Independent Evaluation of the United Nations Partnership for Sustainable Development 2016-2020 in Georgia

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Executive Summary

Background

This report outlines the findings, conclusions, lessons-learned and recommendations of the independent evaluation of the United Nations Partnership for Sustainable Development in Georgia covering the period 2016-2020.

The overall purposes of the evaluation were to a) assess the performance of the UN Country Team; b) appraise the conformity of UNPSD with agreed national objectives and priorities of the country and c) gather key findings and lessons learned to formulate forward-looking recommendations that would inform the next UNPSD planning cycle. These were further elaborated in a number of more detailed objectives.

The UNPSD outlines the collective strategic response of the UN system to the national development priorities of Georgia. It is structured around five focus areas, namely: (1) Democratic Governance; (2) Jobs, Livelihood and Social Protection; (3) Education; (4) Health, and (5) Human Security and Community Resilience.

Since the signing of the UNPSD, the country faced three elections (parliamentary, local and presidential), a new Constitution was adopted, and the Prime Minister changed three times. Alongside with the dynamic political life, the country has enjoyed an average 4 percent economic growth and reached the upper-middle income status with a GNI per capita of USD 4,538.3 in 2018. Nevertheless, challenges remain on the path to reach the Sustainable Development Goals by 2030; while implementing the EU Association Agreement (of 2014 and renewed in 2017) represents the main commitment guiding the country's reforms. This is well aligned with the SDGs targets, which have been recently nationalised and officially adopted.

Methodology

The evaluation takes place in the penultimate year of implementation of the framework. It covers four main standard evaluation criteria (relevance, effectiveness, efficiency and sustainability) which have been further defined as normative, results, coordination and transformation, respectively, to reflect the nature of the work of the UN. Gender and Human Rights were also fully integrated in the evaluation framework. Data was collected using both quantitative and qualitative approaches, including in-depth interviews, field visits, online survey, statistical data (to monitor progress towards indicators' targets), and desk review of relevant documents and reports. A team of three experts was engaged. An international team leader in charge with the overall process, and two national consultants that covered specific outcome areas in line with their knowledge and expertise.

The evaluation was carried out over a three-month period, with some limitations in terms of access to breakaway territories, time constraints to cover a broader range of beneficiaries, and quality of the UNPSD M&E framework. Nevertheless, 72 in-depth interviews were carried out, three focus group discussions, two field visits and 87 responses were collected through the online questionnaire. A vast number of official reports and working documents were consulted, as well as statistical data. Information was triangulated and validated across the different sources and categories of stakeholders.

Findings

The evaluation found that the UN Country Team in Georgia has been carrying out programmes that are extremely relevant to the country, they are by and large sustainable, and reached significant

results in line with the objectives set in the UNPSD. In particular, in terms of **relevance/normative role**, the UNPSD is well aligned with government's priorities and strategies. International obligations were also effectively reflected in UN's contributions to Georgia and guided the agencies' work. However, UNPSD's internal relevance and coherence is more problematic. The linkages between UNPSD outcomes and outputs (mostly agency-specific) elaborated in each annual or biannual Joint Workplan are loose; not all agencies contributions are reflected in the document; and the framework failed to become a UN-wide advocacy and resources mobilization tool.

In terms of **results and effectiveness**, it is noted that the UN has been leveraging effectively its comparative advantages, focusing on policy advice and institutional building, piloting innovative development approaches (with some good examples of scaling up), providing and coordinating humanitarian support in Abkhazia, and advocating for those more at risk of being left behind. Progress has been registered in all focus areas, although in line with the UNPSD, some have a much larger footprint than others (e.g. Democratic Governance, Human Security and Resilience). Education and Heath are much more limited in scope and results, while the outcome of jobs and livelihoods seems to have focused so far more on agriculture and rural development. Significant contributions have been made to enhance the legislative and policy frameworks in all areas with some flagship results, such as the enactment of the Children Rights Code, Law on Mountainous Regions, Agriculture Development Strategy and Action Plans, Law on Early and Preschool education, Law on Tobacco Control, and Disaster Risk Reduction Strategy among others. These results were coupled with institution building efforts, including introduction of tools and measures to implement the policies promoted. Such results were achieved thanks to the strong partnership with the Government of Georgia. Likewise, the evaluation found that the UN enjoys a good partnership with civil society and international donors, while there is room for improvement in teaming up with the private sector and the International Financing Institutions. Results were achieved also in terms of advancing human rights and gender equality/women's empowerment in a number of areas, in terms of institution building (e.g. Gender Equality Department in the Public Defender's Office); focusing on vulnerable groups in agriculture and rural development; in combatting violence against women and girls as well as harmful practices (including early marriages); supporting disaggregated data production and analysis; integrating gender equality and healthy lifestyles in education. The UN was also successful in supporting the nationalization of the SDGs and the setting up of the government SDG architecture, however the evaluation did not reveal a coherent and system-wide strategy to support the implementation of the 2030 Agenda as yet.

In terms of **sustainability and transformation**, the evaluation found that UN's interventions are by and large designed to bring about systemic changes and sustained results, however transformative efforts could be reinforced by a system-wide innovation strategy and building stronger linkages between policy and implementation. Capacities have been progressively built across sectors and institutions, which is leading to sustainability of results, but these are counterbalanced by high staff turn-over within the governmnet's structure. Gaps between strategies and implementation are still an issue, due to lack of resources and, in limited cases, ownership. This could be better addressed during the planning stage. Due to the humanitarian nature of the contributions and the political situation in Abkhazia, sustainability of programmes in that region is an issue, partially addressed by enhancing capacities of local civil society.

In terms of **efficiency and overall coordination**, it was difficult for the evaluation to assess if and how the 'whole was greater than the sum of the parts', meaning if synergies and coordination among UN agencies were capitalised on. Coordination mechanisms are not fully functioning, with virtual UN results groups collating and reporting on planned activities and results. In spite of a relatively large number of joint programmes, there is limited evidence of joint, cross-sectoral implementation. Although there is no duplication of efforts, competition for resources and positioning among UN entities was noticed, undermining the potential for synergistic approaches. In line with the reform of the UN Development System, the deployment of an empowered UN Resident Coordinator, de-linked from a specific agency, is overall welcome and is expected to enhance the efficiency of the UN system, reducing competition and promoting cross-sectoral approaches.

Conclusions and Lessons-learned

The main conclusions are that the overall UNPSD framework and the programmes that the UNCT have been implementing so far are very relevant for the country, both in terms of issues as well as strategies adopted to address them (i.e. policy advice, piloting for scaling up, institutional building, data). The UN has been successful in upholding standards, fulfill international obligations and mainstreaming human rights and gender in the UNPSD document and its implementation. Progress has been made in all outcome areas, although at different levels. Systemic changes have been achieved, contributing, together with effective capacity building, to sustainability of results. Coordination allowed for an overview of UN efforts, avoiding duplications. However, the internal coherence of the framework was weak and has not necessarily led to the pursuing of joint results. There is a tendency of working in silos and some level of competition among agencies.

The analysis of these findings led to the identification of the following main lessons-learned:

- The absence of a shared Common Country Analysis and overarching Theory of Change undermines the potential of the framework to bring the agencies together around shared objectives and results.
- A few UN agencies deliver almost the totality of UN development work in Georgia, their operational capacities and social capital can be leveraged to channel specialised agencies' relevant technical support.
- Coordination structures need to complement and enrich individual agencies' programme management, this is not the case due to different systems of reporting and incentives' mechanisms.
- There is added value in leveraging each other's strengths, but this is not systematically pursued
- The UN is appreciated for the role it can play in enhancing coordination among development partners especially in view of achieving the SDGs.
- Internal and external communication around the UNPSD could have been more effective

Recommendations

Recommendations are grouped under the main elements of the evaluation and the UNPSD process.

Design
- Next UN Coordination Framework should be based on a robust and participatory CCA
- Ensure a sound Results-Based Management approach to frame results and monitoring framework
- Consider results that are cross-sectoral, SDGs game-changers that would require collaboration across agencies.
- Explore synergies and complementarities in developing the Cooperation Framework's Theory of Change
- Consider the regional and sub-regional dimension of Georgia's sustainable development challenges

- Review results and underpinning theory of change as part of the annual or biannual joint planning process

Coordination

- Strengthen collaboration with the Donor Coordination Unit of the Administration of Georgia
- Streamline the Joint Workplan approval process
- Appraise UN staff's contribution to joint UN work

Implementation

- Develop a strategy for SDGs financing together with relevant partners
- Enhance results culture of the UN system in Georgia
- Conduct Cooperation Framework's annual review together with national counterparts building on outcome level reviews, ensuring that effective interlinkages across results areas are built and maintained

Communication

- Develop common messages and advocacy tools on key cross-sectoral and cutting-edge issues
- Engage the UN Communication Group in the preparation of next Cooperation Framework, allocate budget for joint communication, and partner with government and private sector for joint campaigns

Partnerships and Innovation

- Develop a private sector partnership strategy
- Explore how to strengthen the partnership with International Financial Institutions on the outset of the next programming cycle
- Develop an Innovation Strategy, outlining how innovation can be streamlined in all results areas

List of Acronyms and Abbreviations

AA	Association Agreement
AoG	Administration of Georgia
ARDA	Agricultural and Rural Development Agency
ASP	Abkhazia Strategic Partnership
CCA	Common Country Analysis
CCM	Country Coordination Mechanism
CEDAW	Convention for the Elimination of all forms of Discrimination Against Women
CRC	Convention on the Rights of the Child
DCFTA	Deep and Comprehensive Free Trade Area
DCU	Donor Coordination Unit
DRR	Disaster Risk Reduction
DV	Domestic Violence
EPE	Early Preschool Education
EU	European Union
FAO	Food and Agriculture Organisation
FP	Family Planning
GDP	Gross Domestic Product
GEWE	Gender Equality and Women's Empowerment
GoG	Government of Georgia
GTG	Gender Theme Group
HR	Human Rights
HH	Household
IDP	Internally Displaced People
IFI	International Financial Institution
ILO	International Labour Organization
IOM	International Organisation for Migration
IRM	Integrated Risk Management
JP	Joint Programme
JSC	Joint Steering Commitee
LAS	Legal Aid Service
LNOB	Leaving No One Behind
MEPA	Ministry of Environment Protection and Agriculture
MICS	Multiple Indicator Cluster Survey
MoESCS	Ministry of Education, Science, Culture and Sport
MoH	Ministry of Health (full name Ministry of Internally Displaced Persons from the Occupied Territories, Labor, Health and Social Affairs of Georgia
MRA	(former) Ministry of Internally Displaced Persons from the Occupied Territories, Accommodation and Refugees
MRDI	Ministry of Regional Development and Infrastructure
NCDC	National Center for Disease Control
NMCR	Near Miss Case Review

NRA	Non-Resident Agencies
OGP	Open Government Partnership
OMT	Operations Management Team
PWD	People (Living) with Disability
POC	People of Concern
RBM	Results-based Management
RR	Reproductive Rights
SOP	Standard Operating Procedure
SRH	Sexual and Reproductive Health
TSA	Targeted Social Assistance
U5	Under five years of age
UHC	Universal Health Care
UN Women	United Nations Entity for Gender Equality and the Empowerment of Women
UNCF	UN Communications Group
UNCT	United Nations Country Team
UNDP	United Nations Development Programme
UNEG	United Nations Evaluation Group
UNFPA	United Nations Population Fund
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNIDO	United Nations Industrial Development Organization
UNODC	United Nations Office on Drugs and Crime
UNPSD	United Nations Partnership for Sustainable Development
UNSDCF	United Nations Sustainable Development Cooperation Framework
UPR	Universal Periodic Review
UPR	Universal Periodic Review
VET	Vocational Education & Training
WHO	World Health Organisation

1 Introduction

The United Nations in Georgia and the Government of Georgia signed in 2015 a Partnership for Sustainable Development document covering the period 2016-2020. This document takes into consideration the progress made by the country as well as its outstanding political, social and economic challenges as reflected in the Government 2014 Progress Report to the Millennium Development Goals (MDGs), annual reports of the government ministries, recommendations of UN Human Rights mechanisms and the Country Assessment Report supported by the UN Country Team (UNCT). Based on this, GoG and UN partners have identified five priority areas where the UN could add value: Democratic Governance; Jobs, Livelihood and Social Protection; Education; Health; and Human Security and Community Resilience. These were further articulated into 8 specific outcomes: two under Democratic Governance (focusing on Voice and Accountability and on Access to Justice); two under Jobs, Livelihood and Social Protection (on Jobs and Livelihoods and on Social Protection systems respectively); one on Education (on preschool and general education for children); one on Health (focusing on vulnerable groups); and two under Human Security and Community Resilience (one related to security of conflict affected communities and the other to building resilience and natural resources management).

As the implementation of the UNPSD is coming to an end, and in line with the UN Sustainable Development Group directive, an independent evaluation was commissioned.

1.1 Objectives and Scope

As articulated in the UNPSD Evaluation guidelines, the purpose of the UNPSD evaluation is three-fold: a) to assess the performance of the UN Country Team in Georgia in terms of meeting the objectives of the UNPSD 2016-2020; b) to appraise the conformity of UNPSD with agreed national objectives and priorities of the country and c) to gather key findings and lessons learned to formulate forward-looking recommendations that would inform the next UNPSD planning cycle, especially in the context of SDGs and 2030 Agenda implementation.

Objectives of UNPSD evaluation as a programmatic evaluation are:
- To assess performance against UNPSD 2016-2020 framework, in line with its strategy and objectives;
- To assess the extent to which UNPSD implementation contributed to the achievement of national goals and priorities of Georgia as indicated in the UNPSD;
- To assess and explain the extent to which development changes in the county can be attributed to UN Country Team performance given that the attainment of outcomes is the work of a number of partners and UNPSD outcomes are set at a very high level (in case some unplanned for results are found, they will be documented);
- To identify the change in the outcomes over the 2016-2019 period based on available baseline information;
- To assess the level and quality of UN coordination under the UNPSD 2016-2020 including joint resource mobilization, e.g., through joint programs and joint initiatives;
- To assess the extent to which the UNPSD and coordination mechanisms have contributed to advance and streamline results-based management, gender equality and human rights-based approach in UN agencies' programming;
- To assess effectiveness and efficiency of UN programming in pursuit of UNPSD outcomes and to identify synergies as well as overlaps and possible missed opportunities;

- To assess the UN System's contribution to national Sustainable Development Goals (SDGs);
- To assess the extent to which the UNCT has contributed to transformative change that goes beyond the scope of programs and projects to help a country progress towards achieving the SDGs. To identify factors and bottlenecks affecting such contribution, with special attention to Delivering as One and One Program operating principles;
- To assess the results of the cross-cutting programming and "leave no one behind" principles in the current UNPSD including the assessment of the differential progress on vulnerable groups;
- To provide actionable recommendations, identify lessons learnt and good practices that will inform new UNPSD cycle initiated in 2019 with this evaluation.

The evaluation covers all five focus areas and eight outcomes of UNPSD. This country-level evaluation will cover also Abkhazia, Georgia to the extent possible. The period covered are the years 2016, 2017, 2018 and to the extent possible, 2019.

The UNPSD evaluation does not evaluate the individual programs or activities of UNCT members, but rather analyse the collective results of the UN agencies operating in Georgia.

1.2 Methodology

The evaluation has been be carried out in accordance with the principles outlined in both the UNEG Norms and Standards for Evaluation in the UN System and by the UNEG Ethical Guidelines for Evaluation, as well as the OECD/DAC evaluation criteria respecting the specificity of the country context. The following key principles are highlighted:
- Impartiality – the same questions was systematically asked to all stakeholders (as relevant), both through questionnaires (for quantitative analysis) and face-to-face interviews or focus group discussions.
- Independence – The evaluators were fully briefed by the UN and the GoG on the evaluation process, but acted independently in collecting and analysing information.
- Confidentiality – respondents were given assurances of confidentiality. Findings are not attributed to any individual source.
- Inclusivity – the evaluation took a participatory approach and reached out to all relevant stakeholders, ensuring, as possible, gender balance.
- Gender Equality and Human Rights – these principles are reflected in the evaluation both in terms of what the evaluation has examined (i.e. assessing the extent to which the UNPSD is guided by principles of human rights and gender equality and has achieved related results) and its process (i.e. applying principles of GE and HRs in conducting the evaluation, being inclusive and considerate of possible gender and other biases).

1.2.1 Data Collection & Analysis

The evaluation used a variety of methods for data collection, including documents review, informal and semi-structured face-to-face individual and/or group interviews, Skype interviews (where face-to-face interview were not possible, i.e. with a representative of a non-resident agency), online survey (in English and Georgian language using the online platform SurveyMonkey) and focus group discussions (FGDs), as appropriate. Data collection and related sources followed, to the extent possible, the outline provided in the Inception Report's evaluation matrix (see Annex 5.3, p. 48). In spite of limitations due to the timeframe and availability of stakeholders, the team managed to cover a good range of different categories of people, including a total of 30 UN officials (both at heads of agency level and programme managers covering specific UNPSD outcomes), 26 representatives of the Government of Georgia (across all relevant line ministries and Government

Administration's departments), 2 Parliament, 5 representatives of Georgian Civil Society, 3 IFIs and 6 other international development partners. A total of 3 FGDs were also conducted: one with representatives from 6 NGOs working on environment and agriculture, one with the Abkhazia Strategic Partnership, and one with representatives of MEPA. Two field visits were also carried out in Rustavi and in Tbilisi to visit the child-friendly courthouse and observe a strategic game, "Rustavi", played by high-school students as part of innovative city-planning initiative; and to a crisis centre for victims of domestic violence, respectively. Field visit's sites were selected in line with the evaluation time and logistical constraints (see below) to cover a sample of UN direct interventions.

Selection of stakeholders and partners for interviews was based on the list of counterparts provided by the agencies, focusing on those with whom more than one agency collaborated, and/or were the main partner for one of the outcomes. Partners (stakeholders, donors, government counterparts) of UN Joint programmes were prioritized. For a complete list of interviewees see Annex 5.2.

Interviews outline and FGDs guide can be found in Annexes 5.7 and 5.8 respectively. The interview outline was adapted to the interviewee, based on his/her level of knowledge of and engagement with the UN in Georgia. As this varied considerably, some were not in a position to answer all the questions in details.
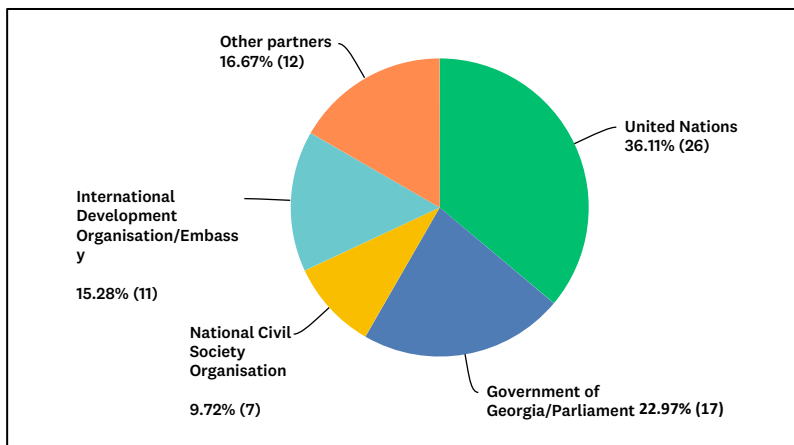
Figure 1 Survey Respondents by Category of Stakeholder

The invitation to fill in the online survey (see annex 5.9 on p.76) was sent to the UN agencies (to be filled in by programme staff and representatives) and all UN counterparts as provided by the agencies. These included the people who were interviewed as well as a wider range of stakeholders for a total of around 200 contacts. The survey was accessed by 87 respondents (i.e. around 43 percent of those contacted). The majority of respondents was from the UN (over 36 percent), followed by the Government (22 percent). See Figure 1 above, considering that not all respondents indicated their affiliation. Most of the questions in the survey were designed as multiple choice to measure respondents' perceptions and assessments, using a 1 to 4 ordinal scale to avoid convergence in middle-ground choices.

Desk review involved a wide range of documents, both formal and informal, including program and project documents, work-plans, annual and/or progress reports, UNCT meeting minutes, evaluation and review reports, analytical reports both from UN agencies and from partner organizations, strategic documents of the Government of Georgia. For a complete list of documents consulted, please refer to the annexed bibliography on p. 42. Furthermore, data related to UNPSD indicators was collected both through UN documentation as well as open sources. These include national (https://www.geostat.ge/ka) and international sources of statistical data.

Data analysis was guided by the evaluation matrix (see Annex 5.3, p. 48), i.e. evidence to respond to each main evaluation questions were searched in and collected through the indicated sources. An interview matrix was used to register each of the evaluation team members' interview records, structured around the

main questions. This matrix provided a shared, comprehensive overview of all the inputs collected from the different categories of stakeholders by each team member.

Qualitative feedback provided by the interviewees, during FGDs and/or field visits, was compared across different stakeholders, against evidence extrapolated from official documents (e.g. agencies' reports, evaluations, reviews, joint workplans, etc.), as well as compounded with the weighted responses to the online survey across categories of respondents.

1.3 Constraints and limitations

In spite of the three members team and the overall timeframe, **time and logistics** limited the evaluators' outreach to selected UN's counterparts and a few direct beneficiaries, in and around the Capital city of Tbilisi. Due to restricted access to breakaway territories, the evaluation was unable to talk to the direct UN partners in conflict zones. This was mitigated through consultation in Tbilisi with proxy stakeholders including CSOs, international development partners, and relevant UN programme officers.

The response and completion rate to the **online survey** was comparatively low in spite of the evaluation team's efforts to encourage participation. This determined a skewed representation of different categories of stakeholders (with a predominance of UN and GoG responses), which needs to be kept into consideration in analysing the survey outcomes. In any case, the survey was designed to validate the findings arising from desk reviews and in-depth interviews and, as such, represents a reliable and credible source.

A significant limitation in measuring progress towards UNPSD outcomes was the quality of its **results and monitoring framework**: the majority of indicators measured change at output level, while others focused on changes at impact level; weak cause-effect linkages between the outcomes and proposed outputs; results and related indicators could not capture the breath of all UN agencies' contributions in that results area. All these factors limited the ability of the evaluation to assess progress in line with the implicit theory of change (i.e. the indicators should measure changes that are expected to contribute to the overall outcome) and relevant UN contributions. Furthermore, in some cases indicators lacked baseline data or targets. This was mitigated, to the extent possible, by observing trends over time.

In addition, some means of verification (reports, assessments) were not available. The evaluation team balanced this by accessing data from other sources.

2 National development context

Georgia is currently classified as an upper-middle income country by the World Bank[1] (with a USD 4,538.3 GNI per capita[2]). According to the IMF, "Georgia's economic fundamentals remain strong, despite a less supportive economic environment." Economic growth has picked up since 2016 and has averaged around 4 percent. It is estimated that in the first half of 2019 growth will reach around 5 percent. Inflation is expected to grow (4.9 percent year on year) reflecting an excise tax increase, higher food prices, and depreciation of national currency[3]. The flow of ODA is still considerable and amounted to around 15 billion GEL in 2018[4] (in comparison, revenues of State Budget in 2018 were 10.6 billion GEL[5]) - most of the assistance comes in the form of loans and is directed towards infrastructure/road construction.

According to the last census (2014) the population of Georgia was slightly more than 3.7 million. This figure has remained stable. In recent years Georgia has experienced considerable emigration (almost 99,000 people only in 2018[6]), which played a role in the decline of unemployment rate. Poverty and inequality remain a problem, with about 20 percent of the population living below the absolute poverty line and Gini coefficient at 0.37 (see Table 1). Nevertheless, the Human Development Index score has increased from 0.735 in 2010 to 0.78 in 2017.

Two break-away territories constitute about 20 percent of Georgia's landmass. The conflicts leading to the cessation of the territories displaced around 260,000[7] people and continue to have a negative impact on the economic and political stability.

The years of 2016-2019 can be described as years of dynamic political life. Georgia faced elections every year, except 2019 – parliamentary in 2016, local in 2017 and presidential in 2018. A new Constitution was adopted in 2017 and came into force in December 2018, after the inauguration of the new President. There were changes in the leadership of the government: Prime Minister changed three times, Ministers of Education and Ministers of Regional Development and Infrastructure - three times, Minister of Economy and Sustainable Development – four times. There were also mergers of some Ministries – e.g. Ministries of Agriculture and Environment were merged at the end of 2017 and Ministry of Refugees was merged with the Ministry of Labour, Health and Social Affairs in 2018. A new Minister of Labour, Health and Social Affairs was appointed in June 2019. In some cases, the changes slowed down collaboration with the affected ministries.

An Association Agreement (AA) with the EU was signed in 2014 followed by a revised Association Agenda (2017-2020) that sets jointly agreed priorities to further the implementation of the AA[8], which remains the main priority for the Government of Georgia. At the same time, Georgia was one of the first countries to submit a Voluntary National Report on SDGs in 2016. However, SDGs nationalized targets and indicators were approved only in November 2019. According to the UN-led draft MAPS (Mainstreaming, Acceleration and Policy Support for the 2030 Agenda) study, all the 36 national strategies incorporate 85 percent of the country's nationalized SDG targets and if the AA is also considered, this proportion rises to 93 percent (see

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[1] https://datahelpdesk.worldbank.org/knowledgebase/articles/906519-world-bank-country-and-lending-groups

[2] https://www.geostat.ge/ka

[3] https://www.imf.org/en/News/Articles/2019/09/17/pr19336-georgia-imf-staff-concludes-visit-to-georgia

[4] According to Government's e-AIMS data-base.

[5] https://mof.ge/5235

[6] https://www.geostat.ge/ka/modules/categories/316/mosakhleoba-da-demografia

[7] http://mra.gov.ge/eng/static/55

[8] 2019 Association Implementation Report on Georgia

Figure 2 below). In fact, supporting implementation of the EU Association Agreement could be considered a proxy for promoting progress on the SDGs[9].

Table 1 Georgia's key Indicators

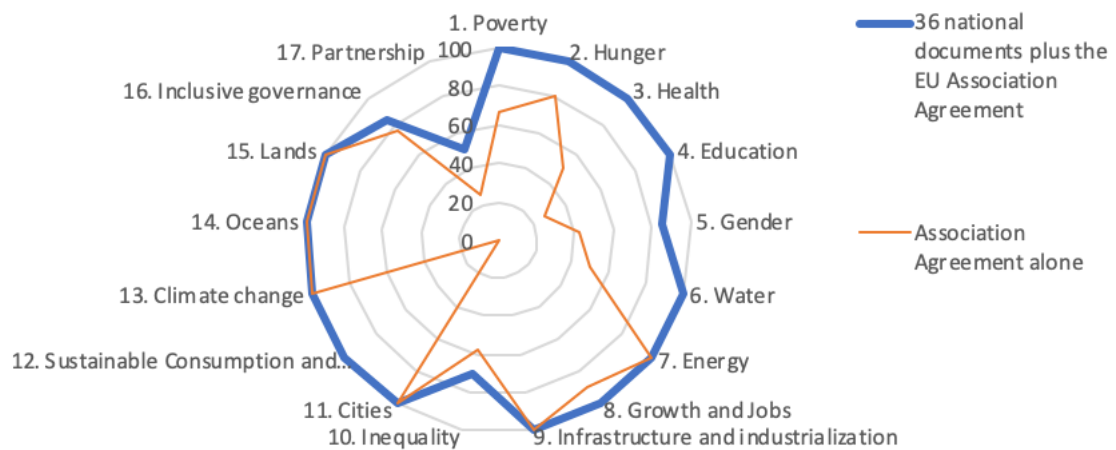|	2015	2016	2017	2018
GDP growth	2.9	2.8	4.8	4.7
GDP p.c. USD, current prices	3754.9	3857.3	4046.8	4345.5
Inflation	104	102.1	106	102.6
USD/GEL period av.	2.27	2.36	2.5	2.67
Absolute Poverty (%)	21.6	22.0	21.9	20.1
GINI coeff.	0.38	0.39	0.4	0.37
ODA (bln GEL)	6.2	10.7	13.3	15.2
Employed (thous.)	1,733.8	1,717.3	1,706.6	1,694.2
Unemployment (%)	14.1	14.0	13.9	12.7

Figure 2 - Alignment of national strategies with SDG targets for each SDG

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[9] Accelerating Progress towards the Sustainable Development Goals (SDGs): Identifying Priority Areas for Action in Georgia, 2019. This is not an official document, but the analysis carried out therein is considered solid and thus included in the evaluation.

3 Evaluation Findings

Evaluation findings are articulated around the four main evaluation criteria guiding this assessment: i.e. Relevance/Normative, Effectiveness/Results, Sustainability/Transformation, and Efficiency/Coordination. Although a review of the performance of each focus area is included under the results section of this chapter, reflections on the other evaluation criteria are also included therein, contributing to the formulation of the overall findings.

3.1 Relevance/Normative

This section will answer to the following evaluation primary questions, while taking into consideration also the more specific sub-questions as reported in the annexed evaluation matrix:

- Are we doing the right things? To what extent are the outcomes of the UNPSD consistent with the needs and interests of the Georgian people, the government's priorities, its international obligations, the Sustainable Development Goals and the policies and priorities of Georgia's main international partners?
- Have the UNDAF programming principles been reflected in the UNPSD and its implementation? If not, or not adequately, how has this affected the relevance of UN programmes?

It also reflects on the relevance of the UNPSD for internal UN planning (i.e. alignment of agencies' programmes to the UNPSD). The main sources of information were the interviews, online survey, UN entities' country programmes, UNPSD results framework, and annual/biannual Joint Workplans.

The following main findings can be drawn from the analysis:

1. The overall **relevance** of the document to Georgia's national priorities and alignment to government strategies and plans, was by and large confirmed during the evaluation. Also, the majority of respondents to the online survey indicated that the 5 priority areas were "significantly" relevant to address the country's needs (67 percent) across all categories of respondents. Comparing the UNPSD with the main government's planning documents this alignment is by and large confirmed. It should be noted, however, that politically the EU Association Agreement is the main focus of the government and the UNPSD also addresses a number of issues covered by it.

2. The UNPSD makes reference to the **international obligations** of Georgia and, to a certain extent, how these are being taken into consideration in the plan as well as reflected in the M&E framework. The recommendations and concluding observations of the Universal Periodic Review (UPR), Convention on the Elimination of any forms of Discrimination against Women (CEDAW) and Convention of on the Rights of the Child (CRC) are specifically referred to and included as indicators where relevant. Overall, stakeholders feel that the UN has been able to contribute to Georgia's fulfilment of international commitments (with a weighted average of 3.45 out of 4) and also that UNPSD helped guiding the work of the UN in this regard (almost 56 percent of total respondents). Evidence of this can also be found in the findings related to the first focus area (Democratic Governance) as well as outcome 8 (with regards to Climate and Disaster Risk Reduction global commitments).

3. In terms of effectively applying the programming principles of **human rights and gender equality/women's empowerment** (GEWE), the UNPSD features a sufficient focus on vulnerable populations and a significant mainstreaming of GEWE. This is reflected partially in the formulation of the outcomes (only four out of eight outcomes refer to vulnerable groups), but more consistently in the monitoring framework where there is an attempt to disaggregate data by marginalized groups. However, it is also acknowledged that availability of disaggregated data for certain groups represent a challenge

(e.g. in the case of POC). The Gender Scorecard exercise carried out in 2017[10] found a mixed picture, with some indicators scoring beyond expectations, but just as many approaching only minimum standards. Nevertheless, stakeholders across all categories reported a consistent focus on those groups of people more at risk of being left behind (people living in conflict areas, mountainous and rural parts of the country, disabled, POC, migrants, IDPs) and an ability of the UN system to mainstream gender issues. This emerged not only in the qualitative, in-depth interviews, but also from the online survey, where 82 percent of respondents stated that the UNCT's work sufficiently or significantly addressed human rights issues. This percentage rises at 87 when asked the extent to which the UN has been able to consistently influence women's and girls' equality and empowerment (see Annex 0 on p. 67). The answers were also rather homogenous across the different groups of respondents (UN, Government, civil society, etc.).

4. As far as **internal relevance** and application of the **Results-Based Management** programming principles are concerned (i.e. alignment of UN agencies programmes to the UNPSD) the evaluation found basically a two-tier UNCT. Some of the agencies felt that the design process was very inclusive and participatory and delivered a document that provides the UN's common vision of Georgia and is fully aligned with their country programme documents. Others felt alienated by the process and, while there is loose alignment to their agencies' strategy, there is also plenty of work that falls outside the realm of the UNPSD. It should be noted that some entities, who do not have a physical presence in the country participated at the planning stage (to ensure that their agencies' potential contribution was captured in the UNPSD), but then were not able to take part in the monitoring and implementation of the framework. There was, however, all in all agreement that the UNPSD failed to become an advocacy and resource mobilization tool and was to a certain extent shelved once finalized. Internal coherence and logical connection between the JWPs' outputs and the UNPSD's outcomes are also an issue. Outputs have been re-defined or reworded from one year to the next without a clear strategy on how the sum of these would advance significantly the achievement of the outcomes. Joint Workplans were developed first annually (2016) and then biannually (2017-2018 and 2019-2020), but are by and large a compilation of agency-specific outputs of individual agencies' activities, rather than a synergistic UN-wide contribution to the advancement of the UNPSD outcomes. Outputs slightly changed from one iteration to the next, but the review process failed to document if and how the output was reached and consequently why and how new outputs were formulated. It was also found that the approval process of the JWPs (compilation of information by the chair of the results groups→RCO→DCU→Line Ministries and then back to DCU for final approval) was incredibly time-consuming and the endorsement would not reach the UN before the second half of the implementation year (this is one of the reasons to opt for a biannual workplan after the first year of implementation).

The Gender Scorecard exercise found that the **M&E system** has not been functioning thus undermining the accountability of the UN[11]. While the majority of the UN staff that participated in the online survey felt that the quality of UNPSD-related indicators was sufficient to measure progress towards outcomes and outputs, these were not consistently monitored and, in some cases, miss baseline data and/or adequate means of verification. Furthermore, the UNPSD indicators are a mix of high-level impact

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[10] See Andrea Lee Esser, PhD, UNCT SWAP-Scorecard - Assessment Results and Action Plan United Nations Country Team Georgia, September 2017

[11] According to the 2018 Coordination Framework Progress Report for Georgia the results groups responded to the gender scorecard recommendations and started monitoring also progress against outcome indicators. This was verified in the 2017 and 2018 annual review where outcome groups commented on progress made on each outcome indicator, but this was not done systematically and consistently.

indicators (e.g. % of people living below poverty line) and indicators that are almost at output level (e.g. number of policies), making it difficult to use them to consistently monitor progress towards the outcomes. Some targets were too conservative (and achieved before the actual start of UNPSD implementation) while others maybe too ambitious.

3.2 Results/Effectiveness

This chapter will cover the broad evaluation criteria related to the effectiveness of the programmes and will be answering to the following primary evaluation question:

- Have we made a difference? To what extent has the UNPSD contributed to strengthen national capacities and foster progress in the agreed results areas?

A more detailed set of questions regarding actual progress, unintended results, realisation of human rights and gender equality, support to the achievement of the SDGs, as well as quality of partnerships developed and appropriate leveraging of UN comparative advantages in Georgia, were also considered in assessing the results achieved under the UNPSD so far.

The UNPSD features 5 focus areas and 8 outcomes, which will be the subject of this evaluation, as reported in

Table 2 below.

Table 2 UNPSD Focus Areas and Outcomes

Focus Area	Outcomes
Democratic Governance	1. By 2020 expectations of citizens of Georgia for voice, rule of law, public sector reforms and accountability are met by stronger systems of democratic governance at all levels
	2. By 2020 all people living in Georgia – including children, minority groups, people with disabilities (PwD), vulnerable women, migrants, internally displaced persons (IDPs) and persons in need of international protection have increased access to the justice service delivery in accordance with national strategies and UN Human Rights standards
Jobs, Livelihood and Social Protection	3. By 2020 poor and excluded population groups have better employment and livelihood opportunities as a result of inclusive and sustainable growth and development policies
	4. By 2020 vulnerable groups have access to proactive and inclusive gender and child sensitive social protection system that address major vulnerabilities
Education	5. By 2020 state and non-state parties at central and municipal levels are providing inclusive and high-quality Preschool and General Education for children
Health	6. By 2020 health of the population especially the most vulnerable groups is enhanced through targeted health policies and provision of quality, equitable and

Focus Area	Outcomes
	integrated services including management of major health risks and promotion of targeted health seeking behavior
Human Security and Community Resilience	7. By 2020 conflict affected communities enjoy better security and stronger resilience to conflict-induced consequences
	8. By 2020 communities enjoy greater resilience through enhanced institutional and legislative systems for environment protection, sustainable management of natural resources and disaster risk reduction

This section covers an assessment of progress, leveraging comparative advantages and partnerships, and addressing SDGs and GEWE and Human Rights for the overall UNPSD. This is followed by an evaluation of results achieved under each outcome area, focusing on a description of the results of UN contributions, overall progress towards the target sets in the UNPSD M&E framework, specific contributions to the SDGs and in advancing GEWE and human rights. Where appropriate, gaps and issues for improvement were also identified.

3.2.1 Overall progress

Some progress has been made in all focus areas and the UN has contributed significantly to it. This emerges from the analysis of progress made towards the outcomes' indicators (with the limitations mentioned above), actual delivery against resources estimated in the UNPSD, reports by stakeholders (both through interviews and the survey), and JWPs annual reviews as well as agencies programme evaluations and reviews.

Results are not necessarily consistent across all areas and all sources of information. This is probably due to a number of reasons including: the fact that there is a superficial understanding among stakeholders (including the UN) of the expected outcomes of the UNPSD and how the UN would contribute to their achievement; indicators are not necessarily clearly linked to the expected outcomes and the contributions made towards them; targets were not always realistic; discrepancies between the estimated resources in the UNPSD and the actual delivery.

In terms of performance against the outcome indicators, overall 65 percent of them are on track or have been achieved already, while 5 out of 51 could not be monitored for lack of baselines or data, the remaining 25 percent are not likely to be reached or only some parameters have been achieved. It should be noted, however, that some targets' baselines were from 2013/14, and by the start of UNPSD implementation the targets were already reached (e.g. poverty, WGI on Rule of Law).
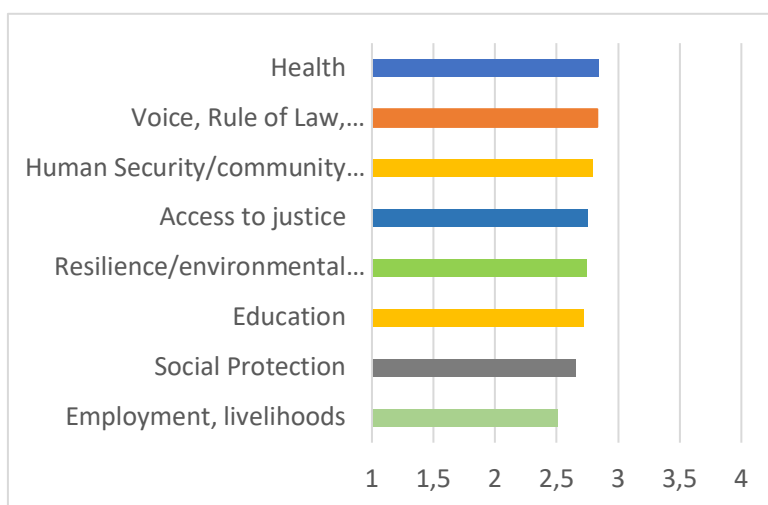
Figure 3 Progress towards outcomes - Survey response, weighted average

If we take the results of the online survey, the picture on overall progress

towards the eight outcomes is not particularly rosy. The weighted average on a scale from 1 to 4 (where 1 is the lowest and 4 the highest achievement) is across all outcomes just around 2.7. This means that more than 1 out of 3 respondents felt that there was only slight progress or no progress at all (see Figure 3). An additional 15 percent of respondents felt that they did not know how to assess the progress made. Although the difference between outcomes is narrow, we notice that health, human security and the outcomes linked to the democratic governance focus area have scored slightly higher than the others.

 In terms of resources, a total of over 114 million USD has been delivered in the first three years of UNPSD implementation (2016-18) by the UN in Georgia (see Figure 4). Almost half of the resources were spent to advance two outcomes: voice, rule of law and accountability and human security. The smallest amounts went for education, social protection and health. This only partially mirror the estimates provided in the UNPSD. While the evaluation keeps into consideration that resources (available and to be mobilized) projected at the planning stage are, by definition, rough estimates subject to fluctuation, it also notes that the gap between planning and implementation is significant, not overall[12], but as allocation to the different outcomes. Some outcomes have already exceeded the resource mobilization targets (i.e. outcomes 1, 5, 7 and 8), others are falling significantly behind. Lastly, there are two joint programmes that will contribute mainly to outcome 3 on jobs and livelihoods, that has started only in 2019 and hence not included in the present analysis[13].
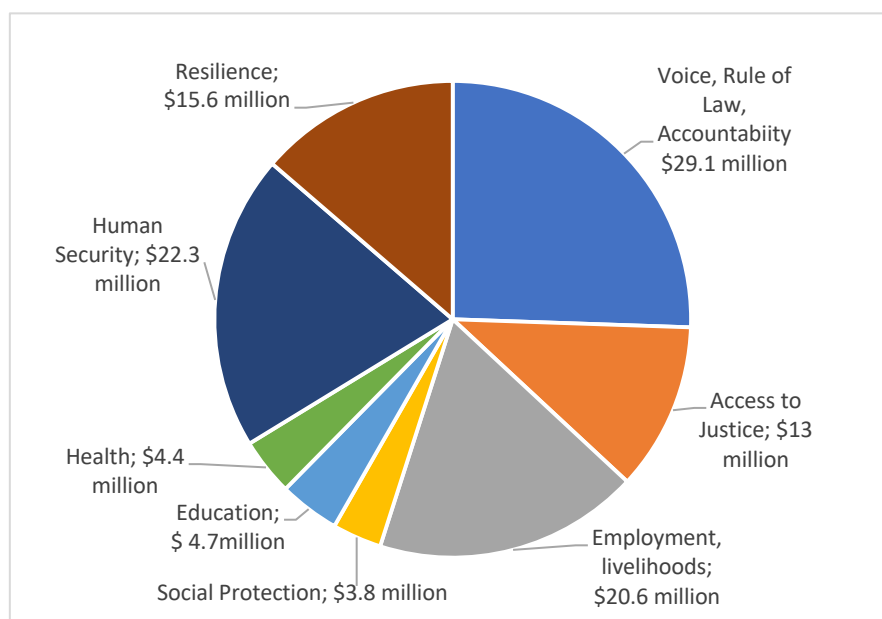
Figure 4 UN Delivery by Outcome 2016-2018, USD

Progress under each results area and UN contributions to it, will be analysed in details below. While the UN has implemented many programmes that contribute to the progress made under each outcome area, it is difficult to affirm whether these have been achieved thanks to the UNPSD. The overall sense is that the added value of this joint planning framework was minimal, as emerged from the consultations and the analysis of the JWPs. Of notice the high number of joint programmes implemented in Georgia. There are ten running (or just completed) Joint programmes in Georgia (see Annex 5.10 on p. 82) mostly funded by the EU. However, while these are good examples of considering how different arms of the UN can contribute to collective results, in most cases agencies are responsible for individual components of the joint programme and are de facto implemented as individual projects, under the same strategic chapeau. The impression is that funding opportunities have

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[12] Overall delivery exceeds estimated total resources in the UNPSD document (i.e. 73 percent of the total has been spent in the first 3 years of implementation which represents 60 percent of the 5-year timeframe).

[13] These are: "Innovative Action Plan for Private Sector Competitiveness in Georgia" involving UNDP, FAO, IOM and UNIDO for a total of USD 5,843,500 (running till 2023); and "Improving Vocational Education in Abkhazia" with UNDP, UNICEF and FAO for a totatl of USD 3, 247, 343 (running till 2022) both funded by the EU.

been sought rather than synergies. As one UN staff put it: "all JPs are donor driven". The resource mobilization incentive, however, pushed to a certain extent, the UN to collaborate and find complementarities, as in the case of the JP on Human Rights where the operational capacity of UNDP was instrumental to channel OHCHR technical expertise. But this seems to be the exception rather than the rule.

3.2.2 Partnerships

The evaluation found that at individual agency level robust partnerships have been established with the government of Georgia, CSOs and donors and in some cases the private sector. However, the evaluation could not identify systemic partnerships established to implement the UNPSD, with the exception of the well-functioning coordination forum, chaired by the RC, Abkhazia Strategic Partnerships (ASP) and the UN Gender Theme Group (GTG). The ASP brings together UN, international government and non-governmental organizations implementing programmes in the region; it meets regularly and is regarded as a very useful platform to enhance the effectiveness of external contributions to the region. The sensitive working environment in the region, together with accessibility challenges, calls for joint positions and actions; the ASP provided an effective mechanism to this end. The GTG comprises the gender focal point of the UN agencies based in Georgia and regularly invites representatives of Georgian Civil Society, international donor community and government to participate. It is an active, multi-stakeholder group which is regarded as a useful platform by the main partners.

The partnership with the GoG and the international community is strong and long-standing, as evidenced by the online survey (with a weighted average of around 3.4 on a 1 to 4 scale). The ability to forge partnerships also with civil society and, in particular with other external partners is perceived to be slightly less prominent. The strong partnership with the government was confirmed during the interviews, to the extent that some felt the relation was so close that could undermine the UN impartiality. It is interesting to note that while the GoG see the alliance of the UN with international donors in stronger terms than other categories of stakeholders, the same holds true the other way around (see Table 12 in Annex 0) and this is not necessarily in positive terms, as mentioned above.

In the context of an upper-middle country, with a well-developed private sector, there is a potential for the UN to work more closely and systematically with companies and trade/business associations, both to explore innovative approaches to development challenges, opportunities for financing, and collaborations for shared results. There are some examples to this extent (e.g. building of shelters by private business or collaboration to advance gender equality) and the UNCT could build on them to develop system-wide partnerships and/or strategy.

Partnerships within the UN system will be assessed under the 'efficiency/coordination' section of this chapter.

3.2.3 Comparative Advantages

The evaluation was asked to answer to the following question:

- Have been UN **comparative advantages** properly leveraged especially viz other development partners? (including universality, neutrality, voluntary and grant-nature of contributions, multilateralism, and the special mandates of UN agencies)?

In seeking answers to this question, and in assessing overall progress made by the UN in Georgia, the evaluation also identified the UN comparative advantages as perceived by key stakeholders, which go beyond

the one listed in the evaluation question. **In general, the UN has properly leveraged its comparative advantages and this is appreciated by the partners interviewed and surveyed**.

With a weighted average of over 3.18 (on 4), respondents to the survey were rather confident that the UN has worked in line with its comparative advantages. However, in the interviews emerged that the added value of the UN in Georgia, beyond the general comparative advantages listed in the evaluation question, lie in the following main traits:

- Ability to build national capacities

- Mobilising local and international expertise and knowledge

- Exercise advocacy, being able to make people's voices heard

- Convening power/ 'Broker' role, in terms of the capacity of the UN system of bringing different categories of partners together as well as facilitate inter-ministerial coordination

- Compared with other development partners, it is felt that the level of reputation of the UN viz the government makes it very credible, its advice is all in all welcome, heard and followed

- Raising awareness on a number of issues, including the SDGs, is a prerogative of the UN in Georgia, as elsewhere in the world

- Standard setting and policy advice - as expected in a MIC, the role of the UN is seen as being able to set international standards and provide the expertise to develop state-of-the-art policies and strategies

- Piloting new approaches and programmes that can then be scaled up by the government and other partners.

These are all types of interventions that the UN is already undertaking in Georgia and is expected to continue focusing on in the future.

3.2.4 Realising Human Rights and Gender Equality

Besides assessing the extent to which human rights and gender equality were mainstreamed in the UNPSD document and JWPs (see section on the Relevance/Normative evaluation criteria) the evaluation, in line with the UNEG's guidance document on Integrating Human Rights and Gender Equality in Evaluations, has sought to assess how the UN has contributed to advance human rights and GEWE in Georgia under the UNPSD. Specific questions in this regard where posed to stakeholders both during the interviews and FGDs, as well as in the online survey.

Specific results will be highlighted under each focus area. **In general, the UN has contributed to a number of concrete results both in upholding human rights, reaching out to the most vulnerable groups and enhancing gender equality.**   These have been implemented in line with UN comparative advantages, i.e. building institutional capacities (e.g. Gender Equality Department under the PDO); supporting policy making (e.g. Child Rights Code and National Action Plan on Human Rights); providing cross-sectoral policy advice (e.g. gender equality, diversity and healthy lifestyle mainstreamed in the standards, guidelines and training modules developed by the MoES); advocacy (to counter early marriages and harmful practices); data (e.g. GEOSTAT's gender platform); and piloting direct support where needed (e.g. support to crisis centres for survivors of VAWG/DV as well as informal crisis centre for women at risk of VAWG/DV in Abkhazia, Georgia). The initiative to develop a proposal for a joint programme on people living with disabilities is also noteworthy.

3.2.5 SDGs

SDGs and targets related to each outcome were identified during the UNPSD's preparation, and included in its final design. Considering that at the start of the programming cycle SDGs were yet to be nationalized and they did not feature high in the government's agenda, tremendous progress has been made in the course of UNPSD implementation. This is also corroborated by the overall perception of stakeholders who, on a scale from 1 to 4, rated 3.25 the ability of the UN to influence the national development agenda and the implementation of the SDGs.

In particular the UN has contributed to the following:
- Raising public awareness on the SDGs at national and sub-national levels (e.g. SDG festivals, joint communication campaign)
- Institutional building: set-up of the government's SDG Council and four Working Groups (economic, social, environmental protection and governance, co-chaired by the UN)
- Policy setting: nationalization of SDG targets, drafting of the SDGs Action Plan and inclusion of SDG, MAPS joints assessment targets in activity plans of Parliamentary Committees and in all policy documents elaborated at national level
- Data: determining baselines (e.g. food and agriculture)

However, there is space for improvement in terms of advancing the 2030 agenda as a whole and identifying specific SDGs priorities where the UN could collectively make a difference, in line with national strategies.

3.2.6 Democratic Governance

UN has worked to implement crucial legislation and build institutional capacity to further Georgia's democratic governance, however trust in institutions has remained low, largely due to political reasons.

The Focus Area of Democratic Governance is the largest in terms of UN delivery under the current programme. It comprises two outcomes that are discussed jointly in this section, as they are closely interlinked. UNPSD's starting year coincided with Parliamentary election, which led to the adoption of a new Constitution in 2017. This changed significantly Georgia's governance situation, as it became a stronger parliamentary republic. At the same time, civil society warned of a crisis of democratic institutions due to informal political influence[14]. The crisis is most vividly captured in the decline of people's trust in public institutions (UNPSD monitoring indicator 1.2). According to the IRI polls (2015-2019) trust in governance institutions (except local authorities) has declined, along with the increased perception that the country is developing in the wrong direction (see Figure 5 below).

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[14] https://www.transparency.ge/ge/post/arapormalurma-mmartvelobam-demokratiuli-institutebis-krizisi-gamoicvia
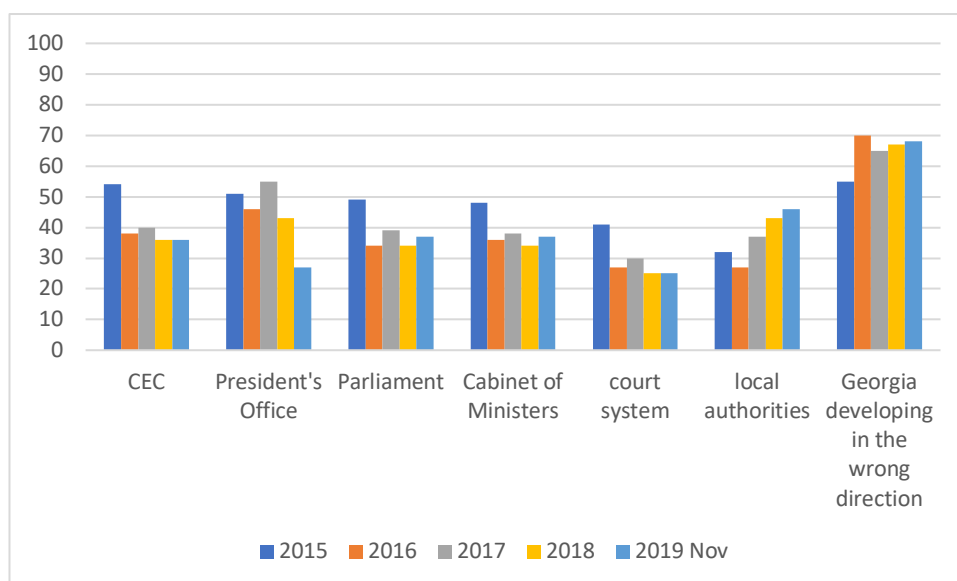
Figure 5 Georgians trust in public institutions 2015-19

The UN has been a crucial partner for the Government and Parliament in preparation and/or assistance in implementation of **crucial legislation and strategies**. It worked closely with the Civil Service Bureau to implement the Law on Civil Service (approved in 2015), which has been in force since 2017[15]. UN assisted the Bureau in the implementation of the New Law on Civil Service and on raising the awareness about the law among the civil servants (awareness on new Civil Service Law among civil servants increased to 96 percent in 2019, thus by 21 percentage points vs. 2016[16]), and preparing 13 by-laws needed to implement the Law. The UN also contributed to building capacities to guide, plan, monitor, evaluate and report on policy processes, partnering with the Administration of the Government of Georgia (AoG) and introducing a whole-of-government approach in national level policy development and coordination.

The UN was also instrumental in improving the Parliament's oversight function, introducing new and effective mechanisms, such as thematic inquiries (e.g. Tbilisi Air Quality), post-legislative scrutiny, minister's hour, etc. as well as strengthening its role in promoting gender equality and the SDGs agenda. Using the mechanism of the Open Government Partnership (OGP), the UN has encouraged active participation of the Parliament in the process through, inter alia, supporting the adoption and implementation of the 2nd and 3rd Open Parliament Action Plans (2017 and 2018-2019).

In addition to working with the central government, UN has engaged in local governance. In particular, it contributed to the drafting of critical pieces of legislations, i.e. the Law on Mountainous Regions and the Decentralization Strategy. This is of key importance in Georgia, as further decentralization is needed in order to reduce regional inequalities in the country. To this end, the UN has also been providing support in preparing Regional Development Plans.

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[15] https://matsne.gov.ge/document/view/3031098?publication=26

[16] Data provided by UNDP as part of the feedback to the draft evaluation report. See Evaluation Comments Log separately annexed to this final report.

Under outcome 2 on Access to Justice, the UN focused on juvenile justice, supporting the implementation of the Juvenile Justice Code (adopted in 2015)[17] and Code of Children Rights (adopted in 2019).[18] This legislation led to a more children-friendly criminal-justice system, resulting in low (9 percent) recidivism rate.

To ensure the implementation of the laws and strategies mentioned above, the UN has also been providing specific technical assistance for **institution building**. Capacities of Legal Aid Service have been developed through work with several UN agencies and resulted in increased coverage. Gender Equality Department at the Public Defender's Office has been strengthened. Thanks also to UN advocacy, a new Department for Human Rights and Investigation Monitoring has been set up. This is considered a breakthrough in the context of upholding human rights and, in particular, women's rights. The number of perpetrators of domestic violence who were served restrictive orders increased. The UN also supported the strengthening of the Crime Prevention Center of the Ministry of Justice, which resulted in increased number of juvenile offenders diverted from criminal persecution to social services (see Table 3). As a part of an effort to create a more child-friendly criminal justice system, professionals were given specialized training. A pilot child-friendly courtroom and witness examination room were created in Rustavi.

Table 3 – Selected Justice Related Data

	2016	2017	2018
# of legal consultation by LAS	24,501	29,301	31,110
# of legal cases handles by LAS	12,220	13,878	15,644
# of juvenile offenders diverted	462	476	497
# of persons served restrictive order	5,802	7,981	13,518

The UN has also been instrumental in assisting the Government of Georgia in the preparation of its reports to UN's human rights body (UPR, CEDAW and others) as well as assisting NGOs in preparing their own reports to the treaty bodies.

UN's work is partially reflected in the achievement of **outcome indicators** (see Annex 5.5). As mentioned above, one of the important indicators - citizen's satisfaction - has not been achieved. Indicator 1.1. which is also used to measure progress in Outcome 2 has been only partially achieved (see Table 4) – Voice and Accountability indicator has not been achieved yet (and given the trend in the past years does not seem likely to be achieved by 2020), while the targets for the sub-indicators on Rule of Law and Government Effectiveness were reached either before the starting of the UNPSD (the former) or in its second year of implementation (the latter), reflecting, possibly, low ambition in setting the targets. The rest of the indicators have been largely achieved, as they more directly reflect the work of UN agencies – and can thus be considered to be output-level indicators. In some cases, data was not available (e.g. CEDAW implementation report prepared by government has not been made public).

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[17] https://matsne.gov.ge/ka/document/view/2877281?publication=13
[18] https://matsne.gov.ge/document/view/4613854?publication=0

Table 4 - Worldwide Governance Indicators, Georgia 2013-2018

	2013	2014	2015	2016	2017	2018	target
V&A	55.4	57.64	56.65	55.67	54.68	56.16	Over 60
Rule of Law	53.99	64.9	64.42	64.9	62.98	63.94	Over 58
Gov. Effect.	69.67	71.63	67.31	70.67	73.08	74.04	Over 72

Despite impressive variety of activities, some areas have been given less attention. While the UN has been active in promoting rights of women, children and other groups, the rights of people with disability appear underserved[19]. This situation might improve with the recent approval of a Joint Program on Disability. Another aspect is capacity of local governments. While trust in local authorities is growing (see Figure 5 p.15), there is widespread assumption that insufficient capacities at sub-national level hinders decentralization reform. Although the UN is active in working with local municipalities, more attention could be placed in building their capacities, where possible.

In terms of contribution to the **SDGs**, the UN, under the efforts made to enhance democratic governance, has been playing an important role in shaping and sustaining the national institutional architecture for SDGs. UN co-chairs the Sustainable Development Council (created in May 2017) as well as its four thematic Working Groups on (i) Social Inclusion, (ii) Economic Development, (iii) Democratic Governance, and (iv) Sustainable Energy and Environmental Protection. UN has also advocated for inclusion of specific targets during the SDG nationalization process. It worked with Parliament to include SDG-specific measures in the action plans of Parliamentary Committees and, at a later stage, develop the Parliament's Strategy and Action Plan for the Implementation and Monitoring of the SDGs, which was approved by the Parliament Bureau in June 2019.

Under this focus area, direct contribution to selected SDG targets were also made. Eight SDG targets have been selected for Outcomes 1 and 2 at the time of the writing of UNPSD (of which targets 5c and 11a have not been included in the list of nationalized targets as of November 2019). UN has worked with both central, municipalities and Parliament towards meeting SDGs targets 16.3, 16.6, 16.7 and contributed towards promoting partnerships with civil society and parliament, although partnerships with private sector were not explicitly pursued (SDGs target 17.17). Several agencies have successfully worked to increase the availability of high-quality, timely, reliable and disaggregated data (SDGs target 17.18) - this target could also be successfully linked to other focus areas of the UNPSD.

Results in advancing gender equality and human rights

Human rights and GEWE are an explicit area of work under Outcomes 1 and 2, and a number of results were achieved in this regard particularly in terms of establishing a legislative and institutional enabling environment. The UN has specifically worked to contribute to political representation of women, strengthening the role of the Gender Equality Council of the Parliament and of the Gender Department of

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[19] It should be noted that UN assisted public institutions to develop accessible services for all, through equipping 900 Public Service Hall (PSH) and parliamentary staff with skills to ensure better quality and accessibility of public services for PwDs and creating 400 new signs in PSHs for the visually impaired users.

the Public Defender's Office, as well as the Human Rights Department of the Ministry of Internal Affairs. It should also be added that UN agencies have contributed to building capacities of the Human Rights Council and its Committees on Gender and Children's Rights. UN's assistance has also been crucial in preparation of the National Human Rights Action Plans[20]. UN has been active in raising awareness on a wide range of gender-related issues – from women's economic empowerment to early marriages and decent aging. Some efforts to also strengthen rights-holders' capacities have been made under outcome 4 (on social protection).

3.2.7 Jobs, Livelihood and Social Protection

Georgia has benefited from continuous economic growth since 2015 and has moved from a lower-middle income to an upper-middle income country according to the World Bank's classification, with a 2018 per capita GDP of $4,722 USD[21] (16 percent increase compared to 2016). However, despite positive developments, Georgia still struggles with unemployment, rural and urban poverty, a high inflation rate, and uneven income distribution across regions and area of residence.

Outcome 3: Jobs and Livelihood

The UN has provided substantial contributions to enhance in particular agricultural and rural development at policy and institutional level, as well as through grassroots level interventions. The job creation dimension of this outcome is less prominent. While results are tangible and appreciated, there are sustainability challenges.

Almost half of the economically active population in Georgia is engaged in agricultural activities and almost 98 percent[22] of farmworkers are considered self-employed, thus representing a key source of employment[23].

Agricultural and rural development has also become a key priority for the GoG, following the signing in 2014 of the Association Agreement (AA) entering the Deep and Comprehensive Free Trade Area (DCFTA) with the European Union (EU). This called for the implementation of agriculture- and trade-related policy reforms in line with EU standards and values. Within the framework of the AA, the EU has provided large-scale assistance to the GoG to improve the quality of goods and services in the country.

In line with the above, the majority of UN interventions under outcome 3 have revolved around agricultural and rural development, focusing on the following three main domains: legislative support; institutional strengthening; data production, and grassroots support.

Throughout the reporting period, substantial **policy and strategies** have been designed and streamlined, making the Government more responsive to existing needs and development challenges. In particular, the UN has supported the development of the Agriculture Development Strategy and related Action Plans, and provided assistance for its effective implementation. According to the evaluation report of the 2015-2017 Action Plan for the implementation of the Agricultural Development Strategy of Georgia for 2015-2020, 36 percent of the plan had been fully implemented, while an additional 60 percent in course of implementation. From 2015 through 2017, such actions have resulted in: increased export of Georgia's agricultural products

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[20] http://myrights.gov.ge/ka/documents/action%20plans%201/

[21] Source: https://www.geostat.ge/en/modules/categories/23/gross-domestic-product-gdp

[22] Strategy for Agricultural Development in Georgia 2015-2020, p. 17

[23] https://www.geostat.ge/ka/modules/categories/38/dasakmeba-da-umushevroba

(12.5 percent average growth rate); a GEL 1 billion increase in value of agricultural production (from GEL 8 billion to GEL 9 billion); the establishment of cooperatives and registered food business operators[24].

The UN has also provided support to develop a Rural Development Strategy and Action Plan. Rural development is a comparatively new concept for Georgia and the strategy allowed to address outstanding challenges in three priority areas related to: economy and competitiveness; social conditions and living standards; and environmental protection and sustainable management of natural resource. The Action Plan for 2018 shows a high implementation rate: eight out of the nine objective indicators were fully reached while one indicator showed 88.9 percent fulfillment.

The Law on Seeds was also elaborated with UN support, leading to enhanced quality of seeds and thus increased crops productivity and food quality. According to the FAO's evaluation report[25], there was a 30 percent increase in the productivity of wheat and barley production after the first harvest following the introduction of the new certification system.

New VET law and related sub-laws and regulations were also drafted, enabling the introduction of new, student-centred learning models to address existing knowledge and skills gaps and respond to labour market demands. The final assessment of the VET project[26] showed that 72 percent of VET graduates found jobs following their graduation[27].

The evaluation found, however, that the effective implementation of these documents largely depends on UN's backstopping and influence. Reportedly, the GoG is extremely engaged, but still requires external support in order to take the lead in their implementation.

The UN is also appreciated for its **institutional building** contributions both at national and regional levels, improving delivery of services. With the UN's contribution, the Agriculture and Rural Development Agency was established – merging the Agricultural Cooperation Development Agency (ACDA) and the Agricultural Projects Management Agency (APMA). The establishment of this new agency promises to decrease transaction costs and increase the efficiency of its actions, bringing together rural and agricultural development programs under a single umbrella agency. However, it should be noted that ACDA was also established with UN support at sectoral level, indicating that there is space for improvement in terms of coordination and complementarity of interventions.

Tools for **comprehensive sectoral analysis, evidence and needs-based** decision-making have been provided by the UN (see also paragraphs below on specific results regarding SDGs and GEWE). However, further awareness is required for the government's planning and implementation processes to fully benefit from them.

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[24] Evaluation Report of Agricultural Development Strategy for 2015-2020 based on the implementation of its Action Plan from 2015 through 2017 prepared by Goran Živkov (FAO) and Policy and Analysis Department of the Ministry of Environmental Protection and Agriculture of Georgia

[25] Evaluation of FAO's Contribution to Georgia, July 2019

[26] Final Assessment Report on Modernization of The Vocational Education and Training and Extension Systems related to Agriculture in Georgia, May 2018

[27] The tracer study administered by the Ministry of Education, Science, Culture and Sport of Georgia for 2017 shows an increase from 54 percent to 60 percent.

Despite a sound contribution provided to agricultural and rural sectors at both policy and institutional levels, the implementation of these plans/measures is yet to yield substantial growth with respect to agricultural productivity, increase of exports, and improving people's livelihoods (especially in rural settings).

The UN has also been providing **direct support at grassroots level** through: value chain development; farmers' trainings and capacity development; technical and financial support for cooperatives; and grant schemes and cash transfers for local farmers and businesses. In spite of the considerable achievements made in this regard, according to stakeholders and desk reviews, the UN should progressively deliver such services through government's structure and institution to ensure sustainability of results. A good example in this regard is the provision of assistance and grant schemes to vulnerable groups through the IDP Livelihood Agency.

The evaluation notes that, in spite of substantial support being provided to enhance agricultural productivity through capacity building, strengthening extension services, and VET education, there is space for the UN to promote stronger linkages and complementarities between the MEPA and MoESCS.

In terms of **progress towards the indicators** set in the UNPSD, the evaluation found that most have been achieved (5 out of 7), one registered progress but is not fully reached, one did not show significant changes, and for the last indicator data could not be retrieved (neither baseline nor end-line). It should be noted that the targets achieved regard output level indicators (see Annex 5.5 on p.57) and income-related indicators which far exceeded the set targets, raising questions about the level of ambition of the targets and the actual contributors. Nevertheless, positive trends have been registered in rural households, which could at least be partially linked to UN efforts in promoting rural and agricultural development. See table below.

Table 5- Household (HH) and per capita income by year and location (rural/urban)[28]

Income/Year	2013	2014	2015	2016	2017	2018	Target	Change
Income per HH	896.1	995.1	1035.9	1062.6	1110.7	1123.5	976	25%
Income per capita	251.1	278.7	290.2	302.2	317.2	318.3	272	27%
Income per HH	**2013**	**2014**	**2015**	**2016**	**2017**	**2018**	**target**	**Change**
Urban	975.1	1086.1	1135.8	1164.8	1210.3	1195.7	1078	23%
Rural	787.2	869.3	896.6	916.6	968.4	1014.3	875	29%
Income per capita	**2013**	**2014**	**2015**	**2016**	**2017**	**2018**	**target**	**Change**
Urban	277.9	309.3	322.9	337.7	351.9	345	307	24%
Rural	215.7	238.1	246.3	253.8	269.7	279.8	238	30%

No particular changes were observed in relation to employment promotion and job creation. The evaluation notes that the jobs creation supporting mechanism (economic diversification measures under rural development and private sector competitiveness mechanisms) will start only in 2020 determining slow progress in this area to date.

In general, UN's interventions are consistent with the indicated **SDGs targets**, however, some have been addressed only to a certain degree. In particular, those targets related to full and productive employment,

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[28] Source: https://www.geostat.ge/en/modules/categories/50/households-income

reduction of the proportion of youth not in employment and education, and the access of small-scale industrial and other enterprises were not explicitly captured by UN's contributions. Noteworthy is the UN's supported baseline report and action plan[29] to promote implementation and monitoring of SDGs in agriculture and rural development.

Results in advancing gender equality and human rights

Under this outcome area, the UN has built national institutions' capacities to design policy documents and programs that address the most vulnerable groups in society (mainstreaming migration, support to stateless persons/asylum-seekers, support to IDPs and PWDs, gender trainings, mainstreaming gender in policy and strategy documents). With the UN's support, specific indicators on PWDs, IDPs and other vulnerable groups have been integrated into the monitoring and evaluation mechanism.

In particular, all national-level policy and strategy documents created with UN support have integrated gender aspects and targeted vulnerable groups. In addition, the UN has contributed to the development of a gender equality strategy and a two-year action plan within MRA. The multidimensional approach and active engagement of different stakeholders in the process of the elaboration of these documents ensured strong ownership, thereby guaranteeing sustainability.

Gender statistics in agriculture and surveys to assess women's engagement in rural and agricultural activities have also been supported for evidence-based programmes and the promotion of female participation in agriculture and agribusiness. Despite all of the efforts made, the evaluation found that women's participation is still very limited in agriculture. Moreover, the evaluation found that gender equality awareness was limited to the inclusion of gender-related indicators into the strategy or program documents and went no further than formal adherence to the set targets.

Outcome 4: Social Protection

The UN has significantly contributed to the development of policy documents, strategies, and action plans and to strengthen national institutional framework and capacities to collect, monitor and report on social protection and gender equality issues, in line with the UNPSD outcome.

Under outcome 4, the UN has provided substantial support at **policy and legislative** level. In particular, within the reporting period, one of the most important achievements noted was the adoption of the Code on the Rights of the Child in Georgia. The document regulates the protection of children's rights and ensures the realization of all rights and freedoms of children. The Code represents an umbrella document, integrating all of the principles and aspects of child protection, previously scattered across different pieces of legislations and regulations. The process of designing of the Code allowed for the identification of gaps that needs to be addressed in future programming. Other achievements were identified in childcare reform (including the adoption of the Law on Adoption and Foster Care) and in VAW/G (ratification of the Istanbul Convention of the Council of Europe on preventing and combating violence against women and domestic violence).

In terms of **Institutional Building,** of note is the establishment, within the Ministry of Internal, of the Department of Human Rights Protection and Quality Monitoring. This is tasked with providing prompt response to, and investigation of cases related to domestic violence, VAW, human trafficking, crimes

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[29] Baseline report on Mainstreaming the 2030 Agenda for Sustainable Development: Components Related to Sustainable Food and Agriculture and an Action Plan for the MEPA for the implementation and monitoring of SDGs in agriculture and rural development in Georgia over the period 2018-2020

committed by/towards minors and crimes based on discrimination. Within the reporting period, the UN has also supported the establishment and/or operationalization of crisis centres and shelter houses for victims of domestic violence, and family-type settings for children with severe disabilities.

The UN has implemented a number of projects to support quality **data collection and analysis**, and to raise awareness about social protection issues. In this regard, a number of studies have been undertaken, including the Multiple Indicators Cluster Survey (MICS[30]), which gathers data on the status of children and women on over 30 SDGs targets. A gender portal within Geostat[31] has been established and a national study on violence against women conducted[32], providing robust evidence for interventions' and policies' design and monitoring.

While the sustainability of large-scale surveys such as the MICS is questionable, these are vital not only to provide the necessary data for effective policy-making, but also to build national capacities for data production.

In terms of **progress on monitoring indicators**, set targets have been fully reached in two instances (poverty and allocation of budget to combat VAW). The number of social workers has not reached its benchmark, but likely to be reached by 2020 (with the decentralization of social work at the municipal level). HHs benefitting from social cash transfer programs is only partially met. One indicator could not be monitored (4.1).

General poverty among the population has decreased from its baseline figure of 23.5 percent to its end-line figure of 20.1 percent[33] (as of 2018). A similar trend has been observed with respect to poverty among children, dropping from 29.4 percent to 23.1 percent over the same period. This figure is expected to further decline as of January 2019 thanks to an increase in government's benefit[34], which is estimated to lower child poverty rate by at least 2 percent.

As illustrated in the Figure 6 below, by 2016 the set targets on poverty had already been fully reached. This is probably due to the recalculation and adjustment of socio-economic parameters following the 2014 population census, thereby altering the baseline and end-line values set within the UNPSD. Overall, no particular change has been observed in the parameters of absolute poverty and female poverty, however the decrease in child poverty was significant.

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[30] Source: https://www.geostat.ge/en/modules/categories/625/multiple-indicator-cluster-surveys

[31] Source: http://gender.geostat.ge/gender/index.php?lang=en

[32] Source: https://www2.unwomen.org/-/media/field%20office%20georgia/attachments/publications/2018/national%20study%20on%20violence%20against%20women%202017.pdf?la=en&vs=2932

[33] Source: https://www.geostat.ge/en/modules/categories/192/living-conditions

[34] Children who live in families with a TSA score below 100,000 have their benefit raised from 10 GEL to 50 GEL per month. This was achieved also thanks to UN contributions.
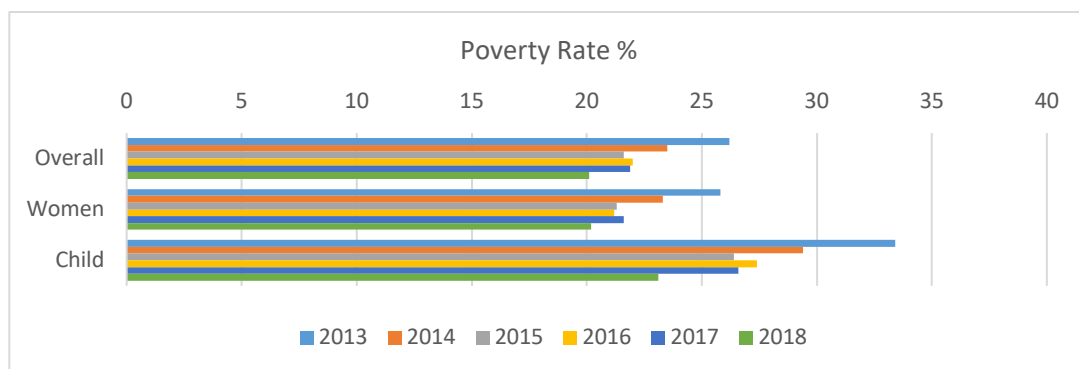
Figure 6 Poverty rate by category. 2013-18[35]

The state budget allocated to support services for victims of domestic violence increased by 96 percent (as compared to planned 15 percent) from the baseline figure of 513,424 GEL (2016) to the end-line figure of 1,008,677 GEL[36]. As of 2018, 29.8 percent of all children and 88.3 percent of vulnerable households were benefiting from at least one of the social cash transfer programs. The target of more than 26 percent of children benefiting from at least one of the social transfers was achieved, whereas the target for vulnerable families showed little progress.

Overall, the evaluation found that there is an opportunity for the UN to expand and strengthen its **partnership** with local NGOs and civil society, in particular at sub-national level in view of the upcoming decentralization of social assistance at municipal level. Local civil society could play an important role in monitoring service delivery, supporting behavioural change and articulating children's needs and challenges. The UN tried to engage the private sector in social protection but not in a systematic manner. Of note the involvement of one of the leading construction companies in building a centre for children with disabilities.

In terms of **contribution to the SDGs**, substantial work has been undertaken to prevent and combat VAW, although specific SDGs targets on this were not included in the UNPSD. Specifically, the UN has contributed to SDG 5 and target 5.2: "Eliminate all forms of violence against all women and girls in the public and private spheres, including trafficking and sexual and other types of exploitation."

Results in advancing gender equality and human rights
The UN has contributed to the enhancement of the country's legislative framework on gender equality through the enactment of policy reforms that address violence against women and girls. In this respect, a number of changes has been introduced to up to 25 legislative acts, including amendments on forced marriage, female genital mutilation, stalking and forced sterilization[37]. The UN has ensured gender mainstreaming and child protection at policy and institutional levels, including for children with disabilities.

The availability of robust gender statistics is key to advance gender equality and women's empowerment. UN sustained support in this regard has led to the establishment of digital gender data portal within GEOSTAT, as well as the publication of reports and assessments on VAW.

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[35] Source: https://www.geostat.ge/en/modules/categories/192/living-conditions

[36] Joint Work Plan Review 2018

[37] Source: https://www.unece.org/fileadmin/DAM/Gender/Beijing_20/Georgia.pdf

3.2.8 Education

Education represents the UNPSD outcome with the lowest commitment (both in terms of planned resources and actual delivery), in spite of the country's outstanding challenges and its critical role for its future development. Nevertheless, results have been achieved in advancing pre-school education and mainstreaming gender equality/healthy lifestyles in curricula.

In recent years, there has been significant improvement in enrolment rates across all levels of education in Georgia. However, a large share of students still leaves the education system without mastering basic skills[38], as Georgia's low PISA scores demonstrate (2018 scores appear even lower than in 2015)[39]. In response to this and other challenges, the Ministry of Education, Culture and Science (MoESCS) developed the "Unified Strategy for Education and Science for 2017-2021" with the objective of providing high quality education for all. The main priorities of the Unified Strategy include incorporating student-oriented teaching strategies, investing in the teaching workforce and creating a safe school environment. An action plan accompanied the Unified Strategy and sets out expected outcomes, responsible entities, and timeframes[40.] Education expenditure reached 12.9 percent of total government expenditures and 3.8 percent of GDP in 2017[41]. In March 2019, the Prime Minister announced plans to increase education expenditures to 6 percent of GDP by 2022[42]. According to IRI's polls (2015-2018), only between 1 to 5 percent of people believe education reform has been successful. The total enrolment rate of young children in preschool is 69.5 percent. Enrolment rates are lower for children of ethnic minorities (33 percent), those who are socially vulnerable (39.7 percent), and those who live in rural areas (46.8 percent)[43].

UN efforts focused on two important dimensions:

Improvement of legislation and standards - in June 2016, the Parliament of Georgia adopted the Law on Early and Preschool Education. The main premise of the law was to ensure equal access (the law states that every child is entitled to preschool education, which is free in public preschools including nutrition). Under this law, the central government is now responsible for adopting national mandatory standards and authorization rules for preschool education. In October 2017, the Government of Georgia approved state standards for early and preschool education, teacher professional standards, technical regulations on nutritional norms, and technical regulations on sanitary and hygiene standards in early and preschool institutions[44]. Authorization of the pre-school institutions was to conclude by end of 2018. However, at time of writing this report, authorization rules have not been approved yet. Technical specification for the buildings also awaits approval. UN has provided support for development of the Law, setting the standards, pre-school teacher training modules, and initial implementation.

UN advocacy efforts and technical assistance led to the integration of healthy lifestyle education into the formal education system. The changes were included in the officially approved national education curricula;

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[38] OECD (2019) The education system of Georgia

[39] http://www.oecd.org/pisa/PISA-results_ENGLISH.png?fbclid=IwAR3buE_kfCOO798BPc2zeMZA5bPeKWkrgs8u_7R7YzE-d6U376oSSp2Ohi0

[40] Unified Strategy for Education and Science for 2017-2021

[41] http://data.uis.unesco.org/#

[42] http://georgiatoday.ge/news/14914/Bakhtadze-Announces-New-Promises-for-Education-Reform (since then both PM Bakhtadze and the Minister have been replaced)

[43] Pre-school Quality Study, UNICEF 2018

[44] ადრეული და სკოლამდელი აღზრდისა და განათლების სახელმწიფო სტანდარტები, 2017

age-sensitive and evidence-based information on Sexual Reproductive Health and Reproductive Rights (SRH/RR) and healthy lifestyle issues were included in the specific school standards for biology and civic education. The content of the teaching materials was built upon UNESCO, UNODC and WHO guidelines and joint publications. 45 Primary and basic education standards were approved at the beginning of 2018, while secondary education level standards are pending approval. Technical information regarding the new standards was shared with potential textbook authors.

Last, but not least, the UN contributed towards mainstreaming of child-friendly, competency-driven and inclusive approaches into the national standards, guidelines and training modules developed by the MoESCS[46].

Piloting of new standards in biology took place in several schools. In addition, effective introduction of national learning plan was piloted in 15 schools (Tbilisi, Rustavi, Sagarejo, Zestaponi) – and currently 165 schools are covered from the State Budget. It is planned that 200 schools will be added every semester.

Indicators related to pre-school education were underachieved*.* In part this underachievement is due to overly ambitious target (e.g. 100 percent training of EPE caregivers, however even much smaller target would not have been reached, given the actual 2018 results of 8.3 percent[47]). Attendance target has been reached for the poorest quantile, but the attendance is still low in comparison with the rest of the population (see Annex 5.5). At the same time, indicators related to changes in curriculum were achieved.

Some interviewed respondents considered the high degree of decentralization of the Georgian education system one of the possible reasons for the weakness of reform implementation, due to the uneven capacity of municipalities to manage and monitor pre-school education. This points to the need for better coordination between MoECS and MRDI at a policy and operational levels; UN agencies working with both ministries could act as a catalyst for this cooperation to take place.

Given the underachievement of outcome indicators, it is difficult to claim that UN substantively contributed to the selected **SDG targets** (4.1 and 4.2). At the same time, it should be mentioned that the index of children's early development is relatively high in Georgia, according to the latest MICS.[48]

Results in advancing gender equality and human rights

The main contribution of the UN in this regard under education, has been the mainstreaming of gender equality, diversity and healthy life-style in the standards, guidelines and training modules developed by the MoESC. As noted above, these included an attention to SRH/RR which is fundamental for women's and girls' empowerment. Furthermore, a mandatory module on "Equality and Human Rights" is being prepared in consultation and cooperation with the National Center for Education Quality Enhancement. The module will be introduced as a separate course in the vocational education system for the specific professions.

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[45] https://en.unesco.org/themes/health-education/action.

[46] Some of the examples of this approach include the Ministerial Decree/order #16/N, of 21 February 2018 on the "Rule of Introduction, Development and Monitoring of Inclusive Education, as well as the Rule of Identification Mechanisms of Pupils with Special Educational Needs" and Decree/order # 28 of 23 February 2018 on the training modules for *Learning for all – Teaching Methodologies in Inclusive Education*, developed with UN technical support

[47] JWP Annual review 2017-2018

[48] https://www.geostat.ge/ka/modules/categories/627/kvlevis-mokle-aghtserilobebi

3.2.9 Health

UN has made significant inroads in the areas of HIV, tobacco-control and data improvement. However, key outcomes, such as maternal and child mortality remain unachieved.

Georgia's health care system is highly decentralized and deregulated, while the Ministry of Health is mandated to ensure the adequate quality of care. A Universal Healthcare Coverage (UHC) Program was introduced in 2013 with the objective to improve access to quality health care. This policy led to an increase investment in health from 5.3 percent of the State Budget in 2012 to 10 percent in 2017 and reduce out-of-pocket payments from 73 percent in 2012 to 55 percent in 2017 (which is still rather high)[49]. At the same time, UHC regularly overspent its budget. Starting May 2017, the highest earners (around 1.2 percent of the population) were excluded from the UHC, while the package of benefits for those living below the poverty line was expanded to cover essential outpatient pharmaceuticals for four chronic conditions[50]. UHC is considered the flagship policy of the Georgian government – it consistently comes first in the opinion polls as the most successful reform[51]. As a result of the reform, people are more likely to seek care when they need it, although this behaviour is skewed towards hospital-based in-patient care, leaving primary healthcare underutilized[52]. Decentralization and integration of HCV/HIV/TB services' delivery in Primary Health Care and Harm Reduction settings is also considered a best practice as part of the Hepatitis C Elimination program.

UN has enjoyed a good working relationship with Georgia's health system and has assisted the government (mostly Ministry of Health and Parliament) in preparation of **legislations and strategies**. One of the most important public-health laws "On Tobacco Control[53]"(May 2017) was prepared with UN's assistance. This was followed by smoke free regulation and ban of tobacco advertisement, promotion and sponsorship enacted in May 2018, as well as point of sales regulations, with high rates of compliance.

A number of strategies, action plans, clinical protocols, and SOPs were prepared, most of which have already been approved. These documents cover a wide range of issues, from non-communicable diseases to new-born and maternal health, and links between environment and health. UN is represented at the CCM and has assisted in the preparation of the HIV National Strategic Plan 2019-2022, which also includes transitioning to national funding for prevention and treatment of HIV. In terms of **data and information**, UN and partners helped prepare Health Utilization Expenditure Survey (HUES) in 2017 and created the health management information systems of the National Centre for Disease Control (NCDC) (see Box below).

UN has worked to build capacity of key **institutions.** It carried out the safety assessment of 50 Hospitals in Georgia using WHO safety Tool as well as Public Health Emergency Center. MoH was assisted in conducting the Perinatal Care Regionalization Process, launched in 2015. The first phase of this process was finalized by fall 2017 (developing the criteria for the levels of perinatal care, referral criteria, actual assessment and formal assignment of levels to the selected facilities, etc.). Since then, out of 106 perinatal care facilities assessed, 82 have been assigned with relevant level of perinatal care. UN cooperated with NCDC, National AIDS Center, and Tbilisi State Medical University to develop an online training module for service providers on "HIV preventive services' provision for key populations". This is part of the innovative platform for

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[49] NCDC Yearbook 2018

[50] Richardson E, Berdzuli N (2017) Georgia: Health system review. Health Systems in Transition, 2017; 19(4):1-90.

[51] IRI opinion polls 2015-2019

[52] World Bank, Georgia Public Expenditure Review, 2017

[53] https://matsne.gov.ge/ka/document/view/1160150?impose=translateEn&publication=0

interactive online medical training, which includes several other training modules. The training is designed to increase quality SRH/Family Planning and HIV preventive services' provision for key populations, including Young Key Populations (YKP) and community-led organizations. In providing the assistance, UN agencies often used international expertise and brought international best practices, which was much appreciated by the beneficiaries.

In addition to policy and institution-building, UN has **piloted** some important approaches to demonstrate their viability*.* Near Miss Case Review (NMCR) methodology was introduced in nine maternity hospitals in Tbilisi, Kutaisi and Batumi. Thanks to the endorsement of the Ministry, UN support, and the commitment of hospitals' managers, a total of 24 NMCR sessions were conducted. Growth and development surveillance system for children of up to 6 months of age, as well as micronutrient supplementation program for 6 - 24 months children were piloted by the Government in selected regions with active engagement and advocacy of the UN.

Assistance in data creation and reliability

Georgia's capacity to produce reliable data is growing, but the assistance is still needed, especially considering the newly approved SDG targets for some of which baseline data is not available. The last census conducted in 2014 revealed that the population of Georgia was smaller than previously thought. UN assisted the National Statistics Office to re-estimate the population figures for years 2013-1994 (for national and regional levels), to analyse the data and to create a census database which includes information on demographic, social and economic characteristics, level of education, internal and external migration and geographic distribution, health challenges, household statistics, living conditions.

UN agencies cooperated to support the Government in conducting MICS in 2018. This survey provides a trove of data on a variety of SDG-related themes, although capacity and financing will be needed for the Government to be able to conduct a similar study in the future (e.g. in 2030, for comparison purposes).

UN agencies have also assisted NCDC in creation of health-related registries (death, birth, immunization). These registries appear sustainable given the training provided to NCDC staff. A National Cervical Screening Registry software was also developed, incorporating all screening data into the National Cancer Registry, with overall aim to ensure continuity of care.

Progress towards outcome indicator targets is patchy*.* In two cases where the indicators (under-5 mortality and maternal mortality) are at the outcome level, targets were not met (see Table 6 below). In one case (tobacco use) the latest data is expected to be issued in December 2019. There are some indications that the target might be met, given the high compliance to the newly enacted legislation on tobacco use. In another case (indicator 6.4), target can be considered partially met, as funding for HIV prevention program is included in the draft state budget for 2020 and plans to 100% fund the HIV Treatment programs by 2021. The rest of the indicators have been achieved (see Annex 5.5).

Table 6 Under 5 mortality rates by gender and Maternal Mortality Rates, 2013-2018

	2013	2014	2015	2016	2017	2018	Target
U5 mortality/boys	17.3	11.4	10.8	12.1	11.8	10.7	10
U5 mortality/girls	13.7	10.3	9.6	9.2	10.4	8.7	6.5
MMR	32.2	31.5	32.2	23.0	13.1	27.4	12[54]

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[54] Country-level target for Georgia is 25.

UN work has contributed to the selected SDG targets. In addition to health-related targets, SDG target 5.2 on elimination of GBV is also selected for this area, which is also being addressed under outcome 4 on social protection. Most of the targets, as well as contribution to the targets, can be linked to UNPSD indicators. There are two targets that are not explicitly linked to any of the indicators. SDG target 3.8[55] relates to provision of Universal Health Care which is considered as one of the main achievements of the Georgian government.[56] UN has assisted the government in preparing National Environment and Health Action Plan 2018-2022, which can be linked to SDG target 3.9[57], although there is no specific indicator on the relationship between health and environment.

Results in advancing gender equality and human rights

The right to health and social protection, among others, are enshrined in the constitution of Georgia. Health is also considered by WHO as a fundamental human right[58]. While this general statement holds for UN's work in Georgia, contribution to human rights and gender equality in this area, is most clearly demonstrated in UN's work to improve women's reproductive rights. This is particularly pronounced in the advocacy on access to family planning services. The UN has worked with multiple partners (e.g. religious organizations, schools, local authorities, NGOs) to combat early marriages and other harmful practices. In addition, the UN was instrumental in strengthening the health system's response to Violence Against Women, including the elaboration and piloting of the specific Standard Operating Procedures and improving the related health records.

3.2.10 Human Security and Community Resilience

Unresolved conflicts and a consequential high level of vulnerability, especially in conflict-affected areas, the tense Georgia-Russia relationship, human made and natural disasters and climate change induced hazards, all pose challenges to Georgia's sustainable development.

Outcome 7: Human Security
The UN's assistance in Abkhazia has been extensive and highly important, providing access to essential basic services, addressing human security challenges and improving the quality of life of local communities. Nevertheless, interventions lack sustainability in view of the difficult political situation on the ground. Problems related to human rights violations, of different nature, are still an issue.

The UN has covered a wide range of issues to improve people's livelihoods, strengthen CSOs' capacities, and provide access to different services, especially for women, youth, and vulnerable and disadvantaged groups. Within the reporting period, over 240 projects, including grants and **confidence-building measures,** were implemented to promote people-to-people communication. The UN's support included the provision of formal and non-formal **educational** courses, access to internet and provision of ICT equipment, training of teachers using modern approaches, and legal counseling. Interviewed respondents emphasized and acknowledged UN support to community-based **healthcare** and infrastructure rehabilitation. In this respect,

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[55] Achieve universal health coverage (UHC), including financial risk protection, access to quality essential health care services, and access to safe, effective, quality, and affordable essential medicines and vaccines for all.

[56] IRI Survey, November 2019

[57] By 2030 substantially reduce the number of deaths and illnesses from hazardous chemicals and air, water and soil pollution and contamination.

[58] https://www.who.int/news-room/fact-sheets/detail/human-rights-and-health

the following services were pinpointed: cervical cancer screenings and family planning; targeted assistance in testing on HIV/AIDS, hepatitis B and C, TB, and STIs; training of medical personnel; and rehabilitation of medical premises. In addition, the UN has supported the rehabilitation of public **infrastructures**, ensuring better living and learning conditions for children, students and teachers. Through these interventions, the UN has contributed to strengthening local CSOs and improving the livelihoods of around 45,000 people in local (rural) communities.

The humanitarian nature of the support provided to this region, together with limited institutional capacities, have limited the sustainability of UN's and other international actors' interventions. To address this challenge, the UN has started to introduce **development-oriented activities in agriculture and rural areas**, which are expected to facilitate economic growth at local level and create better living conditions. The development-oriented projects and programs do not expressly include a confidence-building component, however economic prosperity and well-being is indirectly linked to creating a favorable and enabling environment for peaceful conflict resolution.

Despite all of these contributions, the situation on the ground remains challenging. While substantial assistance was provided to CSOs, and the number of CSOs has been increasing, overall the strength and capacity of civil society to voice needs and to advocate for change remain relatively low. International and local organizations continue to report different kinds of human rights violations in conflict-affected territories, including illegal detentions, and restrictions of various freedoms (e.g. movement and speech) and rights (e.g. education and property[59]).

Although the actual outcomes and sustainability of interventions were limited in scope, the UN's presence in the region is critical. This was confirmed by all stakeholders interviewed. **Progress** has been noted with respect to all **outcome indicators**, except two (7.1; 7.5[60]). However, it has been difficult to observe the changing dynamics at a higher level as half of indicators in the UNPSD were set to measure changes at output level. The evaluation was unable to assess the development of one indicator (7.3) due to the unavailability of relevant data, including baseline. According to the Democracy Research Institute (DRI), there has been a clear decline in the number of detention cases from 2017 through 2019. The DRI reported that the number of detentions dropped from 52 to 20 across the administrative boundary line (ABL) with Abkhazia during this period. The trend is similarly positive across the ABL with South Ossetia, where the number of detentions registered a 44 percent decline from its baseline figure (126). While the overall security situation on the ground remains stable and calm in both territories, with no particular changes observed compared to the baseline year, reports produced by the UN and other international actors confirm a worrying humanitarian situation.

A multi-year National Action Plan on Women, Peace and Security (NAP 1325) has been renewed and adopted. The updated NAP reinforces opportunities for women to actively engage at its various stages including development, implementation, and monitoring and evaluation. Although the set UNPDS target (7.8) has

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[59] Council of Europe's Consolidated report on the conflict in Georgia (October 2017 – March 2018), Document presented by the Secretary General. Information Documents SG/Inf(2018)15, 11 April 2018

[60] Indicator 7.5 is subject to interpretation as it is not clear if the target is to be considered as including the value of the baseline or not. The evaluation has opted for the second interpretation as the indicator does not measure a change in status, but number of beneficiaries reached by the interventions. As such the target is not reached and not likely to be reached. As per the former interpretation the target would be considered achieved. This responds to a comment by UNDP, see Evaluation Comments Log, separately annexed to this report.

already been achieved, the renewed NAP does not stipulate a funding plan or budgetary sources, which creates challenges with regards to its actual implementation.

While progress has been noted on the majority of indicators, Georgia's Political Stability and Absence of Violence index has deteriorated, declining from 31 percent in 2013 to 30 percent in 2018. The index registered improvements in 2014, 2015 and 2016 reaching 34.76, 29.52 and 33.81 percent respectively, however the trend has been negative since 2016 coming down to 30 percent in 2018. Georgia's percentile ranking remains highest among the countries of the South Caucasus region.

Table 7 - Political Stability and Absence of Violence Index 2013-2018

Georgia - Political Stability and Absence of Violence/Terrorism Index/year[61]	2013	2014	2015	2016	2017	2018	Target
Governance Score (-2.5 to +2.5) measured on a scale from approx. -2.5 to 2.5. Higher values correspond to better governance.	-0.44	-0.32	-0.47	-0.31	-0.37	-0.43	NA
Percentile Rank (0-100) Rank of country among all countries in the world. 0 corresponds to lowest rank and 100 corresponds to highest rank.	31.28	34.76	29.52	33.81	31.43	30	> 35%

The UN has undertaken a wide range of measures to meet local needs and has reportedly proved to be successful in alleviating major vulnerabilities at community level. The UN would benefit from a more integrated and coherent strategy building on the existing common platform of the ASP, which, according to all interviewed stakeholders, serves as a successful coordination mechanism among the actors present in Abkhazia, Georgia. A joint strategy could increase the bargaining power of the UN to advocate for more sustainable change and deliver peacebuilding solutions.

Lack of data also hinders the effectiveness of UN's interventions. Generating solid evidence and baseline data is crucial to prioritise and streamline interventions.

UN's contributions in terms of **SDGs** are captured by a single SDG indicator (16.1), which is linked to the reduction of all forms of violence and related death rates. Although the UN indirectly contributes to this target, there is no explicit linkage between the target and the implemented measures.

Results in advancing gender equality and human rights
The UN has specifically targeted women, youth, and vulnerable and disadvantage groups through promoting and implementing the following measures:

- Regular information-sharing meetings between women's organizations, conflict-affected women, IDP women, and women living in areas adjacent to the ABLs with Abkhazia and South Ossetia;
- Targeted assistance for women beneficiaries (cervical cancer screening and family planning, testing for HIV/AIDS, hepatitis B and C, TB and STIs)
- Specific capacity-building measures for women and youth (57 percent of trainings' participants were women);
- Grant schemes (50 percent of the grants) were awarded to women or women-led organizations;
- Informal crisis center for women at risk of VAWG/DV; and
- Specific measures for vulnerable people (e.g. free of charge shuttle bus).

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[61] Source: https://info.worldbank.org/governance/wgi/

Outcome 8: Community Resilience

The UN has substantially increased the capacities of national institutions in drafting policy and strategy documents to meet their international commitments and reporting. The UN has played an important role in piloting and scaling up projects that contribute to better serving communities at risk of natural disasters and promote energy-efficient solutions for sustainable transportation services.

The UN has played an important role **at policy and institutional levels**. Through the UN's support, the GoG has elaborated and adopted a number of policies and strategies including a disaster risk reduction strategy, a renewable energy action plan, and a national e-waste policy and regulations.

With UN's support, a number of **assessments and studies** have been carried out to provide the evidence, and robust analytical background, for the formulation of such strategies, including: Environment and Social Assessment; Biodiversity Finance Policy and Institutional Review; Assessment of Hazard Mapping System in Georgia and Recommended Actions; Biodiversity Expenditure Review; Comparative Analysis of Climate Change Adaptation and Disaster Risk Reduction Architecture and Recommended Actions; Assessment Report on Climate Change Adaptation (CCA); and Integrated Risk Management (IRM) Practices in Six Municipalities of the Autonomous Republic of Adjara.

The UN has contributed significantly to the increase of national capacities **in collection, analysis and reporting of environmental data**. Two biennial update reports, to the UNFCCC have been prepared, including respective GHG inventories. Currently MEPA, with UN support, is working on updating the GHG inventory and preparing the 4th National Communication report to the UNFCCC– around 50 percent is prepared and finalization is due end of 2020[62]. In this regard, the UN is recognized for effectively transferring knowledge for national institutions to be able to report against global indicators.

UN's capacity to **pilot** innovative approaches to be scaled up, was effectively leveraged under this outcome area. An integrated sustainable urban mobility plan was piloted through the Green Cities initiative in the city of Batumi. The purpose was to improve the efficiency of urban transport in the city and to contribute to the reduction of CO_2 emissions. This pilot project has introduced the sustainable transport concept in the country. The mobility plan was approved by Batumi City council and is in the process of implementation. It will be used as a best practice to be scaled up and replicated in other urban cities of Georgia, bringing a greater impact and significant changes with respect to the energy efficiency of transportation services.

The other flagship project identified by the evaluation is adaptation to climate change and establishment of a multi-hazard early warning system to reduce risks of climate-driven disasters. This is the scaling-up of a pilot intervention in the Rioni river-basin. The success of the project in terms of holistically address flood-related risks, resulted in its up-scaling and replication to all 11 river basins of the country, as well as expansion to all climate-induced natural hazards. Around 1.71 million people will benefit from this climate change adaptation measure.

A number of activities have been implemented with the UN support that are not explicitly captured by the outcome 8, which however generally contribute to human safety and security. In this respect, the UN support has been instrumental to enhance food safety, as well as veterinary and plant protection. Especially noteworthy is the Establishment of a National Animal Identification, Registration and Traceability System

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[62] UN has prepared a web-based environmental knowledge and information management system that contributes to the improvement of national capacities for reporting to three Rio conventions

(NAITS), that identifies and traces animals from their birth through the market chain. This information system is highly relevant for the country and is believed to trigger the development of all chains linked to it, including veterinary services, slaughterhouses etc.

UN's work is partially captured by the **monitoring indicators.** All indicators measure change at the output level, with limited assessment of results at a higher level. Progress has been noted for all indicators. The set targets have not been reached yet, however are on track and are expected to be met by the end of 2020.

Although the UN has contributed to the enhancement of institutional capacities, the overall political attention to environmental protection as well as the decision to merge the Ministry of Environmental and Natural Resources and the Ministry of Agriculture has affected the advancement of environment-related policies and strategy documents approved by the Government. Environmental affairs and agricultural development measures, although dealt with by a single ministry, are disaggregated and reportedly lower priority is placed on environment. Given the significant influence of climate change on agriculture, especially in the Georgian context, efforts should be made for these two areas to be addressed in an integrated manner. The UN, given the vast presence of its agencies in the field of agricultural and environmental support, could play an instrumental role in this regard.

In general, the UN's work contributes to meeting the targeted **SDGs**; however, since many projects/programs have been initiated in 2019 and outcomes are expected to be realized within the next programme cycle, it is difficult to assess and define the level of contribution made to the set SDG targets within the framework of the current evaluation.

Results in advancing gender equality and human rights

Gender and vulnerable groups are integrated in a number of documents including the DRR strategy. Besides, a nationwide disaster damage/loss assessment methodology, elaborated with significant UN support, enables the Government to collect disaggregated data on the human impacts of disasters. However, the evaluation has found that there is still a lack of awareness within the Government on the added value of integrating gender aspects and vulnerable groups in areas related to climate change and disaster risk reduction. A number of trainings have been held to address gender-based violence, nutrition, and child protection in emergencies, however these trainings are sporadic and are not part of a systematic approach.

3.3 Transformation/Sustainability

UN's interventions are by and large designed to bring about systemic changes and sustained results, however transformative efforts could be reinforced by a system-wide innovation strategy and building stronger linkages between policy and implementation.

Under the specific evaluation criteria of Transformation (and Sustainability), the evaluation was asked to answer the following main question, addressing also a number of more specific questions regarding embedding sustainability in programme design, sustainability of achievements, capacity building and innovative approaches:
▪ Have we made long-lasting, systemic and society-wide changes?

Findings in this regard were sought analysing programme documents and reports, as well as seeking feedback from partners and stakeholders in the course of in-depth interviews, FGDs, field visits and online survey. The evaluation interpreted this main TOR question as the assessment of the transformative potential of UN interventions, and hence its capacity to create long-lasting, sustained changes. This is realized mainly through systemic changes, building capacities to the extent that stakeholders can sustain the results achieved, and promoting innovative approaches.

Overall the evaluation found that the UN was rather successful in this regard. In particular:

▪ Programme design incorporates strategies to ensure that results will be sustained at the end of the intervention. This is the overall perception of all stakeholders (with a weighted average of 3 out of 4), confirmed by and large during interviews and observed in programme documents.

▪ Capacities are being progressively strengthened in order to bring about institutional change and upholding of desired changes. Partners appreciate the work of the UN in this regard (weighted average in the survey is 3.1, see Figure 7 below)

▪ Some innovative approaches are being introduced (e.g. through the UN innovation hub) as well as in terms of piloting new initiatives to be scaled up (e.g. sustainable urban transport in Batumi municipality)

▪ Policies, strategies and action plans developed with the direct support of the UN are often translated into budget allocation and action
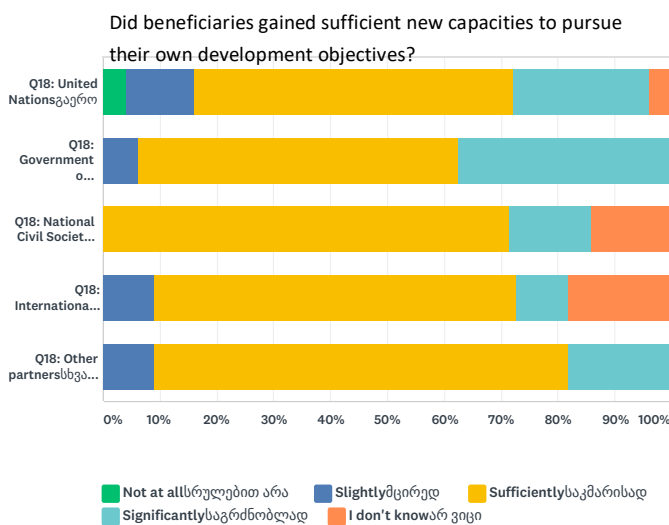

Figure 7 Sustainability of capacity building programmes, by category of respondents

However, these achievements are counterbalanced by the following main challenges:

▪ High government staff turn-over undermines sustainability of capacity building efforts; while this is a common and natural feature of human resources management, in Georgia's public sector seems to be particularly significant.

▪ Strategies, policies and laws not always are fully owned and translated into action; while the evaluation found that government's ownership of policies drafted with UN support has increased over the years, there is still a residual risk in this regard. Likewise, it is fundamental that policies and strategies are translated into actions by allocating needed resources (financial, human, institutional), a step that is often beyond the control of the UN and might need to be addressed at the planning stage.

▪ The UN does not have a system-wide innovation strategy, which could mainstream and systematise the adoption of innovative approaches in its development programmes.

▪ Interventions in Abkhazia, Georgia are mainly of humanitarian nature and as such, do not encompass sustainable development efforts. The limitation posed by not being able to work with the de facto authorities, is countered by the efforts made to raise community-level capacities and resilience.

3.4 Efficiency and Coordination

Under this criterion, the evaluation was asked to answer to the following main question:

• Have the UNPSD design and its implementation modalities (coordination and synergies across agencies) been efficient?

• Further sub-questions addressed in this part of the evaluation relate to resource mobilization, leadership, synergies and overall coordination mechanisms.

3.4.1 Coordination mechanisms

The UNCT took a very pragmatic approach to implement the UNPSD, limiting coordination to online consultations for annual/biannual planning and reporting at outcome level. While this allowed for an overview of UN interventions and avoiding duplication, coordination was not entirely effective in terms of joint planning and implementation and in increasing the efficiency of the UN.

The governance structure for the implementation of the UNPSD was designed in line with the UNDG Guidelines for UNDAFs available at the time. This implied setting up a Joint (UN/GoG) Steering Committee in charge of overseeing the overall implementation of the UNPSD, and 'results groups' responsible to implement UN interventions under each focus areas or outcome. The latter (according to the draft ToR) were to "monitor progress of UNPSD implementation, identify gaps and propose remedial actions and/or revision of a framework document as may be required." They were meant to be chaired by a UN agency, and comprise and/or invite relevant government and non-government partners. On the UN side, the UNPSD
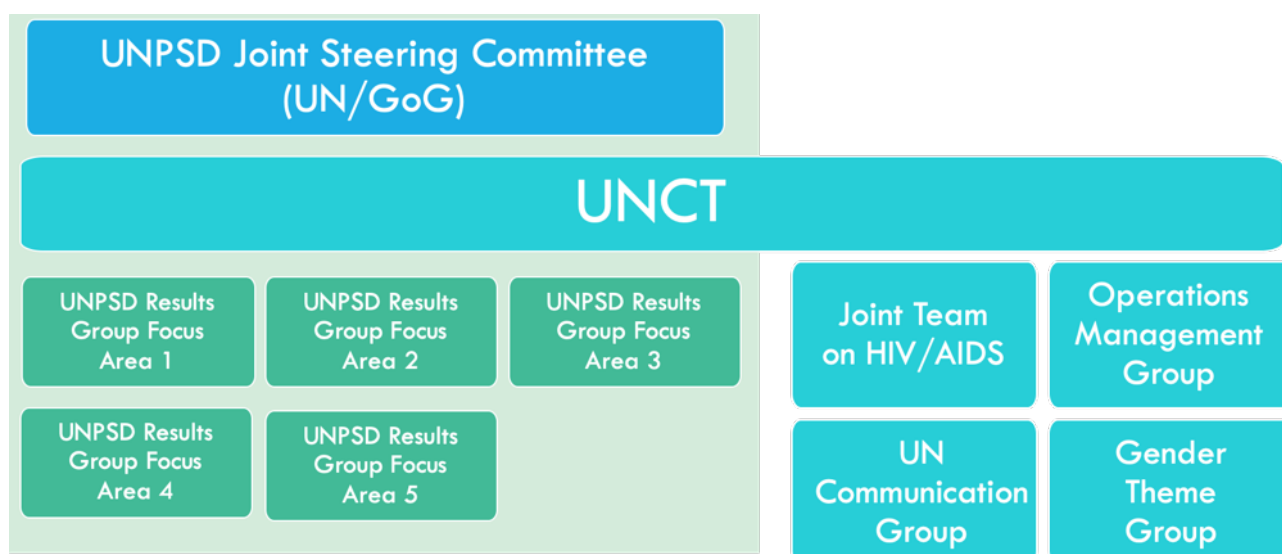

Figure 8 UN Current Coordination Mechanisms

implementation falls under the overall responsibility and accountability of the UN Country Team (UNCT), chaired by the UN Resident Coordinator and including all representatives of UN entities working in Georgia. Under the UNCT other inter-agency groups are also functioning in support of joint UN work in operations (OMT), communication (UNCG), HIV/AIDS, and Gender (see Figure 8). While on paper this looks logical and in line with the recommendations provided by UN HQs, in practice the UNPSD results groups did not work as planned. The state of the art is that the groups met at the very beginning of the process; during the following years they met irregularly and mainly consulted via email to collate information on agencies' deliverables (for the review) and planned activities (for the next JWP). This was a pragmatic and realistic approach the UNCT deliberately embraced, once it became clear that there were no pull factors in meeting as a group. The person in charge to chair each group (usually a programme officer of the larger agencies and in some cases a Country Representative), as per his/her responsibility as chair, was burdened with the task of chasing all UN agencies that committed to that results area and collate the inputs in a format provided by the RCO. The groups rarely met and the JSC annual meetings have been, by and large, a pro forma event, taking stock of results achieved (or contributions provided) rather than critically review progress made, emerging issues and challenges that might require an adjustment in joint planning. This was partially due to the predominance of one or two agency per outcome (see Annex 5.4) as well as a tendency of working in a compartmentalized

manner as noted by some of the stakeholders interviewed[63]. The main tool to coordinate UNPSD's implementation and monitoring was the JWP and the JWP review table. The latter was adjusted during the course of UNPSD's implementation to make it a more meaningful monitoring instrument, in the attempt to move from a list of concluded activities to an analysis of results achieved, progress towards outcomes and challenges encountered. The tool per se was informative and well structured, however participating agencies felt that "JWPs were not practical" (as stated one UN staff). Although it was appreciated that they provided a useful overview of what was being delivered by the UN in each results area, the amount of efforts required to pull it together was not worth it. Basically, mapping of planned activities and reporting has been a 'ticking the box' exercise with little added value and significant transaction costs (especially for the chairs of the results groups) and no incentives at agency level. Each agency still had to report to their own regional and global tiers, where their main accountability lies.

Internal UN coordination should also reduce transaction costs for their partners (government counterparts, donors) but this was not perceived[64]. Furthermore, more than 1 in 4 respondents to the online survey did not know how to respond, either not aware of the coordination or being able to judge if these led to more efficiency. This was confirmed during the in-depth interviews with different stakeholders. Different administrative procedures and internal governance structures were also identified as hurdles to advance joint implementation efforts, minimize costs and transactions.

Overall the UN is still perceived as a costly organization[65] and, at times, too bureaucratic. At the same time, examples were provided to the evaluators of flexibility in adjusting programme's activities to emerging needs and changing context.

Last, but not least, the role of the UN in facilitating **donor coordination** emerged during the evaluation process. The donor coordination structure in Georgia is rather complex, with a mix of formal and informal gatherings and groups (see 2018 mapping exercise sponsored by Germany and the UK). Some led by the government and others by donors and/or UN agencies. While the overall donor coordination responsibility squarely sits with the Donor Coordination Unit of the Administration of Georgia, it is acknowledged that the UN has been playing a critical role in this regard, especially at sectoral level and in the SDGs architecture. The UN is seen as a natural impartial convener and broker in the Georgian context and should continue supporting the AoG in optimizing donor coordination structures.

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[63] To some extent this was also the finding of UNDP's Independent Country Programme Evaluation. While the success of the agency in building synergies across programmes is appreciated, the evaluation also highlighted the need to further strengthened them at local level as well as between the governance and rural development area of UNDP's country programme.

[64] On a scale from 1 to 4, the weighted average of the online survey response was only 2.5 when asked if the UN coordination mechanism reduced transaction costs and allowed for higher value for money.

[65] Interviewees reported the higher transaction costs incurred when having to deal with multiple UN agencies under joint programmes, the relatively high administration fees charged, the level of bureaucracy involved in working with the UN (as an implementing partner), the tendency to be at times not cost-efficient in order to increase delivery rates (e.g. by hiring international consultants and/or using luxury venues for public events).

3.4.2 Leadership and synergies

In spite of a significant number of joint programmes and demonstrated complementarities between agencies, there is still some competition for resources and positioning which undermines potential synergies and efficiency. The 'new' role of the RC is expected to improve this situation.

During this programming cycle the UN in Georgia has been implementing ten joint programmes (see list in Annex 5.10 on p. 82). This is a significant achievement per se and demonstrates the potential for the UN to come together around shared results, building synergies between their respective expertise and mandates. However, as already assessed under 'Effectiveness/Results' (see p. 10), these JPs have been by and large donor-driven (as one donor noted "there were cases in which we had to tell them to team up") and competition for resources and position is still evident. Furthermore, apart from some rare cases, the sense is that they are not adding value to results per se (being a compilation of separate components implemented separately) and that administratively can be cumbersome and costly[66]. On the other hand, JPs as the JWPs, not only avoided duplications, but in some cases allowed for enhanced collaborations.

Synergies have not been systematically pursued, both at outcome and focus areas level, as well as across them. There are some missed opportunities across focus areas (as in the example provided in the case of pre-school education and the potential of joining hands between those working on education and those working with municipalities, see p. 24) and some obvious synergies at outcome level (as in the case of contributing to the Rural Development Strategy both from an agricultural expertise perspective and a local development one). Operationally these synergies have naturally been leveraged in Abkhazia, Georgia, where the operational presence and capacities of UNHCR and UNDP have been instrumental for other agencies to operate in the area. As one UN staff stated "we are stronger when we are together". However, when asked if synergies across the UNCT were effectively leveraged, 1 out of 2.5 UN respondents felt that it was 'not at all' or only 'slightly' so.

In terms of leadership, the evaluation found that there are high expectations (as well as some reservations), regarding UN reform and the de-linking of the RC post from UNDP. Some felt that at the time of initial implementation of the UNPSD, not enough emphasis and importance was placed by the former RC on this document and the need to hold the UNCT accountable to it. Likewise, partners and most UN agencies feel that de-linking the role of the RC from the management of a specific agency, enhances his/her role as impartial broker and leader of the UN team. The role of the RC is expected to reduce competition among UN agencies and build more effective synergies.

4 Conclusions and Recommendations

4.1 Conclusions

The following main conclusions were drawn based on the above-mentioned findings:
- The UN in Georgia is **extremely relevant**, both in terms of the development priorities it has been addressing and the strategies adopted on how to address them (i.e. policy advice, piloting for scaling up, institutional building, data).

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[66] Interviewed stakeholders stated that for some JPs "efficiency was low as each agency had separate program managers and personnel; communication was too lengthy and time consuming."

- A handful of agencies are delivering most of the UN programmes in Georgia and these tended to be better reflected in and shaped the UNPSD's design and implementation. This also partially implied that **not all UN contributions were reflected in the UNPSD**.
- UN is recognised for its advocacy and capacity building role in **upholding standards** and fulfilment of **international obligations** (e.g. 2030 Agenda and SDGs, Human Rights, Climate Change)
- It is clearly a **strong partner** of the Government of Georgia, as well as civil society and international development partners (i.e. donors). However, the evaluation found that with the **private sector** the UN has not been able, so far, to structure a clear and effective partnership.
- **Progress** has been made in all outcome areas with significant UN contributions. However, there are missed opportunities for cross-sectoral initiatives in support of the SDGs. The tendency is to work in silos.
- UNPSD document and implementation do not feature a robust **RBM approach**: at times the logical connection between outcomes and indicators and outputs and outcomes is weak; monitoring indicators are not consistent and several are at output level making it difficult to actually measure the progress towards the outcomes; tendency to report on activities rather than results.
- The framework provided by the UNPSD and, most importantly, donors pushed UN agencies to come together and formulate **joint programmes**. Although these were not necessarily organically planned, the request by donors for joint proposals "acted as a quota system to promote gender equality" (as one UN staff described it).
- In spite of joint programmes and JWPs, some level of **competition** for resources and positioning were still observed and lamented by both agencies and donors.
- In spite of some **coordination** challenges, there are no significant duplication of UN agencies' interventions, a large number of joint programmes, and some degree of complementarities have been sought. The overall coordination structure proved by and large ineffective, there was a lack of incentives and partially leadership, and the groups responsible for the UNPSD joint planning and reporting tool functioned mainly as mailboxes. The joint work planning process was cumbersome and at best provided a good overview of UN work.
- Although the **common operations** agenda could be expanded to new areas, the UN Collaborative Business Operation Framework is a good starting point in laying out how joint operations can support the implementation of the UNPSD. Furthermore, joint logistical arrangements in Abkhazia, Georgia are a good example of the efficiency gains associated with common operations.
- **SDGs** have been pursued by default (i.e. relevant indicators were identified for each outcome) and did not seem to drive the UNPSD planning, as the bulk of planning was conducted in a pre-SDG era – 2014 and first half of 2015. Good examples in this regard, however, are the joint (RCO-led) SDGs festival and campaigns as well as the MAPS analysis and the support to AoG's SDGs architecture.
- **Human Rights and GEWE** have been sufficiently mainstreamed in the UNPSD document and meaningful results achieved under each outcome areas, both at institutional, policy, service delivery, and data generation levels especially for gender equality, IDPs, mountainous and rural populations. Targeting disabled people is a more recent progress to be continued.

4.2 Lessons-learned

The evaluation found a number of interesting lessons-learned regarding the design, implementation, coordination and communication around the UNPSD, in line with the findings outlined in the previous chapter.

Design

- How you frame the outcomes determines your coordination structure. For coordination to work, there needs to be an added value for UN agencies in planning and implementing together. UNPSD results (at outcome level) although rather focused, failed to create a thematic platform for joint work as possibly the design phase failed to identify synergies based on a shared theory of change (ToC).

- Linked to the previous point, the frail UNPSD's ownership and capacity to effectively bring agencies together is partially due also to the absence of a shared Common Country Analysis that would have provided the elements for the UNPSD ToC. This would have created a shared understanding on how to realise desired changes and hence different agencies' roles in contributing to higher level results.

- Results culture could be improved in the UNCT. The tendency to report on activities rather than results, the skewed M&E framework, and lack of a structured M&E support undermined the monitoring and review process.

- A few agencies in Georgia deliver the almost totality of UN support to the country, with a strong operational capacity and social capital (networks and partnerships). These can be the backbone of the UNCT and could facilitate the channelling of specialized agencies' relevant technical support. This is something that could have been framed in the UNPSD design stage in line with the framework's ToC, thus also avoiding the issue of 'floating' NRAs, i.e. agencies that are active and involved only during the planning stage and do not have the capacity to remain engaged during implementation.

- It is very difficult to estimate resources needed to implement a high-level results framework two years in advance[67]. However, the UNPSD should have been used as a resource mobilization tool and as such present realistic results and related financial estimates.

Implementation

- UNPSD coordination structure is an (heavy) additional layer to everyday work of UN agencies in Georgia, it brought very little added value to the individual members and to the chairs, as well as being de-linked from the agencies' internal planning and reporting mechanisms. While most agencies are mandated to show how their country strategies contributes to the UN cooperation framework, the same does not hold for annual reporting and reviews. As long as this will be the case, it will be difficult to fully integrate UN system-wide reporting mechanisms with the agency-specific ones.

- Linked to the above point, there needs to be a clear incentive for UN staff to chair or participate in the results groups. Their contribution to UN inter-agency work is not necessarily reflected in their performance appraisals or contributes to their agency specific tasks.

- In light of the above described lack of incentives and raison d'être of the results groups, it should be recognized, as a positive lesson, the pragmatic approach taken by the UNCT of focusing on online consultations and collation of inputs rather than trying to meet in person. This proved more effective than holding meetings in the given context.

- The process for review and approval by the government of the JWPs was too lengthy and inefficient. This is partially due to the fact that results groups did not function as a group and did not involve relevant government partners.

- There is added value for UN entities working in Georgia to leverage each other's strengths rather than entering into competition, both in terms of thematic synergies (i.e. expertise and mandates that

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[67] UNPSD-like documents are prepared usually two years before the actual start in order to be signed early the previous year and lead to the design and finalization of individual agencies' country programmes (where their programming cycle is aligned with the UNPSD).

complement each other to work across sectors and reach broader results) as well as combining operational and technical expertise.

- UN agencies' different working modalities hamper cost-saving and efficiency opportunities for joint implementation, the OMT has tried to provide support in this regard, but there is room for improvement, learning from other countries and seeking flexibilities within the systems.

Coordination

- In spite of the upper-middle income status, Georgia still benefit from a large donor community engaged in a number of sectors. The UN is appreciated for the role it can play in enhancing coordination especially in view of achieving the SDGs.
- The repositioning of the RC system poses challenges and opportunities in Georgia as in the rest of the countries where the UN development system operates. It is clearly perceived as a significant change compared to the previous setting, but it will take the next programming cycle to illustrate its true added value.

Communication

- It is a good practice to have the RCO's communication officer to be part of the UNCT and the RC chairing the UN Communication Group (CG). This should ensure that joint advocacy opportunities are seized and that management positions are reflected in communication strategies.
- More efforts could have been spent to ensure that the UNPSD document was perceived as the framework for UN's contributions to Georgia's sustainable development. The lack of its awareness among stakeholders (but also UN staff to a certain extent), constrained its potential as advocacy and resource mobilization tool.
- Joint advocacy initiatives, such as around the SDGs are visible and important to position the UN also vis-à-vis the general public. More could have been done on joint messaging around the UNPSD focus areas, and to jointly raise awareness on key issues, lack of dedicated budget was also a constraint.
- More effective and systematic communication from management to programme staff, would have increased the awareness on the UNPSD and UN-wide priorities and positioning.

4.3 Recommendations

As with the lessons-learned, recommendations are grouped under main elements of the evaluation and UNPSD process. In line with the evaluation ToR, these are meant to be forward looking and addressed to the UNCT as they start the UNSDCF process for the next programming cycle. The following recommendations derive from the evaluation's overall conclusions, main findings, and lessons-learned, keeping into consideration UNSDG's new guidelines for the preparation of CCAs and UNSDCFs and the evolving Georgian context. The formulation of these recommendations also benefitted from the insights and suggestions of the stakeholders interviewed and respondents to the online survey.

Design

1. The next UNSDCF should be based on a **robust, participatory CCA**, that will identify SDGs priorities where the UN has a collective added value. The CCA should also provide the evidence to build a shared ToC based on which the UN will identify how each relevant UN entity can contribute based on its comparative advantages.
2. During the planning stage the UNCT should avail itself of **RBM and M&E** experts leveraging resources from the regional tier of the UN, if necessary. It would be useful to set up a small M&E group at the

country level, coordinated by the RCO and comprising UNCT's M&E specialists (where present). This group should provide quality assurance for the design of the M&E framework of the UNSDCF.

3. Subject to the outcomes of the CCA process, consider the framing of the **UNSDCF outcomes** around concrete, cross-sectoral, **SDGs game-changer** issues that would require the active collaboration across agencies and sectors. These would possibly determine the set-up of results groups that are motivated to proceed with joint planning and monitoring as overall result will depend upon each agency's interdependent contributions.

4. Explore at the planning stage potential **synergies and complementarities** across agencies and sectors, this should be part and parcel of recommendations 1 and 3 and is based on the findings related to potential synergies in particular between working on decentralization and aiming at enhancing specific social services given Georgia's decentralization process (see Chapter 2).

5. Consider how **regional and sub-regional issues** can be incorporated in the next CCA/UNSDCF. This is in line with the new UNSDG guidelines and also resonate well with what the evaluators learned in the process: not only there are a number of international development partners that cover, out of the same office, Georgia and other Caucasus' countries with whom it would be useful to cooperate, but also it would be important to explore possible synergies for sustainable development across the borders (in consultation with neighbouring UNCTs).

6. It is recommended that in the future programme cycle, as minimum, results groups meet for **annual or biannual joint planning** also with relevant main government and non-governmental partners, to agree on collective outputs that will contribute the UNSDCF outcome. This should be an opportunity to review the initial ToC, question its validity in light of results achieved and observed, and readjust it as needed. Methodology for such planning should be as a participatory workshop rather than round-the-table sharing of information.

Coordination

7. Further **strengthen the collaboration with the AoG's Donor Coordination Unit** and Policy Unit as the main counterpart to the UN as a whole, in order to ensure ownership of UN programming processes. Explore how the UNRCO can further support DCU's coordination efforts as well as the AoG's SDGs architecture.

8. **Streamline the JWPs approval process**. This should be handled at results groups' level, involving the relevant line ministries and, if feasible, directly also DCU. The RCO should not act as a gate keeper, but facilitate government's and UN's participation and contribution to the results groups.

9. **UN staff's contribution to joint UN work should be acknowledged and appraised**. Achievements reached by staff participation and/or chairing of UN results groups, contributing to the CF implementation, should be included in their agency's annual performance appraisal systems and planning.

Implementation

10. As per UNSDG guidelines, the UN needs to move from a concept of funding UN programmes to one of **Financing the SDGs** in Georgia. This requires a radical shift from the concept of resource mobilization to fund specific projects to one of considering how to mobilise financial resources to reach the SDGs in the country together with all other partners. It is recommended in particular to explore opportunities for innovative financing, including green bonds, public-private partnerships, private sector-led initiatives, crowd-funding, etc. This should be explored in parallel with the formulation of the CCA (or as part of the same as recommended in the guidelines) and incorporated in the next framework document.

11. In line with recommendation 2 above, it is recommended that the **overall results culture** in Georgia's UN system is further enhanced. The suggested M&E group should be involved in the design, monitoring and reporting of the next UNSDCF, ensuring that these are meaningful and feed into each other. The UNCT should be held squarely accountable for the delivery of the results and possibly have the implementation of the UNSDCF as an outstanding agenda item of its regular meetings to ensure leadership and ownership at the highest level.

12. **Annual reviews** should take place with national counterparts, building on outcome level reviews with partners in the context of the results groups. These should propose to the JSC changes and adjustments to the collective outputs, as well as workplans for their achievements in line with results reached thus far and the evolving context. The JSC will have oversight function as well as accountability (through the UNCT) to ensure effective interlinkages across results areas.

Communication

13. Building on the good practices of the UNCG and the experience of the joint SDGs communication strategy, develop **common messages and advocacy** tools on key cross-cutting or cutting-edge issues that will emerge from the CCA and will be prioritised for the next programming framework.

14. Engage the **UNCG in the preparation of next UNSDCF** and allocate **budget** for joint communication to raise awareness on the key issues that the UN will be addressing in the next few years.

15. UNCG to consider partnering with **government and private sector** for joint communication efforts around the 2030 agenda and priorised SDGs. This should include engaging media outlets to raise general public's awareness as well as partnering with banks and businesses to leverage their resources and outreach potentials.

Partnerships/innovation

16. A **private sector partnership strategy** should be developed by the UNCT, mapping potential partners (business associations, large companies, like-minded business-persons, chambers of commerce, etc.), consult them in the CCA/UNSDCF process, and identifying potential areas for collaboration.

17. **Partnership with the IFIs needs to be strengthened**. IFIs are a crucial development partner to Georgia, which relies mainly on loans as part of its ODA. On the other hand, UN 'soft' interventions run the risk of being unsustainable if policies and strategies are not supported by a financed-implementation plan. There is a potential for close, mutually beneficial collaboration in this regard that should be explored from the onset of the planning cycle.

18. Likewise, it is important that the UN develops a clear **Innovation strategy,** i.e. on how innovation can be streamlined in all results areas to make them more effective, efficient and ultimately sustainable. Innovation based on digital solutions have huge potential in Georgia and this should be explored across the system (not only at agency level). The UN should position itself as the centre of innovation for sustainable development, bringing ideas and experiences from other countries as well as sharing those of Georgia.

5 Annexes:

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5.2 List of people interviewed

	Organization	Person/Position
United Nations		
1.	IOM	Sanja Celebic Lukovac, Chief of Mission
2.	UN FAO	Mamuka Meskhi, Assitant Representative Ia Mirizanashvili, Program Assistant Zaza Chelidze, Consultant on Statistics
3.	UN RCO	Sabine Machl, RC
4.	UNDP	Giorgi Vardishvili, Conflict Prevention and Recovery Team Leader, Chairperson to UNPSD Focus Group "Human Security" (outcome 7)
5.	UNDP	Nino Antadze, Energy and Environment Team Leader; Chairperson to UNPSD Focus Group "Community Resilience" (outcome 8)
6.	UNDP	Gigi Bregadze, Governance Team Leader, Chairperson to UNPSD Focus Group "Democratic Governance" (outcome 1, 2)
7.	UNDP	Louisa Vinton, Resident Representative
8.	UNFPA	Lela Bakradze, Assistant Representative
9.	UNHCR	Marat Atamuradov, Senior Regional Programme Officer
10.	UNICEF	Maia Kuparadze, Education Officer, Chairperson to UNPSD Focus Group "Education" (outcome 5)
11.	UNICEF	Ghassan Khalil, Representative
12.	UNIDO	Giorgi Todua, Focal Point, Program coordinator
13.	UNWOMEN	Erika Kvapilova, Country Representative Chairperson to UNPSD Focus Group "Jobs, Livelihood and Social Protection" (outcome 3,4)
14.	WHO	Silviu Domente, Representative and Head of Office Nino Mamulashvili, Health Officer, Chairperson to UNPSD Focus Group "Health" (Outcome 6)
15.	UNECE (via Skype)	Polina Tarshis, Programme Management Office
16.	UNICEF	Nana Pruidze, Health Education Officer
17.	OHCHR	Vladimir Shkolnikov, Representative
18.	UNCIEF	Teona Kuchava, Juvenile Justice Project Officer
19.	UNFPA	Gegi Mataradze, Programme Analyst
20.	UNDP Project Office	Nino Kakubava, Coordinator Capacity Development Tinatin Tkeshelashvili, Coordinator on Service Development
21.	UNDP	Giorgi Nanobashvili, Economic Development Team Leader
22.	UNICEF	Keti Melikadze, Social Welfare Officer
23.	UNHCR	George Badurashvili, National Programme Officer
24.	UN Women	Tamar Sabedashvili, Deputy Head
25.	UNDP PAR Project	Naniko Tsiklauri, Project Manager
26.	ILO	Kinan Albahnasi, Chief Technical Adviser
27.	FAO	Tiphaine Lucas, Programme Officer, Leonor Fernandez Program and Operations Officer
28.	FAO	SanzAlvarez, Javier, Programm Coordinator
29.	UNDP	Nodar Kereselidze, National Project Manager

	Organization	Person/Position
30.	IOM	Marc Hulst, Programme Coordinator
International Development Partners/IFIs		
31.	ADB	Giorgi Kiziria, Senior Project Officer
32.	EBRD	Catarina Bjorlin Hansen, Regional Director for the Caucasus
33.	EU	Vincent Rey, Head of Cooperation
34.	WB	Evgenij Najdov, Program Leader Abdulaziz Faghi, Program Leader
35.	Austrian Development Agency (ADA)	Vakhtang Mshvidobadze, Program Manager Social Workers Association
36.	SDC	Tamar Tsivtsivadze Head of Program, Effective Democratic Institutions, Human Safety and Security Domain
37.	SDC	Beka Tagauri, Head of Programme
38.	SIDA	Kakha Khimshiashvili, National Programme Officer
39.	UK Embassy	Tamar Trapaidze, GGF Project Officer
Government of Georgia		
40.	Government Administration	Tatia Rogava, Head of the Donor Coordination Unit Giorgi Bobghiashvili - Senior Specialist of the Policy Planning Unit (SDG Focal Point)
41.	MEPA (Ministry of Environment Protection and Agriculture)	Khatia Tsilosani, Deputy Minister
42.	Public Service Development Agency	Ekaterine Mruvlishvili, Acting Director of Strategic Projects and Reforms Department, Elene Romelashvili, Head of International and Donor Coordination Unit
43.	Office of the State Minister for Reconciliation and Civic Equality in Georgia	Tamar Kochoradze, Head of the International Relations Department
44.	Ministry of Education	Mariam Chikobava, Head of Division
45.	Ministry of Education	Ekaterine Lejava, Deputy Head of National Curriculum Department
46.	Legal Aid Service	Razhden Kuprashvili, Head
47.	State Fund for Protection and Assistance of statutory Victims of Human Trafficking (ATIP Fund)	Lasha Jinjikhadze, Deputy Director
48.	Ministry of Education	Irina Tserodze, Head of VET Department
49.	National Environmental Agency (NEA)	Giorgi Kordzakhia, Deputy head of the hydrometeorological department
50.	National Security Council	Giorgi Ghibradze
51.	Administration of the Government (Human Rights Secretariat)	Anna Kvernadze, Mary Kajaia, Keti Tsanava
52.	Civil Service Bureau	Eka Kardava, Head
53.	Ministry of Health	Ketevan Goginashvili, Chief Specialist

	Organization	Person/Position
54.	Ministry of Internal Affairs	Nino Tsatsiashvili, Head and Maka Peradze, Deputy Head of department of Human Rights and Monitoring of the Quality of Investigation.
55.	Crime Prevention Center	Lado Javakhishvili, Director
56.	MRDI	Mzia Giorgobiani, Deputy Minister
57.	Public Defender of Georgia	Ekaterine Skhiladze Deputy Public Defender
58.	Ministry of Health	Vera Baziari, Expert on Mother and Child issues
59.	NCDC	Irma Khonelidze, Deputy Director
60.	NCDC	Aleksandre Turdziladze, Deputy Director
61.	MEPA	Nino Tkhilava, Head of Environment and Climate Change Department
62.	Ministry of Health	Zaza Bokhua, Deputy Minister
63.	Secretariat of the State Commission on Migration Issues	George Jashi, Executive Secretary
64.	IDPs Livelihood Agency	Tatia Gavasheli
65.	National Statistics Office	Paata Shavishvili, Deputy Executive Director
Parliament of Georgia		
66.	MP, Head of OGP	Irina Pruidze
67.	Head of Staff of Deputy Speaker	Lana Chkhartishvili
NGO		
68.	IDFI	Giorgi Kldiashvili, Head
69.	Social Workers Association	Natia Partkhaladze, Senio Technical Adviser
70.	DRC	Vincent Dontot
71.	World Vision International	Maka Tatuashvili, Project Coordinator
72.	World Vision International	Eka Zhvania, Country Program Director

5.3 Evaluation Matrix

Criteria	Primary question	Sub-question	Data collection method/sources	What to look for/indicators of success
Relevance and Normative (GEWE &HRs)	Are we doing the right things? To what extent are the outcomes of the UNPSD consistent with the needs and interests of the Georgian people, the government's priorities, its international obligations, the Sustainable Development Goals and the policies and priorities of Georgia's main international partners?	• To what extent does the UNPSD **address** the main **priorities** for Georgia and its people as identified in the CCA and other assessments?	Desk review of: • UNPSD document • CPDs/country programmes • Government Platform 2016-20 • Georgia 2020 • CCA and other dev. Partners' strategic assessments • UN Agencies' programmes evaluations Interviews and FGDs with GoG other development partners including CSOs <u>Survey</u> to all stakeholders	Clear correlation between UNPSD outcomes and programmes, and underlying ToC, with the CCA findings, government's plans, and other assessments Stakeholders' perception level of relevance of UN programmes to the country's development priorities
		• To what extent does the UNPSD contribute to the fulfillment of Georgia's **international commitments, norms and standard**? Does the UNPSD guide the work of UN agencies in this regard? (i.e. SDGs, UN treaties and conventions)	Desk review of UNPSD results matrix and M&E framework UPR reports CRC, CEDAW reports and recommendations UN agencies country programmes	Specific and/or substantive reference to the norms and conventions in the UNPSD and in UN agencies' programmes
	Have the UNDAF **programming principles** been reflected in the UNPSD and its implementation? If not, or not	• As regards the **human rights** programming principle the following sub-question as per evaluation ToR will be considered: Does the UNPSD cover and reach its intended	<u>Interviews and FGDs</u> with UNCT members, results groups, main counterparts in GoG and civil society	The results and M&E framework show explicit consideration of human rights, gender and resilience dimensions, as well as capacity building being embedded in UN proposed interventions.

Criteria	Primary question	Sub-question	Data collection method/sources	What to look for/indicators of success
	adequately, how has this affected the relevance of UN programmes?	beneficiaries? Does it consider the particularities and specific interests of the vulnerable groups? Has the UNCT prioritized the needs of those who need assistance most (for instance, the most vulnerable, the poor and the marginalized)? Has the UNCT's work properly addressed human-rights issues? • As regards the **RBM** programming principle the following sub-question as per evaluation ToR will be considered: Are the UNPSD indicators relevant and do they meet the quality needed to measure the outputs and outcomes of the UNPSD? Did the design of the UNPSD results framework allow for easy monitoring and reporting against the stated outcomes? • With regards to HR and **gender equality**, the following sub-question, as per ToR, will be considered: To what extent have human rights principles and gender equality been effectively streamlined in the implementation of the UNPSD? Have the	Survey of UN programme staff (resident and NRAs), GoG and CSOs Desk review of UNPSD and related documents/reports UN-SWAP Gender Scorecard Georgia	Results and indicators are clearly articulated using change language, apply SMART criteria and are logically linked. Indicators are disaggregated by vulnerable populations UNCT can articulate the importance of the programming principles and provide examples on how these have been incorporated in the UNPSD design and its implementation UN staff report familiarity with the principles and acknowledges their role in guiding UN work under the UNPSD UN partners highly rate UN attention to vulnerable groups, gender mainstreaming, human rights issues, resilience and capacity building

Criteria	Primary question	Sub-question	Data collection method/sources	What to look for/indicators of success
		human rights approach and the UNPSD cross-cutting principles been reflected as methods for effective implementation of the UNPSD interventions? Has the UNCT's work properly mainstreamed gender? • With regards to **Capacity Building**, the following sub-question as per ToR, will be considered: Did the UNPSD adequately invest in, and focus on, national capacity development? To what extent and in what ways did UNPSD contribute to capacity development of government, NGOs and civil society institutions? • How have the principles of **sustainability and resilience** been mainstreamed in the design and implementation of the UNPSD?		
Results (effectiveness)	Have we made a difference? To what extent has the UNPSD contributed to strengthen national capacities and foster progress in the agreed results areas?	▪ Was **progress** made in each outcome area? What are the registered changes? What has been UN contribution to these changes? ▪ Were there **unintended results** – positive or negative – of UNPSD	<u>Desk review</u> of UNPSD annual reports and UN agencies reports <u>Statistical data</u> collection for relevant indicators (whereas a clear baseline is indicated)	Results as reported by UN agencies (collectively and individually) indicate logical connection with the stated outcomes and, where relevant, show contribution to realisation of GE and HRs

Criteria	Primary question	Sub-question	Data collection method/sources	What to look for/indicators of success
		implementation? What would have happened in the absence of the UNPSD intervention, compared to the current development trends in Georgia? ▪ Has the UNCT ensured that unintended or negative consequences on population or social groups outside the programme's scope were properly addressed and/or minimized? What were the main results achieved towards the realization of **HRs & GE**?	<u>Survey</u> to UN staff and partners (GoG, CSOs, International partners) <u>Interviews and FGDs</u> with sectoral partners and stakeholders (LMs, thematic NGOs/CSOs, UNCT members)	Progress in the desired direction in the value of the M&E framework indicators UN staff, partners and stakeholders can articulate progress made in the UNPSD outcome area related to their work and report instances of unintended results and how they were handled Overall perception of stakeholders re progress made in each results area and the impact made by the UN's contribution and capacity of UN system to deal with unintended results
		▪ Have been UN **comparative** advantages properly leveraged especially viz other development partners? (including universality, neutrality, voluntary and grant-nature of contributions, multilateralism, and the special mandates of UN agencies)?	<u>Desk Review</u> of UNPSD and related documents; IFIs and other international development partners' strategic programmatic frameworks/document <u>Interviews, FGDs</u> and <u>Survey</u> with GoG partners, international development partners, INGOs, CSOs UNCT	From the analysis of UN and other development partners' programmes and their implementation strategies an adequate 'division of labour' emerges along identified UN comparative advantages UN representatives and their main partners recognise the effective leveraging of UN CAs in the course of UNPSD design and implementation, minimising overlaps and inefficiencies
		▪ Was the UNPSD able to inform the national development agenda and the implementation of the	<u>Desk review</u> of UNPSD document, annual reports, UN agencies reports,	Explicit reference in UN programmatic documents to efforts made to support national planning processes and

Criteria	Primary question	Sub-question	Data collection method/sources	What to look for/indicators of success
		Sustainable Development **Goals** at national and local levels? • Has the UNPSD enabled the UNCT to deliver quality, integrated, SDG-focused policy support?	and national and sub-national SDGs plans Interviews with relevant GoG counterparts at national and sub-national level	inclusion of the SDGs agenda therein. Reflection in gov't planning documents to SDGs as supported by the UN Acknowledgement by GoG's counterparts of the role played by the UN in setting the national agenda and mainstreaming the SDGs
		• Has the UNPSD promoted effective partnerships and strategic alliances around the main UNPSD Pillars and Outcomes (with and within the Government of Georgia, with national partners and civil society, donors and other external support agencies)?	Interviews and survey to UNCT, development partners and gov't counterparts	Examples of strategic and effective partnerships provided by the UN and confirmed by counterparts Overall perception that the UN has been successful in fostering partnerships around the UNPSD pillars
Transformation/Sustainability	Have we made long-lasting, systemic and society-wide changes?	• Is **sustainability** of UN interventions embedded in the UNPSD design and UN agencies country programmes and projects linked to it? • What are the main development changes achieved by UNPSD that are likely to last? Which outcomes can be permanently sustained without further interventions?	Desk review of: • UNPSD document and workplans • CPDs/country programmes Interviews and survey to UNCT, development partners and gov't counterparts	Sustainability strategies are included in UNPSD and related implementation programmes Evidence that programmes' outcomes will be sustained in the future (e.g. have been incorporated into govt's programmes/budget, changes in legal framework, institutional structures) UN staff and partners recognise that sustainability is

Criteria	Primary question	Sub-question	Data collection method/sources	What to look for/indicators of success
		▪ Has the UNCT's work brought about systemic changes? ▪ Has the UNCT's work been systemic, scaled up or replicated to ensure its effects are not limited in scope, but nation- or society-wide?		incorporated in UN interventions' design and how this is done.
		▪ Did the beneficiaries and their organizations gain significant new capacities in order to pursuit of their own development objectives?	Interviews and FGDs with relevant Govt, CSOs and local govt counterparts	Testimonies of relevant counterparts/beneficiaries that capacities have been built and are enabling them to pursue their development agenda/priorities
		▪ Has UNPSD fostered innovative approaches to enhance national capacities (government, civil society and NGOSs) in order to ensure sustainability?	Interviews and FGDs with UNCT, relevant Govt, CSOs and local govt counterparts Survey of UN staff, govt, CSOs, NGOs	Stakeholders report examples of innovative approaches promoted by the UN and overall perception of UN being a development innovator
Efficiency & Coordination	Have the UNPSD design and its implementation modalities (coordination and synergies across agencies) been efficient?	▪ Have resources been mobilized according to the UNPSD priority areas or opportunistically (i.e. based on funding availability and individual agencies' agenda)?	Desk review of UNPSD annual reports and UN agencies reports Interview with UNCT members and survey of UN staff	Resources mobilised clearly align with the UNPSD's priorities UN Staff report that resources are being mobilised in accordance with the UN-wide priorities
		▪ Was the UNPSD's budgetary framework used as a **funding** instrument? ▪ Has the UNPSD facilitated the identification of and access to new financing flows at	Desk review of resource mobilization information and delivery by outcome area; UNPSD reports	Evidence that joint resource mobilisation took place and that new financing mechanisms were identified UN representatives report instances of how the UNPSD was used as a funding

Criteria	Primary question	Sub-question	Data collection method/sources	What to look for/indicators of success
		scale for national partners?	<u>Interview</u> with UNCT members and <u>survey</u> of UN staff	instrument and how it facilitated new financing opportunities for the country
		▪ Have the UN RC's leadership and the collective effort of the UNCT helped to overcome political challenges to pursuing the UN agenda?	<u>Interview</u> with UNCT members	UN representatives provides examples of how RC's leadership was instrumental in moving forward joint UN agenda
		▪ Is the whole greater of the sum of the parts? i.e. have the **synergies** across UNCT agencies been adequately leveraged? Does the UNPSD **coordination** mechanism lower transaction costs and allow for higher value for money?	<u>Desk review</u> of UNPSD governance structure's related documents <u>Interviews and survey</u> with UNCT members, UN staff, key counterparts and development partners	Efficiency of governance structure (i.e. clear ToRs, proof that they have been functioning and facilitated joint approaches) UN staff and partners see UNPSD as favouring synergies across the system and acknowledge that existing coordination mechanisms have lower transaction costs and heightened efficiency

5.4 UN Delivery by outcomes and UN agencies

Outcome 1	2016	2017	2018	Total	% of total
UNDP	5,699,064.64	6403625.00	5,275,782.25	17,378,471.89	60%
UN Women	313,960.00	703090.50	575,550.00	1,592,600.50	5%
UNFPA	510,602.00	781,318.00	594,395.00	1,886,315.00	7%
OHCHR	271,131.00	138,799.00	227,356.00	637,286.00	2%
IOM	2,591,430.00	3525375.00	1,544,437.00	7,661,242.00	26%
Total	$ 9,386,187.64	$ 920,117.00	$ 8,217,520.25	$29,155,915.39	

Outcome 2	2016	2017	2018	Total	% of total
UNDP	1,011,951.25	1,250,517.73	1,403,856.32	3,666,325.30	28%
UN Women	313,960.00	703,090.50	575,550.00	1,592,600.50	12%
UNICEF	127,317.02	111,134.26	210,848.52	449,299.80	4%
OHCHR	53,978.00	29,501.00	8,430.00	91,909.00	1%
UNHCR	2,714,712.19	2,429,698.28	2,050,850.09	7,195,260.56	55%
Total	4,221,918.46	4,523,941.77	4,249,534.93	12,995,395.16	

Outcome 3	2016	2017	2018	Total	% of total
IAEA	188,533	132,964	158,922	$ 480,419	2%
FAO	1,210,000	2,900,000	2,300,000	$ 6,410,000	31%
UNW splitting evengly 3 and 4			983,366	$ 983,366	5%
ILO	598,095	505,191	793,136	$ 1,896,422	9%
IOM	84,018	139,635	89,474	$ 313,127	2%
UNDP	2,559,457	2,926,276	2,867,807	$ 8,353,540	41%
UNHCR	659,029	659,720	800,136	$ 2,118,885	10%
Total	5,299,133	7,263,786	7,992,840	$ 20,555,759	

Outcome 4	2016	2017	2018	Total	% of total
UNICEF	491,125	1,772,270	574,483	2,837,878	74%
UNW			983,366	983,366	26%
Total	491,125	1,772,270	1,557,849	3,821,244	

Outcome 5	2016	2017	2018	Total	% of total
UNFPA	530,241	514,127	617,901	1,662,269	38%
UNICEF	514,942.34	351,140.41	276,915.10	1,142,998	26%
WHO	266,890	266,900	608,690	1,142,480	26%
IOM	33,785	107,705	61,865	203,355	4%
IAEA	23,537.54	107,494.92	119,016.59	250,049	6%
total	**1,369,396**	**1,347,367**	**1,684,388**	**4,401,151**	

Outcome 6	2016	2017	2018	Total	% of total
UNFPA	530,241.00	514,127	617,901	$ 1,662,269	37%
UNICEF	514,942.34	351,140.41	276,915.10	$ 1,142,998	26%
WHO	266,890	266,900	608,690	$ 1,142,480	26%
IOM	33,785	107,705	61,865	$ 203,355	5%
IAEA	26126.6694	119319.3612	132108.4149	$ 277,554	6%
Total	**$ 1,371,985.01**	**$ 1,359,191.77**	**$ 1,697,479.51**	**$ 4,428,656.30**	

Outcome 7					
UNHCR	2,908,420.98 €	2,539,363.05 €	2,715,282.55 €	$ 8,163,067	36%
UNFPA	109,472.00 €	132,732.00 €	108,080.00 €	$ 350,284	1%
UNDP	3,762,313.75 €	4,146,551.89 €	6,470,291.99 €	$ 14,379,158	63%
Total	**6,780,206.73 €**	**6,818,646.94 €**	**9,293,654.54 €**	**$ 22,892,508**	

Outcome 8	2016	2017	2018	Total	% of total
UNIDO	73,280	501,649	631,099	1,206,028	8%
IAEA	185,323	88,890	17,497	291,710	2%
FAO	1,119,000	6,026,000	1,000,000	8,145,000	52%
UNDP	3,151,490	1,551,728	1,247,287	5,950,505	38%
WHO	4,996	5,000	13,600	23,596	0%
Total	**$ 4,534,089.00**	**$ 8,173,267.00**	**$ 2,909,483.00**	**$ 15,616,839.00**	

5.5 Status of UNPSD Monitoring Indicators

Outcome indicators	Latest progress	
Outcome 1: By 2020 expectations of citizens of Georgia[68] for voice, rule of law, public sector reforms, and accountability are met by stronger systems of democratic governance at all levels[69]		
1.1 Worldwide Governance Indicators (voice and accountability, rule of law and government effectiveness index) for Georgia **Baseline** (2013): Voice and Accountability[70] index 54.5%; Rule of law index 53.6%; Government Effectiveness index 69.4% **Target** (2020): Voice and Accountability index >60%; Rule of law index >58%; Government Effectiveness index >72%	Figures for 2018, latest available[71]: Voice and Accountability index 56.2%; Rule of law index 63.9%; Government Effectiveness index 74%	Partially Achieved (2 out of 3).
1.2 % of citizens that have confidence in and satisfaction with election systems, legislature, Judiciary, government, democratic systems and public service delivery by government **Baseline** (2012-2015): Confidence in CEC - 54%, President's office - 51%, Parliament - 49%, Cabinet of Ministers - 48%, court system - 41%, prosecutor's office - 36% and local authorities 32%; 46% believe that Georgia is a democratic country; Citizen's satisfaction with local government services in 10 regions (including Tbilisi) – 52% **Target** (2020): Confidence in CEC > 59%, President's office >56%, Parliament >54%, Cabinet of Ministers >52%, court system > 46%, prosecutor's office > 41% and local authorities > 37%; >51% believe that Georgia is a democratic country; Citizen's satisfaction with local government services in 10 regions (including Tbilisi) > 57%	2019 survey, favourable attitude[72]: Confidence in CEC 34%, President's office 33%, Parliament 37%, Cabinet of Ministers 35%, court system 23%, prosecutor's office 25% local authorities 48%; >51% believe that Georgia is a democratic country; 58% believe democracy is the best form of governance	Underachieved
1.3 # of developed national/ regional development policies/plans that take into account population dynamics (trends and projections) and local data in setting targets, and that address development needs of the most vulnerable groups (i.e. marginalized adolescents, youth, IDPs, families under poverty) **Baseline** (2014): 6 regional action plans out of 10 geographic regions **Target** (2017): 10 regional action plans (including +Tbilisi); 2 national plans	Target (2017): 10 regional action plans (including +Tbilisi); 2 national plans 9 Regional Development Strategies/action plans and a strategic plan of Adjara Autonomous republic. Strategy for development of Mountainous regions	Achieved

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[68]refers to country consultation findings for World Post 2015 survey for Georgia

[69]refers to legislative and executive branches as well as central and local governments

[70] The indicator also refers to measurement progress in Outcome 2: By 2020 all living in Georgia - including minorities, PwD, vulnerable women, migrants, IDPs and persons in need of international protection have trust in and improved access to the justice system, which is child-friendly, enforces national strategies and operates in full accordance with the UN Human Rights standards.
[71] https://databank.worldbank.org/source/worldwide-governance-indicators

[72] IRI survey 2019 https://www.iri.org/resource/georgia-poll-reflects-widespread-concern-over-economic-issues

Outcome indicators	Latest progress	
1.4: Proportion of seats held by women in parliament and local councils (%) **Baseline**: Parliament 12% (2015); Local councils 11.8% (2014) **Target**: Parliament 15% (2016) 20% (2020); Local Councils 15% (2017)	Women in Parliament 15% (2016)[73] 20% (2020) – elections to be held in 2020 Local Councils 15% (2017)	Achieved
1.5: % of Participatory Gender Audit recommendations implemented by audited government structures **Baseline** (2014): 20% of 2 audits **Target** (2020): 60% of 4 new audits	8 new audits conducted Not clear if recommendations implemented	Achieved
1.6: % of border crossing points with adequate infrastructure to facilitate safe and free movements of people and goods **Baseline** (2014): 90% of Border Crossing Points and 16.5% of land border sectors have adequate infrastructure and equipment; **Target**: 100% of Border Crossing Points (2017) and 80% (2016) and 100% (2018) of land border sectors have adequate infrastructure and equipment;	All plans have been fulfilled	Achieved
1.7: Proportion (%) of CEDAW concluding comments from previous reporting cycle that are implemented or in progress (specific actions taken) **Baseline** (2014): 0% **Target** (2020): 60%	Government report has not been made available to public	No data
Outcome 2: By 2020 all people living in Georgia – including children, minority groups , PwD, vulnerable women, migrants, IDPs and persons in need of international protection have increased access to the justice service delivery in accordance with national strategies and UN Human Rights standards		
2.1: % of actions of the 2014-2020 National Human Rights Strategy and Action Plan (NHRSAP) implemented or in progress (specific actions taken) **Baseline** (2014): 5% **Target** (2020): > 95%	The majority of 23 thematic areas with 511 Activities was implemented, more specifically: 311 activities (62%) were fully implemented, 153 activities (30%) were almost implemented, 47 activities (8%) were not implemented, as reported by the government.	On track for 2020
2.2: Presence of Legal Aid Service guaranteed to socially vulnerable citizens (as specified in the law) in all criminal, civil and administrative cases both in courts and administrative bodies **Baseline** (2014): No (state-funded Legal Aid service is provided only in criminal cases and administrative cases concerning administrative imprisonment). **Target** (2020): Yes (state-funded Legal Aid Service is provided in all criminal, civil and administrative cases both in courts and administrative bodies to socially vulnerable persons, as well as juveniles and victims of domestic violence)	LAS mandate has expanded to cases of victims of domestic violence (irrespective of social vulnerability), disputes related to immovable property, and labour disputes in the private and public sector. The decision was upheld by the Parliament of Georgia with ensuring changes to the Law on Free Legal Aid. LAS budget was increased to make 5,800,000 GEL and # of cases increased.	Achieved
2.3 Proportion (%) of accepted UPR recommendations, recommendations from other UN Human Rights Mechanism and Public Defender's Office (PDO),		No clear data

[73] https://www.unwomen.org/en/digital-library/publications/2019/03/women-in-politics-2019-map#view

Outcome indicators	Latest progress	
implemented or in progress (specific actions taken) **Baseline** (2014): 0-30% **Target** (2020): 60%		
2.4. Percentage (%) of children's cases handled by specialized professionals in Juvenile Justice (judges, prosecutors, police officers, lawyers, penitentiary and probation staffs). **Baseline** (2015): 50% for criminal cases, 0% for civil cases **Target** (2020): >90% for criminal and >90% for civil cases	100% in criminal cases 40% in civil law cases (expected to increase to 100% after June 2020 as per the requirement of the Code on the Rights of the Child)	Achieved
2.5 Child-friendly environment established and operational in the court, police and prosecution services as declared in the Justice for Children Strategy and Action Plan **Baseline** (2014): No (only 100 professionals specialized on children's cases; Data collection and evaluation system on children in the justice system not in place; no child friendly environment in the court, police and prosecution services) **Target** (2020): Yes • 300 professionals specialized on children's cases; • Data collection and evaluation system on children in the justice system operational; 5 locations in court, police and prosecution services have child friendly infrastructure)	100% of professionals in criminal cases specialized; 40% in civil law cases.	Achieved
Outcome 3: By 2020 poor and excluded population groups have better employment and livelihood opportunities as a result of inclusive and sustainable growth and development policies70		
3.1: # of new policies, systems and/or institutional measures at national and sub-national levels to generate/strengthen employment growth and livelihoods for the most vulnerable groups **Baseline** (2014): 3 policies/programmes to support private sector development, including agricultural loan programmes (MOA), support for cooperatives and ICCs (MOESD), Produce in Georgia (MOESD), EDA programmes and Georgia's Innovations and Technology Agency programmes **Target** (2020): At least 2 new policies at national and sub-national level for supporting inclusive business development, application of innovations and rural development	More than two policy documents have been elaborated including Agriculture Development Strategy and Action Plan, Rural Development Strategy and Action Plan, Law on Seeds, VET Law etc.	Achieved
3.2 Unemployment rate (disaggregated by sex, age groups, rural/urban) **Baseline**: 14.6% (2013); 12.4% (2014); 14% male and 10% female; urban 22.1%; rural 5.4%; 23.5% in 25-29 age group; **Target** (2020): <11%, including <12% for	Unemployment rate has shown positive dynamics[74] Overall 12.7% Female 11,2 %, male 13.9%, urban 19.3%, rural 5.8, 25-99 age group 20 %	Underachieved

[74] Source: https://www.geostat.ge/en/modules/categories/38/employment-and-unemployment

Outcome indicators	Latest progress	
male and <10% for female; urban <15%; rural <5% <20% in 25-29 age group;		
3.3: # full-time equivalent jobs supported/created by state agencies and SMEs for women, IDPs, PwD and rural residents **Baseline**: not applicable, related to new initiatives **Target** (2020): 50,000, including at least 15,000 for women, 5,000 IDPs, 1,000 PwD and 5,000 rural residents	No particular progress observed. Applicable to the initiative launched in 2019.	Not achieved
3.4 Average Monthly Income (GEL) per Household and per capita in rural and urban settings **Baseline** (2013): GEL 887 average monthly income per HH – GEL 980 (urban) and GEL 795 (rural); GEL 247 average monthly income per capita – GEL 279 (urban) and GEL 216 (rural) **Target** (2020): GEL 976 average monthly income per HH – GEL 1078 (urban) and GEL 875 (rural); GEL 272 average monthly income per capita – GEL 307 (urban) and GEL 238 (rural). The target is set for at least 10% increase of the baselines.	Substantial progress has been observed in the income indicators[75] Income per HH - 976 GEL Income per capita - 272 GEL Income per HH urban - 1078 GEL Income per HH rural - 875 GEL Income per capita urban - 307 GEL Income per capita rural - 238 GEL	Achieved
3.5 % of women among beneficiaries of inclusive economic growth programmes (Rural Development, agriculture Development, area-based development and others) and schemes **Baseline**: Not applicable - relates to new policies and programmes **Target** (2020): at least 20% of beneficiaries	Between 20% and 40% of the targeted beneficiaries were women who engaged in inclusive economic growth activities	Achieved
3.6 # and % of registered vulnerable group representatives, including women and IDPs employed through Public Employment Services **Baseline**: to be established in 2015 **Target** (2020): > 15% improvement from 2015 baselines	Baseline 2015: 349, women 2012, IDP 16 Endline: 995, women 517, IDP 76. % increase: 185%, 144 %, 375 %, respectively[76]	Achieved
3.7: % of (self) employment among VET graduates disaggregated by sex, PwD, economic and other vulnerability **Baseline** (2015): tbc in 2015; no disaggregated data available **Target**: (2020): at least 10% increase from 2015 baseline; disaggregated data available	According to 2017 Tracer Study[77], employment among VET graduates has increase from 56% to 60%. According to the assessment repot on VET project, increased to 72% in 2018	Achieved[78]
Outcome 4: By 2020 vulnerable groups have access to proactive and inclusive gender and child sensitive social protection system that address major vulnerabilities		
4.1 % of vulnerable population groups (% of adults and children with disabilities, % of women and child victims of domestic	Data could not be collected	NA

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[75] Source: https://www.geostat.ge/en/modules/categories/50/households-income

[76] Information provided by ILO, M&E

[77] Source: http://www.mes.gov.ge/prof_edu.php?id=3&lang=eng

[78] Achieved according to the Final Assessment Report Modernization of the Vocational Education and Training and Extension Systems Related to Agriculture in Georgia prepared by ACT, 2018

Outcome indicators	Latest progress	
violence) benefiting from functional social protection system, including functional disability model that better addresses the vulnerability of PwD and integrated and continuum-of-care model for legal, health and social protection for the victims of violence. **Baseline** (2014): to be established in 2015 **Target** (2020): 20% increase from 2015 baselines		
4.2 # of social workers per 10,000 population (measuring effective coverage of social work services) **Baseline** (2014): 0.625 social worker per 10,000 population or 1 social worker per 16,000 population **Target** (2020): 1 social worker per 10,000 population or 1.6-fold increase from 2014 baseline	No official data could collected. Based on the information from on-line media, increased from 244 in 2015 to 292 in 2019, i.e. 0.65 social worker per 10,000 in 2015 to 0.78 social worker per 10,000 in 2019 [79]	On track, expected to be achieved in 2020
4.3 % of vulnerable households (families living below 2,5 USD per day per adult equivalent) and % children benefiting from at least one of the social cash transfer program (excluding old age pensions) **Baseline** (2014): 84.9% of families and 21.7% of children; **Target** (2020): >98% of families and >26% of children;	88.3 % of families and 29,8% of children benefit from at least one of the social cash transfer programs[80]	Partly achieved (1 out of 2 indicators achieved)
4.4 % of population, children and women below general poverty line (2.5 USD per day per adult equivalent) **Baseline** (2014): Population 25%; Children 28%; Women 24% **Target** (2020): Population <23%; Children <25%; Women <22%	Population[81]: 20.1% Children: 23.1 % Women: 20.2	Achieved
4.5: % of state budget allocated to support services of victims of domestic violence **Baseline** (2014) : To be established in 2015; **Target** (2017): >10% increase from 2015 baselines	94% increase, from the baseline figure of 513,424 GEL to the end-line figure of 1,008,677 GEL[82]	Achieved
5.1. % of EPE caregivers trained according to the new MOES standard **Baseline** (2015): 0% **Target** (2020): 100%	Only 8.3% of monitored preschools reveal satisfactory results in implementation of School Readiness Programme.	Underachieved, not likely to be achieved by 2020

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[79] Note: Official information on number of social workers could not be collected, the above-mentioned information is based on the data available in on-line media.

[80] Annual Progress Review 2018 for Sectoral Group 2 – Jobs, Livelihoods & Social Protection

[81] Source: https://www.geostat.ge/en/modules/categories/48/standard-of-living-subsistence-minimum

[82] Annual Progress Review 2018 for Sectoral Group 2 – Jobs, Livelihoods & Social Protection

Outcome indicators	Latest progress	
5.2. Gender equality, diversity and human rights issues mainstreamed in pre-primary and teacher training programs **Baseline** (2014): No **Target** (2020): Yes	Gender equality, diversity and human rights issues are mainstreamed in the standards, guidelines and training modules developed by the MoES support for the preschool and general education.	Achieved
5.3. % of girls and boys aged 3-5 years, disaggregated by age, gender, urban/rural, income groups, and ethnicities attending EPE **Baseline** (2013): 69.7% at age 5; 58.9% of girls; 57.1% of boys; 45.6% of the poorest quintile; **Target** (2020): >95% at age 5; > 95% of girls; >95% of boys; >45.7% of the poorest quintile	Attendance rates for children age 3-5 is 81.8%; - girls: 83.8% - boys: 79.7% - urban: 88.4% - rural: 70.2% - the poorest quintile: 63.6%	Partially achieved (1 out of 3)
5.4. Curriculum and methodology of healthy lifestyle education in secondary education system is aligned with recommended standards of UNESCO and WHO, as well as Schools for Health in Europe (SHE) and European Network of Health Promoting Schools (ENHPS) **Baseline** (2014): No Target (2020): Yes	Biology and Civic Education subject standards for grades VII-IX were updated in accordance to the UNESCO and WHO standards	Achieved
Outcome 6: By 2020 health of the population especially the most vulnerable is enhanced through targeted health policies, and provision of quality, equitable and integrated services, including management of major health risks and promotion of targeted health seeking behaviour		
6.1. Under-5 Mortality Rate per 1,000 live births **Baseline** (2013): Male: 14.5, Female: 11.5 **Target** (2020): Male: 10, Female: 6.5	Actual: 9.8 per 1,000 live births (2018)[83] Male: 10.7 (2018); Female: 8.7 (2018)[84]	Underachieved
6.2. Maternal Mortality Ratio (MMR) per 100,000 live births **Baseline** (2013): 41 **Target** (2020): 12	27,4 per 100,000 live births (2018)[85]	Underachieved
6.3. Modern contraceptive prevalence rate among married women aged 15-44 (CPR-modern) disaggregated by urban/rural settings **Baseline** (2010): urban 42%; rural - 28% **Target** (2020): urban 47%; rural - 35%	According to 2018 MICS data 56% urban; 42% rural	Achieved
6.4. % of HIV prevention and treatment programmes, including for young people and key population groups[5] funded by the state **Baseline** (2014): tbc **Target** (2020): >80%	Treatment programs funded by the state -100 % from 2021 Prevention programs funded by the state: from June 2020	Partially achieved
6.5. Rate of smoking/tobacco use (%) among adults and minors **Baseline**: adults 30% (2010), youth 12.3% (2014) **Target** (2020): adults 20%, youth 7.3%	Adults: 31.0% (2016)[86] Youth: 12.6% (2017)[87] Compliance level of smoke free regulations is over 98% in hospitality sector and over 92% in all main types of facilities combined and in points of sales over 92%, including 95%	No data for 2018/2019

[83] NCDC Statistical Yearbook http://www.ncdc.ge/Pages/User/News.aspx?ID=a9ee8a02-ef7a-4d3a-b510-39aefd5872da

[84] GeoStat https://www.geostat.ge/ka/modules/categories/320/gardatsvaleba

[85] NCDC Statistical Yearbook http://www.ncdc.ge/Pages/User/News.aspx?ID=a9ee8a02-ef7a-4d3a-b510-39aefd5872da

[86] Georgia STEPS Survey 2016

[87] GYTS -Global Youth Tobacco Survey

Outcome indicators	Latest progress	
	compliance of display ban; advertising tobacco products was stopped. A new study on tobacco use is to be conducted by NCDC in November-December 2019 and there is an expectation that some progress has been made due to the new tobacco law.	
6.6. Evidence- and Human Rights based protocols and SOPs for provision of targeted services (SRH, MCH, ASRH, high-burden NCDs, HIV, TB control, response to VAW) adapted and integrated into primary health care programmes **Baseline** (2014): No **Target (**2020): Yes	Primary care based integrated screening for Tuberculosis, HIV and Hepatitis C (TB/HIV/HCV) has been started in Georgia as a pilot in April 2018, in Samegrelo-Zemo Svaneti region. 18 evidence-based guidelines and standards for increased maternal and emergency obstetric service quality. All National Guidelines/Protocols/SOPs developed through UN support put major emphasis on integrated service delivery at Primary Health Care level; connected with proper referral to the appropriate levels of care. But, MoH still lacks systematic approach to implementing evidence-based standards, guidelines and protocols, and to monitoring and evaluating their outcomes; which results in a limited adherence to G&P from the private healthcare provider side.	Achieved
6.7. % of targeted healthcare institutions in Abkhazia that have adopted and implemented evidence-based protocols in line with international standards for MCH and RH **Baseline** (2014): none **Target** (2020): > 80% of targeted facilities	100% of targeted facilities (5 in total)	Achieved
Outcome 7: By 2020 conflict affected communities enjoy better security and stronger resilience to conflict-induced consequences		
7.1: Political Stability and Absence of Violence index **Baseline** (2013): 30.8% **Target** (2020): > 35%	Georgia's Political Stability and Absence of Violence index has declined from 31 percent in 2013 to 30 percent in 2018[88]	Underachieved
7.2: Number of hostility and violence (kidnapping, detention) cases among communities living across the Administrative Boundary Lines **Baseline**: tbc **Target** (2020): 20 % reduction from 2015 baseline	According to the Democracy Research Institute declined by 38% across ABL with Abkhazia, 44% accorss ABL with South Ossetia[89]	Achieved Although, does not reflect information from Abkhaz and South Ossetia sources
7.3: Perceptions and concerns of conflict affected population **Baseline**: Human Security indicators from participatory qualitative assessment – baselines to be defined in 2015 **Target** (2020): Improvement of Human Security indicators compared to 2015 baseline	Information on human security indicators as per participatory qualitative assessment, was not found.	No data

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[88] Source: https://info.worldbank.org/governance/wgi/

[89] Source: https://www.facebook.com/Democracy.Research.Institute/photos/a.362211604413198/470896166878074/?type=3&theater

Outcome indicators	Latest progress	
7.4. Number of public diplomacy (people-to-people communication) initiatives supported to ensure activation and community based participation in peacebuilding processes within and across the Administrative Boundary Lines **Baseline**: 51 initiatives (19 series of trainings, 6 networking meetings, 36 partner-ship opportunities for CSOs and various target groups, ad hoc meetings between women's CSOs and representatives of the official peace and conflict prevention processes) implemented within the scope of EU-UNDP COBERM project. **Target** (2020): At least 60 public diploma-cy/ confidence building initiative (train-ings, workshops, networking and partner-ship opportunities) supported annually in 2016-2020 period with wider outreach of Georgian, Abkhaz, Georgian and Tskhinvali Region/ South Ossetia, Georgian communi-ties affected by conflict	241 public diplomacy initiatives implemented from 2015 through 2018[90]	Achieved
7.5: # beneficiaries, including women and youth, of confidence building measures **Baseline** (2014): 60,000; disaggregated data not available; **Target** (2020): 100,000 with at least 30 000 women and 20 000 youth	45,655 beneficiaries, disaggregated data not available[91]	Underachieved
7.6: # beneficiaries of legal services for identification, referral and protection of human rights within conflict affected areas and across the Administrative Boundary Lines with positive results **Baseline**: tbc **Target** (2020): to be set based on 2015 baselines	Number of beneficiaries increased from 771 in 2017 to 2,213 in 2018[92]	Progress noted. Baseline and targets were not set.
7.7: # people, including women and youth, in conflict affected areas with im-proved access to health and social services and humanitarian assistance **Baseline**: 16,133 in Abhkazia, Georgia; 2,037 in Shida Kartli to be disaggregated by sex and youth category **Target** (2020): >20,000 including at least 6,000 women and 5,000 youth (2020) in Abkhazia, Georgia; > 3000 beneficiaries in Shida Kartli	No access to Shida Kartli. 37,038 beneficiaries[93]. Disaggregated data not available.	Achieved
7.8: A multi-year National Action Plan on women, peace and security (NAP 1325) renewed and adopted **Baseline** (2015): No - 2012-2015 NPA expiring, technical support needed to	Government of Georgia adopted a revised multi-year NAP	Achieved

[90] Source: Annual Progress Review 2017 and 2018 for Sectoral Group 5 - Human Security

[91] Source: Annual Progress Review 2017 and 2018 for Sectoral Group 5 - Human Security

[92] Source: Annual Progress Review 2017 and 2018 for Sectoral Group 5 - Human Security

[93] Source: Annual Progress Review 2017 and 2018 for Sectoral Group 5 - Human Security

Outcome indicators	Latest progress	
develop its second phase for 2016-2019 **Target** (2016): Yes - Government of Georgia adopts a revised multi-year NAP		
Outcome 8: Outcome 7: By 2020 communities enjoy greater resilience through enhanced institutional and legislative systems for environment protection, sustainable management of natural resources and disaster risk reduction		
8.1. Integrated DRR and adaptation strategy and action plan that addresses equity and gender considerations is adopted with legally binding protocols and clear division of labour among key national stakeholders **Baseline** (2014): No **Target** (2016): Yes	Disaster Risk Reduction strategy has been adopted. The elaboration of the national adaptation strategy and action plan have been initiated and are expected to be in place by the end of 2020.	On track, will be achieved by 2020
8.2: Availability of unified methodology, tools and database for multi-hazard (natural, technological and environmental) risk assessment, mapping and monitoring. **Baseline** (2014): Not in place **Target** (2020): Developed and applied, including WASH and DRR standards for EPE and schools	The process is underway and relevant state institutions are actively engaged in the elaboration of the methodology which will be finalized in 2020.	On track, will be achieved by 2020
8.3: National development policies and plans consistently integrate gender sensitive DRR and climate change issues **Baseline** (2014): No **Target** (2020): Yes (Elements of gender sensitive DRR and climate change issues mainstreamed into the Agricultural Development Strategy and Action Plan as well as other mainstream national development plans)	The disaster risk and climate change considerations have been integrated into the national strategy documents Agricultural Development in Georgia 2015-2020 and The Rural Development Strategy for 2017-2020	Achieved
8.4: # of comprehensive and integrated preparedness schemes developed to effectively address consequences of crisis (geo-physical, climate-related, public health threats, etc.) **Baselines** (2014): 1 (integrated preparedness schemefor public health hazards, NCDCPH) **Target** (2020): 8 , including a. National Emergency Management Information System (NEMIS), b. Unified methodology on post disaster damage and recovery needs assessment, c. Minimum Initial Service Package(MISP) as part of MLHSA Contingency Plan, d. Public Health Emergency Management curriculum, e. Emergency preparedness systems for child protection/specialized services (small group homes for children, boarding schools) and f. National Protocol for guiding development of Early Warning Systems, both national and local, by hazard and sectors. National International Health Regulations.	Unified methodology on post disaster damage and recovery needs assessment has been prepared. National Protocol for guiding development of Early Warning Systems, both national and local, by hazard and sectors will be addressed and prepared within the framework of the project a multi-hazard early warning system and the use of climate information in Georgia. Advancement in other sub-targets is expected within the next program cycle	Underachieved, (1 out of 8)
8.5. Progress and challenges vis-à-vis implementation of national commitments to major international agreements on	Two biennial update reports to the UNFCCC have been prepared. Currently, the MEPA is actively working on an inventory assessment for	On track. The target will be achieved by 2020

Outcome indicators	Latest progress	
climate change, biodiversity, land degradation, ozone layer and chemicals (UNFCCC, Montreal Protocol, Stockholm and Minamata Conventions) is regularly documented and reported by GoG **Baseline** (2014): No **Target** (2020): Yes	the 4th National Communication report to the UNFCCC	
Indicator 8.6: # programmes for sustainable management of natural resources, including - low emission development, promoting utilization of renewables and introducing energy efficient practices and other initiatives **Baseline**: not applicable, related to new policies and programmes **Target** (2020): 3 (at least 1 programme for each priority area - low emission, utilization of renewables and energy efficient practices)	Project implemented on efficient use of urban transport in Batumi, contributing to reduction of CO_2 emission. Urban transport development project for 6 municipalities in Adjara region. Program implemented on the promotion of biomass production and utilization; three businesses funded	Achieved
Indicator 8.7: Legislative and procedural regulations updated to promote the use of renewables and application of energy efficient practices **Baseline** (2014): No (Renewable Energy State Programme outdated which only focuses on small hydro-power development) **Target** (2020): Yes (new regulations provide enabling environment for utilization of renewable energy sources, such as biomass for municipal services sustainable transport practices, and other initiatives)	Renewable Energy Action plan approved	Achieved

5.6 Summary analysis on the online survey by questions
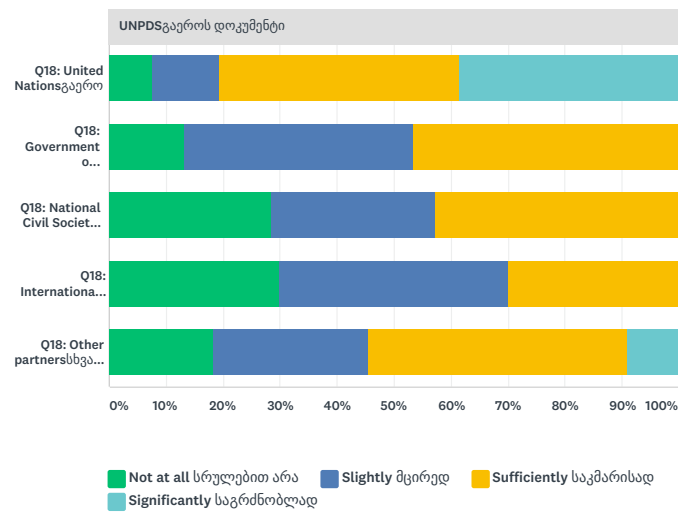
Figure 9 Familiarity with UNPSD by category of respondents

Do you think the 5 UNPSD focus areas address Georgia's main priorities for Georgia and its people?
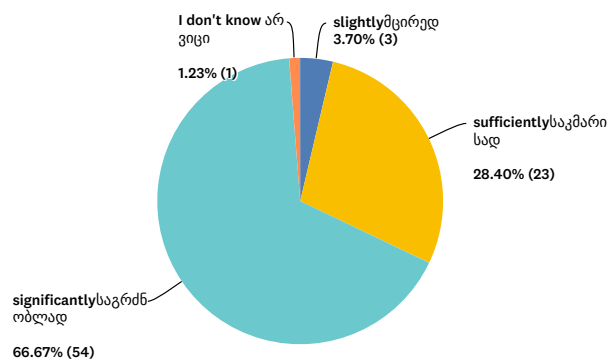
Figure 10 Relevance of UNPSD to national priorities

Table 8 Summary Responses on addressing HRs and international commitments

Answers on a scale from 1 to 4 (not at all, slightly, sufficiently, significantly)	Weighted Average
Has the UNCT's work properly addressed human-rights issues?	3.29
To what extent does the UN contribute to the fulfillment of Georgia's international commitments, norms and standard?	3.45

Table 9 Responses on progress made in each UNPSD outcome

To what extent is progress being made in each UNPSD outcome?	Not at all	Slight progress	Sufficient progress	Significant progress	I don't know	Weighted Average
Voice, Rule of Law, Accountability	2.78%	19.44%	50.00%	11.11%	16.67%	2.83
Access to justice	2.78%	27.78%	40.28%	12.50%	16.67%	2.75
Employment, livelihoods	4.11%	39.73%	32.88%	6.85%	16.44%	2.51
Social Protection	0.00%	35.21%	38.03%	7.04%	19.72%	2.65
Education	1.39%	31.94%	40.28%	11.11%	15.28%	2.72
Health	1.41%	23.94%	42.25%	14.08%	18.31%	2.84
Human Security/community resilience	2.78%	22.22%	52.78%	9.72%	12.50%	2.79
Resilience/environmental protection	4.11%	28.77%	43.84%	13.70%	9.59%	2.74
Overall Average						**2.73**

Table 10 UN success in reaching out to vulnerable groups

How successful is the UN in reaching its intended beneficiaries and consider their specific interests (i.e. the most vulnerable and marginalised people in the country)? Category of Respondents	Not at all	Slightly	Sufficiently	Significantly	I don't know	Weighted Average
United Nations	3.9%	15.4%	46.2%	30.8%	3.9%	3.08
Government of Georgia/Parliament	0.0%	0.0%	70.6%	23.5%	5.9%	3.25
National Civil Society Organisations	0.0%	0.0%	28.6%	42.9%	28.6%	3.6
International Development Organisation/Embassy	9.1%	18.2%	45.5%	9.1%	18.2%	2.67
Other partners	0.0%	18.2%	45.5%	36.4%	0.0%	3.18
Total	2.8%	11.1%	50.0%	27.8%	8.3%	3.12

Table 11 UN influence on women's and girls' empowerment and equality

Does the work of the UN in Georgia consistently consider how it can influence women's and girls' empowerment and equality? Category of Respondents	Not at all	Slightly	Sufficiently	Significantly	I don't know	Weighted Average
United Nations	4.00%	4.00%	36.00%	56.00%	0.00%	3.44
Government of Georgia/Parliament	0.00%	11.76%	29.41%	52.94%	5.88%	3.44
National Civil Society Organisation	0.00%	0.00%	42.86%	42.86%	14.29%	3.5
International Development Organisation/Embassy	0.00%	18.18%	18.18%	54.55%	9.09%	3.4
Other partners	0.00%	0.00%	36.36%	63.64%	0.00%	3.64
Total	1.41%	7.04%	32.39%	54.93%	4.23%	3.49

Have UN comparative advantages been properly leveraged especially vis other development partners? (including universality, neutrality, voluntary and grant-nature of contributions, multilateralism, and the special mandates of UN agencies)?
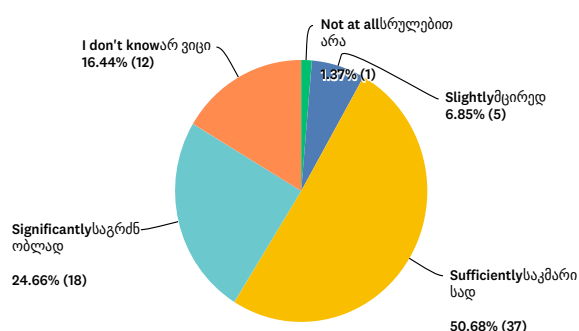
Figure 11 UN leveraging of its comparative advantages

Do you think the UN has been able to influence the national development agenda and the implementation of the Sustainable Development Goals at national and local levels?
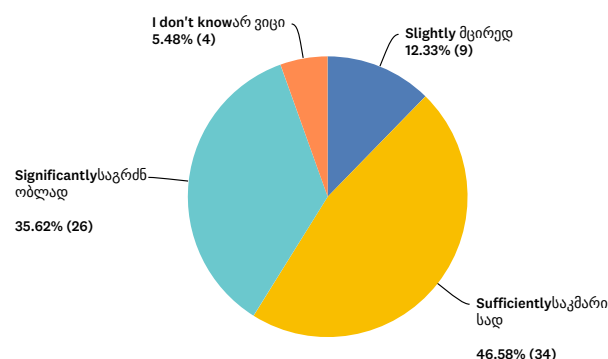
Figure 12 UN influence on national agenda and SDGs

Table 12 UN capacities to forge partnerships

Has the UN forged effective partnerships and strategic alliances to reach the UNPSD outcomes?	NOT AT ALL	SLIGHTLY	SUFFICIENTLY	SIGNIFICANTLY	I DON'T KNOW	WEIGHTED AVERAGE–
Government of Georgia	1%	4%	39%	47%	9%	3.44
Civil Society	3%	11%	40%	36%	11%	3.22
International Development Partners	1%	5%	41%	45%	8%	3.40
Other external support agencies	1%	12%	37%	23%	26%	3.11

To what extent are UN programmes designed so that their results will be sustained after their completion?
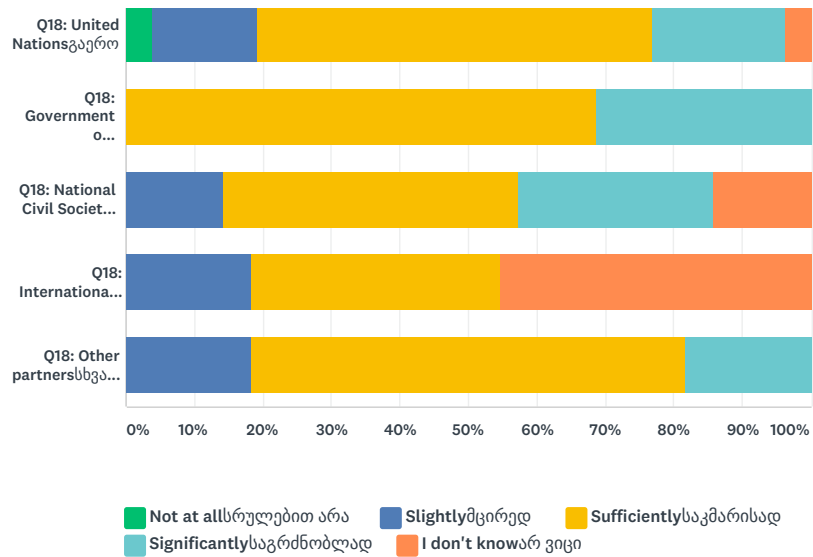
Figure 13 Sustainability of UN programmes by category of respondents

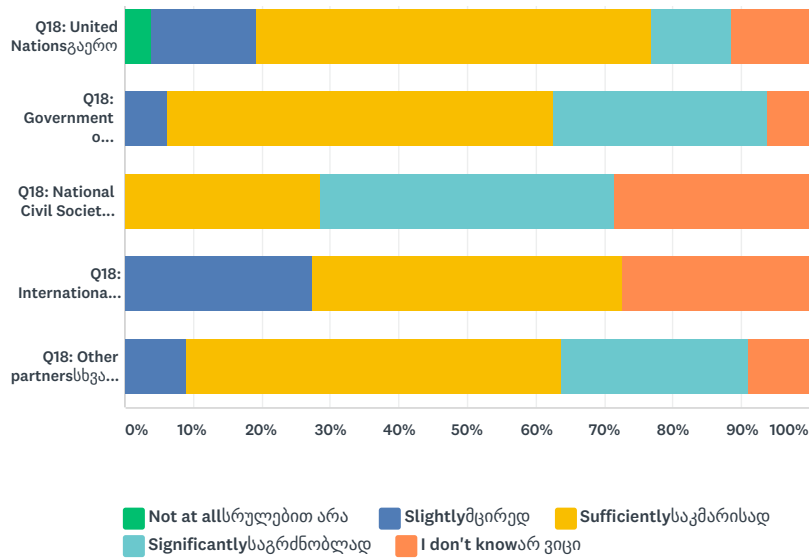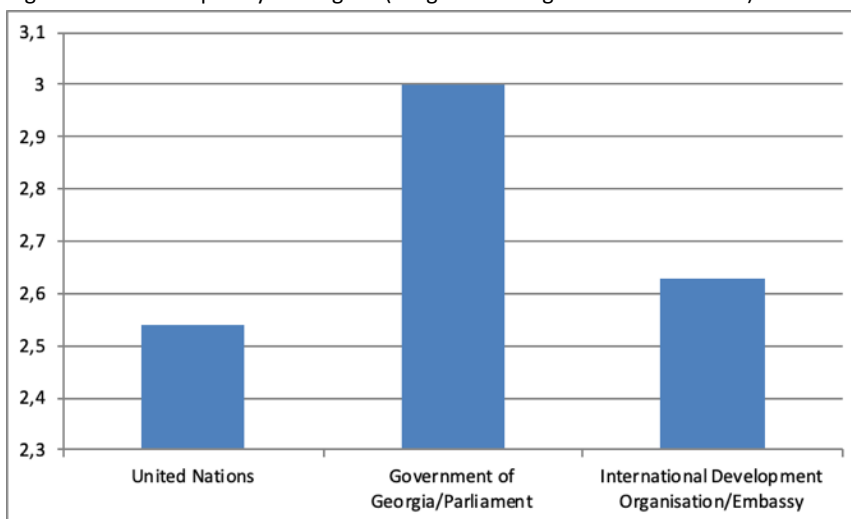How successful has been the UNCT's work to bring about systemic changes?

Figure 14 UN success in systemic changes by category of respondents

Table 13 Feedback on quality of M&E and resource mobilisation[94]

	Not at all	Slightly	Sufficiently	Significantly	I don't know
Are the UNPSD indicators relevant and do they meet the quality needed to measure the outputs and outcomes of the UNPSD?	0.00%	11.54%	61.54%	11.54%	15.38%
Did the design of the UNPSD results framework allow for easy monitoring and reporting against the stated outcomes?	0.00%	15.38%	65.38%	7.69%	11.54%
	Yes	**No**	**Sometimes**	**I don't know**	
Was the UNPSD's budgetary framework used as a funding instrument?	11.54%	11.54%	34.62%	42.31%	
Have resources been mobilized according to the UNPSD priority areas (or opportunistically, i.e. based on funding availability and individual agencies' agenda)?	16%	4%	56%	24%	

Is the whole greater of the sum of the parts? i.e. have the synergies across UNCT agencies been adequately leveraged? (weighted average - scale from 1 to 4)

Do the UN coordination mechanisms lower transaction costs and allow for higher value for money? (weighted average - scale from 1 to 4)
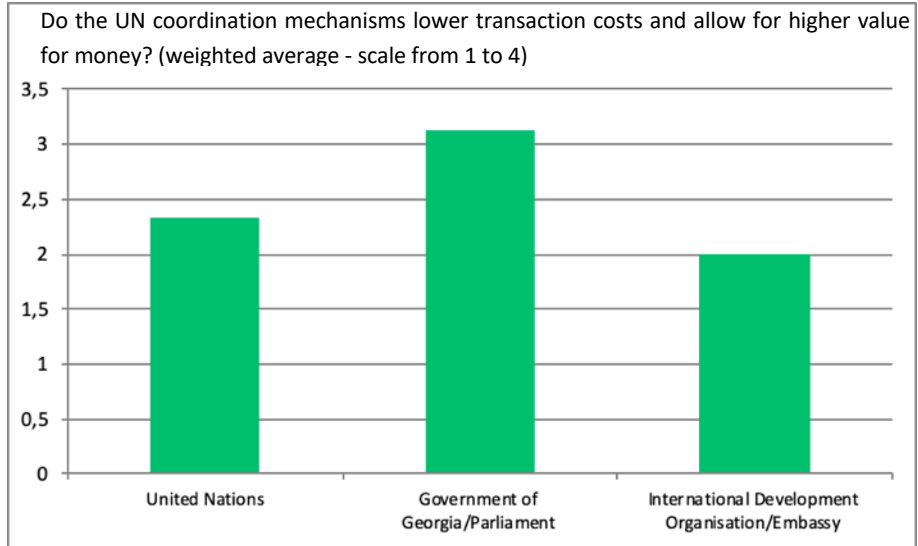
Figure 15 - Reduction of transaction costs of UN Coordination, by category of respondents

5.7 Outline of interviews

Explain background to the evaluation and its principles: i.e. confidentiality (no statement will be attributed not in the report nor communicated to the commissioner), independence of the consultant and overall review process and criteria, i.e. the evaluation is aimed mainly at assessing the UNPSD effectiveness and relevance in contributing to national priorities and the SDGs and its efficiency in ensuring coherence of the UN system's support to the country. The evaluation will result in a set of recommendations to inform the next programming cycle.

According to the type of interviewee, questions will be adapted and might focus just on one of the five priority areas of the UNPSD.

Relevance and Normative Role of the UN
1. How **relevant** is the UNPSD to Georgian national priorities?
     Possible sub-questions:
   - Do the outcomes address key issues and their underlying causes as identified by the national development plans?
   - Is the document being used by UN agencies and their counterparts to strategically guide their activities? If yes, in what ways? If not, why not?
   - In your opinion, how much and in what ways UNPSD consider needs of those at risk of being left behind (for instance, the most vulnerable, the poor, the marginalized, women and girls)?
   - Has the UNCT's work properly addressed **human-rights** issues? In what ways?
   - Do you consider that **gender** equality been effectively streamlined in the implementation of the UNPSD? If yes, in what ways? If not, why not?
   - To what extent and in what ways did UNPSD contribute to **capacity development** of government, NGOs and civil society institutions? Can you recall any specific capacity building measures adopted by the UN?
   - How have the principles of **sustainability and resilience** been mainstreamed in the design and implementation of the UNPSD? Did they prove to be effective?
   - How effective are UNPSD indicators to measure changes facilitated by UNPSD?

Results/Effectiveness
2. What are **changes/results** you can observe by specific priority areas (ask on which area is the interviewee more familiar with and focus the discussion on that area)?
     Sub-questions:
   - To what extent do you feel the UN managed to contribute to the results you have observed? What would have happened in the absence of the UNPSD intervention?
   - What are the past, current and foreseen challenges that have or could hinder progress in this area?
   - Were there unintended results – positive or negative – of UNPSD implementation? If negative, how have they been addressed by UNCT?
   - Do you think the UNPSD manages to promote effective **partnerships** with the gov't, civil society, INGOs, other development partners? In what ways?
   - How would you assess the quality of UNCT **SDG-focused policy** support? What role did UNPSD play in this?

- Have been **UN comparative advantages** properly leveraged especially viz other development partners? (including universality, neutrality, voluntary and grant-nature of contributions, multilateralism, and the special mandates of UN agencies)? In what ways? If not, why not?
- Was the UNPSD able to inform the national development agenda and the implementation of the Sustainable Development Goals at national and local levels?
- What are the main results achieved in terms of advancing **Human Rights and Gender Equality**?
- Does the UN work manage to reach out to those most at risk of being left behind?

Innovation/Sustainability

3. What are the main development changes achieved by UNPSD that are likely to last?

Sub-questions:

- Are these changes systemic? Can you recall examples? Could they be sustained without further support?
- Has UNPSD fostered **innovative** approaches? In what ways, which areas? To what did they contribute most (sustainability, cost-saving, resource effectiveness, easy-maintainable)?
- Has the UNCT work been systemic? In what ways?

Efficiency/Coordination

4. Is the implementation of the UNPSD **efficient** in terms of building partnerships and ensuring a UN coherent contribution?

Sub-questions:

- Has the UNPSD facilitated the identification of and access to new **financing flows** at scale for national partners?
- Have resources been mobilized according to the UNPSD priority areas or opportunistically (i.e. based on funding availability and individual agencies' agenda)?
- How effective are the UNPSD coordination mechanisms in ensuring a **minimization of transaction costs** and build programmatic **synergies** for the UN and its partners (in terms of funds, expertise, time, administrative costs, etc.)? in what ways could these be further reduced?
- Are there any **missed opportunities** in terms of effective coordination that could have led to higher-level joint results?

Concluding questions

5. Last, but not least, do you have any suggestions on how the next UNPSD should be designed and implemented?
6. What could be the strategic interventions for the next partnership framework, taking into account the national SDGs, emerging issues, and UN's comparative advantage?

5.8 Annex – Focus Group discussion's outline (with CSOs/NGOs, GoG, UNCT)

The following outline will be adapted to the nature of the audience and areas of work. The groups should comprise 6-8 people and have a duration of 1.5 hours

Welcome and Introduction
- Introduce myself and my role as independent consultant
- Provide brief background to the evaluation's purpose and on how the information provided will be used
- Note that this meeting is confidential and your names will not be mentioned in reports or other materials
- Note that we are here to gather views and experiences and these can differ from one another, there is not right or wrong answers
- It is important that everyone expresses their opinions, thus, please listen to each other and do not disturb whether you agree or disagree with what others say.

Opening questions

Warm up questions:
- Please, tell us your name, field of activity, the name of organization you represent.
- What kind of partnership have you/your organization forged with the UN/specific UN agencies?

Main questions (to be adapted according to the group):
- What is your understanding of the UNPSD and its role in guiding the work of the UN in Georgia?
- What is added value of UNPSD in development processes taking place in Georgia?
- The UNPSD is set to contribute to 5 priority areas through 8 outcomes (Democratic Governance, Jobs, Livelihood and Social Protection, Education, Health, Human Security and Community Resilience) in which of these areas have you seen tangible UN contributions? How?
- What are in your view the key successful factors in implementing the UNPSD? Why?
- What are main weaknesses in implementing the UNPSD? Why?
- What are areas/aspects that need to be addressed in a future framework document to increase its effectiveness and efficiency?

Possible follow up questions if time allows:
- How successful was the UN in mainstreaming human rights issues and gender equality in its work?
- Have they managed to build enough capacities to ensure sustainability of their interventions? If yes, please provide examples

Ending questions
- Evaluator to provide a brief summary of the main points that emerged from the discussion
- Are there any specific suggestions you would like to make to the UN as they approach their new plan?
- Any final comments/things we have missed?

Conclusions
- Outlines next steps in the evaluation process
- Thank them for their time and knowledge

5.9 Online survey form

Welcome to the questionnaire for Georgia UNPSD 2016-20 Evaluation! გმადლობთ, რომ ავსებთ ამ კითხვარს

Confidentiality: The results of this survey will be viewed ONLY by the independent evaluators and will not be shared with anyone. Aggregate results will be used to inform the independent evaluation and reference will be made only to the category of respondents.
Approach: Questions are organized around the evaluation four main criteria, i.e. relevance, results, efficiency/coherence and innovation/sustainability, with a couple of opening questions on the background and concluding ones on the profile of the respondent.
Results: The inputs gathered in this review process will inform recommendations on how to improve the UNCT's contribution and alignment to the country's priority.

It should take you no more than 10 minutes to fill this in! Thanks for taking the time. It is highly appreciated. Please note that there are some questions that might be not relevant to you, kindly just mark the "I don't know" option in these cases. Thank you.

კონფიდენციალურობა: გამოკითხვის შედეგებს ნახავენ მხოლოდ დამოუკიდებელი შემფასებლები და ისინი სხვა არავისთან არ იქნება გაზიარებული. შეჯამებული შედეგების გამოიყენება დამოუკიდებელი შეფასებისათვის და ნახსენები იქნება მხოლოდ რესპოდენტთა ტიპი.
მიდგომა: კითხვები დაჯგუფებულია შეფასების ძირითადი კრიტერიუმების მიხედვით - რელევანტურობა, ეფექტიანობა/თანხვედრა და სიახლე/მდგრადობა. არის ასევე რესპოდენტის ტიპის დასადგენი კითხვები.
შედეგები: გამოკითხვისას მიღებული შედეგები გამოყენებულ იქნება გაეროს გუნდისათვის რეკომენდაციების მისაცემად იმის თაობაზე, თუ როგორ გააუმჯობესონ მუშაობა და უკეთ მიუსადაგონ თავისი ქმედებები ქვეყნის პრიორიტეტებს.

კითხვარის შევსება 10 წუთზე მეტს არ წაგართმევათ! უდრმესი მადლობა, რომ დაგვითმეთ დრო.

The United Nations Partnership for Sustainable Development covers the period 2016-2020 and focuses on the following 5 main areas covering a total of 8 outcomes:
(1) Democratic Governance; (2) Jobs, Livelihood and Social Protection; (3) Education; (4) Health, and (5) Human Security and Community Resilience.

გაეროს დოკუმენტი „პარტნიორობა მდგრადი განვითარებისათვის" მოიცავს 2016-2020 პერიოდს და 8 შედეგის მიღწევას გეგმავს შემდეგ ხუთ სფეროში:
(1) დემოკრატიული მმართველობა; (2) სამუშაო ადგილები, შემოსავლის წყაროები და სოციალური დახმარება; (3) განათლება; (4) ჯანმრთელობა და (5) მოსახლეობის კეთილდღეობა და თემთა სიცოცხლისუნარიანობა.

1. To what extent are you familiar with the UNPSD and its outcome areas?
რამდენად იცნობთ გაეროს პროგრამას - „პარტნიორობა მდგრადი განვითარებისათვის" (UNPSD) და მის მუშაობის სფეროებს?

	Not at all სრულებით არა	Slightly მცირედ	Sufficiently საკმარისად	Significantly საგრძნობლად
UNPDS გაეროს დოკუმენტი	○	○	○	○
Democratic Governance დემოკრატიული მმართველობა	○	○	○	○
Jobs, Livelihoods & Social Protection სამუშაო ადგილები, შემოსავლის წყაროები და სოციალური დახმარება	○	○	○	○
Education განათლება	○	○	○	○
Health ჯანმრთელობა	○	○	○	○
Human Security and Community Resilience მოსახლეობის კეთილდღეობა და თემთა სიცოცხლისუნარიანობა	○	○	○	○

2. Do you think that the above mentioned 5 focus areas of the UNPSD address the main priorities for Georgia and its people?
ფიქრობთ თუ არა, რომ ზემოთხსენებული 5 სფერო ესადაგება საქართველოსა და მისი ხალხის მთავარ პრიორიტეტებს?

not at all სრულებით არა	slightly მცირედ	sufficiently საკმარისად	significantly საგრძნობლად	I don't know არ ვიცი
○	○	○	○	○

3. Has the UNCT's work properly addressed human-rights issues?
საკმარისად მუშაობს თუ არა გაეროს საააგენტოთა გუნდი ადამიანის უფლებების საკითხებზე?

Not at all სრულებით არა	Slightly მცირედ	Sufficiently საკმარისად	Significantly საგრძნობლად	I don't know არ ვიცი
○	○	○	○	○

4. To what extent does the UN contribute to the fulfillment of Georgia's international commitments, norms and standard?
რამდენად შეაქვს წვლილი გაეროს საქართველოს მიერ თავისი საერთაშორისო ვალდებულებების შესრულებაში, ნორმებისა და სტანდარტების აღსრულებაში?

Not at all სრულებით არა	Slightly მცირედ	Sufficiently საკმარისად	Significantly საგრძნობლად	I don't know არ ვიცი
○	○	○	○	○

5. Do you think that the UNPSD guides the work of UN agencies in supporting Georgia's fulfilment of international commitments? (i.e. SDGs, UN treaties and conventions).
ფიქრობთ თუ არა, რომ გაეროს დოკუმენტი „პარტნიორობა მდგრადი განვითარებისათვის" მიმართულებას აძლევს გაეროს საააგენტოებს დაეხმარონ საქართველოს საერთაშორისო ვალდებულებების შესრულებაში, (მაგ. მდგრადად განვითარების მიზნები, გაეროს პაქტები და კონვენციები)?

○ Yes
დიახ

○ No
არა

○ To a certain extent
გარკვეულწილად

○ I don't know
არ ვიცი

Effectiveness
ეფექტურობა

6. To what extent is progress being made in each UNPSD outcome?

ჩანს თუ არა პროგრესი ქვემოთჩამოთვლილი საბოლოო შედეგების (outcome) მიღწევაში?

	Not at all სრულებით არა	Slight progress მცირედ	Sufficient progress საკმარისად	Significant progress საგრძნობლად	I don't know არ ვიცი
Voice, Rule of Law, Accountability ხმა, კანონის უზენაესობა, ანგარიშვალდებულება	○	○	○	○	○
Access to justice მართლმსაჯულების ხელმისაწვდომობა	○	○	○	○	○
Employment, livelihoods სამუშაო ადგილები, შემოსავლის წყაროები	○	○	○	○	○
Social Protection სოციალური დახმარება	○	○	○	○	○
Education განათლება	○	○	○	○	○
Health ჯანმრთელობა	○	○	○	○	○
Human Security/community resilience ადამიანის უსაფრთხოება/თემების სიცოცხლისუნარიანობა	○	○	○	○	○
Resilience/environmental protection მედეგობა/გარემოს დაცვა	○	○	○	○	○

7. If you have indicated that sufficient or significant progress has been made, what do you think has been UN contribution to these changes?

თუ თქვენი პასუხი იყო „საკმარისი" ან „საგრძნობი", თქვენი აზრით, გაეროს ამაში რა წვლილი მიუძღვის?

[   ]

8. How successful is the UN in reaching its intended beneficiaries and consider their specific interests (i.e. the most vulnerable and marginalised people in the country)?

რამდენად წარმატებულია გაერო თავისი გაცხადებული ბენეფიციარების დახმარებაში და მათი კონკრეტული ინტერესების გათვალისწინებაში (მაგ. ყველაზე მოწყვლადი და მარგინალიზებული ადამიანებისა)?

Not at all სრულებით არა	Slightly მცირედ	Sufficiently საკმარისად	Significantly საგრძნობლად	I don't know არ ვიცი
○	○	○	○	○

9. Does the work of the UN in Georgia consistently consider how it can influence women's and girls' empowerment and equality ?

თანმიმდევრულად მუშაობს თუ არა გაერო საქართველოში ქალთა და გოგონათა გაძლიერებასა და თანასწორობისათვის?

Not at all სრულებით არა	Slightly მცირედ	Sufficiently საკმარისად	Significantly საგრძნობლად	I don't know არ ვიცი
○	○	○	○	○

10. To what extent is the UN contributing to build the capacities of government and civil society?

რამდენად შეაქვს წვლილი გაეროს მთავრობის, არასამთავრობო სექტორისა და სამოქალაქო საზოგადოების შესაძლებლობების განმტკიცებაში?

Not at all სრულებით არა	Slightly მცირედ	Sufficiently საკმარისად	Significantly საგრძნობლად	I don't know არ ვიცი
○	○	○	○	○

11. Have UN comparative advantages been properly leveraged especially vis other development partners? (including universality, neutrality, voluntary and grant-nature of contributions, multilateralism, and the special mandates of UN agencies)?

იყო თუ არა გაეროს შედარებითი უპირატესობები სათანადოდ გამოყენებული, განსაკუთრებით საერთაშორისო პარტნიორებთან მიმართებაში? (მ.შ., უნივერსალურობა, ნეიტრალიტეტი, ფინანსირების ნებაყოფლობითი და საგრანტო ხასიათი, მულტილატერალური მიდგომები და გაეროს სააგენტოების სპეციალური მანდატები)?

Not at all სრულებით არა	Slightly მცირედ	Sufficiently საკმარისად	Significantly საგრძნობლად	I don't know არ ვიცი
○	○	○	○	○

12. Do you think the UN has been able to influence the national development agenda and the implementation of the Sustainable Development Goals at national and local levels?

ფიქრობთ თუ არა, რომ გაეროს გავლენა მოახდინა ქვეყნის განვითარებისაკენ მიმართული დღის წესრიგის შემუშავებასა და მდგრადი განვითარების მიზნების შესრულებაზე ეროვნულ და ადგილობრივ დონეებზე?

Not at all სრულებით არა	Slightly მცირედ	Sufficiently საკმარისად	Significantly საგრძნობლად	I don't know არ ვიცი
○	○	○	○	○

13. Has the UN forged effective partnerships and strategic alliances to reach the UNPSD outcomes?
შეძლინა თუ არა გაერომ ეფექტური საპარტნიორო ურთიერთობები და სტრატეგიული ალიანსები შედეგების მისაღწევად?

	Not at all სრულებით არა	Slightly მცირედ	Sufficiently საკმარისად	Significantly საგრძნობლად	I don't know არ ვიცი
Government of Georgia მთავრობა	◯	◯	◯	◯	◯
Civil Society სამოქალაქო საზოგადოება	◯	◯	◯	◯	◯
International Development Partners საერთაშორისო პარტნიორები	◯	◯	◯	◯	◯
Other external support agencies სხვა საერთაშორისო სააგენტოები	◯	◯	◯	◯	◯

Transformation/Sustainability
ტრანსფორმაცია/მდგრადობა

14. To what extent are UN programmes designed so that their results will be sustained after their completion?
რამდენად არის გაეროს პროგრამის დასრულების შემდეგ შედეგების მდგრადობა გათვალისწინებული პროგრამების შექმნის დროს?

Not at all სრულებით არა	Slightly მცირედ	Sufficiently საკმარისად	Significantly საგრძნობლად	I don't know არ ვიცი
◯	◯	◯	◯	◯

15. How successful has been the UNCT's work to bring about systemic changes?
რამდენად წარმატებულია გაეროს გუნდის მუშაობა სისტემური ცვლილების განხორციელებაში?

Not at all სრულებით არა	Slightly მცირედ	Sufficiently საკმარისად	Significantly საგრძნობლად	I don't know არ ვიცი
◯	◯	◯	◯	◯

16. Do you think the beneficiaries and their organizations gained significant new capacities in order pursuit of their own development objectives?
ფიქრობთ თუ არა, რომ ბენეფიციარებმა და მათმა ორგანიზაციებმა მნიშვნელოვანი ახალი უნარ-ჩვევები შეიძინეს, რითაც შეძლებენ საკუთარი განვითარების ამოცანების შესრულებას?

Not at all სრულებით არა	Slightly მცირედ	Sufficiently საკმარისად	Significantly საგრძნობლად	I don't know არ ვიცი
◯	◯	◯	◯	◯

17. Has UN fostered innovative approaches to enhance national capacities (government, civil society and NGOSs) in order to ensure sustainability?
მდგრადობის უზრუნველსაყოფად, წაახალისა თუ არა გაერომ ინოვაციური მიდგომები საქართველოში უნარ-ჩვევების გასაძლიერებლად (მთავრობა, სამოქალაქო საზოგადოება და არასამთავრობო ორგანიზაციები)?

◯ Yes
დიახ

◯ No
არა

◯ I don't know
არ ვიცი

◯ Please provide examples
გთხოვთ, დაასახელეთ მაგალითები

[   ]

* 18. Where do you work?
სად მუშაობთ?

○ United Nations
გაერო

○ Government of Georgia/Parliament
მთავრობა/პარლამენტი

○ National Civil Society Organisation
ადგილობრივი სამოქალაქო საზოგადოების ორგანიზაცია

○ International Development Organisation/Embassy
საერთაშორისო განვითარების ორგანიზაცია/საელჩო

○ Other partners
სხვა პარტნიორები

Only for UN Staff

19. Are the UNPSD indicators relevant and do they meet the quality needed to measure the outputs and outcomes of the UNPSD?
არის თუ არა UNPSD-ის ინდიკატორები რელევანტური და სათანადო ხარისხით იზომება თუ არა UNPSD -ის შუალედური და საბოლოო შედეგები (outputs and outcomes)?

Not at all სრულებით არა	Slightly მცირედ	Sufficiently საკმარისად	Significantly საგრძნობლად	I don't know არ ვიცი
○	○	○	○	○

20. Did the design of the UNPSD results framework allow for easy monitoring and reporting against the stated outcomes?
იძლევა თუ არა UNPSD-ის შედეგების ლოგიკური ჩარჩოს დიზაინი მითითებული შედეგების მართივი მონიტორინგისა და ანგარიშგების საშუალებას?

Not at all სრულებით არა	Slightly მცირედ	Sufficiently საკმარისად	Significantly საგრძნობლად	I don't know არ ვიცი
○	○	○	○	○

21. Was the UNPSD's budgetary framework used as a funding instrument?
გამოიყენებოდა თუ არა UNPSD-ის საბიუჯეტო ჩარჩო როგორც დაფინანსების ინსტრუმენტი?

○ Yes
დიახ

○ No
არა

○ Sometimes
ზოგჯერ

○ I don't know
არ ვიცი

○ Please provide examples
გთხოვთ, დაასახელეთ მაგალითები

[   ]

22. Have resources been mobilized according to the UNPSD priority areas or opportunistically (i.e. based on funding availability and individual agencies' agenda)?

მოხდა თუ არა რესურსების მობილიზება UNPSD-ის პრიორიტეტული სფეროების მიხედვით თუ ხელსაყრელი სიტუაციების წყალობით (მაგ. დაფინანსების ხელმისაწვდომობისა და ცალკეული სააგენტოების დღის წესრიგიდან გამომდინარე)?

○ Yes
  დიახ

○ No
  არა

○ Sometimes
  ზოგჯერ

○ I don't know
  არ ვიცი

○ Please provide examples
  გთხოვთ, დაასახელეთ მაგალითები

  [   ]

Questions not addressed to CSOs and other partners

23. Is the whole greater of the sum of the parts? i.e. have the synergies across UNCT agencies been adequately leveraged?

არის თუ არა მთლიანი, ნაწილების ჯამზე უფრო დიდი? ანუ, UNCT-ის სააგენტოებში სინერგიები იყო თუ არა ადეკვატურად გამოყენებული?

Not at all სრულებით არა	Slightly მცირედ	Sufficiently საკმარისად	Significantly საგრძნობლად	I don't know არ ვიცი
○	○	○	○	○

24. Does the UN coordination mechanisms lower transaction costs and allow for higher value for money?

ხერხდება თუ არა საკოორდინაციო მექანიზმის მეშვეობით ქმედებების განხორციელების ღირებულების შემცირება და რამდენად გამართლებულია უკვე გაღებული ხარჯები?

Not at all სრულებით არა	Slightly მცირედ	Sufficiently საკმარისად	Significantly საგრძნობლად	I don't know არ ვიცი
○	○	○	○	○

Thank you
მადლობა

Thank you very much for taking the time to fill in this survey. Your contribution is extremely valuable to inform the evaluation of the UNPSD 2016-2020 and provide recommendations for the next UN-GoG Cooperation Framework. If you have any specific recommendations for the future work of the UN in Georgia please add them below.

დიდი მადლობა კვლევაში მონაწილეობისთვის. თქვენი წვლილი მნიშვნელოვანია როლს შეასრულებს UNPSD 2016-2020 შეფასებასა და გაეროსა და საქართველოს მთავრობას შორის მომავალი ჩარჩო თანამშრომლობისთვის რეკომენდაციების შემუშვების პროცესში. თუ გაქვთ კონკრეტული რეკომენდაციები გაეროს მომავალ საქმიანობასთან დაკავშირებით საქართველოში, გთხოვთ დაამატოთ ქვემოთ.

25. Recommendations
რეკომენდაციები

[   ]

26. Please indicate (optional)
გთხოვთ მიუთითოთ (არჩევითი)

Name of your Organisation
თქვენი ორგანიზაციის დასახელება   [   ]

Title
წოდება   [   ]

5.10   List of UN Joint Programmes in Georgia

NO	Title of the Joint Program	Agencies	Budget	Start /End Dates
1	Innovative Action Plan for Private Sector Competitiveness in Georgia (with EU)	UNDP FAO IOM UNIDO	USD 5,843,500	1 Feb 2019 / 31 Jan 2023
2	Improving Vocational Education in Abkhazia (with EU)	UNDP UNICEF FAO	USD 3, 247, 343 (EUR 2,750,000)	1 Feb 2019 / 31 Jan 2022
3	Rural Development Program (with EU)	UNDP FAO	USD 1, 118, 349.62 (€ 1,030,000)	5 May 2017 / 4 May 2018
4	Rural Development, Phase II (ENPARD III Abkhazia Component) (with EU)	UNDP FAO	USD 4, 800, 947 (€ 4,052,000)	1 Mar 2018 / 30 Apr 2021
5	Horizons Project – Strengthening Community Resilience in Abkhazia (with USAID)	UNDP UNICEF	USD 7, 550, 000	20 June 2016 / 18 June 2021
6	Enhancing Access to Justice and Development of a Child-Friendly Justice System in Georgia (with EU)	UNDP UNICEF	EUR 3,333,333	1 Jan 2016 / 31 Dec 2018
7	Joint Program for Gender Equality (with Swedish Government)	UNDP UNFPA UNWOMEN	USD 8,319,467 (SEK 70,000,000)	18 Nov 2015 / 17 Nov 2020
8	Human Rights For All – Support to the Implementation and Monitoring of the National Human Rights Strategy and Action Plan (with EU)	UNDP UNICEF UNOHCHR ILO	USD 4, 244,482.18	1 Jan 2016 / 31 Dec 2018
9	Addressing Violence against Women and Girls in Abkhazia	UNHCR UNWOMEN	USD 473,758	1 Jan 2017 / 31 Dec 2018
10	Gender sensitive socio-economic empowerment of vulnerable IDPs through co-funding of their livelihoods opportunities and promotion of their social mobilisation	FAO UNWOMEN	EUR 1,446,060	01/01/2016 to 31 May 2017