

## State Strategy on IDPs



### State Strategy for Internally Displaced Persons – Persecuted



Tbilisi, 2007

#### **Foreword On the State Strategy for Internally Displaced Persons – Persecuted**

Tasked by President of Georgia Mr. Mikheil Saakashvili and Prime Minister of Georgia Mr. Zurab Noghaideli the Government of Georgia by its Decree #80 of February 23, 2006, a State Commission was established in order to elaborate a State Strategy for IDPs – Persecuted and policy on this issue, to prepare recommendations, and to organize and coordinate the implementation of the elaborated strategy.

It should be noted that to date there has not been a state document in Georgia reflecting the general vision of IDPs' problems and the approach towards solving them. In planning and implementing IDP programs, the Georgian government, international organizations and local non-governmental organizations have experienced a lack of a coordinated and comprehensive approach to addressing IDPs' problems. This has resulted in insufficient attention paid to IDPs' interests and needs, and made it difficult to develop durable and sustainable solutions to their plight.

The State Strategy for IDPs – Persecuted presents the approach of the government of Georgia towards internally displaced persons – persecuted. It determines two major goals of the state: to create conditions for dignified and safe return of IDPs and to support IDPs who have spontaneously

returned to their places of permanent residence; and to support decent living conditions for the displaced population and their integration in all aspects of society.

With a view to ensuring the right of IDPs to return to their places of permanent residence, while at the same time supporting achievement of their social integration, the issue of IDP status should be dissociated from the receipt of social assistance: IDPs, like other persons in Georgia, may take part in social state programs, determined on the basis of needs, and regardless of the status of the beneficiary. The strategy provides for gradual closure of collective centers, integration of IDPs and support for measures promoting their self-reliance.

Government structures, non-governmental organizations, representatives of the Georgian IDP population, international organizations, as well as consultants and experts actively contributed towards the development of the State Strategy for IDPs – Persecuted. Within the framework of their competence, they participated in the four thematic working groups (housing, social, economic, and legal), which submitted recommendations to the Secretariat for consideration in the development of the strategy.

We would like to express our gratitude to all the participants who have contributed to the process.

The support, for developing the State Strategy for IDPs – Persecuted, of UN Secretary General's Representative on the Human Rights of Internally Displaced Persons, Dr. Walter Kalin, should be particularly noted.

Ministry of Refugees and Accommodation of Georgia February, 2007

Unofficial translation

**DECREE # 47 OF THE GOVERNMENT OF GEORGIA Tbilisi 2 February 2007 On Approving of the State Strategy for Internally Displaced Persons – Persecuted (1)**

With the purpose of ensuring the improvement of the socio-economic conditions of internally displaced persons – persecuted:

1. The attached State Strategy for Internally Displaced Persons – Persecuted is approved.
2. The State Commission in charge of elaborating the State Strategy for Internally Displaced Persons – Persecuted (Mr. G. Kheviashvili) shall ensure elaboration of an Action Plan for implementing the State Strategy for Internally Displaced Persons – Persecuted within six months with relevant financial-economic calculations and shall submit it for approval.
3. The Decree becomes effective from the date of signature.

## **State Strategy for Internally Displaced Persons – Persecuted Preamble**

This strategic document establishes the approach of the government of Georgia towards the internally displaced persons – persecuted, analyzes existing problems and determines two major goals of the state:

1. Create conditions for dignified and safe return of IDPs. 2. Support decent living conditions for the displaced population and their participation in society;

For achievement of these goals, a number of activities will be implemented, which are stipulated generally in the state strategy and will be formulated in more detail in the Action Plan. This document determines the conceptual framework, in the form of guiding principles, on which the activities aimed at achieving these goals, shall be based.

In the process of implementing the strategy for internally displaced persons – persecuted, the state and the local authorities act in accordance with the Constitution of Georgia, the legislation of Georgia and the UN Guiding Principles on Internal Displacement (1998), within the framework of internationally recognized human rights and the norms determined by international law.

The respective ministries and agencies, at both the state and local levels, will apply the State Strategy for solving the problems of internally displaced persons – persecuted in Georgia. The Strategy should be widely disseminated among local and international organizations, governmental and non-governmental, which are working on issues of internally displaced persons.

### **Chapter I - General Overview**

Internal conflicts in the early 1990s in Georgia have resulted in the displacement of the population from Abkhazia (1992) and Tskhinvali region (1989-1992). Currently in Georgia there are approximately 247,000 IDPs from Abkhazia and Tskhinvali region,<sup>(2)</sup> representing about 6 percent of the population of Georgia<sup>(3)</sup>.

IDPs due to the conflicts in part were accommodated at premises of compact settlement or collective centers<sup>(4)</sup> (hereinafter referred to as 'collective centers'); others found shelter individually – with relatives or friends, or they rented a flat. Currently, approximately 45% of IDPs live in collective centers, and the rest, 55%, with host families or in rented or purchased flats. Living conditions at the majority of collective centers are difficult. IDP families living in the private sector face similar difficulties.

The majority of IDPs live in areas near the conflict zones – specifically, in Samegrelo region and Gori district - as well as in Imereti and Tbilisi. Others are dispersed throughout Georgia. A special case is presented by Abkhazia, where thousands of IDPs have spontaneously returned to their places of origin or live seasonally (to undertake agricultural works). They retain IDP status due to their situation of insecurity and unclear future. In addition, a certain number of IDPs has spontaneously

returned to some villages of Tskhinvali region. A special approach is required for the population of Upper (Zemo) Abkhazia<sup>(5)</sup>, who have not abandoned their places of residence and continue to live and work there at risk to their lives.

The living conditions and economic situation of many IDPs are disadvantageous. The unemployment rate among IDPs is high. For many, their existence depends upon state allowances and international humanitarian assistance. Difficult social conditions are accompanied by poor health status and limited access to quality social services – education and healthcare (especially in Abkhazia and Tskhinvali region).

In planning and implementing solutions for IDP problems, IDPs' interests and needs often have not been adequately taken into consideration; dialogue has not been conducted with them. Activities also have mostly been ad hoc responses to situation-specific problems and have not focused on the long-term perspective. Since 1999, with the initiative of international organizations, the approach towards IDPs started to change with the aim that humanitarian assistance should be gradually replaced by development and other programs focused on self-reliance. However, until this time, no joint vision has existed for addressing problems related to IDPs.

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(1)[EXPLANATORY NOTE FOR ENGLISH TRANSLATION ONLY: According to Georgian legislation, the term “internally displaced persons – persecuted” is the official term for what in English is generally understood simply as “internally displaced persons”.] (2) According to the Law of Georgia in State Budget of 2006. (3)This Strategy concerns internally displaced persons from Abkhazia and Tskhinvali region, hereinafter referred to as IDPs-persecuted. This does not exclude the existence of other categories of internally displaced persons in Georgia, who are not the subject of this document. (4)“Collective center” is a state-owned or private building where groups of IDPs were accommodated and where they have lived for a long period of time. (5)Currently persons residing in Kodori Gorge/Upper (Zemo) Abkhazia (territory under Georgian jurisdiction) have IDP status, although majority of them have not actually abandoned their residential homes; consequently, their situation is not compatible with the definition of an “internally displaced person” provided in the legislation of Georgia and the Guiding Principles on Internal Displacement. Thus, these persons do not fall within the framework of the Strategy for IDPs. However, as far as their security is not guaranteed and they have to live in conditions of high risk, the Strategy envisages a special approach, requiring the development of a specific legislative basis.

## **Chapter II - Problems**

1. Failure to resolve IDP issues for years, together with general difficulties in the country, has led to the following problems in Georgia related to the conditions of IDPs:

1.1. Lack of material resources and lack of land and other immovable property Poverty and lack of material resources are problems widely spread among IDPs, as well as the general population; however, among these two groups, the structure and nature of these problems are different. The

majority of IDPs are uprooted from their habitual environment and usual means of production, most notably their land. In general, the lack of real estate - their own house or land - or other means of production represents one of the most characteristic features of the lives of IDPs, and the hindering factor for their achieving self-reliance.

1.2. Unemployment Following the conflicts, IDPs have experienced a higher rate of unemployment in comparison with general data in Georgia; while in the districts densely populated by IDPs, lower indicators of economic activity have been observed. During the spontaneous accommodation of IDPs under conflict conditions, there were limited opportunities for offering job placements; and due to scarce social linkages and insufficient awareness (especially among IDPs in big cities) as well as inflexibility of the labor market, it was difficult for many IDPs to find stable employment. For those IDPs who managed to find work, this often has been outside of their professional qualifications and they have suffered loss of skills. Other IDPs who could not find jobs have lost their hope and initiative.

1.3. Housing Conditions The chaotic and incoherent (urgent) accommodation of persons displaced due to internal conflicts and the absence to date of a state policy on housing, which would have significantly facilitated the proper resettlement of IDPs, has made housing conditions one of the most difficult and hard to solve problems facing IDPs. Even now, almost the half (45%) of IDPs are accommodated in collective centers. These buildings have lost their primary function, which in many cases has resulted in their depreciation. Most of these buildings are unsuitable for living. As a result, on the one hand the social welfare of IDPs is at risk while on the other hand, the economic development of the country is hindered as in many cases the half-ruined buildings and their uncared for neighborhoods represent disadvantageous factors for urban development of cities, the revival and management of resorts and industrial infrastructure, and the attraction of new investors, etc. More than half of IDPs (55%) are accommodated in private accommodation – in purchased houses or flats, but more often with relatives, friends or they rent a flat. The majority of IDPs live in inadequate living conditions, and this can create grounds for additional stress and tension with host families. There is an assumption that the IDPs residing in the private sector are in better socio-economic conditions than those accommodated at collective centers. However, it should be pointed out this assumption about the living conditions of IDPs residing in the private sector is based on a lack of information.

1.4. Health and Education, Quality of Social Services There is no strictly reliable information on morbidity of IDPs. However, considering the trauma experienced during the conflict, difficult living conditions and unemployment or inadequate employment which resulted in stress among IDPs and, in some cases, also the lack of access to quality medical services and unhealthy conditions, this indicator (morbidity) should be much higher among IDPs. The lack of material resources of many IDP families and their poor living conditions hinders access by IDP children and youth to quality education, which cannot be fully provided in schools located in collective centers -- buildings that had another function in the past. On the one hand, this has a negative influence on children's opportunity to receive a quality education and on the other hand it enhances the feeling of exclusion among IDP children. Special attention should be paid to the schools in Abkhazia, where in addition

to the low quality of education, attempts of repression of the Georgian language by the de-facto administration is a concern. Moreover, often, quality medical services are inaccessible and the reproductive health of men and women is at risk.

1.5. Representation of IDP interests Currently the social capital of IDPs (social network of IDPs) does not facilitate their integration; this results in their isolation and lower participation in civil spheres. IDPs also participate less in the creation of formal social structures.

1.6. Syndrome of dependence on assistance and lack of initiative Disappointment and desperation of many IDPs results in social passiveness, reluctance of initiative, and dependence on assistance. This is one of the most important problems as regards their social integration as well as their future return to their permanent places of residence.

1.7. Difficulties related to the return and insecurity of returnee IDPs Currently, favorable conditions encouraging the voluntary return of IDPs to their permanent places of residence do not exist. However, there are cases of spontaneous return on the part of some IDPs. They live under significant risk not only due to the general criminal situation and the frequent and severe human rights violations by the de-facto administration, but also because of their unclear future and the threat of renewal of armed violence. Additional problems are caused by their unsatisfactory living conditions and lack of access to social services.

### **Chapter III - Goals and Objectives**

1. The government of Georgia takes into account the UN Guiding Principles on Internal Displacement, protects internationally recognized human rights and freedoms, and expresses its political will for peaceful resolution of the conflicts in Georgia, which shall become the grounds for safe and dignified return of IDPs to their permanent places of residence. The government pays specific attention to the socio-economic rehabilitation of IDPs and to the preparation of suitable conditions for their return.

2. The State Strategy has two main goals:

#### **2.1. Creation of conditions for the dignified and safe return of IDPs**

2.1.1. Creation of conditions for the dignified and safe return of IDPs implies creation of conditions so that IDPs' return to their places of permanent residence is voluntary and dignified, and in a safe environment.

2.1.2. All IDPs, who so wish, should be given an opportunity to return in dignity and safety to their permanent places of residence after resolution of the conflict (or, whenever it is possible, before the conflict is finally settled), and should be provided with economic assistance. Their property and other

rights should be fully restored; in case of destroyed or inaccessible property, they should receive adequate compensation. The protection of the rights of the returnees should be ensured. Realization of property rights by IDPs is not linked to their return to their places of permanent residence. To support restoration of the property rights of IDPs, the State Strategy also foresees the establishment of joint commissions for identifying on-site and compiling an inventory of the immovable properties of IDPs.

2.1.3. Those IDPs who have spontaneously returned to their places of permanent residence should be provided with all types of support from the government with the purpose of ensuring their safety and life in dignity and improving their socio-economic situation and protecting their civil rights.

2.1.4. Governmental agencies should be able, with the support of international organizations, to implement socio-economic programs and activities of humanitarian assistance in the conflict regions.

## **2.2. Integration of the Displaced Population**

2.2.1. It is necessary to create, or to eradicate the hindering factors, for IDPs to enjoy legal, political, living and socio-economic conditions like other citizens of Georgia. It should be pointed out that from the legal viewpoint, IDPs have all the rights as other citizens of Georgia; despite this, however, they are not fully integrated in the society:

a) In accordance with the Constitution of Georgia, IDPs, like other population of the country, have the right to choose any place in Georgia for their residence; b) IDPs have the right to equally benefit from state and other programs of social welfare, healthcare and education, that the government of Georgia or the non-governmental sector offers to any citizen of Georgia; c) IDPs have the right to pursue economic activity and to have the same access to economic resources as any citizen of Georgia; d) IDPs have the right to participate equally in the public discussion of civil issues and in the process of decision making and to exercise equally their democratic rights of active vote (to elect) and passive vote (to be elected).

2.2.2. For IDPs' integration, implementation of additional activities which consider their specific problems is required; and, if needed, positive discrimination within the frameworks of state programs before the goals of the Strategy are achieved. The purpose of additional programs is to achieve social integration of IDPs through the gradual closure of collective centers, reduction of IDPs' dependence on state assistance, and inclusion of vulnerable IDPs in general state programs. It is envisaged:

a) To reduce the number of collective centers, to gradually close them, vacating them for rehabilitation, and supporting alternative resettlement for IDPs, with the Government of Georgia using a case-by-case approach in making such decisions; b) To provide vocational education and training to IDPs within the framework of state programs, activate their economic initiative and ensure advantageous conditions of economic activities; c) To include IDPs fully in state social programs.

3. Strategic priorities are divided into three phases according to timeframe, the terms of which depend on the continued progress of resolution of the internal conflicts:

### **3.1. First Phase -**

3.1.1. Support to ensure safety and provision of basic living conditions for the IDPs who have spontaneously returned to Abkhazia and Tskhinvali region;

3.1.2. Initiation of the process for closing the collective centers:

a) In reference to the privatized collective centers, the government will assist the owners of the buildings in vacating the property in their possession; b) Privatization and vacating the buildings of state-owned collective centers of special importance for the state in a manner by which the IDPs will be satisfied by proper compensation; c) The state will assist IDPs, in cases when they consent, to privatize the state-owned collective centers, which are not of special importance for the state, at acceptable prices (privatization of buildings for IDPs will take place at a reasonable price that is less than market price).

3.1.3. Ensure involvement of extremely vulnerable IDPs in existing state programs;

3.1.4. While implementing the activities for improving socio-economic conditions of IDPs, Abkhazia and Tskhinvali region as well as Samegrelo, Shida Kartli and Akhagori district represent priority regions;

3.1.5. Elaboration of a special status for the families residing in Upper (Zemo) Abkhazia (a high-risk zone for life and health), ensuring safety and elementary living conditions.

### **3.2. Second Phase**

3.2.1. To vacate the collective centers gradually;

3.2.2. To improve the situations of vulnerable IDPs, to provide support for their integration;

3.2.3. To support the safe and dignified return of IDPs before the final resolution of the conflicts.

### **3.3. Third Phase**

3.3.1. To ensure the safe and dignified return of IDPs after the resolution of conflicts;

3.3.2. To integrate those IDPs who will not return to their places of permanent residence after resolving the conflicts.

## **CHAPTER IV - Support to the Return of IDPs**

Providing opportunities for the displaced population to return to their homes represents the main priority and the most important issue for the state. Return of IDPs implies both the currently ongoing spontaneous process as well as their organized return upon the final resolution of the conflict or (in the transitional stage) on the basis of separate negotiation.

### **1. Providing conditions for the return of IDPs in the transitional stage**

The government of Georgia continues to work in the direction of gradual return of IDPs until the final resolution of the conflict. With the aim of achieving this, the state conducts negotiations with the parties involved in the conflict and calls upon the international community for assistance. The objective of diplomatic pressure is that the self-declared authorities fulfill their obligations in reference to the safe and dignified return of IDPs.

### **2. Support to IDPs who spontaneously return to the conflict zone**

2.1. Governmental agencies are purposefully working to ensure the safety of IDPs who have spontaneously returned to the conflict zones. For this, they use not only direct negotiations with the parties to the conflicts, but also the assistance of the international community in order to monitor the situation in the spheres of human rights and safety.

2.2. Special importance is given to addressing the situation of criminality in the regions where the returned displaced population is living. For this purpose the government seeks opportunities for internationalization of the peacekeeping forces and the deployment of international law-enforcement forces in the problematic regions (Gali).

2.3. Respective governmental agencies are working to activate social services in the places of spontaneous return; first of all, enhancing the educational system – schools. Negotiations should be conducted to ensure that teaching in these schools is conducted in the Georgian language and according to the Georgian state curriculum. International assistance will be needed.

2.4. More active and coordinated efforts by international organizations are required in order to rehabilitate houses and renew production means in those districts where the spontaneous return of IDPs has taken place as well as to support small businesses and to significantly improve the healthcare of the population.

### **3. Support the return of IDPs after conflict resolution**

3.1. Upon resolution of the conflict, governmental agencies should be ready to support the dignified return of IDPs in a safe environment. The government of Georgia shall implement a specific action plan that will determine the mechanisms for ensuring safety, the restoration of houses and productive means, and the return of property, as well as for support of the mobility of socially integrated IDPs, eradication of discrimination, protection of cultural identity, the creation of adequate living conditions, opportunities for income generation, and participation in legitimate public and political activities.

3.2. A mechanism should be elaborated for ensuring the rights of return for those internally displaced persons who are currently residing in other countries. For this purpose it is necessary to strictly delineate the rights of IDPs to receive state assistance, and the basic right of an internally displaced person and that of their descendants, regardless of current place of residence, to return to their homes. People-to-people diplomacy also is important in order to support the restoration of trust among communities.

## **CHAPTER V - Integration of IDPs**

1. In order to realize the goal of integration of the internally displaced population, the State Strategy aims at implementing activities for improving the living and social conditions, as well as health and economic status of IDPs, undertaking necessary legislative initiatives in this regard. These programs shall be based on the identification of IDP categories according to their poverty level (the kind of care they require) and their skills (ability to become self-reliant), which requires the elaboration of relevant indicators. In fulfilling these objectives, it is important to plan programs in a way which does not harm the existing social and economic linkages established among IDPs.

### **2. Improvement of Living Conditions for IDPs**

2.1 Effective resettlement of IDPs represents a precondition for the improvement of their living conditions and for their integration as well. The existence of approximately 1,600 collective centers, most of which are unsuitable for living, on the territory of Georgia not only poses a threat to the lives and welfare of their residents, but also hinders the social and economic advancement of the country. Resolving the issue of collective centers will assist in improving the living conditions of IDPs and will address the following significant issues:

a) Collective centers of public purpose will regain their primary function of social institutions (hospitals, schools, etc.); b) Collective centers which have commercial value will be vacated for private investment. Monetary compensations, which will be given to IDPs in exchange for vacating the places they are currently occupying for residence, shall be relevant and adequate to market prices; c) The collective centers that are suitable for living and do not have a specific importance, will be transferred to IDPs, if they so desire, for self-privatization (price for the privatization should be determined by considering the social condition of each IDP).

2.2. IDPs shall be protected against illegal eviction.

2.3. State assistance will be provided based on strictly determined selection criteria, according to which IDPs residing in the private sector and those in the collective centers shall be offered specific assistance tailored to their needs. The programs listed below provide for the stable and long-term improvement of living conditions of IDPs:

a) Use of specialized social institutions, within state programs, for IDPs with limited mental/physical abilities who are in need of special care (different types of shelters for groups of persons with specific health needs); b) Social assistance, within state programs, to healthy elderly and other vulnerable IDPs (those without a breadwinner, etc.) without any income (deinstitutionalized care for those who cannot survive independently and will not be able to become self-reliant in the future, though do not need special care); c) Financial assistance (ex. vouchers or other forms of assistance) for those IDPs who do not have a place to live or who leave collective centers, to support them to purchase a residence.

2.4. Transfer of residences into private ownership will be especially encouraged, though this option shall not take place automatically. Participation and contribution of IDPs in this process is a precondition for their purchasing of flats.

### 3. Improvement of socio-economic conditions of IDPs

3.1. Improvement of living conditions of IDPs depends upon access to adequate social services, first of all in the spheres of healthcare and education. In order to achieve these goals, the state strategy envisages implementation of following activities:

a) A survey of the health status and morbidity of IDPs should be conducted. Special attention should be paid to researching the prevalence of diseases of probable high risk among IDPs. It is recommended to elaborate medical and psycho-social assistance/rehabilitation programs for IDPs; b) For the extremely vulnerable groups of IDPs (such as people with disabilities, vulnerable elderly people, single mothers and their children, orphans etc.), who do not possess the necessary resources for achieving self-reliance, the State Strategy envisages the timely identification of their needs and their inclusion in existing programs of humanitarian assistance or of targeted care and social and home-care programs, or if needed, elaboration of special programs for them; c) Segregated schools affiliated with collective centers should be closed once these collective centers are vacated and IDP teachers should be included in the national program for upgrading their qualification; d) In order to increase the effectiveness of IDP-targeted programs, it is necessary to ensure awareness-raising among IDPs, and this requires the development and implementation of informational programs.

3.2. With a view to ensuring the right of IDPs to return to their places of permanent residence while at the same time supporting achievement of their social integration, the issue of IDP status should

be dissociated from the receipt of social assistance. IDPs, like other persons in Georgia, may take part in social state programs, determined on the basis of needs, and regardless of the status of the beneficiary. In addition, inclusion of IDPs in social programs should not reduce the state assistance allocated to them. Before the goals of the Strategy are achieved, IDPs' participation in state social programs can be considered as an additional measure.

3.3. The ability of IDPs to pursue economic activities and initiatives is fundamental to their welfare, for which crucial importance is given to the human and social capital of IDPs as well as their access to material and financial resources. It is important to support economic activities of IDPs that will facilitate their reintegration after their return to their places of permanent residence. The State Strategy envisages implementation of the following activities:

a) It is necessary to provide support, within state educational programs, for vocational education for IDPs, which can become a tool for the social integration of IDPs, to encourage their motivation for participation in vocational training and to increase IDPs' access to such programs; also, to raise their awareness about vocational training, professional skills-development or other learning opportunities;

b) It is important to implement programs for supporting the development of small business and enterprise among IDPs, that will encourage entrepreneurship and provide access to start-up capital as well as the acquiring of relevant knowledge and skills; it is necessary to support employment in rural areas for those IDPs who possess relevant agricultural skills; (this should be implemented through the assistance of donors (e.g. grants) and no budgetary/state resources should be used); Abkhazia and Tskhinvali region, also Samegrelo, Shida Kartli and Akhalkalaki district represent priority regions.

c) In the areas where IDPs are residing in buildings with significant economic potential (e.g. Tskaltubo, Borjomi), there is need to elaborate area-based development programs, which among other activities imply vacating such buildings and restoring their economic functions.

## **CHAPTER VI - Main Principles of Implementation of the State Strategy**

1. Implementation of the strategy is based on the following principles:

1.1. Voluntary Decisions and Free Choice of IDPs Taking into account that according to the legislation of Georgia, IDPs make key decisions voluntarily and without pressure, implementation of the strategy should foresee clearly determined mechanisms for appeal.

1.2. Dialogue with IDPs and their participation in decision making IDPs participate in the planning and implementing of activities envisaged in the strategy, in an organized manner.

1.3. Coordination and Information-sharing among Governmental Agencies and Stakeholders The governmental agencies implement the state strategy in close cooperation with one another and in coordination with international donors. The various programs are implemented in a coordinated manner both within the framework of strategy and in relation to other state programs.

1.4. Planning of Activities based on Reliable Information and Research Data Effective implementation of the state strategy requires comprehensive and reliable information. When needed, targeted studies are to be undertaken, on which the action plan will be based.

1.5. Integration of IDP-targeted Programs into State Programs The programs intended for IDPs shall be integrated in general state programs. In case of absence of general state programs, it is necessary to plan IDP-targeted programs in a way that will facilitate the integration of these programs into state programs in the long-term. Inclusion of IDPs in state social programs should not reduce currently allocated state assistance to IDPs.

1.6. Sustainability of Outcomes of the Activities Implemented within the Framework of the State Strategy Programs implemented within the framework of the strategy should aim to achieve its identified goals in an adequate and sustainable manner. Where self-reliance of vulnerable IDPs cannot be achieved by single or short-term activities, long-term assistance should be ensured.

1.7. Development of Tailor-made Programs for Different Vulnerable Groups based on Categorization Criteria In order to plan and implement tailor-made programs, categories of IDPs based on their vulnerability should be defined. Definition of these categories should be according to IDPs' economic abilities, and their social and human capital.

1.8. Ensuring Social Equity in the Process of Providing Assistance to IDPs In all cases where IDPs are residing alongside the local (host) population, the specialized IDP-targeted programs should consider the interests of the local population as well. Social equity does not exclude the possibility of prioritizing assistance to IDPs when justified.

1.9. Gender Equality, Protection of the Rights of the Child and Respect for Other Recognized Human Rights The State Strategy, in addressing IDP problems, pays adequate attention to ensuring gender equality and equity, protection of the rights of the child, and other nationally and universally recognized principles, and elaborates relevant mechanisms.

1.10. Regular Updating of the State Strategy The State Strategy for IDPs should be flexible. Accordingly, it is necessary to update it regularly so that it reflects and considers new developments and trends as well as changing state interests and IDP problems. The State Strategy envisages the elaboration of effective mechanisms for this purpose.

## **CHAPTER VII - Implementation of the Strategy and its Monitoring**

1. To achieve the goals specified in the State Strategy, the government of Georgia – in particular, the Ministry of Refugees and Accommodation, the Government of the Autonomous Republic of Abkhazia, the Ministry of Economic Development, the Ministry of Education and Science, the Ministry of Labor, Health and Social Affairs, the Ministry of Finance, as well as other governmental institutions – will elaborate programs and implement them with the participation of international donor organizations and the non-governmental sector as well. The ministries represent the main bodies for assigning tasks within the programs foreseen by the strategy. Various governmental,

international and non-governmental organizations will be widely involved in the financial and technical support and direct implementation of these programs.

2. The main condition for the successful implementation of the strategy is the development of a well-planned, detailed and realistic action plan, reflecting not only the necessary budgetary and non-budgetary resources, but also institutional and other resources, in the short-term and mid-term perspective. The action plan should also specify the following: division of functions and responsibilities clearly among agencies; define the order and schedule of activities; and define procedures for measuring indicators reflecting the effectiveness of implementation of the strategy.

3. Implementation of the state strategy is led by the government of Georgia. To achieve the identified goals, the ministries and donor organizations act in a coordinated manner. The State Commission and ministries will identify legislative gaps and, as needed, undertake legislative initiatives. The leading role, responsibility and coordination function for the elaboration of programs and monitoring outcomes of their implementation is assigned to the Ministry of Refugees and Accommodation, which will closely cooperate with the thematic working groups through the Secretariat of the State Commission. In monitoring implementation of the strategy, much importance is given to the participation of IDPs themselves and of civil society, as well as to the transparency of the process.

4. Based on the results of monitoring of implementation of the strategy, the effectiveness of the activities envisaged will be evaluated annually and the strategy reviewed and updated taking into consideration new developments.