GEORGIA PUBLIC ADMINISTRATION REFORM PROGRAM
FINAL EVALUATION REPORT

Prepared under Task Order # DFD-I-24-04-00229-00 under the Democracy and Governance Analytical Services Indefinite Quantity Contract, #DFD-I-00-04-00229-00

Submitted to:
USAID/Georgia

Prepared by:
Steven J. Anlian, AICP
Revaz Beridze, Esq.

Contractor:
Democracy International, Inc.
4802 Montgomery Lane,
Bethesda, MD 20814
Tel: 301-961-1660
www.democracyinternational.com

GEORGIA PUBLIC ADMINISTRATION REFORM PROGRAM
FINAL EVALUATION REPORT

DECEMBER 2009

TABLE OF CONTENTS

EXECUTIVE SUMMARY

Overview: Georgia's public sector today is one suffering from chronic staff turnover, associated loss of institutional memory and a disenfranchised sector of public servants. Reform of the civil service system in Georgia remains uncertain. It is possible, however, that a new draft Civil Service Code (CSC) will be deliberated in Parliament some time in 2010, likely the second half of the year. Meanwhile, the debate continues among proponents of various civil service models with the country's leadership clearly preferring the "New Public Management" model, a contract-based, private sector oriented system to optimize "flexibility" during Georgia's transitional development period.

Status of Civil Service Reform and the Public Service Bureau (PSB): A 2005 draft Civil Service Code, based on the "continental" career-based civil servant model, has never advanced to the point of consideration by the Parliament, presumably due to lack of political will by the Government. A new alternate draft Civil Service Code, dated Sept. 22, 2009, has been developed under the leadership of Irakli Kotetishvili, the new Director (August 2009) of the Public Service Bureau (PSB). The PSB is the state agency (established in 2005) charged with implementation of public sector reforms. Whatever model is adopted, a new Civil Service Code's successful implementation will be dependent on enforceability and an effective appeals process.

USAID PAR Program Background: The USAID PAR was initiated in November 2006 with approximately $4.4 million of funding over a three-year period. The PAR is implemented by the Academy for Educational Development (AED) under a traditional resident advisory modality with a single expat, the AED Chief of Party, ongoing short-term technical assistance (STTA) from international consultants, primarily provided through a subcontract with Management Systems International (MSI) and an indigenous full-time Georgian staff of about 10 persons. The staff is augmented by a half dozen local subcontractor Community Service Organizations (CSOs). PAR's termination date is November 28, 2009, completing a two-month no-cost extension.

While the original USAID SOW for PAR anticipated that "The project will support the Government of Georgia's effort to develop a more responsive civil service system…", PAR has had to lower its sights to focus on more discrete technical areas of assistance to improve public administration practices, without addressing comprehensive reforms of the system, due to lack of political will on the part of Georgian counterparts.

PAR has had to remain flexible in order to respond to the changing civil service landscape. In many ways, PAR has evolved more as an extension of a predecessor USAID program, Support to the New Government of Georgia (SNG), a training and technical assistance program aimed at more effective management of executive offices of GoG, improved intra-governmental consultation and more effective outreach (all of which are consistent with PAR activities). PAR's Work Plans, approved annually by USAID, articulated the following goals:

PAR: Years 1 and 2 (2007 and 2008)

1. Strengthen organizational effectiveness within the Executive Branch of the Government of Georgia (GoG) and the Government of the Autonomous Republic of Adjara;
2. Strengthen capacity of Civil Society Organizations (CSOs) to provide training and technical assistance to GoG institutions in areas of HICD/performance improvement; and
3. Promote public administration policy/civil service reform where opportunities exist.

<u>PAR: Year 3 (2009)</u>

1. Strengthen GoG institutional capability to improve citizen services;
2. Improve institutional accountability in relationships with citizens through better communications/dialogue with civil society and greater civil society involvement in institutional strategic planning processes and performance; and
3. Deepen assistance to fewer targeted GoG institutions.

Methodology of Evaluation: Democracy International (DI) was tasked by USAID to evaluate the performance and impact of PAR and provide guidance to inform possible future programming in Georgia. The DI team reviewed pertinent background documents relating to PAR and the broader civil service context in Georgia, conducted interviews in Washington, DC and in Georgia for three weeks in October, 2009. Over forty qualitative interviews were conducted engaging close to 80 individuals from USAID (Tbilisi and Washington), AED, GoG, Government of the Autonomous Republic of Adjara (GoARA), donors as well as a representative sample of CSOs and other knowledgeable sources in Tbilisi and Batumi, Georgia.

Key Findings of Evaluation: USAID's SOW for this Task Order directed DI to evaluate current activities with the GoG Ministry of Justice (MoJ) and several MoJ sub agencies; the GoARA, including four line ministries and the Department of Tourism and Resorts; and the Public Service Bureau (PSB). The DI Evaluation Team's evaluation of PAR can be summarized as follows:

General Conclusion: While PAR has been unable to deliberately address broad civil service reforms in Georgia due to political constraints and lack of a credible counterpart, the program has been able to adapt well to the realities on the ground and focus on more discrete areas of intervention. In its totality, the program has addressed some aspects of civil service reform and has certainly enhanced performance in targeted Georgian agencies. Based on the DI Evaluation Team' s review of program deliverables and observations on the ground, the team believes that the PAR program has been well executed, well-staffed, coordinated with other donor programs, has adequately engaged civil society and has been appreciated by the cooperating Georgian counterparts.

More specific conclusions include the following.

- PAR has provided effective technical assistance and training to the GoG Ministry of Justice (MoJ) through a strategic institutional planning process resulting in: the development of a Comprehensive 3-year Strategic Plan; the development of Action Plans with MoJ departments and sub agencies to implement the Strategic Plan, most notably the Civil Registry Agency; and initiated the development of a monitoring and evaluation system to evaluate Strategy implementation.

- PAR has provided effective technical assistance and training to the GoARA line ministries and the Department of Tourism to develop multi-year strategic plans and Action Plans to implement the Strategy, while also facilitating two "Town Hall" meetings to engage civil society in the strategic planning process.

- Despite constraints to addressing broader civil service reforms, PAR has provided effective technical assistance at other levels in discrete areas of public administration, i.e. management, human resources, communications, etc. Presumably, once the GoG decides which form of the Civil Service System will be employed, the administrative capacities built under PAR will be sustained in some form within the framework of the new system.

- PAR has successfully engaged Civil Society Organizations (CSOs) in program activities by pairing them with international experts to conduct technical assistance and training over a sustained period, thereby building capacity within CSOs. However, selected Adjaran CSOs, which were not engaged as sub-contractors of PAR, expressed mixed reviews of the PAR program in terms of early and meaningful engagements with civil society, which suggests room for improvement.

- PAR has adequately coordinated its activities with other donor assistance programs to promote complementary collaboration and avoid duplication.

- PAR's limited technical assistance to the Public Service Bureau (PSB) has not been effective due in part to the inadequacy of the counterpart agency.

Overall, through the period of performance, PAR has moved away from influencing fundamental civil service reform as envisaged in the original SOW but has adapted well in providing meaningful technical assistance and influencing change in institutional administrative procures. Significantly, PAR has succeeded in introducing and facilitating ministerial and departmental strategic planning processes. These accomplishments may dovetail effectively into more holistic civil service reforms when the environment is right.

Recommendations for Possible Future Programming:

While a future program design is specifically excluded from this assignment, the Scope of Work did request DI to "provide recommendations for future USAID programming." In order to do this, there are several fundamental questions for USAID to consider in future programming:

1. **Should USAID pursue fundamental Civil Service Reform under the current uncertainties?**

2. **Should USAID pursue a follow-on program similar to PAR or for that matter, the earlier SNG, i.e. more technical assistance than policy development? If so which current mechanism can respond quickly to the pressing needs? Can the FORECAST program address immediate needs and serve as a bridge to more comprehensive programming in the future? What role will the USAID Economic Growth Office play?**
3. **Can USAID do both 1 and 2, on two different but coordinated tracks?**
4. **Does USAID have a preferred civil service model it wishes to advance?**
5. **Is USAID engaged with all the right counterparts on Civil Service Reform?**

DI has provided its opinion as a conceptual framework for thinking about each of these questions which may be found in Section 4 of this Report: Recommendations.

Assuming there will be some follow-on activity to PAR, the DI Evaluation Team makes the following recommendations for future programming:

1. Monitor the progress of the draft Civil Service Code and consider engaging in a multi-donor intervention. The European Commission, for example, is embarking on a major effort to influence civil service development in Georgia, mostly employing the budget support modality with conditionalities.

2. Continue assistance to the MoJ, deepening the assistance with existing counterparts by development of effective Monitoring and Evaluation (M&E) systems for gauging performance of strategic plans implementation, and with selected new sub agencies, in particular the National Archives, the Chancellery and potentially others. This assistance should be conditioned upon the beneficiaries of the existing PAR program (generally, entities under Deputy Minister Ebanoidze's purview), *mentoring* new participants in a formal assistance program..

3. Continue assistance to GoARA by deepening interventions in the following areas: a) Human Resources Management, in particular in job classifications and descriptions; b) Monitoring and Evaluation methodologies and procedures. In connection with M&E, technical assistance in the establishment of the GoARA Department of Statistics; c) Continued institutional capacity building and staff development; d) Enhanced training and technical assistance in Communications and Public Relations; and e) Improving Inter-agency communication. The agencies which are more advanced in the strategic planning process, i.e. the Department of Tourism, should act as mentors to other units with less capacity.

4. Focus all public administration planned for new ministries/agencies on the demonstrated strategic planning processes; these plans, in and of themselves, become comprehensive in nature and, by design, address many of the pillars of a broader civil service system. These strategic plans (SP) lay the groundwork for broader civil service reforms.

    Note: USAID should consider a competitive process for future assistance. A Terms of Reference (TOR) could be designed with a menu of assistance activities (strategic

planning, M&E training, etc.), time-frames and conditions. GoG ministries and agencies would be invited to apply for assistance on a competitive basis, based on identified counterpart contributions and commitments formalized in a memorandum of understanding (MoU).

5. Developing Monitoring and Evaluation capabilities should be a key element of any future assistance. While Strategic Plans have been developed for many counterpart Georgian agencies, it is unclear how the achievement of strategic objectives will be measured.

6. The State Procurement Agency, an independent legal entity under public law, subject to pending amendments to the Law on State Procurement and under new leadership, should be considered for future PAR-like technical assistance by USAID, noting that the EG office is considering stepped up assistance. Assistance must initiate almost immediately to optimize effectiveness.

7. The new United Data Exchange Agency (UDE), to be established on January 1, 2010, initially as a new sub agency of the MoJ, seems to be another promising candidate for assistance. The first Director, Irakli Gvenetadze, recently spent three years with USAID's Business Climate Reform (BCR) program, where he developed the concept of UDE. Again, USAID EG may also play a role here.

8. The Evaluation Team was also asked to consider the Chamber of Control of Georgia (CCG) as a potential future partner, presumably because of new leadership and new empowering legislative amendments. Several other donors, including the European Commission and GTZ are already rendering support to CCG. The success of CCG is critical and transcends the limited activities which could be rendered through a PAR model program. USG should explore separate dedicated assistance, perhaps in cooperation with the US Government Accountability Office (GAO).

9. Any future USAID program in public administration should provide significantly more assistance to Georgian educational institutions, both public and private, geared to both full-time matriculating students and in-service training for public servants. This assistance should be "demand-driven" and linked to formalization of programs such as GoG internships, job guarantees and establishment of some degree of tenure for public servants.

10. A broader range of CSO's should be more fully engaged in any dialogue facilitated by USAID on civil service reform.

LIST OF ACRONYMS

AED	Academy for Educational Development
BCR	Business Climate Reform
CCG	Chamber of Control of Georgia
CIDA	Canadian International Development Agency
CRA	Civil Registry Agency
CSC	Civil Service Code
CSI	Civil Society Institute
CSO	Community Service Organization
DfID	Department for International Development (UK)
DI	Democracy International
DoTR	Department of Tourism and Resorts
ENPI	Evaluation Team of the European Neighborhood Policy Initiative
FDI	Foreign Direct Investment
GAO	Government Accountability Office
GEA	Georgian Evaluation Association
GEPLAC	German European Policy and Legal Advice Center
GFAA	Georgian Foundation for Accounting and Auditing
GIPA	Georgian Institute of Public Affairs
GoARA	Government of the Autonomous Republic of Adjara
GoG	Government of Georgia
GPB	Georgian Public Broadcasting
GTZ	Deutsche Gesellschaft für Technische Zusammenarbeit
HICD	Human and Institutional Capacity Development
IDP	Internally Displaced Person
IMG	Integrated Management Group
IOEC	International Organization of Cooperation in Evaluation
M&E	Monitoring and Evaluation
MCC	Millennium Challenge Corporation
MOA	Ministry of Agriculture

MoF	Ministry of Finance and Economics
MOFA	Ministry of Foreign Affairs
MOH	Ministry of Health and Social Services
MoHLSA	Ministry of Health Labor and Social Affairs
MoJ	Ministry of Justice
MORDI	Ministry of Regional Development and Infrastructure
MOU	Memorandum of Understanding
MRA	Ministry of Refugees and Accommodations
MSI	Management Systems International
NDI	National Democratic Institute
NPM	New Public Model
OECD	Organization for Economic Cooperation and Development
PAR	Public Administration Reform
PDO	Public Defenders Office
PFMRP	Public Finance Management Reform Project
PSB	Public Service Bauer
SIDA	Swedish International Development Agency
SIMS	Social Information Management System
SMOR	State Minister of Reintegration
SNG	Support to the New Government of Georgia
SNGG	Support to the New Local Government of Georgia
SOW	Scope of Work
SPA	State Procurement Agency
SSA	State Agency for Social Services
STTA	Short Term Technical Assistance
TOR	Terms of Reference
UDE	United Data Exchange Agency
USG	United States Government

1. INTRODUCTION

This report presents an evaluation of USAID's Public Administration Reform (PAR) for Georgia, a program being implemented by the Academy for Educational Development (AED) that began in November 2006 and is scheduled to be completed on November 28, 2009. Findings are based on review of relevant documents and field work comprised of interviewing stakeholders, almost 80 in total, over the course of five weeks, between October 1 and November 7, 2009. A list of interviews is provided in Appendix I.

As defined in the SOW for this Evaluation, Democracy International, as the evaluator, was to accomplish the three following objectives:

1. *Evaluate* the current USAID Public Administration Reform (PAR) Program, specifically activities with the Government of Georgia (GoG) Ministry of Justice (MoJ) and with the Government of the Autonomous Region of Adjara (GoARA);

2. *Assess* other GoG institutions identified by USAID as potential candidates for future assistance; and

3. *Provide Recommendations* for future USAID programming

This Report, then, is developed in the same sequence. Part 1 provides an introduction and background to Georgia and the public administration sphere. Part 2 provides the evaluation of the current PAR activities through primary source methodologies, namely, interviews with Georgian counterparts, the beneficiaries of the assistance; Civil Society Organizations involved with PAR; and other donors and implementing partners. Part 3 provides the assessments of the selected institutions we were asked to examine and additional ones. And Part 4 provides general recommendations for USAID to consider, without any attempt to serve as a basis for a program design, which is not part of this SOW.

Overall, this report seeks to answer several questions:

▪ How has PAR succeed in achieving the objectives of the program? How has PAR adapted in areas where program activities have not been able to proceed as planned?

▪ Are current US Government activities in the public administration sector intended to impact fundamental civil service reforms or are they directed at improving technical capacities of selected entities of the Government of Georgia?

▪ Which gaps in the public administration sector in Georgia should be high priories to be addressed by the US Government in the future?

▪ Assuming political will on the part of the Government of Georgia, how should USAID programs have the greatest impact on creating a stable public sector in Georgian?

▪ What are other donors doing in civil service reform and public administration capacity building and how can USAID complement, not duplicate, these activities?

▪ Which Georgian government institutions should the US Government target in future programs of assistance (either public administration technical assistance or broader civil service policy reform)?

As this report will demonstrate, the aforementioned questions raise others.

PAR, as implemented by the Academy for Educational Development (AED) and its core partner, Management Systems International (MSI), was tasked to "develop a more responsive civil service system that meets institutional objectives and public service needs of the Georgian population."[1] In was envisaged that the implementing partner would achieve this goal through five main activities:

▪ **Activity 1:** Assistance to the Ministry of Justice's Agency for Civil Registration to improve its administrative capacity, to include the Ministry's Human Resource office and its support and service functions within the Ministry;

▪ **Activity 2:** Assistance to the Government of the Autonomous Republic of Adjara to develop its HICD[2] capability and effectiveness of the public service to carry out is designated objectives and responsibilities;

▪ **Activity 3:** Assistance to the Office of the State Minister on Conflict Resolution Issues in strengthening its human and institutional capacity;

▪ **Activity 4:** Assistance to the Ministry of Foreign Affairs in strengthening its human and institutional capacity;

▪ **Activity 5:** Assistance to Georgian civil society institutions to help develop their capacity to strengthen the organizational capabilities of public institutions through HICD methodology.

---

[1] USAID Request for Task Order Proposal: Georgia Public Administration Reform Program; Section C: Description/Specification/SOW, 2006
[2] Human and Institutional Capacity Development, defined as a series of structured and integrated processes designed to remove significant barriers to the achievement of an institution's goals and objectives, USAID Policy, a mandatory reference for ADS Chapter 201.

1.1. Background on Georgia Public Administration Reform

In the wake of the Rose Revolution in late 2003 and the subsequent presidential election in January 2004, the new Saakashvili government commenced comprehensive reforms in the Georgian administrative structure. Under the articulated theme of consolidation and renewal, a smaller yet more efficient public sector was to evolve.

"The number of ministries was downsized from 18 to 13 through mergers. Eighteen state departments were abolished and brought under the subordination of the corresponding ministries as sub-agency institutions…In each ministry, reforms are underway aimed at abolishing units with duplicate responsibilities, redistributing competencies and downsizing the personnel."[3] Government employment was reduced by some 30,000 positions in 2004. The savings supported increased salaries, including a phased increase in the civil service minimum wage scale.

Perhaps one of the most visible immediate changes was the process of "cleaning house" in the law enforcement sector, imposing a "zero tolerance" for corruption, which has effectively eliminated the routine bribing by police. Therefore, the downsizing of public agencies became symbolic of increased and justified increase in wages for the new breed of "honest public servants", enhanced ethics and improved service delivery, directly benefitting the public. This would all be subject to performance in achieving the prescribed policy objectives set by the leadership. In many ways, the Saakashvili administration has maintained the momentum throughout the ensuing years with a policy of maintaining maximum flexibility in hiring and firing procedures.

In a recent article in Georgia Today[4], entitled "Government Begins Next Round of Musical Chairs", this phenomenon is described in terms of "modernization" of the system, which translates to "spinning the government carousel." The article continues, "Local experts see a new round of personnel changes on the horizon and, and even the most pro-governmental analyst among them will not deny that keeping a firm finger on the pulse of human resources at times seems like the president's utmost priority."

Georgia's public sector today is one suffering from chronic staff turnover, associated loss of institutional memory and a disenfranchised sector of public servants. Reform of the civil service system in Georgia remains uncertain. It is possible, however, that a new draft Civil Service Code will be deliberated in Parliament some time in 2010, likely the second half of the year. Meanwhile, the debate continues among proponents of various civil service models with the country's leadership clearly preferring the "New Public Management" model, a contract-based, private sector oriented system to optimize "flexibility" during Georgia's transitional development period.

USAID initiated the Public Administration Reform program in mid-2006 based in part by a Public Administration Assessment performed under the Support to the New Local

---

[3] IMF; Georgia Poverty Reduction Strategy Paper Progress Report; County Report No. 05/113, March 2005, p.8

[4] Georgia Today Weekly: Issue No. 480, p. 2 October 9-15, 2009, Tbilisi

Government of Georgia (SNG), with Development Alternatives Inc. (DAI) as the implementing partner.[5] SNG was in essence the precursor to PAR. DAI provided technical assistance and training to selected Georgian counterparts which "resulted in more effective management of executive offices through strengthened policy formation, improved intra-governmental consultation and information flow through improved IT infrastructure, more effective outreach and communication with citizens, and increased opportunities for public participation in the policy arena."[6]

A 2005 draft Civil Service Code based on the "continental" career-based civil servant model, has never advanced to the point of consideration by the Georgian Parliament, presumably due to lack of political will by the Government. A new alternate draft CSC, dated Sept. 22, 2009, has been developed under the leadership of Irakli Kotetishvili (the former Chief of Staff of the General Prosecutors Office with a reputation of moving legislation through the system), the new Director (August 2009) of the PSB. The PSB is the state agency (established in 2005) charged with implementation of public sector reforms. Whatever model is adopted, a new Civil Service Code's successful implementation will be dependent on enforceability and an effective appeals process.

1.2. USAID PAR Overview and Objectives

The USAID PAR was initiated in November 2006 with approximately $4.4 million of funding over a three-year period. The PAR is implemented by AED under a traditional resident advisory modality with a single expat, the AED Chief of Party, ongoing short-term technical assistance (STTA) from international consultants, primarily provided through a subcontract with MSI and an indigenous full-time Georgian staff of about 10 persons. The staff is augmented by about a half dozen local subcontractor Community Service Organizations (CSOs). PAR's termination date is November 28, 2009, completing a two-month no-cost extension.

While the original USAID SOW for PAR anticipated that "The project will support the Government of Georgia's effort to develop a more responsive civil service system…", PAR has had to lower its sights to focus on more discrete technical areas of assistance to improve public administration practices without addressing comprehensive reforms of the system due to lack of political will on the part of Georgian counterparts.

PAR has had to remain flexible in order to respond to the changing civil service landscape. In many ways, PAR has evolved more as an extension of the aforementioned USAID Support to the New Government of Georgia (SNG) program (2004-2006), rather than addressing a more advanced level of assistance. Fully recognizing the limitations, PAR's Work Plans, approved annually by USAID, articulated the following goals:

PAR: Years 1 and 2 (2007 and 2008) Goals

---

[5] USAID/Caucasus: Public Administration Assessment; Georgia; Development Alternatives Inc. (Gregory Gleason, Advisor); December 28, 2005; Contract No. AEP-I-00-00-00006
[6] USAID; Section C: Description / Specification /Statement of Work for Georgia Public Administration Reform Program, 2006, p.2.

1. Strengthen organizational effectiveness within the Executive Branch of the Government of Georgia (GoG) and the Government of the Autonomous Republic of Adjara;
2. Strengthen capacity of Civil Society Organizations (CSOs) to provide training and technical assistance to GoG institutions in areas of HICD/performance improvement; and
3. Promote public administration policy/civil service reform where opportunities exist.

PAR: Year 3 (2009) Goals

1. Strengthen GoG institutional capability to improve citizen services;
2. Improve institutional accountability in relationships with citizens through better communications/dialogue with civil society and greater civil society involvement in institutional strategic planning processes and performance; and
3. Deepen assistance to fewer targeted GoG institutions.

To achieve the articulated goals, a detailed Work Plan was submitted for approval by USAID. For the purposed of this evaluation, these Work Plans, then, as opposed to the original SOW, are the basis for compliance with program goals and objectives.

Georgia PAR Year 1 (2007) Work Plan submitted by AED and approved by USAID

Task Area 1.1: Technical Assistance and Institutional Interventions:
       -Government of the Autonomous Republic of Adjara
       -Civil Registry Agency (CRA)
       -Ministry of Foreign Affairs (MoFA)
       -Revenue Service: Tax and Customs Departments
       -Office of the State Minister on Conflict Resolution Issues

Task Area 2.1: Monthly Luncheon Discussion Series
Task Area 2.2: PAR Orientation Workshop and Seminar
Task Area 2.3: National Conference on Public Administration Reform
Task Area 3.1: Executive Management and Professional Staff Training

Georgia PAR Year 2 (2008) Work Plan submitted by AED and approved by USAID

Task Area 1.0: Continued Work with Partner Government Agencies
Task Area 1.1: Civil Registry Agency
Task Area 1.2: Government of Adjara (GoARA)
Task Area 1.3: Georgian Public Broadcasting (GPB)
Task Area 1.4: Office of the State Minister of Conflict Resolution Issues (MoCRI)

Task Area 2.0: Year Two Possible New Partner Agencies
Task Area 2.1: Ministry of Justice
Task Area 2.2: Ombudsman's Office

Task Area 3.0: Continued Work with Civil Society Organizations
Task Area 3.1: Increased Volume of Contracting with CSOs for Government Training and Technical Assistance Interventions
Task Area 3.2: Increasing CSO Capacity as "Repositories for Performance Management Best Practices."
Task Area 3.3: Involving CSOs in Public Administration Discussion and Debate
Task Area 3.4: Standardizing Training Content and Delivery and Establishing Training Recognition System

Task Area 4.0: Cross Governmental Activities to promote macro-level public administration reform
Task Area 4.1: Applying Information Sharing and IT Standards
Task Area 4.2: Increasing Access to Project Materials and Tools through Public Administration Website
Task Area 4.3: Creating Government Agency Standards and Practices Manual
Task Area 4.4: Organizing National Conference on Public Administration Reform

Georgia PAR Year 3 (2009) Work Plan submitted by AED and approved by USAID

Task Area 1.1: Ministry of Justice (MoJ): Institutional Strengthening/Improved Citizen Services/Citizen Charters
Task Area 1.2: Government of Adjara (GoARA): Institutional Strengthening/Improved Citizen Services/Citizen Charter
Task Area 1.3: Ministry of Health, Labor and Social Welfare
Task 1.4: Public Service Bureau (PSB): Institutional Strengthening and Support for Public Sector/Civil Service Reform (*contingent on political will and GoG progress on consensus for a public service reform model and on revised/new civil service code).
Task Area 1.5: Civil Society Organization Capacity Development: Expanded Role in Citizens Charter Activities with GoG to Promote Broader Civil Society Participation in Public Administration Reform Process.

Task Area 2.0: Monthly Discussion Series on the Challenges to Effective Governance in Georgia (February-September 2009) (separate activity apart from potential PSB support).

1.3 USAID PAR Results

Results of USAID PAR should be based both on accomplishments of enumerated tasks in the aforementioned Work Plans as well as impacts of these program activities. Determining whether or not a particular programmed task was completed or not is straight forward; however, the *impact* of the execution of said tasks requires a different level of analysis. Rather than list the activity (i.e. "training") as the "result", an attempt has been made to identify the actual outcome of the activity.

PAR Results: Years 1 and 2 (2007-2008)

Government of the Autonomous Republic of Adjara (GoARA)

1. Department of Tourism and Resorts (DoTR): Development of Strategic Plan
2. Ministry of Finance and Economy (MoF): Development of Strategic Plan
3. Performance management improved in all four Ministries MoF, Ministry of Health, Ministry of Agriculture, Ministry of Education) and the DoTR resulting in improved managerial skills by senior and mid-level staff
4. HR Departments of GoARA administration ("Apparat") and for all 4 ministries and DoTR gain better understanding of HR issues, including limited development of job descriptions and HR policies
5. GoARA Administration (Apparat): Management skills strengthen operational capacity

GoG Ministry of Justice (MoJ)
1. Civil Registry Agency (CRA): Development of Strategic Plan
2. CRA: Improvement of financial management
3. CRA: HR Department modernized and capacity enhanced
4. CRA: Website upgrades
5. CRA: Unified interconnected database systems

GoG Ministry of Foreign Affairs (MoFA)
1. HR Department modernized and capacity enhanced
2. Skills development in embassy station planning
3. Consular services improved for citizens and linked to Civil Registry Agency

Georgian Public Broadcaster (GPB)
1. HR Department modernized
2. Enhanced skills in performance management
3. Development of Strategic Plan

GoG State Minister of Reintegration (SMoR)
1. Development of Communication and Public Relations Strategy
2. HR Department management improved
3. Development of website
4. Improvement of information archives
5. Upgrades to communication equipment

Public Defender's Office (PDO)
1. Communications and Public Relations Strategy
2. Website upgrades (Citizen Interactive Forum)

PAR Results: Year 3

GoG Ministry of Justice (MoJ)
1. Development of 3-year Strategic Plan
2. Development of Year 1 Action Plan (to implement Strategic Plan)
3. Development of Performance Monitoring Plan (PMP) to monitor implementation of Strategic Plan

4. Capacity built within MoJ to conduct internal training to staff
5. Communications Strategy and Year 1 Action Plan (to implement Strategic Plan)
6. Development of Outreach/Public Relations Program
7. Internal monitoring tools developed
8. Effective citizen input and complaint mechanism in operation

GoARA
1. Development of Strategic Plans for 4 ministries
2. Development of Year 1 Work Plan (to implement Strategy)
3. Town Hall Meetings (2) conducted with GoARA and Adjara Civil Society
4. Development of Communication Strategy
5. Internal monitoring tools developed
6. Effective citizen input and complaint mechanism in operation

GoA Ministry of Health, Labor and Social Affairs (MoHLSA)[7]
1. Preliminary development of a Social Information Management System (SIMS) intended to optimize business processes within the State Agency for Social Services (SSA) and other MoLHSA agencies, and between the SSA and external ministries
2. Functional requirements documents for SSA database development

Civil Society Organizations (CSOs)
1. Capacity built in approximately 10 CSOs to provide technical assistance and training in a variety of public administration skills
2. Expansion of CSO roles in influencing public administration sector

---

[7] The technical assistance activities were still in process (supported by the no cost extension) at the time of the field visits; therefore it is not clear to what degree these results have been achieved.

2. SUMMARY AND ANALYSIS OF INFORMANT INTERVIEWS

2.1. Methodology

Introduction

The Scope of Work for this evaluation states the first task as follows:

Evaluate the current USAID PAR Program, specifically activities with the GoG-MoJ and with the Government of the Autonomous Region of Adjara (GoARA): This is intended to look to past activities over the three-year period of performance and determine compliance with the SOW and subsequent directives by USAID in the form of Annual Work Plans.

This section addresses the PAR program evaluation, based on review of written materials (see Appendix B) and, more importantly, meetings and interviews with a vast array of stakeholders, including the major GoG and GoARA counterparts, a sampling of Civil Society Organizations (CSOs), USAID, USAID's implementing partner and selected donors and other partners.

Institutions examined for possible future programming as requires in Task 2 of the Evaluation SOW are also discussed in this Section.

The Scope of Work for this evaluation states the second task as follows:

"Assess other GoG institutions identified by USAID as potential candidates for future assistance." (The institutions identified are found in Appendix 2).

The identified government entities have not participated in the PAR program and therefore were not subject to evaluation, but rather an estimate of their appropriateness as future counterparts. While some of the candidates had not encountered PAR activities, others, specifically the sub agencies under the MoJ, had been exposed to some PAR activities through the Ministry-wide Strategic Planning process. All candidate organizations were to be assessed by the DI in terms of their capacity to benefit from USAID assistance based on the PAR program experience. USAID asked that the following new organizations be assessed:

1. The Chamber of Control of Georgia
2. The National Archives, a sub agency under the GoG Ministry of Justice
3. Unified Data Exchange Agency, a new sub agency under the GoG Ministry of Justice, to start operations on January 1, 2010
4. Enforcement Agency, a sub agency under the GoG Ministry of Justice (Note: While the Enforcement Agency staff was not specifically interviewed by the DI Assessment Team, the agency was discussed during the meeting with Deputy Minister Jaba Ebanoidze).

Additionally, the DI team also assessed two other organizations:

1. The State Procurement Agency of Georgia
2. The Chancellery at the Ministry of Justice

Interview sessions were designed specifically to optimize dialogue to reach important conclusions as to the effectiveness of the program, to gauge counterpart interest and level of engagement, and to solicit ideas for future programming. Generally, as time permitted, and subject to the appropriateness of the meeting and level of official, the following approach was employed in the interview process:

Counterparts' Ability to Articulate PAR activities, goals, and outcomes.

Specifically, most interviews would start out by a request for the counterpart to explain the PAR program in terms of their participation, in what activities they and their organization have participated and what have been the results. The interviewers had the benefit of AED's materials, as well as information obtained from an earlier day-long session with AED, and therefore could compare responses of counterparts with actual programming as described by AED staff and ascertained through written materials provided to us. In summary, the question to be answered: Is the description of program activities, including goals and results, consistent with reporting by USAID and its implementing partner, AED?

Counterpart's Identification of Implementer and Local Georgian Partner Organizations

Counterparts were asked who provided the training and technical assistance, including names of individuals and organization, what they did, and what were the outcomes. Counterparts were encouraged to comment on the performance of local partners, as well as international experts.

Collaborating Donors and Complementary Activities

During the course of the interview, Georgian counterparts were asked if other donors were engaged in any complementary assistance activities, and the interviewees were encouraged to elaborate on these donor activities. In some cases, other USG assistance programs, engaging other implementing partners, were also identified. These will be noted under each interview under "Donors."

The Future: Challenges, Logical Follow-on Activities

Interviews would usually, as directed by the evaluators, include a question as to future programming by USAID or by other donors. If resources are available, what would they see as their most pressing needs to optimize the assistance to date? What other areas of activity would they like to see under a future PAR-like program, or a variation of such a program? These are noted under each section as "Future."

After two days of meetings with USAID Georgia and AED, World Learning and others in Tbilisi, the Evaluation Team travelled to Batumi where it spent several days meeting with officials from all counterpart agencies of the GoARA as well as AED's Batumi representative and a group of selected Adjaran based CSOs.

2.2. Current PAR GoG Counterparts (Task 1)

2.2.A. Government of the Autonomous Republic of Adjara (GoARA), Batumi

Levan Varshalomidze, Chairman, GoARA

Chairman Varshalomidze is the head of the GoARA. He seemed generally aware of PAR and the smaller scale activities in the beginning of the program; he was more aware of the recent activities surrounding the Town Hall Meetings. He confirmed that the three-year Strategic Plans (SPs) developed under PAR for the four ministries and the Department of Tourism will be approved at one time in a package, by a Government Decision. (He mentioned that there were some internal questions and issues with the SP of the Tourism Department, but they would be resolved). The planned Donors Meeting (Nov 6, 2009) is a direct result of the PAR Strategic Planning process and these will be used to communicate development plans to the donor group.

Future:
In terms of future assistance, the Chairmen mentioned the following:

- **Human Resources**, in particular development of job descriptions;
- Establishment of a good **Department of Statistics** is important. Without good stats, they cannot plan. The Statistics Department will be part of Government Apparatus, not within a Ministry.
- Clarification of formulas for **fee collection and transfers** to GoARA by GoG. The Chairman mentioned his dissatisfaction with poor collection of fees by GoG which are supposed to be transferred, in part, to Adjara.

He finished by stating that the tourism and resort sector is active and well in Adjara, as evidenced by the level of real estate development. FDI (Foreign Direct Investment) continues, most prevalently by UK, Austria and Turkey, and has not been reduced as a result of the 2008 War.

GoARA International Relations Department

Irakli Goradze, Head of International Relations Department, Administration of Chairman of the Government of Autonomous Republic of Adjara (GoARA)

Goradze has worked for the GoARA since 2005, formerly for the Environmental Directorate (2.5 years) prior to accepting his current position. He has been very involved with the PAR activities, including following progress on development of Strategic Plans. He demonstrated his knowledge of the SP and Action Plans and acknowledged that these plans will facilitate donor support, as the Plans present professional products to the donors to stimulate programming proposals. As evidence of this, a major Donors Meeting has been planned for November 6, 2009, which will be an important event, and will present the PAR-supported Strategic Plans to the donors. A broad spectrum of issues will be discussed.

The two "Town Hall" (TH) meetings are also success stories according to Goradze. He had obviously participated. While the first TH Meeting was a smaller event to "kick-off" the process, the second TH was more comprehensive, attended by a large group of stakeholders. The theme of the TH as reported by the media (in print and TV) was: "Government is Accountable to the People". Ownership of the TH process is high by the Chairman and top management of the Government.

In addition to USG (including MCC), the most active donors in Adjara are:

- **EBRD** (water and sewer system rehabilitation in Kobuleti; solid waste; and municipal programs, including improvement of the bus transport system);
- **KfW** (water and sewer systems rehabilitation);
- The **World Bank** is engaged in a forestry preservation/coastal protected;
- **Government of Norway** (Norwegian Embassy): Protection of National Parks, working with GoG Ministry of Environment
- **UNDP**: Establishment of business incubator
- **GTZ**: Small and Medium Enterprise (SME) development;
- **Dutch Government**.: EIA (Environment Impact Assessments); Spatial Development (regional planning); zoning
- **TICA** (Turkish International Cooperation Agency): Forestry and Nature Protection

Future:
In terms of future assistance by USAID, Goradze mentioned:

- **M&E** and how to gauge results and best communicate with Ministries;
- **Deepening assistance** to GoARA in continue strategic development;
- **Institutional capacity-building;**
- **Communication and outreach** to population; donors and investors.

GoARA Public Relations Department

Thea Qardava – Senior Specialist of Mass-media and Communications Division, Administration of Chairman of the Government of Autonomous Republic of Adjara

Thea Khoferia – Senior Specialist of International Relations Department, Administration of Chairman of the Government of Autonomous Republic of Adjara

Maka Qadjaia – Senior Specialist of Protocol Division, Administration of Chairman of the Government of Autonomous Republic of Adjara

Thea Qardarva has been with the GoARA for five years and had been actively involved with PAR. Thea Khoferia and Maka Qadjaia participated in PAR PR training in July 2008, on how to communicate with public; new skills development (training by Sinclair Cornell, Communications Expert under AED/MSI). They emphasized how they had found this very useful. The eight days of training was conducted over a two-week period; and also resulted in bonding among all PR staff. The training had prepared the group for the Town Hall Meetings, the second attended by about 300 participants where the Chairman and all

GoARA ministers were represented. They said that would not have been able to achieve this without the PAR training.

Future:
In terms of future assistance, within framework of GoARA, the following was highlighted:

- Deepen the **PR and outreach training** by exposure to modern communications technologies;
- Training on how to write **project proposals** to present to international donors.

Adjara Public Service Bureau (PSB)

Giorgi Gogitidze – Senior Specialist of PSB Administration of Chairman of the Government of Autonomous Republic of Adjara

The Adjara PSB has different functions than the central GoG PSB. The main function of the Adjara PSB is development of job descriptions, competing jobs; attestations (ongoing testing qualifications of staff); and internships. The Central GoG PSB is an independent legal body (legal entity of public law, supported by the Budget without own-source revenues) and structurally very different.

Gogitidze is one of two employees at the Adjara PSB: He participated in PAR training for Min. of Foreign Affairs and Civil Registry, including development of Job Descriptions for government staff and several trainings for the Apparatus and senior management in IT. Gogitidze found the training acceptable, but not particularly helpful. He thought that it should have emphasized more training in staff management. The last training was in 2008 in developing "job descriptions" by Maia Meskhi.

A Presidential Decree on the rules of competition and attestation of public servants was prepared by the Central PSB and signed in July 2009. The old Civil Service Law requires performing competition every 3 years, attestation for relevance and when vacancies arise, a competition process. The new PSB Central promulgated decision does not contradict the existing legislation; and now hiring and firing is dictated by this new decision.

GoARA Administration of Chairman; Legal Department

Nukri Dekanadze – Head of Legal Department

The GoARA Apparatus Legal Dept has a total of four staff. Nukri Dkandze participated in PAR training in creating job descriptions, as well as legal aspects of HR. She stated that the job description development process has made them aware of required promulgation of legal requirements related to this. Attestation actually took place after training, but no jobs were lost in her department. As to the future, Dekanadze asked for training so to assure that job descriptions are consistent with legislation; she feels that they amend laws and policies inconsistently; training needed in modern methods of administration and time-resources management.

GoARA Department of Tourism and Resorts

Temur Diasamidze – Chairman of the Department of Tourism and Resorts, GoARA
Sopo Lzishvili – Senior Specialist of Marketing Division of Department of Tourism and
Resorts, GoARA

The Department of Tourism and Resorts has 18 total staff members. PAR Assistance started
in Dec. 2007, in the form of a Temporary Duty Assignment by Walter Shuler, a Dutch
expert on Tourism. The other assistance by PAR was delivered by one of the local private
subcontractor firms, IMG in training; and the development of its Strategic Plan. Diasamidze
was well versed in all the terminology (SWAT analysis, etc.) and spoke very highly of both
consultant interventions.

Other training by PAR was the basis of HR Management (tasking employees, job
descriptions, evaluation of performance, communications, image, etc.). The formal
attestation process was conducted with a removal of two staff. (Diasamidze described the
process of the "attestation commission" for this Department, Diasamidze was the appointed
Chair by PSB, and others on the commission included a rep from the university,
Government Apparatus, the Legal Department; the local business school, and PSB).

Department divisions:
- Marketing and Promotion
- Stats and Research
- Admin. Including legal
- Accountant (separate)
- Product Development is a new division being established directly as a result of the PAR
  intervention, starting in 2010. Product examples: "Sun and Beach"; Ecotourism; MICE
  (Meetings Incentives Conference Exhibits) etc. The new budget will include new division
  in accordance with SP Action Plan has a three-year budget.

Future:
In terms of future assistance, Diasamidze specifically mention the following:

- **M&E assistance** and the need for new tools
- **HR management** (deepening of technical assistance including more on job
  descriptions)
- **Product Division** (technical assistance to this new division)
- More assistance in **structure** of the Tourism Dept.
- Development of another new division: **Information Centers**
- How to work with the **private sector**.
- **Improved communication** among Adjara ministries and departments (interagency). A
  body needed to coordinate and inform to formalize a system of accountability.

The Tourism Department has agreed to be a mentor for other agencies engaged in
development of a Strategic Plan.

GoARA Ministry of Education, Culture and Sport

Mate Takidze – Minister of Education, Culture and Sport, GoARA
Thea Vadachkoria – Head of Education Division of the Ministry of Education, Culture and Sport of Autonomous, GoARA

The GoARA Ministry of Education, Culture and Sport (MoE) has 43 staff in Batumi Ministry Building (with ten divisions) and about 50 employees in various Resource Centers in Batumi and regions of Adjara, which monitor activities in the respective region, supervise teachers, cultural and sports issues, etc.).

Vadachkoria spoke highly about the intensive PAR training at Bakuriani, the ski resort above Borjomi. All MOE divisions were working together to develop the Strategic Plan. The group leader provided the Minister information for decision-making and defining priorities, while understanding that the Strategic Plan: must remain dynamic document. MoE met with all its Resource Centers (RCs) and received input. All RCs are fully aware of the SP. As the SP was difficult and complex, the training on how to present it to the public was very helpful.

The Town Hall Meeting was also mentioned as a success under PAR. The "First Channel" broadcast it and there were many articles published. MoE's Strategic Plan is on its website and will be approved by GoARA at the end of the process, along with the other SPs of the ministries of Dept. of Tourism. Regarding MoE's Plan, there will be a slight shifting of the action plan (postponing some activities until 2010) but for the most part, it will remain intact.

PAR helped MoE staff in communicating with general public. After SP, there was training on how to deliver the SP to the public. MoE now conducts sessions with journalists and NGOs to inform them of plans. Satisfaction forms have been developed by the Ministry under the PAR program (with assistance from one of the subcontracted NGOs, CTC) providing information on satisfaction levels on current activities. These target books, uniforms, equipment in schools, etc. It is essential to have the right information.

Future:
The Ministry believes they need assistance in the **M&E** process, as they want "the results to be obvious". The officials emphasized the importance of creating data bases, dependent on good statistics. The GoARA **Department of Statistics** lacks direction, so assistance in statistical approaches is required as well. The MoE is interested in having entire staff involved in strengthening administration skills.

GoARA Ministry of Finance and Economy (MoF)

Eka Bakhtadze – Head of Economic Policy Department of the Ministry of Finance and Economy of Autonomous Republic of Adjara
Eka Varshalomidze – Head of Investment and Project Management Department of the Ministry of Finance and Economy of Autonomous Republic of Adjara

The MoF has about 80 employees. The Statistics Division, formerly under the MoF, will now be under Government Apparatus, and has not yet been established. (The Statistics Department of GoG is funded by MoF of GoG). GoARA Statistics will become independent as there is the need for real, accurate data, which will help agencies to plan properly.

The MoF benefitted from PAR trainings in management, administration and PR, in particular in preparing for the recent Town Hall meetings. The Georgian Evaluation Association (GEA) conducted the training along with Jim Fremming, the PAR expert, who visited several times. Significant was the development of the Strategic Plan and Action Plan; and training in how to develop these plans. A wide field of various experts demonstrated the need to work together. SP helps to define HR needs and it is helpful that all MoF division heads attended the training because capacity has increased as a result. The training was effective, but now it is realized that plan will be subject to constant amending and must remain flexible by design.

<u>Future</u>:
The MoF representatives stated these priorities for future technical assistance:

- **M&E** will be important;
- **General Strategic Planning**: deepening of assistance;
- **Public Administration** training;
- Help in **PR** (the trainings by PAR expert Cornell Sinclair were good but not long enough);
- **Management** (general skills development);
- Need for **HR training**, as the current HR staff does not have the experience and knowledge to perform job functions;
- **Public Administration**: Need for more course work; the MoF Strategic Plan suggests setting a separate division for HR, as it is now simply technical, only dealing with vacations, promotions, filing, etc., as opposed to policies;
- **Management of Investment Projects**: MoF expressed interest in experiences of developed countries (contact with similar "Investment Agency" entities in other countries).

GoARA Ministry of Health and Social Services (MoH)

Jambul Surmanidze – First Deputy Minister of Healthcare and Social Affairs of Autonomous Republic of Adjara
Eka Shushanidze – Assistant of the Minister of Healthcare and Social Affairs of Autonomous Republic of Adjara
Nugzar Surmanidze – Head of Budget Planning and Program Management Department of the Ministry of Healthcare and Social Affairs of Autonomous Republic of Adjara

Mr. Surmanidze started by stating that PAR's assistance in elaboration of the Strategic Plan has changed their approach with the theme: "Adjara for Health and Socially Secure Population"; by helping to optimize use of resources. PAR helped them to facilitate further work through the process of the SP. The SP introduced everything into the planning process for 2010, with the goal of equally distributing the resources to socially vulnerable people.

Both the GoG MoH and the Adjara Ministry worked collaboratively in helping to define areas for targeted assistance in Adjara, including internally displaced persons (IDP) living in collective Surmanidze. They stated that the Ministry's performance has improved as a result of PAR training. MoH can now better identify subgroups of vulnerable populations, specific pertinent medical issues; linking with financial planning of said medical issues, and health facilities (i.e. hospitals owned by a separate public entity).

As part of the PAR program, HR training was conducted and job descriptions were written afterwards. The group mentioned the Bakuriani training retreat (as others had) in topics including planning, reducing risk factors as being particularly effective. Ms. Shusharidze attended the Town Hall meetings after having received training; the Ministry's SP is on its Website.

Future:
The following were highlighted for future potential assistance activities:

- Georgia's health care system is formulating now and it would be useful to learn about **international experience in health policy**.
- **Monitoring and Evaluation**: Mr. Surmanidze specifically mentioned "performance indicators." (The SP for MoH indicates who is responsible for what in evaluation of performance).

Other Donors mentioned which have been active with the MoH: USAID, UN (UNICEF) and the World Bank.

GoARA Ministry of Agriculture

Vacating Goguadze – First Deputy Minister of Agriculture of Autonomous Republic of Adjara
Malkhaz Kakabadze – Deputy Minister of Agriculture of Autonomous Republic of Adjara
Soso Turmanidze – Deputy Minister of Agriculture of Autonomous Republic of Adjara
Tamila Gabaidze – Head of Legal Department of the Ministry of Agriculture of Autonomous Republic of Adjara
Roin Gobadze – Assistant of the Minister of Agriculture of Autonomous Republic of Adjara

Adjara's economy today is only about 10-15% agriculture as compared with 40% previously. This only includes commercial agriculture (not subsidence agricultural activities by individuals). Main products are: citrus products (for export: Armenia, Azerbaijan, and to a lesser extent, Moldova, Belarus, and Central Asia); potatoes and livestock.

The Ministry of Agriculture (MoA) is comprised of four divisions plus subdivisions in food safety and research laboratories. They claim to be using the PAR-supported Strategic Plan. MoA discussed its SP with the Committee on Agrarian Issues, of the Supreme Council (Parliament) of Adjara. The Public Town meeting proved to be a good exchange of views and accountable in performing in accordance with the budget, which, along with the SP is on

the MOA's Website. It also uses the Website for announcements and PR. The Ministry expressed its satisfaction with the SP process.

Tamila Gabaidze has participated in the PAR activities. She found the training very effective; the local trainer from the Georgian Evaluation Association did a very good job. The PAR HR training covered management; regulation, including staff disciplinary sanctions; training requirements, incentive programs, as well as job descriptions. USAID/PAR is the only donor active in this area.

And later we learned only she had participated with the aforementioned SP training at Bakuriani. And Roin Gobadze had participated in some of the PR training.

Future:
Gabaidze suggests exposing all middle management to this training, as well as lower management. M&E Plan (including indicators): once developed and approved, must determine who will monitor what. SP of the MoA will soon be meeting the targets set.

2.2.B.   The Government of Georgia (GoG), Tbilisi

The Evaluation Team returned to Tbilisi and spent the next two weeks interviewing various counterparts and stakeholders. The same format as described above for interview sessions in GoARA was employed:

1. Counterparts' Ability to Articulate PAR activities, goals, and outcomes;

2. Counterpart's Identification of Implementer and Local Georgian Partner Organizations;

3. Collaborating Donors and Complementary Activities;

4. The Future: Challenges, Logical Follow-on Activities.

Ministry of Justice of GoG

Jaba Ebanoidze – Deputy Minister of Justice of Georgia
Khatuna Iosava – Head of PR Department of the Ministry of Justice of Georgia
Giorgi Gabrielashvili – Head of Legal Unit, Civil Registry Agency (CRA)

PAR has worked in general with the Ministry of Justice and sub agencies, but most closely with the Civil Registry Agency (CRA) and the MoJ's Public Relations (PR) Department. The main activity was development of the Strategic Plan (SP) along with an Monitoring and Evaluation (M&E) plan which goes part and parcel with the SP. Ebanoidze noted that the SP was indeed a product of his staff and that the process had been facilitated by Ellen Seats, a AED/MSI short-term consultant, along with GEA (Georgian Evaluation Association), the latter in terms collecting information from the various departments and from public for development of the M&E Plan. The basic trainings in human resources (HR) management were also conducted for the Ministry.

Ebanoidze mentioned that Civil Society Institutions (NGOs) had been engaged with expert staff from Parliament, as well as the media attending the first public forum. Some comments

were submitted then and considered and the SP has been published on MoJ's Website. On
October 2, 2009 a Decree by Minister of Justice was signed on adopting the SP, having
already started using in July. 2009. M&E plans are separate documents and should be
prepared for each sub agency, later transferred to the MoJ Administration for compliance
monitoring. Ebanoidze requested continued assistance in M&E planning and actual
reporting.

The Civil Registry Agency, with 800 employees (200 in Tbilisi and 600 in the regions) was
the first entity of the MoJ to engage PAR program activities and has benefitted from the
most extensive USAID; both implemented by USAID's partners UNDP and by DfID (with
co-financing by both organizations). The assistance to CRA focused on CRA infrastructure,
legal and technical assistance, as well as funding for digitalization of old documents.
(European Commission (EC) funded a Dutch private firm, Human Dynamics, to provided
complementary assistance to the Civil Registry, in areas of protection of personal data
leading-up to electronic documentation. Ebanoidze summarized that USAID's largest
assistance to CRA was under the UNDP/DfID activities.

Current PAR activities include MoJ Communication Strategy (now open for public
comments) with active assistance by GEA. Earlier on, Sinclair Cornell, AED/MSI,
conducted PR training in Bakuriani, the resort area above Bojomi. Jim Fremming,
AED/MSI had also been involved. The MoJ's sub agency, the Public Registry was also a
beneficiary of PAR as well as of other donor programs.

Future:
In terms of future activities of assistance by USAID, Ebanoidze articulated his desire to start
Strategic Planning process for:

- **National Archives**;
- **National Enforcement Bureau**;
- **Official Journal** (magazine) where laws are published (similar to "LEXIS") and
- **Unified Data Exchange**, a new sub agency which will start operations on Jan. 1, 2010.

Ebanoidze requested deepening activities in the following:

- Assistance in **launching the "E-system"** (electronic system); intro to E-governance,
  more transparent.
- **M&E**: Ebanoidze recognizes that this should be done by an independent entity; i.e. a
  commission or an NGO, i.e. GEA. Training will be required in M&E so to result in a
  systematic approach to M&E.

If USAID assistance is to continue to MoJ, it is understood that the sub agencies (i.e. CRA
and Public Registry), which are more developed and for some years have been self-financing,
would assist and mentor the less develop-like program. Furthermore, Ebanoidze committed
the MoJ to mentoring other Ministries (CRA) is already assisting the Ministry of Refuges and
Accommodation(MRA), the Ministry of Health and the Ministry of Education). Ebanoidze

recognized that the MoJ will not be successful in isolation, other Ministries must reform and MoJ is willing to mentor them.

Ebanoidze commented on the Public Service Bureau (PSB). He believes that planned reforms will happen. Because of the dormancy of PSB, many donors have been passive, and some programs have been terminated. Under the new management in PSB, GoG will raise the importance of this Agency, with amendments to the Civil Service Code underway. He mentioned that the official property declarations by higher level civil servants had been transferred to PSB; and PSB is creating a data base of Civil Servants in Georgia, which will be available to general public. While the PSB is not subordinate to the MoJ; but its activities are very important to MoJ.

On the SPA, Ebanoidze emphasized the serious proposal planned to move to an "e-procurement" system, which will definitely improve accessibility and transparency. E-auction was also mentioned as the mechanism to be adopted by the MoJ's Enforcement Bureau. Often times, property settlements of litigation/suits wind up with the Enforcement Bureau for disposition; so e-auctioning will also increase transparency.

Public Service Bureau (Meeting 1)

Lasha Mgeladze, Deputy Director

Mgeladze has been Deputy of the PSB since August 2009; before that time he was PSB Director, remaining as Deputy with the appointment of the new Head, Irakli Kotetishvili.

PSB has total of 22 staff members, four of which are in the new division of Declarations of Property (for high level public servants). Declarations moved to the PSB from the MoJ, and now reports directly to the President's office (through PSB), instead of reporting to just one Ministry.

He seemed to know of PAR's activities well, but because of the ongoing debates over Civil Service reform, PAR had limited activities with PSB and basically maintained a low level of engagement on an HR automated HRMIS (Management Information System). After the feasibility phase, the process stopped.

The Public Service Council is chaired by President of Georgia, and the Council Deputy is Chief of Staff of President's Office. There are three representatives each from the Legislative, Judicial and Executive branches, and one from local government. The Council has not been active (has only met twice since existence and never during tenure).

The current functions of PSB include: reviewing pertinent draft Civil Service legislation; Facilitating discussions of Council; and most recently, managing property declaration of high levels Civil Servants.

The draft Civil Service Code in the Parliamentary Procedures Committee is the same one by Kartlos Kipiani, the former head of PSB (now Chief of Staff of the Constitutional Court). This is a career-based Code and, in Mgeladze's opinion, will not get past First Reading at

Parliament. Mgeladze is not supportive if this draft but supports the "New Public Management" model.

PAR has not been active with PSB since the aforementioned feasibility study by SMART consulting on HRMIS. Presumably, if GoG was to adopt a reasonable CC Code, PAR would reactivate. The new PSB head, Irakli Kotetishvili, had requested assistance comparative analysis of Civil Service systems.

Public Service Bureau (Meeting 2)

Irakli Kotetishvili, Director, PSB

As it was deemed to be important to meet directly with the newly appointed PSB Director, a second meeting was scheduled which proved to be much more revealing than the earlier meeting with Lasha Mgeladze.
Irakli Kotetishvili, a 26-year old lawyer, was appointed to the position of PSB Director in August, 2009, after having served for three years as Chief of Staff of the Chief Prosecutor's Office. He believes that he was appointed to this new position because of his reputation in getting a new Criminal Justice Coded approved, which he had drafted. When Kotetishvili took over he replaced eight of the 12 staff members.

Three years ago, a preliminary Civil Service Code was drafted, but for political reasons, it has remained in limbo. Irakli seems determined (at least he says this) to complete the reforms. He told me that the new CS Code will be deliberated and adopted after the local self-government elections (May 2010). Parliament will not have the time to devote to this until after the elections.

Kotetishvili made a distinction between the "Continental" (career-based) system and the "New Public Management" (contractual relationships between employer and employee, with social protections provided "by contract" as opposed to "by order"). There is a Conference planned for Nov. 6 convened by the EU/European Commission and OSCD planned at Parliament, which will facilitate the development of new legislation. This legislation will have input from the MoJ, Parliament, the PSB and international organizations.

Kotetishvili made it clear of his strong preference for the contract model Civil Service system, as Georgia is developing fast and moving quickly, and needs the flexibility to "keep up with the private sector", i.e. "without the private sector in control." The contract model will have a politically appointed head (Minister) and the Executive Director will be the executive side of the agency. People at mid- and lower-levels will be protected.

The PSB will employ private sector rules, resulting in a much higher quality of employee and institutions. The PSB is an entity of public law and will be guided by the labor law. There are only three to five agencies (entities of public law) which are guided by the civil service code (among them the Civil Registry, Public Registry and the Enforcement Bureau (all under the MoJ).

The Sept. 22, 2009 draft Civil Service Code was proposed by PSB. The Parliamentary Committee on Procedures has an alternative draft, headed by Khatuna Gogorishvili, which is the career-based model. Irakli seems to think that the final draft will be his version, but with some elements of the Gogorishvili proposal.

2.3. Civil Society Organizations (Task 1)

Roundtable with Adjaran CSOs

Levan Gobadze – Young Scientists Union "Intellect"
Gocha Devadze – Young Journalists Association
Geno Geladze – Institute of Democracy
Natia Aphkhazava – Civil Society Institute
Nino Tavlalashvili – Georgian Young Lawyers Association Batumi Branch

It order to facilitate a dialogue with selected CSOs in Batumi, a group roundtable was organized where the participants could share impressions of the Town Hall events. These CSOs were all represented at both Town Hall meetings; and none of these organizations were paid subcontractors to AED in program implementation activities.

Regarding the two Town Hall Meetings, Chairman Gobadze was not at the first "kick off" meeting, and came late to the second, which suggested that he was not fully engaged. The second meeting was attended by all ministers and department heads, although they did not seem very interested. Comments expressed were generally not as positive as heard those given by the various Adjaran government officials. This is to be expected and must be put into perspective.

The CSOs complained that they had received the draft SPs only two days before the Town Hall meetings and had no time to review them and make comments. When comments were made at the meeting or afterwards, one of the CSOs claimed that generally they have not been incorporated. NGOs should have gotten involved earlier, attending the workshops and meetings where PAR was active and participated in developing the recommendations. According to the CSOs, the Town Hall meetings were for the sake of holding "public hearings", but were only symbolic. The comment was made that the Strategic Plans were not developed actually Ministry staff but "by others".

It is important, however, that the local population watched this event live on TV. There were about 70 government officials represented out of the 300 attendants (including 15 NGOs).

The question main question addressed during this session was: As the Strategic Plans are not legally binding, will these SPs really be adopted? Skepticism was expressed regarding the time table and the implementation. Many CSOs doubt that the government will move to the next stage and believe the goal now is not to stop process. The process is more formal now than "real". NGOs should get involved with implementation, including the monitoring plan. There is a call now for active involvement of the public (CSOs) and the need to develop detailed action plans for each activity in the SP.

PAR experts and working groups were necessary to facilitate this Strategic Planning process. If the Ministries had the capacity to do these strategic plans, they would have done before. CSO's believe that help in monitoring these strategic plans is necessary and this would be an appropriate follow-on assistance activity.

USAID recommended that the team meet with the following organizations: both CSOs (an institute of higher education and two NGOs) and two private consulting firms, which had participated in PAR as paid subcontractors, through a local PAR-specific IQC contract. The following summarizes activities completed by each of the subcontractor organizations:

Organization	Activity
GIPA	**Two programs for GoARA (IT and Legal training)**
Tbilisi State University	**One Conference**
Civil Society Institute	**HR/Management for GoARA**
Georgia Evaluation Association	**Strategic Plan: MoJ; GoARA MoA & MoF; Revised Strategic Plan for CRA (to include IDPs)**
IMG (spin off of CTC)	**HR training for CRA; Strategic Plan for GoARA Tourist Dept.**
GEPRA	**PR Plan for MoJ Communications Strategy**
SMART	**HR MIS for PSB; HR for Public Broadcast Agency**
CTC (Center for Training and Cons)	**Strategic Plans for GoG MoE and MoF**
PMCG (Policy Management & Consulting Group)	**Strategic Plan for Adjara MoH and MoF**
Zhvania School of PA	**One Training with Ministry of Reintegration**

The following will summarize the discussions with selected subcontractor organizations.

Georgian Institute of Public Affairs (GIPA)

Tinatin Kakhiani – Georgian Institute of Public Affairs, Assistant to School of Public Administration

GIPA is a private graduate university, supported primarily by tuitions, was established in 1994, with three schools: Public Administration; Journalism; and Law and Politics. GIPA is supported by the University of Georgia and the University of Troy, Florida as well as USAID. GIPA offers night courses to Georgian Civil Servants (as part of in-service training) as well as to recent graduates pursuing careers in government.

GIPA is one of the subcontractors to AED in training and technical assistance provision but has not been very successful in receiving awards through the PAR-specific IQC process. The extent of GIPA's involvement to date has been the organization of a conference in Year 1 of the PAR activities.

Georgian Evaluation Association

Nino Saakashvili – Georgian Evaluation Association, President
Vano Tavadze – Georgian Evaluation Association, Programs Director

GEA supports professional development of evaluators. The evaluation field is immature and not yet institutionalized in the Georgia public sector. GEA supports GIPA, the German University in Tbilisi and other educational institutions in M&E and is active in the International Organization of Cooperation in Evaluation (IOEC).

GEA, collaborating with AED's consultant, Jim Fremming, has provided assistance to PAR in Strategic Planning for the MoJ and Adjara MoA & MoF, as well as the revision of CRA's SP (to integrate IDPs).

Nino Saakashvili feels that the MoJ has its indicators are in place, but now the robust monitoring must begin and be ongoing. (MoJ's SP only started to operate in September 2009). The MoJ actually initiated an M&E system, which is positive news, mentioning that Deputy Minister Ebanoidze is taking the lead in these areas of reform. Ebanoidze had recently invited GEA to help build an M&E system and take evaluation to the next level. Once M&E is established with MoJ, then legislation could be enacted to mandate the M&E functions within ministries. GEA helped to develop "data reporting sheets" to measure achievement of outcomes.

Integrated Management Group (IMG)

Salome Shelia, Partner

IMG is a small consulting firm (three or four full-time staff) with a Dutch partner, Quadra. Among other activities, IMG/Quadra is involved with the ISO (international management

systems in health and safety, information security and HR). Their public sector clients engage IMG in HR assistance, and they also have private clients.

IMG has been involved with PAR in HR training for the Central Registry Agency (CRA) and development (international consultant, Jim Fremming) of the Strategic Plan for the Department of Tourism and Resorts, Adjara, the latter being one of the flagship activities of PAR. Shelia also claimed to have helped develop an M&E system to gauge a Ministry with a high-turnover, i.e. a system which transcends individuals. The challenge is how to do performance appraisals in all ministries

With CRA, a HR policy manual was developed by IMG addressing procedures, jobs satisfaction/motivation through focus groups, development of questionnaires, job description formatting, etc.

In terms of room for improvement for PAR, Shelia suggested better coordination between visiting international experts and the local stakeholders, so there are equal expectations and an understanding of the relationships, accountability, etc.

Policy and Management Consulting Group (PMC Group)

Aleksi Aleksishvili – PMCG, Partner

Aleksi Aleksishvili is a former Minister of Economy (2004-2005) and Minister of Finance (2005-2007). He started PMC Group in the summer of 2008. In the public sector, PMC is engaged with public finance, macro economics, and tax and custom systems. On the private side, they are involved with raising capital, mergers and acquisitions, financial institutions, etc. PMC Group, under a subcontract with GEA, assisted with the MoF of Adjara Strategic Plan; and served as the prime contractor with the Ministry of Health of Adjara on the same activity. While the Strategic Plans will be adopted, an M&E system must be put into place and the Supreme Council of Adjara must monitor it; therefore, capacity-building for the Supreme Council is also important.

The Chamber of Control of Georgia (CCG) has achieved few results over its first years of existence. CCG is very political. Levan Bezhashvili is the new head of CCG (since January 2009). The CCG (with 250 employees) is accountable to the Parliament. CCG has three auditing functions: Technical Audit, Financial Audit and, starting in January 2012, Performance Audit.

<u>Future</u>:
Future activities for PAR cited by Aleksishvili include:
- **M&E** Systems for the new Strategic Plans;
- **Results-oriented** performance of CCG

Civil Society Institute (CSI)

Vazha Salamadze, Director

CSI, founded 15 years ago, has offices in Batumi, Tbilisi, and Zugdidi with about 25 full-time staff and 50-60 associated consulting experts. Prior to its involvement with PAR, CSI had worked under USAID with Urban Institute's local government program some years ago, specifically with the Tbilisi Municipality.

CSI participation in PAR, thru competitive tender under AED local IQC mechanism, includes training for the Adjaran Government Apparatus, the Adjaran ministries/department of Tourism and the Public Broadcasting Agency. The training modules included a wide range of topics: HR Management, Innovations in Public Administration, Effective Communications, HR Policy, Project Management, Foundations and Innovations in Modern Management, Team Management, Innovations in PA, Time Management, Decision-making, Delegation Techniques, Problem Solving/Supervisory Skills/Conflict Resolution and Negotiation Skills in the Work Place; Team building, Selection Interviewing, Leadership and Public Speaking.

Besides many issues related to civil service reform in Georgia, these are other, purely technical needs, but will not really change the system. The training has been well implemented and has helped to fill the gap where the formal education system fell short.

Mr. Salamadze spoke of institutions of higher learning and the importance to continue to support these:
▪ **GIPA;**
▪ **Kutaisi School of PA** ("Zhevania School"), a State school, now inactive which must be re-organized;
▪ **University of Georgia;**
▪ **Georgia Technical University** (Department of State Management).

Finally, a pertinent question and statement posed by Mr. Salamadze: "How can Georgia stem the high turn-over of public servants? Even with today's Code, a supervisor cannot just dismiss public servants without a reason; it requires formal grounds. We need a strong and stable system by law and the enforcement teeth. Otherwise, we are losing 'institutional memory.' Insecurity in civil service sector results in inefficiencies." This is a reflection of attitudes towards civil society reform in Georgia.

<u>Future:</u>
PAR should continue on the following fronts:
▪ **Civil Service Reform** (clarify and codify political appointees versus career civil servants);
▪ Continue technical assistance/training;
▪ Encourage **Public Dialogue** on Civil Service Reform;
▪ **Education**: Formal and In-service Training should be enhanced.

2.4. Other Donors and Implementing Partners (Task 1)

USAID also provided the evaluators with a list of donors which are engaged in programs related to public administration and civil service reform. In one case, the "donor" agency,

UNDP actually had derived funding from USAID. The following summarizes these meetings with a particular emphasis on identification of potential duplication of assistance, as well as complementary interventions.

European Commission, Georgia (EU)

Phillippe Bernhard, Attaché, Project Manager

One of the European Commission's priorities is Civil Service Reform. The EC is employing a budget support program with conditionalities. It is difficult to start a major Civil Service reform program now, so the program will start with smaller activities and test the waters. The EC is working on the Civil Service Code with Parliament as well as with new PSB and will work with Prime Minister's office as well.

The EC is funding a private Dutch firm, Human Dynamics to engage in a Tax Administration Project (Revenue Service with MoF) and Public Finance, including standardization methodologies activity. Human Dynamics, also with EC funding, is implementing a Rule of Law technical assistance program. But it is really a previous program (Aug 2006 – March 2009), which is more directly related to PAR. It involved training and professional development to MoJ (HR, financial, public finance), and worked in a complementary fashion with PAR AED staff. Human Dynamics also recognized that the Law of Civil Service was going to be "up in the air for a long time". As there was not much happening at the PSB, they decided (as AED did) to focus on the Ministry of Justice, with parallel assistance to CRA to which PAR provided significant assistance. So, the opinion that the timing was not right for fundamental civil service reform in Georgia was shared by other donors and their partners.

The EC is also working with the Ministry of Regional Development and Infra, already engaged in Strategic Planning and Action Plan. David Tkeshelashvili was State Minister (First Deputy PM) and is now the Minister of Regional Development with a large portfolio, including roads, and he seems open to reform.

EC is also supporting universities, including the Georgian Institute of Political Science and GIPA.

The EC is starting a program of support to the Chamber of Control of Georgia and has already provided CCG with the documentation so they can act according to standards of monitors.

Levan Bajashvili, the new Head of CCG will continue to be an EC counterpart and likely will play a bigger role (again using budget support modality with conditionalities).

UNDP

Natia Natsvlishvili, Governance Team Leader

The UNDP Governance office has a core staff of five. There are 70 UNDP Governance consultants, the majority of which are local, but also with some international.

In 2004, UNDP started a pilot program supporting the Civil Registry Agency (CRA), renovating several regional offices to support overall function of registry cards issuance. USAID was engaged with OSCE in this first phase. The second phase was implemented in 2007, where USAID actually funded UNDP (with some co-financing) along with DfID. The $2 million program was implemented through international and local consultants in technical assistance and training in legal, IT, digitization, and communication areas.

As for the current PAR, Ms. Natsvlishvili was well acquainted with the program. She said that PAR jumped in to provide some important assistance at short notice (i.e. after the 2008 War, where PAR provided an IT expert to help register IDPs).

The CRA Strategic Plan, supported by PAR, is valuable document. It is an important success in that CRA and its head, Giorgi Vashadze, took "ownership" of the process. UNDP was later able to use the Strategic Plan in determining its assistance interventions. Natsvlishvili believes that a new Civil Service Code should be the top priority for donors: "This is very political, debated by the ruling elite, and needs a hard push."

The World Bank Office, Tbilisi

Elene Imnadze, Senior Programs Officer, Sr. Public Sector Specialist

Elene Imnadze, as seasoned World Bank career professional described the World Bank's Investment Strategy for Georgia in a three-pronged approach:
1) Budget support to GoG with conditionalities;
2) Infrastructure (investment loans), bundled with a capacity-building component for the Ministry of Regional and Infrastructure. Indirectly there is component of public administration assistance which is rendered through the WB via the large loans in infrastructure sector.
3) Grants

The World Bank's main activity related to public administration is the Public Finance Management Reform Project (PFMRP), a $15 million grant program (co-financed by GoG) supported by a multi-donor fund with the following contributions:

WB: $3 million
SIDA: $4.5 million
GTZ: $4.5 million
Dutch Gov.: $2 million

Grant funds are partially used for study tours to observe international experience in public finance management and for consultants, both local and international (UK, Canadian and others). PFMRP (effective 2006) will be closing in March 2010, although one component may continue beyond.

The main components related to GOG Ministry of Finance for these activities are:

- Introduction to mid-term expenditure framework (budget);
- Treasury Reform; and
- HR system development.

The main components related to the Chamber of Control of Georgia for these activities are:

- CCG used own resources to develop the Strategic Plan, but had problems with high rate of staff turnover; CCG staff needed a lot of training. Basic training was provided by the Georgian Foundation for Accounting and Auditing (GFAA).
- ACAA training for accountants was supported by the Bank grant. The drop-out rate was high; 200 of 360 passed Phase 1. Then, new management came in and fired 60% of the staff, including many who had taken the training, so in the end, only about 60 of the 360 who had been trained remained at CCG.
- The new CCG new management seems to be taking donor assistance may be more reluctant to let professionals go; taking the position that if CCG invests in an employee, it expects some return on its investment.
- The New Law on Chamber of Control: basically shift from "Soviet-type" to Public Auditing type; changing whole methodology, but not operational yet.
- CCG understands that it has an image problem and wanted to use some funds from this grant to improve this image. CCG has announced tender for PR strategy and implementation.
- CCG has introduced an internship program for recent grads. Job placement. Interns work for some months and then, if prove themselves, get a job (1 year commitment).

GTZ: Support to the Chamber of Control of Georgia

Inga Sinjikashvili, **Nino Iakobashvili, Akaki Kenchoshvili**

The current Support to CCG program runs until Dec. 2010, with a planned extension until Dec. 2012. The program is intended to have a German expat resident advisor/program director; however, there has not been a permanent director since the last one left in Dec. 2008. Six Georgian staff members are located in the CCG building.

Their description of the GTZ program of assistance is consistent with the one provided by the CCG reps. Trainings and Seminars are the main activities, along with joint visits with the German Counterpart Auditing Agency ("Accounting Office") in Germany (as it audits German government agencies and local governments). German experts visit seven or eight times per year.
The GTZ representatives mentioned the Strategic Plan, which it had been done by the CCG itself. The main emphasis of the GTZ training is in Performance Auditing, measuring whether programs are efficient, effective and economical.

Gaps/Areas of needed assistance which were identified:

- **HR** (job descriptions for each position to enhance job security): despite one's skills and professionalism, "All depends on one group of management…when the Minister

changes, the entire staff does, all the way down to the cleaning lady". Therefore, sometimes good auditors are often dismissed;

- **Communications (PR)**: Conferences, transparency of audit reports, cooperation with media, directed towards general public to overcome the stereotype of a penal agency;
- Better **public access to audit reports**.

Overall, impression is that the GTZ program is not very effective, as was mentioned by the CCG Deputy Director.

National Democratic Institute (NDI)

Luis Navaro, Country Director
Natia Jikia, Parliamentary Program Officer

Luis Navaro has been in Georgia as Country Director since June, 2009. Before that, he was with Senator Biden's staff. Ms. Jikia has been with NDI since 2004.

The ruling party, United National Movement (UNM) supports the utilization of the Government for the development of wealth of the private sector. UNM engages in pressing for "loyalty oaths" by the local public officials and when they do not take the oath, they are removed.

Irakli Kotetishvili, the new head of the PSB, is proactive and reaching out. Jikia believes that there will be a new CS Code "in a year". "Take politics out of government" has been a popular slogan with UNM. Politics cannot interfere with the governing of a city or community or appointing fiscal authorities.

President Saakashvili recently presented his Government in a business model and argues that Georgia does not need long term government staff, if the private sector is the engine that will move Georgia forward. MP Khatuna Gogorishvili is with the UNM, but supports a more career-based Civil Service system.

NDI is in agreement with DI that education institutions need more support:

- GIPA ("Zhevania School") is not as well thought of as it was. Young Georgians not interested in going into public service.
- University of Social Sciences (director is President Saakashvili's mother, Ms. Alasania) is about the same size as GIPA; also private, but more expensive.
- Tbilisi State University has a program, but not a Masters degree.
- Georgia Technical University may have some PA program.

The Three Principles of Civil Service as articulated by Navaro are a good summation of the goals of a Civil Service Reform Program:

1. Recognition of need for professional staff of government (doesn't exclude "privatization" and limited political appointments);

2. Intended to be insulated from irregularities such as "loyalty oaths", which should not be within the context of a civil service body;
3. Emphasis should be on professional development and not on political ideologies.

2.5. PAR Candidate Institutions (Task 2)

National Archives

Teona Iashvili, Director

The National Archives, as a sub agency of the MoJ, is well acquainted with USAID PAR activities and is interested in and committed to cooperate with PAR. The agency is interested in improving customer service, as US and donor assistance has vastly improved CRA and the Public Registry. Like those agencies, it needs new software which will digitize documents for electronic storage.

The National Archives is a large system, overseeing all regions in Georgia, managed by 59 regional branches. The National Archives is anxious to receive assistance in development of its Strategic Plan and it recognizes that regional representatives should also participate in any Strategic Planning process. It is equally important that the regional offices are connected, as with the positive experience with the Public Registry, i.e. having a unified network. Georgian legislation dictates where files are kept and for what period of time. Workshops for GoG Ministries/Agencies on how to manage archives and processing of documentation would be very helpful. Training is important to attain international standards, some of which are EU regulated.

The Chancellery

Eka Chitashvili, Head

The Chancellery, like the National Archives, is a sub agency of the MoJ, with only 15 employees. It supports all units within the Ministry, except for Prosecutor's Office. Sub Agencies are separate. Any correspondence, including emails, which officially enters or leaves the Ministry, must be recorded by the Chancellery.

Specific assistance is being sought regarding digitization of documentation for three entities: the MoJ overall, the Prosecutors' Office and for the Public Registry. (Jerry Henzel, a PAR consultant, has developed the framework for a program). The next step is to digitize hard copies. Training is also requested for staff in customer relations.

State Procurement Agency of Georgia

Tato Urjumelashvili, Head

In 1998 when the State Procurement Law was drafted under GEPLAC (German European Policy and Legal Advice Center) assistance, the SPA was placed in the Ministry of Economy. In 2007, SPA was removed from the Ministry of Economy and is now a separate legal entity

of public law. The Country Procurement Assessment 2007 advances a regime using OECD (Organization of Economic Cooperation and Development) methodologies.

Tato Urjumelashvili was appointed as Head of the SPA in early October 2009. For four years, he was the commercial law team leader under the USAID Business Climate Reform (BCR) program, implemented by Chemonics.

GoG has entered into an Agreement with ENPI (Evaluation Team of the European Neighborhood Policy Initiative). Changes to the State Procurement Agency (SPA) are part of this Agreement, with commitments to new legislation, one being a new "Law on Entering Amendments into the Law of Georgia on State Procurement", adopted in late October 2009.

According to the new law, SPA is moving to electronic tenders ("E-tendering"). By March 2010, a electronic system will be in place and it will available to GoG procuring agencies on a voluntary basis; but be starting in Sept., 2010, all 400 GoG procuring agencies will have to use the new system[8]. And all will be coordinated by the new Unified Data Exchange (discussed in the next section).

Unified Data Exchange Agency of Georgia

Irakli Gvenetadze, Advisor on IT, E-Governance and Data Exchange Issues, GoG Ministry of Justice (named as first UDE Director).

Irakli Gvenetadze has been appointed as the first Director of the new Unified Data Exchange (UDE) a legal entity of public law, a sub agency under the MoJ, which will officially be established on January 1, 2010. He had worked for three years for the USAID BCR program with Chemonics, where he actually developed the concept of UDE. The Law on establishing this entity was adopted in June 2009.

Microsoft and USAID have entered into an agreement. Among other provisions, there will be a commitment by GoG to use only licensed software (This is modeled after the Czech Republic program with Microsoft.). The "Connected Government Framework" will be developed by Microsoft as a pilot under Microsoft product development, so there are advantages for both sides.

Areas identified for technical assistance include: E-Government Strategy; Security Strategy; Digital Inequality: Villages do not have access generally; and Personal Data Protection.

Chamber of Control of Georgia

Devi Vepkhvadze, Deputy Chairman
Giorgi Alasania, Head of Department on Social Issues (agencies in social sphere)

---

[8] Procurements of 50,000 Lari or greater require open competitive tenders, with the exception of real estate and procurements by GoG Foreign Missions abroad.

The Chamber of Control of Georgia (CCG), headquartered in Tbilisi with two regional offices in Batumi* and Kutaisi, is charged with the oversight of GoG public expenditures and is accountable to Parliament. CCG has five departments, categorized by the types of agencies it oversees: Economic Sector; Social Sector, Financial Sector (banks, etc.), Defense and Security Sector; and Local Self-Governments. (CCG has purview over local governments- 75 municipalities). Even if there are no Central Government transfers, where own-source revenues support the entire local budget (i.e. the gold ore rich municipality of Bolnisi), the CCG still has purview.

The CCG representatives are not acquainted with PAR. CCG has a Strategic Plan, similar to the others produced with support of PAR, but was developed with no USAID support, PAR or otherwise. It was prepared with the assistance of PMCG (the aforementioned firm headed by the former Minister of Finance and Minister of Economy), a paid consultant hired by CCG. CCG already is implementing its Strategic Plan; but needs help in the M&E implementation.

Other Donor Assistance to CCG

The Canadian International Development Agency (CIDA) had provided early assistance on the Strategic Plan, which was continued and completed with PMCG.

GTZ and World Bank are currently assisting CCG (UNDP had earlier, but is not currently rendering any assistance to CCG). There is presently no USG assistance to CCG, but there had been some in the past from the US Government Accountability Office (GAO). Around 5 years ago, GAO had collaborated with CCG on its "Fellowship Program". Recently, CCG sent a letter to GAO to try to reinstitute the assistance. CCG had convened a meeting on Oct 7, 2009, of donors. USAID was represented.

The CCG relationship with GTZ is not systemic, with occasional TA and training, etc. and observation visits by CCG staff to Germany, but overall CCG is not happy with the results.

CCG representatives stressed that re-starting an active assistance program with GAO is very important to them. The GAO Fellowship Program invites counterpart to the states for training and exposure to GAO auditing procedures.

The Swedish International Development Agency (SIDA) is also planning a program of assistance with the intent of a capacity-building program, subject to approval of Swedish Parliament for funding to the Swedish counterpart to CCG to implement program.

EU/Economic Commission is planning a program of capacity building in the fields of Ethics, General Standards, Field Standards, Reporting Standards, etc.

3. FINDINGS

3.1. Introduction

The jumping off point for this evaluation must be a discussion of the departure of PAR activities from the intent of the original SOW. The goal of PAR was "to support the Government of Georgia's effort to develop a more responsive civil service system that meets institutional objectives and public service needs of the Georgian population."[9]

The SOW for this Evaluation Task Order articulates the essence of the issue at hand and updates the status: "Two basic conditions were crucial for achievement of the stated [above stated] objective: (a) government's commitment to implement broad public administration reform; (b) vigorous work of the PSB - a state agency in charge of implementation of public administration reform in Georgia. Unfortunately none of these conditions were fulfilled. Although the PSB was formally established in 2005, it remains inactive and does not perform any tasks related to the [anticipated] civil service reform".[10]

The PAR Year 3 Work Plan (2009) dated January 21, 2009 and approved by USAID makes an important disclaimer which identifies the issue with a simple asterisk:

> Public Service Bureau (PSB): Institutional Strengthening and Support for Public Sector/Civil Service Reform (*contingent on political will and GoG progress on consensus for a public service reform model and on revised/new civil service code).

If PAR is to be evaluated based on the original goals of developing a more responsive civil service system in Georgia, it cannot be deemed to be successful. If PAR is to be judged on helping the stakeholders to reach consensus on a public service reform model, it cannot be rated highly. If PAR's performance is measured by the key deliverable anticipated by the original SOW, namely a revised or new Civil Service Code, it scores low.

Rather, this evaluation must recognize that the conditions may not have been right for these ambitious goals to be met; that political upheavals, an international economic crisis and even outright war have disrupted the best of plans, and that the implementing partner and its collaborators have had to respond to the vagaries of instability, and adapt to conditions. Importantly, USAID has been informed throughout the process and has acknowledged its concurrence with PAR's direction with the approval of each and every Work Plan. This evaluation, then, will be based primarily on the USAID-approved PAR Work Plans, in terms of meeting program objectives enumerated within these documents.

---

[9] USAID; Section C: Description / Specification /Statement of Work for Georgia Public Administration Reform Program, 2006, p.2.

[10] RFP No. 114-09-015 USAID/Caucasus Task Order Opportunity under the Analytical, Support and Implementation Services IQC; Section C-Description/Specifications/SOW; C-2 Background, August, 2009

3.2. PAR: Strengths and Weaknesses

An analysis of the results of PAR, the informant interviews, and the performance by the contractor lead to identification of overall program strengths and weaknesses to consider in a future program design. A general strength of PAR was the ability to adapt to the realities on the ground, including unanticipated political upheavals and the war with Russia which arose during implementation. Other programs strengths include:

- PAR substantively engaged the Georgian counterparts, the latter which generally "took ownership" of the program activities, although at varying levels engagement;
- Most PAR activities, in and of themselves, contributed to increased efficiency for the participating agency;
- While fundamental civil service reform did not occur, elements of a functional public administration system have been introduced (i.e. HR reforms, etc.) which will contribute to improved conditions for Georgian civil servants;
- PAR training and conferences were particularly effective in inspiring the participants to enhance their jobs and work environments, strengthen communication with constituent groups and improve delivery of services to the public. This was due to good organization by the program implementer and deployment of outstanding technical experts;
- Civil Society Organizations played an important role in PAR activities through a well structured contractual vehicle which permitted AED to encourage competition, achieve high performance standards by CSOs and build CSO capacity.

The principle weakness of PAR was its inability to advance the core PAR program agenda of reforming the civil service system of Georgia. Seemingly not enough attention was directed towards understanding the political landscape and looking to alternative Georgian counterparts when the PSB was marginalized early into the PAR performance period.

Other program weaknesses are reflected in PAR subcomponents which were prematurely terminated fundamentally due to poor choices of counterparts (State Minister of Reintegration; the Ministry of Finance, etc.). The choices of topics and counterparts for the planned "Panel Discussion Series" also contributed to this component being terminated for political reasons. This reinforces the importance of counterpart selection in achieving program goals. It seems the best counterparts emerged during the second half of the program period.

3.3. Current Public Administration Reform Counterparts

Conclusions

While PAR has been unable to deliberately address broad civil service reforms in Georgia due to political constraints and lack of a credible counterpart, the program has been able to adapt well to the realities on the ground and focus on more discrete areas of intervention, which in their totality have addressed some aspects of civil service reform and have certainly enhanced performance in targeted Georgian agencies. Based on the DI Evaluation Team's review of program deliverables and observations on the ground, the team believes that the PAR program has been well executed, well-staffed, coordinated with other donor programs, has adequately engaged civil society and has been appreciated by the cooperating Georgian counterparts.

More specific conclusions include the following.

- PAR has provided **effective technical assistance and training** to the **GoG Ministry of Justice** (MoJ) through a strategic institutional planning process resulting in: development of a Comprehensive 3-year Strategic Plan; development of Action Plans with MoJ departments and sub agencies, most notably the Civil Registry Agency, to implement the Strategic Plan; and development of a monitoring and evaluation system to evaluate Strategy implementation.

- PAR has provided effective **technical assistance and training** to the **GoARA** line ministries and Department of Tourism in developing multi-year strategic plans; development of Action Plans to implement the Strategy; and facilitated two "Town Hall" meetings to engage civil society in the strategic planning process.

- Despite constraints to addressing broader civil service reforms, PAR has provided **effective technical assistance** at other levels **in discrete areas of public administration**, i.e. **management, human resources, communications**, etc. Presumably, once the GoG decides on what form of Civil Service System will be employed, these administrative capacities built under PAR will be sustained in some form within the framework of the new system.

- PAR has **successfully engaged Civil Society Organizations** (CSOs) in program activities by pairing them with international experts to conduct technical assistance and training over a sustained period, thereby building capacity within CSOs. However, selected Adjaran CSOs, which were not engaged as sub-contractors of PAR, expressed mixed reviews of the PAR program in terms of early and meaningful engagements with civil society, which suggests room for improvement.

- PAR has adequately coordinated its activities with other donor assistance to promote **complementary collaboration and avoid duplication**.

- PAR's limited technical assistance to the **Public Service Bureau** (PSB) has not been effective due in part to the inadequacy of the counterpart agency.

Overall, PAR, through the period of performance, has moved away from influencing fundamental civil service reform as envisaged in the original SOW but has adapted well in providing meaningful technical assistance influencing change in institutional administrative procures and, significantly, in introducing ministerial and departmental strategic planning processes. These accomplishments may merge effectively into more holistic civil service reforms when the environment is right.

If USAID is to address broader civil service reforms in Georgia, identification of current gaps in the sector is helpful in addressing these needs for a program design.

A gap analysis should rightfully consider the roots of the needs, and therefore be addressed at the level of the civil service system in Georgia as opposed to the public administrative mechanisms to execute policies of said system. In other words, understanding where the gaps on in the underlying civil service system will help to improve the work of government, the essence of public administration. Major gaps include the following:

1. **The classification system for Georgian public servants is totally inadequate**: There should be a complete classification system grouped according to functional aspects of positions. Presently, remuneration and compensation are random and not based on any concrete criteria, such as functions, posts, technical groupings, etc. There is no basis to establish salary scales and benefits for example.

2. **Lack of performance-based outcome criteria in employer-employee relationships**: The current system is neither competitive nor merit-based. There is absence of a system of performance evaluations of civil servants: The current system does not encourage productivity and agency-specific needs.

3. **Weak human resources (HR) functions and standard operating procedures at the institutional level**: Institutions are lacking rules and standards related to HR. The Civil Service Code should be the mechanism for establishing rules in executive institutions. An effective HR Management Information System (MIS) is important to establish institutional data bases and exchanges through a central data base system.

4. **Lack of transparency**: There persists an overarching presence of the role of the President and inner circle of leadership. Civil Service needs to be depoliticized. The principle of transparency as it relates to civil service and public administration is related to freedom from deceit and misrepresentation. A free and open media supports openness and honesty in government. So, as the media in Georgia becomes more independent, so too with the government better practice transparency. Good governance depends on transparency of the executive branch in many areas including taxation, procurement, revenue distribution policies and intergovernmental relations. Transparency limits misappropriation of public funds, tax fraud and abuse of powers. Transparency is also public accountability and the responsiveness of public officials to citizens.

   In addition to a free and objective media, transparency is strengthened in openness of government transactions, a stable legal infrastructure in accordance with

international standards, legitimate electoral processes and the adoption of institutions of self-governance. The age of "E-systems" (electronic systems) and E-governance will facilitate higher degrees of transparency, and GoG is already moving in this direction in its proposals for adopting E-tendering, E-auctioning and other online systems of government information dissemination.

5. **Weak linkages between performance and budget allocations**. Individual as well as institutional performance should be the basis for developing the budget and allocating funds for particular activities, including salaries and benefits. Without a transparent budgeting process, it remains unclear what guarantees public servants actually have (i.e. is there funding to support their continued engagement?)

Summary of Future Assistance as Identified by PAR Counterparts

As evaluation interviews purposely intended to solicit input by the Georgian counterparts as to identifying current gaps in technical competencies in the field of public administration along with identifying specific ideas for future assistance, this section will summarize these important responses and identify notable trends.

Statistical Management and M&E: The most frequently cited activities related to deepening assistance to existing partners are in the areas of statistical management and M&E techniques. Counterparts who had satisfactorily completed their institutional Strategic Plans under PAR now felt that they needed assistance in how to measure performance in achievement of stated goals and objectives. Capacity-building in surveying, data collection and management, M&E and performance impact evaluation were all mentioned as potential areas of future technical assistance.

Public Relations: Communication and outreach training was also frequently mentioned. While PAR delivered significant training in public relations for public officials, there was clearly an overall sentiment by counterparts that more was required in order to attain better public outreach. Perhaps PAR had successfully exposed counterparts to the concepts of information exchange and transparency and now counterparts better understand the need to sharpen communication skills.

HR: Similarly, while human resources management training was one of PAR's core activities, additional training was often mentioned as a need, in particular, continued development of position specifications and job descriptions, as well as clarity of civil service employment protections.

Other Areas for the Future: Other areas of need for future assistance which were mentioned by counterparts include:

- **Project proposal development** (for consideration by donors);
- How to work with **the private sector**;
- Public investments based on **international experience**;

- Automation of government, i.e. **"E-government" and "E-systems"**;
- Approaches to **continuing education** for public servants.

3.4. PAR Candidate Institutions

Conclusions

The Evaluation Team believes that the following are good candidates for future USAID assistance either under a continuation of a program in the manner which PAR has been executed, or a new program focusing on building transparency to meet USAID's objectives of improved institutional accountability and responsiveness, as well as overall performance and effectiveness.

1. **The National Archives**, a sub agency under the GoG Ministry of Justice;
2. **Unified Data Exchange Agency**, a new sub agency under the GoG Ministry of Justice, to start operations on January 1, 2010;
3. **The Chancellery of the Ministry of Justice**;
4. The **Enforcement Bureau**, a sub agency of the Ministry of Justice.

These agencies are well placed to optimally receive benefits from USAID assistance as they are under the purview of the same Deputy Minister of Justice, Jaba Ebanoidze, who has proved to be an outstanding counterpart. As discussed with the Deputy Minister, the "graduates" of the PAR program (the Ministry's Apparatus Office, the Communication Department, as well as sub agencies, Civil Registry Agency and the Public Registry) would be expected to "mentor" the new participants. The new UDE Agency is particularly suited for stepped-up assistance as it is an entity which could benefit greatly from launching a strategic planning process.

The State Procurement Agency (SPA) of Georgia is also a good candidate for immediate assistance. Based on the new "Law on Entering Amendments into the Law of Georgia on State Procurement", there are significant opportunities as the GoG procuring agencies move towards "e-tendering" for USAID to effect change in transparency and responsiveness in relations with civil society, a directive of USAID's SOW. Furthermore, the new Director of SPA has benefitted from a four-year engagement as a senior technical expert and manger with USAID's Business Climate Reform (BCR)Program and will likely to better understand and appreciate USAID objectives.

The Chamber of Control of Georgia

The Chamber of Control of Georgia (CCG) is not a clear contender for USAID assistance at this time. As there are several other donors engaged with CCG (the World Bank, European Commission, GTZ, SIDA and possibly UNDP), USAID may want to consider a multi-donor engagement, if there is to be an engagement at all. CCG expressed their desire to received technical assistance and training from the US General Accounting Office, and USAID's role may well be limited to facilitating dialogue between CCG and GAO, and providing support to a GAO-led program.

Other GoG Ministries, Sub Agencies and Organizations

The DI Evaluation Team purposely avoided meetings with ministries not presently engaged in the PAR program. For example, the suggestion had been made to consider assessing the Ministry of Regional Development and Infrastructure (MoRD&I). During our meeting with the European Commission, we learned that the EC will be continuing to provide technical assistance to this Ministry and MoRD&I will also benefit greatly from the public administration technical assistance activities which will be bundled with large credits planned by the World Bank for roads and other infrastructure. Therefore, it did not seem productive to visit other candidate organizations other than the ones specifically prescribed under the Evaluation SOW.

Regardless, USAID should consider a competitive process for future assistance under a PAR program or in general. A TOR could be designed with a menu of assistance activities (strategic planning, HR training, PR/communications, etc.), time-frames and conditions. GoG ministries and agencies would be invited to apply for assistance on a *competitive basis*, based on identified counterpart contributions and commitments formalized in a MoU.

4. RECOMMENDATIONS

Recommendations for Possible Future Programming

While a future program design is specifically excluded from this assignment, the Scope of Work did request DI to "provide recommendations for future USAID programming." In order to do this, there are several fundamental questions for USAID to consider in future programming. Here, below each question, DI has provided an opinion as a conceptual framework for thinking about each of these issues

1. **Should USAID pursue fundamental Civil Service Reform under the current uncertainties?**

   The answer depends on the level of engagement and is somewhat linked to answers to the other (following) questions. In general, DI recommends that USAID coordinate closely with other donors, in particular with the European Commission and UNDP, and help establish a multi-donor working group to address Civil Service Reform. The assistance may be stepped up if the draft Code progresses, likely in mid-2010 according to the PSB. In summary, USAID, perhaps through one of its current implementing partners on the ground in Georgia (e.g. NDI), should continue to monitor the process and contribute to the multi-donor group in continuing to comment on drafts as they are developed.

2. **Should USAID pursue a follow-on program similar to PAR or for that matter, the earlier SNG, i.e. more technical assistance than policy development? If so which current mechanism can respond quickly to the pressing needs? Can the FORECAST program address immediate needs and serve as a bridge to more comprehensive programming in the future? What role will the USAID Economic Growth Office play?**

   USAID's DG and EG offices should obviously coordinate to avoid duplicative efforts. It seems that EG had been planning assistance to some of the same counterparts (i.e. State Procurement Agency, etc.). SNG and PAR have been effective programs, but USAID may want to consider delaying future technical assistance in public administration topics until there is a new Civil Service Code, which could be as soon as mid-2010. However, there are certain critical needs of new candidate agencies (UDE, SPA, etc.) which require more immediate attention in order to optimize results (i.e. these agencies are under new leadership facing major restructuring (SPA) or development of a totally new organization (UDE). If USAID's EG Section cannot address these needs in the immediate short-term, USAID may want to consider the current FORECAST vehicle under the Program Office's purview.

3. **Can USAID do both 1 and 2, on two different but coordinated tracks?**
   Yes, as described above: USAID can stay engaged on deliberation of the Civil Service Code as part of a multi-donor working group and address only immediate

needs of selected agencies through shorter-term (6 – 12 month) capacity-building assistance until a new Civil Service Code is adopted.

4. **Does USAID have a preferred civil service model it wishes to advance?**

   USAID, as part of a multi-donor working group, can help GoG and the Parliament to understand the pros and cons of various international models. DI does not think that USAID should impose a particular model.

5. **Is USAID engaged with all the right counterparts on Civil Service Reform?**

   If Civil Service Reform is important to USAID and central to its Georgia Country Strategy, it should consider discussions at higher levels of the GoG than the PSB, and use the opportunity of a new US Ambassador and a new USAID Mission Director to initiate direct dialogue on this subject with appropriate (corresponding level) counterparts.

Assuming there will be some follow-on activity to PAR, the DI Evaluation Team makes the following recommendations for future programming with an estimate noted as to the length of each intervention:

1. Monitor the progress of the draft Civil Service Code and consider engaging in a multi-donor intervention. The European Commission, for example, is embarking on a major effort to influence civil service development in Georgia, mostly employing the budget support modality with conditionalities. (Length of intervention: Based on the current status of a draft Civil Service Code, this discrete activity would likely be contained within one year assuming that the draft Code is actually to be considered by Parliament).

2. Continue assistance to the MoJ, deepening the assistance with existing counterparts by development of effective Monitoring and Evaluation (M&E) systems for gauging performance of strategic plans implementation, and with selected new sub agencies, in particular the National Archives, the Chancellery and potentially others. This assistance should be conditioned upon the beneficiaries of the existing PAR program (generally, entities under Deputy Minister Ebanoidze's purview), *mentoring* new participants in a formal assistance program.

   The National Archives is a good choice as it is the only agency empowered by law to systematize and archive official government documents. Documents legitimately maintained either on the premises of a particular agency or at the National Archives ensures enhanced access to public information thus improving customer service and increasing transparency. The Chancellery of the MOJ also plays a vital role in public relations and transparency as all correspondence, both incoming and outgoing, is managed by this unit and therefore has a cross-cutting impact. And, finally, the Enforcement Bureau is the agency dealing with enforcement of judgments, including forced auctioning of property to pay just compensation. Transparency of this

process would be further enhanced by engagement with international assistance such as the PAR program. (Length of intervention: 3 years).

3. Continue assistance to GoARA by deepening interventions in the following areas: a) Human Resources Management, in particular in job classifications and descriptions; b) Monitoring and Evaluation methodologies and procedures. In connection with M&E, technical assistance in the establishment of the GoARA Department of Statistics; c) Continued institutional capacity building and staff development; d) Enhanced training and technical assistance in Communications and Public Relations; and e) Improving Inter-agency communication. The agencies which are more advanced in the strategic planning process, i.e. the Department of Tourism, should act as mentors to other units with less capacity. (Length of intervention: 2-3 years).

4. Focus all public administration assistance planned for new ministries/agencies on the demonstrated strategic planning processes; these plans, in and of themselves, become comprehensive in nature and, by design, address many of the pillars of a broader civil service system. These strategic plans lay the groundwork for broader civil service reforms. (Length of intervention: 3 years; on a "rolling basis", i.e. continuously adding new institutions, this could be expanded to 5 years).

    Note: USAID should consider a competitive process for future assistance. A Terms of Reference (TOR) could be designed with a menu of assistance activities (strategic planning, M&E training, etc.), time-frames and conditions. GoG ministries and agencies would be invited to apply for assistance on a competitive basis, based on identified counterpart contributions and commitments formalized in a memorandum of understanding (MoU).

5. Developing Monitoring and Evaluation capabilities should be a key element of any future assistance. While Strategic Plans have been developed for many counterpart Georgian agencies, it is unclear how the achievement of strategic objectives will be measured. (Length of intervention: 3 years)

6. The State Procurement Agency (SPA), an independent legal entity under public law, subject to pending amendments to the Law on State Procurement and under new leadership, should be considered for future PAR-like technical assistance by USAID, noting that the EG office is considering stepped up assistance. Assistance must initiate almost immediately to optimize effectiveness

    SPA is a crucial component of a broader GoG Public Finance Management system, established to monitor and insure legitimate expenditures of public funds. Changes in the fundamental management approach of SPA and introduction of an e-procurement system will have far reaching implications on the 400 GoG agencies which will employ SPA's systems in tendering procedures starting in 2010. Increased transparency will be one of the results in addition to more cost effective procurement procedures. (Length of intervention 2-3 years)

7. The new United Data Exchange Agency (UDE), to be established on January 1, 2010, initially as a new sub agency of the MoJ, seems to be another promising candidate for assistance. The first Director, Irakli Gvenetadze, recently spent three years with USAID's Business Climate Reform (BCR) program, where he developed the concept of UDE. Again, USAID EG may also play a role here.

   Serving as an "informational gateway" for all databases maintained by government agencies, UDE is a vital element of increasing public access to government informational resources and enhancing transparency. (Length of intervention: 2 – 3 years).

8. The Evaluation Team was also asked to consider the Chamber of Control of Georgia (CCG) as a potential future partner, presumably because of new leadership and new empowering legislative amendments. Several other donors, including the European Commission and GTZ are already rendering support to CCG. The success of CCG is critical and transcends the limited activities which could be rendered through a PAR model program. USG should explore separate dedicated assistance, perhaps in cooperation with the US Government Accountability Office (GAO).

9. Any future USAID program in public administration should provide significantly more assistance to Georgian educational institutions, both public and private, geared to both full-time matriculating students and in-service training for public servants. This assistance should be "demand-driven" and linked to formalization of programs such as GoG internships, job guarantees and general establishment of some degree of tenure for public servants. (Length of intervention: 3-5 years).

10. A broader range of CSO's should be more fully engaged in any dialogue facilitated by USAID on civil service reform. (Length of intervention: 3 -5 years).

APPENDIX A – PERSONS INTERVIEWED

USAID, WASHINGTON

Avanesyan, Suren	Senior Rule of Law Advisor
Black, David	Strategic Planning and Research Advisor
Keshishian, Michael	Senior Local Governance Advisor
Rudenshiold, Eric	Senior Governance Advisor
Sokolowski, Alexander	Senior Political Process Advisor

USAID, GEORGIA

Bakradze, Keti	Project Management Specialist, DG Office
Buachidze, Ninka	Project Management Specialist, DG Office
Gosney, David	Director, EG Office
Khvichia, Khatuna	Project Management Specialist, DG Office
Logsdon, Michelle	Director, DG Office
Michener, Kirsten	Senior Adviser, DG Office
Ormotsadze, Rezo	Senior Financial and Commercial Sector Advisor, EG Off.
Parker, Joakim	Deputy Mission Director
Tabatadze, Ruso	Project Management Specialist, DG Office
Tsiklauri, David	Project Management Specialist, EG Office
Vashakidze, Giorgi	Project Management Specialist, DG Office

US EMBASSY AND OTHER USG AGENCIES IN GEORGIA

US Department of Justice

Tsnoriashvili, Nata	Legal Specialist

US Embassy to Georgia, Tbilisi

Fisher, Julie	Chief, Political and Economic Section

GOVERNMENT OF GEORGIA

Chamber of Control

Alasania, Giorgi	Head, Social Sphere Audit Department
Vepkhvadze, Devi	Deputy Chairman

Civil Registry Agency

Gabrielashvili, Giorgi	Head, Legal Unit

Ministry of Justice

Chitashvili, Eka	Head, Chancellery
Ebanoidze, Jaba	Deputy Minister

Gvenetadze, Irakli   Adviser, IT, E-Governance and Data Exchange Issues (to-be Chairman of Data Exchange Agency)

Iosava, Khatuna   Head, PR Department

National Archives
Iashvili, Teona   Director

Public Service Bureau
Kotetishvili, Irakli   Director
Mgeladze, Lasha   Deputy Director

State Procurement Agency
Urjumelashvili, Tato   Chairman

GOVERNMENT OF THE AUTONOMOUS REPUBLIC OF ADJARA

Varshalomidze, Levan   Chairman of GoARA

Chairman's Administration
Abuseridze, Lasha   Senior Specialist, IT Department
Dekanadze, Nukri   Head, Legal Department
Gogitidze, Giorgi   Senior Specialist, Public Service Bureau
Goradze, Irakli   Head, International Relations Department
Khoferia, Thea   Senior Specialist, International Relations Department
Pataridze, Nugzar   Head, Local Self-Government Entities & Monitoring Dept.
Qadjaia, Maka   Senior Specialist, Protocol Division
Qardava, Thea   Senior Specialist, Mass-media & Communications Division

Department of Tourism and Resorts
Diasamidze, Temur   Chairman
Lazishvili, Sopo   Senior Specialist, Marketing Division

Ministry of Agriculture
Gabaidze, Tamila   Head of Legal Department
Gobadze, Roin   Assistant of the Minister
Goguadze, Vakhtang   First Deputy Minister
Kakabadze, Malkhaz   Deputy Minister
Turmanidze, Soso   Deputy Minister

Ministry of Education, Culture and Sport
Takidze, Mate   Minister
Vadachkoria, Thea   Head, Education Division

Ministry of Finance and Economy
Bakhtadze, Eka   Head, Economic Policy Department
Varshalomidze, Eka   Head, Investment and Project Management Department

Ministry of Healthcare and Social Affairs
Shushanidze, Eka   Assistant of the Minister
Surmanidze, Jambul   First Deputy Minister
Surmanidze, Nugzar   Head, Budget Planning & Program Management Dept.

MULTILATERALS AND OTHER GOVERNMENTS' AGENCIES

European Commission
Bernhard, Philippe   Attaché, Project Manager

GTZ
Iakobashvili, Nino   Assistant, Support to the Chamber of Control of Georgia
Papuashvili, Shalva   Team Leader, Legal & Justice Reforms in South Caucasus
Sinjikashvili, Inga   Assistant, Support to the Chamber of Control of Georgia

UNDP
Natsvlishvili, Natia   Governance Team Leader

World Bank
Imnadze, Elene   Sr. Programs Officer, Senior Public Sector Specialist

OTHER ORGANISATIONS (CSOs, NGOs, private companies, etc)

AED
Gogoladze, Maia   Deputy Director, PAR Program
Gordeladze, Vakhtang   Representative in Batumi, PAR Program
Held, Larry   Chief of Party, PAR Program

Civil Society Institute, Tbilisi and Batumi
Apkhazava, Natia   Representative in Batumi
Salamadze, Vazha   Director

Freedom House International, Washington, DC
Herman, Robert   Director of Programs

Georgian Evaluation Association, Tbilisi
Saakashvili, Nino   President
Tavadze Vano,   Programs Director

Georgian Young Lawyers Association
Tavlalashvili, Nino   Representative, Batumi Branch

Georgian Institute of Public Policy (GIPA), Tbilisi
Kakhiani, Tinatin   Assistant, School of Public Administration

Human Dynamics, Tbilisi
Chochua, Maia   Deputy Team Leader, Capacity Building in Rule of Law

IMG, Tbilisi
Shelia, Salome   Partner

National Democratic Institute (NDI), Tbilisi
Luis Navarro   Country Director
Natia Jikia   Parliamentary Program Officer

PMCG, Tbilisi
Aleksishvili, Aleksi   Partner

World Learning
 Carew, Kevin   Chief of Party, Azerbaijan and Georgia,
                                      FORECAST/Caucasus

Young Scientists Union "Intellect", Batumi
Gobadze, Levan   Director

Young Journalists Association, Batumi
Devadze, Gocha   Director

Institute of Democracy, Batumi
Geladze, Geno   Director

APPENDIX B – BIBLIOGRAPHY

Academy for Educational Development; Georgia Public Administration Reform (PAR) Program: Year 3 Work Plan, January 21, 2009

Academy for Educational Development; Georgia Public Administration Reform (PAR) Program: Year 2 Work Plan, January 20, 2008

Academy for Educational Development; Georgia Public Administration Reform (PAR) Program: Year 1 Work Plan, February 12, 2007

Academy for Educational Development; *Public Administration Reform Project Quarterly Implementation Report October – December, 200*

Academy for Educational Development; *Public Administration Reform Project Quarterly Implementation Report January – March, 2009*

Academy for Educational Development; *Public Administration Reform Project Quarterly Implementation Report April – June, 2009*

Civil Registry Agency, Ministry of Justice, GoG; *Strategic Plan for 2007-2011*. (2007)

Development Alternatives Inc.; *Public Administration Assessment*; Support to the New Government of Georgia (SNGG); USAID Caucasus; December 28, 2005.

Draft Civil Service Code, Public Services Administration of GoG (September 22, 2009)

Final report on Assisting Public Service Bureau (PSB) in Conducing Feasibility Study on the Possibility of Establishing a Cross-governmental HR Information System (HRMIS) and its Impact on Public Service Reform Policy Issues. (June-November, 2008)

Gagnidze, Nato; *Civil Registry Reform*

Henzel, Jerry P.; State Agency for Social Subsidies - Ministry of Health, Labor and Social Affairs. *Social information management systems*. (March, 2009)

Henzel, Jerry P.; *Social information management systems*. Phase 2 (September, 2009)

Henzel, Jerry P.; *Assessment of the IT Architecture for the Civil Registry Agency* (December 2008)

Henzel, Jerry P.; NAPR Office Management Software Assessment (March 2009)

Henzel, Jerry P.; Assessment of CRA Reform 2 Project Phase 3 (March 2009)

International School of Economics of Tbilisi/Caucasus Research and Resource Centers; *Monthly Discussion Series: The Challenges to Effective Governance in Georgia*

Kopaleishvili Valeri; Mutual Accountability: Case Study of the Georgian Ministry of Refugees and Accommodation

Law of Georgia on the Creation of the Legal Entity of Public Law (LEPL) – Data Exchange Agency (July, 2009)

Lebanidze, Sopio/Baliashvili, Giorgi. *Healthcare in Georgia: Policy and Ethical Standards* Letter of the Chairman of the Chamber of Control of Georgia to the Ambassador of the United States of America to Georgia. (May 14, 2009)

Melua, David. *Citizens Participation in Local Decision-Making in Georgia.*

Ministry of Education, Culture and Sports of the Autonomous Republic of Adjara. *Strategic Plan 2009-2011.* (2009)

Ministry of Finance and Economy of Autonomous Republic of Adjara. *Strategic Plan for 2009-2011.* (March 2009)

Ministry of Justice of Georgia. *Strategic Plan 2009-2011.* (June, 2009)

Ministry of Justice of Georgia. *Communications Strategy.* (August, 2009)

Moore, Richard J. *Improving the Public Service, HR Management and HRMIS in the Republic of Georgia* (August, 2008)

PMCG: Chamber of Control of Georgia (CCG). *Strategic Development Plan for 2009-2011.* (April 2009)

PMCG: *Comparative Analysis of Supreme Audit Institutions.* (March 2009)

Rudenshiold, Eric / Hubli, K. Scott. *Joint USAID/NDI Assessment of Parliamentary Programming Options.* (March 9-19, 2009)

SMART Consulting. Presentation on Development and Implementation of HR Management Information System (HRMIS) in Georgian Public Service.

Transparency International Georgia. *Anti-Corruption Policy: Recommendations by Civil Society Representatives and Experts.* (March 2009)

USAID / Georgia Public Administration Reform Program Request for Task Order Proposal: Section C-Description / Specifications / Statement of Work; 2006
USAID / Business Climate Reform Project. *Unified Services Exchange Platform (GUSEP). Recommendations for establishing the system.* (October 2008)

USAID/Caucasus. FORECAST/Caucasus. **Annual Report October 2007- September 2008**

USAID: *Georgia Democracy and Governance Assessment.* (April 2008)

USAID/PAR, AED, GEA, MSI. *Strategic Plan of the Ministry of Agriculture of the Autonomous Republic of Adjara.* (2009)

USAID/PAR, PMCG, GEA. Ministry of Health and Social Affairs (MoHSA) of Adjara. *Strategic Plan 2009-2011.* (June, 2009)

APPENDIX C – STATEMENT OF WORK

C.1 Summary

The purpose of the assessment is to: 1) evaluate current Public Administration Reform program activities with the Ministry of Justice and Government of Adjara 2) assess other government institutions (the list is provided in Annex 1) provide recommendations for further programming in support of governance and\or public administration sector in Georgia. Namely the governance and Public Administration Sector Assessment should 1) assess the opportunities and challenges facing selected GoG institutions particularly in the area of provision of effective citizen's services, increasing the institutionalization of consultative practices with those outside government and ensuring transparency of the decision making process and 2) make recommendations for further programming to respond to identified needs to this area. While defining priorities and possible approaches to future programming, the consultant(s) should consider best practice and lessons learned as a result of implementation of ongoing relevant programs. It is required that the recommendations provided as a result of this assessment will be linked to Approved Foreign Assistance Framework, Joint Country Assistance Strategy, USAID Country Strategic Plan and F framework, Namely, the recommendations of the assessment should support:

a) **USAID Country Strategy for Georgia 2004-2008,** as modified by annual Operational Plans and Mission Strategic Plans (MSPs) and namely Strategic Objective\Assistance Objective # 2.3.1 More Effective, Responsive and Accountable (Local) Governance.

b) **Mission Strategic Plan:** Strategic Assistance Objective – Governing Justly and Democratically. The new program will support more transparent and accountable government, ensuring better service deliver and more time for public consultations.

c) **The draft Development Planning Framework 2009-2011.** This area falls under the
objective: governing Justly and Democratically; Priority Goal – Greater Government Transparency, Accountability and Responsiveness to the Public; *Approach Five: Institutionalize consultative process in government on page 27-30.*

d) **F Framework.** For program budget and reporting purposes, the activity falls under
Program Area # 2.2 Good Governance; Program Element 2.2.2 Public Sector Executive Function.

USAID assistance in Georgia has worked to assure the long-term viability of Georgia's democratic transition. Democracy and Governance (DG) priorities have been to support national and local level government reform; support free, fair, and competitive elections: strengthen the political party system and the institution of Parliament; advance the rule of law; foster broader public participation in political life; and, promote the integration of national minorities. While there has been widespread structural and legislative reform leading to improvements in democratic processes in Georgia over the past four years, these progressive steps were accompanied by a consolidation of power in the hands of the executive branch and, at times, a lack of meaningful dialogue with, and consideration of, the views of opposition and civil society stakeholders – especially those views that don't coincide with the views of the ruling party.

The DG assessment conducted in 2008 states that: "throughout the Assessment, the following three findings emerged as central issues limited Georgia's democratic development:
- Alack of public trust and confidence in state institutions;
- Insufficient government engagement in public dialogue and consultation;
- The gap between the center and the periphery."

Further the assessment states that "The overall *effectiveness* of Georgia's governance has improved dramatically in many ways since the Rose Revolution, but at the same time the *openness, responsiveness, and accountability* of the governance sector remains problematic. While the state's efficacy – its capacity to achieve its goals – has increased substantially, its connection with society has been subordinated to the imperative of carrying out broad array of reforms quickly. (One) result is impressive record of reforms and improvements in government services, combined with increasing disillusionment and frustration on the part of those suffering from the negative impacts of these reforms." Another result is that, for those reforms that were ill conceived, the institutions and society in general suffered as they needed to be retooled.

In 2006 the Public Administration Reform (PAR) Program was initiated by USAID. Originally the program was designed to "support the Government of Georgia's effort to develop a more responsive civil service system that meets institutional objectives and public service needs of the Georgian population." It was planned to accomplish stated results through application of Human and Institutional Capacity Development (HICD) methodology in selected government institutions. Two basic conditions were crucial for achievement of the stated objective: (a) government's commitment to implement broad public administration reform; (b) vigorous work of Public Service Bureau (PSB) – a state agency in charge of implementation of public administration reform in Georgia. Unfortunately, none of these conditions fulfilled. Although the PSB was formally established in 2005, it remains inactive and does not perform any tasks related to the civil service reform. As for the Government commitment, the civil service code, drafted back in 2005, and introducing unified standards for performance and recruitment of civil servants across the government, is still under consideration at the Parliament.

Recent Developments, New Opportunities

Although there are no significant developments in implementation of the broad civil service reform, the Government, in general, recognizes the necessity to build public trust, receive and consider a greater number of viewpoints, and the need to improve the effectiveness and quality in provision of citizens' services. Consequently, there is a consensus both domestically and internationally, that changing institutional culture and strengthening government agencies will be critical while supporting Georgia's effort to build democratic society. The improvement in the provision of citizens' services is also an important precondition for regaining the people's trust in the government institutions.

Recent developments in Civil Registry and National Agency for Property Registration are good examples of how once very corrupted and deteriorated state institutions could be transformed into the leading agencies providing quality services to citizens.

In 2009 there have been some additional indications that the GoG, in various ministries, has taken some steps toward better public administration. With the departure from government of some key libertarian decision makers, there is a new acknowledgement from the leadership that some of the deregulation of the past needs to be rethought as Georgian public administration moves to the next level.

The role of the Public Service Bureau (PSB), designed originally to conceive of and implement public service reform, will be expanded by transferring to PSB responsibility for collecting property declarations of public servants which was under the Ministry of Justice (MoJ). In addition, PSB will be tasked to create a data base of e-signatures of public servants. While there is no indication yet that PSB will be implementing broader civil service reform, there are signs that the role of PSB will be strengthened with delegating to PSB additional new tasks.

In addition, in summer of 2009, the MoJ plans to establish a new entity of public law "Unified Data Exchange center", a state agency of public law that will create standard and requirement for unified data exchange system across all ministries and governmental agencies, and ensure better service provision to citizens of Georgia. This new plan requires more guarantees for personal data protection. In response to this, government already started work on the draft law "personal data protection."

In 2008 President Saakashvili announced a new wave of democratic reforms. Since that time the GoG seems more open to public consultation, more willing to be engaged in dialogue and more receptive to criticism. In May, President Saakashvili initiated the creation of the "Civil Forum" – a consultative body to the government – in order to make more transparent and open the decision making process as National Level. Despite that, governmental agencies did not take the important step to establish periods for public comment on regulatory or policy initiatives.

The Chamber of Control is one of the major institutions controlled by Parliament in order to exercise its oversight functions effectively. This very important state agency is tasked

to audit all government expenditures. The DG assessment conducted in 2008 also stresses the weakness of Parliament's oversight mechanism and states that "Parliament fails to exercise oversight responsibility or act as an institutional "check" on the executive, rarely publicly disagreeing with the executive, even to defend its own institutional interests (such as in enhancing its ability to carry out oversight functions over the executive). "Recent changes in the legislation strengthened the role of Chamber of Control by granting the agency more authority. However, no significant actions were conducted to improve performance and increase trust of the population in the Chamber of Control. The new leadership expresses willingness to reform the agency and conducted an independent assessment to identify the agency's needs and priority. Some donors already expressed willingness to cooperate with Chamber of Control and thorough analyses of other donor's plans are needed in order to avoid overlapping in future programs.

C.3 Current Mission Initiatives

USAID in 2006 initiated a three year Public Administration reform (PAR) Program with the aim to assist the Government of Georgia (GoG) in its public sector reform agenda. However, some reforms, mainly civil service reform, were blocked and postponed by the GoG in 2007. Subsequently PAR has focused on assisting a targeted portfolio of GoG institutions that provide critical citizen services to large segments of the Georgian population and at the same time are "make or break" institutions in terms of earning public trust and determining public perception of good governance. PAR interventions emphasize two main impact areas: 1) strengthening GoG institutional capability to improve citizen services and 2) improving institutional accountability in their relationships with citizens through better communications\dialog with civil society and greater civil society involvement in institutional strategic planning process.

PAR continues to apply criteria for participating GoG institutions, both for determining whether to continue working with previously selected institutions or deciding whether to begin work with additional institutions. These criteria include whether the institution.

- Exhibits top leadership commitment for public administration reform and improving organizational performance.
- Possesses openness and commitment to transparency and engaging civil society in seeking solutions to challenges, monitoring and evaluation processes and budget questions.
- Possesses openness to improving in PAR areas of focus: performance management and improvement; human resource management and systems; results – based management and planning strategically; and effective communications with the public.
- Provides critical citizen services, particularly to vulnerable populations and has high degree of interface with citizens such as at service windows.
- PAR may leverage these other inputs and interventions, or does not have access to adequate international donor funding.

Current activities of PAR project in Georgia are as follows:

Ministry of Justice (MoJ): Institutional Strengthening\Improved Citizen Services\Citizen Charters

- Deepen ongoing institutional strengthening and performance work in MoJ and with a number of its component departments and sub-agencies such as the Civil Registry Agency, the Chancellery and the Civil Affairs Unit. Assist MoJ in planned initiatives to build public trust. Namely: a) intensive 3-4 month organizational strategic planning process to incorporate merger between MoJ and Prosecutor's Office as well as upcoming delegation of key citizen services from MoJ central unit to sub-agencies, b) targeted interventions to improve citizen services as Civil Affairs department functions shift to the CRA, c.) development of comprehensive communications\PR strategic plan and institutionalizing communications\outreach function throughout MoJ and sub-agencies.

Government of Adjara (GoARA): Institutional Strengthening\Improved Citizen Services\Citizen Charter

- The project continues with its strategic planning work with the GoARA's four line ministries (Agriculture, Education, Finance\Economy and Health.) The current work with institutional strengthening in the Ministries focuses on improving strategic planning function and bringing civil society into the planning process. PAR will also incorporate communications strategic planning work conducted with the MoJ into activities with the GoARA. PAR will work with the GoARA's PR Department (in the Governor's Administration) to develop a GoARA-wide communications strategy.

Ministry of Health, Labor and Social Welfare:

- PAR assists a discrete intervention with the Georgian Ministry of Health, Labor and Social Welfare to support a feasibility study, with cost estimates, for Ministry's IT unit and Social Service Agency to improve the compatibility and information sharing capability between various databases throughout the Ministry.

Civil Society Organization Capacity Development: Expanded Role Citizens Charter Activities with GoG to Promote Broader Civil Society Participation in Public Administration Reform Process

- PAR provides continued support to select CSOs and expanded assistance to engage CSOs in areas of policy analysis, research and advocacy in addition to the areas of direct performance improvement TA and training service provision which is currently ongoing.

Monthly Discussion Series on the Challenges to Effective Governance in Georgia (February-September 2009)

- PAR initiates and supports a monthly Discussion Series managed and facilitated by a Georgian academic institution in collaboration with a GoG stakeholder to focus on key public sector reform issues and the challenges that face both central and local government in implementing the standards of good democratic governance. The goals of the discussions are manifold but the principal objective to glean the best ideas and proposals for promoting public sector reform from key GoG, civil society and private sector thinkers. Another goal is to better inform the legislative reform process, international donors and other stakeholder on the latest Georgian analysis of how to address GoG reform challenges. This discussion series started in June and a total of four will be organized. All available reports of the discussion series will be available the assessment mission team. In addition to the PAR project, USAID implements another cross-cutting activity relevant to the public administration sector.

C.4 Detailed Statement of Work

The Contractor shall reform the following tasks:

1. **Review Documentation:** The assessment team shall conduct a desk-top review of key documents such as reports and publications of existing USAID\Caucasus PAR activities as well as another donors' or USAID partners' project. Review any literature, as appropriate, on governance and public administration in Georgia. This documentation will be provided by the Mission before the consultants' travel to Georgia.

2. **U.S.- Based Information Collection:** Interview USAID\E&E and USAID\DCHA officials on Agency Governance and Public Administration and citizen participation support generally, and that in Georgia specifically, in addition to any other Washington-based experts.

3. **Draft a Work Plan for the Assessment:** With input from the Mission COTR for this activity and the DG team, the Assessment team will draft a work plan and a tentative schedule of meeting and present it to the COTR upon arrival in-country. USAID\Caucasus will provide an initial list of in –country contacts prior to team arrival as well as assists in logistics of appointing meeting.

4. **Field Trip to Batumi.** The in-country field to Batumi is required and will provide an opportunity to engage stakeholders outside of the capital from a region where USAID has ongoing PAR program. The contractor will assess the outcomes of PAR's work with the regional government and provide recommendations for the future programming in Adjara region.

5. **Assess State Government Institutions:** The assessment team shall assess key government institutions (list if institutions is provided in Annex 1), with the intent of laying a road map of collective efforts (GoG and donors) to: further strengthen GoG institutional capability to improve core functions and citizen services; improve institutional accountability and responsiveness in relationships with citizens and civil society; and increase institutions' overall performance and effectiveness.

6. **Prepare an Assessment Report:** This report will fully document findings and conclusions and will provide extensive recommendations for appropriate and effective USG assistance in the Governance\Public Administration sector. The assessment report shall provide answers at a minimum on the following questions:
   - What are critical gaps in the Georgian public administration sector, and which gaps should be high priorities hat need to address by a USG program within next 2-3 years?
   - What strategies should USAID adopt increase transparency and openness of governance in Georgia?
   - How should new USAID programs be designed to have the greatest impact on creating a stable public administration sector in Georgia if the assessment identifies intent of the Georgian Government to create a mere stable sector?
   - How can donor financing assist in creating sustained improvements in the Public Administration Sector?
   - Which governmental institutes should USG assistance target in the future programs?
   - Are current USG activities in the Public Administration field most strategically targeted to meet the needs of GoG and do they make best use of limited USG resources?

   The assessment report shall include at a minimum the following components:

   a. Evaluation of activities of current Public Administration Program implemented with Ministry of Justice and Government of Adjara and provides feedback on their strengths, weakness and results achievements to date, within the context of the DG Strategy, activities and programs of other donors in this field.
   b. Assessment of the situation in the governance and public administration sectors and analysis of needs. Including GoG overall commitment to the reform agenda in public administration and willingness to ensure greater transparency and institutionalize public consultation, including potential scenarios under the possibility of early elections or charge if current government.
   c. Analyses of US funded activities, other donors' activities, and relevant CSO's activities in the field and their link to current or future USAID /Caucasus governance and public administration program, especially

FORECAST mechanism. Based o the review of results achieved and GoG reform contexts assess the relative value of new or follow-on Governance\Public Administration activities in addition to those currently implemented by other donors.

d. Recommendations for future programming. Identify priority areas or sectors for USAID \Caucasus implementation of new activities for assistance Objective (AO) achievement in the area of good governance. Recommendations should specify which governmental institutions should USG assistance target in the future programs and what the scope of activities.

Particular emphasis should be put on assessing the value of activities supporting effective citizen's services and increased transparency of governmental decision making process, although other areas could be considered (governmental oversight, access to government information, policy making, intergovernmental communication, etc.).

7. **Prepare Preliminary Design Document.** In addition to the assessment report, the contractor shall draft a preliminary design document t- concept paper for future USAID programming. The concept paper should be concise- no more than two- three pages in length with no attachments – to address following questions: What should USAID do? How the proposed activity fits Mission strategy? Why this activity is worth doing? Why proposed activity is the best use of Mission resources? Would this add too many management units to Mission portfolio? Is the Mission adequately staffed to manage this activity? More detailed outline and requirements for the concept paper is provided in the Mission Order 201, as of July13, 2005

End of Section C

ANNEX 1

Updated List of Institutions to be Assessed

September 11, 2009

Major Institutions

1. Ministry of Justice of Georgia (MoJ) putting attention on following agencies - Civil Registry Agency (Public Law Entity under MoJ), National archive (Public Law Entity under MoJ), Enforcement agency (Public Law Entity under MoJ), Unified Data Exchange Center (Public Law Entity under MoJ in the process of establishment)
2. Government of Adjara including four line ministries: Ministry of Agriculture of Adjara Ministry of Sport, Ministry of Education, Ministry of Health and Tourism department (Located in Batumi)
3. Public Service Bureau
4. Chamber of Control of Georgia

List of additional institutions DI will assess if time and resources will allow, later on we can negotiate which additional institutions DI will assess taking into account the work load and timeframe.

5. Minister of Regional Development and Infrastructure
6. Ministry of Corrections and Legal Assistance
7. National Procurement Agency