

REGULATORY IMPACT ASSESSMENT of the Draft Law on Physical Education and Sports Final Report

Committee of Sports and Youth Affairs of the Parliament of Georgia

Committee of Education, Science and Culture of the Parliament of Georgia

Committee of Health Care and Social Issues of the Parliament of Georgia

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ACRONYMS

NNLE – Non-entrepreneur non-commercial legal entity

NCD - Non-contagious diseases

Disease Control Centre - National Centre for Disease Control and Public Health of Georgia

Mln - Million

LEPL – Legal Entity of Public Law

PWD - Person with disability

Ministry of Health Care - Ministry of IDPs from the Occupied Territories, Labour, Health and Social Affairs of Georgia

WHO – World Health Organization

BMI - Body Mass Index

DALY - Disability-Adjusted Life Year

NALAG - National Association of Local Authorities of Georgia

PAF - Population Attributable Fraction

RIA - Regulation Impact Assessment

SDG - Sustainable Development Goals

UN Habitat - United Nations Resettlement Program

DEFINITIONS

Physical activity - It is a body movement that uses muscle energy. Physical activity has various forms: walking or bike riding, organized and unorganized sports exercise, active vacation (dance, yoga, etc.), physical work and others. The intensity indicator is used to describe the physical activity.

Intensity of physical activity - Measurement unit of physical activity, indicates how tense the person works when performing specific activity. Low, medium and high intensity physical activities are differed.

Medium intensity physical activity - Heart beat rhythm and pulse during the activity is slightly modified - accelerated.

High intensity physical activity - Heart beat rhythm and pulse are significantly accelerated, organism emits sweating (jogging, biking with high speed, energetic dances, aerobics, swimming, sports games and other exercises).

The sport of high achievements (professional) - Component of sports that involves coaching and competitive activities and promotes the sportsman's ability to maximize his/her abilities that serve to achieve high sports results in sports competitions by athletes.

Mass sport - Component of sports that involves physical activity and is conducted in an organizational or non-organizational form and herewith facilitates the physical, mental and intellectual development and strengthen of health.

Obesity - abnormal fat accumulation that presents a risk to health. A crude population measure of obesity is the body mass index (BMI), a person's weight (in kilograms) divided by the square of his or her height (in metres). A person with a BMI of 30 or more is generally considered obese.

Overweight - excessive fat accumulation that presents a risk to health. A crude population measure of obesity is the body mass index (BMI), a person's weight (in kilograms) divided by the square of his or her height (in metres). A person with a BMI equal to or more than 25 is considered overweight.

1. SUMMARY OF THE REPORT

Sports has the potential to promote social and economic development of society. The World Health Organization recognizes that physical activity and sports exercise are an important way to ensure people's health and well-being. It is scientifically proven that physical activity significantly reduces the risk factors of non-contagious diseases (NCD) and reduces the public and private costs in the health care system.

Worldwide, from 30 to 69 years (premature), 71% of death cases are caused by non-contagious disease. This causes great social and economic damage to each country, especially low and middle income countries (WHO, 2014). The actual level of death as a result of NCD as well as probability of death by NCD are significantly higher than the similar indicator of European and neighbouring countries.

According to international research, the lack of physical activity for Georgia is worthy an average of 16.8 million Georgian Lari (GEL) annually. Out of this number, direct health care expenses are 12.4 mln GEL and the products loss equals 4.4 mln GEL.

In 2017, the Government of Georgia has approved a strategy for preventing and control of NCD and the low physical activity of the population is considered to be one of the major challenges and problems. The Strategy and its Action Plan define the competence of various public bodies, including the Ministry responsible for sports, to facilitate the solution of this problem through appropriate intervention.

Low physical activity of the population in Georgia as well as low level of participation sports exercises is observed in various studies. In 2016, after studying the risk factors for non-contagious diseases it has been revealed that at the age of 18 to 69, 82,4% of the population is not intensively active (men - 72.2%, women - 91.8%). Based on the Georgian Sports Statistics Electronic Portal, we can assume that only 20% of pupils are currently members of the sports sections / clubs.

There are many factors affecting the low physical activity of the population and its involvement in mass sport, including: limited time for involvement in the sports activities, lack of awareness, availability of appropriate infrastructure in sports facilities and open public spaces, lack of qualified staff and other problems.

The Ministry of Education, Science, Culture and Sport of Georgia has developed a draft law on Physical Education and Sports to solve the above-mentioned problems. The draft law (edition of November 10, 2018) serves to respond to the challenges faced by physical education and sports, including such as mass sports, sports education, and personnel training, cooperation with sporting organizations, sports infrastructure development and management. The entry into the legal force of the draft law affects the development of mass sports as well as higher achievements - professional sports.

The group working on assessment of the impact of the regulation, after consulting with the stakeholders, determined the tasks of the research - to examine the possible impact of the draft law (**alternative 1**) and the expected consequences (**in relation to the basic scenario**) on physical activity of the population and the increase in engagement in the mass sport.

The **main goal** of the presented reform has been defined - to improve public health condition by reducing non-contagious diseases in the population and sub-goals:

- **Increase of physical activity of the population and involvement in mass sport;**
- **Ensuring the environmental support for the physical activity of the population;**
- **Reduction of non-contagious diseases in different groups of the population.**

Within the framework of the study, the working group met and conducted interview with the stakeholders (see table 1, p. 10), studied the experience of other countries and reviewed the approaches and practices recognized by the international organizations in the field. On the basis of qualitative and quantitative analysis, the working group compared alternative scenarios and found whether any of them serve the purposes of the reform and how. The table below shows multidimensional analysis of the assessment results:

	Assessment criteria	Basic scenario	Alternative 1
1	Efficiency 1 - Increase of the physical activity of the population and participation in mass sport	-----	+/-----
2	Efficiency 2 - Ensuring the environment for the physical activity of the population	-----	+/----
3	Efficiency 3 - Decreasing non-contagious diseases in different groups of the population.	-	-
4	Achieving/easiness of achievement	0	--
5	Potential Risk Reduction	0	--
6	Maximizing potential benefits	0	---

Based on the alternative analysis, we can conclude that the proposed draft law does not help achieve the goals of the reform. The efficiency of this alternative regarding the increase of the physical activity of the population, accessibility of the sports infrastructure and the reduction of non-contagious diseases is insignificant. It is possible to assume that the ineffectiveness of this alternative is due to the fact that during the elaboration of the draft law, its possible impact on the development of mass sport and the increase of the physical activity of the population has not been considered.

According to the assessment of the group working on the impact assessment, the execution of the mentioned draft law is connected to certain risks and cannot have a significant impact on the physical activity of the population and the increase of the involvement in sport. To achieve the goals of the reform, it is necessary to create an effective legislative base and a systemic approach to the issue that will facilitate the implementation of the policy regarding the increase of the population's involvement in sport activity. In this regard, the group working on the assessment of the regulation of the impact has developed main recommendations (see chapter 8, p. 80).

2. PROCEDURAL ISSUES AND CONSULTATION WITH THE STAKEHOLDERS

2.1. PROCEDURAL ISSUES

Assessment of the impact of the regulation of the Law of Georgia on Physical Education and Sports (RIA) has been carried out by the initiative of the Committee of Sport and Youth Affairs, with the financial support of United States Agency for International Development (USAID) project - Good Governance Initiative (GGI).

In order to evaluate the impact of the regulation, a team at the Committee of Sports and Youth Affairs has been created in which the personnel of Committees of Health Care and Social Issues, Education, Science and Culture offices of the Parliament as well as Research Department and Budget Office of the Parliament. The document is being developed from December 2018 to June 2019. The working group has determined the plan of activity to be implemented - indicating timelines and interested groups. The work performed by the group working on the assessment of the impact included getting information from the subjects connected to the field, correspondence and interviews. The group held meetings both - in individual (13), as well as group (5 groups) formats. Meetings were held with the administrative representatives, teachers and parents of state agencies, local self-governments, national sports federations, educational institutions (public and private schools, sports college).

Interviews with the stakeholders were conducted to collect quantitative and qualitative information. In parallel to the meetings, the working group was getting acquainted with the academic literature and local problems related to the field. Quality assessment and quantitative analysis were made in the process of evaluating the regulation impact. Quantitatively evaluation model of the two directions of the reform - education and health - have been developed, in which the expected results for a ten-year period are monetized*. Namely, in regard to education, costs related to the certification of the school teachers have been evaluated. In regard to health care, the potential benefits that the physical activity of the population can bring, have been also estimated.

The initial results of the assessment of the regulation impact have been presented by the working group at April 15, 2019

USAID Good Governance Initiative (GGI) consultants were consulting the working group of the committee regarding the methodological issues of the evaluation of regulation impact.

2.2 CONSULTATION WITH THE STAKEHOLDERS

Consultations were conducted with different stakeholders during the project implementation process. Data is mainly collected from December till February. On the first stage stakeholders' matrix has been identified (Table).

TABLE 1. STAKEHOLDERS MATRIX

	Minor influence	Major influence
Minor Interest	Parents: Parents for vulnerable groups; Socially vulnerable groups.	Committee on Health Care and Social Issues of Parliament of Georgia; Committee on Education, Science and Culture of the Parliament of Georgia; Ministry of Finance of Georgia; Ministry of IDP from the Occupied Territories, Labour, Health and Social Affairs of Georgia; State Audit Office.
Major Interest	Local self-government municipalities; Ministry of Science, Culture and Sport of Adjara A/R; Municipal Department of Culture, Education, Sport and Youth Affairs of Tbilisi Municipality; Office of Education, Culture and Sport of Bolnisi Municipality; Sports federation and unions; Mass sports organizations; Municipal NNLEs; Kindergarten Management Agencies; Sports trainers; Amateur athletes; Private sports organizations (fitness clubs); Sports University; Sports colleges; Private and Public Universities; Private and Public Schools.	Committee of Sports and Youth Affairs of the Parliament of Georgia; Ministry of Education, Science, Culture and Sport of Georgia.

In parallel to the meetings with the stakeholders, the working group collected data and reviewed the studies in the field. Part of the data is derived from sports researches, and partially received as a result of meetings with stakeholders.

TABLE 2. DATA AND SOURCES USED IN REPORT

DATA	SOURCE
Statistics of non-contagious diseases	LEPL National Centre for Disease Control and Public Health, LEPL Social Service Agency
Health care expenses	LEPL National Centre for Disease Control and Public Health, LEPL Social Service Agency, Ministry of IDPs from the Occupied Territories, Labour, Health and Social Affairs of Georgia;
The level of death of non-contagious diseases and the probability of death	LEPL National Centre for Disease Control and Public Health, LEPL Social Service Agency, World Health Organization
Number of Population	National Statistics Office of Georgia
Business turnover in the sports field, state revenues related to the sports activity	National Statistics Office of Georgia, LEPL Revenue Service
Public Opinion Survey	Georgian Social and Marketing Research. 2013. Study of the problems in the sports field in Georgia and the survey of development ARC. 2017
Education statistics	Ministry of Education, Science, Culture and Sport of Georgia, LEPL - Georgia State College of Physical Education and Sport, Georgia State University Health & Physical Education
State and Municipal sports programs	Ministry of Finance of Georgia, Ministry of Education, Science, Culture and Sport of Georgia, Abkhazia A/R, Adjara A/R, Tbilisi Municipality, Kutaisi Municipality, Bolnisi Municipality

For a review of the meetings with stakeholders see table 3, For a detailed review of the meetings, see annex.

TABLE 3. SUMMARIZE THE CONSULTATION WITH STAKEHOLDERS

Stakeholder	Brief summary
Ministry of Education, Science, Culture and Sport of Georgia	<p>According to the representatives of the Sports Department of the Ministry, the obstacles to the development of mass sport are: lack of legislative base, lack of infrastructure and access to existing ones in cities as well as in villages.</p> <p>They consider that the current law need to be changed. It does not meet the requirements that promote the development of mass sports.</p> <p>The aim of the Ministry is to involve 70% of the population in mass sport, which should be gradually completed. At the first stage, it is planned to reconstruct existing sports infrastructure across the country and create a spatial planning system. After the rehabilitation of old objects and construction of new sport facilities, the Ministry intends to move to the voucher system, which will play sports infrastructure available to the population.</p>

	<p>The representatives of the National Curriculum Department of the Ministry consider that the reform will result in the failure of the sports infrastructure and the problem of the trainers and sports teachers with inadequate qualification.</p> <p>The teachers do not have the appropriate physical education required by the draft law, which, according to them, means that they will have to breach the law from the very first day.</p>
<p>LEPL National Centre for Disease Control and Public Health of Georgia (NCDC) of the Ministry of the Ministry of IDPs from the Occupied Territories, Labour, Health and Social Affairs of Georgia</p>	<p>The Ministry believes that the current legislation does not facilitate the increase of involvement in the physical activity of the society. The legislation need to be improved significantly in regard to the physical activity and not only high achievement sports popularization. It is necessary to conduct physical activity lessons in complete and quality manner at school; Also, physical activity should be both financially and geographically available. The mechanism of execution of the law also needs to be improved.</p>
<p>City Hall of Tbilisi Municipality</p>	<p>According to Tbilisi City Hall, the legislative framework will strengthen the role of sports federations in the mass sports by the population and clearly defines their authorizations.</p>
<p>Assembly of Tbilisi Municipality</p>	<p>Partially supports amendments to the draft law and believes that if the amendments will be introduced in other legislative acts, the reform will be less risky.</p>
<p>Tbilisi Kindergarten Management Agency</p>	<p>According to the representatives of the agency, the physical activity for preschool institutions is defined as minimum 3 hours per week by the draft law, but the actual physical activity is much more than 3 hours for the children. Physical activity is integrated in all the components of the study and unfortunately it is impossible to measure, how much time a week is spent on physical education. Respondents say that it is impossible to work with the child all day and do not use elements of physical activity.</p>
<p>National Association of Local Authorities of Georgia (NALAG)</p>	<p>At the local self-government level, there is no strategically established arranged sports policy.</p> <p>The municipalities mainly fund sport events in the form of one-time, operating expenses for the event services. Consequently, allocation of funding depends mainly on specific sports activities requested by different stakeholders or group (such as sports federation, sportsmen and others) and is not tied to the program direction (e.g., the massive physical activity of the society and the involvement of sport in the sport), which would have been defined according to the long strategic objectives (same as action plans).</p>

<p>LEPL - Georgia State College of Physical Education and Sport</p>	<p>It is necessary that the law allowed the teachers of physical education and sports with not only diplomas of high education, but also with the diplomas proving professional education. In this way, the schools will be able to be filled with the qualified staff as the resources of the University of Physical Education and Sport are not able to fill the existing deficit.</p>
<p>National sports federations of Georgia</p>	<p>The Ministry shall engage in relationship between federations and sports centres and improve coordination among them, through partial financing or tax reduction. For the sports institutions the utility fees compared to other institutions shall be reduced. Legislation should distinguish between sports professionals according to their qualifications. It is also necessary to regulate the issue of media coverage by sports television. Legislation should regulate the relationship between business and sports institutions, according to which the Ministry obliges businesses to contribute to sports. There is a discrepancy between the specific federation programs and the funds received from the Ministry - the Ministry does not study the specific program and the funding is granted based on the surface issues.</p>
<p>Mass Sport Federations</p>	<p>There is no stable, long-term, development plan in the country, based on the law that would be used by all sports federations. As the reason to this, frequent change of the management and ideological differences between the different managerial teams have been proposed.</p>
<p>Public and private schools (administration teachers of physical education, parents)</p>	<p>The hours for the physical activity cannot be increased due to some important challenges. These are: low availability of school sports infrastructure, lack of qualified personnel, lack of sports lessons methodology, the teaching net set by the Ministry and others. According to them, increase of sport hours in school will lead to increase of the study hours which is impossible with the current regulation. They believe that the government should first take care of the sports infrastructure in schools and only then the hours can be increased. Otherwise, this sub-article of the law cannot be executed and cannot give any result.</p>

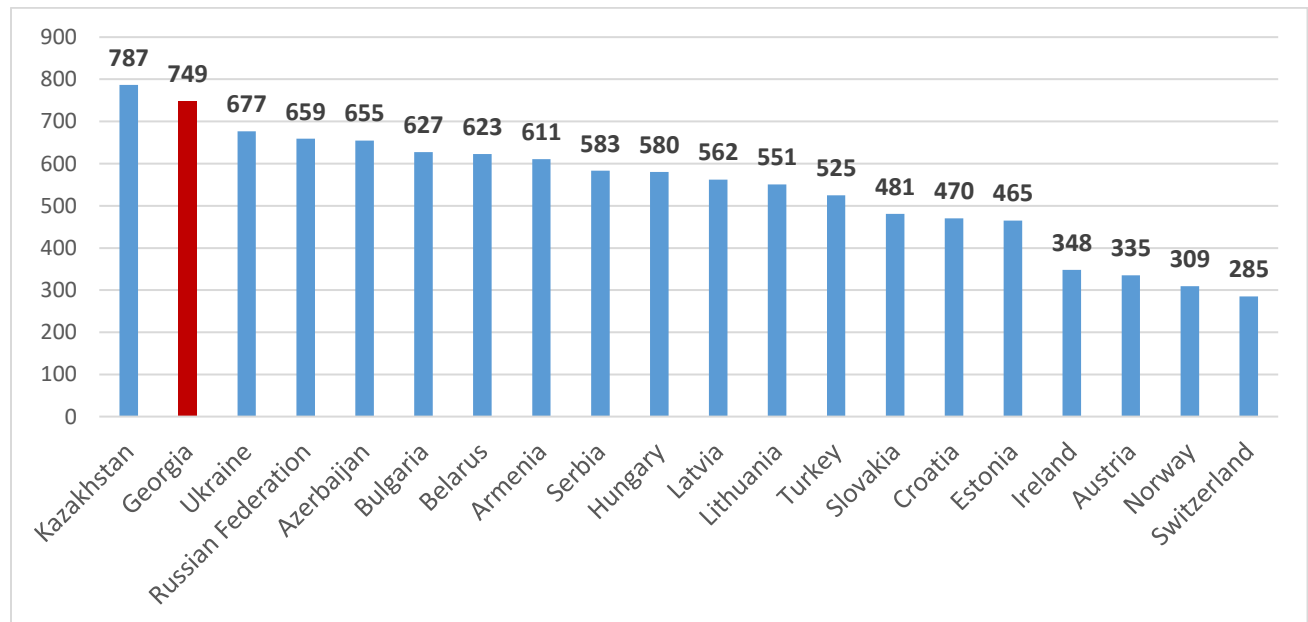
3. DETERMINING THE PROBLEMS

3.1 CONTEXT OF THE POLICY

Non-contagious diseases are a major challenge to global health. According to the World Health Organization (WHO), 41 million people (including 30 to 69 years old - 15 million) die annually from non-cancerous illnesses that amounts 71% of the world's death. Non-contagious diseases damage socio-economic environment in every country, especially those with low and middle income. Morbidity and mortality are heavy burden for the population and health care system.

In Georgia, the death rate with NCD (on 100,000 people) significantly exceeds the same indicator of European and neighbouring countries. In particular, this indicator is higher than in Armenia, Azerbaijan, Turkey and Ukraine; Compared to EU member states it is also very high than in Latvia, Lithuania, Estonia, Slovakia, Austria. It should also be noted that this indicator is very different between men (992 cases) and women (578 cases).

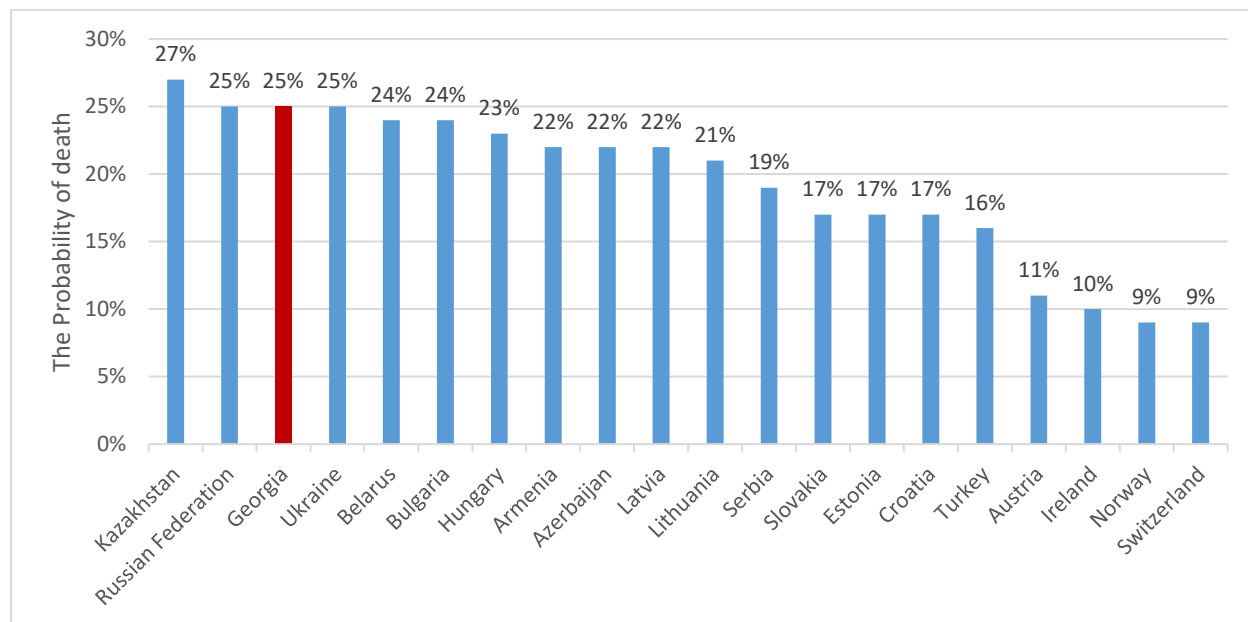
FIGURE 1. DEATHS WITH THE NON-CONTAGIOUS DISEASES (ON 100,000 PERSONS) - AGE WEIGHTED, 2016



Source Global health observatory visualizations, Total NCD Mortality Data by country, WHO, 2016.

In addition to the factual deaths caused by the non-contagious diseases, in comparison with other countries in Georgia, the probability of death from the non-contagious diseases is also high, which equalled to 25% according to the data of 2016.

TABLE 2. THE PROBABILITY (%) OF DEATH FROM CARDIOVASCULAR DISEASES, CANCER, DIABETES AND CHRONIC RESPIRATORY DISEASES AT THE AGES BETWEEN 30 TO 70 ACCORDING TO THE DATA OF 2016



Source: Global Health Observatory data repository, Risk of Premature death from the four target NCDs, Data by country, 2016. WHO.

WHO recognizes that regular physical activity, combining sporting exercise, is an important way to reduce ncd-related risk factors such as hypertension, obesity, fatness, mental health and others. Also, it improves the quality of life and well-being. On the basis of this, WHO executed a document "Global Recommendations on Physical Activity for Health" (Table 4). Forms (types) of physical activity, duration, frequency, intensity and total volume have been defined by the document according to age categories (5-17; 18-64; 65+). It is noteworthy that these specific recommendations do not cover the healthy physical activities for the children of age group between 0 to 5 years, as there is a lack of the scientific evidences in this regard. However, the document notes that physical activity is useful for children of this age group. This is more detailed in the document developed by the WHO in 2019 "The Basic Guidelines for Physical Activity, Seating, Behaviour and Sleep of Children up to 5 years, "1.

TABLE 4. AGE CATEGORIES AND RECOMMENDED PHYSICAL ACTIVITY USEFUL FOR HEALTH, ACCORDING TO WHO RECOMMENDATIONS

Age Group	Recommended physical activity
5 to 17	Minimum 60 minutes of medium and high intensity physical activity during the day. More than recommended activity leads to the additional beneficial effect on health

¹ "Guidelines on physical activity, sedentary behaviour and sleep for children under 5 years of age", World Health Organisation, 2019. <http://bit.ly/2VBsIgb>

18 to 64	Minimum 150 minutes of medium intensity, or 75 minutes of high intensity physical activity during the week. For more benefit of health, people of this age group should increase the medium physical intensity up to 300 and high intensity up to 150 minutes during the week.
65+	At least 150 minutes of medium intensity or 75 minutes of high intensity physical activity during the week. If a person is unable to perform a recommended norm due to health conditions, he/she should be physically so active as he can.

Source: WHO Global recommendations on physical activity for health. Geneva: World Health Organization; 2010

On the one hand, according to data provided by the National Centre for Disease Control and Public Health (Disease Control Centre), in the adult population of 18-69 in 2016, the average data for inadequate physical activity for both genders was 17,4% (men - 16.2%; women - 18.4%). Inadequate average physical activity of the population in Georgia compared to the analogue examples of the other countries (both gender: 15.6-19.2%; men: 13.6-18.9%; women: 16.3-20.4% is a little bit higher. However, on the other hand a large part of the population - **82.4% is not intensively physically active (men - 72.2%, women - 91.8%)**. This indicates that they are not engaged in sports exercises. This circumstance doubts the implementation of WHO recommendation in a manner that benefits the human health.

The indicator of inadequate physical activity is similar in neighbouring and former Soviet Republics. It is noteworthy that these countries are similar to Georgia with high probability and level of death due to non-contagious diseases.

TABLE 5. INADEQUATE PHYSICAL ACTIVITY DATA OF POPULATION IN THE NEIGHBOURING AND FORMER SOVIET COUNTRIES BASED ON INFORMATION FROM THE WORLD HEALTH ORGANIZATION

Country	Inadequate physical activity (medium intensity, both genders (, %	Inadequate physical activity (high intensity, both genders (, %
Armenia	21.3	77.9
Belarus	13.2	80.5
Moldova	10.1	75.7
Turkey	43.6	81.3

Source: World Health Organization – research STEPS.

3.2 LEGAL AND INSTITUTIONAL FRAMEWORK OF STATE SPORTS POLICY

LEGAL FRAMEWORK

The legal framework for physical education and sports in Georgia includes the Constitution of Georgia, legislative and sub-legislative acts that determine the aspects of promotion and development of mass sport.

As a result of the constitutional reform of 2017, the constitution gained a record: "The state cares about sports development, establishment of a healthy lifestyle, involvement of children and youth in physical education and sports"².

Organic Law "Local Self-Government Code" defines the municipality's authority to carry out massive sports promotion activities, as well as to ensure the functioning of sport-recreational facilities and construction of new infrastructure. This norm does not establish obligations for municipalities and constitutes their discretionary right to carry out activities or not that are related to the development of mass sport. It is noteworthy that the Law on Sport provides the obligation of the local self-government bodies to create extra-curricular sport and recreational centres. It is noteworthy that the existing norms of the above laws contradict each other. However, the legal advantage is given to the organic law.

The Law of Georgia on Sport, adopted in 1996, applies to sports. Chapter 4 of the Law is fully devoted to mass sport and sets out a legal framework for physical education in pre-school, school, extra-curricular and sports facilities. It shall be noted that number of norms in the law are not fulfilled. For example, the current edition of the law envisages at least 4 hours a week for sports in the school curriculum, although the National Curriculum sets 3 hours and from 5th until 12th grade - 2 hours. Therefore, this norm of the Law on Sport is not fulfilled in practice.

In addition, the aspects related to physical education and mass sport are regulated by the relevant laws of early and pre-school, general and higher education.

The Law of Georgia on Early and Pre-school Education defines the obligation of early and pre-school institution to support the child's sporting activity during the preschool education in order to establish a healthy lifestyle of the child.

The Law of Georgia on General Education regulates the existence of sport as a subject in the National Curriculum of Educational Institutions. According to **the Law of Georgia on Higher Education**, the higher education institution within its competence, promotes sports development.

Association agreement between Georgia and European Union³ envisages cooperation in the field of sports and physical activity between the parties" (article 368), which should be done through exchange of information and best practices. Facilitating physical activity is also defined in article 356 of the 15th chapter - **Public Health** of the association, which states that cooperation between

² [Constitution of Georgia](#)

³ [Association Agreement with the European Union](#)

the parties involves prevention and control of non-contagious diseases, promoting a healthy lifestyle and physical activity.

Institutional organization

In Georgia the following executive institutions define the policy in the sports field:

- **Parliament of Georgia** – Which defines the main directions and priorities of state policy in the field of sports;
- **The Ministry of Education, Science, Culture and Sport of Georgia** – Which has a management function in the field of sports. It will provide relevant measures for sports development through its legal entities of public law and recognized sports organizations. It should be noted that with the Ministry following profile organizations are working that are responsible for the sports development: federation "Sport for All", "University Sports Federation" and "Children and Youth Sports Federation". These federations will provide massive sports events with state funding. A council is established and works with the Ministry - **Board of Recognition and Financing of Sports Organizations**, the main activity of which is to evaluate activities carried out by sports federations and familiarize with the planned activities.
- **Ministry of IDPs from the Occupied Territories, Labour, Health and Social Affairs**– Is responsible for coordinating the planning and implementation of state programs oriented towards increasing physical activity of the population and public health.
- **Ministry of Regional Development and Infrastructure** – Coordinates with the executive bodies responsible for sports (Ministry, municipalities) in regard to the rehabilitation and construction of sports facilities;
- **Authorities of the governments and self-government and self-governments of Adjara and Abkhazia Autonomous Republics)** – To ensure in their administrative borders the implementation of the measures promoting sports development. As a rule, this implies support for professional athletes and coaches, promotion of youth involvement in sport, financial support of sports clubs and sections under the dependency of City Hall, rehabilitation and construction of municipal sports facilities.

With the purpose of promoting the implementation of the sports state policy, effective communication and coordinated actions among the subjects, with the government' resolution **Inter-Agency Council Supporting State Sports**⁴ was created. By the proposal of the council, the government of Georgia approved Sports State Policy Document for 2014-2020⁵.

⁴ Resolution of the Government of Georgia № 127 "On Establishment of Interagency Coordinating Council for Sports State Policy and Approval of its Statute", 22 May 2013, Tbilisi. <https://matsne.gov.ge/ka/document/view/1927549?publication=0>

⁵ Order of the Government of Georgia N 601 On Approval of the "Sport State Policy Document", 4 April 2014, Tbilisi <https://matsne.gov.ge/ka/document/view/2314945?publication=0>

Training and retraining of specialists in sport spheres will be provided by **LEPL Physical Education and Sport State Teaching University of Georgia** and **LEPL - Georgia State College of Physical Education and Sport** having professional educational institution status⁶

3.3 STATE PROGRAMS PROMOTING THE PHYSICAL ACTIVITY GROWTH AND SPORTS INVOLVEMENT

On the one hand, the review of governmental programs (2012-2018) showed that development of high achievement in the field of sports and mass sports, as well as promotion of healthy lifestyle represent one of the declared objectives of the government. On the other hand, analysis of the relevant programs and budgets of the central and local executive authorities showed that the efforts and resources of the agencies are mainly aimed at promoting high performance sports (annex 1).

The state programs of mass sport development are mainly lacking sequencing and systemicity. In practice, the measures taken within these programs are single sports events, the main indicator of the outcome of which is defined by the number of participants. In the programs of the public bodies responsible for sports, there are no use of sports as the measure for preventing non-contagious diseases and strengthening health.⁷

It is noteworthy that Georgian Government has approved “National Strategy for the Prevention and Control of Non-Communicable Diseases in Georgia for 2017-2020”. According to this document, low physical activity of population in Georgia is considered to be one of the major challenges and problems. Along with the other tasks, the aim of the document is to decrease the low physical activity in population by 5% (by 1% per year). The Action Plan⁸ defines the competence of various public bodies, including the Ministry responsible for sports, to facilitate the solution of this problem through appropriate intervention.

It should be noted that, relevant programs of the Ministry of Education, Science, Culture and Sport do not show any indication or reference to above mentioned strategy. It is noteworthy that, prevention of non-communicable diseases through sports does not appear in the sports programs and relevant expenditures of the Adjara and Abkhazia Autonomous Republics and also in Tbilisi, Kutaisi and Bolnisi municipalities (attachment 1).

Within the framework of the health promotion program, “LEPL National Centre for Disease Control and Public Health of Georgia (NCDC)” carries out relevant measures for physical activity promotion

⁶ Charter of State Public College of Physical Education and Sport of Georgia <https://matsne.gov.ge/ka/document/view/2344753?publication=0>

⁷ Resolution of the Government of Georgia N2, January 11, 2017 Tbilisi.

⁸ The Action Plan 2017-2020 for implementing “National Strategy for the Prevention and Control of Non-Communicable Diseases in Georgia for 2017-2020”.

aiming mostly at increasing awareness of the population on regular physical activity. According to NCDC, the funding for these events has increased almost fivefold since 2015 and in 2019 it amounted to 100 000 GEL.

National Strategy for the Prevention and Control of Non-Contagious Diseases in Georgia for 2017-2020 defines the amount of GEL 774 million for financing relevant events. 66% of the priority directions will be financed from the state budget (approximately 511 million GEL), while donor organizations will cover only 4-5% of the needs. The deficit financing of the measures defined by the Strategy (for 2017-2020) is almost 30%, which totals about GEL 233 million.

In addition, the Ministry of Education, Science, Culture and Sports Ministry is implementing a program - Development and Promotion of Mass and High Achievements Sports, which includes: preparing national teams in different sports and participating in the competitions, organizing national championships, social assistance of the athletes, organizing sports events and promoting healthy lifestyle. Sports Federations (82 organizations) recognized by the Ministry play an important role in the mentioned program, which will provide relevant events with the state funding.

3.4 NON-CONTAGIOUS DISEASES, PHYSICAL ACTIVITY AND MASS SPORT

Implementation of WHO recommendations on physical activity in 2010 is still a significant challenge for many states. Studies have shown that physical passivity significantly increases the state and private expenditure on health care. The study published in 2016 calculates the costs incurred by inadequate physical activity in 142 countries. The research is based on data from 2013 and calculates direct health care costs due to the inadequate physical activity as well as indirect productivity loss expenses in international dollars. According to the study, insufficient physical activity (17.4%) determined by WHO recommendations will cost Georgia an average of 20.25 million USD (margin of error 7.306-45.417 million dollars). From this, direct healthcare costs are 14.9 million (margin of error 5.328-34.810), while the productivity loss expenses are 5.350 mln. dollars (margin of error 1.978-10.607 mln. dollars).

Regular physical activity is one of the most important ways of reducing non-contagious diseases and related costs. However, different groups of people are different in physical activity and the reasons for involvement in sports are also different. Based on the existing regulations, it is recommended to use the age-grading of the participation in the physical activity (mass sport) in the education system and sports regulations: 5-17; 18-64; 65+. However, due to limited availability or absence of data in Georgia, in some cases the information contained in the report does not accurately match the WHO approaches. First of all, it is important to quantify the number of people in each age group and their distribution by gender (table 6).

TABLE 6. THE NUMBER OF POPULATION ACCORDING TO GENDER AND AGE ACCORDING TO THE DATA OF THE NATIONAL STATISTICS OFFICE OF GEORGIA, AS OF JANUARY 1, 2018

Age category	Gender	Number	Number (both genders)
5 - 19	Male	355 800	675, 300
	Female	319 500	
20 - 64	Male	1 086 000	2 229 900
	Female	1 143 900	
65+	Male	205 900	546 200
	Female	340 300	

Source: National Statistics Office of Georgia

PROBLEMS OF INVOLVING IN MASS SPORTS IN THE AGE GROUP OF 5 TO 17

There is no data on the performance of the WHO recommended physical activity by the age group of 5 to 17 and we are using indirect method of assessment. In this age group, the basic environment for general physical activity and sports exercise are conducted by the general educational institutions and sports sections outside the school.

According to the data of Georgian Sports Statistics Electronic Portal, 103,249 persons of age between 6 to 18 are registered in sports clubs. Based on the existing data, we can assume that only **20% of school pupils** are registered in sports clubs (sports federations recognized by the responsible Ministry) and are involved in organized sports activity. According to WHO, inadequate physical activity in pupils reduces concentration and productivity, as well as negatively affects the social involvement of the age mates⁹.

Challenges related to the physical education and sports lessons in schools

As a result of the research conducted by the State Audit Office in 2017 - "Mass Sports Development"¹⁰ it was revealed that, the following reasons hinders full training of physical education and sports lessons in general education institutions and involvement of pupils: school sports infrastructure, reduced sports hours in schools and improper qualification of sport teachers.

⁹ Fact Sheet, Physical Activity. World Health Organization Regional Office for Europe

¹⁰ State Audit Office, Performance Audit Report N13 / 36 "Mass Sports Development", March 21, 2017

Georgian National Curriculum for 2018-2024, which at this stage (approved) is only the starting point, defines the necessary weekly hours for physical education and sports:

- I-IV grades - 3 hours a week (96 hours during the academic year);
- V-VI grades - 2 hours a week (64 hours during the academic year);
- For basic grades (VI-IX) – The national curriculum (will be introduced in 2019-2020 academic year) determines 2 necessary weekly hours (64 hours during the academic year);
- For middle grades (X-XI) – 1.5 hours (in the 1st semester - 2 hours, in the 2nd semester - 1 hour), during the academic year - 48 hours).

It should be noted that the hours for physical education and sports lessons determined by the **National Curriculum contradicts the Law of Georgia on Sport**, which envisages the duration of physical education lessons - no less than 4 hours per week. The survey of public and private schools revealed that the main reasons for violation of the law is insufficient number of specialized teachers and failure/absence of sports infrastructure.

With the current regulations, school administrators have the opportunity to distribute 25% of the total hours among other subjects. The survey conducted by the State Audit Office concluded that 31% of public schools use this opportunity and one hour for sports is devoted to another subject. The audit has analysed that 9% of pupils (44,529 pupils) all around the country have the sport lesson only once a week.

It is noteworthy that in order to fulfil the hours set by the curriculum, schools often use practice during which sports teachers teach several classes at the same time. As a result, up to 50 pupils are in the small hall. This prevents providing the sports lessons completely which reflects negatively in the involvement of girls in the studying process.

Physical education and sports teachers

According to the data received from the Ministry of Education, Science, Culture and Sport of Georgia, for 2018 there is functioning throughout the country 2,308 public and private general educational institutions in which 575,140 pupils are enrolled. 37% of these pupils are at the primary level (I-IV grades) and 63% in senior and secondary (V-XII) grades. There are 11,169 teachers in sports classes throughout Georgia (10,494 public and 675 private schools). The teachers of primary classes are 8,946 (530 private and 8,416 public schools), and 2,484 teachers (287 private and 2,198 public schools) - sports specialists. In private schools, pupils between V-XII grades one sports teacher has to teach around 120 pupils, while in public schools - 149. Only 2%

of the teachers with specialist qualification in private schools have a status of senior teacher, while in public schools - 5%.

Deficit of the relevant staff in the field of physical education and sports can be resulted from several reasons, including: low public interest towards the teacher's profession, difficulties with the engagement in teachers' scheme (applicant may have sports education but no status of teacher, which automatically creates restriction), lack of professional training courses and targeted trainings, the teachers' low level of motivation.

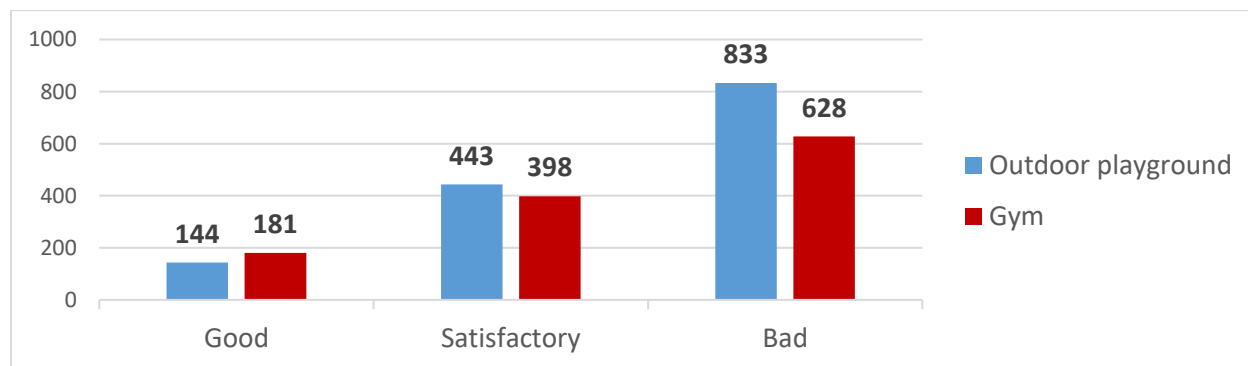
In addition, in order to improve the physical education and sports lesson, the Ministry of Education has developed a calendar plan for the teachers of primary classes which are used to plan relevant lessons in the academic year.

Sport infrastructure and sports equipment

Audit report carried out by the State Audit of Georgia revealed that, in some cases, due to problems in public schools, infrastructure and staff (qualified staff), it is impossible to fulfil the hours provided by the curriculum. On the meetings of focus groups recruited by the directors of public and private schools, it was noted that in some cases due to the lack of sports infrastructure, schools are having chess training during the sports lessons, or the teachers are sharing theoretical knowledge to the pupils regarding a healthy lifestyle.

For the majority of public schools throughout Georgia, sports infrastructure (gym, outdoor playground) is a significant challenge (table 3).

TABLE 3. SPORTS INFRASTRUCTURE IN PUBLIC SCHOOLS THROUGHOUT GEORGIA (DATA FOR 2018-2019 ACADEMIC YEAR)



Source: Information provided by the Ministry of Education, Science, Culture and Sport of Georgia.

It should be noted that according to the data received from the Ministry of Education, Science, Culture and Sport of Georgia, 387 public schools (17% of total number), **sports lessons are conducted in the corridor or in the classroom**, due to lack of proper sports infrastructure or absence in schools.

According to the information received from the Ministry, 205 private and public schools, totalling 18,809 pupils, **does not have a gym / pitch**, which hinders conducting normal lesson in these schools. It is noteworthy that the use of alternative facilities available to these schools has been included in the Development Audit Report. In particular, the report establishes that faulty public schools with sports infrastructure "do not address alternate resources, as a state-owned sports infrastructure, which would allow a certain number of pupils to take appropriate physical activity as a sport lesson." Only one case (one school) is noted regarding the use of alternative sports infrastructure.

Another challenge that **hinders pupils, especially girls, in taking part in physical education** and sports lessons is an absence of individual changing rooms. The absence of individual rooms is one of the reasons why girls refrain from attending the sport's lesson. According to the Ministry of Education, as of 2018, 823 schools (35% of private and public schools) are equipped with individual changing rooms and 165 schools (7% of private and public share). Using this data, we can conclude that **1,326 private and public schools do not have the dressing room (57%)**.

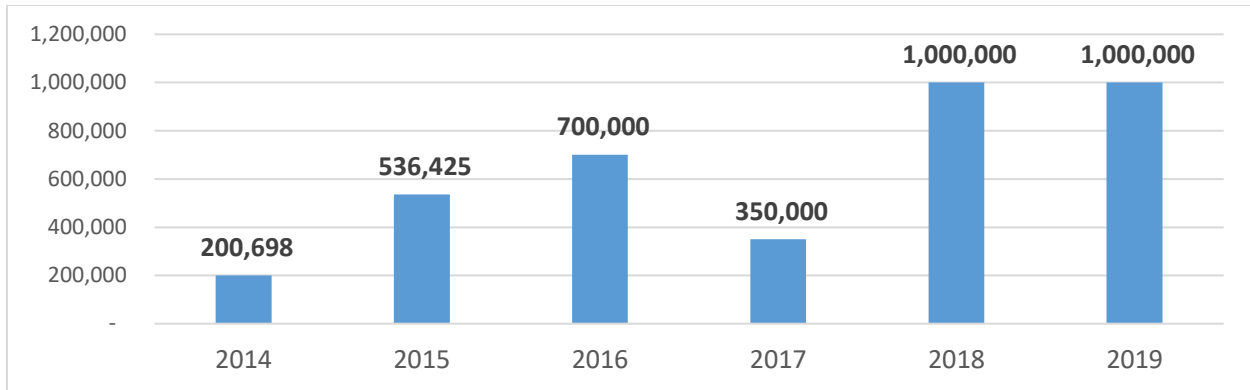
According to the conclusion made in the focus groups held with the public and private (directors, sports teachers) schools staff and pupils' parents, there are three main factors leading to the negative results regarding the physical education and sports quality in educational institutions: insufficient number of teachers, lack of qualification of teachers and lack of appropriate sports infrastructure (absence or malfunction). Focus group representatives estimate that, as a result of these three main challenges, it is impossible to complete a 4-hour demand, envisaged by the Law on Sports.

School Sports Olympiad

From 2015 NNLE Georgian Children and School Sports National Federation has started implementing the project "School Sports Olympiad" with financial support of the Ministry of Sports and Youth Affairs of Georgia. During the 2018-2019 academic year, the "School Sports Olympiad" project involves approximately 100,000 schoolchildren (about 20% of schoolchildren across the country) of 1700 private and public schools, which compete in several sports. Despite the great interest of the school administration and pupils, the organizer of the project is unable to satisfy the school demand due to the lack of financial and other resources. It is noteworthy that the expansion of geography of school Olympics is associated with challenges such as faulty school infrastructure, insufficient quantity of sports teachers and their low motivation, high cost of renting infrastructure on municipal balance, lack of appropriate sports inventory in schools and more. Since 2014 the state funding of the "School Sports Olympiad" (financing allocated from the Ministry responsible for sports) has been progressing in the dynamics (table 4).

TABLE 4. STATE FUNDING FOR SCHOOL SPORTS OLYMPIAD FROM THE MINISTRY OF EDUCATION, SCIENCE, CULTURE AND SPORT OF GEORGIA¹¹

¹¹ Data of 2019 is a forecast of assigns



Source: Ministry of Education, Science, Culture and Sport of Georgia

In order to increase the involvement of pupils in physical education and sports, it is enhanced to provide more resources and support system approaches to support the state's (central and local level) initiatives. Unstable increase of state financing (table 4) clearly indicates on the lack of systemic approach. In addition, considering the current experience of the state, the financial and technical support of the local executive authorities is necessary to increase the effectiveness of such measures. It is noteworthy that the interest of private business or sponsors in school sports development is minimal.

Problems of involving in mass sport in the age group of 18 to 64

According to the data (2019) published on Georgian Sports Statistics Electronic Portal (www.sportstats.gov.ge) the total number of persons involved in different sports in Georgia (both genders, age groups: children, adults, young people, members of age and national teams) reaches 171,663. Based on the portal data, the number of professional and amateur athletes who have been regularly engaged in sport at the age of 18, is 52,986.

TABLE 7. PERCENTAGE OF PERSONS REGULARLY ENGAGED IN SPORTS OF GEORGIAN POPULATION (UP TO 18 YEARS)

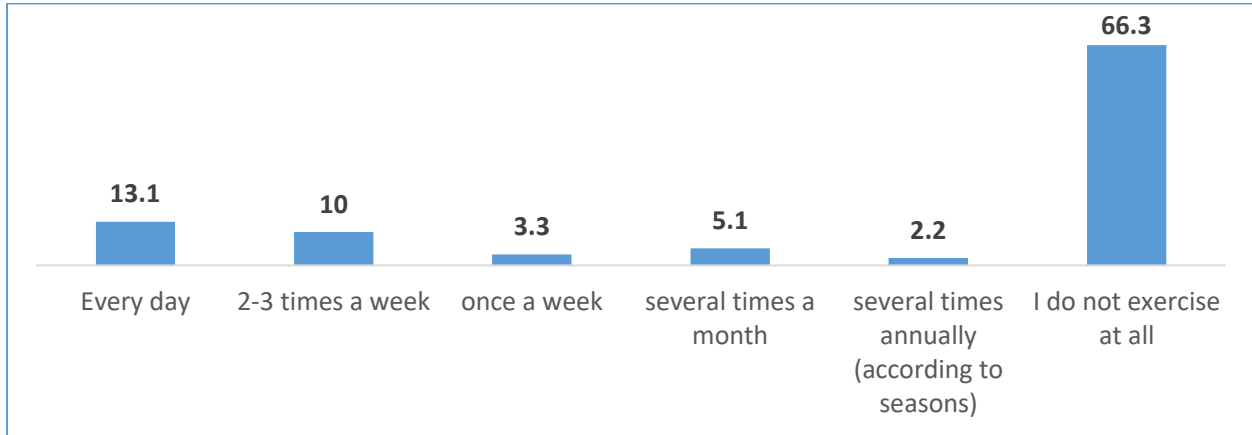
Age group	The number of Georgian population in the age group (Geostatic, 2018)	The percentage of the total number of persons involved in the sport (above 18) is the total number of persons in the age group
20-29 years	498,000	10%
30-44 years	766,800	6%

Source: sportstat.gov.ge

In 2013, the Ministry of Sport and Youth Affairs of Georgia has been conducting "Public Opinion Survey on Sports" in order to subvert their involvement in sports attitudes and sports towards sports. As a result of the survey the sharp low activity of the respondents (age category: 18 above) was revealed. In particular, 66.3% of respondents say they do not practice at all. These data are

similar to the results of the 201PS STEPS, which indicate that 82.4% of the population is not intensively loaded physically.

FIGURE 5. HOW WOULD YOU RATE YOUR SPORTS ACTIVITY, HOW OFTEN DO YOU PRACTICE (%)?

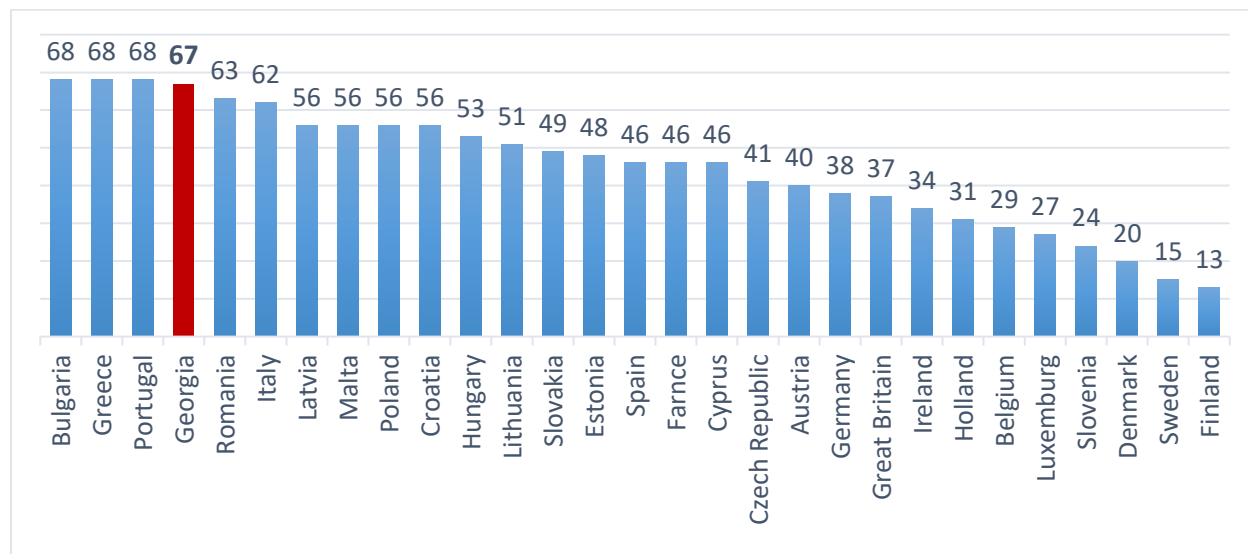


Source: Public Opinion Survey on Sports (2013)

In addition, in 2013, the survey showed that the physical passivity of respondents in the age group is 53% of respondents aged 18-34, 67.8% aged 35-54, 79.5% of respondents aged 55 and over are not exercising at all ". This indicates that with the increase in age, physical activity of the respondents and involvement in sports is decreased.

The physical passivity of the population is a challenge to the EU member states. According to the data of the Eurobarometer in 2017, 46% of EU respondents (average data for all countries) do not practice at all. Considering the results of the survey, the highest level of physical passivity is observed in **Bulgaria, Greece and Portugal, where the negative index, like Georgia, reaches 68%**. It should be noted that the highest level of physical activity is observed in Finland, Sweden, Denmark, Slovenia, Luxembourg, Belgium, Holland and Ireland. The number of the respondents who are physically inactive varies from 13% to 31%.

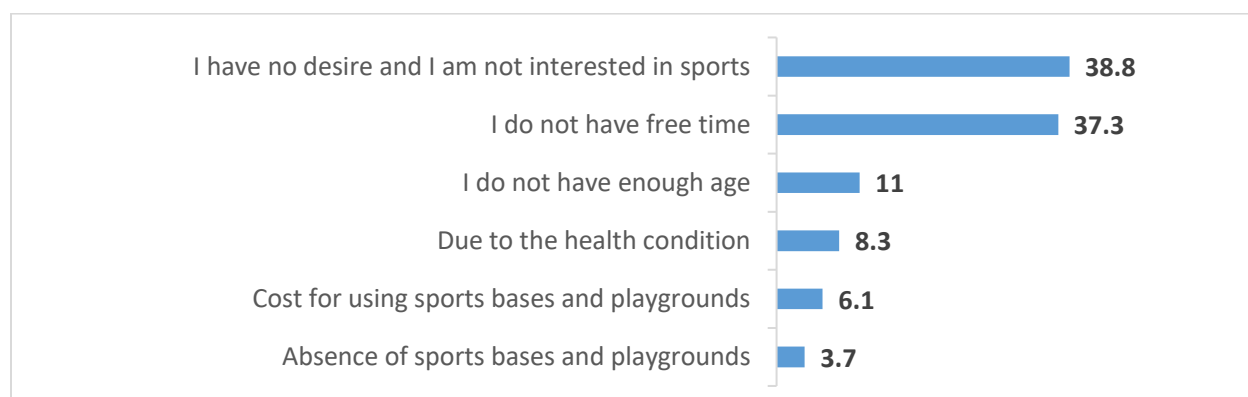
FIGURE 6. NUMBER OF RESPONDENTS IN GEORGIA AND EU MEMBER STATES WHOSE ANSWER ON THE QUESTION - "HOW OFTEN DO YOU EXERCISE OR ARE YOU ENGAGED IN SPORT?" WAS "NEVER".



Source: Special Eurobarometer 472, Report. Sport and physical activity. Fieldwork, December 2017; Public Opinion Survey on Sports (2013).

The results of the survey show that respondents who **are not engaged** in sports activities are most likely to have **no interest in sport (38.8%)** and **absence of free time is also a problem (37.3%)**. It is noteworthy that only a small number of surveyed respondents (6.1%) claim that the fee for the sport services and absence of sport bases / equipment are the actual obstacles.

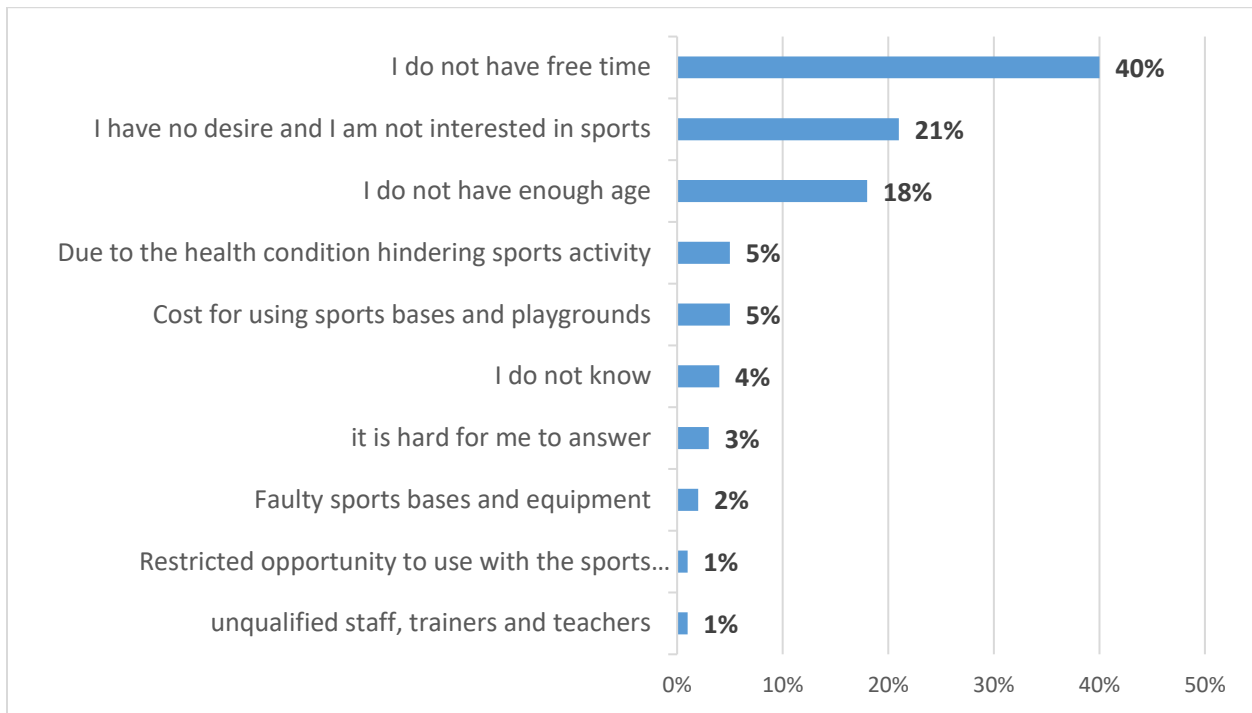
FIGURE 7. WHY ARE NOT YOU INVOLVED IN ANY SPORTS ACTIVITY (ALL AGES)?



Source: Public Opinion Survey on Sports (2013)

Compared to similar figures in 2013, the results of the survey conducted in 2017 are almost identical to the main reasons for restraint from the sports activities of the respondents. Specifically, **40% of the respondents lack the time** and **20.5% of the respondents** claim the absence of desire and interest. Also, 18.3% of them claim that age is the reason.

FIGURE 8. IF YOU ARE NOT ENGAGED IN SPORTS, WHAT IS THE REASON FOR THAT?



Source: Research on the problems and development directions in the field of sport in Georgia ", ARC. 2017

The findings of the 2017 survey give an opportunity to assess the dynamics of respondents' sports activity compared to previous years. The study revealed that the dynamics of the physical activity of the respondents **during the 4 years is the same (60%) in the majority of respondents**. It is noteworthy that the number of respondents whose physical activity is reduced in dynamics, exceeds the number of respondents who think that their physical activity in the dynamics is increased.

FIGURE 8. HOW WOULD YOU RATE YOUR PHYSICAL ACTIVITY DYNAMICS IN THE NEAREST 4 YEARS?

	18-25 year	26-35 year	36-45 year	46-55 year	56-65 year	65 and above
Significantly reduced, I was but I am no longer engaged in sports physical activity	8.8	10.4	11.9	12.2	13.5	30.3
Slightly reduced	15.3	20.7	15.2	13.3	14.3	21.2
Same	48.4	53.6	67	68.9	68.4	42.4
Slightly increased	15	6.1	3.6	3.3	3.4	3
Increased significantly, I was not involved in sports activities and got involved	12.5	9.2	2.3	2.2	0.4	3

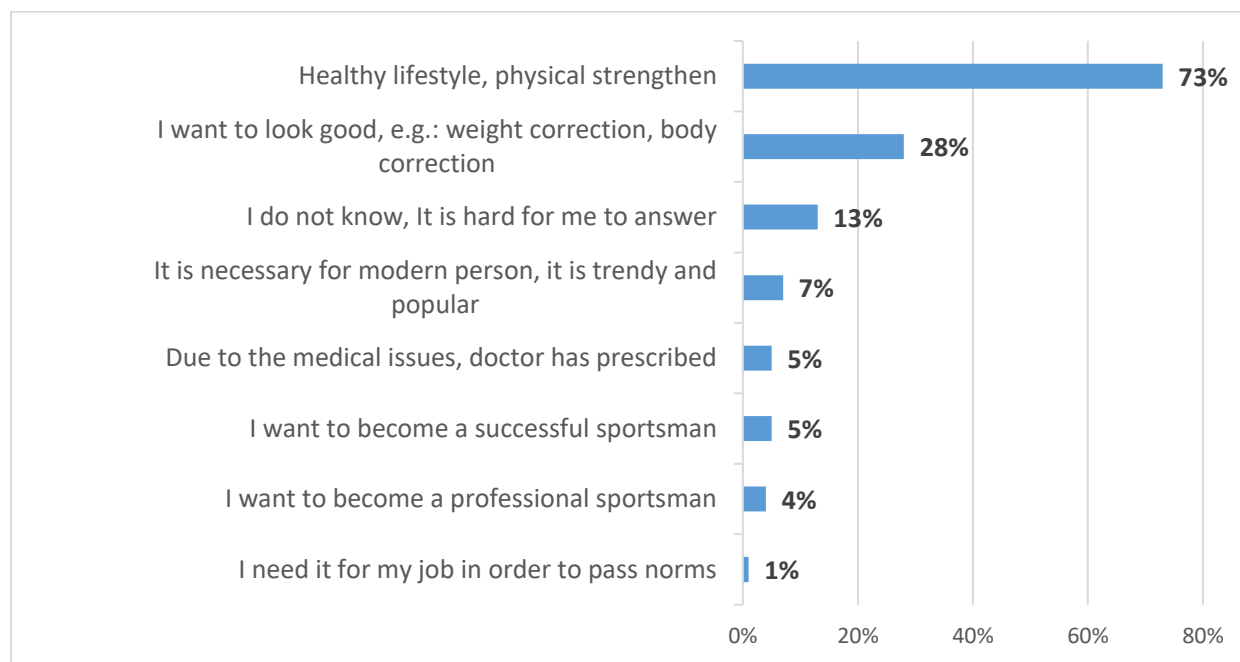
Source Research in the Fields of Problems and Development of Sports in Georgia, ARC. 2017

As noted above, only a small number of respondents participating in researches in 2013 and 2017 were regularly engaged in sports. Also, according to the current data, a small portion of the population is engaged in high intensity physical activity.

The study of the 2017 showed that, in comparison with different age groups, **the most physically active are 18-25 and 26-35 age groups**. According to the settlement, compared to the regional cities and villages, the rate of **physical activity of residents in Tbilisi is quite high** (except the activities in own farms and physical activity at work). Respondents from the capital say that the most frequently from physical activities they do hiking, walking, running and exercising in gym.

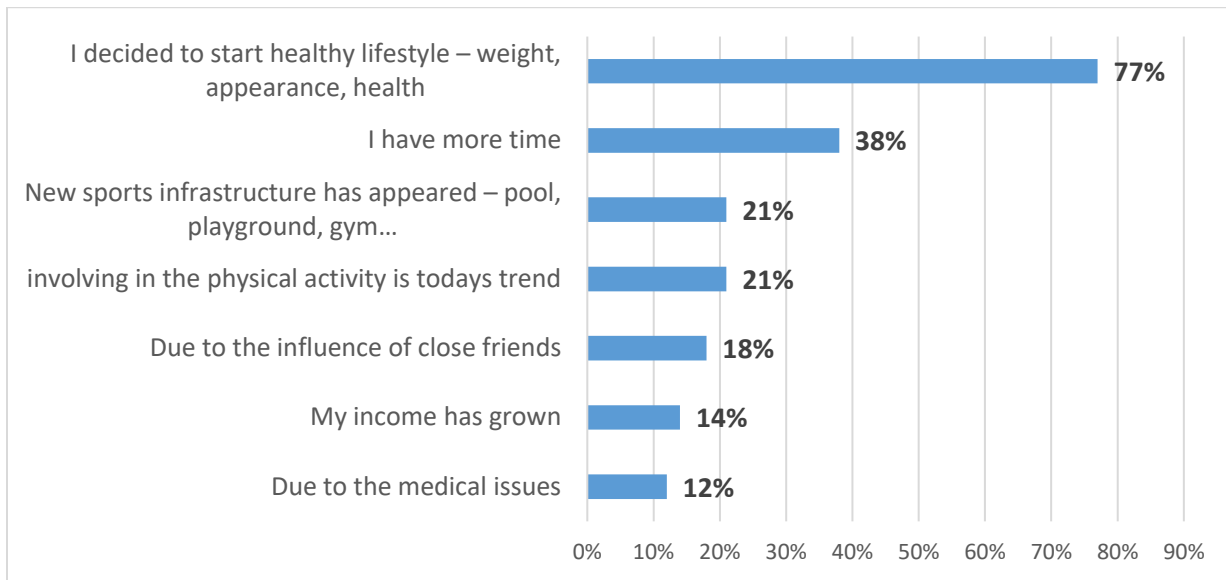
The main motivation for the majority of respondents involved in physical and sport activities in Georgia is healthy lifestyle and health care, as well as taking care on the appearance (table 9). It is noteworthy that the improvement of health and physical condition (77%) as well as free time (38%) is the main stimulating factor, which in most cases determines the respondents' desire to do sports (table 10). It should be mentioned that that the strengthening of health and improvement of physical training is the main reason why the respondents from EU state members, consequently - 57% and 47% are involved in sport activities.

TABLE 9: FOR WHAT PURPOSE ARE YOU INVOLVED IN PHYSICAL/SPORTS ACTIVITIES?



Source: Research in the Fields of Problems and Development of Sports in Georgia, ARC. 2017

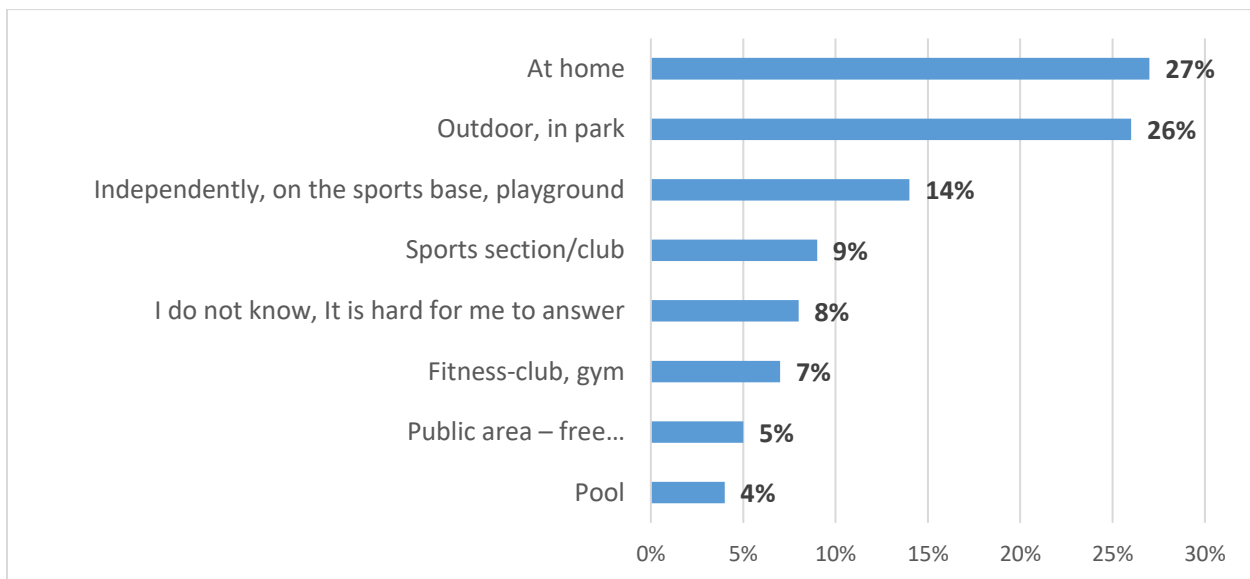
TABLE 10. WHAT CAUSED YOUR INVOLVEMENT IN SPORTS/PHYSICAL ACTIVITY (MORE THAN ONE ANSWER)?



Source: Research in the Fields of Problems and Development of Sports in Georgia, ARC. 2017

It is noteworthy that most of the respondents involved in sport (58%) practice at home and in open spaces (park, nature), and also use free training devices, installed in public spaces. 20% of the respondents prefer formal/organized space (fitness-club, section, pool) (figure 11).

TABLE 11. WHERE DO YOU USUALLY EXERCISE? (2017)



Source: Research in the Fields of Problems and Development of Sports in Georgia, ARC. 2017

The presented public opinion surveys show that the level of involvement in physical activity and sports is low. During the 4-year period (2013-2017), the low physical activity rate is almost

unchanged. It should be noted that 53% of respondents do not participate in sports at age 18 from 34, the rate of physical passivity of respondents increases with the age of respondents.

Analysis of the survey data showed that the main obstacle to restraint from the sports exercise is the lack of interest of free time. The high cost of sports service and lack of sports infrastructure have been a challenge for only a small part of respondents - about 10%.

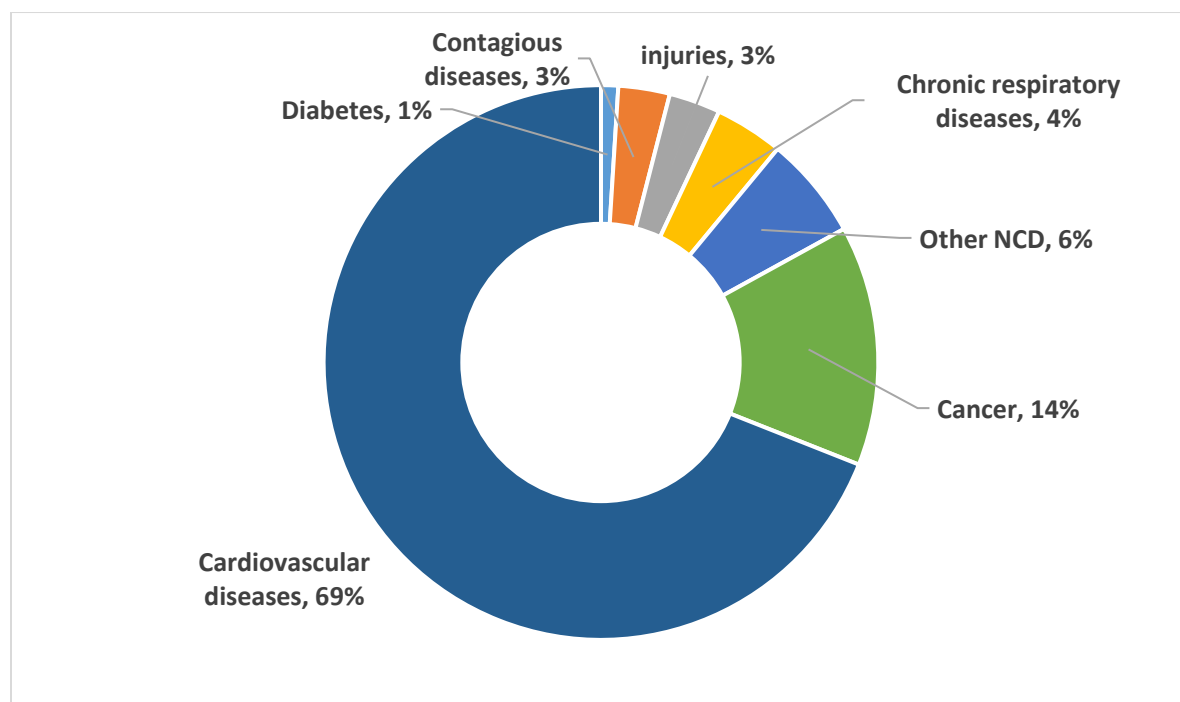
Research results show that respondents, who regularly participate in sports, exercise at home or in open spaces (park, nature) also use the training devices installed in streets. The main reason for the majority of respondents involved in physical and sports activities is to strengthen the health and look after the appearance

Georgia is not the only country where the physical passivity of the population is a challenge. As it was mentioned above, this is the case for the EU countries as well.

3.5 BASIC SCENARIO

Most of the burden of diseases in Georgia come from non-contagious diseases which have a significant impact on life's most productive years. According to WHO data for 2014, 94% of the proportionate mortality rate (total death rate, all age, both gender) is caused by non-contagious diseases, 69% related to cardiovascular diseases, 14% - cancer, 1% - diabetes and 4% - chronic respiratory diseases.

FIGURE 12. PROPORTIONAL MORTALITY (TOTAL DEATH RATE, ALL AGE, BOTH GENDERS)



Source; World Health Organization – Noncommunicable Diseases (NCD) Country Profiles, 2014

Causes of major non-contagious diseases (cardiovascular, oncological, chronic respiratory diseases and diabetes) are characterized by common risk factors: excessive use of tobacco and alcohol, unhealthy nutrition, insufficient physical activity, etc. The National Centre for Disease Control and Public Health (Disease Control Centre) reports that in 2016 main risk factors for mortality and disability in Georgia (according to importance) are: 1. High blood pressure; 2. Food; 3. Tobacco consumption; 4. Excess weight; 5. Air pollution; 6. High level of cholesterol; 7. High level of glucose; 8. Alcohol/drug use; 9. Kidney diseases; 10. insufficient nutrition.

The problem of overweight and obesity¹² in the population of Georgia over 18 years is characterized by an increasing tendency. Table 9 combines the results of the research conducted by the World Health Organization and the Disease Control Centre and shows that the obesity rate has increased significantly over the last 10 years and today the problem concerns about one-third of the population. Such tendency is also associated with the problem of obesity (Table 10). The obesity is a problem for 65% of the population according to 2016 data. These problems have a significant impact on the spread of various non-contagious diseases and are largely resulted from low physical activity.

TABLE 9. % OF OBESITY PREVALENCE RATE IN GEORGIA, ACCORDING TO WHO DATA

Years	Age category	Obesity prevalence (%)		
		Male	Female	Both genders
2008	20+	16	27	22
2010	18+	15	22	19
2014	18+	18	24	22
2016 ¹³	18-69	30	36	33

Source: Prevalence of obesity - intercountry comparable estimate by country, WHO, NCDC STEPS

TABLE 10. % OF OBESITY PREVALENCE RATE IN GEORGIA, ACCORDING TO WHO DATA

Years	Age category	Obesity prevalence (%)		
		Male	Female	Both genders
2008	20+	51	55	53

¹² [The World Health Organization has established the definition of obesity and excess weight. Specifically, excess weight is higher in the BMI 25 than the BMI 25 and the same indicator is 30 times the same. Body Mass Index is the weight of the human body with its height square \(kg/m²\)](#)

¹³ STEPS Population Survey of the Risk Factors of Non-Contagious Diseases, 2016. NCDC.ge

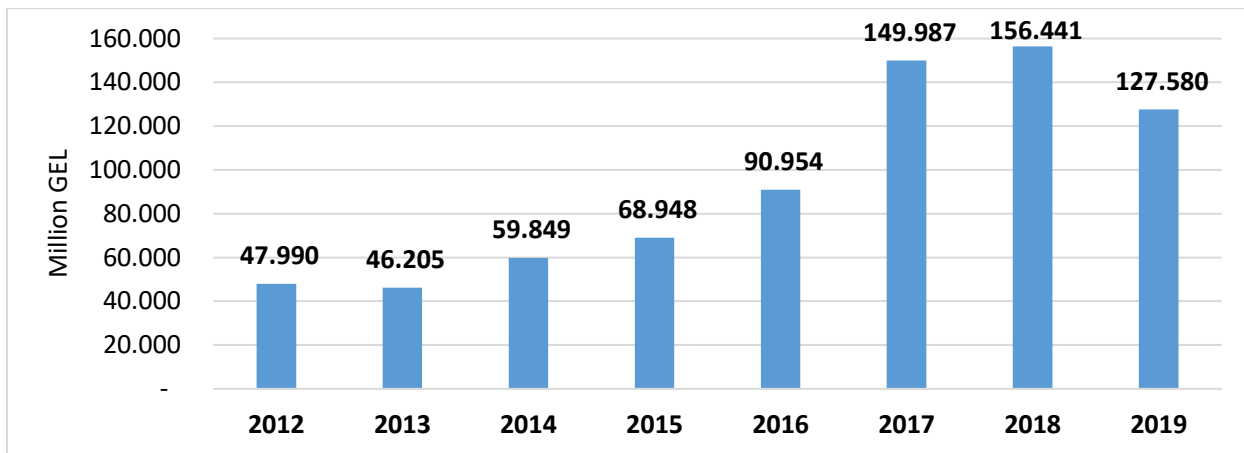
2010	18+	53	57	55
2014	18+	54	59	58
2016 ¹⁴	18-69	66	64	65

Source: Prevalence of overweight - country specific estimate by country, WHO, NCDC STEPS

State expenditures in the sports sector

Over the past eight years, state spending on sports has increased significantly - an average of 13% per year. According to the data of 2019, the expenses decreased slightly to about \$ 128 million compared to the previous year and amounted about 128 million GEL. However, most of these expenses are directed to the development of high achievement sports.

TABLE 13. STATE EXPENDITURE IN SPORTS SECTOR, 2012-2019

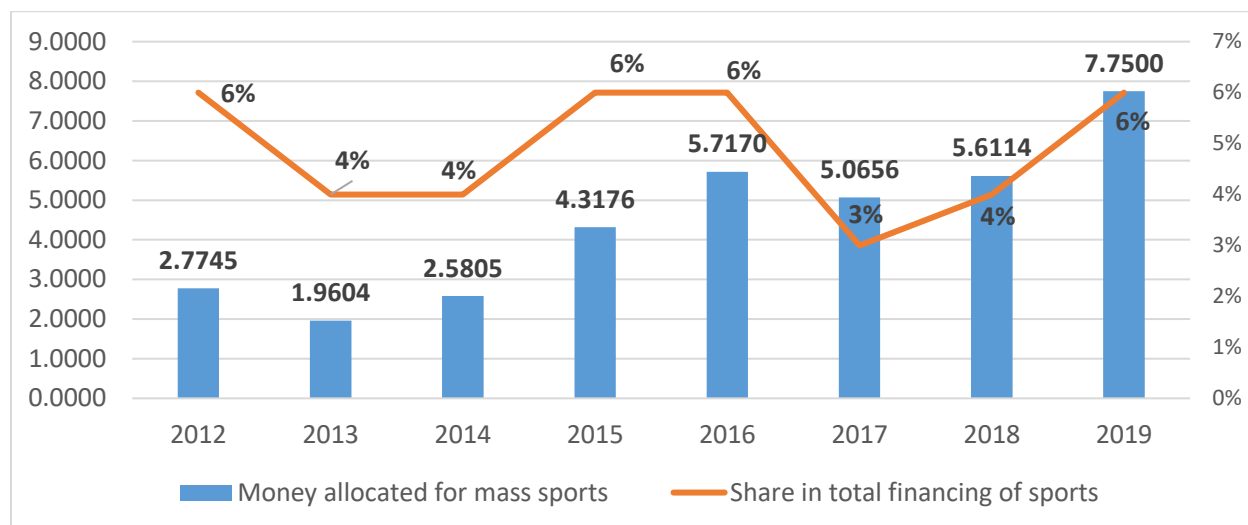


Source: Ministry of Finances of Georgia

At the same time, state funding for mass sports was also significantly increased - average by 16% per year. However, the amounts allocated for mass sport are average 5% of the state budget allocated for sports. By 2019, the expenditures allocated for the mass sports exceeded 7 million GEL. In addition, the fluctuation of the funds allocated for mass sports demonstrates that these expenditures are not implemented in order to achieve structurally united goals.

¹⁴ STEPS Population Survey of the Risk Factors of Non-Contagious Diseases, 2016. NCDC.ge

FIGURE 14. FUNDS ALLOCATED FOR MASS SPORTS AND THEIR SHARE IN STATE FINANCING OF SPORT



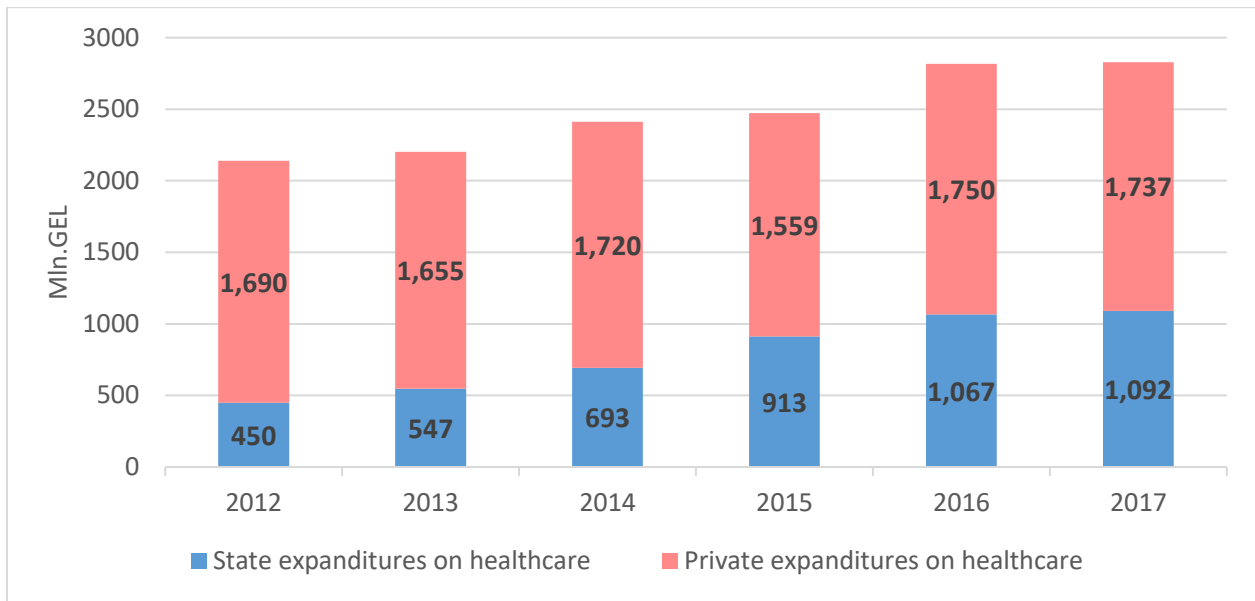
Source: Ministry of Finances of Georgia

Local municipalities are also financing various activities for the development of mass sports. However, accurate recording of these funds requires long-term research according to all municipalities. The analysis was made based on the expenses of selected municipalities across the country, presented in Annex 1. This analysis shows that the trend of mass sports financing is similar in central and local governments.

Health care field

Health care expenditures in Georgia over the past five years has grown at an average 5.7% per year, which is quite high. It is noteworthy that private health expenditures in the same period grew by only 0.6%, while the state spending on average 19.4% per year. It is also interesting that in the private health care spending, the payments from the pockets of the population grew by 15% on average, while private insurance costs decreased by 0.4%. Figure 15 describes these dynamics of health care costs. It is noteworthy that in 2017 the treatment of non-contagious diseases is approximately 590 mln. GEL has been spent, which is 54% of the general health expenditures.

FIGURE 15. GENERAL DYNAMICS OF HEALTH CARE COSTS 2012-2017 (MLN. GEL)

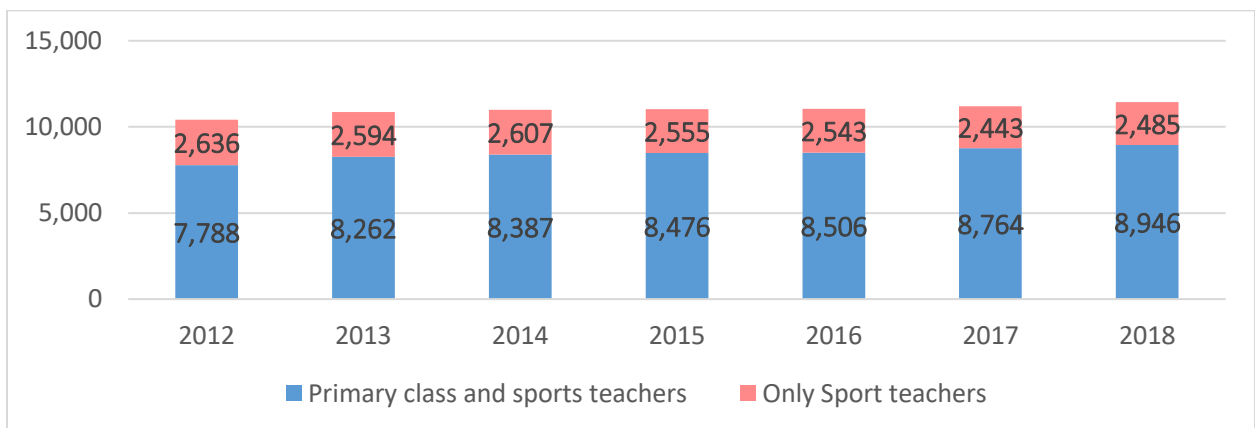


Source: National Health Reports

Education

In these chapters, there was discussed that one of the most important challenges in promoting physical activity and sports, is a number of teachers and their qualification. The figure below (figure 16) summarizes the number of sports teachers in schools. This data shows that most of the teachers teach in elementary classes and are obliged to do the sports lessons. On the other hand, approximately 2,485 teachers (according to data of 2018) do only sports lessons. The data show that the number of pupils per one sports teacher is relatively low in primary classes (about 24 pupils per teacher), while in higher grades this number is significantly growing (about 145 pupils per teacher).

FIGURE 16. SUMMARIZE THE NUMBER OF SPORTS TEACHERS



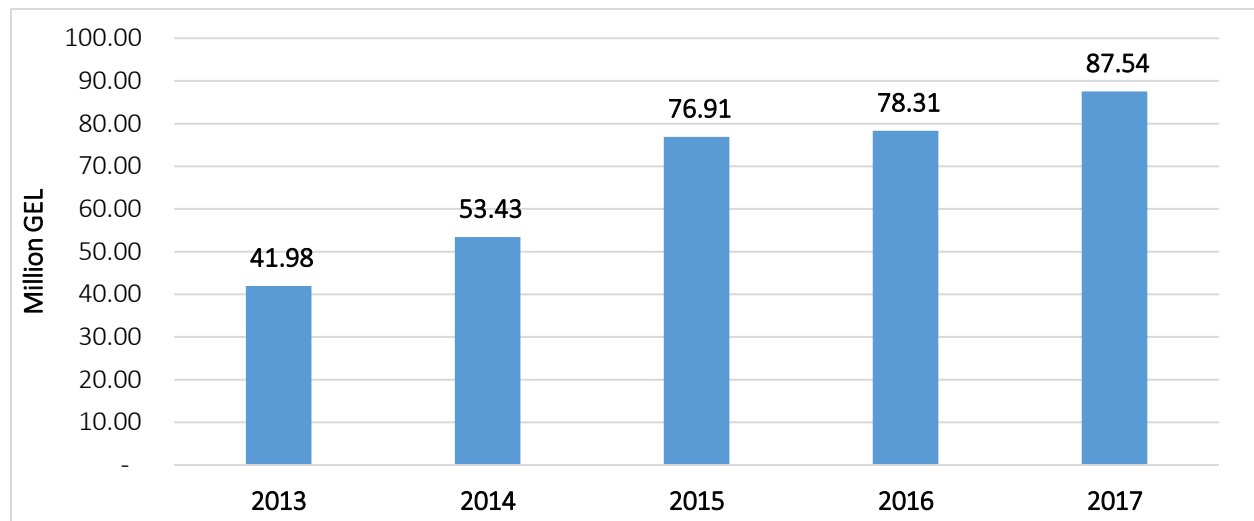
Source: Ministry of Education, Science and Sport of Georgia

The group working on the Regulatory Impact Assessment (RIA) has not obtained the information on the exact number of the specialized sports teachers. Accordingly, on the basis of the consultations with the interested parties and existing practice, in the next part of the report we assume that the teachers providing only sports lessons have a certificate that proves their higher or vocational sport education.

Sports industry

There is currently no detailed survey of the sport industry development in Georgia. Consequently, this regulation impact assessment is based on general business statistics for evaluating trends in sports industry. The turnover of businesses related to sports activities in 2013-2017 was quite impressive - an average of 20% per year and reached about 88 million GEL. However, it is noteworthy that the share of this sector is totally negligible in business turnover in Georgia (0.1%).

TABLE 17. ECONOMIC ACTIVITIES RELATED TO SPORTS ACTIVITIES (MLN. GEL)



Source: National Statistics Office of Georgia

4. THE GOALS OF THE REFORM

The main goal of the reform was to establish after meeting with the stakeholders and studying the problem:

Social health condition shall be improved by reducing non-contagious diseases.

To achieve this goal, it is important to prevent the non-contagious diseases by increasing the involvement of the population in physical activity, which leads to further sub-goals:

1. Increase in physical activity and involvement in mass sport of the population;
2. Ensuring environmental support for physical activity of the population;
3. Decrease of non-contagious diseases in different groups of population.

These goals also include sub-goals and relevant indicators given in the table.

TABLE 11. GOALS OF THE REFORM

Goal	Indicator	Responsible authority	The term of accomplishment of the goal
1. Increase of the population's involvement in physical activity and mass sports			
1.1. Increase of the physical activity of the population of 5-17 years (involvement in mass sport)	The level of involvement of this age group in mass sport (%)	Ministry of Education, Science, Culture and Sport of Georgia;	XX
	Share of the participants (at the age of 5-17) in the sports section / club in the total age category (%)		
	Share of the schools which conduct the physical activity hours accordingly as envisaged in the National Curriculum (%)		
	Share of schools which offer the pupils extra curriculum sports services on their base (%)		
1.2. Ensuring quality process of teaching in physical education and sports	Number of qualified sports teachers (%)	Ministry of Education, Science, Culture and Sport of Georgia;	XX
	Level of student satisfaction (%)		
1.3. increase of the physical activity (involvement in mass sports) in the population between 18-64	The share of the participants of this age group performing the WHO recommendations (%)	Ministry of Education, Science, Culture and Sport of Georgia; Ministry of IDPs from the Occupied Territories, Ministry of Labour, Health Care and Social Security	XX
	The level of involvement of the population in physical activity / mass sport in this age group (%)		
1.4. Increase of the physical activity (involvement in	The share of the participants of this age group performing the WHO recommendations (%)	Ministry of Education, Science, Culture and Sport of Georgia; Ministry of	XX

mass sport) of people aged 65 +	population in physical activity / mass sport in this age group (%)	IDPs from the Occupied Territories, Ministry of Labour, Health Care and Social Security	
1.5. Ensuring inclusion of massive sports	Level of involvement of persons with disabilities in mass sport (%) Share of persons with disabilities registered in sports clubs / sections (%)	Ministry of Education, Science, Culture and Sport of Georgia; Local self-governments	XX
2. Ensuring the environment for facilitating the physical activity of the population			
2.1 Rehabilitation of sports infrastructure in the schools and creation of new ones.	Number of Schools ensuring the proper infrastructure (%) Share of schools with the full-time physical activity hours (%) envisaged by the National Curriculum	Ministry of Education, Science, Culture and Sport of Georgia; Ministry of Infrastructure and Regional Development	XX
2.2. Ensure access to appropriate infrastructure for involvement of the population in the physical activity	Presence of the proper action plan for ensuring the population with the infrastructure Action plan performance level The presence of programs involving in the mass sport at the central and municipal level	Ministry of Infrastructure and Regional Development Local municipalities	XX
2.3 Increase the population awareness on the influence of the regular physical activity and the involvement in the mass sports on health	The share of informed citizens by the age categories (%)	Ministry of Education, Science, Culture and Sport of Georgia; Local municipalities	XX
2.4 Ensuring coordinated state efforts towards the	Existence of formalized action plan for development of physical	Ministry of Education, Science,	XX

<p>growth of physical activity (involvement in mass sport) at the central and local level</p>	<p>activity / mass sport at the central and local level.</p> <p>Level of implementation of action plans</p> <p>The share of the assignments (%) allocated for mass sport in the state and local self-government allocations on sport development</p>	<p>Culture and Sport of Georgia;</p> <p>Local municipalities</p>	
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3. Decrease non-contagious diseases in different groups of population

<p>3.1. Decrease non-contagious diseases in different age groups</p>	<p>Non-contagious disease spread indicator according to the age groups</p>	<p>Ministry of Education, Science, Culture and Sport of Georgia; Ministry of IDPs from the Occupied Territories, Ministry of Labour, Health Care and Social Security;</p> <p>Disease Control National Centre</p>	<p>XX</p>
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5. Description of alternatives

POLICY ALTERNATIVES (SCENARIOS)

Two alternatives of reform implementation have been defined after meeting with the stakeholders and studying the problems:

- **Scenario 0 (Basic scenario)** - Existing policy will be maintained as well as the tendencies related to it, current Law on Sports will be maintained in force;
- **Scenario 1** - The draft law on Physical Education and Sports enters into the legal force.

Alternative 0 (basic scenario)

"Alternative 0" provides maintenance of the existing situation and policy and excludes any type of intervention (interference). The approach and policy of the central and self-governing authorities remain unchanged in this situation, as well as the current edition of "Law on Sport" remains unchanged. In these conditions the physical activity of the population, mass sports and public health trends are maintained.

The current Law on Sport, in the part of physical education and mass sports, defines the authority of the Ministry and the self-governing bodies responsible for sports, aspects of management and financing of the field, as well as development of sports material-technical base and other issues.

The goal of the Law on Sports is to enhance the nation, strengthen the citizens' health, prolong the lives of people, form the spiritually and physically harmoniously developed person (Article 1, "Law on Sport").

The following main provisions of the Law on Sport are important in regard to the elimination of the problem of the population's physical activity and involvement in mass sports.:

- The state ensures the right of the citizens on exercising and activity in sports;
- The state creates the necessary conditions for the participation of the population in the villages, especially the attention is paid to high mountainous regions;
- Sport schools, clubs, sections and other extra curriculum facilities shall attract the young people and involve them in sports-recreational studies;
- With the expansion of sports material-technical base, with adequate financing, material encouragement of athletes and field specialists the state facilitates sports development;
- The state provides adequate assistance and benefits to pensioners, orphans, poor families and persons with disabilities acting in the field of sports;
- Sports-recreational activities for persons with disabilities and construction of appropriate sports bases will be financed from state and local self-government budgets;

- Ministry responsible for sports and local self-government authorities **are obliged** to ensure the creation and operation of extra curriculum school recreational and sports facilities;
- Funds allocated for sport development are reflected in a **separate article** in the state and local budgets;
- Local self-governing authorities are managing the issues related to the field of sports in the municipalities (except those issues, which are under competence of other governmental bodies), in Abkhazia and Adjara autonomous republics - relevant government agencies

It is noteworthy that the current law regulates **a wide range of issues related to the mass sports system**, including physical education and sport - in early, pre-school facilities; In labour employment locations, executive authorities and penitential facilities (chapter IV. Mass sports. Law on Sports). The law determines that **duration of physical training and sports training in educational institutions should be at least 4 hours a week** (Article 12, Law on Sports). Also, the law establishes that **pedagogical, training-training and recreational work in the field of sports** only gives citizens of special education and persons with a diploma of accredited education (Article 25, Law on Sport).

It is noteworthy that the law defines the rights and obligations of health organizations and institutions to use sport as a means of physical rehabilitation and disease prevention (Article 17, "Law on Sports").

“Alternative 0” same as „Status quo” in maintenance conditions:

- ✓ The current legislative framework that remains largely unchanged is the declaration of universal goals and is focused on determining the fundamental rights and obligations of the subjects involved in the field;
- ✓ Environmental conditions that support and hinder the physical activity of the population are unchanged:
 - The current approach to the formation and implementation of sport policy is maintained in which the central and local self-government authorities (based on the information we have obtained) do not have the formal (approved) plan / program for the physical activity of the population and the development of mass sport; Besides, the appropriations allocated to massive sports budgets will be unchanged, which represent very small part of the total funding of sports;
 - Effectiveness and efficiency of programs and approaches established for the development of mass sport in public institutions are also maintained challenging;

- Very high indicator of physical passivity of the population, which has remained almost unchanged for the past four years and represents an important challenge (about 67% of respondents are not trained during the past year) is also maintained;
- The attitudes of persons who are not regularly engaged in sports and / or their physical activity do not meet the recommended norms set by the WHO are maintained;
- ✓ Weekly 4-hour standard set by the law for the physical education and sport lessons in general education institutions are not yet implemented;
- ✓ Challenges related to physical education and sports lessons in general education institutions are maintained: insufficient number of qualified teachers, inadequate or faulty sports infrastructure;
- ✓ The share of the number of pupils registered for extra curriculum sports clubs (currently only 20% of pupils are registered in sports clubs) is maintained;
- ✓ The trends in the spread of non-contagious diseases are maintained in different age group of population.

Alternative 1 – Georgian draft law on “Physical Education and Sport” will be put in force

Implementation of the Alternative 1 considers enactment of Georgian draft law on Physical Education and Sport. Law on Sport that was adopted in 1996 and is in force at the moment will be abolished after enactment of above mentioned draft law.

Considering the explanatory note of a draft law, the law is aimed at reacting to challenges that exist in the field of physical education and sport, such as mass sport, sport education and provision of personnel, cooperation with sport organizations, development of sport infrastructure and its management.

The aim of the draft law is making of population healthier, formation of a person who is mentally and physically developed and ensuring availability of a sport (article 2). The document specifies general principles of formation and implementation of state policy in the field of sport and physical education and main function and duties of legal entities of public and private law involved in this field.

The draft law establishes the following in the field of principles of formation and implementation of state policy of physical education and sport (incomplete list):

- **Sport organizations are obliged to** ensure fulfillment of requirements of a action plan of a state sport policy within their competence (article 5);
- The Ministry that is responsible for sport will ensure **recognition and funding of sport organizations** and will specify the criteria that are required for funding (article 6);
- For the purpose of implementation of sport state policy **sport federations will cooperate with the state within the concluded agreement** and get target funding from the state budget (article 10);
- The Ministry that is responsible for sport is responsible for running of **sport statistics** and updating it on a permanent basis (article 6);

After implementation of the 1st alternative the national sport federation will have following rights and obligations:

- Ensure permanent **re-training and improvement of qualification of** coaches, referees and other employees;
- **Development of massive character** of types of sport, establishing of sport clubs and other organizations related to sport activities and promotion of their functioning;
- Making, approval and monitoring of implementation of **multi-year programs of development**. The draft law specifies that the federation shall submit a report of fulfillment of such programs to the Ministry several times a year that is responsible for sport. The draft law specifies that the programs shall show the information about the target benchmarks and relevant measures. Requirements to the program (form, structure, content) are established by the Ministry.

Definition of used terms is provided in the 1st alternative compared to the existing law, including these ones: “Sport”, “Mass Sport”, “Physical Education”, “School Sport”, “University Sport”, “Sport of Disabled People”.

New interventions are provided in the 1st alternative in the field of physical education and mass sport. Namely, by enacting the draft law (main directives):

- It is compulsory to establish at least 3 hours for regular physical activities at pre-school educational institutions; The law specifies that a teacher with a special qualification shall conduct physical exercises (article 25);
- Institutions of higher and vocational education shall be obliged to ensure active involvement of students in sport activities and conducting of sport competitions despite of profile of the institution and proprietary rights. The law specifies that a relevant sport organization is responsible for development of university sport in Georgia (article 27);
- Measures for inclusion of disabled people in sport activities and creation of adapted environment shall be separately provided in action plan of a state policy of sport;

- The state bears a responsibility for support of para-olympic (Disabled), Olympic games for the deaf and blinds and special Olympic games (people with mental retardation) and special funds will be assigned from the budget for this purpose;
- Right for pedagogical activities in the field of physical education and sport is given only to those people who have some documents that proves higher and/or vocational sport education and have undergone a special program for preparation of teachers (article 31);
- Every municipality is obliged to arrange, develop and/or carry out rehabilitation works every year on sport facilities that are located within their territories by funds assigned for them from a state budget (article 45);
- It is prohibited to construct or reconstruct pre-school and general educational institutions without consideration of sport facilities;
- The Ministry is obliged to ensure monitoring of purposeful usage of sport facilities that are in the state ownership (or by state funding);
- Objective of a state policy of a sport is being developed that ensures relevant conditions for gender equality in sport and observance of a balance. Sport federations are obliged to ensure equal accessibility of sport in an environment that is free from gender and any other discrimination. It shall be mentioned that a new function is added to a competence of the ministry that is responsible for sport – “promotion of women sports”.
- The state takes an obligation of ensuring an availability of service of sport facilities for children of pre-school age.
- A person is given a right of carrying out of coaching activities who has a relevant document that proves a relevant higher and/or vocational education, certificate that proves re-training and/or a license issued by a relevant sport authority (article 31);
- A relevant sport federation is responsible for development of school sport that shall conduct national school competitions (article 26);

Like the existing law the proposed “Alternative 1” considers allocation of 4 hours per week for physical education and sport lessons at institutions of general education. Also, the draft law considers state obligation of allocation of budget funding annually for development of physical education and sport (article 46);

Potential risks related to alternative 1:

- If a compulsory character of teacher retraining program and higher and/or vocational sport education is applied to teachers who are employed at schools, it may cause stopping of educational process at some schools. Besides, a compulsory character

of a re-training program causes additional expenses both for the state and for existing and potential teachers (teachers and those people who want to be teachers, who don't live near the vocational or higher educational institutions, will have to make additional expenses for accommodation, transportation and meals during the training period);

- It will be required to create relevant standards and monitoring of its implementation for arrangement of compulsory sport infrastructure of new schools.
- No lesson process and hourly network exists at the level of pre-school education. It will be impossible to control proposed compulsory hourly load;
- Obligation of inclusion of students in higher and professional sport competitions can be considered as an intervention into academic freedom, which restricts autonomy of educational institutions. This obligation creates risks for such specialized institutions of higher and vocational education that don't have a large university infrastructure;
- Enforcement of the proposed draft might not have impact on increasing the level of physical activity and involvement of people of various age groups in the mass sports, supposedly because the draft law highlights only the school pupils and students' involvement in sports.

6. ANALYSIS OF ALTERNATIVES

6.1 QUALITATIVE ASSESSMENT

TABLE 12. ASSESSMENT OF QUALITATIVE IMPACT

IMPACT	1 ST ALTERNATIVE
Administrative	<p>Implementation of the 1st alternative will have an important administrative impact on several sectors: (i) at all levels of education, (ii) sport business and (iii) local self-governments;</p> <p>Impact of implementation of alternative on relevant sectors:</p> <p>Educational sector</p> <p>Obligation of 3 hour load at pre-school educational institutions will cause a need for existence of a lesson process in order to implement the regulation and carry out its monitoring. Besides, It will be required to retrain teachers and create lesson plans of pre-school institutions and educational programs that shall be carried out within these hours.</p> <p>Existence of relevant number of programs of teacher re-training for secondary schools will be required. It will be required to work out and approve sport infrastructure standards at schools for fulfillment of obligations related with sport infrastructure.</p> <p>It is expected that fulfillment of obligation of inclusion of students of higher and vocational educational institutions will not change the existing situation significantly. Though, it may be difficult to carry out this norm at private specialized institutions of higher and vocational education (that have relatively small programs), which will create additional administrative expenses for these educational institutions.</p> <p>Sport business:</p>

	<p>Proposed alternative may cause an additional administrative burden to sport business, which will be related with compulsory certification of coaches. It will be required to prepare relevant certification program for fulfillment of this regulation. Besides, it's required to make a decision in respect to recognition of international certificates.</p> <p>Local self-governance:</p> <p>Compulsory annual investment offered as an alternative requires additional control over allocated resources to be spent economically, productively and efficiently.</p>
Legislative	<p>The alternative considers legislative definition of terminology that is used in the sport, which is considered as a positive impact on development of this field.</p> <p>As a result of this alternative the institutions of early and pre-school education will be obliged to allocate 3 hours a week for regular physical activities. <u>Impact of this regulation can't be assessed</u>, as in international literature there is no proof of the scale of positive impact of regular physical education on health of children of pre-school age. It hinders developing of international standards in this field (see global recommendation of World Health Organization on useful physical activities, 2010). Besides, the alternative doesn't explain what is meant under the regular physical activity. In other cases children are occupied with physical activities at these institutions.</p> <p>Proposal about conducting of lessons of physical education and sport at the institutions of general education at least 4 hour per week can't be considered as innovation as it fully coincides with an existing law. Besides the consultations with the interested parties have shown that this regulation is considered by an existing law as well but is not implemented due to two reasons; (i) majority of schools have no enough resources (infrastructure, teachers and number of free lesson hours) in order to conduct sport lessons at least 4 hours per week; (ii) National educational plan specifies the number of sport lessons as 3 hours per week, which is preferred by majority of schools¹⁵.</p> <p>Employment of qualified people in the field of sport <u>will have a positive impact on</u> development of mass sport, which is considered by proposed alternative. Though, alternative shall consider a relevant terms with indication of deadlines and resources. Besides, various aspects of inspection of a qualification/certification shall be considered, such as aspects of recognition of international certificates, issue of a self-regulation etc.</p>

¹⁵ for details see the chapter of specifying of problems

Proposal of alternative in the field of **University sport** will have a positive impact on increase of inclusion of students. Though, this regulation may be applied only to institutions of higher education established by the state. According to one of the regulations institutions of higher education decide themselves how to ensure inclusion of students in sport activities (conducting of university sport competitions and participation of students in national and international student events, including student sport university competitions).

As for institutions of private higher education, it isn't expedient to oblige them considering their abilities (If the state adopts this law, it shall allocate financial resources, which isn't expedient in case of private educational institutions). As for institutions of vocational education, generally they have short-term educational programs (3-6 months of duration), they may have a little infrastructure, which makes implementation of this alternative impossible.

Alternative has no impact and changes nothing in increase of inclusion of prisoners and convicted people in sport activities who are in penitential institutions and employees of law-enforcement bodies (the change considers only their inclusion in professional sport).

Pre-school education

Implementation of an alternative will have a big impact on educational system of early and pre-school institutions; it will have an impact on institutional frame and human resources of a public authority.

Specifying a time allocated for physical activities at early and pre-school educational institutions – 3 hours a week, will cause a change of pre-school educational plan and appearing of hourly network. These changes completely change approaches that exist in the early and pre-school education, which will be followed by moving of education to a lesson system.

Besides, implementation of an alternative will have an impact on institutional frame of a public authority. Namely, monitoring/control of an hourly network specified by a law requires allocation of additional resources (human/technical) and/or increase of load on existing resources.

According to draft law a teacher with special qualifications shall conduct physical exercises that have a relevant qualification in the field of physical education. It requires re-training of teachers or adding of professional education specialist personnel, which is related with expenses.

Educational sector

Appearing of additional requirements will cause changes in N487 standard about approval of professional standards of teachers in #97/N training module of professional development of teachers of the Minister of Education, Science, Culture and Sport of Georgia, in BA degree standards, in order to integrate all obligations in an educational program.

General education

Implementation of an alternative may have a significant negative impact on a lesson process of a physical education and sport in a general educational system. Successful implementation of an alternative requires detailed investigation and planning of sport infrastructure at schools, creation and development of technical and material base for re-training of exiting teachers. It is associated with high expenses for the state.

Hourly distribution of lesson process of physical education and sport at schools isn't changed after approval of a draft law. Though it contradicts with an hourly load considered by national educational plan. Following is anticipated: (i) continuation of practice of failure of implementation of a regulation considered by law, or (ii) change of national educational plan and making of relevant investments for development of school infrastructure and attraction of teachers.

Generally, lesson of physical education and sport is held jointly for several classes at institutions of general education due to lack of relevant infrastructure (sport hall, field). It is an especially big challenge for schools with big number of pupils (with 4 and more parallel classes)¹⁶. It will be required to arrange a sport infrastructure so that it is possible to allocate 4 hours for sport lessons a week in all classes. Besides, number of teachers of physical education shall increase. Approximately¹⁷ 11,169 teachers teach sport at public and private schools. According to calculations of teachers it will be required to add at least 3500 teachers, which is associated with additional time and financial expenses (department of national educational plans, Ministry of Education, Science, Culture and Sport).

Moreover, implementation of the alternative will cause overloading of hourly network at schools (7 or 8 lessons daily for pupils), which exceeds the maximal number of hours accepted by the national educational plan (5-6 hours). If the schools increase the number of hours, the school administration will have to offer the sufficient nutrition and recreation to the pupils (national educational plan, chapter IV, article 16. School year calendar).

Sport Teacher

¹⁶ This issue was raised at the meeting with representatives of institutions of general education (directors and administration employees, teachers of physical education and sport)

¹⁷ Ministry of Education, Science, Culture and Sport of Georgia, 2019.

	<p>Implementation of an alternative has a big impact on physical education teachers of institutions of general education and people who want to get a status of a teacher.</p> <p>After enforcement of the draft law only those people will have a right of conducting of pedagogical activities in the field of physical education and sport who (i) have a diploma of higher and/or vocational sport education; and (ii) have undergone a teacher retraining educational program. Applying of this obligation to teachers who work at the present moment will cause a crisis of a system. According to existing data 77% of teachers who work in this field do not have a document that confirms a relevant education and have not undergone teacher retaining educational program.</p>
Economical	<p>Proposed alternative may have an economical impact on (i) healthcare sector, (ii) labor sector, (iii) small and medium-sized business. Impact anticipated on the healthcare sector is reviewed in details in this chapter.</p> <ul style="list-style-type: none"> • Impact of the alternative on the labor market depends on increase of inclusion of population in physical activities and sport. Increase of inclusion will increase a productivity of work force, which will have a positive impact on the economics. Though, provisions of this law do not allow making of admission in respect to increase of involvement of population in physical activities and sport; • Expenses of small and medium-sized businesses may increase in case of implementation of an alternative. It will be mainly associated with expenses of certification of coaches working in a sport sector companies. Influence of certification of coaches over a sport business is a subject of an additional detailed study. Besides, expenses of those businesses will increase who hire coaches. Increase of these expenses will depend on a value of certification and possible increase of salary of coaches. Such expenses may increase prices of sport sections, which will have a negative impact on physical activity of population and their inclusion in sport (though this effect will also depend on the value of a certification program). Besides, administrative load will increase for those people who work in this field that will be caused by fulfillment of certification and monitoring obligation.
Social-Public healthcare	<ul style="list-style-type: none"> • Alternative has a potential for promotion of prevention <i>non-infectious diseases</i>, also reduction of alcohol and drug abuse. It may have an <i>impact</i> on reduction of state and private expenses in the healthcare system. As it is shown by an international practice¹⁸ implementation of comprehensive intervention policy is required for achievement of this impact. • Interests of different age groups of population are considered unequally by the draft law. Thus, its effect over a public healthcare can be assessed as weak.

¹⁸ [Global Action Plan on Physical Activity 2018-2030 “More active people for a healthier world”](#). World Health Organization, 2018.

	<ul style="list-style-type: none"> • In case of implementation of an alternative the priority directive of state policy includes promotion of regular participation of students of universities and institutions of general education in sport activities at a regular basis, improvement of qualification of teachers and coaches. It may have a positive impact on change of addiction to harmful habits (alcohol, tobacco); • Implementation of the alternative <u>does not have an impact</u> on promotion of inclusion of adults in sport. Analysis of data obtained as a result of studies have shown that level of physical activity of population reduces after they become 30 years old, which increases non-infectious diseases among these people, reduction of labor capacity and/or early death. • The alternative abolishes an obligation of administration to create relevant conditions for inclusion of sport and recreative events for their employees (during and after the work process) at the places of employment (enterprises, organizations etc);
Social effect	<ul style="list-style-type: none"> • Ways of inclusion of socially underprivileged people in physical and sport activities isn't considered. No authorities that are responsible for assistance in inclusion of various groups is considered (including of disabled people – assessment of an impact is provided in this chapter). • Compared to the existing law, this alternative does not include an obligation of creation of conditions for involvement of rural population and especially population that lives in high mountainous regions in sport activities. It may have an impact on <u>formation and implementation of a state policy</u>.
Environmental effect	<p>Weak or moderate impact</p> <p>General character of provisions of a law makes it difficult to assess influence of a law on the environment. Presumably, implementation of an alternative <u>will increase an influence over an environment</u>. Influence will be caused by following provisions of the law on sport and physical education:</p> <ul style="list-style-type: none"> • “Development of sport tourism” is included in a state program. Sport tourism is linked with creation of new or other types of routes and infrastructure in a nature. Thus, development of sport tourism will have an influence over a nature. <p>Development of sport tourism includes increase of number of international visitors (amateur and professional sportsmen, tourists) through offers desired by them, i.e: attendance at sport competitions, participation in sport events (extreme sport, skiing, canoeing etc). It increases influence over the environment in such aspects as air pollution caused by transportation, noise, pollution of a territory etc. It's important to assess influence over ecosystem according to specific cases.</p>

	<p>Development of sport tourism may have a positive impact, which is associated with using of ecological transport in urban areas of the city (bicycle, rollers etc) and abolishing of movement by means of vehicles. Besides, development of sport tourism may increase demand on various eco-system services that will promote retaining of ecological condition of environment.</p> <ul style="list-style-type: none"> • „All municipalities are obliged to arrange, develop and/or implement rehabilitation works on sport facilities that are within their territories, which is financed from total funds assigned from state budget”. Construction and rehabilitation of sport facilities is related with using of natural resources. Impact of construction of new facilities over an environment is big and it also includes using of water, gas and electricity resources in the future. On the other hand, rehabilitation of out-of-date sport infrastructure may promote reduction of a negative impact on an environment, which can be assessed as a positive event. • „Technical regulations and/or international standards shall be considered during the process of design, construction and reconstruction of sport infrastructure”. For the purpose of reduction of impact over environment it is possible to consider such standards that will promote construction of a facility and reduction of negative impact over environment during the management process and saving of natural resources. It shall be noted that it will be required to create statutory acts and/or making of amendments to existing legislation.
<p>Public finances</p>	<p>Increase of state expenses is anticipated during implementation of an alternative. Need of allocation of additional resources is high in the educational sector, which is associated with the expenses of retraining of teachers. Detailed assessment of these expenses is provided in quantitative analysis. Retraining of teachers who conduct not only sport lessons (teachers who aren't sport specialists) during 10 years will cost approximately GEL 5,365 mln according to present values. If inclusion of teachers of primary classes becomes compulsory, who have sport lessons in their classes (non-professional teachers of primary classes), value of retraining process will be 25 million GEL during 10 years according to present values.</p> <p>It will be necessary to improve infrastructure at schools or creation of a new infrastructure. Based on quantitative analysis these expenses were estimated as equal to 444 million GEL during g 10 years;</p> <p>Increase of involvement of population in physical activities and sport has positive effects on state funds as well. Inclusion of population in physical activities will reduce state expenses of public healthcare. Quantitative analysis shows that it is possible to save up to 67 million GEL during 10 years through increase of physical activities of population. Potential of saving of these expenses appears only in case of increase of inclusion of population in physical activities or sport, which in our opinion isn't anticipated from the existing alternative.</p>

<p>Gender</p>	<p>Implementation of an alternative will have a <u>weak impact</u> on promotion of gender equality in sport. The alternative may have a <u>small positive and medium negative impact</u>.</p> <p>In case of implementation of an alternative a note will appear in the law that will create general obligations for institutions that carry out a state policy and also for sport organizations in order to ensure a gender equality and equal accessibility of a sport in an environment that is free from gender discrimination. Namely, a law on Sport and Physical Education creates a new task for a state policy – “provision of conditions required for ensuring a gender equality and balance in sport”. The law also includes an obligation of sport organizations “to ensure equal accessibility of a sport in an environment that is free from gender or any other kind of discrimination. It is anticipated that an implementation of an alternative will have a weak positive impact.</p> <p>New function is added to the list competences of the Ministry of Education, Science and Culture based on article 6 of a law on Sport and Physical education – <u>promotion of development of women’s sport</u>. This serves to promotion of inclusion of women in sport and giving a priority to this issue by the Ministry, though:</p> <ul style="list-style-type: none"> • It is said in international study that was conducted about the issues of gender equality that a main challenge of this field is a stereotype attitude. According to these stereotypes sport is reviewed from masculine point of view where focus is made on men’s physical strength and stamina. Women are reviewed as weak and tender creatures. This attitude divides sport into male and female sports where limited number of sport is considered as women’s sport, such as dancing, aerobics, tennis, synchronous swimming etc. • Based on a study that was conducted in Georgia – “Gender equality in the field of sport and physical education”¹⁹ – we can declare that a problem of gender stereotypes is urgent in Georgia. <p>It is anticipated that a note made in the law (“promotion of development of women’s sport) may have a <u>medium negative impact</u> on gender equality in sport. It will be caused by the fact that the alternative will promote deepening of stereotype attitude of people employed in the field of sport.</p>
<p>Disabled people</p>	<ul style="list-style-type: none"> • Implementation of an alternative may have a <u>small positive impact</u> on people with disabilities as the project envisages inclusion of new target groups (people with special needs and mental retardation) in sport. International studies prove that regular physical activities promote improvement of health condition of people and reduction of expenses of a healthcare system;

¹⁹ [Narional Federation of Georgia for Children and Youth Sports \(2016\)](#)

	<ul style="list-style-type: none"> • The alternative will have a <u>positive impact</u> on inclusion of groups with various special needs into sport. Namely, the law specifies that a state promotes development of para-olympic sports, sport for deaf and blind people and special sports (for persons with mental retardation). It will be implemented through allocation of budget funds. • The alternative may have an impact on <u>reduction of funds allocated</u> by self-governments for the purpose of inclusion of disabled people in sports. Compared to an existing law a responsibility of self-governments to provide special sport equipment to disabled people and their participation in competitions is removed from the alternative. • The alternative may have a <u>negative impact</u> on provision of privileges to vulnerable groups in the field of sport. Provisions that refer to state privileges are removed from the submitted draft law, namely: “State provides a relevant assistance and privileges to retired people, orphans, poor families and disabled people occupied by sport”.
<p>Sustainable Development Goals (SDG)</p>	<p>The reforms consider several goals of UN sustainable development.</p> <ul style="list-style-type: none"> • Inclusion of people in sport and physical activities will promote a prevention of <u>non-infectious diseases</u>, also reduction of using of drugs and alcohol, which is a promotion of a healthy life-style. It complies with the 3rd goal: Ensure healthy lives and promote well-being for all at all ages (objective 3.4: reduction of non-communicable diseases through prevention and treatment and promote mental health and well-being. objective 3.5: (the prevention and treatment of substance abuse, including narcotic drug abuse and harmful use of alcohol); • Reform complies with the 4th goal: Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all (Objective 4.3: Increase of number of qualified teachers). Holding of a document that confirms a relevant qualification, higher and/or vocational education or a license issued by a relevant sport organization becomes compulsory for teachers of sport and physical education of pre-school institutions, schools and institutions of a general education. It will increase a number of qualified teachers and personnel at institutions of general education. <p>Programs that are properly planned and correctly implemented by qualified teachers and coaches (which include participation of people despite of their physical abilities, ethnic origin, gender, political and other views) promote strengthening of people and their social inclusion, promotion of their rights and abilities. Reform complies with the 10th goal: "Reduce inequality within and among countries" (Objective 10.2 „ empower and promote the social,</p>

economic and political inclusion of all, irrespective of age, sex, disability, race, ethnicity, origin, religion or economic or other status)

The state shall ensure availability of relevant educational programs for interested people and ability of passage of huge number of people who want to study in order to ensure influence of alternative over 4th and 10th goals.

- **Goal 5: Achieve gender equality and empower all women and girls (sub-goal 5.5: Ensure women's full and effective participation and equal opportunities for leadership at all levels of decision-making in political, economic and public life. criteria 5.5.2: Proportion of women in managerial positions).**

One of the objectives of a reform is ensuring of conditions required for gender equality and balance. Promotion of development of women sport becomes an additional competence for the Ministry of Education, Science, Culture and Sport after enforcing of this law. As the alternative does not include specific measures for gender equality in sport, it does not solve problems of gender inequality in sport and it will not have influence over goal #5.

- The alternative includes an obligation of a municipality to arrange, develop and/or carry out rehabilitation works on sport facilities that exist within their territories. Construction of sport facilities/infrastructure in cities and other settlements promotes increase of physical activities of population. Taking into account interests of various groups of population (disabled people, women and girls, vulnerable groups) during the process of construction of sport facilities/infrastructure is in service of **goal #11 „ Make cities and human settlements inclusive, safe, resilient and sustainable** (objective 11.7 provide universal access to safe, inclusive and accessible, green and public spaces in cities and settlements). *Implementation of a reform may have a positive impact over this goal.*

6.2 QUANTITATIVE ANALYSIS EDUCATION SECTOR

Important amendment of a draft law is related with an education field. Increase of assignments of state budget is anticipated. Besides, implementation of provision of the law (compulsory certification of teachers) will increase the personal expenses of teachers. It is caused by the fact that there are only two colleges in Georgia – in Tbilisi and Kutaisi and living of teachers from various regions for two years in these cities is associated with various expenses. Alternative that was provided in the form of draft law within this RIA didn't allow making of detailed assessment considering its general character. Thus, quantitative assessments were made only in relation to expenses of a state budget and do not include other additional expenses and assessment of influence of tangible and intangible impact on persons, which would be considered in standard expense-profit or cost-efficiency analysis in other cases.

According to a draft law “a person is authorized to carry out pedagogical activities in the field of sport of physical education at the institutions of general education only in cases if he/she has a diploma that confirms higher and/or vocational sport education or has undergone an educational program of teacher retraining”. Besides “Quantity of hours allocated for sport and physical education lessons at institutions of general education is at least 4 hours a week”.

According to information provided by the Ministry of Education, Science, Culture and Sport there are 11 169 sport teachers in Georgia and only 22% of them conduct only sport lessons. In our opinion only they are sport specialists (have a relevant education). Thus, teacher retraining will cover remaining 78% - those sport teachers who have no relevant qualification. Besides, 8,946 teachers conduct sport lessons in primary classes where only 13% of them are sport specialists. Information on the exact number of specialized sports teachers which the RIA group could not obtain lead to these assumptions.

Two scenarios are assessed considering the expenses of retraining of teachers, educational program of teachers and infrastructural expenses (arrangement and rehabilitation of sport halls and fields). The first scenario included non-specialist teachers except for teachers of primary classes (905 teachers in total); The second scenario includes all non-specialist teachers (8684 teachers). Infrastructural expenses were assessed for both scenarios in the same way. According to information provided by the Ministry of Education, Science, Culture and Sport of Georgia the infrastructural expense are minimal in this assessment as it doesn't include Autonomous Republics of Adjara and Abkhazia.

Nowadays qualification of a sport specialist can be obtained after completion of 4 year BA program at State University of Sport or 2-year program of Sport College. It was presumed that teachers will choose Sport College where duration of studies is 2 years and one year fee is 1 125 GEL. The second compulsory request of a draft law is undergoing of a preparatory programs of teachers. In assessment we have presumed that sport teachers haven't undergone this program. Infrastructural expenses are included in calculations except for above mentioned expenses, such

as expenses of arrangement and rehabilitation of sport halls. Assessment of infrastructural expenses is based on information submitted by the Ministry of Education, Science, Culture and Sport and amount of cash flow was assessed for the next 10 years based on annuity method. Average annual weighted rate of 10-year annual treasury bonds in the amount of 8.429%²⁰ is used for calculation of current value of forecasted expenses for 10 year period. Relevant quantitative calculations and admissions are provided in annex 1.

²⁰ [Ministry of Finances of Georgia](#)

TABLE 13. THE PRESENT VALUE OF BUDGET APPROPRIATIONS IN EDUCATION (MLN GEL)

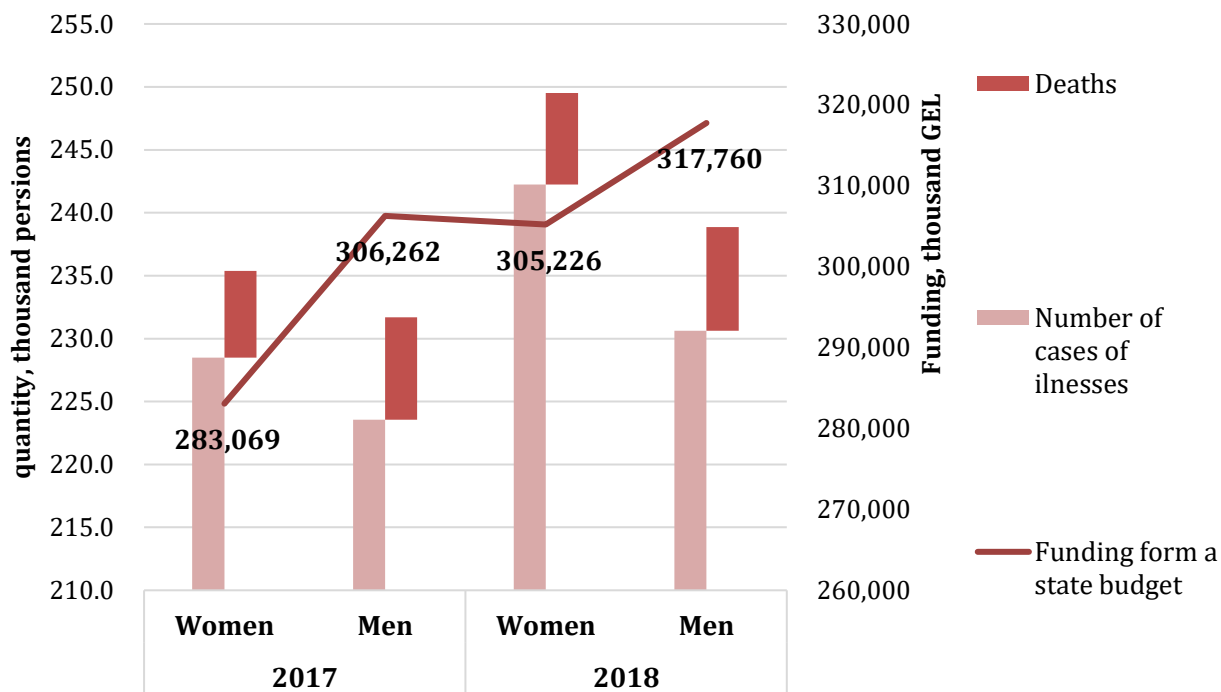
	2020	2021	2022	2023	2024	2025	2026	2027	2028	2029	2020-2029
SCENARIO 1: RE-TRAINING OF NON-SPECIALIST SPORT TEACHERS(EXCLUDING TEACHERS OF PRIMARY CLASSES)											
<i>Expenses of re-training at a college (discounted)</i>	0.10	0.19	0.18	0.16	0.15	0.14	0.13	0.12	0.11	0.05	1.33
<i>Expenses of a teacher retraining program (discounted)</i>	0.42	0.39	0.51	0.50	0.45	0.41	0.38	0.35	0.32	0.29	4.03
<i>Infrastructural expense (annuity)</i>	44.43	44.43	44.43	44.43	44.43	44.43	44.43	44.43	44.43	44.43	444.28
Total budget assignments required for education	44.96	45.01	45.11	45.09	45.02	44.98	44.94	44.90	44.86	44.78	449.64
SCENARIO 2: RE-TRAINING OF NON-SPECIALIST SPORT TEACHERS(INCLUDING TEACHERS OF PRIMARY CLASSES)											
<i>Expenses of re-training at a college (discounted)</i>	0.90	1.66	1.53	1.41	1.30	1.20	1.11	1.02	0.94	1.31	12.39
<i>Expenses of a teacher retraining program (discounted)</i>	0.42	0.39	1.94	1.79	1.65	1.52	1.40	1.29	1.19	1.09	12.69
<i>Infrastructural expense (annuity)</i>	44.43	44.43	44.43	44.43	44.43	44.43	44.43	44.43	44.43	44.43	444.28
Total budget assignments required for education	45.75	46.48	47.90	47.63	47.38	47.15	46.94	46.74	46.56	46.83	469.36

According to table 13 in case of the first scenario the **sum of current obligation of additional assignments of the state was assessed as equal to 449.6 million GEL for a subsequent 10 year period. It amounted to 469.4 million GEL according to the second scenario.** Besides, in case of the second scenario (compared to the first one) it will be required to establish additional colleges for retraining of all non-specialist teachers during 10-year period due to lack of places. Besides, no such additional expenses as costs of living of teachers in the cities due to studying there and **other additional tangible or intangible expenses are considered** in this assessment. It shall be considered that according to information provided by the Ministry of Education, Science, Culture and Sport the age of 60-70% of sport teachers are over 45 years old. **Expenses of adaptation of sport halls/fields for disabled people aren't considered in calculations.** According to information provided by the Ministry 73% of public and private schools aren't adapted for disabled people. One of the reasons is the fact that no standard exists in this respect. The law says that "the state provides special equipment to disabled people and ensures creation of adapted environment for them (including construction of specialized sport facilities). Also, according to information provided by the Ministry of Education, Science, Culture and Sport in case of **4 hours of sport and physical education lessons per week an additional remuneration of teachers will equal to 19.3 million GEL. 3 500 additional teachers will be required.**

Healthcare sector

589 million GEL and 623 million GEL is allocated from a state budget in 2017-2018 for treatment of non-communicating diseases according to information of the Ministry of Internally Displaced Person from the Occupied Territories, Labor, Health and Social Affairs of Georgia. As you see on the graph 18, despite of the fact that number of relevant diseases is higher among women, unit expenses and total state expenses is higher in case of men compared to the expenses made for women for same diseases during the both years. Graph 18 also shows that during these two years number of diseases has increased by 5% and the death caused by these diseases – by 3%

FIGURE 18. NON-COMMUNICATING DISEASES ACCORDING TO GENDER, 2017-2018



Source: National Centre for Disease Control and Public Health

Physical inactiveness is a main reason for number of diseases (major part of non-communicating diseases)²¹. Table 14 shows a state funding allocated for those five diseases that are associated with physical inactiveness together with other reasons. As we see the budget funding allocated for treatment of these five diseases during 2017-2018 years amounts to 80 and 86 million GEL. It equals to 14% of budget funding allocated for non-communicating diseases.

TABLE 14. QUANTITY OF NON-COMMUNICATING DISEASES AND STATE FUNDING (GEL) ALLOCATED FOR NON-COMMUNICATING DISEASES

	2017			2018		
	Number of cases	Number of deaths	Budget funding	Number of cases	Number of deaths	Budget funding
Ischemia disease of heart	34,971	825	54,176,241	36,272	841	56,619,862
Stroke	7,821	1,062	12,430,016	8,439	1,055	13,722,820
Diabetes of 2 nd type	1,419	46	1,688,927	1,747	58	2,003,027
Breast cancer	15,522	3	8,729,725	18,101	2	10,231,398
Colon cancer	4,671	20	3,371,237	4,564	12	3,578,805

²¹ [The economic cost of physical inactivity in Europe \(2015\). An ISCA / Cebr report](#)

Five non-communicable diseases	64,404	1,956	80,396,147	69,123	1,968	86,155,912
Other non-communicable diseases	387,643	13,067	508,935,191	403,747	13,527	536,829,696
Total non-communicable diseases	452,047	15,023	589,331,338	472,870	15,495	622,985,608

Survey of 2016²² (which we have reviewed in the part of specifying of a problem) about global economical burden of physical inactivity assesses condition of 142 countries globally (including Georgia) in respect to direct and indirect expenses related with expenses of five non-communicating diseases (Ischemia disease of heart, stroke, Diabetes of 2nd type, Breast cancer, Colon cancer). Assessments were made for 2013. Total economical expenses were divided according to direct (healthcare system expenses) and indirect (economical expenses of lost productivity) expenses. Economical cost of lost productivity was assessed according to friction cost approach and DALY²³ method. Also survey uses PAF²⁴ approaches that indicate to a share of a specific factor (in this case physical inactivity). This proportion is used in respect to assessment of expenses related to non-communicating diseases. Center of Economical and Business Research (Cebr) assessment²⁵, this factor varies from 6 to 12% according to different non-communicating diseases caused by physical inactivity, which indicates to a fact that causing of various diseases depends on different factors and share of physical inactivity factor is assessed as equal to 6%-12%.

Forecasts were made for current and future 10 year period based on this survey within the frames of assessment of regulation impact. Results of national healthcare reports are considered in assessment 26 (Considering the share of state, private and household economies in healthcare expenses for the year 2017). Average annual weighted rate of 10-year annual treasury bonds in the amount of 8.429% is used for calculation of current value of forecasted expenses for 10 year period²⁷. Relevant quantitative calculations and admissions are provided in annex 2.

²² [Ding, D., Lawson, K.D., Kolbe-Alexander, T.L., Finkelstein, E.A., Katzmarzyk, P.T., Mechelen, W., Pratt, M. \(2016\). The economic burden of physical inactivity: a global analysis of major non-communicable diseases. Lancet Physical Activity Series 2 Executive Committee.](#)

²³ [Disability-Adjusted Life Year \(DALY\)](#)

²⁴ [Population Attributable Fraction \(PAF\)](#)

²⁵ [The economic cost of physical inactivity in Europe \(2015\). An ISCA / Cebr report.](#)

²⁶ [Ministry of Internally Displaced Person from the Occupied Territories, Labor, Health and Social Affairs of Georgia](#)

²⁷ [Ministry of Finances of Georgia](#)

TABLE 15. DIRECT AND INDIRECT EXPENSES CAUSED BY NON-COMMUNICATING DISEASES CAUSED BY PHYSICAL INACTIVITY

	2013, Survey Results (International, USD)	2013, GEL (PPP convertible factor)	2019-2029, GEL
CURRENT HEALTHCARE EXPENSES CAUSED BY PHYSICAL INACTIVITY	20,250,000	16,827,750	260,408,126
<i>Direct healthcare expenses, including:</i>	<u>14,900,000</u>	<u>12,381,900</u>	<u>173,118,138</u>
<i>State expenses</i>	<i>3,204,000</i>	<i>2,662,524</i>	<i>66,823,969</i>
<i>Private expenses/third party</i>	<i>2,473,000</i>	<i>2,055,063</i>	<i>9,913,446</i>
<i>Households</i>	<i>9,223,000</i>	<i>7,664,313</i>	<i>96,380,724</i>
<i>Indirect expenses (DALY value)</i>	<u>5,350,000</u>	<u>4,445,850</u>	<u>87,289,988</u>

Assessment of direct (state, private insurance and households) and indirect expenses were made based on above mentioned survey results in respect to five non-communicating diseases caused by physical inactivity (table 14). Current value of above mentioned expenses equals to 260 million GEL during the reviewed 10-year period. Value of assignments to be issued from a state budget equals to 67 million GEL. The remaining amount was divided among the private companies and household expenses. Sum of current value of indirect expenses i.e. productivity loss equals to 87 million GEL. As we have said assessments were made in respect to five non-communicating diseases. If we consider higher number of non-communicating diseases, the figure will increase correspondingly. Avoiding of expenses is a benefit not only for finances of state and private persons but for social healthcare. It means increase of productivity of a work-force in the best situations and it is possible only in case of using of resources correctly.

7. MULTI-CRITERIA ANALYSIS

Comparison of alternatives is based on assessment of members of work group, which is based on findings made during different stages of a research and opinions of interested people. The table of comparison of alternatives serves to visualization of results of a research and helps readers to compare possible effectiveness of alternatives and aspects related to their fulfillment.

Assessment criteria are divided into two groups:

- i) Specific goals and sub-goals of a reform correspond to efficiency criteria (1, 2, 3). Total number of + and – comply with total number of sub-goals considered within a specific goal (efficiency);
- ii) Alternatives were assessed based on criteria (4,5,6) that are related with implementation of a reform („+“ and „-“ maximal total quantity 3; „0“ – it’s impossible to assess an impact considered by criteria):
 - a. „Easiness of implementation”- how easy it is for the state (considering the volume of human, technical, financial resources) to carry out an alternative, „-“ shows that successful implementation of an alternative requires additional resources;
 - b. “Reduction of potential risks” – how much each alternative promotes reduction of possible risk during the process of achievement of aims. „-“ shows that an alternative does not promote reduction of risks;
 - c. “Maximization of a potential benefit” – volume of benefit received from each group of population as a result of achievement of aim. „-“ shows that an alternative does not promote increase of volume of possible benefit .

Table 16. Comparison of alternatives through using of multi-criteria analysis

	ASSESSMENT CRITERIA	BASIC SCENARIO	SCENARIO 1
1	Efficiency 1 – Increase of involvement of population in sport and physical activities	-----	+/-----
2	Efficiency 2 – Provision of environment favorable for physical activities of population	----	+/----
3	Efficiency 3 – reduction of number of non-communicating diseases among population	-	-
4	Achievability/easiness of achievement	0	--
5	Reduction of potential risks	0	--
6	Maximization of a potential benefit	0	---

Efficiency 1 – Increase of activeness of population and their inclusion in mass sport

Efficiency of both scenarios is low in respect to increase of activeness of population and their inclusion in mass sport. In case of the 1st scenario, obligation of having a relevant qualification by teachers of sport and physical education will promote having of good quality sport and physical education lessons at schools (sub-goal 1.2). Though, its implementation is associated with important challenges and difficulties. **Small priority of the 1st scenario is that the draft law** speaks about development of sport activities of disabled people – Para-Olympics, Olympics for the blind and the deaf, special sports. Definitions made about this movement in a draft law and an obligation imposed on the state will promote development of this movement. It may have a positive impact on involvement of disabled people in sport and increase of level of their physical activity.

Efficiency 2 - Provision of environment favorable for physical activities of population

Creation of environment favorable for physical activities is well achieved in case of the 1st scenario, because after enforcement of a draft law all municipalities become obliged to arrange, develop and/or carry out rehabilitation works on sport facilities that are located on their territories (by means of funds allocated by a state budget). It may promote availability of sport facilities and recreation zone for various age groups of population. Local context and interests/needs of various age groups of local population shall be considered by the municipalities.

In case of **both scenarios** their effect on health is minimal, increase of awareness about positive impact of sport (sub-goal 2.3) and ensuring of a relevant state politics (sub-goal 2.4).

Efficiency 3 - reduction of number of non-communicating diseases among population

Impact of both scenarios of reduction of non-communicating diseases among various groups of population is minimal

Achievability/easiness of achievement

Achievability component assesses amount of human, technical and financial resources of a state required for implementation of a reform that is required for implementation of a scenario. Basis scenario isn't assessed in this case because it's a status quo and does not consider any intervention of a new type from a state. Allocation of an additional financial and human resources by the state will be required in case of implementation of the first scenario, which shall be used for creation of conditions of retraining of teachers of sport and physical education, improvement of school infrastructure and construction/rehabilitation of sport infrastructure in self-governments. The 1st scenario also requires development of institutional abilities of a state in order to carry out additional competences (i.e.: monitoring of purposeful use of sport facilities, fulfillment of hourly network established at institutions of early and pre-school education for physical education etc.)

Reduction of potential risks to minimum

Reduction of potential risks to minimum considers reduction of potential risks that may appear during achievement of goals/sub-goals. Risks associated with rehabilitation of sport

infrastructure/creation of new infrastructure at institutions of general education, re-training of sport teachers, obligations of universities (despite of proprietary rights) to ensure inclusion of students in sport competitions exist. Obligation of municipalities to ensure construction/rehabilitation of sport facilities on an annual basis also contains a risk. There is a risk of inefficient use of allocated sums.

Maximization of a potential benefit

Volume of potential benefit (level of reduction of non-communicating diseases; level of availability of sport and recreation infrastructure, raising an awareness about physical activities etc) for each group of population received after achievement of reform goals was assessed based on this criteria within the terms of the 1st scenario. Considering the fact that putting of draft law in force does not promote any aim of a reform, 1st scenario was assessed with three minuses.

Based on comparison of alternatives we can conclude that none of them promotes achievement of aims of a reform. Efficiency of these alternatives are insignificant in respect to increase of physical activity, availability of sport infrastructure and reduction of non-communicating diseases. We have assumed that ineffectiveness of alternatives is caused by the fact that impact of a draft law on development of mass sport and increase of physical activity of population was not considered during its development.

It is expedient the state to consider more comprehensive approaches of intervention for achievement of results.

8. RECOMMENDATION

According to an assessment of a group that works on the impact of regulation it's impossible to achieve growth of physical activity of population and their involvement in sport only through adoption of legislative norms/their amendment. More comprehensive approach is required. A group that works on the impact of regulation worked out main recommendations that are provided below.

Growth of physical activity of population and their inclusion in mass sport

1. Developing and implementation of a national communication plan for increase of **awareness of society and change of attitude** (according to specifics of age groups) about benefit of physical activity and exercise for health (according to recommendations of the World Health Organization).
2. Executive authority shall consider assignments related with working out/implementation of relevant programs (at a central and municipality level) and ensure close coordination between the subjects and developing of abilities of participating people.
3. Executive authority (at a central and municipality level) shall work out a formal politics considering the goals and sub-goals of a reform and specify the target indicators. Authority shall consider assignments related with working out/implementation of relevant programs (at a central and municipality level) that are required for achievement of reform goals and ensure close coordination between the subjects. Each program shall be equipped with basic and target indicators, which will be related to increase of inclusion of population in mass sport and physical activity.
4. **Executive authority shall work out and govern with united methodology for the purpose of monitoring and assessment of** inclusion of population in physical activities and sport, which will be based on regular survey of population and will serve as an indicator of fulfillment of state programs. The Ministry shall ensure conducting of relevant researches at a regular basis in this case.
5. It's important to improve coordination **between public institutions of healthcare system and institutions that are responsible for sport**. It is recommended to plan definite initiatives and programs by close cooperation of institutions, considering the tendencies of non-communicating diseases, implementation of which will promote reduction of quantity of non-communicating diseases and their prevention in a long-term period (diseases, risk of which is reduced by physical activity and sport exercises);
6. It is recommended to carry out a research of existing situation and developing of an evidence-based policy **for making a friendly environment required for physical activity and sport exercises in open public spaces (parks, recreation zones)**. Principles and approaches of a program "Global Public Spaces" developed by UN HABITAT shall be considered during working out of a policy²⁸, which is related to sport facilities, parks and recreation zones.

²⁸ ["Global Public Spaces Toolkit. From Global Principles to local policies and practices", 2015. UN-Habitat.](#)

Requirements and interests of various age groups shall be considered by an authority during creation of friendly environment for sport exercises and physical activities.

7. Central and self-government authorities shall consider developing of pedestrian and cycling networks in **a city planning and relevant urban plans**. International practice shows that a well-organized and safe environment promotes a change of attitude of population in respect of their physical activity.

Increase of inclusion of pre-school and school age population in physical activities and sport;

8. It is recommended to develop a retraining program for personnel of pre-school institutions for **inclusion of pupils at early and pre-school institutions in funny and safe physical activities** together with a national plan of implementation of this program. It is recommended to integrate retraining program into a united program of retraining of teachers;
9. The legislation shall specify that institutions of early and pre-school education ensure inclusion of children in compulsory, regular physical activities;
10. Conducting of **lessons of physical education and sport** (considering the national educational plan) at institutions of general education. It is recommended to establish needs for arrangement/development of sport infrastructure, specify financial and other resources required for conducting of works. Financial resources shall be considered during short and medium-term planning of a state budget.
11. In our opinion, legislative base of sport shall be based on national educational plan in respect to **duration of sport and physical education lessons** at institutions of general education.
12. **Standards shall be** (technical regulation) **worked out and approved** for ensuring sport infrastructure at schools that are to be constructed (i.e.: area of sport infrastructure per student). Central and local authorities shall ensure control of a standard after its approval.
13. **Program of school sport clubs shall be worked out (at a national level)** for ensuring an availability of sport for pupils and their inclusion in regular sport activities and mass sport, **which will ensure provision of out-of-school sport services for pupils**. Participation of self-governing bodies in this program shall be considered.
14. It is recommended the executive authority to develop **short-term retraining program for teachers of sport and physical education of institutions of general education and a plan for its implementation at a national level**. Retraining program shall be in service of improvement of a qualification of teachers and a quality of sport lessons. It is important that teachers of physical education and sport ensure control of lesson process (checking of a quality) considering the existing resources and studying/monitoring a level of qualification of pupils.
15. **Plan of attraction of personnel shall be developed** for hiring of teachers with special sport education. It is recommended to increase geographical availability of educational institutions, which will allow the interested people to get a relevant sport education.

16. It is recommended to establish a compulsory requirement for those people **who want to become teachers of sport and physical education** – Have a certificate that proves higher and/or vocational sport education.

Increase of inclusion of population of 18-64 years old

17. Ministry that is responsible for sport shall assist (development of abilities, provision of technical and financial support) **sport federations in implementation of regular mass sport initiatives/events** (i.e.: amateur leagues). Authorities of self-government shall consider support of mass initiatives in the process of funding of sport federations.
18. The authority shall consider **principle of autonomy of institutions of higher institutions** in case of inclusion of students in mass sports;
19. Bodies of a state authority together with sport federations and private sector shall work out and implement initiatives of **increase of physical activity of employed people and their inclusion in mass sport**.

Increase of inclusion of people 65+ ages

20. It is recommended to **establish reasons of avoiding of sport exercises by population who is over 65+**. Considering the international experience this age category faces various psychological and practical barriers. As main activity of elderly people is walking it is very important to make walking paths in case of construction of open public spaces.
21. Authority shall work out relevant services and programs **for increasing of physical activity of people who are over 64+**.

9. IMPLEMENTATION AND MONITORING

Permanent monitoring is important before starting of implementation of a reform and during its implementation process. Besides, collection of data before and after reform is necessary for subsequent assessment of an impact of a reform and making of relevant changes. Data that shall be collected is provided in table 17.

TABLE 17. DATA THAT SHALL BE COLLECTED DURING MONITORING

Indicator	Frequency
Inclusion of population in sport and physical activities	Annually
Indicator of fulfillment of recommendation of World Health Organization by population	Annually
Survey of population in respect to inclusion in sport (inclosing collection of social-economical statistics)	Annually
Number of non-communicating diseases according to group of diseases, age and gender of diseased	Annually
Companies involved in sport business (turnover, additional value, number of employees)	Annually

ANNEX 1 – PROGRAMS OF SELF-GOVERNMENT IN THE FIELD OF PHYSICAL ACTIVITY AND SPORT

SPORT AND YOUTH AFFAIRS DEPARTMENT OF THE AUTONOMOUS REPUBLIC OF ADJARA

Sport and Youth Affairs Department of the Autonomous Republic of Adjara is responsible for coordination and implementation of united policy of the Authority of the Autonomous Republic and implementation of target programs that are approved by a local government.

Department carried out 6 programs during 2015-2018. Their anticipated results and assessment indicators are related with development of professional sport. For example: 3900 sportsmen and coaches participated in events held in 36 types of sports; monetary prizes were given to 330 sportsmen and coaches; 320 participants are in teams, deserved workers of sport field get financial assistance etc. Autonomous Republic of Adjara has no formal policy in respect to increase of physical activity of population and development of mass sport.

TABLE 18. ASSIGNATIONS OF SOME SPORT PROGRAMS OF INSTITUTIONS OF SPORT AND YOUTH AFFAIRS DEPARTMENT OF MINISTRY OF EDUCATION, CULTURE AND SPORT OF GEORGIA OF AUTONOMOUS REPUBLIC OF ADJARA (ACCORDING TO YEARS, GEL)

Program code ²⁹	Name of a program	2015	2016	2017	2018
05 12 02 01	Sport events	1,264,735	1,239,227	1,351,845	1,342,889.2
05 12 02 02	Single time monetary prizes for members of Adjara teams, main and personal coaches for achieved success	366,820	364,452	390,470	452,479.7
05 12 02 03	Promotion of team and individual sports	420,507	649,745	773,526	773,240.8
05 12 02 06	Social support and encouragement of coaches, referees and sportsmen	105,100	131,163	144,500	151,737.5
05 12 02 09	Procurement of sport tools	-	-	-	777,079.4
05 13 02 11	Provision of sport cloths to members of Adjara teams, winners of championships and chef coaches;	-	-	400,000	-
	Total:	2,157,162	2,384,587	3,060,341	3,497,426

Source: Ministry of Finances of Georgia

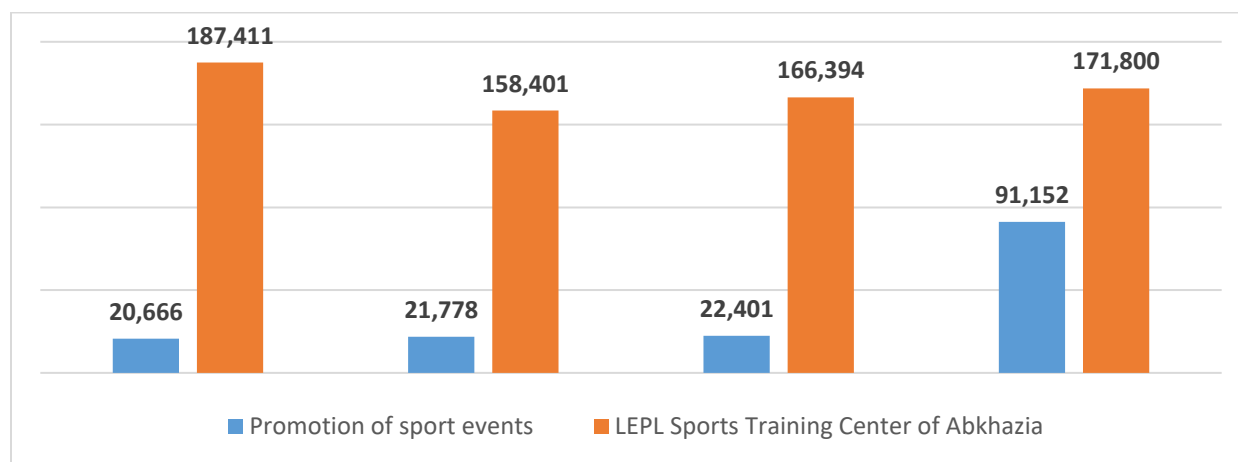
²⁹ program codes are provided according to data of 2015; In 2016-2017 first 4 figures of a program code was - 05 13, in 2018 it was - 05 14.

GOVERNMENT OF AUTONOMOUS REPUBLIC OF ABKHAZIA

Government of Autonomous Republic of Abkhazia carries out three main programs in the field of sport, namely: “Support of sport initiatives”, “Tournaments and Championships in various types of Sport”, “Awarding of veteran sportsmen and sport workers”. Main aim of these programs is promotion of teams and coaches (refugees) from Abkhazia and support of sport organizations. Financial support of personnel is carried out within the program, competition contributions are made, field lease is paid, conference participations fees are paid, tournaments are held and sportsmen are awarded with prizes.

LEPL Training Center for Abkhazia is under management of the government of Autonomous Republic of Abkhazia. Its aim is preparation of sportsmen for participation in national and international championships and making of conditions for out-of-school physical education³⁰.

GRAPH 19. ASSIGNATIONS OF “PROMOTION OF SPORT EVENTS” OF THE MINISTRY OF EDUCATION AND CULTURE OF AUTONOMOUS REPUBLIC OF ABKHAZIA³¹ AND LEPL TRAINING CENTER FOR ABKHAZIA ACCORDING TO YEARS (GEL)



Source: Ministry of Finances of Georgia

TBILISI MUNICIPALITY CITY HALL SERVICE OF CULTURE, EDUCATION, SPORT AND YOUTH AFFAIRS

Main program of City Hall service “promotion of sport events” is aimed at promotion of participation of national and age groups of Georgia in competitions, conducting of Tbilisi championships and financial support of people who work in the field of sport. This program is in service of development of mass sport and promotion of healthy life-style. City Hall service allocates money for this purpose for sport clubs and sections (for those that are under control of City Hall and Independent ones); it also funds events of national and regional sport federations.

³⁰ [Order #25dz of the Minister of Education and Culture of Autonomous Republic of Abkhazia, 2016, February 10, Tbilisi.](#)

³¹ „Sport Event Promotion Program,” (program code 06 08) it has several sub-programs, total value of program is indicated in the graph

In 2015-2018 a budget allocated for sport events by Tbilisi City Hall has doubled and in 2018 it amounted to GEL 13,800,200;

Tbilisi City has no formal strategy/policy for development of mass sport or for increasing of a level of physical activity of population.

TABLE 19. ASSIGNATIONS OF TBILISI CITY HALL ACCORDING TO YEARS, GEL

Program Code	name of a program/sub-program / year	2015	2016	2017	2018
"Promotion Of Sport Development"					
08 06 01	Sport events	2,073,166	2,231,207	3,626,047	6,275,577.9
08 06 02	Support of coaches	2,690,000	2,893,750	2,235,000	2,250,625.0
08 06 03	Construction and reconstruction of sport-fields	301,450	430,736	360,967	14,250.0
08 06 04	Improvement and construction of material –technical base of sport facilities	784,210	5,060,957	6,377,664	3,811,476.3
08 06 05	Encouragement of successful sportsmen children	360,000	367,025	351,625	352,250.0
08 06 06	Promotion of development of para-sport	949,164	948,270	946,482	1,096,010.1
Total		7,157,990	11,931,945	13,897,784	13,800,189

Source: Ministry of Finances of Georgia

KUTAISI MUNICIPALITY CITY HALL

Kutaisi City Hall implements a program “promotion of sport events” annually in the field of sport. The program unites about 10 subprograms. It should be noted that towards the mass sport the municipality has allocated the assignments for NNLE “Kutaisi Sporting Institutions Union” that amounts about half of the program’s whole budget. According to the City Hall information, the above mentioned Union consists of eleven sport schools, a horse riding club, Sports Palace and an ice rink, where the young people are trained in about 40 sport field.

In addition, within the frames of the program “promotion of sport events”, Kutaisi City Hall implements the subprogram “Funding of Sport Events”. The subprogram carries out the next measures: organizing the national and international events, subsidizing of sports clubs,

transportation and settlement of professional sportsmen, allocation of grants and social support for persons working in sports field, allocation of monetary awards and other.

TABLE 20. ASSIGNATIONS OF KUTAISI CITY HALL PROGRAM "PROMOTION OF SPORT EVENTS" (FACT) ACCORDING TO YEARS

Name of a program/sub-program / year	2015	2016	2017	2018
"Promotion of Sport Development"				
Funding of Sport Events	628,842	891,992	1,032,189	848,860
NNLE "Kutaisi Sporting Institutions Union"	3,502,088	3,809,482	3,526,489	3,531,961
LTD Basketball Club "Kutaisi 2010"	869,961	917,249	1,059,993	949,998
NNLE "Ice Rink"	380,117	117,075	-	-
Sports Palace	205,272	209,588	195,805	34,201
NNLE "Kutaisi taekwondo Sport Club"	18,130	23,520	18,180	1,935
Simple playing fields construction	249,683.38	-	-	-
Construction of sports training equipment	44,672	158,510	277,512	-
LTD Football Club "Torpedo Kutaisi"	2,203,600	1,382,900	362,212	-
NNLE Kutaisi Handball Club 2015	84,294	124,193	152,494	199,488
Construction, rehabilitation and exploitation of playing fields and skateboard parks	-	611,989	-	-
NNLE Georgian Football Development Foundation	-	627,100	-	-
Construction and rehabilitation of playing fields	-	-	926,450	-
LTD Football Club "Martve"	-	-	27,599	114,994
LTD "Ramaz Shengelia Stadium"	-	-	96,631	245,994
Construction, rehabilitation and exploitation of different kinds of sport, fitness and recreational centres				1,089,060
total:	8,186,658	8,873,596	7,675,555	7,016,492

Source: Ministry of Finance of Georgia

BOLNISI MUNICIPALITY CITY HALL

Bolnisi municipality City Hall has two programs in the field of sport. Sport clubs and sections of a municipality are funded within Promotion of Sport Organizations (i.e. Chess school, sport-recreation complex, football club). Care and maintenance of sport buildings and facilities, stadiums and sport fields is carried out within “Sport Events” program. Main target groups of City Hall programs are young sportsmen and coaches. As for mass sport – the aim of the municipality is increase of inclusion of young people. For this purpose the municipality funds sport sections and clubs. Assignations allocated in 2015-2018 for this program reduce, which may include to reduction of funding of clubs and sections.

Bolnisi Municipality City Hall has no formal strategy/policy for inclusion of broader society in sport and physical activities.

TABLE 20. ASSIGNATIONS (FACT) OF BOLNISI CITY HALL SPORT PROGRAMS ACCORDING TO YEARS

Program code ³²	Name of a program/subprogram / year	2015	2016	2017	2018
05 01	Promotion of sport development	3,044,500	2,994,735	2,091,483	2,385,900.0
05 01 01	Promotion of sport organisations	2,593,409	2,704,375	1,745,369	1,505,100.0
05 01 02	Sport events	451,091	290,360	346,114	880,800.0

Source: Ministry of Finances of Georgia

³² program codes are indicated as of condition of 2015 and 2016; first four figures for the same program in 2018 were - 03 01

ANNEX 2 – MINIMAL REQUIREMENTS TOWARDS SPORT INFRASTRUCTURE IN EU COUNTRIES

Review of international experience³³ showed that minimal requirements to sport infrastructure is legally regulated in EU member states.

In Lithuania it is compulsory to have a sport hall which will have individual changing rooms (separately for girls and boys). Minimal area of changing rooms per pupil shall be less than 0,35 m². Sport open field shall occupy 35-40% of school territory. If there are more than 1000 pupils at school, it shall have a football field with area more than 3000 m².

In Croatia minimal parameters of sport hall are as follows considering quantity and school grades. Namely:

- Schools that have 8 classes at initial stage of schools shall have one sport hall with parameters 15 x 27 x 6 m;
- Schools that have 12 classes at initial stage of schools shall have one sport hall with two fields with parameters: 30 x 20 x 7 m;
- Schools that have 16 classes at initial stage of schools shall have one sport hall that has relevant infrastructure, three fields with parameters: 30 x 20 x 7 m;

At basic and secondary stages there are following requirements towards school in Croatia:

- Schools that have 16 classes at initial stage of schools shall have one sport hall that has relevant infrastructure, two fields with parameters: 30 x 27 x 8 m;
- Schools that have 16 classes at initial stage of schools shall have one sport hall that has relevant infrastructure, three fields with parameters: 45 x 27 x 8 m.

³³ Based on review of Research Department of the Parliament of Georgia

ANNEX 3 – QUANTITATIVE ANALYSIS OF EDUCATIONAL SECTOR

	2018	2019	2020	2021	2022	2023	2024	2025	2026	2027	2028	2029
Total number of sport teachers	11,169											
Including sport teachers of primary classes	8,946											
Number of sport specialist teachers	2,485											
Distribution of sport specialists on one-year preparatory programs (2485)			249	249	249	249	249	249	249	249	249	244
Number of non-specialist teachers	8,684											
Sport specialists at primary classes	1,167											
Including sport non-specialists/head-teachers at primary classes	7,779											
Total number of persons to be retrained (<u>except for head teachers of primary classes (Scenario 1)</u>)	905											
Distribution of 905 teachers in two-year college			100	200	200	200	200	200	200	200	205	105

Distribution of 905 teachers in one-year preparatory program					100	126	113	113	113	113	113	114
Total teachers to be retrained (<u>including teachers of primary classes</u>) (scenario 2)	8,684											
Distribution of 8684 teachers in two year college			868	1,736	1,736	1,736	1,736	1,736	1,736	1,736	1,736	2,612
Distribution of 8684 teachers in one year preparatory programs					1,086	1,086	1,086	1,086	1,086	1,086	1,086	1,082

	2020	2021	2022	2023	2024	2025	2026	2027	2028	2029	total 2020- 2029
Scenario 1: Retraining of non-specialist teachers (except for teachers of primary classes)											
Expense of retraining at colleges	112,500	225,000	225,000	225,000	225,000	225,000	225,000	225,000	230,625	118,125	2,036,250
Expense of retraining at colleges (discounted)	103,755	191,378	176,501	162,780	150,126	138,455	127,692	117,766	111,326	52,588	1,332,366
Expenses of teacher preparatory program	460,650	460,650	645,650	693,750	669,700	669,700	669,700	669,700	669,700	662,300	6,271,500
Expenses of teacher preparatory program (discounted)	424,840	391,814	506,478	501,905	446,841	412,105	380,069	350,523	323,274	294,849	4,032,699
Infrastructure expenses	44,427,693	44,427,693	44,427,693	44,427,693	44,427,693	44,427,693	44,427,693	44,427,693	44,427,693	44,427,693	444,276,926
Budget assignments required for education (discounted)	44,956,287	45,010,885	45,110,671	45,092,377	45,024,659	44,978,253	44,935,453	44,895,981	44,862,293	44,775,130	449,641,990
	2020	2021	2022	2023	2024	2025	2026	2027	2028	2029	Total 2020- 2029
Scenario 2: Retraining of non-specialist teachers (including teachers of primary classes)											
Expense of retraining at colleges	976,500	1,953,000	1,953,000	1,953,000	1,953,000	1,953,000	1,953,000	1,953,000	1,953,000	2,938,500	19,539,000
Expense of retraining at colleges (discounted)	900,589	1,661,160	1,532,025	1,412,929	1,303,092	1,201,793	1,108,368	1,022,206	942,743	1,308,191	
Expenses of teacher preparatory program	460,650	460,650	2,469,750	2,469,750	2,469,750	2,469,750	2,469,750	2,469,750	2,469,750	2,453,100	20,662,650
Expenses of teacher preparatory program (discounted) (424,840	391,814	1,937,388	1,786,780	1,647,881	1,519,778	1,401,635	1,292,675	1,192,186	1,092,096	

Infrastructure expenses	44,427,693	44,427,693	44,427,693	44,427,693	44,427,693	44,427,693	44,427,693	44,427,693	44,427,693	44,427,693	44,427,693	444,276,926
Budget assignments required for education (discounted)	45,753,122	46,480,666	47,897,106	47,627,402	47,378,665	47,149,264	46,937,695	46,742,574	46,562,621	46,827,979		469,357,095
<i>Discount rate</i>												
8.43%												

One year education fee at sport college	
	1,125 GEL
Fee of teacher preparatory program (60 credit, one-year)	
	1,850 GEL

Condition of sport infrastructure at schools *(except for Adjara and Abkhazia Autonomous Republic):*

	Quantity	Total expenses (GEL)
Halls that need rehabilitation	536	49,320,000
Halls that need partial rehabilitation	310	19,020,000
Schools that have no sport halls (100 children and more)	424	100,000,000
Damaged Halls	110	69,000,000
Fields that need rehabilitation	610	31,150,000
Schools that have no sport field (100 children and more)	684	23,940,000

Source: According to information provided by the Ministry of Education, Science, Culture and Sport of Georgia

Number of institutions of general education (schools) in Georgia (in 2018)		Number of schools that don't have sport halls/field adapted for wheel-chair user children	
Private school	Public school	Private school	Public school
229	2085	32	1665

ANNEX 4 – QUANTITATIVE ANALYSIS OF HEALTHCARE SECTOR

National Healthcare Report³⁴:

(GEL)	2012	2013	2014	2015	2016	2017
Total healthcare expense	2,140,000,000	2,202,000,000	2,413,000,000	2,472,000,000	2,817,000,000	2,829,000,000
<u>State healthcare expenses</u>	450,000,000	547,000,000	693,000,000	913,000,000	1,067,000,000	1,092,000,000
<u>Private expenses on healthcare, including:</u>	1,690,000,000	1,655,000,000	1,720,000,000	1,559,000,000	1,750,000,000	1,737,000,000
<i>Private insurance</i>	81,000,000	98,000,000	97,000,000	115,000,000	159,000,000	162,000,000
<i>Payment from a pocket</i>	1,609,000,000	1,557,000,000	1,623,000,000	1,444,000,000	1,591,000,000	1,575,000,000

	2017
Share of state expenditure on healthcare within total expenses	39%
Share of private expenditure on healthcare within total expenses	6%
Share of household expenditure (payment from a pocket) on healthcare within total expenses	56%

Purchase power convention factor, GDP (GEL per USD) 2013 ³⁵	0.831
Level of target inflation (National Bank) from 2016	3%

³⁴ [National Reports of healthcare](#)

³⁵ [Purchase power convention factor](#)