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GOVERNING STRUCTURE FOR ECONOMIC POLICY ADVOCACY COALITION (EPAC)

G4G TECHNICAL DELIVERABLE

USAID GOVERNING FOR GROWTH (G4G) IN GEORGIA

31 MAY 2017

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ABSTRACT

The Economic and Policy Advocacy Coalition (EPAC), created under the auspices and with the support of USAID project “Governing for Growth (G4G) in Georgia,” is an informal coalition that reunites 67 Georgian business associations, think tanks and other non-governmental organizations (NGOs) that unite to have a strong voice in public policy advocacy, advance reforms, the business environment, and play a key role as a strong partner for the Government of Georgia (GoG) and other stakeholders in designing economic, financial and fiscal public policies.

With G4G’s support, EPAC became visible and began to position itself as a united voice of the business community. In order to ensure the sustainability of EPAC, G4G engaged a consultant (Camelia Bulat from Center for International Private Enterprise (CIPE)), to work with EPAC members on basic elements of structure and governance, identity, reputation and branding and introduce models from other countries that might serve as an inspiration for EPAC. G4G team and the consultant have begun the process of designing a model that fits EPAC, and discussed and analyzed the benefits of different models and options with EPAC’s members, in order to help them choose what suits them best.

The next step for EPAC is to build a structure and governance shaped after their needs and readiness to take ownership and responsibilities of EPAC. The final goal is to create engagement, ownership and leadership among EPAC’s members.

ACRONYMS

ACER	Albanian Center for Economic Reforms (ACER)
CAFA	Coalition of Women Business Associations (Romania)
CIPE	Center for International Private Enterprise
EPAC	Economic Policy Advocacy Coalition
G4G	Governing for Growth in Georgia
GoG	Government of Georgia
IDSi	Institute for Development of Social Initiative (Moldova)
MOU	Memorandum of Understanding
NBA	National Business Agenda (Moldova)
NBF	National Business Forum (Albania)
NGO	Non-governmental organization
PPD	Public Private Dialogue
SWOT	Strengths, weaknesses, opportunities, threats
USAID	United States Agency for International Development

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1. EXECUTIVE SUMMARY

Georgia is committed to improving and developing a sustainable public-private dialogue (PPD). One way of achieving this long term result is for the private sector to coalesce and speak with one voice. As part of the G4G project, this idea materialized in creating an informal coalition, EPAC, which unites 67 Georgian business associations, think tanks and other NGOs. EPAC is committed to working together and becoming a strong voice in public policy advocacy. EPAC's goal is to advance reforms to improve business environment and play a key role as a strong partner for the Government of Georgia (GoG) and other stakeholders in designing economic, financial and fiscal public policies.

Under G4G's supervision, EPAC became visible and began to position itself as a united voice of the business community; simultaneously, the coalition increased membership from 33 founding members up to 67 organizations. The next step for EPAC is to build a structure and governance, and create its own working model, that best suits its needs. G4G and the consultant have begun this process and will continue through the end of project's Year 3.

At this initial stage, possible models of coalition governance and leadership have been offered for further discussion to EPAC members. The next stage of the consultancy will cover the formation and finalization of EPAC governance model by delivering workshops and conducting working group meetings. The end result of this process is a structure and governance of EPAC that is shaped by the needs and engagement of its members, who are willing and able to take ownership and responsibilities of EPAC.

2. BACKGROUND

EPAC is an informal coalition that unites business associations, think tanks and other NGOs focused on business and policy making that has been created under the auspices and with the support of G4G. The idea of creating a coalition was a response to the fragmentation of the business representative organizations (business associations, think tanks and other NGOs) and to the claim of the public officials that there is no united voice of business, no concentrated message, and no unique position towards various business related issues.

The “business model” for EPAC is a long-time tested model supported by CIPE in developing economies - an informal coalition that will unify business associations around a strong coordination unit. The system starts to function as a single entity, provided that a large number of business organizations and think tanks are able to unite under a common mission to work together in the benefit of the business environment.

With G4G support and coordination, EPAC rapidly grew from 33 founding members up to 67 members in May 2017. In less than two years, EPAC made significant progress in positioning itself as a “united voice” of business, a relevant partner of dialogue for GoG, as well as solution providers in policy reforms. The successes and the positioning as a recognized player in policy making were the main triggers to increase membership.

The constant development of EPAC proved two main aspects: first, those Georgian business organizations that are commonly known as preferring to work independently are able to unite in a long-term system, and that the Government was open and willing to recognize them as a partner for dialogue.

The G4G commitment to support and help EPAC is still in place for two more years, until the end of the project. This period of time should be spend not only to advance and implement policy reforms, but also to work on the structure and governance of EPAC, so that at the end of the project it is a coalition able to support itself and continue its work in policy making. Currently, EPAC members recognize that they mostly rely on G4G in coordination and functioning of the coalition, but this needs to be changed in the future and EPAC needs to find its own structure and governance model that fits the Georgian mentality and environment and can respond to the members’ needs and expectations.

The consultant, together with G4G team, began the process of embarking EPAC on its way to become more independent from external support. The first step is to create a structure and governance that is suited to the Georgian mentality and environment.

3. METHODOLOGY

The consultant used the following methodology:

- Facilitated a workshop with EPAC founding members to discuss the current situation and future plans for building a structure and governance for EPAC;
- Gathered a plethora of case studies from CIPE's international work in which similar informal coalitions were created and presented them emphasizing the strength and weaknesses of each model;
- Worked with G4G team on identifying a model that would suit EPAC needs;
- Worked with G4G team to plan the future activities to build EPAC's structure and governance.

On May 17, 2017 the consultant has facilitated a workshop with EPAC's members, attended by twenty founding and full members of EPAC. The scope of the workshop was to initiate discussions about the future structure and governance of the Coalition, and start exploring international models that worked well in other endeavors. These models are not to be copied by EPAC, but to be analyzed in order to help G4G team and EPAC solidify the Georgian model.

The main objective of the workshop was to engage the members in an active discussion about EPAC's present and future situations and determine what is their vision to reach sustainability and how much engagement are they willing to have in EPAC. The consultant discussed with the members the following:

- EPAC's identity: Who is EPAC right now and how do they see it in the future? The discussions also included elements of theory about corporate identity, multiple and dominant identities. During this discussion, it was obvious that different members have different perceptions about EPAC, depending on their engagement and participation in the Coalition's activities. Founding members knew more about it, and they were more vocal than the newer ones.
- Reputation: In public policy advocacy, the reputation is considered a major resource, along with credibility, influence and power. Thus, it is very important for the Coalition members to know and recognize the main elements of the reputation, how it is built and also to understand reputation management. The consultant discussed how the main elements of a reputation (performance, behavior and communication) fit together in EPAC's case, and how EPAC is scoring at each element. Another discussion focused on the Pushmi-Pullyu Syndrome, in which the organization performs and behaves in one way and expects its communication to explain it in different ways. Many coalitions may end up in this situation, which is proof of bad governance; for example, they claim to be democratic entities and treat members equally, but in fact they care and address more priorities of large and important members, disregarding the small ones. This is just an example of how the Syndrome may affect informal coalitions.

EPAC members need to be aware that the reputation, good or bad, is created in people's mind irrelevant of their plans or intentions. So far EPAC and G4G were not concerned with creating a reputation as a whole, but through their actions they focused more on performance as the main element of reputation. In the near future, G4G team and EPAC also need to take into consideration the other two elements - behavior and communication. Sound structure and governance will be the basis for sound and ethical behavior; as the communication component, EPAC right now has a Facebook page, but maybe in the future additional resources will be identified to create a website. This will increase the visibility of the Coalition and also offer a dedicated space to find all the information about the Coalition. Right now G4G is the main keeper of EPAC's information; in the future, it will be good for information

about the mission, vision, members, working principles, advocacy activities, accomplishments, etc. to be included in a dedicated website.

- Branding: in almost two years, EPAC and G4G team worked to create a brand of the informal coalition. The consultant discussed a few elements of branding, especially the distinction between brand as a promise and brand as a certitude. Branding and reputation go hand in hand, and both of them need constant attention and ultimately management. The participants expressed their views about EPAC as a brand and discuss. One thing that needs to be considered in the near future is to organize a one-day workshop on EPAC's brand and the branding process, because the members of EPAC need to know what are the main elements of a brand, how to create a brand vision, what are brand values and how to put in practice the process of brand creation. EPAC can grow as a brand naturally as a result of its activities, but it is much more effective if the brand is purposely created, based on the principles of brand creation and development. This way, all EPAC members have more of a chance to be part of the process, engage actively in brand creation, and thus ultimately increase their ownership to reach alignment in understanding EPAC's brand essence and benefits.
- Strengths, weaknesses, opportunities and threats (SWOT) analysis: the consultant invited the participants to do a quick SWOT analysis for EPAC. As anticipated, some participants had mistaken opportunities with strengths and weaknesses with threats. But overall, the large majority of the participants had a similar view concerning the internal and external environment. Overall, this is the participants' perspective about EPAC's SWOT:
 - o Strengths: G4G's resources and coordination, large number of members (67), good reputation with GoG, Maya Eristavi & team;
 - o Weaknesses: the end of G4G in two years, large number of members, lack of internal coordination, limited engagement of members in the coordination, differences in understanding of EPAC's mission and functioning mode from various membership (the members who participated in more activities definitely know what EPAC stands for and how it functions);
 - o Opportunities: GoG has an open attitude towards public-private partnership and encourages the involvement of private representatives in public reforms, potential different donors who might be interested in supporting EPAC in the future after the closure of G4G project;
 - o Threats: GoG may mimic the dialogue in policy making, by only listening the voice of business, without taking into account the recommendations, high unpredictability of the donor evolution and interest in Georgia.
- Discuss the elements of structure and governance they need to agree upon: the consultant presented EPAC's members a list of issues related to structure and governance they need to agree upon, such as: how EPAC structure is organized, what is the leadership structure, how do they work together (what is the working model), who's in charge, who will work to put into practices their activities and reach their goals, where are the resources coming from?

The consultant also presented and discussed with the participants several models that were designed and implemented by similar informal coalitions supported by CIPE around the world, such as: The National Business Forum (Albania), The Coalition of Women Business Associations (Romania), the National Business Agenda (Moldova), The Sumy Regional Coalition (Ukraine), as well as other informal ad-hoc coalitions from Romania, Belarus, Philippines and South-Asia.

During the discussions, participants agreed that they need to choose the best model that fits EPAC, and that they need to gather again to discuss how the structure will be shaped.

They will continue working on structure and governance to be accepted by all members by September 2017 and present it at EPAC's second anniversary.

Decision making is a very critical principle in any informal coalition. EPAC, with 67 members and with growing potential, has to be very careful regarding how it structures the decision making process to avoid blockages. When discussing the decision model in EPAC, it seemed that members had a different opinion: some thought decision is made by consensus, and others by majority rule. According to EPAC's Memorandum of Understanding (MOU), decision-making is by majority rule, which is suited to the large number of members; consensus rule is more appropriate for coalitions with a small number of members. It is important for all members of EPAC to have a similar understanding on the main principles governing the coalition; this is another reason for which the consultant recommends a revision and discussion of the MOU.

- Membership: EPAC was created by 34 founding members that signed an MOU and was joined afterwards by other 33 members. After two years of activity, it is the time to revisit the MOU and decide whether it should stay in the same form, or be revised.

Members' rights and responsibilities were discussed during the workshop. Since there are two types of membership (founding and full members), the consultant discussed with the participants what is their view on the rights and responsibilities of the two types of members. In this case there is a consensus, and EPAC members believe that the rights and responsibilities should be the same, which is in fact a good governance principle, and shows that EPAC is a democratic coalition. This aspect is of particular importance, and is in fact an element that proves that two elements of reputation management (behavior and communication) are in line. Many coalitions claim they are democratic entities, but are structured in such a way that certain members have more rights, leading to a Pushmi-Pullyiu Syndrome (dichotomy between behavior and communication). Such entities lose credibility and have a hard time convincing their counterparts they live by democratic principles of good governance.

Another aspect on which EPAC's members will have to decide is what to do with the members who are totally inactive. Some of the actual members have never participated in EPAC's activities or responded to the G4G coordination team requests. In the near future, a decision has to be made concerning the status of these inactive members. Some of them do not exist anymore as organizations, or were relying only on one or two leaders who are no longer available or left the country, so it is very important to do a membership analysis and revision.

At the end of the workshop, the following steps and tentative deadlines regarding EPAC's Structure and Governance were discussed and agreed upon:

- Based on the experience in working with other informal coalitions, the consultant will work with the G4G team to identify one or two different working models for EPAC. The consultant already began exploring options and will continue working with G4G team to clarify the details of the respective working models.
- Towards the end of August, another workshop will be organized in Tbilisi with EPAC members, to discuss and agree on the EPAC structure and governance model.
- The most probable model for EPAC is to create a two tier organization, with a Coordination Council that will take the role of the current G4G team, and will be in charge with coordination and implementation of the activities within EPAC.

The consultant prepared a power point presentation for the workshop presented in Appendix 1.

The consultant presented to EPAC members the following examples:

The National Business Agenda (NBA) (Moldova): it is an informal coalition established seven years ago with CIPE support by the local think tank “Institute for Development of Social Initiative (IDSI)” and a few business associations and chambers of commerce in Moldova. Presently, the NBA is comprised of 34 members, all local business associations, professional associations and chambers of commerce.

IDSI is the coordination unit, in charge with advancing the goals of the coalition and coordinating the activities. Also, IDSI, a reputed and respected think tank with extensive expertise in economic analysis and public policy, is responsible for transposing the public policy solutions developed by the NBA members into a government “language”.

The coalition is a democratic entity, with all members having the same rights and responsibilities. The NBA members are represented in the Strategic Councils, where decisions are made by majority rule. The think tank has dedicated a team to work with and for the coalition, who are also engaged in other projects or programs.

The associations do not pay fees or offer other financial support, but many of the active members work a lot for the NBA priorities, to develop and substantiate solutions and policy papers, and actively participate in the advocacy campaigns. Their role is to ensure representability and also be the spokespersons of the coalition.

In general, the funding comes from donors, but there were periods of time in which there were no donor but they continued to function, proving they are committed to the idea of the coalition which is not a project but a long term commitment from the Moldovan business representatives.

The National Business Forum (NBF) (Albania): four years ago, a local think tank - ACER and seven Albanian business associations and chambers of commerce created the NBF, an informal coalition with the following mission and goals:

“The mission of the Forum is to represent the interests of businesses operating in Albania in dialogue with the public institutions.

The goals of the NBF are:

- *To strengthen the role of business organizations in the dialogue with public officials;*
- *To initiate new policies to improve the business environment;*
- *To find a common language and to increase the visibility and presence of the Forum among businesses community”* (source: NBF Presentation materials).

In 2017, the NBF has 11 members and two partners (AMCHAM Albania and the Albanian Association of Banks). The difference between members and partners is the following: members signed the MOU, have full rights (voting, selecting priorities, etc.) and are the “hard core” of the coalition. The partners do not sign the MOU and work with the Forum on selected issues that fit their priorities; they also have no voting rights.

The working principle that governs NBF is consensus. When NBF was created, the initial plan was to have a secretariat that will rotate every six month, from one association to another. The intention was to engage all members in coordination, and also to prevent one association of getting too much power and influence over the coalition. The intention proved unrealistic, as six months was definitely too short for a coordination mandate. All members amended this rule and extended the mandate to three years. Stability proved to be a very important asset, and once the members overcome their fears and doubts, they realized they can trust each other and also trust the coordinator.

ACER is a member of the Forum, having a dual role: offering its professional expertise in public policy advocacy and also acting as a driver in obtaining donor support for the forum.

Besides the advocacy work, the coalition is concerned with financial stability and work towards diversifying its financial sources.

The Sumy Coalition (Ukraine): in Sumy, a region in Ukraine, the local business associations gathered together and created an informal coalition to improve economic policy at the regional level, but also become a player at the national level. This coalition is fully supported by its members, that are all business associations, had no donor money, they have only received training and technical assistance from CIPE. They have two leaders, an informal president and deputy, who are local businesspeople and leaders of local business associations. They do the work on the coalition for free, without financial support, because they think this is the right way to do. They believe in the coalition and are proud of their accomplishments. The Sumy Coalition is invited in Kiev at important economic policy debates, and is perceived as a true advocate for economic improvement.

The Coalition of Women Business Associations (CAFA) (Romania): in 2003, with CIPE support, nine women business associations from Romania created CAFA, the Coalition of Women Business Associations. The CIPE regional office became the Secretariat of CAFA, offering similar support as the G4G project for EPAC. Since this support was limited in time, CIPE's regional office began the process of creating ownership and participation among the members and also created a working model that would be implemented after the CIPE support would end.

In the last year of CIPE support, CIPE only provided planning and coordination of activities, any cost of events, materials, and other costs were covered by CAFA members. The working model developed and agreed by CAFA was to have a secretariat that would rotate on an annual basis from one association to another one, on a volunteer basis. During that year, the secretariat would be in charge with coordinating and implementing all activities, and also would have to cover all financial needs, such as salaries, website, or any other financial costs. This is why only the strong members could volunteer to be in charge with the secretariat.

After discussing and analyzing these models, which all have pros and cons, the consultant and G4G team agreed that the model that might suit best EPAC is to be structured as following: have a coordination unit (could be named secretariat unit, or any other appropriate title), an Executive Council, and the General Assembly of the members.

A think tank that is active, committed and capable to take the responsibility of the coordination unit, and become the driving force of EPAC. The organization that will undertake this position needs to understand its role and responsibilities, and be motivated not only by the benefits associated with this position, but also by a true and genuine interest in EPAC's progress and accomplishments.

The consultant will design a tentative "job description" for the coordination unit, the profile of the organization undertaking this position and also a list of benefits (both tangible and intangibles).

During the following month, the consultant will develop also a draft Structure and Governance Model that will be discussed and analyzed with EPAC's members in a future workshop, at the end of August.

4. FINDINGS

EPAC has grown from 34 founding members to 67 in less than two years, and has more growing potential. Currently, G4G team is taking the responsibilities for coordinating EPAC and also covering for the financial needs. The EPAC members are aware of the need to create a model that will allow them to continue to exist after the end of the G4G project, and they are committed to making it happen.

The group is very serious about identifying a working model that is suited to the Georgian realities and mentality, and together with the consultant and G4G team is exploring the best options.

EPAC members need to understand that the only way of succeeding to exist after the G4G closure is if they take full responsibilities and ownership of the coalition. The first step is to create a structure and governance model that will engage them more in the activities of EPAC; the second step is to discuss and draft a sustainability strategy that will explore various options for financial sustainability. It is too soon now to discuss about financial sustainability, before having clear structure and governance, and clear roles and responsibilities among members, but this must be in place by G4G closure.

As in any informal coalition, and especially in the ones with a large number of members, in EPAC there are active members, organizations that are truly committed to EPAC's mission and goals, some that are less active, and some that actually do not participate at all in EPAC, just benefitting from a "free ride" and taking advantage of the brand of EPAC, without contributing in any way. There are two options to address this situation: one option is to keep the non-active members just to increase the representability of the Coalition, and the second option is to suspend them or even to remove them from the Coalition. EPAC is inclining to the second option, as they have already a large membership and do not fear they will lose representability. Also, they are not willing to continue to give a free ride to fully inactive members, and consider EPAC should represent just the ones that believe and work for the Coalition.

Another finding is that EPAC's members are very proud of EPAC's accomplishments, good reputation and start considering it as a brand. They are interested in learning more about brand values, brand awareness and the process of building a brand, both for EPAC as well as for their own organization. Branding is a process that needs to be managed in a professional manner; since not each and every business association or coalition can afford the service of a professional consulting company in branding, it is good for the Board and leadership to have basic knowledge on how to build a brand.

One aspect that has been identified and discussed during this assignment was to create a short presentation of what EPAC represents. Once of the coalitions developed with CIPE support, CAFA, prepared such a presentation piece, that helped them in the advocacy process.

The basic idea is to identify a few indicators that have major economic impact, and calculate the representation of the Coalition in those terms. For example, such indicators could be:

- Number of members organizations;
- Total number of organizations represented by Coalition;
- Total turnover of companies represented by the Coalition;
- Exports of companies represented by the Coalition;
- Total number of employees of companies represented by the Coalition.

EPAC has the statistics for the first indicator (how many organizations they represent) and can easily calculate the total number of companies represented by the Coalition, but there is no data about other indicators (total profitability, number of employees, or exports), as companies are reluctant to share this information. Most of this information is public in many countries and can be found on the websites of different state bodies, including the Ministry of Finance (MoF).

Ultimately, it will be EPAC members' decision whether they want or not to survey their company members on this data. Such statistics have merits and it is a very powerful tool in public policy advocacy, especially in the dialogue with Government and other officials.

5. RECOMMENDATIONS

The main recommendations for the future work on EPAC are the following:

- The consultant will work to develop a Structure and Governance Model that fits the Georgian realities and EPAC's needs and expectations; to accomplish this task the consultant will work with G4G team;
- Towards the end of August, a second workshop should be organized in order to discuss and select the Structure and Governance Model for EPAC. The consultant will facilitate the workshop;
- Prepare a presentation for EPAC, using the indicators agreed upon by EPAC members.

APPENDIX 1:



ECONOMIC POLICY ADVOCACY COALITION EPAC

CAMELIA BULAT, Senior Expert, CIPE, May 17, 2017

EPAC IDENTITY

2



- ❖ **Corporate identity** can project:
 - ❖ **who you are,**
 - ❖ **what you do,**
 - ❖ **how you do it,**
 - ❖ **and where you want to go.**



Perception and Reality

- ❖ Multiple identities;
- ❖ Dominant identity.
- ❖ Is it about perception or about reality?
- ❖ Going back to EPAC what is the perception, what is the reality?



**REPUTATION = Sum of Images =
(Performance and Behavior) + Communication**



Pushmi-Pullyu Syndrome

- An organization performs and behaves in one way and expect communication to explain it in a different way.
- Too often organization develops an ill-advised position, and then expects communication to justify it.
- The solution to the push-pull is to have the organization BEHAVE and COMMUNICATE as one.





- **A brand is a promise** from a company / organization / person / country, etc;
- **A brand is a certitude** for the user;
- **It contributes to the lifestyle and has the ability to fulfill both functional and emotional needs.**
- **What are EPAC promises and certitudes? What about functional and emotional benefits?**

EPAC SWOT ANALYSIS

S = STRENGTHS	= Strong points
W = WEAKNESSES	= Weak points
O = OPPORTUNITIES	= Opportunities/ Possibilities
T = THREATS	= Threats/ Risks

Opportunities & Threats	external environment
Strengths & Weaknesses	internal environment

STRUCTURE & OPERATION

11

- How are we structured?
- What is our leadership structure?
- How do we work together?
- Who's in charge?
- Who make it happen?
- Where is the money coming from?



MEMBERSHIP

12

- Members' rights and responsibilities
- Decision making process;
- How do we accept new members?
- What do we do about inactive members?



HOW DO WE MOVE FORWARD?

13



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