

GEORGIA

SOCIAL WELFARE – CLIMATE POLICY BASED PROGRAM & TECHNICAL ASSISTANCE

Aide-Memoire 5-9 October 2020

Approved on the 24/11/2020

Introduction

During October 5-9 2020, the French Development Agency (AFD) conducted a mission on the sector of health and social protection in Tbilisi to launch the instruction of a new social welfare 3-year policy based loan (PBL) and to identify technical assistance programme (TA) accompanying this operation.

The AFD team included Nicolas Le Guen, Task Team Leader from AFD Paris Office, Raphaël Jozan, Head of AFD Representative Office for the South Caucasus, Bérengère Callamand, Senior Project officer, and Valentina Spina, Project Officer based in Tbilisi.

The Expertise France team, in charge of the technical assistance included Andreï Tretyak, Head of Social protection unit, Antoine Pogorzelsky, Project manager both based in Paris. Local representatives of Expertise France, Audrius Bitinas and Natalia Gamgebeli, have been part of the team.

The mission met with representatives from the Government of Georgia: Deputy Ministers in the Ministry of the Internally Displaced Persons from the Occupied Territories, Labour, Health and Social Affairs (MoLHSA). The mission met also representatives of the Ministry of Economy and Sustainable Development (MoESD) regarding reform of energy sector and with representatives of the Tbilisi municipality. All the persons met are listed in annex 3 of the present aide-memoire.

The mission wishes to thank all the persons met for their availability and kind welcome, and for the high quality and operational value of the discussions despite constraints due to the sanitary measures.

This Aide-Memoire summarizes the main outcomes of the mission, and proposes further steps toward the operations.

I. Context and objectives of the mission

AFD and the Government of Georgia (GoG) have been working together since 2017 to develop a social welfare multiyear policy based loan (PBL) operation. Two disbursements of EUR 35 million have been done in 2018 (project CGE 1016) and 2019 (CGE 1022). For the third and last year of this PBL, GoG has requested to include specific activities to support response to COVID pandemic. A disbursement of 70 million euros has been done in July 2020 (CGE 1023).

In addition to the loan, the AFD has been able to mobilize 1 million EUR grant (CGE 1017) to support the GoG in implementing the reforms and actions envisaged in the policy matrix attached to the loan operation. This support will end by mid-2021 and a comprehensive appraisal of the whole operation will be completed staring from beginning of 2021.

Among main achievements of this 3-years PBL, it should be noted the following: functional/social model of granting disabilities has been developed and tested in two regions. Mental health has been aligned with the EU regulations. National response plan to the Covid-19 pandemic has been supported to reinforce diagnosis capacities and case management. IDPs Families living in collective collapsing centres has been resettled in durable housing and impacts of different scenarios regarding IDP allowance reform have been assessed.

As the three-year operation is coming to an end and as shared with the Georgian authorities in February 2020, AFD is willing to further support the Government of Georgia according to identified needs for support. As first thoughts, supporting long terms reforms on social protection, health system and internal displaces persons would remain the core structure of a future Policy based loan that would be in line with AFD strategy towards Climate change. This main objective of this mission was to launch discussions on a future PBL and support sectorial coordination with donors (EU Delegation and ADB mainly) in the area of social protection/health system/IDps. In parallel, AFD, with

the support of GoG, will launch an assessment process on the impact and outcomes of the first threeyear operation.

AFD is eager to increasing the efforts on including **climate issues** (indicative climate cobenefits generated targeted: 40-50%) in the future PBL while reinforcing social welfare. First suggestions in terms of climate components, based on the National environmental and health action plan/NEHAP covering 2018-2022 period, could be to focus on energy efficiency of buildings, buildings' adaptation to climate change, air quality related to health, support to eco-migrants and precarious energy situation. Social welfare PBL will reflect ongoing reforms on energy sector also supported by AFD, KFW and the European Union, with the need to articulate the health / social welfare program with the one supported in the Energy sector¹. Specific support to implement energy efficiency in public buildings and social energy scheme would be provided to the MoHLSA.

Furthermore, AFD would consider supporting the GoG to add a **gender dimension** through specific gender-related measures to our new matrix, for a better integration of gender issues in welfare policies. This mission was the opportunity to exchange with the Georgian authorities to analyse ongoing and further reforms, develop the **matrix of new PBL** and design the **technical assistance**.

II. Instruction of a new multiyear-year policy based loan on social welfare

Thanks to the high quality dialogue between the Georgian authorities and AFD started in 2017, a draft matrix of reforms covering a 3 years period based on priorities expressed by the MoHLSA has been elaborated during the October 2020 mission.

Even if prior actions and targets are indicative at this stage, common agreement regarding pillars (specific sectorial objectives) has been discussed with MOLHSA and reached, MOHLSA underlying the need to get the feedback from the Ministry of Finance, who could not participate to the wrap-up meeting. AFD is expecting endorsement by the Government of Georgia of the core objectives of this matrix to pursue the instruction phase. Further consultations of the MoF, the MoESD and the MoLHSA will take place by the end of the year and early 2021 to finalize and submit to AFD board the policy based loan matrix in June 2021. AFD participates to the working group on Health and Social Welfare, gathering the GoG and development partners.

Pilar 1: to develop social support and solidarity system, inclusive to women and resilient to climate change

<u>Extension of the functional/social model</u>. The Deputy-Minister in charge of Social affairs provided an update regarding implementation of the functional/social model for granting disability status. Pilots have been implemented in three municipalities and the law has been adopted in July 2020. The MoHLSA expressed its willingness to capitalize on existing pilots and prepare other municipalities and medical institutions to adapt this new model and to allocate appropriate resources.

<u>Social and care decentralization</u>. The process is due to start in 2021. Majority of social programs will be implemented by municipalities. The MoHLSA will strengthen capacities of social workers at local level, ensure smooth transition and appropriate resources.

<u>Reinforce resilience of informal workers</u>. The Covid crisis has highlighted the need to extend social protection measures to workers so called "missing middle". These workers are not registered in formal social insurance schemes and are not eligible to pro-poor assistance. The authorities will collect specific data on informal sector in order to limit impact external shocks such as climate change.

¹ Additional meetings are to be organised with KFW and the Delegation of the European Union, in order to articulate the programs, build synergies and avoid overlaps.

<u>Inclusive access to electricity.</u> Special assistance has been provided to support access to energy poverty threatened households during the Covid lock-down. As part of the energy reform, the MoESD is willing to design social support scheme and define measures for implementation.

<u>Energy efficiency</u>. The government is currently working on the adoption of the long-term national energy efficiency action plan (NEEAP). The MoHLSA will be responsible to implement energy efficient measures in social infrastructures through awareness campaign among social institution's workers and elaboration of an action plan in line with national policies.

Pilar 2: to ensure affordable, inclusive and quality healthcare aligning with international regulations and to promote healthy lifestyle

<u>Universal healthcare</u>. Thanks to the universal healthcare programme launched in 2013, out-of-pocket expenses for medical treatment has decreased over the last seven years, even though it remains at high level. Payment mechanism is still under discussion. Challenges regarding financial access to primary health care (tarification) will be addressed with provision of a revised package and costing of care. Innovative payment should be fully implemented by 2023.

Mental health. Substantial efforts (a law aligned with European standards has been adopted in 2020) have been made by the Georgian authorities to promote deinstitutionalization for patients with mental disorders. Out-patient care still need to be strengthen to compensate decrease of in-patient care

A new strategy on mental health will be adopted in 2021. Implementation process has to be rolled out and monitored for the coming 3 years. Creation of a mental health diagnosis registry and improvement of the monitoring system over mental health institutions are also expected.

International health regulation (IHR). WHO (World Health Organization) reviewed in early 2019 the IHR core capacities of Georgia and identified series of priorities among prevention, detection, response capacities and IHR related hazards and points of entry. These recommendations should be reassessed under the light of the recent Covid-19 pandemic and services delivered. Based on Government priorities, focus should be made on antimicrobial resistance (One Health), zoonotic diseases, emergency preparedness and control at point of entry. The National center for diseases control (NDCC) has been identified as key stakeholder.

Climate change adaptation plan. In Georgia, 21% of total burden disease and 25% of deaths are caused by adverse environmental impact (WHO, 2012). Health and social issues related to climate change adaptation have to be integrated in the national mitigation policies such as heat waves national action plan. Vulnerability to climate change should be assessed to measure impacts on health and develop specific medical and social measures. This is part of the strategic objective (n°5) of the National environmental and health action plan/NEHAP covering 2018-2022 period.

<u>Air quality</u>. The existing air quality system is not designed to assess the full scale of the country's air pollution and the impact on human heath in accordance with the WHO recommended standards. Assessment methodology and early warning system can be improved to develop adequate pollution peak management plan (reduce diseases and limit air pollution). This is part of the strategic objective (n°3) of the National environmental and health action plan/NEHAP covering 2018-2022 period.

Pilar 3: To optimize resources allocated to IDP needs and promote sustainable resettlement

<u>Support durable housing</u>. IDPs living in collapsing collective centres (CCC) remain today the principal issue for the Government. People living in CCC experience hard living conditions, especially in terms of access to energy during winter and intensive cold waves. The Government has been able to resettle a large number of IDPs during the past years and will provide new apartments purchased from real estate developers considering uncertainty of private demands for 2021 and 2022. Apartments are granted based on vulnerability and family criteria (not updated since 2003). Energy-

poverty could be added as criteria in assessing vulnerability for granting housing. IDP housing models will be developed to integrate energy efficient measures.

42 000 IDPS are considered to be accommodated under durable housing. In total 50 000 IDP families have not received durable housing and living conditions are still degrading for those living in CCC.

<u>Reform of IDPs allowance</u>. The reform of the IDP monthly allowance is particularly sensitive. Policy options, defining financial and social impact, have been shared with the Ministry by the end of 2019. Different reform scenarios are available and open to discussion. Switching from a status-based to a needs-based IDP allowance and merging IDPs allowance to the general social scheme (in particular the targeting social assistance) are options providing appropriate measures for the most vulnerable.

The current IDP monthly allowance (45 GEL about 12 EUR) is not substantiate enough to get IDPs out of vulnerable situations but remains a positive symbol that the State are still supporting people from the occupied territories. About 80 % if IDPS receive this allowance.

What the final decision of the Government will be, communication, outreach to IDPS representatives and communities are essential to successfully adopt the reform and have IDPs involved.

<u>Support to eco-migrants</u>. In order to support specific needs of IDPs and eco-migrants, the Agency is implementing programs related to housing, employment and socio-cultural projects. The Agency will develop and implement a new livelihood action plan covering 2022-2023 period.

III. Technical Assistance in support to the Social Welfare multiyear Policy Based Loan

Two members of the social protection unit from Expertise France has been mobilized during this mission to exchange with the different stakeholders in order to precise the technical assistance (TA), intended to support the GoG in setting up the social welfare reforms. A first technical offer is annexed to this report.

The technical assistance (TA) will mobilize long-term and short-term expertise to accompany changes in those areas, support institutions and CSOs in their policies and programs and train relevant stakeholders to standards. TA will also support evidence-based monitoring and improved data systems in order to improve public policies in targeting root-causes of social issues. TA will also include crosscutting issues such as capacity building and gender approach. AFD team is applying for a 1 MEUR grant under the FEXTE facility. AFD is planning to have the grant approved by the end of 2020.

IV. Next steps

- AFD plans to finalize the project identification process until the end of November 2020 / beginning of December 2020, on the basis of (1) a shared appraisal of the first series of PBL; (2) the identification of needs and gaps; (3) the identification of the value added of AFD, and donor coordination. AFD sends a note to the GoG, introducing the Policy Matrix and the TA. AFD launches the 2017-2020 program assessment process, to be completed in 2021.
- AFD would be grateful to the Georgian authorities (MoF, MoHLSA, MoESD) for providing official feedback and any comments/questions or suggestions on this aide-memoire and more specifically on the Policy Actions proposed (please refer to Annex 1).
- AFD will be available for organizing additional meetings in December (with participation of the headquarters on line) to pursue the discussions regarding the program orientation and

content.

Official request. In regards with internal procedures, AFD kindly asks the GoG to send an official request for the PBL if possible before the 7th of December 2020 confirming objectives, principle of multiyear program including a period to be covered (it is proposed 2021-2023, if in line with Government priorities). Indicative minimum amount will be much appreciated.

AFD will need a specific financial request for the 1 million euros grant – dedicated to the technical assistance. AFD kindly asks the GoG to send it before Thursday 26th of November.

- <u>Timeline.</u> Based on this financial request, AFD is ready to present the new PBL on Social welfare to its identification comity in December/January 2020. Presentation of the 2021 PBL to the board in June 2021 is contemplated, if in line with the agenda of the Government of Georgia. It will enable to sign the CFA and proceed to the disbursement before the end of this year. The matrix of the PBL should be finalized and shared with AFD at least one month prior to the board's presentation.
- Technical Assistance. AFD would welcome any comments/questions or suggestion from the MoF, MoHLSA and MoESD on the preliminary proposals made in this Aide memoire (please refer to annex 2). A specific mission to further exchange and define the components should be organized early 2021, if possible starting from January 2021. The grant facility agreement will be submitted alongside with the PBL and could be then signed in parallel with the credit facility. Official request from Georgian authorities confirming needs on technical assistance will be also much appreciated. AFD will need a specific financial request for the 1 million euros grant dedicated to the technical assistance. AFD kindly asks the GoG to send it before Thursday 26th of November.

<u>Crosscutting issues</u>.

Gender policy diagnostic will be supported by AFD early 2021 (grants and technical assistance) to mainstream gender-related measures in order to reduce inequalities between women and men.

In regards with internal process review, a global public policy assessment is due for the previous policy based loans (from 2017 to 2020). Terms of reference will be shared with the Georgian authorities. AFD highlights the opportunity to build the government capacity for public policy review.

Annex 1: Social welfare multiyear matrix updated

Annex 2: Technical Assistance proposal for 2021-2023 period

Annex 3: Final agenda

Objectives	Responsible Government Entity	Trigger action(s) Year 1	Trigger action(s) Year 2	Trigger action(s) Year 3	Results (indicators, baseline, target)	Scope of TA
Pillar 1. To devel	Support in development of model for					
professionalization of social work (people with disabilities, child care) in order to improve the social care for vulnerable layers of population and reduce inequalities between women and men	MoLHSA	Defining roadmap for operationalisation of an organisational layout of State care agency and its territorial structure Piloting is implemented in at least one additional region Changes in legal framework, related to disability, to roll out the methodology have been approved by the MoHLSA (law into force in 2021)	Methodology for analysis of needs and coordination of the social care on territory (including one stop shop approach) is developed by the MoHLSA Action plan for certification of acting social workers is developed and approved by MoLHSA Assessment of piloting and formulation of final recommendations Approval by the MoHLSA of costing of social services for PWD Action plan for national scale-up of functional/social model of assessing and granting disability status is developed and approved by MoLHSA	Model based on the new methodology is effective in 3 regions The MoHLSA in collaboration with its partners trained professionals and implemented the new methodology for assessing and granting disability status in XX regions A global assessment is implemented by the Government with support from its partners to adapt and improve the methodology Specific attention should be given to the gender dimension in order to develop fine tuning	Policy objective: The needs of vulnerable population are analysed and appropriate social care package is proposed through Georgian territories based on decentralised model Baseline (2020): > Creation of State care agency; Target (2023): > At least XX social workers trained in X regions of the country (at least 50% of which should be women); First global assessment on the methodology approved; > Functional/social model of assessing and granting disability is fully launched at the national level Baseline (2020): > Professionals trained in 2 regions and conducting assessment; > Legal basis for functional/social model is approved (law into force);	decentralization of social care, including coordination between different actors on local level TA in development of methodology for analysis of needs and coordination of the social care on territory (including one stop shop approach) Develop the methodology of monitoring & evaluation of social care programs an their impact TA in piloting of functional/social model of assessing and granting disability is implemented in one additional region Assessment of piloting and capitalization and extension of pilot to other region(s) Trainings of social workers on dealing with disability assessment and support Support in development of methodology of costing of social services for PWD

					Torget (2022):	T
					Target (2023):	
					> At least XX professionals trained in X regions of the country (at least 50% of which should be women);	
					First global assessment on the	
					methodology approved ;	
Develop social	MoESD and	In the view of limiting impact of	Based on the study, the MoHLSA	Strategy for reinforce resilience	Number of informal workers	TA to elaborate scenarios and models
support measures	MoHLSA	climate change and natural	proposes new model of social	of informal sector workers	affected by direct climate change	social support measures in order to
in order to reinforce		disasters for informal sector	support measures in order to	affected by climate changes and	impacts and naturel disasters	reinforce resilience of informal sector
resilience of		labour forces, a study is	reinforce resilience of unformal	natural disasters is developed	receiving assistance:	workers affected by climate changes and
informal sector		conducted to assess the scope,	sector workers affected by climate	and approved by MoHLSA	n II (2020)	natural disasters:
workers affected by		nature and budget projections of	changes and natural disasters		Baseline (2020):	- Charles and a start of a start of a start of
climate changes		this social protection measures	Consideration of the constant		> No standards for specialized	 Study on structuring informal sector and analysis of sectors most affected
		A	Special measures insuring access to health services will be		social measures for informal	by climate change
		Any gender dimension that			workers ;	 Support in developing scenario and
		would come out of the report	developed			simulations on social coverage of the
		will be analysed			Target (2023):	informal sector workers affected by
						climate changes and natural
					> Standards approved, monitoring	disasters
					conducted and recommendations sent	
Promote inclusive		In the view of promoting access	The legal framework is elaborated	The legal framework is	Number of energy poverty	TA in realisation of Study to analyse
access to electricity		to electricity, a study has been	to run a pilot project in Tbillisi.	elaborated and approved by the	threatened customers benefiting	inclusive access to energy through social
for energy poverty	MoESD and	financed by AFD and conducted	to run a phot project in rumini.	government to ensure scaling-	from this social support scheme:	support scheme
threatened	MoHLSA	with MoESD to assess the scope,	The Government determined and	up of social support scheme	Trom this social support scheme.	Support seneme
customers		nature and budget projections of	trained professionals, who will be	ap or social support scheme	Baseline (2020):	Designing of proposals for policies and
according to the		this social support scheme	eligible to conduct the pilot	Standards are approved by the	, ,	scenarios to fight energy poverty based
social support		ting social support sometime	project.	Government and monitoring is	> No standards for specific social	on European experiences
scheme adopted by		This study will be updated to		performed to ensure quality	support scheme ;	
the Government		take in account the social impact	Pilot project to test the social	control.	T (2000)	
		of COVID 19 crisis	support scheme has been		Target (2023):	
			implemented and analysed	Energy Community Secretariat is	> Standards approved, monitoring	
		Any gender dimension that		processing regular compliance	conducted and	
		would come out of the report	Professionals of the MoHLSA	review.	recommendations sent to define	
		will be analysed.	distribute LED and information on		social support scheme;	
			how to improve thermal comfort	A dedicated study is	> At least XX energy poverty	
			efficiently in the dwellings to	commissioned to ensure that	threatened customers benefit	
			vulnerable population	the new program is not having	from this social support scheme (of witch at least 50% are	
					(2	

				any adverse effect on women.	women).	
Apply National energy efficiency action plan (NEEAP) for social infrastructures	MoESD and MoHLSA	In the view of promoting energy efficient measures in social infrastructures, a study is conducted with MoESD to assess the scope, nature and budget projections for future social	Standards are aligned with the national policy related to energy efficient measures for building	The MoHLSA is reporting on measures implementation	Number of social buildings aligned with the energy efficient national policy.	Realisation of TA for assessment of scope, nature and budget projections for promoting energy efficient measures in social infrastructures of the MoHLSA in line with national policy related to energy efficient measures for building
		infrastructures. This study aims to improve the energy efficiency and the thermal comfort of the existing and future buildings	The MoHLSA is reporting on measures implementation		Baseline (2020): > No standards for social buildings investment;	TA in increasing awareness of social institution's personnel in energy-
					Target (2023):	efficiency issues
					 Standards approved; At least XX social buildings are aligned with the national policy 	
Pillar 2. To ensur	e affordable, ir	nclusive and quality healthca	are aligning with internationa	Il regulations and to promot	e healthy lifestyle	

Improve effectiveness and efficiency of universal healthcare	MoLHSA	Innovative payment mechanism is elaborated by MoHLSA and approved by the Government	New reimbursement mechanism for medicines is developed by MoHLSA Recommendation related to revised package and costing of primary health care are adopted by the MoHLSA	Innovative payment mechanism is fully implemented at the national level	Out of pocket on drugs: > Baseline (2020): 58% > Target (2023): XX% General government expenditure on health as percentage of current health expenditures (GGHE-D as	Study of innovative payment mechanism for MoHLSA including best practices Recommendation related to revised package and costing of primary health Study to define implementation of Telemedicine
Ensure national scale-up of the new mental health model	MoLHSA	Mental health development strategy, including communication strategy for general population, is elaborated by the MoHLSA Specific attention should be given to the gender dimension	New of model of mental health care is elaborated by the MoHLSA The Government in collaboration with its partners trained professionals	Changes in legal framework to roll out the model have been approved by the Government Implementation of the new model in XX regions with the promotion of deinstitutionalization and the development of community based services The Government is monitoring activities to ensure that mental health institutions (public and private) respect Human rights principles	percentage of CHE) > Baseline (2020): 40% > Target (2023): XX% Budget dedicated to mental illnesses > Baseline (2020): XXXXXX GEL > Target (2023): increase XX% % of patients receiving out patients treatment > Baseline (2020): XX% > Target (2023): XX%	TA to roll out the Mental Health Strategy 2030 in different consecutives action plans (2-3 years) and their monitoring: Communication and dissemination of the strategy towards professionals and stakeholders Mobilize and coordinate technical and financial assistance from partners and donors TA to elaborate a mental health diagnosis registry Trainings of social workers in mobile team TA to improve monitoring system on human rights

Maintain and build Georgia's core capacities to respect the international health regulations (IHR) regarding health security	MoLHSA	A study is conducted by the MoHLSA with its partners to assess the scope, nature and budget projections to build health security capacities in line with the joint external evaluation (JEE) of IHR core capacities done by WHO published in June 2019.	Based on the JEE of IHR, technical areas to be discussed according to the Government priorities: Antimicrobial resistance (One health) Zoonotic disease Emergency preparedness (National security system/Civil security and emergency management) Points of entry (vector control programmes and sanitary measures)	Based on the JEE of IHR, technical areas to be discussed according to the Government priorities: Antimicrobial resistance (One health) Zoonotic disease Emergency preparedness (National security system/Civil security and emergency management) Points of entry (vector control programmes and sanitary measures)	Target To be defined	Study to identify for technical areas according to the Government priorities based on the joint external evaluation (JEE) of IHR core capacities
Apply National energy efficiency action plan (NEEAP) for health infrastructures	MoESD and MoHLSA	In the view of promoting energy efficient measures in health infrastructures, a study is conducted with MoESD to assess the scope, nature and budget projections for future health infrastructures. This study aims to improve the energy efficiency and the thermal comfort of the existing and future buildings	Standards are aligned with the national policy related to energy efficient measures for building. The MoHLSA is starting a pilot project.	The first energy efficient building is delivered and used by the MoHLSA.	Number of new medical buildings aligned with the energy efficient national policy. Baseline (2020): No standards for medical buildings investment; Target (2023): Standards approved; At least XX medical buildings are built according to the national policy	Assessment of scope, nature and budget projections for promoting energy efficient measures in health infrastructures of the MoHLSA in line with national policy related to energy efficient measures for building

Indonesia Inc. 101		National health considered	Fredrickies of miles of 1995 and	Hankh and fasilities and accel		
Integrate health		National health care adaptation	Evaluation of vulnerability to	Health care facilities reduce the		
and social issues in		strategy and action plan (among	climate change, health impacts	share of greenhouse gas		
climate change		medical and social facilities) and	and adaptation (health care	emissions in national emission		
adaptation and		developed and approved by the	aspects) is elaborated			
mitigation policies		MOHLSA				
				Communication strategy for		
	Macco		The legislation is aligned with the	health and social workers on ras		
(NEHAP – strategic	MoESD and		requirements of UNFCCC	emissions reduction is		
objective n°5)	MoHLSA		convention	developed and approved by the		
				MoHLSA		
Promote air quality			Strategy related to health-relevant	Relevant legislation is	Target	Technical Assistance to the Nation
monitoring and			information on population	harmonized according to the		Centre for Disease Control:
development of			exposure air pollution and its	Association Agreement	Baseline (2020)	
specific measures to			influence on health is approved by			 Assessing health risks of air pollution
limit impacts on	MoESD and		the Government		> No early warning system in	on vulnerable groups
health and climate	MoHLSA				case of peak of pollution	Capacity building for strengthening
change					Target (2023):	early-warning systems (air quality)
J. Company					Target (2025).	and preparedness for pollution peak
					> standards approved ;	 Capacity building on statistics and IT tools
					> standards approved ,	 In elaborating a coordinated action
(NEHAP – strategic						plan on air pollution peak in order to
objective n°3)						mitigate health risks and exposure
objective ii 5)						
Pillar 2 To optim	iza rasourcas :	llocated to IDP needs and n	romote sustainable resettlen	nent	<u> </u>	
rinai 5. 10 optim	iize resources a	anocated to ibi needs and p	Tomote sustamable resettien	ient		
Pursue the	MoESD and	IDP families (about 200) lawfully	IDP families (about 200) lawfully	IDP families (about 200)	Policy objective: new allocated IDPs	TA to the IDP agency in developing
resettlement of	MoLHSA	living in at least XX additional	living in at least XX additional CCCs	, ,	in newly built building are living in	scenariis and models to introduce
IDPs living in	IVIOLISA	CCCs have been sustainably	have been sustainably resettled in	additional CCCs have been	energy efficient housings, which are	energy-poverty as a criteria in assessing
		·	· ·		· ·	
Collapsing		resettled in durable housing over	adequate housing over the last 12	sustainably resettled in energy	safe for their lives and health	vulnerability for granting housing
Collective Centers		the last 12 month at the time of	month at the time of assessment.	efficient housing over the last 12		
(the "CCCs") in		assessment		month at the time of		
thermal comfort				assessment	Pacalina, about VVV IDD formilia	
housings.					Baseline: about XXX IDP families are	
			Investment related to IDPs		living in XX CCCs (2021)	
			resettlement are aligned with the			
			national legislation for efficiency	By June 2023, the MoHLSA will		
			energy	prepare an intermediary note		
				presenting the number of	Target: By the end of 2023, at least	
					XXX IDP families, who are lawfully	

Implement the reform of IDP's allowance system and social inclusion measures	MoLHSA	Based on the analysis of models designed to better tailored the allowance to IDP needs, the draft law for the reform is adopted by the Government A draft Communication Strategy (including awareness rising for Parliament members) to support the reform is implemented, with focus on involving in the information campaign relevant stakeholders, especially IDPs and their representatives (CSOs).	New livelihood action plan for IDPs is adopted by the MoHLSA The legal framework is elaborated to run a pilot project in X? The MoHLSA determined and trained professionals, who will be eligible to conduct the pilot project A dedicated study is commissioned to ensure that the new program is not having any adverse effect on women.	families which have already been resettled respecting national legislation on energy efficiency . Pilot project to test the reform has been implemented and analysed. An evaluation is conducted by the MoHLSA and its partners to assess impacts of the livelihood action plan and develop recommendations to ensure sustainable revenues for IDPs.	living in CCCs in 2021, have been sustainably resettled in durable housing. Policy objective: Awareness of all relevant stakeholders about the adopted reform regarding the IDP monthly allowance system Target: Estimated percentage of IDPs well informed on the reform Baseline 2020 : < XX % Target 2023: at least XX % Policy objective: Better support is provided to vulnerable IDPs who are not eligible for TSA assistance. Target: XX	TA to the MOHLSA and IDP agency: Fine-tune new policy scenario Organisation of public awareness campaign to IDPs and IDP representatives (CSOs, Member of Parliaments, community leaders,) Support in IT and database upgrade: tools to be included for data analysis TA to IDP Agency in elaborating the New Livelihood Action Plan (2022-2023)
Develop and implement social inclusion measures for Eco-migrants (vulnerable to climate change)	MoLHSA	Propose a model of social inclusion measures for Ecomigrants. Gender perspective will be analysed.	New livelihood action plan is developed and adopted by the MoHLSA Necessary regulation is elaborated to run pilot project XX region	Necessary regulation changes to roll out social inclusion measures for Eco-migrants are approved by the MOHLSA	Number of households affected by direct climate change impacts and naturel disasters receiving assistance: Baseline (2020): No standards for specialized assistance for Eco-migrants;	TA to the IDP Agency on : Identifying specific socio-economic needs of eco-migrants and policies Support in developing of model of social inclusion measures for Ecomigrants. Develop suggestions for improving needs analysis of eco-migrant and fraud management IT and database upgrade

		Target (2023):	
		 Standards approved, monitoring conducted and recommendations sent; At least XX households receiving social inclusion assistance (at least 50% of recipients are women). 	



Annexe 2:

TA to Social Welfare in Georgia - Phase 2

First version of the technical assistance proposal based on the result of the mission of 5-9 October 2020 in Tbilisi

The TA project will mainstream gender in its activities after a gender assessment and gender profile for Georgia is established by AFD. At minima, data, studies and proposals to beneficiaries and partners will be gender specifics.

<u>Pillar 1. To develop social support and solidarity system, inclusive to women and resilient to climate change.</u>

1. Social care and decentralization

Context: the decentralization process in Georgia is due to start in 2021, that means the MOLSHA must delegate the implementation of majority of social programs to the municipalities level together with corresponding budget according to the decentralization strategy of the government (2020-2025 approved by the Government of Georgia, with its first Action Plan 2020-2021 approved in December 2019). An increase of competencies and responsibilities will be given to municipalities in social affairs and social protection area (especially, providing social services) as well. Some municipalities have hired skilled HR in order to prepare the transition, however many municipalities lack skills and HR in social policy and coordination of social actors and CSOs on their territories. The MOHLSA will also need to monitor local needs in social services and guarantee sustainable financing of social care.

TA activities:

- Support in development of model for decentralization of social care, including coordination between different actors on local level
- TA in development of methodology for analysis of needs and coordination of the social care on territory (including one stop shop approach)
- Develop the methodology of monitoring & evaluation of social care programs and their impact

2. <u>Capitalizing and replicating functional/social model of assessing disability in one additional region</u>

Context: Nowadays, the disability evaluation and decisions on granting of disability status in Georgia are made through a medical assessment. In compliance with the UN Convention of rights of PWD, Georgia passed a Law on July 14th 2020 making the functional/social model for granting the disability status mandatory by January 2023. Since 2019, three pilots on the functional/social model are implemented in Adjara, Tbilisi (implemented by UNICEF) and in Samske-Javakheti (implemented by Expertise France) in order to hire and train Functional Assessment Specialists (FAS) at local levels and implement the functional/social model. There is an essential need to capitalize on the existing pilots and prepare other municipalities and medical institutions by 2023 to adapt new model and to allocate budget to hire necessary human resources.

TA activities:

- TA in piloting of functional/social model of assessing and granting disability status is implemented in one additional region
- Assessment of piloting and capitalization and extension of pilot to other region(s)
- Trainings of social workers on dealing with disability assessment and support
- Support in development of methodology of costing of social services for PWD
- Support to the MoLHSA in the preparation of the Action plan for the switch to social-medical model (especially elaborating the social service package for disabled persons)

3. <u>Informal workers and climate-change</u>

Context: The COVID response has highlighted the need to extend social protection to workers that are failing to be covered by existing tools. These are workers in the so-called "missing middle": households who are not registered in formal social insurance schemes but also not eligible to poverty-targeted social assistance. Informal sector is characterised by important heterogeneity and is composed of extremely diverse groups, such as the youth, older workers, and women more likely to be at risk of informal employment. It is composed of relatively wealthy members, as well as the workers extremely vulnerable to any external economic changes such as workers of fishing and agricultural sector, home workers etc.

With climate-change having real consequences on harvest, crop quality and risks of disasters (hails, droughts and heat wave, cold wave, ...), many workers of informal sector in the agriculture may expose themselves and their families to additional risks and vulnerability especially in the dire times of COVID19 and movement restrictions.

TA activities:

- Elaboration of scenarios and models on social support measures in order to reinforce resilience of informal sector workers affected by climate change and natural disasters:
- Study on structuring informal sector and analysis of sectors most affected by climate change
- Support in developing scenario and simulations on social coverage of the informal sector workers affected by climate changes and natural disasters

4. Energy-poverty and energy-efficiency

Context²: 99% of Georgian population has access to electricity (mostly from hydropower sources) and 68% to natural gas. Households mostly use natural gas and firewood for heating, cooking and hot water. Share of natural gas in total energy consumption for households is 52.8%, firewood – 29, 9% and electricity - 16.4%. Firewood consumption is especially high in rural areas (82% of total consumed firewood is in rural areas), in inefficient wood stoves that have negative effect on health and indoor air quality. This is particularly striking on rural women, responsible for cooking and taking care of the household. Energy poverty is also concerning among the most vulnerable households (and especially IDPs that were not given new energy-efficient housing and are still living in CCC). Support to energy poverty threatened

² World Experience for Georgia, Energy Poverty, Guidance for State Policy and Public Discours in the Time of Reforms, January 2020

households was done by the government among the COVID19 special measures³ and is implemented with limited resources by municipalities. The government is also working on the implementation of its NEEAP for energy-efficiency in buildings.

TA activities related to energy poverty:

- Study to analyse inclusive access to energy through social support scheme (especially as a criteria in the vulnerability scoring of TSA)
- Designing of proposals for policies and scenarios to fight energy poverty based on European experiences

TA activities related to energy-efficiency and NEEAP:

- Study and action plan for the Ministry on implementing NEEAP (energy efficient measures in social infrastructures of the MoHLSA) in line with national policy related to energy efficient measures for building
- TA in increasing awareness of social institution's personnel in energy-efficiency issues

<u>Pillar 2. To ensure affordable, inclusive and quality healthcare aligning with international regulations and to promote healthy lifestyle</u>

1. Universal healthcare

Context: In 2013, universal healthcare programme financed by the State was introduced in Georgia under which the state funds medical treatment in a mainly privatized system of medical facilities. Thanks to the program, state-sponsored health insurance became available on a massive scale to people who would not otherwise be able to afford it. Out-of-pocket expenses for medical treatment has decreased over the last seven years, even though it is still remain at high level: 55% in 2019. Challenges regarding financial access to primary health care (tarification) are still present though. The MOHLSA is focusing its 2019 strategy of 4 pillars: Provision of electronic services in healthcare (telemedicine), increasing of quality of health services (and specialization), decreasing Georgian citizens' expenses on medicines.

TA activities:

- Study of Innovative payment mechanism for MoHLSA including best practices
- Recommendation related to revised package and costing of primary health
- Study on possibility of introduction of Telemedicine;
- elaboration of IT architecture and technical specifications

2. Improving mental health care in Georgia

Context: Georgian authorities made several efforts since the collapse of the soviet health system in order to promote deinstitutionalization for people with mental disorders and end the stigma surrounding mental disorders and mental health. This followed international guidelines and enabled to decrease costs. However, deinstitutionalization was enforced at the expense of global

³ Utility Bill Payments for the general public in the first three months of the pandemic. The Georgian government covered utility fees, including sanitary service, gas and water bills for three months (March, April, May 2020) for households which consume less than 200 kWh of electricity and 200 cubic meters of natural gas per month. The electricity concession applies to 1.2 million households, while the natural gas concession applies to 671,000 families.

mental healthcare: out-patient care was not strengthened adequately to compensate decreasing inpatient care and in the last years number of stays over 1 year has been stagnating or increasing due to shortage of shelters and daycare centres.

A new strategy Mental Health in Georgia 2030 will be adopted in 2021 by the Government, it needs to be rolled out in operational and monitored 2-3 years action plans involving different stakeholders (hospitals, municipalities, NCDC, CSOs and donors); improvement of the monitoring system of the ministry over mental health institutions is required.

TA activities to MOLSHA in rolling out the Mental Health Strategy 2030 in different consecutives action plans (2-3 years) and their monitoring:

- Support in disseminating the strategy towards professionals and stakeholders
- Support to the elaboration of the first operational action plan
- Support in mobilizing assistance from partners and donors
- TA to MOLSHA in elaborating a mental health diagnosis registry
- Trainings of social workers in mobile team
- TA to improving monitoring system of Ministry on human rights

3. <u>International Health Regulation (2005)</u>

Context: WHO reviewed in 2019 the IHR core capacities of Georgia and identified 4 recommendations, among which i) support of IHR at highest level of government, ii) preparedness to crisis⁴; iii) cooperation and communication across the public and private sectors and iv) establish a compensation mechanism for farmers in case of animal diseases that require elimination of livestock, in order to ensure that economic loss is not a barrier to effective reporting and control of animal disease. Those 4 recommendations need to be put under the light of the recent health crisis and the response and mechanisms put in place by public policies and programs.

TA activities in support to NCDC and IHR compliance:

■ TA in realisation of study for technical areas according to the Government priorities based on the joint external evaluation (JEE) of IHR core capacities

4. Climate-change and air quality

Context: In Georgia, 21% of total burden of disease and 25% of deaths are caused by adverse environmental impacts (WHO, 2012). In low and middle income countries of Europe, including Georgia, 14% of deaths and 30% of burden of disease of children aged under 5 are caused by adverse environmental impacts (WHO, 2004).

High level of exposure resulting from use of solid fuel for the purposes of indoor cooking and heating is one of the key risk factors for health in Georgia, especially for children and women. According to the data of WHO database (Public Health and Environment (PHE): Indoor air pollution/Population using solid fuels (%) 2013), Georgia's indicators are among the highest in

⁴ Georgia's capacities would be greatly strengthened by organized efforts to create, test and strengthen structures for daily interaction and collaboration between sectors, fostering relationships that would increase the country's overall effectiveness in emergency response. Multisectoral collaboration and coordination is needed at all levels: in shaping and implementing legislation, for high-level organization and coordination, and at the technical/operational level. Intersectoral information sharing, joint risk assessment and joint incident management should be standard practice. »

the European region (84% of the rural population; 12% of urban population, National - 46%) and significantly exceeding the Overall Regional Index (<5%), as well as the Global Index (41%). The existing air quality assessment system does not allow to assess the full scale of the country's air pollution and the impact on human health in accordance with the WHO recommended parameters and requires to improve the assessment system and early warning system and pollution peak management plan.

Georgia's Second National Communication (SNC) to The United Nations Framework Convention on Climate Change (UNFCCC) describes trends of change in the climatic parameters for two periods - 1961-1985 and 1986-2010. In Western Georgia, between first and second periods the mean temperature increased by 0,3C and the annual precipitation increased by 5%; in Eastern Georgia, the mean annual temperature increased by 0,5C and annual precipitation decreased by 2%. In Tbilisi, in addition to general trend of climate change characteristic for Eastern Georgia, particularly severe impacts of climate change are observed, caused by urbanization, "island effect" resulting from thermal waves (heat wave or cold waves).

Technical Assistance to MOLSHA and NCDC in implementing NEHAP -2:

- In assessing health risks of air pollution and climate change on vulnerable groups
- Capacity building for strengthening early-warning systems and preparedness for pollution peaks, heat wave and cold waves
- In elaborating a coordinated action plan on air pollution peak management, cold wave management plan, heat wave management plan in order to mitigate health risks and exposure
- In providing real-life simulations and trainings based on different scenario with stakeholders and capitalization
- Capacity building on statistics and IT tools

Activities related to energy-efficiency and NEEAP:

 Study and action plan for the Ministry on implementing NEEAP (energy efficient measures in health infrastructures of the MoHLSA) in line with national policy related to energy efficient measures for building

<u>Pillar 3. To optimize resources allocated to IDP needs and promote sustainable resettlement</u>

1. Support durable housing

Context: Most of the displaced persons were relocated in collective centres (public and private flats, hotels ...) and livelihood in old collective centres worsened over time. Today, collapsing collective centres are the main housing issue for IPDs and the government is moving forward on this issue, relocating IDPs in new collective centres or offering housing. People living in CCCs experience difficult living conditions, especially in terms of energy poverty during the winter time and cold waves. The Government is increasing slightly settlement of IDP, especially providing new apartments (which are purchasing from real estate developers) or granting apartments with the support of international organisations according to different vulnerability and family criteria. This methodology of assessing vulnerability and granting housing has not

been updated since 2003 however, and feelings of injustice have emerged and been voiced to represent the lone-member households who haven't been offered solutions to housing.

Currently, about 42,000 IDPs are considered to be accommodated under durable housing (including some 5000 IDP families, which compensation in lieu of housing). There are up to 30,000 housing applications (in total, about 50,000 IDP families have not received durable housing from the Government). Regarding the current/future plans, about 1500 IDP families are accommodated each year (in total about 50,000 IDP families have not yet received any accommodation and each year a couple of hundred new IDP families are added to this waiting list, mainly due to splitting of families as they grow).

TA to the IDP Agency in:

- developing scenarios and models to introduce energy-poverty as a criteria in assessing vulnerability for granting housing
- Study on the IDP housing models
- Support in drafting relevant legislation on decent housing, based on performed simulations

2. Switching from a status-based to a needs-based IDP allowance

Context: The IDP allowance reform (45 GEL/month) is a based on the hereditary IDP status and not on the needs of the people, 80% of the IDP receive (circa. 250.000 IDPs receive it). It is not substantiate enough to get IDPs out of vulnerable situations but remains a huge symbol for IDPs that the government and the State will not forget them. However, it fails to target and uplift the most vulnerable and is seen as more reliable than TSA. Reform scenarios have been designed and budgeted by the TA and other scenarii can be drawn. Communication, outreach to IDP representatives and communities is essential in order to successfully pass the reform and have IDPs involved.

TA to the MOHLSA and IDP agency:

- Fine-tune new policy scenario
- Organisation of public awareness campaign to IDPs and IDP representatives (CSOs, Member of Parliaments, community leaders, ...)
- Support in IT and database upgrade : tools to be included for data analysis

3. Support eco-migrants policies and the elaboration of the Livelihood Action Plan (2022-2023)

Context: IDP and eco-migrants face different vulnerable situations. In order to support IDP socio-economic development, the IDP, Eco-migrants and Integration Agency is implementing different programmes related to housing, jobs and employment as well as socio-cultural projects (last Livelihood Action Plan). The IDP Agency needs support elaborating its New Livelihood Action Plan (2022-2023)

TA to the IDP, Eco-migrants and Integration Agency on:

- Identifying specific socio-economic needs of eco-migrants and policies (survey, legal-economic study, international comparison)

- Support in developing of model of social inclusion measures for Eco-migrants Develop suggestions for improving needs analysis of eco-migrant and fraud management Simulations and actuarial valuations of base-line scenario and TA scenarios
- Employment incentives.

Annex 3 - Project identification Mission (Health and Social Welfare PBL)

Agenda - October 3-9

	5.10.2020						
Time	Content / Topics of discussion	Participants	Venue				
10:00 - 11:30	Briefing AFD Brief of the mission, review of objectives and of the program overall framework of the operation (climate/gender) - FEXTE preparations and discussions	VS , NLG, AT, AP, AB, NG, BC, RJ	STAMBA hotel ((14 merab kostava street)				
11:30 - 12:30	TBC Introductory meeting - Presentation of epidemilogical survey by EF (video call) - AFD new PBL – proposition of areas of interest	VS , NLG, AT, AP, AB, NG, BC, RJ Tamar Gabunia, MOLHSA	MOLHSA (144 Tsereteli ave, Tbilisi)				
13:30 - 15:30	MOLHSA Responsable health - Future matrix on health, health financing, COVID19 measures, climate, gender, mental health	VS , NLG, AT, AP, AB, NG , Ketevan Goginashvili, MOLHSA	MOLHSA (144 Tsereteli ave, Tbilisi)				
15:30 - 16:30	MOLHSA Responsable social protection - Future matrix on social protection , social work	VS , NLG, AT, AP, AB, NG Tamila Barkalaia, Nino Jinjalova	MOLHSA (144 Tsereteli ave, Tbilisi)				
16:30-17:30	GASW - pilot project and developments - social work	VS , NLG, AT, AP, AB, NG Nino Jinjalova GASW	MOLHSA (144 Tsereteli ave, Tbilisi)				
20 :00	Dinner at Veriko	VS , NLG, AT, AP, AB, NG, BC, RJ, SDR, BC, ST, EB	Wine factory , 1 Petriashvili				
	6.10.2020	-					
11:00 - 12:00	Ministry of Economy and Energy - energy efficiency in health structures - compensatory measures on energy	VS , NLG, AT, AP, AB, NG , SRL (OL en call) OL +33 6 31 28 62 97 OG +33 7 67 62 99 65	MOESD (6 dimitry Guria street)				
13:30 - 14:30	National Center of Disease Control	VS , NLG, AT, AP, AB, NG	NCDC				

	- air pollution	, SRL	(99 Kakheti Highway,
	- diseases linked to climate change	Lela Sturua	Tbilisi)
	- epidemiology – COVID19		
	with Lela Sturua, Head of the non-communicable Disease Epidemiology and Health		
	Promotion Department at the National Center for Disease Control (NCDC).		
	Ministry for IDPs (vice minister IDPs) + agency IDPs	VS , NLG, AT, AP, AB, NG	IPD agency (15a Mikheil
	- IDPs social assistance	, SRL	tamarashvili street)
	- IDPs housing		
15:00 - 16 :30	- Eco migrants – social assistance		
	- Eco-migrants housing		
	- Energy efficiency IDPs housing		
	- Gender measures		
16:30 - 17:30	TBC Ministry of Infrastructure (avec SLR + OL en call)	VS , NLG, AT, AP, AB, NG	16 Alexander Kazbegi
	- Energy efficiency in buildings for IDPs	, SRL	Avenue
	7.10.2020		
09 :15	TBC UNICEF (handicap, gender approach)	VS , NLG, AT, AP, AB	UN HOUSE 9 eristavi
05.15			street
	WHO (air quality and diseases)	VS , NLG, AT, AP, AB, NG	UN HOUSE 9 eristavi
10:00 - 11:00	- health financing		street
10.00 11.00	- air quality and diseases		
	- Covid19 response		
11:30 - 12:30	Vice-minister IDPs and Director IDPs agency	VS , NLG, AT, AP, AB, NG	IPD agency (15a Mikheil
			tamarashvili street)
	Visit mental health center Rustavi	VS , NLG, AT, AP, AB, NG	5 St. Nino Street, Rustavi
13:15- 14 :15	- mental health strategy	Manana Eliashvili,	
	- mental health buildings	Director	
	UNHCR	VS , NLG, AP, AT, AB, NG,	2a Al. Kazbegi avenue
15:00 - 16:00	- eco-migrants	Tamar Dekanosidze	
	- people displaced after natural disasters and IDPs	+995 599 46 39 93 ; Rep	
	- coordination	Kemlin Furley	
	ICRC	VS, NLG , AP	24, Mosashvili
17:15 - 18:15	- eco-migrants		
	people displaced after natural disasters and IDPscoordination		
	i - coordinanon	1	

08:15	HERTZ PICK UP at Abashidze 38, then at Rooms	VS	HERTZ Car	
09:30 - 10:30	Visit IPDs regional building		VS , NLG	Tserovani (near Mskheta)
11:00 - 12:00	Visit Mtskheta-Mtianeti Regional Center for Soci Agency)	al Services (under the Social Service	VS , NLG Giorgi Edilashvili, Deputy Director	13 Samkhedros Street, Mtskheta
14:00 - 15:00	TBC Visit IPDs building Tbilisi (Tbilisi Sea) + Entre	VS , NLG	Tbilisi Sea	
15:30 - 16:30	Visit of a local SSA centre in Tbilisi with Giorgi Ep Social Services (under the Social Service Agency	VS , NLG	23 Mitskevitchi Street, Vake-Saburtalo	
16:30 - 18:00	TBC visit Collapsing collective center	16:30 Lela Akiashvili, Adviser of the Prime Minister on Human rights and Gender Equality (only Antoine and Audrius – in call with Laura). (Ingorokva st. 7, Tbilisi, tel. 599914323)	VS , NLG	
18:00	Meeting at the Embassy - overall wrap-up meeti		VS , NLG, BC, RJ, AP, AT	
10:00 - 11:00	9.10.2020 MOHLSA (debriefing 3 heads of division) (david, Ketevan, Nino) - discussions on matrix on all pillars - definition of the issues to be addressed in the matrix - climate and gender components		VS , NLG, AT, AP, AB, NG	MOLHSA (144 Tsereteli ave, Tbilisi)
13:30 - 15:00	MOHLSA - presentation of the matrix - discussions on matrix on all pillars - definition of the issues to be addressed - climate and gender components	in the matrix	VS , NLG, AT, AP, AB, NG, BC, RJ	MOLHSA (144 Tsereteli ave, Tbilisi)