impoverished layer and unbearable economic conditions in the country pushed them to even worse situation.

In order to stop and eradicate juvenile and youth delinquency in the country, adequate services of the Ministry of Internal Affairs took certain measures. Particularly, there were 1797 lecture-talks on legal topics, 362 cases were discussed at the meeting of Juvenile Affairs committee, and 109 talks in mass media were organized in 1999.

Perception and prevention of the reasons causing the crime both from the practical and theoretical point of view are becoming very important. The results of sociological survey showed that the study of behavior of the convict should be implemented in three directions: 1. Change of penitentiary system (labor-educational juvenile colony); 2. Change of personality of the convict; 3. Change of the community attitude.

Improvement tendency of the penitentiary system lies in the improvement of the conditions for the convict, in active search of new forms of community participation, expansion of assistance services of the convict. It has not been practically decided yet whether to maintain closed type (labor-educational colonies) institutions in the country in the form as they exist today, or to change the regime and transform them into open type organizations, but because of lack of complex survey the problem of juvenile classification still remains. Because of that it is impossible to enhance transition from punitive model to educative model.

Adequate services of the Ministry of Internal Affairs divide registered juveniles into two categories: I – delinquent and neglect persons, who have not committed any offence yet, and II – those who had committed. In the first case the attention of the corresponding services of the Ministry of Internal Affairs is directed to avoidance of anticipated crime and the measures are more intensive and fast. In the second case, the main goal is that the adolescent should overcome already developed inclination for offense, negative opinions, and try to perceive correctly the punishment measure used toward him, and not to pursue criminal path again, i.e. the personality of the convict shall be changed. Individual-preventive work with the latter requires longer period and much more effort.

As it is well-known, most of the convict, and generally, delinquent adolescents, are brought up in a so-called unreliable families. In order to have positive influence on the convict, inspectors of juvenile affairs watch over such families, take urgent measures to register either one or both parents for prevention and improvement, raise issues at corresponding services to have their rights either restricted, or to deprive them parental rights.

In addition to state and personality of the convict such significant factor as community bears important influence on decriminalization of juvenile behavior. More or less basic for community influence is public opinion and changes connected with it, which occurs in the adolescent's behavior. The analysis of the public opinion revealed two tendencies of public demand. They are: to enhance the role of the government bodies in combating juvenile delinquency and to harden punishment measures. In both cases the public negatively reacts to the punishment model maintained today, when the basic central means for serving a sentence are closed institutions, when social control is replaced by government control, but it should be noted that the crime rate increases more by common factor – by disorganization of social-economic life. And yet critical attitude of public toward carrying out a sentence is important. The inquiry of law-abiding people showed that unless adolescents are involved

in socially useful work, unless there are appropriate conditions for their upbringing, repeated commission cannot be avoided.

In light of above mentioned it is essential to create a complex of educational and psycho-corrective institutions for abandoned children, children left without care, and children being poor of shelter, where the conditions will be created for mental and physical development of such category of children and for their adjustment in the community.

In order to improve organization for social protection, development and adaptation in the community of children without parental care, children with asocial behavior and adolescents being poor of shelter “the Program of 2000-2003 of Protection, Development and Adaptation in the Community of Adolescents” developed by the Ministries of Education and Internal Affairs was approved by Presidential Decree No 80 of March 8 2000.

The goal of the program is to create legal basis for complete realization of the juvenile, thus facilitating to fast and complete adaptation of children left without parental care, children with asocial behavior, and neglected children, as well as to creation of state mechanisms for the regulation of this process.

Among others it is necessary to study other aspects of children being poor of shelter, such as, to develop their professional orientation and social adaptation;

to publicize the tendencies of the community towards the homeless children problem at various stages of state development;

to open rehabilitation centers and special educational institutions (school, kindergarten, special educational institution, such as military, cultural-sports, farming schools) for adolescents, to develop and introduce individual educational syllabus.

The implementation of the government program will, at a certain level, stop outflow of adolescents from socially unprotected families into the streets; information bank including data on homeless children will be created. Thus, homeless children will stay away from the streets and consequently, away from the criminal world, they will have opportunity to receive complete education; special teaching and educational institutions of new type will be created for children with asocial behavior, there they will undergo psychological and social rehabilitation, learn some trade; their future life and adaptation processes with community will also be coordinated. The value of the program is 3 million Lari, which envisages opening 3 rehabilitation centers, 2 school and kindergartens, one farm and military border and marine institutions, as well as salaries for teachers, children catering and other expenses.

According to the Ministry of Education data most of children’s homes and boarding schools were funded from the local budget until 1998. Institutional organizations that were financed by local budget in 1995-1998 received 15-20 tetri, at most 40-70 tetri per child a day, and this food was not either enough, or varying. It basically comprised of bread, rice, beans, and oil. Sugar, milk concentrate, and meat were rare for their diet. While according to the norm 2,50 Lari should have been allocated per child. For clothing, footwear, school and hygienic materials rather small amounts were allocated. The deficit was mainly covered by humanitarian aid.

In 1998 only one children’s home was on State budget funding and it received 290.1 thousand Lari from the total expenditure volume of 378.6 thousand Lari. Among them instead of 130 thousand Lari envisaged, 132.1 thousand Lari was disbursed, i.e. expenses incurred on food per child a day comprised 3 Lari instead of planned 2.44 Lari. For utilities children home was supposed to get 44 thousand Lari but received 48.4 thousand instead. In addition it should be noticed that the government failed to provide the institution with the funds for clothing and footwear. Particularly, instead of 38 thousand Lari the government disbursed 17.1 thousand Lari, or 44.7 percent of the plan. Starting from 1999 all the children homes has been financed from the central budget to improve amenities there. But in the conditions of chronic budget deficits the government fails to provide the institutions with enough funds for children maintenance purposes. Particularly, total expenses incurred for children homes comprised 703.4 thousand Lari instead of 1188.3 thousand Lari (59.2percent). Among them

instead of 444.7 thousand Lari envisaged, 309.7 thousand was disbursed (69.6percent) i.e. 1.15 Lari instead of 1.65 Lari, for children clothing and footwear – 65.3 thousand Lari that is only 35.7 percent of the plan, and 65.2 thousand Lari (37.5percent) was disbursed for utilities instead of 65.3 thousand Lari. Monthly average salary of the personnel employed in the children homes is 30.3 Lari. It should be noticed that the volume of total expenses envisaged for children homes in 2000 is reduced by 18.6 percent as compared to the previous year.

As to the government expenditure on boarding schools of the country, those organizations, which are on central budget funding, had to receive 2685.1 thousand Lari in 1998, instead they received 1873.8 thousand Lari (69.8percent) from the total expenditure volume. Among them the plan envisaged 904.1 thousand Lari on food expenses, actually 731.2 thousand Lari was disbursed (80.9percent), 156 thousand Lari - on purchasing children clothing and footwear, actually 32.2 thousand Lari was disbursed (20.6percent), for utilities instead of 216.8 thousand Lari – 124 thousand Lari (47.6percent).

In order to improve amenities in the boarding schools most of the boarding schools have been financed from the central budget. Last year State budget envisaged to allocate totally 5319.3 thousand Lari. Actually 3113 thousand Lari was disbursed, i.e. 58.5 percent of the plan, among them instead of 1882.9 thousand Lari 1258.8 thousand Lari (66.9percent) was disbursed for food expenses, instead of 1144.9 thousand Lari – 242.8 thousand Lari (19.8percent) for clothing and footwear, instead of 466.9 thousand Lari – 131.6 thousand Lari (28.2percent) for utilities. Monthly average salary of the personnel employed at boarding schools is 40 Lari.

From the total expenditure of 3063.7 thousand Lari envisaged by State budget for children homes and boarding schools in 1998 actually 2163.9 thousand Lari or 70.6 percent of the plan was disbursed, and in 1999 – from 6507.6 thousand Lari actually 3816.4 thousand Lari or 58.6 percent of the plan was disbursed.

In the current year for the same strength of the children placed in the boarding schools the State budget allocated 18.2 percent less funds than previous year.

Finally, it should be noted that children's conditions in the institutionalized organizations since transition have worsened because most of the buildings need repairing but in the conditions of budget deficit the government is not able to allocate funds in this direction.

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**Georgia: Living standard indicators
1992-2000**

Table #1

	1992	1993	1994	1995	1996	1997	1998	1999	2000 June
Capable man's subsistence minimum	2452,0	1730,4	118426	119,13	104,4	102,2	104,8	110,3	112,8
Average income of employed in national economy	1518,0	27,9	6271	13,6	29,0	42,7	55,4	67,5	75,0
Minimum salary by the end of the month	1700,0	23,0	2500,0	6,0	9,0	15,0	18,0	20,0	20,0
Minimum salary in respect to the subsistence minimum in %	69,3	1,3	2,1	5,0	8,6	14,7	17,2	18,1	17,7
Minimum pension by the end of the year	1500,0	30,0	2500,0	6,0	8,5	11,8	14,0	14,0	14,0
Minimum pension in respect to the subsistence minimum in %	61,2	1,7	2,1	5,0	8,1	11,5	13,4	12,7	12,4
Consumption price indexes in respect to the previous year in %	846	1137	7841	157,4	113,8	107,3	110,7	110,9	102,3

Note: 1992 is shown in roubles; 1993-1994 - in thousand coupons; 1995-2000 – in Laries.

The source: Data of Statistics State Department of Georgian.

**Georgia: Dynamic of poverty indicators in respect to the subsistence minimum
by town and village in 1997 – 1999 and I quarter of 2000
(percent)
Table #2**

	1997					1998					1999					2000
	I	II	III	IV	Average	I	II	III	IV	Average	I	II	III	IV	Average	I

Poverty level

Town	36.8	40.6	54.6	46.0	44.4	53.8	57.2	56.6	49.7	54.4	59.4	67.5	61.1	52.7	60.1	56.4
Village	42.8	42.7	45.9	39.4	42.7	49.6	46.2	45.7	40.0	45.4	33.9	48.3	44.3	37.0	41.1	41.2
Country	39.5	41.6	50.5	42.9	43.6	51.9	52.1	51.6	45.2	50.2	47.6	58.5	53.4	45.7	51.4	49.2

In respect to 40 percent median consumption

Town	11.6	6.7	9.9	10.8	9.7	10.5	12.7	13.5	12.8	12.4	12.1	13.4	11.4	11.3	12.0	12.4
Village	11.9	9.9	7.3	7.7	9.2	10.0	9.1	6.8	8.9	8.7	7.5	6.4	8.7	8.7	8.0	11.1
Country	11.7	8.2	8.7	9.3	9.5	10.3	11.0	10.4	11.0	10.7	9.9	10.1	10.2	10.1	10.2	11.2

Poverty depth

Town	14.3	13.5	20.3	16.6	16.1	20.8	23.6	23.5	18.8	21.7	23.0	29.6	24.1	20.7	24.3	22.5
Village	15.9	15.9	17.2	13.7	15.7	18.8	18.1	16.2	14.5	16.9	12.5	18.6	16.7	13.9	15.6	17.3
Country	158.0	14.6	18.9	15.2	15.9	19.9	21.1	20.2	16.8	19.5	18.1	24.4	20.7	17.7	20.3	20.2

In respect to 40 percent median consumption

Town	3.5	1.9	3.0	3.5	3.0	3.7	4.1	4.8	3.7	4.1	3.9	3.9	3.6	3.5	3.7	3.8
Village	3.7	3.4	1.9	2.3	2.8	4.1	2.9	2.3	2.9	3.0	2.6	2.3	2.7	2.8	2.8	4.4
Country	3.6	2.6	2.5	2.9	2.9	3.9	3.6	3.6	3.3	3.6	3.3	3.2	3.2	3.2	3.3	4.0

Poverty acuteness

Town	7.6	6.2	10.4	8.5	8.1	11.0	12.9	13.0	9.9	11.7	11.9	16.4	12.8	10.7	12.9	11.9
Village	8.2	8.1	8.6	6.7	7.9	10.2	9.6	8.1	7.4	8.8	6.6	9.7	8.9	7.3	8.3	10.0
Country	7.9	7.1	9.5	7.6	8.0	10.6	11.4	10.8	8.7	10.4	9.4	13.3	11.0	9.2	10.8	11.0

In respect to 40 percent median consumption

Town	1.7	0.8	1.3	1.7	1.4	2.0	2.0	2.6	1.8	2.1	1.9	1.8	1.7	1.6	1.7	1.7
Village	1.8	1.7	0.8	1.0	1.3	2.4	1.4	1.2	1.4	1.6	1.4	1.3	1.3	1.3	1.5	2.4
Country	1.7	1.2	1.1	1.4	1.3	2.2	1.7	1.9	1.6	1.9	1.7	1.5	1.5	1.5	1.6	2.0

The source: Data of State Statistics Department of Georgian.

**Georgia: Distribution Of Poverty Level Indicator By Regions
In Respect To The Subsistence Minimum Of 1997-1999 (Percent)**

Table #3

Regions	1997			1998			1999		
	Level	Depth	Acuteness	Level	Depth	Acuteness	Level	Depth	Acuteness
Kakheti	44,6	17,7	9,3	46,3	16,7	8,6	52,1	20,6	10,6
Tbilisi	43,3	15,0	7,3	54,7	20,6	10,6	57,1	21,0	10,3
Shida Kartli	36,6	13,5	7,0	48,9	19,1	10,2	44,1	17,4	9,2
Kvemo Karli	43,3	16,3	8,6	42,0	15,7	8,3	39,2	15,7	8,8
Samckhe-Djavakheti	39,0	14,9	7,8	53,4	20,4	11,0	53,6	26,4	16,9
Adjara	33,7	12,2	6,2	40,7	15,4	7,9	45,6	18,2	10,3
Guria	57,8	22,5	11,2	55,9	20,8	10,2	52,6	18,7	9,2
Samegrelo, Zemo Svaneti	31,1	9,1	4,1	42,3	16,5	8,8	45,8	18,1	9,7
Imereti	56,0	21,3	10,8	57,7	24,6	14,0	59,2	24,7	13,5
In the country in total	43,6	15,9	8,0	50,2	19,5	10,4	51,4	20,3	10,8

The source: Data of State Statistics Department of Georgian.

**Georgia: Distribution Of Poverty Level By Education Level Of The Head Of The Family
(Percent)**

Table #4

Education level	1998	1999
Elementary (4-5 grades) or less	53.4	53.2
Incomplete secondary (8-9 grades)	47.7	49.4
Secondary (general education, lyceum, gymnasia)	51.7	52.5
Vocational	46.7	57.4
Secondary special	54.8	54.5
Higher	41.8	45.4
Average in the country	50.2	51.4

The source: Data of State Statistics Department of Georgian.

**Georgia: Distribution Of Poverty Level In The Household In Respect To The Subsistence Minimum
By Number Of The Unemployed
1997-1999 (percent)**

Table #5

Household	1997	1998	1999
No unemployed	42.7	47.3	47.0
Single unemployed	55.1	63.7	61.9
Two or more unemployed	66.3	67.2	70.0
Average in the country	43.6	50.2	51.4

The source: Data of State Statistics Department of Georgian.

**Georgia: Dynamic Of A Single Household Income Structure In
1996-1999 And In The I Quarter Of 2000 (Lari)**

Table #6

		1996			1997					1998					1999					2000	
		III	IV	Average	I	II	III	IV	Average	I	II	III	IV	Average	I	II	III	IV	Average	I	
Cash-income	From employment	6,2	28,9	27,5	27,8	34,1	32,9	36,8	32,9	37,5	43,7	43,4	39,0	40,9	42,0	39,8	43,8	40,8	41,6	40,1	
	From self-employment	21,3	24,4	22,9	22,5	29,0	25,6	28,9	26,5	25,9	21,3	21,9	18,1	21,8	16,0	14,6	13,6	14,2	14,6	17,4	
	From agricultural product sale	12,1	18,9	15,5	16,0	17,4	15,1	23,9	18,1	19,8	18,2	19,9	24,1	20,5	25,1	24,9	24,6	31,9	26,6	21,8	
	From property (from a rent, percents, deposits and other)	1,1	0,2	0,7	0,1	0,2	0,2	0,2	0,2	0,1	0,8	0,8	0,7	0,6	1,4	2,2	0,8	0,4	1,2	0,7	
	Pensions, stipends and allowances																				
	Parcels received from abroad	8,0	6,7	7,3	6,9	8,9	7,9	9,5	8,3	9,8	10,0	10,1	6,5	9,1	7,6	7,7	8,2	7,7	7,8	6,4	
	Cash received from relatives	2,5	2,3	2,4	1,3	1,8	1,2	1,7	1,5	3,5	3,1	6,0	3,8	4,1	3,3	5,4	6,0	6,9	5,4	1,5	
	Cash-income and transfers – total	5,6	5,5	5,6	5,8	5,7	7,0	8,3	6,7	5,6	4,8	5,4	8,2	6,0	7,2	7,0	6,3	6,3	6,7	6,6	
		76,8	86,9	81,9	80,3	97,3	89,9	109,3	94,2	102,2	101,9	107,5	100,4	103,0	102,5	101,6	103,3	108,2	103,0	94,5	
Other cash resources	Property sale	10,8	12,3	11,5	9,4	2,4	3,9	8,3	6,0	6,6	8,3	15,7	9,6	10,1	7,9	5,9	7,4	4,4	6,4	4,2	
	money lending or use savings	15,1	11,1	13,1	7,5	7,9	6,7	6,7	7,2	5,1	16,3	19,1	14,7	13,8	19,6	13,5	15,4	14,7	15,8	22,6	
	Other cash resources – total	25,9	23,4	24,6	16,9	10,3	10,6	15,0	13,2	11,6	24,5	34,1	24,3	23,9	27,5	19,4	22,8	19,1	22,2	26,8	
Cash resources		102,7	110,3	106,5	97,1	107,6	100,5	124,4	107,4	114,5	126,4	141,6	124,7	126,9	130,0	121,0	126,1	127,3	126,1	121,3	
Non-cash income		63,0	43,9	53,5	29,5	40,9	47,7	42,3	40,1	25,5	35,7	42,7	37,5	35,3	30,0	32,2	52,2	48,8	40,8	29,5	
Cash and non-cash resources – total		165,7	154,2	160,0	126,6	148,5	148,2	166,7	147,5	140,0	162,1	184,3	162,2	162,2	160,0	153,2	178,3	176,1	166,9	150,8	

The source: Data of State Statistics Department of Georgian.

**Georgia: Structure Of A Single Household Average Monthly Expenditures According To
The Quarters Of 1996-1999 And The Quarter Of 2000 (Lari)**

Table #7

		1996			1997					1998					1999					2000
		III	IV	Average	I	II	III	IV	Average	I	II	III	IV	Average	I	II	III	IV	Average	I
Consumption expenditure	Food	102.0	95.1	98.6	92.6	100.8	92.2	102.0	96.9	90.4	91.7	83.4	91.3	89.2	99.3	95.6	89.9	104.2	97.2	92.61.6
	Drinks	1.4	1.4	1.4	1.8	2.0	1.5	2.1	1.9	1.6	1.6	1.3	1.5	1.5	1.5	1.2	1.1	1.5	1.3	4.0
	Cigarettes	3.0	2.4	2.7	3.5	3.4	3.4	3.3	3.4	3.1	3.5	3.1	3.2	3.2	3.5	4.0	3.8	4.0	3.8	12.4
	Clothes and footwear	8.1	9.9	9.0	10.6	10.2	9.7	12.4	10.7	11.4	9.3	10.8	12.0	10.9	12.0	9.7	11.7	13.7	11.8	26.4
	Commodity goods	10.1	20.5	15.3	15.6	12.5	12.5	20.9	15.3	19.5	16.1	17.2	20.3	18.3	20.1	19.4	19.5	25.2	21.0	11.8
	Health care	8.1	7.1	7.6	6.0	6.1	5.9	5.8	6.0	2.4	4.9	5.4	6.1	4.7	6.9	6.5	6.0	6.0	6.3	18.1
	Heating and electro-energy	6.3	13.5	9.9	12.0	9.6	8.2	15.6	11.4	14.1	8.0	10.4	15.2	11.9	13.1	14.3	15.0	23.3	16.5	12.7
	Transportation	7.7	7.1	7.4	8.8	10.6	9.3	12.2	10.2	11.7	11.8	10.9	11.1	11.4	10.6	10.8	11.5	11.9	11.2	6.5
	Education, culture, leisure	3.8	4.8	4.3	3.5	3.6	4.2	6.3	4.4	5.1	5.1	4.8	6.0	5.2	5.0	3.8	5.8	6.3	5.2	5.1
	Other consumption expenditure	0.6	0.7	0.6	5.0	3.8	2.8	2.8	3.6	9.6	5.0	4.8	4.6	6.0	5.7	5.4	5.4	5.0	5.4	196.3
	Total consumption expenditure	151.1	162.5	156.8	159.4	162.6	149.7	183.4	163.8	169.0	157.0	152.1	171.3	162.3	177.7	170.7	169.7	201.1	179.7	3.2
Other expenditures	Agriculture expenses	5.4	2.2	3.8	2.7	6.2	5.8	4.1	4.7	2.3	4.6	3.7	2.9	3.4	2.8	5.8	5.1	3.2	4.2	0.8
	Transfers	1.6	1.3	1.5	2.1	2.3	3.8	4.4	3.1	0.9	0.5	0.5	0.3	0.6	0.5	0.4	0.4	0.3	0.4	26.3
	Savings or lending	3.9	2.4	3.1	10.5	4.7	7.2	11.0	8.4	9.2	18.3	17.0	14.7	14.8	10.6	11.6	9.8	15.7	11.9	30.3
	Total other expenditure	10.9	5.9	8.4	15.3	13.2	16.8	19.5	16.2	12.4	23.4	21.2	18.0	18.8	13.8	17.8	15.3	19.2	16.5	226.6
Total cash-expenditures		162.0	168.4	165.2	174.7	175.8	166.5	202.9	180.0	181.4	180.4	173.4	189.2	181.1	191.5	188.5	185.0	220.3	196.2	29.6
Non-cash expenditures		74.5	53.5	64.0	29.6	40.8	47.7	42.3	40.1	27.6	40.7	38.0	41.2	36.8	30.5	35.3	52.2	48.8	41.6	256.2
Total expenditures		236.5	221.9	229.2	204.3	216.6	214.2	245.2	220.1	209.0	221.1	211.4	230.4	217.9	222.0	223.8	237.2	269.1	237.8	256.2

The source: Data of State Statistics Department of Georgian.

**Georgia: Percent Distribution Of Household Expenditures By Decile Groups
1997 – 1999**

Table # 8

	Decile groups									
	1	2	3	4	5	6	7	8	9	10
1997										
Total cash expenses	0,9	2,0	3,2	4,6	6,4	7,8	9,8	12,8	16,8	35,7
Among them: consumption expenses	0,9	2,0	3,2	4,6	6,4	7,7	9,8	12,8	16,9	35,7
Total expenses	2,6	3,7	4,7	5,9	7,0	8,5	9,7	12,9	15,0	30,0
1998										
Total cash expenses	1,6	3,1	4,4	5,4	6,6	8,1	9,9	12,1	16,1	32,7
Among them: consumption expenses	1,6	3,3	4,4	5,6	6,9	8,8	10,5	12,6	17,2	29,2
Total expenses	1,5	3,0	4,3	5,5	6,8	8,4	10,2	12,8	16,2	31,3
1999										
Total cash expenses	2,0	3,4	4,8	6,1	7,6	8,9	9,5	12,8	16,8	28,1
Among the consumption expenses	1,9	3,4	4,9	6,2	7,8	9,3	9,6	13,3	16,6	27,0
Total expenses	1,5	3,1	4,4	5,7	7,0	8,5	10,1	12,4	15,4	31,9

The source: Data of State Statistics Department of Georgia.

Georgia: Children And Adolescent Educational Enrollment Indicators In 1990-2000

Table #9

Years	Preschools				Elementary		Incomplete secondary		Secondary of general education			
	0-2 years old		3-6 years old		Children in primary school	Towards 6-9 year old population in percents	Children in incomplete grades (5-9)	Towards 10-14 year old population in percents	Secondary school 10-11 grades	Basic grade	Total 1+2	Towards 15-16 year old population in percents
	Children in preschools	Total number in percents	Children in preschools	Total number in percents					1	2		
1990	42843	15,4	166177	44,1	348640	91,0	393276	91,5	136017	13109	149126	61,3
1991	37038	13,8	162944	43,6	351215	89,4	389321	91,3	134872	13396	148268	61,6
1992	33227	12,4	147997	39,9	343346	87,4	376194	88,9	116949	11119	128068	52,4
1993	23375	8,8	112323	31,0	308266	85,3	342068	81,5	88837	11473	100310	40,0
1994	19653	7,9	94606	26,8	300905	82,7	347947	82,1	76238	14001	90239	35,9
1995	13636	6,2	66576	19,0	291175	80,3	345803	81,1	71493	12060	83553	33,5
1996	12182	6,5	69756	19,9	287814	80,0	343376	79,1	77710	13365	91075	36,9
1997	11674	6,8	71407	21,3	292597	82,1	345367	79,5	78120	14871	90919	36,9
1998	11107	6,5	63772	19,0	297652	85,1	348105	77,8	74271	14370	88641	34,7
1999	11068	6,7	63179	20,5	301547	86,2	345969	72,2	76560	15979	92539	36,7
2000	10553	10,8	63403	27,6	297399	94,1	343630	81,3	77352	16021	93373	57,2

The source: Data of State Statistics Department of Georgian.

Georgia: Textbook Publishing For Secondary School (Secondary General Education) Students

Table #10

	1990-1991	1991-1992	1992-1993	1993-1994	1994-1995	1995-1996	1996-1997	1997-1998	1998-1999	1999-2000
Published text book unit	70	43	19	16	34	31	29	97	57	52
Edition of thousand copies	3355,0	2029,0	2284,0	1196,4	1181,9	740,4	129,0	243,0	164,3	300,5

The source: Data of State Statistics Department of Georgian.

**Georgia: Under 5, Nursery And Kindergarten Age Children's Weight And Height
1998**

Table #11

Age groups	Weight (kg)		Height (sm.)	
	Enrolled	Not enrolled	Enrolled	Not enrolled
0-3 month	5,0	5,5	57,7	58,2
4-6 months	7,0	7,2	64,0	65,0
7-12 months	8,0	9,6	71,8	77,7
13-18 months	11,5	12,1	82,6	83,4
19-36 months	14,0	15,7	90,8	92,1
37-60 months	16,0	18,0	104,1	106,5

Source: Data of Institute of Pediatrics of Georgia

Georgia: Children's Homes And Boarding Schools And The Number Of Inmates

1990-1999**Table #12**

	1990	1995	1996	1997	1998	1999
Children's homes, total	13	12	12	12	11	11
Among them:						
Of the Ministry of Education	10	9	9	9	9	9
Of the Ministry of Healthcare	3	3	3	3	2	2
Number of inmates in total	986	647	559	788	895	902
Among them:						
Of the Ministry of Education	732	544	407	664	727	738
Of the Ministry of Healthcare	254	103	152	124	168	164
Boarding schools, total	78	51	53	47	44	41
Among them:						
Boarding school	60	37	39	33	29	27
Boarding school for children with physical and mental disabilities	18	14	14	14	15	14
Number of inmates in total	15728	7333	7688	7803	7028	6586
Among them:						
Boarding school	13831	6205	6200	6252	5387	4890
Boarding school for children with physical and mental disabilities	1897	1128	1488	1551	1641	1696
Number of inmates in children's homes and boarding schools, total	16714	7980	8247	8591	7923	7488

Source: Data of State Statistics Department of Georgian.

**Georgia: Strength of Adopted Children, Children At Guardians And Caretaker
1996-1999**

Table #13

	Dim.	1996	1997	1998	1999
Strength of adopted children in the country at the end of the year	A child	803	1643	1352	1255
Strength of adopted children in the accountable period	`_~	106	435	166	133
Strength of children at guardian and caretakers	`_~	435	846	805	944

**Georgia: Strength of Children Abandoned By Parents
1996-1999**

Table #14

	Dim.	1996	1997	1998	1999
Strength of children abandoned by parents deprived of parental rights	Childre n	1	_	4	4
Strength of children abandoned by parents without deprivation of parental rights	`_~	21	_	22	11

The source: Data of State Statistics Department of Georgian.

**Georgia: Indicators of Children Movement In Children's Homes
1996-1999**

1. Children's homes of Ministry of Healthcare

Table #15

Indicator	1996	1997	1998	1999
Children inflow	234	194	232	186
Children outflow	139	180	141	154
Children inflow: Orphans and children left without parental care				
	41	24	20	39
Brought by parents	42	100	95	147
Abandoned by parents	151	70	117	105
Children outflow: Taken away by parents	60	92	71	79
Adopted or at guardians	67	50	64	61
Moved to the organizations of public education or social security because of becoming of age	12	38	6	14
Deceased	46	42	47	38

Continuation of table #15-

2. Children's homes of the Ministry of Education

Indicator	1996	1997	1998	1999
Children inflow	97	188	191	224
Children outflow	68	134	134	213
Secondary professional and higher institutions	5	6	4	20
Vocational institutions	–	7	8	28
Special vocational institution	–	1	–	–
Employment	–	5	10	4
Other children's homes and boarding schools	10	17	20	42
Guardianship	–	2	3	3
Adoption	–	8	1	4
Parents	24	63	81	85
Deceased	21	1	2	2
Other reasons	8	24	5	5

The source: Data of State Statistics Department of Georgian.

**Georgia: Registration of Juvenile Delinquency
1990-1999**

Table #16

Contingence	Under registration at the end of accountable period	Under 14	At the age of 14-15	At the age of 16-17	Male	Female	Has one parent	Has no parent	Sasjlgadavadebuli	Conditionally convicted	Amnestied	Released from the colony	Release on bail	Returned from special organizations	Drug-addicted	Seen in drunk condition	Noticed in prostitution	Noticed in begging	Vagrancy
1990	2011	272	545	119 4	105 1	29	242	11	204	74	90	16	24 1	74	65	3 4	3	75	231
1995	1697	684	274	739	157 5	122	315	52	61	10 2	69	10	72	8	14	1 7	4	217	520
1996	1930	469	493	968	186 5	65	447	76	250	85	49	38	96	9	22	4 0	16	204	533
1998	1816	415	553	848	168 2	134	381	33	176	83	9	6	78	-	9	2 9	32	142	183
1999	2021	394	567	106 0	175 5	266	787	34	201	97	11	6	82	7	11	3 6	48	182	278

Source: Data of Georgian Ministry of Internal Affairs.

**Georgia: General Preventive Measures For Juvenile Delinquency
1995-1999**

Table #17

	Revealed adolescent	delinquent School child	Pupil of other institutions	Employed	Unemployed	For committing crime	For breaching public order	For drug consumption	For consumption alcohol beverages	For prostitution	For begging	For vagrancy	Lecture – talks on legal topics	To give a speech in mass media
1995	3811	2019	371	109	976	317	644	9	68	12	*	*	*	*
1996	2023	1023	252	79	310	232	228	18	83	37	*	*	*	*
1998	5302	3183	301	151	1266	322	1407	7	67	69	444	407	2121	108
1999	5138	2896	422	34	1448	306	1305	13	103	89	650	435	1797	109

Note: *Mentioned indicator was not recorded by corresponding services of the Ministry of Internal Affairs in 1995-1996

Source: Data of Ministry of Internal Affairs of Georgia.