

# PUBLIC ADMINISTRATION REFORM



## **2019** ANNUAL MONITORING REPORT ON THE **2020** IMPLEMENTATION OF THE ACTION PLAN

January - December, 2019

ADMINISTRATION OF THE GOVERNMENT OF GEORGIA

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# EXECUTIVE SUMMARY



## KEY SUCCESS STORIES:



### IMPROVING POLICY PLANNING SYSTEM

Rules of Procedure for Development, Monitoring and Evaluation of Policy Documents, along with a Handbook and 10 annexes were adopted by the Government (p. 16)

A draft law on Regulatory Impact Assessment (RIA) of legislative acts and a Methodological Manual were adopted (p. 21)



### BUILDING CAPACITY OF CIVIL SERVANTS

72,9% of civil servants trained in Public Policy Analysis completed a course “with distinction” (p. 18)

Accreditation Regulation of the Professional Development Program for the professional civil servants were elaborated (pp. 24-25)

374 civil servants underwent various accredited professional development programs; program ratings were developed (p. 24)



### IMPROVING SERVICE DELIVERY

International quality control mechanism, widely employed in the EU – Common Assessment Framework (CAF) was developed and introduced in the LEPL Public Service Hall (pp. 34-35)

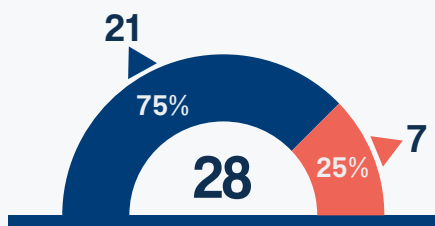
The number of public e-services on the citizens’ portal My.gov.ge were increased up to 467; the portal was adapted for visually impaired users (pp. 35-36)



### STRENGTHENING LOCAL SELF-GOVERNMENTS

The Decentralization Strategy 2020-2025 was adopted (pp. 42-43)

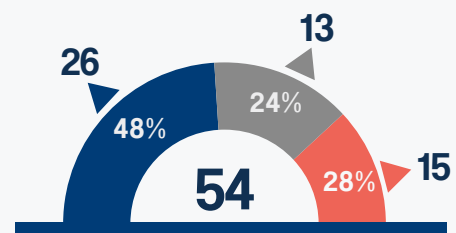
## OUTCOME INDICATORS PERFORMANCE BY 2019



- N/A\*
- Positive Progress Dynamics

\* Progress cannot be measured by data of 2019

## OUTPUT INDICATORS PERFORMANCE BY 2019



- Fully Implemented (100%)
- Partially Implemented (≥ 50%)
- Not Implemented (≤ 50%)

## PERFORMANCE OF OUTPUT INDICATORS BY RESPONSIBLE AGENCIES

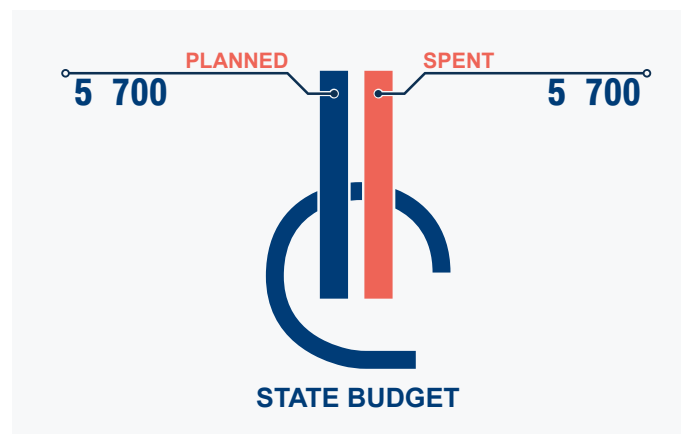
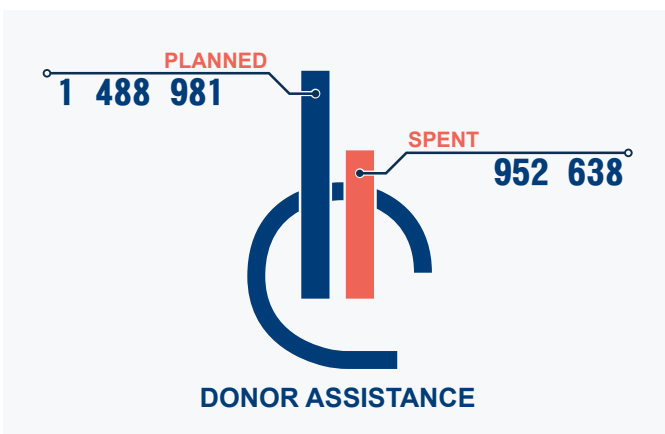


## NUMBER OF OUTPUT INDICATORS TO BE IMPLEMENTED IN 2019 BY AGENCIES

Responsible Agency	Fully implemented	Partially implemented	Not implemented
Administration of the Government of Georgia	11 <span>▶</span> 64.7%	5 <span>▶</span> 29.4%	1 <span>▶</span> 5.9%
Ministry of Justice of Georgia	5 <span>▶</span> 55.6%	1 <span>▶</span> 11.1%	3 <span>▶</span> 33.3%
Ministry of Regional Development and Infrastructure of Georgia	2 <span>▶</span> 100%	-	-
LEPL - Civil Service Bureau	7 <span>▶</span> 63.6%	1 <span>▶</span> 9.1%	3 <span>▶</span> 27.3%
LEPL - Public Service Development Agency	2 <span>▶</span> 22.2%	3 <span>▶</span> 33.3%	4 <span>▶</span> 44.5%
LEPL - Data Exchange Agency	3 <span>▶</span> 30%	5 <span>▶</span> 50%	2 <span>▶</span> 20%
LEPL - State Audit Office	1 <span>▶</span> 100%	-	-



## FINANCIAL EXPENDITURES, 2019





## **KEY CHALLENGES**

- ✚ Underestimation of the workload**
- ✚ Inaccurately defined deadlines and consequent delays in implementation**
- ✚ Lack of human resources**
- ✚ Delays in drafting laws to be submitted to the government for approval**
- ✚ Inconsistency in planning consultations**
- ✚ Problems in finding highly qualified experts**

# INTRODUCTION

In order to establish a transparent, accountable and effective public administration system, a **Public Administration Reform (PAR)** was launched in Georgia in 2015 with the Administration of the Government of Georgia (AoG) being responsible for the leadership and coordination of the Reform. Successful implementation of the Public Administration Reform plays a fundamental role in Georgia's path towards European integration. According to the European Union (EU)-Georgia Association Agreement, the country should implement in-depth reforms in the fields of public administration and civil service.<sup>1</sup>

With the support from the experts of the European Union (EU) and Support for improvement in Governance and Management Programme of the Organization for Economic Co-operation and Development (OECD/SIGMA) **the Reform Roadmap 2020<sup>2</sup>** - a strategic document defining

## Policy Development and Coordination

### Civil Service and Human Resource Management

### Accountability

This document is the **Annual Monitoring Report on the implementation of the Action Plan 2019-2020<sup>3</sup>** of the **Public Administration Reform** and aims to document the progress achieved in implementing the objectives and outcome indicators defined by the Action Plan. Apart from this, it is aimed at identifying achievements and shortcomings, developing relevant recommendations, and providing this information to the stakeholders.

## **DEVELOPING THE REFORM ACTION PLAN 2019-2020**

The third Action Plan of PAR for 2019-2020 was approved on June 10, 2019, by [the Decree N274 of the Government of Georgia](#).

The Action Plan was developed by the Reform Council Secretariat in close cooperation with the OECD/SIGMA experts, local and international non-governmental organizations. **In order to measure the performance of each objective of the Action Plan, outcome indicators with specific quantitative or qualitative baseline and target values were developed.** Accordingly, the baseline analysis has been conducted along with the

the government's main objectives in the area of improvement of public administration was developed. In order to implement the Roadmap, an action plan for 2015-2016 was created followed by – the action plans for 2017-2018 and 2019-2020.

To achieve the Reform continuity and ensure active involvement of the high-ranking decision-makers, the **Public Administration Reform Council (PAR Council)** led by the Head of the Administration of the Government of Georgia was established in 2016 by the order of the Prime Minister of Georgia.

The Reform is based on the [EU public administration principles](#) and foresees 5 main and, given the country's priorities, one more additional direction, as listed below:

## Public Service Delivery

## Public Finance Management

## Local Self-government

The Report was developed by the PAR Council Secretariat (Administration of the Government of Georgia, Public Administration Unit of the Policy Planning and Coordination Department) in cooperation with the government agencies, local and international non-governmental organizations involved in the process. The Monitoring Report covers the period between January 2019 and December 2019 (I-IV quarters).

## **REFORM COORDINATION MECHANISM**

In 2015, the Administration of the Government of Georgia was entrusted with the leadership and coordination of the Reform implementation. In 2016, by the order of the Prime

Minister, a **Public Administration Reform Inter-agency Coordinating Council** was established to coordinate and monitor implementation of the Public Administration Reform.<sup>4</sup>

<sup>1</sup> Association Agreement between Georgia and the European Union, on the one hand, and the European Atomic Energy Community and their member states, the "Georgia-EU Association Agreement", [Article 4](#).

<sup>2</sup> Public Administration Reform [Roadmap 2020](#).

<sup>3</sup> [Action Plan 2019-2020](#) of the Public Administration Reform.

<sup>4</sup> [Order](#) No. 135 of the Prime Minister of Georgia, May 3, 2016 "On the Approval of the Statute and Composition of the Public Administration Reform Council."

It should be noted that until January 2020, the same order of the Prime Minister regulated the rules of procedure of the Inter-agency Coordination Council for the Sustainable Development Goals (SDG). However, in practice, these councils have always been independent in pursuing their activities due to a large scale of issues falling within their competences. At the initiative of the PAR Council Secretariat on January 27, 2020, the Prime Minister issued an order establishing the Reform Council as an independent deliberative body, clearly defining its rights and responsibilities, composition, and rules of procedure.<sup>5</sup>

The function of the PAR Council Secretariat was entrusted to the Public Administration Unit of the Policy Planning and Coordination Department, AoG, which was established in 2019. The Secretariat provides analytical and organizational support to the Council.

In order to discuss the activities implemented in the reporting period, a meeting of the PAR Council was held on February 7, 2020. At the meeting, the Secretariat presented a [Progress Report 2019](#) on the implementation

of the Action Plan 2019-2020, which covers the period of January-September 2019. In addition, at the same meeting the responsible agencies reviewed the progress in implementing the Action Plan as of the IV quarter of 2019.

It is noteworthy that this Council meeting stood out with the active involvement of stakeholders. The session was attended by the representatives of a wide range of international and local non-governmental organizations that were actively engaged in the working process of the Council and discussions. Experts from the OECD/SIGMA, the Heads of the United Nations Development Program (UNDP), the EU Delegation to Georgia, and the Good Governance Initiative (GGI) project of the United States Agency for International Development (USAID), as well as representatives of local NGOs took an active part in the discussions. The Council agreed to develop an annual report on the implementation of the Action Plan 2019-2020, the Public Administration Reform Strategy 2021-2024, and an accompanying Action Plan, according to the calendar presented by the PAR Secretariat.



## MONITORING REPORT DEVELOPMENT METHODOLOGY

The methodology of the Action Plan Monitoring Annual Report is based on the [Policy Planning, Monitoring and Evaluation Handbook](#)<sup>6</sup> and the [OECD/SIGMA Toolkit for the preparation, implementation, monitoring, reporting and evaluation of Public Administration Reform and sector strategies](#).<sup>7</sup> The Monitoring Report covers the period of January - December 2019 (I-IV quarters).

- Achieving the target value of an outcome indicator depends on the implementation of activities which, according to the Action Plan, are to be completed by the end of 2020;
- The results of the activities implemented in 2019 will be measurable by the end of 2020;

Consequently, in case due to any above-mentioned reason it is not possible to measure progress with respect to the target values of the outcome-level indicators based on the information available as of December 31, 2019, the achievement of objectives are being assessed based on the output indicators. Thus, this

According to the annual monitoring methodology of the Action Plan, the PAR Council Secretariat evaluated the implementation of the objectives and the outcome indicators as of December 31, 2019. However, in some cases, it is not possible to measure the performance according to the outcome indicators due to the following three reasons:

- Achieving the target value of an outcome indicator depends on the activities to be completed in 2019, which were not carried out during the reporting period.

Report measures the fulfilment and overall progress in achieving each and every policy objectives set for the reporting period. The fulfilment of the outcome indicators will be fully assessed at the end of the IV quarter of 2020 upon completion of the Action Plan timeframe.

### THE ACTION PLAN MONITORING PROCESS INCLUDED SEVERAL STAGES:

#### Stage I

The Reform Council Secretariat sent the Action Plan Monitoring Framework to the public agencies responsible for the implementation of the Action Plan to provide information on the progress within 2 weeks.

In order to compile an objective, evidence-based report, the PAR Secretariat requested verification sources for each activity.

#### Stage II

The Secretariat processed the received information and shared it with the local and international non-governmental organizations involved in the process for their comments within 2 weeks.

#### Stage III

After receiving comments from the civil society, the PAR Secretariat processed the submitted information and developed an Annual Monitoring Report, which assesses the fulfillment of the outcome-level and output-level indicators of the Action Plan as of the IV quarter of 2019.

<sup>5</sup> Order No. 17 of the Prime Minister of Georgia, January 27, 2020, "On Establishment of the Inter-agency Coordination Council of the Public Administration Reform and Approval of the Statute".

<sup>6</sup> According to the "Rules of Procedure for Development, Monitoring and Evaluation of Policy Documents" approved by the [Decree of the Government of Georgia](#) No. 629 on December 20, 2019, the rules of the Handbook shall apply to those policy documents that will be submitted for the Government's approval from January 1, 2020. Nevertheless, this Report is developed according to the standards set by the Handbook.

<sup>7</sup> OECD/SIGMA [Toolkit](#) for the preparation, implementation, monitoring, reporting and evaluation of public administration reform and sector strategies.

## The output indicators were assessed by the following criteria:

RATING	Fully implemented	All implementation stages planned for the fulfilment of the output indicator have been fully completed (100%)
	Partially implemented	At least half (at least 50%) of implementation stages planned for the fulfilment of the output indicator have been completed
	Not implemented	None of the implementation stages planned for the fulfilment of the output indicator has been completed (0%)
STATUS	The implementation process has not started	
	The implementation process is ongoing	
	The implementation process is suspended	
	The implementation process is cancelled	
	The implementation process is completed	

Monitoring criteria reveal implementation of output indicators. In particular, the **rating** evaluates the implementation degree content-wise (to what extent the planned activity has been implemented), while the **status** provides information on the state of the implementation process. In order to identify challenges in real-time, it is important to explore not only the degree of the work performed but also the procedural flow. For example, an activity may have been partially implemented at the end

of the reporting period, but due to changes in the priorities and/or other reasons, its completion is no longer planned. In such a case, during the evaluation process, the PAR Council Secretariat by putting emphasis on both the rating and the status, has the possibility to identify suspended and/or cancelled activities, the reasons behind such development, and take necessary measures in cooperation with the relevant responsible agencies.



## PARTICIPATION OF THE NON-GOVERNMENTAL SECTOR IN THE MONITORING PROCESS

The level of involvement of civil society has increased both at the development stage of the PAR Action Plan 2019-2020, as well as at the elaboration process of the Progress Report and Annual Monitoring Report.

At the PAR Council meeting held on February 7, 2020, representatives of civil society and international organizations, including OECD/SIGMA experts, attended the presentation of the results according to the Progress Report 2019. It should be emphasized that the meeting was held with broad involvement and active participation of the civil society. At the meeting, the responsible agencies presented a report on the implemented activities and answered the questions posed by the representatives of international and local NGOs. In addition, the civil society presented the recommendations that should be taken into consideration in the

process of developing a new Public Administration Reform Strategy 2021-2024 and the accompanying action plan.

During the development of both the Progress Report and the Annual Report, a separate monitoring stage was devoted to ensuring the participation of the civil society. The PAR Council Secretariat shared the status reports submitted by the responsible agencies with local and international organizations for two weeks to receive their feedback.

Therefore, in this Report, the **Reform Council Secretariat** provides assessment based on the analysis of the opinions of civil society and the verification sources provided by the responsible agencies. In light of the above, the ratings indicated by the responsible agencies have changed with regard to the following output indicators:

OUTPUT INDICATORS	ASSESSMENT OF THE RESPONSIBLE AGENCY	FINAL ASSESSMENT OF THE PAR SECRETARIAT
1.3.1.3. The concept of E-portal is developed and agreed upon by the WG <sup>8</sup> (for detailed information, see p. 20)	Partially implemented	Not implemented
1.3.1.4. Document describing business processes of the E-portal is developed on the bases of agreed concept <sup>9</sup> (for detailed information, see p. 20)	Partially implemented	Not implemented
4.2.1.1. Amendments to the law is submitted to the Government <sup>10</sup> (for detailed information, see p. 34)	Partially implemented	Not implemented
3.1.2.2. At least 3 public consultations are carried out in order to discuss new draft law <sup>11</sup> (for detailed information, see p. 28)	Fully implemented	Not implemented

<sup>8</sup> Action Plan 2019-2020, Direction: "Policy Development and Coordination", output indicator 1.3.1.3.

<sup>9</sup> Action Plan 2019-2020, Direction: "Policy Development and Coordination", output indicator 1.3.1.4.

<sup>10</sup> Action Plan 2019-2020, Direction: "Public Service Delivery", output indicator 4.2.1.1.

<sup>11</sup> Action Plan 2019-2020, Direction: "Accountability", output indicator 3.1.2.2.





In the process of developing the Action Plan 2019-2020, strengthening of both internal and external communication on the Reform was defined as a priority by the PAR Secretariat. During the reporting period, several important steps were taken in this direction.

One of the objectives of the EU Technical Assistance Project “Support to the Public Administration Reform in Georgia” is to raise public awareness on the Reform. To this end, the **PAR Communication Network** was established in 2019, comprised of representatives from public relations departments and also, policy planning bodies of all ministries and several leading LEPLs involved in the reform. The Network activities are led by the expert from the EU Technical Assistance Project and the Strategic Communications Unit of the Government of Georgia. The PAR Council Secretariat is actively involved in the process.

Several working meetings of the Network took place during the reporting period. Development of a **commu-**

**nication plan** has begun, which will be implemented with the support of the EU Technical Assistance Project and active involvement of the Network members.

In addition, with the support from the joint project of the United Nations Development Program (UNDP) and the British Government – “Support for the Public Administration Reform in Georgia” - it is planned to **elaborate a communication strategy and respective action plan** for the Public Administration Reform. The process began in 2019 and is in progress under the coordination of the PAR Council Secretariat. The communication strategy ensures strengthening the Public Administration Reform process in the country, promoting the successful, ongoing, and future activities implemented within the Reform. At the same time, it is aimed at improving the involvement of stakeholders in the process of developing a new Public Administration Reform Strategy 2021-2024 and its Action Plan, and establishing a high standard of public communication.

# GENERAL OVERVIEW

The Public Administration Reform in Georgia is being implemented since 2016 in accordance with the European principles of public administration. Since its inception, several commitments undertaken within the reform framework have been successfully implemented, which ensures the establishment of a **transparent, accountable and effective public administration system**.

It is important to note that at the first stage of the Action Plan 2019-2020 development, in order to establish the priorities of the new Action Plan, the objectives of each policy direction identified in the Reform Roadmap, the progress achieved in the process of their implementation, and the existing challenges were thoroughly studied. **Based on the analysis of achievements and challenges, for the purposes of the new Action Plan, several objectives laid down in the Roadmap were modified, and new objectives were formulated. The new Action Plan does not repeat the objectives of the Roadmap, which were considered outdated to deal with the current challenges and/or were fully achieved as of the end of 2018.**

In order to implement the renewed vision of the Re-

form, several important steps were taken during the reporting period. Among them, the approval of the **Rule of Procedures for Development, Monitoring and Evaluation of Policy Documents** should be mentioned, that significantly changes rules for public policy development, monitoring and evaluation, and subsequently, increases public administration effectiveness. To facilitate the implementation of the evidence-based policies, Georgia has also introduced the **Regulatory Impact Assessment (RIA)** on legislative acts. Furthermore, the international quality management mechanism - **Common Assessment Framework (CAF)** – will improve the quality of public service delivery in the country and, accordingly, customer satisfaction level. In addition, it ensures continuous development and advancement of service provider organizations. A significant improvement of the **professional development system** for professional public servants should also be emphasized, which ensures the formation of a strong and effective public service. Based on the analysis outlined in this Report, the progressive and continuous flow of the Reform in 2019 provides grounds for achieving its final objectives.

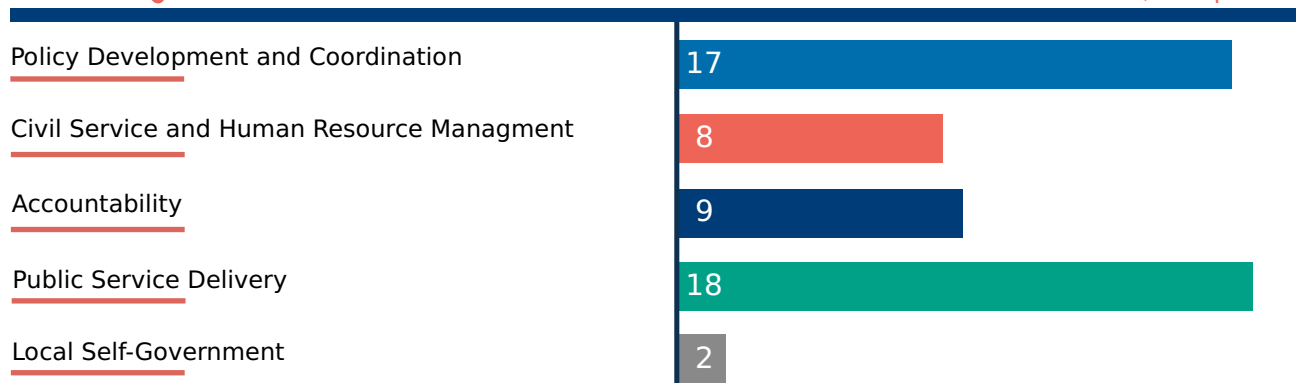
## REVIEW OF THE PROGRESS ACHIEVED DURING THE REPORTING PERIOD

Within the framework of this Monitoring Report, a total of **28 outcome indicators** and **54 output indicators** were evaluated in **five directions** of the Public Administration Reform Action Plan 2019-2020: policy development and coordination, civil service and human resource management, accountability, public service delivery, local self-government. Since the direction of **public finance management** does not include activities to be carried out as of the IV quarter of 2019, the document **only generally reviews** progress achieved during the reporting period.

**For the detailed statistics on the fulfilment of the outcome and output indicators, see Annex 1 (p. 52.)**

## OUTPUT INDICATORS ENVISAGED BY THE ACTION PLAN

2019, I-IV quarters



The assessment of the outcome indicators shows that **target values are to be achieved within the planned timeframe**. If outcome indicators cannot be measured based on 2019 data, the Report indicates **the rate of implementation of the activities**, that eventually, along with implementation of the activities planned for 2020, will affect the performance of the outcome indicators.



## POLICY DEVELOPMENT AND COORDINATION

By the end of reporting period, it is not possible to measure a progress for 9 out of 10 outcome indicators in relation to the baseline values, as it requires implementation of the legislative changes that came into force on January 1, 2020, or in some cases, completion of the activities planned for 2020. At the same time, one outcome indicator (1.1.2) was fully achieved in relation to the target value. Output indicators are being achieved mostly within the timeframe set by the Action Plan, with an insignificant

delay. However, according to the preliminary estimates, this will not have a negative impact on the performance of the relevant outcome indicators, except for outcome 3.1, that is being implemented with some drawbacks. Out of the 17 output indicators to be implemented during the reporting period, 11 were fully implemented, 3 were partially implemented, and 3 were not implemented (for detailed information, see p. 15).

### 10 OUTCOME INDICATORS

Positive progress dynamic	1 <sup>12</sup>	10%
Progress cannot be measured	9 <sup>13</sup>	90%

### 17 OUTPUT INDICATORS

Fully implemented	11
Partially implemented	3
Not implemented	3



## CIVIL SERVICE AND HUMAN RESOURCE MANAGEMENT

In this direction, the following outcome indicators - 2.2.1, 2.2.2, 2.3.1, 2.3.2, 2.3.3 have been assessed, respective to the activities implemented in 2019. The following outcome indicators manifest at least 50% progress with respect to the target values, indicating that civil service and human resource management direction of the Re-

form is mostly carried out in accordance with the deadlines set by the Action Plan. Out of 8 output indicators to be implemented during the reporting period, 6 were fully implemented and 2 were not implemented (for detailed information, see p. 23).

### 5 OUTCOME INDICATORS

Positive progress dynamic	5 <sup>14</sup>	100%
Progress cannot be measured	0	0%

### 8 OUTPUT INDICATORS

Fully implemented	6
Partially implemented	0
Not implemented	2



## ACCOUNTABILITY

In the reporting period, it is not possible to assess progress in achieving outcome indicators in this direction, since it requires completion of the activities planned for 2020. However, assessment of the implementation of the activities shows that the progress is lagging behind the deadlines set by the Action Plan. Out of 9 output indica-

tors to be implemented in the reporting period, 2 were fully implemented and 5 were partially implemented. The launch of two activities depends on the completion of the partially implemented activities (for detailed information, see p. 27).

### 5 OUTCOME INDICATORS

Positive progress dynamic	0	0%
Progress cannot be measured	5 <sup>15</sup>	100%

### 9 OUTPUT INDICATORS

Fully implemented	2
Partially implemented	5
Not implemented	2

<sup>12</sup> Action Plan 2019-2020, Direction: "Policy Development and Coordination", outcome indicator: 1.1.2.

<sup>13</sup> Action Plan 2019-2020, Direction: "Policy Development and Coordination", outcome indicators: 1.1.1, 1.2.1, 1.2.2, 1.2.3, 1.3.1, 1.3.2, 1.3.3, 1.3.4, 1.4.1.

<sup>14</sup> Action Plan 2019-2020, Direction: "Civil Service and Human Resource Management", outcome indicators: 2.1.1, 2.1.2, 2.2.1, 2.2.2, 2.2.3.

<sup>15</sup> Action Plan 2019-2020, Direction: "Accountability", outcome indicators: 3.1.1, 3.2.1, 3.3.1, 3.4.1 and 3.5.1.

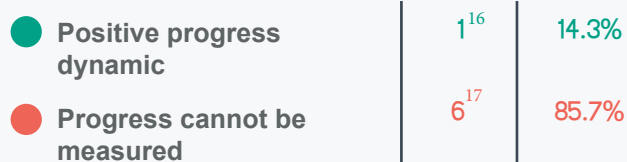


## PUBLIC SERVICE DELIVERY

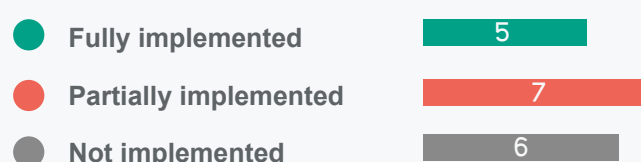
In this direction, it is not possible to assess 6 out of 7 outcome indicators in relation to the target value in the reporting period, because - 1) 4 outcomes (4.1. - 4.4.) falling within the competence of the LEPL State Services Development Agency are related to each other and require the adoption of the policy document on creation and delivery of public services, which did not take place in the reporting period; 2) Out of two outcome indicators (4.5 and 4.7) falling within the competence of the LEPL Data Exchange Agency, in 2019 the outcome indicator 4.5 approached the target value (more than 50% progress was observed in relation to the target value).

Consequently, the progress is being achieved according to the deadlines set by the plan. The assessment of the outcome 4.7 will be possible at the end of 2020 when the progress achieved by the agencies in implementing the information security policy is determined. The assessment of the implementation of the activities demonstrates that the progress is lagging behind the deadlines set by the Action Plan. Out of 18 output indicators to be implemented during the reporting period, 5 were fully implemented, 7 were partially implemented and 6 were not implemented (for detailed information, see p. 32).

### 7 OUTCOME INDICATORS



### 18 OUTPUT INDICATORS

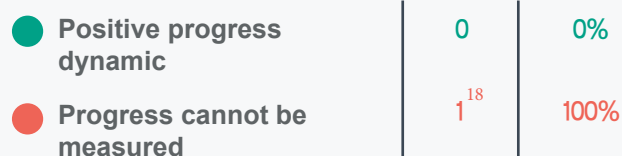


## LOCAL SELF-GOVERNMENT

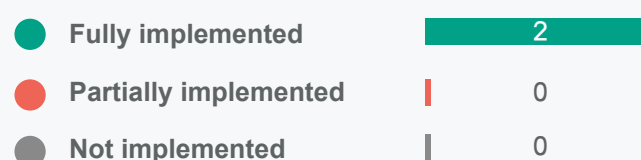
In terms of strengthening local self-government, it is not possible to assess the performance of the outcome indicator, since it requires full implementation of the activities planned for 2020. Nevertheless, two activities

planned for 2019 were fully implemented. The progress achieved shows that the Reform implementation in this area is taking place within the timeframe set by the Action Plan (for detailed information, see p. 42).

### 1 OUTCOME INDICATORS



### 2 OUTPUT INDICATORS



Having analyzed the status reports, and verification sources provided by the responsible agencies as well as the feedback from non-governmental organizations, the PAR Council Secretariat assessed the state of implementation of the outcome indicators in the reporting period as follows:

OUTCOME INDICATOR:	BASELINE 2018:	TARGET 2020:	PROGRESS 2019:
<b>Policy Development and Coordination</b>			
1.1.2. Share of the trained civil servants in Public Policy Analysis Trainings who have been awarded with the "completed with distinction" (the highest) certificate	N/A	51%	72.9%
<b>Civil Service and Human Resource Management</b>			
2.1.1. Share of the ministries covered by the Civil Service Law (CSL) who have presented Professional Development Plans and Reports to the Civil Service Bureau	0	90%	100%
2.1.2. Share of the ministries covered by the CSL whose employees have undergone compulsory professional development program	0	60%	45%

<sup>16</sup> Action Plan 2019-2020, Direction: "Public Service Delivery", outcome indicator: 4.5.1.

<sup>17</sup> Action Plan 2019-2020, Direction: "Public Service Delivery", outcome indicators: 4.1.1, 4.2.1, 4.3.1, 4.3.2, 4.4.1 and 4.7.1

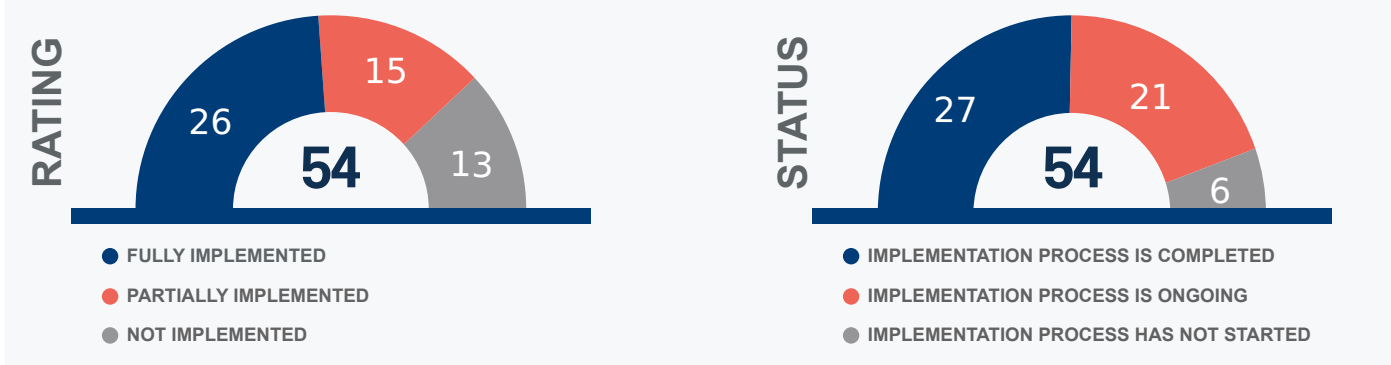
<sup>18</sup> Action Plan 2019-2020, Direction: "Local Self-Government", outcome indicator: 6.1.1.

2.2.1. Civil Service Bureau staff turnover	9%	5%	6%
2.2.2. Filled-in staff positions in the Civil Service Bureau	94%	100%	89%
2.2.3. Share of employees of the Civil Service Bureau who participated in the Professional Development Program on CSL	50%	60%	90%

### Public Service Delivery

4.5.1. Number of electronic services available at My.gov.ge.	427	470	467
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### IMPLEMENTATION OF THE OUTPUT INDICATORS IS AS FOLLOWS:



### KEY SUCCESS STORIES:

- The Government adopted the Rules of Procedure for Development, Monitoring and Evaluation of Policy Document along with the Handbook and 10 annexes
- 72.9% of civil servants (172 persons) trained in Public Policy Analysis completed a course “with distinction”
- International quality control mechanism developed and widely employed in the EU – Common Assessment Framework (CAF) has been introduced in the LEPL Public Service Hall
- Accreditation Regulation of the Professional Development Program for the professional civil servants has been adopted. A quality control mechanism of professional development programs has been introduced
- The Decentralization Strategy 2019-2025 was adopted, which is an important achievement towards the realization of citizens’ fundamental rights with regard to the self-government
- A draft law on Regulatory Impact Assessment (RIA) of Legislative Acts and Methodological Manual were adopted



### KEY CHALLENGES

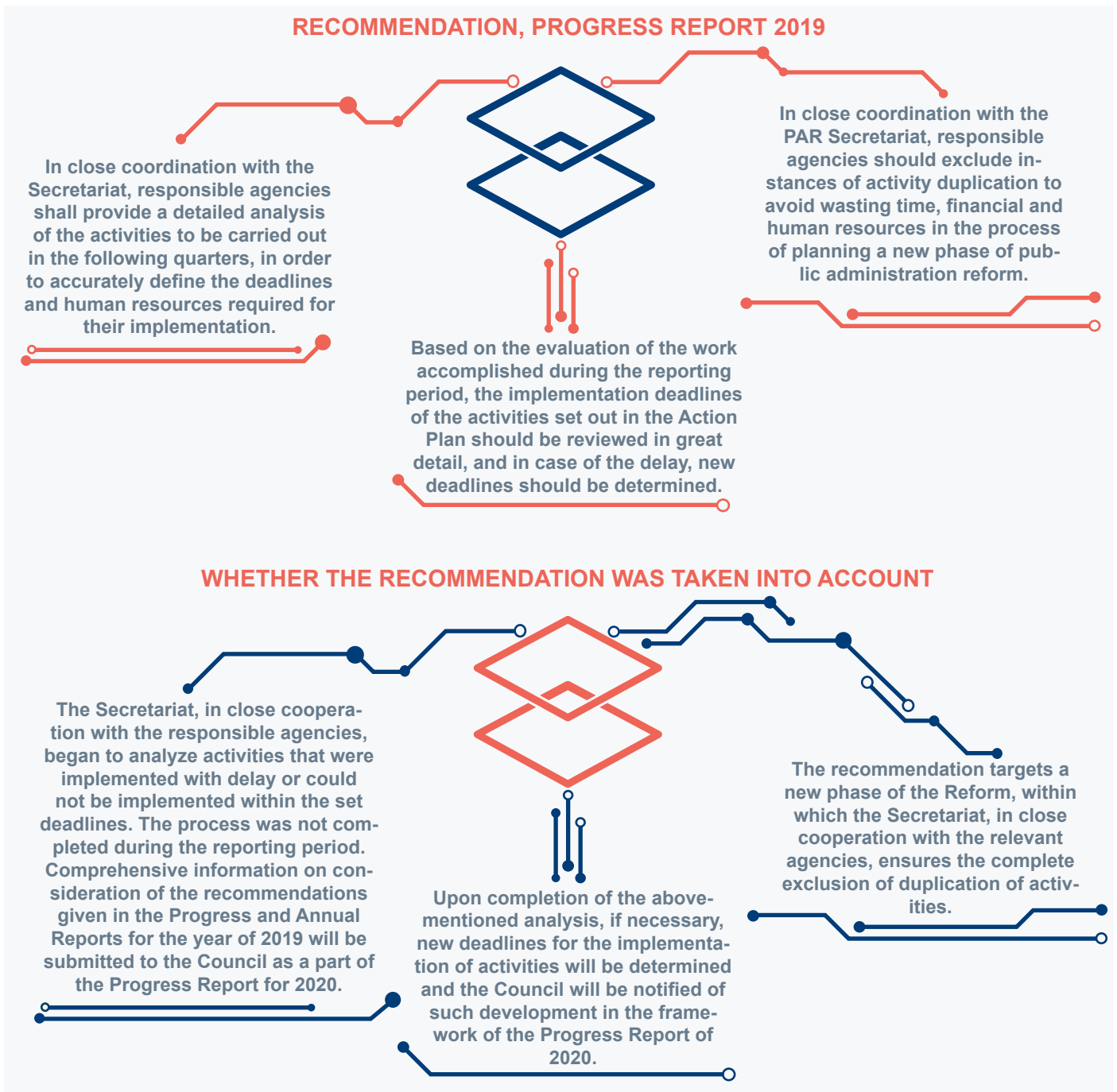
In the reporting period, the main challenges for the implementation of the output indicators are an **underestimation of the workload** and consequently, **inaccurately defined deadlines**. In addition, the monitoring revealed shortcomings due to insufficient **human resources** and **finding qualified experts**. In particular, **delayed elaboration of the documents to be submitted to the government**, as well as finding qualified experts in a timely manner, and **inconsistent planning of consultations with the stakeholders** on various issues were identified as challenges.

It should be noted that a significant portion of the issues described in the Annual Monitoring Report replicates the difficulties identified in the Progress Report. **For detailed information on challenges identified in each policy direction of**

**the Action Plan within the framework of the annual monitoring** (for detailed information, see p. 47).

Recommendations given in the present Report are based on both the information provided by the responsible agencies as of the fourth quarter of 2019, as well as the Progress Report encompassing three quarters of 2019. **Due to the fact that the Progress Report was submitted to the PAR Council in February 2020, the Annual Report does not fully assess the implementation of the recommendations by the responsible agencies since this process is still ongoing during the development of this report.** The full information on the consideration of the PAR Council Secretariat’s recommendations given in this Report will be reflected in the Progress Report 2020.

The table below provides information on the progress of implementation of the recommendations issued by the Secretariat within the framework of the Action Plan Progress Report:



In order to overcome the challenges identified in the Annual Report, it is important that the responsible agencies review the implementation deadlines of the planned activities in close coordination with the Secretariat. It is recommended to set new deadlines, if necessary, and find donors in coordination with the Secretariat to address the shortcomings related to the lack of human resources

without delays in meeting the deadlines.

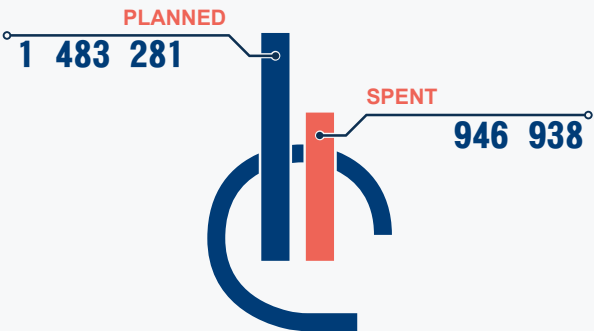
It is noteworthy that the impact of the measures taken to contain the spread of the novel coronavirus on the implementation deadlines of the Action Plan will be a challenge throughout 2020.



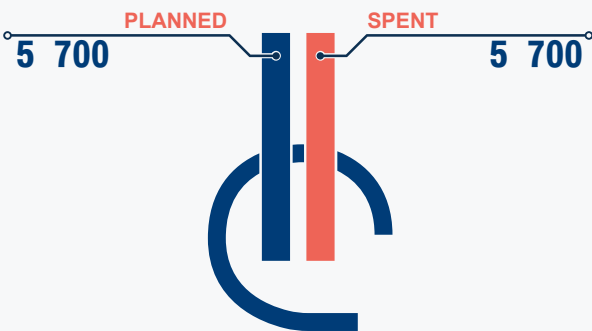
## FINANCIAL EXPENDITURES

The Action Plan budget envisaged donor assistance of **GEL 1,483,281** to implement activities of the IV quarter of 2019. From the mentioned amount, **946 938 GEL** was spent in the reporting period. In addition, **5 700 GEL** provided by the state budget was fully utilized during the

reporting period. Moreover, administrative resources were employed in accordance with the approved budget of the Action Plan. Full disbursement of the remaining part of the donor assistance will take place gradually, in the process of implementing delayed activities.



Financial Expenditures - Donors



Financial Expenditures - State Budget

# POLICY DEVELOPMENT AND COORDINATION

4 OBJECTIVES » 10 OUTCOME INDICATORS » 17 ACTIVITIES » 30 OUTPUT INDICATORS



One of the key objectives of Public Administration Reform is to further develop a policy planning system, establish result-oriented reporting, monitoring and evaluation systems, and improve the coordination of government actions.

In accordance with the recommendations of the Baseline Measurement Report<sup>19</sup> carried out by the OECD/SIGMA in 2018, within the framework of the **Reform Action Plan 2019-2020** the following was set as a prerequisite of the **second wave** of the Policy Planning and Coordination System **Reform**: the establishment of a relevant **legal basis**, **determination of guiding rules** and **capacity building of civil servants**. At the same time, it was planned to **introduce** the Regulatory Impact Assessment of legislative acts.



## KEY SUCCESS STORIES:

- A government decree approved the **Rules of Procedure for Development, Monitoring and Evaluation of Policy Documents**, along with **Handbook and 10 Annexes**
- A draft law on **Regulatory Impact Assessment of legislative acts** was adopted and the **Methodological Manual** was developed
- Policy analysis training course** was developed for civil servants based on the updated methodological documents

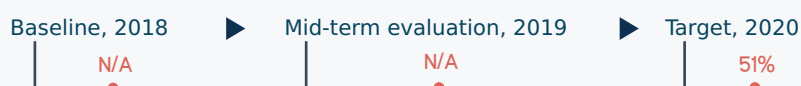
## OBJECTIVE 1.1.

Improve the quality assurance control mechanism of policy documents and develop the capacity of the civil servants intending to perfect the system of policy planning and coordination

**RESPONSIBLE AGENCY: ADMINISTRATION OF THE GOVERNMENT OF GEORGIA**

### OUTCOME INDICATOR 1.1.1:

Share of the policy documents submitted to the Government that meet the requirements of updated Policy Planning, Monitoring and Evaluation Handbook



As of December 31, 2019, it is not possible to measure the progress of the outcome indicator 1.1.1 of the objective 1.1 with respect to the baseline value, as the updated regulatory and methodological documents of the policy planning and coordination system (including the Handbook) entered into force on January 1, 2020, and thus, **quality of policy documents should be assessed against the updated methodological guidelines**. Consequently, the indicator will be measured at the end of the Action Plan.

<sup>19</sup> Baseline Measurement Report: The Principles of Public Administration, Policy Development and Coordination, Georgia, May 2018, available [here](#).



**OUTCOME INDICATOR 1.1.2:**

Share of the trained civil servants in Public Policy Analysis Trainings who have been awarded with the “completed with distinction” (the highest) certificate



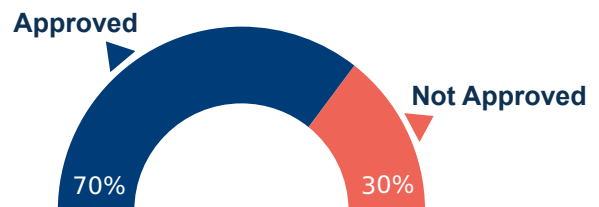
Out of 236 public servants trained during the reporting period 172 (72.9%) completed the course with distinction.

## PROGRESS ACHIEVED IN 2019

With the aim of creating a legal framework for the process of establishing a results-oriented and evidence-based policy development and coordinating system, a Rules of Procedure for Development, Monitoring and Evaluation of Policy Documents (the Rule)<sup>20</sup> was elaborated and approved by the Decree of the Government of Georgia on December 20, 2019.

The Rule defines a hierarchy of policy documents and establishes a unified standard for development, approval, monitoring, reporting and evaluation of national, sectoral and institutional policy documents; For the first time, it requires to carry out public consultations at the policy document development stage and defines quality assurance procedure for policy documents

### Out of 30 Policy Documents



submitted to the government for approval.

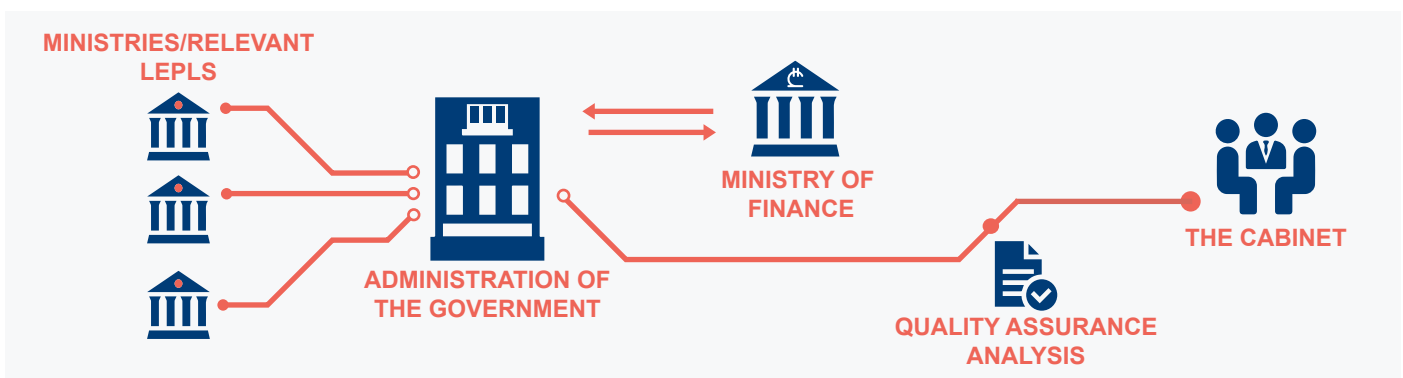
Determining the quality assurance procedure by the Rule directly reflects the objective of the improvement of mechanisms for quality control of policy documents set by the Action Plan.



Prior to creating legal basis for the process, during the year of 2019, the Administration of the Government of Georgia (Policy Planning Unit, Policy Planning and Coordination Department) carried out a quality examination of 30 policy documents (19 strategies along with their accompanying action plans and 11 independent action plans), within the framework of which, 52 rounds of consultations were held. Eventually, 24 documents were submitted to the government for approval, of which 21 (70%) were approved.

It should be noted that in order to establish a systematic approach with regard to quality assurance of policy documents, in accordance with the Rule, it has become mandatory that the Administration of the Government carries out the quality assessment of the policy documents submitted for the Government approval – by using special instruction (Handbook).




An integral part of the Rule is the updated Policy Planning, Monitoring and Evaluation Handbook – a methodological package, developed in accordance with the European Public Administration principles and practical recommendations of civil servants and OECD/SIGMA experts.



<sup>20</sup> Decree of the Government N629, December 20, 2019 on approval of Rules of Procedure for Development, Monitoring and Evaluation of Policy Documents, available [here](#).










## THE PURPOSE OF THE HANDBOOK IS TO:

-  Define the System and Stages of the Policy Development and Coordination carried out by the Government;
-  Establish Minimum Quality Standards to be met by a policy document submitted to the government;
-  Assist civil servants with practical recommendations and instructions in developing quality policy documents and in establishing a measurable, results-oriented monitoring and evaluation approach.











## THE POLICY PLANNING, MONITORING AND EVALUATION HANDBOOK:

-  Defines interrelation of policy documents;
-  Develops policy planning mechanisms and instruments;
-  Provides policy document structure;
-  Comprises of general instructions for the development of policy goals, objectives and relevant outcome indicators;
-  Includes quality assurance mechanisms;
-  Includes practical examples and recommendations;
-  Defines clear instructions on budgeting and linkage between policy document and the annual state budget, as well as the Basic Data and Direction Document (BDD).



## IN ORDER TO DEVELOP SPECIFIC GUIDELINES AND TEMPLATES IN RELATION TO CERTAIN STAGES OF THE POLICY CYCLE, 10 ANNEXES HAVE BEEN DEVELOPED AND ADDED TO THE HANDBOOK.

-  Manual for conducting Situation Analysis;
-  Manual for designing Logical Framework;
-  Manual for drafting an Indicator Passport;
-  Manual for drafting an Action Plan;
-  Budgeting instrument;
-  Manual for developing a Coordination Mechanism;
-  Quality Assurance instrument;
-  Glossary.

Involvement of citizens in the policy-making and decision-making process is one of the most important components of the European Public Administration, which is a mechanism for the government to: (1) inform citizens at the initial stage of policy development, (2) receive feedback and analyze their views, and (3) analyze real needs based on the above.

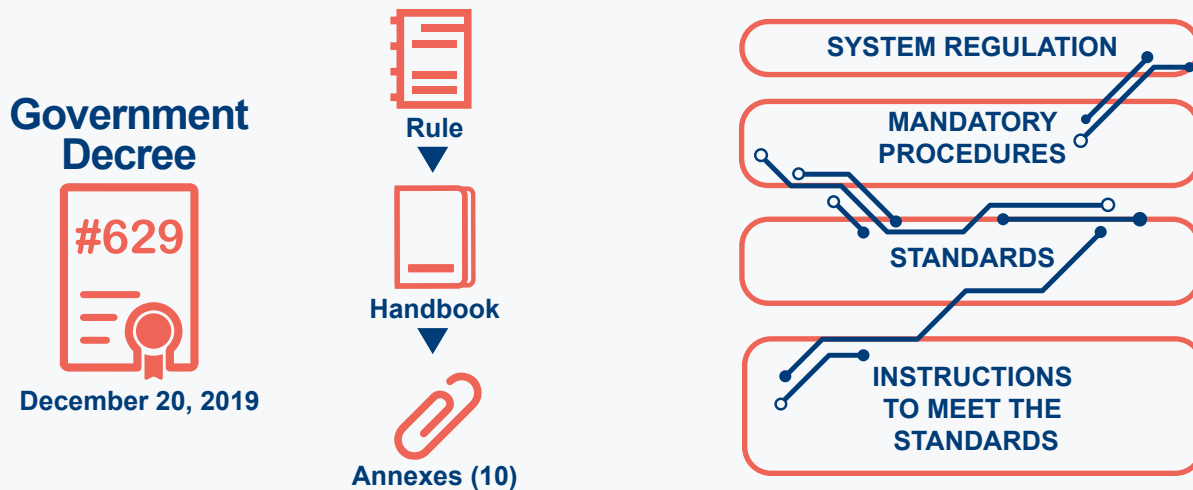
According to the Baseline Measurement Report conducted by the OECD/SIGMA in 2018, Georgia was evaluated with 0 points in the component of conducting public consultations in the process of public policy development. Stemming from the above, within the second wave of the reform, it was planned to study the best practices of conducting public consultations and based on the finding to develop “instructions for carrying out public consultations”.

In order to conduct a study on the best practices and legislative regulations for carrying out public consultations, the Administration of the Government of Georgia, in co-

operation with a donor organization, initiated the procedure for selecting an expert during the reporting period; however, it became evident that the Thematic Inquiry Group of the Open Governance Parliamentary Council of the Parliament of Georgia were developing a study report “On regulations and practice for involvement of stakeholders in the policy-making process carried out in the central executive bodies”. In order to avoid duplication of activities and save additional resources, the mentioned study report and related recommendations were identified as the main output of the PAR Action Plan. The study was completed during the reporting period.<sup>21</sup>

More importantly, it is worth to emphasize that the newly approved Rule stipulates a legal obligation to conduct public consultations at the policy document development stage. During the reporting period, elaboration of instructions for conducting public consultations has started, and right after its finalization it will be added as an annex to the Handbook.

<sup>21</sup> Instruments and practices of civil involvement available in state institutions, Report of the thematic research group of the permanent Parliamentary Council for Open Governance, 2019. The report is available [here](#).



In order to achieve the goal of the objective 1.1, it is crucial to **strengthen the capacity of civil servants**.

During the reporting period, in accordance with the updated methodological documents, in collaboration with international and local experts and active involvement of

civil servants, the **policy planning, monitoring and evaluation (policy analysis) training course** designed for civil servants was updated. The course initially was developed in 2018, with a joint effort of the Administration of the Government of Georgia, the United Nations Development Program (UNDP) and the British Government.

#### AS PART OF THE UPDATED COURSE:

- The **number of modules** increased from 9 to 12;
- Development of an action plan, budgeting, monitoring, evaluation and reporting were formed **as an independent modules**;
- The course was **updated in accordance with the existing challenges and needs**.

In 2018-2019, 236 civil servants from 45 public agencies were trained. It is noteworthy that 172 (72.9%) out of 236 civil servants received certificates of excellence as of December 31, 2019.

PHASE:	PERIOD:	TRAINED CIVIL SERVANTS:	RECEIVED CERTIFICATES OF EXCELLENCE:
I	OCTOBER 2018 - MARCH 2019	191	172
II	NOVEMBER 2019 - MARCH 2020		
	FIRST FLOW 11/2019 - 12/2019	45	WILL BE DETERMINED ACCORDING TO THE FINAL ASSESSMENT
	SECOND FLOW 02/2020 - 03/2020	55	WILL BE DETERMINED AFTER THE TRAININGS ARE COMPLETED

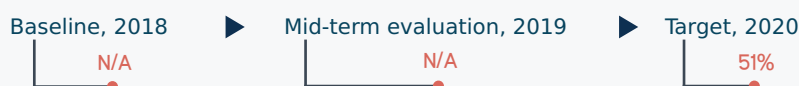
## OBJECTIVE 1.2.

Improve the quality of policy implementation Monitoring, Reporting and Evaluation in order to ensure result-based management and increased public accessibility

**RESPONSIBLE AGENCY: ADMINISTRATION OF THE GOVERNMENT OF GEORGIA**

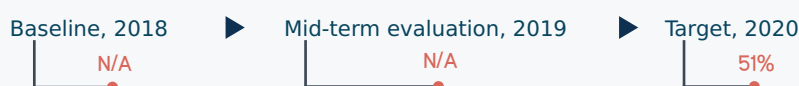
#### OUTCOME INDICATOR 1.2.1:

Share of annual monitoring reports on implementation of strategies approved by the government that comply with the requirements of updated Policy Planning, Monitoring and Evaluation Handbook



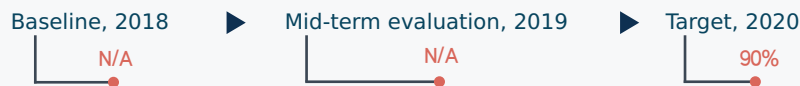
#### OUTCOME INDICATOR 1.2.2:

Share of mid-term or final evaluation reports on implementation of strategies approved by the government that comply with the requirements of updated Policy Planning, Monitoring and Evaluation Handbook



**OUTCOME INDICATOR 1.2.3:**

Share of annual monitoring reports on implementation of strategies approved by the government that are published on the website of the responsible agency



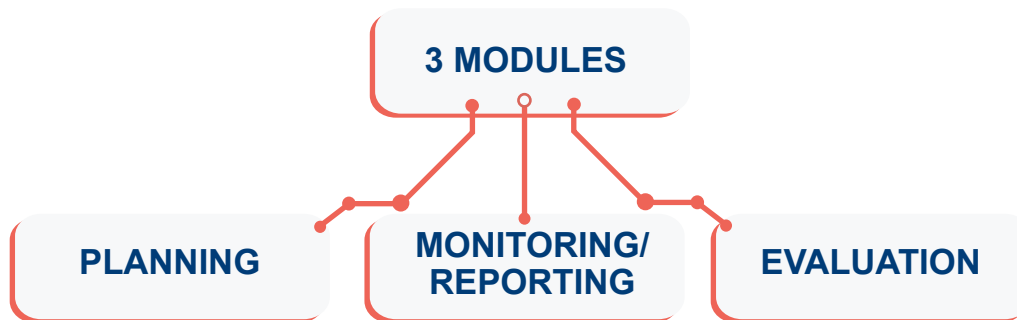
As of December 31, 2019, it is not possible to measure progress of outcome indicators 1.2.1, 1.2.2 and 1.2.3 of the Objective 1.2 in relation to the baseline value. As the Decree N629 of the Government of Georgia of December 20, 2019 "On approval of the Rule for Developing, Monitoring and Evaluating policy documents" applies only to the policy documents approved after January 1, 2020, it is not possible to measure the performance of the outcome indicators as of December 31, 2019.

## PROGRESS ACHIEVED IN 2019

Along with updating handbook, the monitoring and evaluation manuals were developed that includes the following information:

-  **Monitoring report purpose**, types and frequency, templates and principles for drafting;
-  **Evaluation planning**, criteria, evaluation questions, impact assessment methods, report structure and basic principles for drafting.

In order to further develop and improve policy planning and coordination system, elaboration of unified E-system for Policy Planning and Coordination is already underway. The system will significantly improve the coordination process between different institutions.



Integration of all stages of the policy development cycle into a single electronic system at the governmental level will simplify the overall process of developing, reporting and evaluating national and sectoral policy documents. At the same time, it will enhance transparency of policy cycle and, most importantly, will focus on eliminating existing practices of activity duplication.

operation with the LEPL - Data Exchange Agency, and with the financial support of the UNDP, has started and is currently actively working on the development of the unified electronic system. The first draft version of the document describing business process analysis of the E-system has been developed during the reporting period. The process is ongoing with the active involvement of stakeholders.

The Administration of the Government of Georgia, in co-

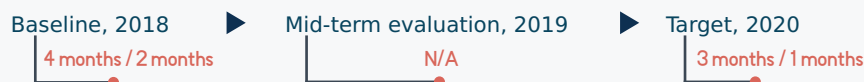
## OBJECTIVE 1.3.

Develop a practice of elaborating Policy Documents electronically in order to enhance the transparency of anti-corruption policy elaboration and effectiveness of inter-agency coordination

**RESPONSIBLE AGENCY: MINISTRY OF JUSTICE OF GEORGIA**

**OUTCOME INDICATOR 1.3.1:**

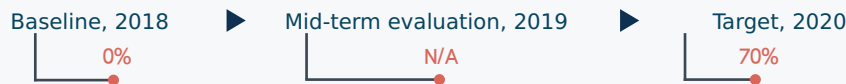
Timeline for Policy development, monitoring and evaluation



Measuring the progress of this outcome indicator in relation to the baseline value will be possible once the electronic platform is launched (according to the Action Plan – 2020, I Qr). It is the launch of the system that should reduce the timelines for developing, monitoring and evaluating anti-corruption policies.

**OUTCOME INDICATOR 1.3.2:**

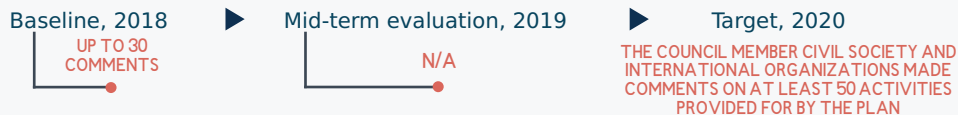
The share of representatives of the Anti-corruption Inter-agency Coordination Council member agencies who have completed the training “with distinction”



To measure a progress of the outcome indicator in relation to the baseline value will only be possible after the development of the electronic platform, development of the e-system user’s manual and conducting the relevant trainings.

**OUTCOME INDICATOR 1.3.3:**

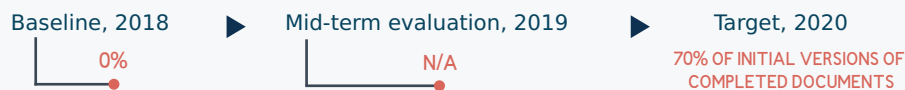
Increased engagement of the Council member NGOs and international organizations



Measuring the progress of the outcome indicator in relation to the baseline value will be possible after the launch of the electronic platform.

**OUTCOME INDICATOR 1.3.4:**

Share of the strategic documents and monitoring reports that are filled out flawlessly



To measure progress of the outcome indicator in relation to the baseline value will be possible after the launch of the electronic platform, once representatives of the agencies will be able to work in this very system.

**PROGRESS ACHIEVED IN 2019**

In order to digitize the anticorruption strategy and respective action plan development process, as well as stages of monitoring and evaluation, the Inter-agency Anticorruption Coordination Council (Anti-corruption Council) under the Ministry of Justice of Georgia (the Secretariat of the Anti-corruption Council) carried out a research on the electronic portals of various countries including Georgia. The draft version of the research was developed in the reporting period.

In order to launch a portal, the Action Plan envisaged first, establishment of a **temporary working group comprised of representatives of the Anti-corruption Council member agencies along with technical staff**, and then - **sharing the results of the research with a working group**. According to the Anticorruption Council Secretariat, there was no need to establish the working group prior to development of the concept, forming the group and sharing the outcomes of the study is still planned, however, it was not done during the reporting period. According to the Action Plan, after preparing of the final version of the research on best practices and sharing it with the working group, a concept of the electronic system should be developed, and later, based upon - a document describ-

ing business processes of the electronic system. Hence, establishment of the working group and the research of best practices are a prerequisite for developing the e-system concept and the document describing business processes. The document on the research of best practices is not available during the reporting period, however its preparation is underway.

In this connection, it is important to note that the process of developing a unified electronic **Policy Development and Coordination system (PDCems)** by the Administration of the Government of Georgia is underway. Therefore, in order to properly allocate resources and avoid duplication of activities, which was underlined in the Progress Report recommendations as well, it is important that a unified electronic system for policy planning and coordination be put in place at the first stage, and that the preparation of an electronic system for the development of anti-corruption documents be modified or continued uninterrupted on the basis of a thorough study and analysis of this system. In view of the above, the Anti-Corruption Council Secretariat is planning the next steps to implement the commitment step by step and as needed.

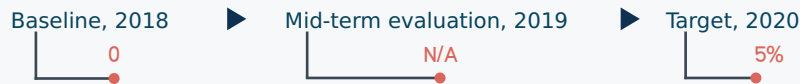
## OBJECTIVE 1.4.

Establish the evidence-based policy development system through implementation of Regulatory Impact Assessment (RIA) on legislative acts

**RESPONSIBLE AGENCY: MINISTRY OF JUSTICE OF GEORGIA; ADMINISTRATION OF THE GOVERNMENT OF GEORGIA**

### OUTCOME INDICATOR 1.4.1:

Share of the Government initiated legislative packages elaborated in accordance with the Regulatory Impact Assessment (RIA)





As of December 31, 2019, it is not possible to measure progress of the outcome indicator in relation to the baseline value, as the amendment on the RIA introduced to the Organic Law of Georgia "On Normative Acts" came into force only on January 1, 2020. Therefore, no legislative package initiated by the government based on the regulatory impact during the reporting period could have been developed. Consequently, performance of the indicator will be measured at the end of the Action Plan.




## PROGRESS ACHIEVED IN 2019

Regulatory Impact Analysis (RIA) is a systemic approach to critically assessing the positive and negative effects of proposed and existing regulations and non-regulatory alternatives. It is an important element of an evidence-based approach to policymaking.

Under the RIA, it is possible to assess initiatives according to costs, benefits and risks that have a significant impact on the society in economic, environmental, and social terms. The RIA aims to answer two fundamental questions:

-  Whether regulatory intervention is necessary? And if so
-  What is the best way to solve the problem?

In order to achieve the goal set by the objective, an amendment was introduced to the Organic Law of Georgia on Normative Acts.<sup>22</sup> As a result:

-  Respective legislative initiatives will be evaluated according to their costs, benefits and risks;
-  A better understanding of regulatory outcomes will be ensured (who will receive benefits, who will bear costs), along with the identification of the direct and indirect impacts;
-  By constant consultations with stakeholders, transparency of the legislative process will be improved.

During the reporting period, in parallel with the amendments to the law, the development of a methodological manual for assessing regulatory impact of legislative acts was completed, which was submitted to the government for approval at the end of 2019. The Manual was approved by the Decree N35 of the Government of Georgia of January 17, 2020.<sup>23</sup>

The Decree sets out the rules and conditions for the RIA implementation. Moreover, the decree also defines the list of legislative acts where, in the event of an amendment, it is mandatory to apply RIA.

Along with the Decree, a technical manual for regulatory impact assessment was submitted to the government, which will provide appropriate assistance to the

representatives of the central and local administrations as authors of the initiative in the process of conducting the assessment of the impact of regulation within the already approved normative framework and preparing the relevant report.

As a result of the large-scale measures taken during the reporting period, a solid foundation was developed to assess practical outcomes of introducing RIA in the process of preparing evidence-based policies by the end of the Action Plan.

It should be noted that in order to facilitate the introduction of the RIA in practice, starting from the spring of 2020, the training of about 60 civil servants in charge of law-making will begin provided by the LEPL - Training

<sup>22</sup> Legislative Herald, [Organic Law of Georgia on Normative Acts](#), Article 17<sup>1</sup>.

<sup>23</sup> Legislative Herald, [On Approval of the Methodology of Regulatory Impact Assessment](#), Decree No. 35 of the Government of Georgia, January 17, 2020.

Center of Justice. Strengthening capacities of civil servants in this direction will be of a permanent nature, and the relevant trainings will be conducted in several stages. In addition, in order to reach a common approach of

the legislative and the executive branches with regard to the RIA standards, working meetings are planned with the participation of members of the Parliament and staff of the parliament.

## NEXT STEPS

- Operationalization of the electronic system for developing, monitoring and reporting policy documents;
- Gradual preparation of documents required for the development of the Anti-Corruption Council's electronic portal.

## RECOMMENDATIONS

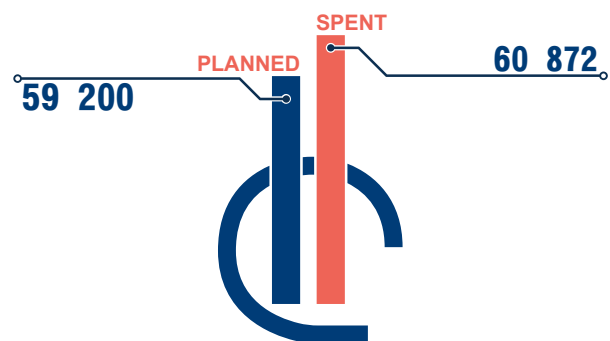
In order to minimize delays in the deadlines set out in the Action Plan and fully perform the outcome indicators by the end of 2020, it is necessary to take into account the following recommendations:

- ❖ A document describing business processes of the Unified Electronic System for elaboration, monitoring, reporting and evaluation of policy documents should be completed as soon as possible in order to avoid delays the implementation of linked activities;
- ❖ Negotiations with a donor organization regarding the development of an electronic portal of the Anti-Corruption Council should be finalized as soon as possible and drafting of a document describing business processes should be completed within a limited timeframe in order to timely achieve the outcome indicators.

## FINANCIAL EXPENDITURES, 2019

The Action Plan budget envisaged donor assistance in the amount of **GEL 59,200** for the Policy Development and Coordination direction, for implementation of activities to be completed in 2019. Part of the activities was implemented during the reporting period using administrative resources.

During the reporting period **expenditure was higher than envisaged - 60 872 GEL**. This discrepancy is conditioned by several factors. First of all, it should be mentioned that the donor assistance (GEL 13 500) allocated to conduct a study on carrying out public consultations was saved, since the study report and recommendations of the Thematic Research Group of the Open Government Permanent Council will be the main output of the relevant activity (see objective 1.1 for details). Moreover, by the end of the reporting period, the amount allocated for printing of the updated methodological package of policy planning was not utilized (GEL 7 200). It should be taken into account that more than (31 813 GEL) pre-defined amount (6 600 GEL) was spent on the preparation of the training course for policy planning, monitoring and evaluation (policy analysis) and updating of materials.



# CIVIL SERVICE AND HUMAN RESOURCE MANAGEMENT

2 OBJECTIVES » 6 OUTCOME INDICATORS » 9 ACTIVITIES » 19 OUTPUT INDICATORS



The aim of the Civil Service and Human Resource Management direction of the Public Administration Reform is to establish an effective and efficient public service built upon a merit-based system, that encourages career advancement, facilitates and promotes professionalism.

## KEY SUCCESS STORIES:

- The accreditation regulation of professional development programs for professional civil servants has been developed, which ensures quality control of training programs created for capacity building of civil servants. Accreditation was granted to the basic professional development programs of five training centers
- 374 civil servants have passed accredited professional development programs, and ranking of accredited professional development programs has been developed, which is an additional control mechanism
- Institutional and functional analysis of the Civil Service Bureau was carried out, aimed to strengthen the capacity of the Bureau

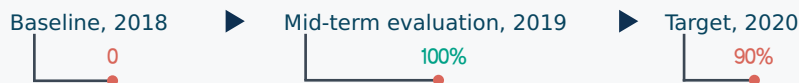
## OBJECTIVE 2.1.

Establish professional development system of professional civil servants at the level of ministries and promote prevention of political influence on managerial positions in the civil service in order to enhance merit-based career advancement and neutrality principles

RESPONSIBLE AGENCY: LEPL - CIVIL SERVICE BUREAU

### OUTCOME INDICATOR 2.1.1:

Share of the ministries covered by the CSL who have presented Professional Development Plans and Reports to the Civil Service Bureau



100% of the ministries covered by the CSL submitted professional development plans for the year of 2019 to the Civil Service Bureau. Hence, there is a 111% progress in the outcome indicator 2.1.1 in relation to the target value, indicating that the Bureau improved the target value earlier than planned and fully implemented the outcome indicator.

### OUTCOME INDICATOR 2.1.2:

Share of the ministries covered by the CSL whose employees have undergone compulsory professional development program





45%<sup>24</sup> of the ministries provided basic programs for employees of I and II rank. Outcome indicator 2.1.2 shows a 75% improvement in relation to the target value, indicating that progress is taking place in line with the planned deadlines and allows us to predict that by the end of 2020, the outcome indicator will be fully implemented.

The content of the Civil Service Reform Concept, that became the basis for the adoption of the Civil Service Law, builds on the establishment of a professional civil servants' institute and implies the introduction of the regulations aiming at **relieving civil service from the political influence and developing a fair system for career advancement**. At the same time, the effective functioning of the public sector is highly depended on **high qualifications of individ-**

**uals employed in public agencies and their professional development.**

Achievement of the objective set by the Action Plan for 2019-2020 implies **offering professional development opportunities to civil servants, regulating their mandatory participation in training programs, and involving public agency in this process.**

## PROGRESS ACHIEVED IN 2019

To create a professional development system and ensure its uniformity, a **form for annual professional development plans and annual reports for civil servants employed at public agencies** was approved by the Order of the Head of the Civil Service Bureau on January 14, 2019, which allows public agencies to draft annual professional development plans and reports **based on the unified standards.**

A public agency identifies the individual needs of a civil

servant at the beginning of each year. In analyzing those needs it relays on both the organizational needs of the agency and the results of the civil servant's performance appraisal results.

During the reporting period, public agencies approved and submitted the annual plans for professional development to the Bureau, based on which basic and supplementary training programs were planned for civil servants.<sup>25</sup>



**FROM MAY 1 TO DECEMBER 31, 2019, OUT OF 905 SUPPLEMENTARY PROGRAMS DEFINED IN 161 PUBLIC AGENCIES, 94 PROGRAMS WERE IMPLEMENTED, WITHIN THE FRAMEWORK OF WHICH 520 CIVIL SERVANTS WERE TRAINED**

Based on the analysis of professional development plans and reports, the Civil Service Bureau determined that the **first-year plans may not fully reflect the individual needs of civil servants**. Therefore, it is necessary for the next year's plans to be more focused on the **needs arising from the activities to be carried out by the civil servant**. This is important since the training selected based on the needs analysis serves not only the interests of a particular civil servant but also ensures proper functioning of the public agency and establishment of an effective public service.

**Culture and Sports** "On approval of the Statute and Cost of Accreditation for the Professional Development Program of Professional Civil Servant" was developed in cooperation with the Civil Service Bureau and the Ministry of Education, Science, Culture and Sport and **adopted on March 6, 2019.**

Quality control (accreditation) of basic professional development programs is provided by the LEPL - the National Center for Educational Quality Enhancement in accordance with the regulations established by the legislation of Georgia.

In order to implement the basic professional development programs, Decree N46/N of the Minister of Education, Science,



**AT THE END OF THE REPORTING PERIOD, THE BASIC PROFESSIONAL DEVELOPMENT PROGRAMS OF FIVE EDUCATIONAL INSTITUTIONS WERE ACCREDITED<sup>26</sup>**



**DURING THE REPORTING PERIOD, 374 CIVIL SERVANTS UNDERWENT ACCREDITED PROFESSIONAL DEVELOPMENT PROGRAMS, THUS MAKING IT POSSIBLE TO EVALUATE PROGRAMS AND DEVELOP THEIR RANKINGS**

Based on the information received from the training centers **regarding the level of satisfaction of the participating civil servants, the Bureau has developed rankings of the accredited professional development programs, which presents an additional control mechanism**. According to the Action Plan, development of these rankings was envisaged for

the II quarter of 2019; However, due to the fact that a significant part of 2019 was devoted to the processes of accreditation of training programs, civil servants underwent accredited programs later than scheduled by the plan; therefore, the rankings of the programs were developed with delay as well.<sup>27</sup>

<sup>24</sup> Five Ministries - Ministry of Finance, Ministry of Foreign Affairs, Ministry of Regional Development and Infrastructure, Ministry of Justice, Ministry of Economy and Sustainable Development.

<sup>25</sup> Decree N242 of the Government of Georgia of May 22, 2018 identified two types of professional development programs: basic and supplementary. Taking basic program within the period of one year is mandatory for all persons who are appointed to an official position on the basis of open or closed competition for the first time. Supplementary programs are provided to the civil servant within two years after the need is identified by the public institution.

<sup>26</sup> LEPL - Justice Training Center, LEPL - Academy of the Ministry of Finance, LEPL - Zurab Zhvania School of Public Administration, Non-profit (non-commercial) legal entity - St. Andrew the First-Called Georgian University of the Georgian Patriarchate, LEPL - Public Audit Institute.

<sup>27</sup> Rankings of the accredited professional development programs for the year 2019.

As part of the reform, along with the professional development of civil servants, an important precondition for establishing an effective and just civil service is the **existence of legal protection guarantees for each civil servant**, including in the process of its reorganization, liquidation or/and merger with other public agencies.

On November 5, 2019, by the Order N1023/sa of the Head of the Civil Service Bureau a working group was established to analyze the “Law of Georgia on Civil Service” and by-laws with regard to the issues of reorganization, liquidation and/or merger of a public agency with other public agencies, and, if necessary, to develop appropriate draft(s) amendment(s).<sup>28</sup>

As part of the Civil Services Twinning Project carried out in collaboration with the Civil Service Bureau and the Administration of the Government of the Republic of Lithuania, the Lithuanian experts, along with a working group mentioned above, analyzed the existing legislative norms regulating the reorganization, liquidation and/or merger of

public agencies, and **developed recommendations** based on Lithuanian experience.

In addition, during the reporting period, **three internal meetings**, organized by the Bureau and **attended by representatives of public agencies**, were held to discuss mobility, stages of the reorganization process and the challenges associated with its outcomes. About 60 representatives of the human resources management units of public agencies took part in the internal discussions.

Based on the recommendations and results of consultations with stakeholders, it was decided to amend the legislation, which implies the **development of a draft amendments** to the **Decree N199 of the Government of Georgia** of April 20, 2017 “On the Rule of Mobility of Professional Civil Servants”.

The meetings revealed the need for conducting further consultations to identify **the final version of the draft amendments** to the legislation, which would be then submitted to the government. This process is actively underway.

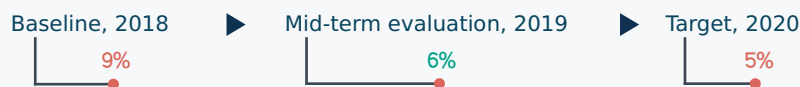
## OBJECTIVE 2.2.

Institutional strengthening of the CSB in order to promote enforcement of the Civil Service Law and establish a unified approach

**RESPONSIBLE AGENCY: LEPL - CIVIL SERVICE BUREAU**

### OUTCOME INDICATOR 2.2.1:

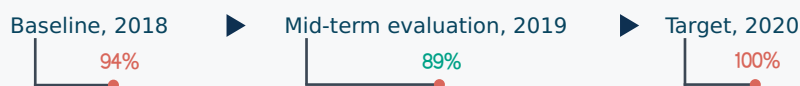
Civil Service Bureau staff turnover



Percentage of the turnover of Civil Service Bureau employees as of 2019 is 6%, which indicates that progress is achieved in accordance with the scheduled deadlines and the Bureau has approached the target value.

### OUTCOME INDICATOR 2.2.2:

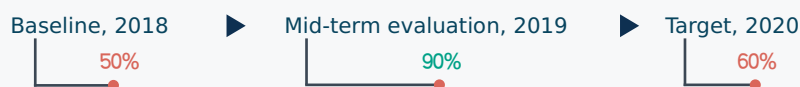
Filled-in staff positions in the Civil Service Bureau



The staff list of the Civil Service Bureau envisages 36 positions, out of which 4 are vacant. Accordingly, the **percentage of filled positions provided by the staff list of the Bureau is 89% for the reporting period.**

### OUTCOME INDICATOR 2.2.3:

Share of employees of the Civil Service Bureau who participated in the Professional Development Program on CSL



90% of the Bureau employees (28 employees) have undergone professional development programs on the CSL and its implementation. The outcome indicator 2.1.1 shows a 150% progress in relation to the target value, indicating that the Bureau has improved the target value earlier than planned and fully implemented the outcome indicator.

<sup>28</sup> The working group includes representatives of the Civil Service Bureau, the Ministry of Finance, the Ministry of Regional Development and Infrastructure, the Ministry of Defense, the Ministry of Justice, the Ministry of Economy and Sustainable Development and the Ministry of Foreign Affairs.



## PROGRESS ACHIEVED IN 2019

The Civil Service Bureau, as the leading agency for the Civil Service Reform, aims to improve the civil service regulatory framework, human resource management in the civil service and introduce e-government projects based on the situation analysis, researches and international experience.

Therefore, it is necessary to increase the capacity of the Civil Service Bureau itself so that the Bureau can properly lead and supervise the Reform implementation process and provide public agencies with recommendations in various areas.

During the reporting period, as part of the Twinning Project, Lithuanian experts conducted a **functional analysis**

of the Civil Service Bureau. As a result, a **report was developed** analyzing the structure and functions of the Civil Service Bureau in detail and presenting recommendations aimed at strengthening the capacity of the Bureau.

It should be noted that in order to achieve the outcomes defined in the Objective 2.2, it is necessary to perform each activity of the Objective and it is noteworthy that in the reporting period, the plan envisaged implementation of only one such activity (conducting functional and institutional analysis of the Bureau). Therefore, it is especially important that, despite the above, the mid-term values of all three outcome indicators of the Objective 2.2, in the dynamics, are approaching the results expected for the end of 2020.



## NEXT STEPS

In the future, the LEPL Civil Service Bureau plans to hold additional consultations in order to formulate the final version of the **draft amendments** to be introduced to the

**Decree N199** of the Government of Georgia of April 20, 2017 "On the Rule of Mobility of Professional Civil Servants", which will be submitted to the Government.



## RECOMMENDATIONS

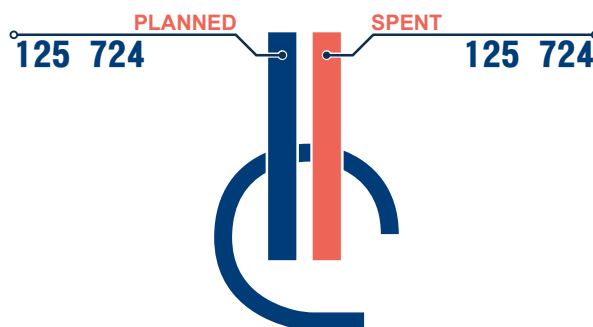
In order to minimize the delay in meeting the deadlines provided by the Action Plan and fully achieve the set outcome indicators by the end of 2020, it is necessary to take into account the following recommendations:

- ❖ The LEPL - Civil Service Bureau shall ensure discussion of the draft amendments to the legislation with the participation of stakeholders in a broader format so that the draft amendments are submitted to the government on time;
- ❖ The LEPL - Civil Services Bureau shall ensure that appropriate budgetary resources are found for professional development.



## FINANCIAL EXPENDITURES, 2019

The Action Plan budget envisaged **donor assistance in the amount of 125 724 GEL** for the activities planned by IV quarter of 2019, that was **fully utilized during the reporting period**. No state budget funds were spent during the reporting period, as **administrative resources were used** in accordance with the approved budget of the action plan.





# ACCOUNTABILITY

5 OBJECTIVES » 5 OUTCOME INDICATORS » 14 ACTIVITIES » 19 OUTPUT INDICATORS



Accountable governance is one of the cornerstones of the Public Administration Reform. The Reform in this area aims to enhance integrity of the public institutions and increase public trust in the government.

According to the public administration principles set by the OECD/SIGMA, in the accountability direction the Action Plan

aims at deciding on the institutional set-up of legal entities of public law (LEPLs), improving accessibility of open data, ensuring implementation of the recommendations of the State Audit Office of Georgia, raising citizens' awareness regarding the open government policy principles, and provision of access to information.

## KEY SUCCESS STORIES:

-  An electronic monitoring tool on recommendations issued by the State Audit Office has been developed
-  Development of an Open Government Georgia online platform (website) is in an active stage

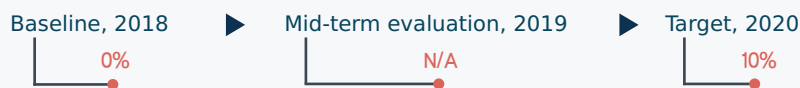
## OBJECTIVE 3.1.

Suggest institutional set-up to the LEPLs covered by the CSL in order to strengthen the principles of economy, effectiveness and efficiency

**RESPONSIBLE AGENCY: LEPL - CIVIL SERVICE BUREAU**

### OUTCOME INDICATOR 3.1.1:

Share of LEPLs covered by the CSL that have implemented recommendations issued by the Civil Service Bureau on institutional set-up of the LEPLs



The Action Plan envisages development of recommendations related to the institutional set-up of the LEPLs that are considered as civil service by the Civil Service Bureau by the 4<sup>th</sup> quarter of 2020 - after the package of amendments is introduced to the Law of Georgia "On Legal Entity of Public Law" is approved. Therefore, it is not possible to measure the outcome indicator during the reporting period.

In order to successfully implement the Civil Service Reform and the Law of Georgia on Civil Service, in 2016-2017 the Civil Service Bureau carried out the functional and institutional analysis of central government institutions, based on which the recommendations were developed. In order to prepare the ground for the significant continuation of this process and extend the scope of the Law of Georgia on Civil Service to LEPLs, the Bureau started functional

and institutional analysis of LEPLs in 2018.

To decide on the institutional set-up of LEPLs within the framework of the Reform Action Plan 2019-2020, it was determined to complete an in-depth analysis of their functions and responsibilities, as well as to develop a draft law that defines the activities, categories and status of employees of the LEPLs.

## PROGRESS ACHIEVED IN 2019

Throughout 2019, the Civil Service Bureau undertook important steps towards establishing a new vision of the institutional set-up of LEPLs. To analyze the functions and responsibilities of LEPLs, the Bureau sent a questionnaire compiled in cooperation with the Ministry of Finance of Georgia to approximately 110 LEPLs. Based on the information received from the questionnaires, **the first stage of the functional analysis of the LEPLs** was carried out

to identify the LEPLs that represent civil service for the purposes of the Law of Georgia On Civil Service.<sup>29</sup> As a result, a **methodology for internal use** was developed during the working process, and **LEPLs were classified into categories**. The Bureau has developed a criteria matrix to categorize LEPLs. Besides, recommendations were prepared on extending the scope of the Law of Georgia "On Civil Service" to LEPLs.<sup>30</sup>

Based on the analysis of the functions and authorities of LEPLs, which was followed by the division of LEPLs into categories, **draft amendments to the Law of Georgia "On Legal Entities of Public Law" was developed**, which:

-  Offers division of LEPLs into categories,
-  Determines the basis of their establishment, and
-  Establishes the application/non-application of the legislation regulating civil service in relation to them.

In the process of developing the draft law, three internal discussions attended by a total of 40 participants were held. The OECD/SIGMA experts, Deputy Ministers and representatives of central government institutions were actively involved in the discussions. The Civil Service Bureau introduced the developed criteria to the participants, based on which the categorization of LEPLs had been conducted and according to which the draft amendments to the law had been prepared.

**The work on the document is ongoing** as amending the draft law and conducting additional working meetings

will take considerable time due to the scope and importance of the proposed changes. The **public consultations envisaged by the Action Plan will be planned after the final draft version of the document is developed**. At this stage, the agency is processing comments and remarks received from the internal discussions. Once the draft amendments are approved and the LEPLs are identified that fall within the scope of the Law on Civil Service, the Civil Service Bureau will develop recommendations related to their institutional set-up before the end of the IV quarter of 2020, which will make it possible to measure the outcome of the objective 3.1. of the Action Plan.

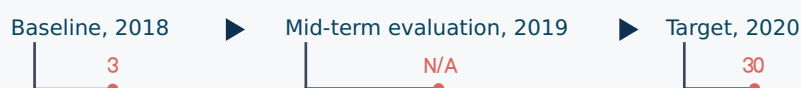
## OBJECTIVE 3.2.

Improve access to open data by strengthening existing mechanisms

**RESPONSIBLE AGENCY: DATA EXCHANGE AGENCY**

### OUTCOME INDICATOR 3.2.1:

Number of open data published on the Data.gov.ge



The amount of open data on Data.gov.ge has not changed during the reporting period, however, it should be noted that the Action Plan **envisages completion of this activity by the fourth quarter of 2020**.

**Open data** is very important for both open governance and accountability, as well as for the contemporary models of e-government.<sup>31</sup> In Georgia, a portal has been created - DATA.GOV.GE, on which open data is published in a processable and generally accessible format. It enables businesses, non-governmental organizations and enterprises to use data for the development of applications, e-services and thus, to get economic benefits.

## PROGRESS ACHIEVED IN 2019

As part of the Action Plan, several measures are planned to improve access to open data, although, in the reporting period, the plan provided only for updating the portal.

By the end of 2019, the LEPL - Data Exchange Agency

**completed preparation of a document describing the new functional requirement of the open data portal, which is an important precondition for implementing the objective set out in the Action Plan.**

<sup>29</sup> Activity Report of the LEPL Civil Service Bureau, 2019, p.: 5.

<sup>30</sup> Ibid.

<sup>31</sup> According to the Open Knowledge Foundation, open data is data that anyone can use, re-create and disseminate.

During the reporting period, 8 data tables were updated on the open data portal:

-  National Bank of Georgia - 3 data tables;
-  LEPL State Procurement Agency - 2 data tables;
-  LEPL National Wine Agency - 2 data tables;
-  National Archives of Georgia - 1 data table.

In addition, a working meeting was organized and held on January 21 2020, with the support of the Institute for Development of Freedom of Information (IDFI), aimed to discuss the needs, challenges and development plans of DATA.GOV.GE with representatives of civil society, media, business and academia. At the meeting, the information on the prospects of updating the open data portal and the new functional requirement were presented.

Exchange Agency and specificity of the technical works required for updating the portal, it became necessary to seek additional support. Accordingly, negotiations with donor organizations began during the reporting period to facilitate the implementation of the activities set out to achieve the objective. The agency is cooperating with the United Nations Development Program (UNDP), and with the UNDP's support portal update is planned to be completed in September 2020.

Due to the scarcity of internal resources of the LEPL - Data

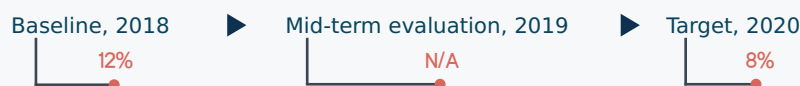
## OBJECTIVE 3.3.

Implement electronic monitoring tool on recommendations issued by the State Audit Office in order to improve the feedback mechanism

**RESPONSIBLE AGENCY: STATE AUDIT OFFICE OF GEORGIA**

### OUTCOME INDICATOR 3.3.1:

Share of the State Audit Office recommendations with a "No Response" status



The share of recommendations issued by the State Audit Office with "no response" status will be measured after the introduction of the electronic system for monitoring implementation of the recommendations of the State Audit Office. The Action Plan envisages the implementation of this activity by the fourth quarter of 2020. Therefore, the outcome indicator cannot be measured during the reporting period.

The main mission of the State Audit Office of Georgia (SAO) is to contribute to the improvement of public finance management and generate values and benefits for the public, the Parliament and the Government through independent and quality audit activities. The main product of the SAO audit activity are recommendations and the progress made as a result of their implementation. In

2016, the SAO approved guidelines for "Elaboration and monitoring of recommendations", which was updated in 2018. To supporting the implementation of the issued recommendations and establishment of a properly functioning mechanism for their monitoring were set as the priorities of the current Action Plan.

## PROGRESS ACHIEVED IN 2019

In line with the civil society recommendations, the current Reform Action Plan aims to strengthen monitoring the implementation of the recommendations issued by the SAO to further increase the accountability of the public agencies. Hence, it has been planned to develop electronic monitoring tool on recommendations issued by the State Audit Office, through which the SAO will be able to monitor implementation of the issued recommendations on a permanent basis and ensure the facilitation of this process.

During the reporting period, the State Audit Office developed an electronic tool for monitoring implementation of the issued recommendations. Initially, a prototype of the functional requirements of the electronic tool was prepared, and the system was created by a development company in accordance with the Action Plan deadlines.<sup>32</sup>

At the elaboration stage of this report, the system is being tested with the involvement of the Ministry of Justice of Georgia. From June this year, active participation of at least an additional four ministries is planned to analyze the efficiency of the system and improve its operation in active cooperation with various public agencies. The electronic tool for monitoring implementation of recommendations will be fully operational from January 1, 2021.

Development of the electronic tool will ensure a high degree of monitoring, which will facilitate the implementation of recommendations issued by the SAO and reduce the share of recommendations with "no response" status. This data will be measured at the end of the IV quarter of 2020 in accordance with the Action Plan deadline.

<sup>32</sup> [Electronic system](#) for monitoring implementation of the recommendations of the State Audit Office of Georgia.

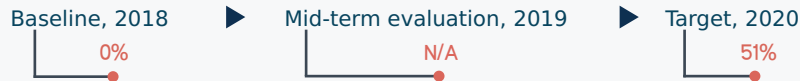
## OBJECTIVE 3.4.

Raise awareness of civil servants of central government bodies on the Open Government agenda in order to enhance implementation of the Open Government policy principles

**RESPONSIBLE AGENCY: ADMINISTRATION OF THE GOVERNMENT OF GEORGIA**

### OUTCOME INDICATOR 3.4.1:

Share of civil servants of central government bodies representing policy planning and analysis units, who claim that they are familiar with the OGP Georgia Action Plan and participate in the elaboration process of open government policy for 2020-2022



Achievement of the target value of the outcome indicator will be assessed through a survey, which is planned to be conducted after the completion of all activities envisaged by the Action Plan under this objective. Therefore, it is not possible to measure the outcome indicator during the reporting period.

## PROGRESS ACHIEVED IN 2019

Raising public awareness, including civil servants at the central level, about open governance and providing easy access to information about Open Government Georgia was set as an objective of the Action Plan.

In order to provide consistent and comprehensive information on the reforms implemented under the Open Government Partnership umbrella in the country and to

During the reporting period:

A draft version of the Open Government Georgia Communication Strategy was developed, which is aimed at three target audiences: civil servants employed at the central and local levels, representatives of the civil society, and citizens.

With the support from the GGI, the Open Government Georgia Secretariat started working on the creation of the Open Government Georgia website. A detailed description of the website has been developed and a website development company was selected. At this stage, work on the functional requirements of the system is ongoing, which will be completed in June 2020.

During the preparation of this report, the Open Government Georgia Secretariat, with the active participation of the civil society, started working on the Open Government Georgia Action Plan for 2020-2021, which will take into account the main conclusions of the Communication Strategy.

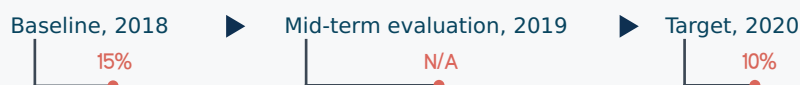
## OBJECTIVE 3.5.

Improve existing legislation on the access to information in order to enhance openness, transparency and accountability of the public institutions and ensure its consistent application in practice

**RESPONSIBLE AGENCY: ADMINISTRATION OF THE GOVERNMENT OF GEORGIA**

### OUTCOME INDICATOR 3.5.1:

Percentage of decisions to refuse to disclose public information by public institutions (ministries and LEPLs) within their competence



In order to measure the progress of the outcome indicator in relation to the target value, it is necessary to carry out the main activity under the Action Plan, which involves the adoption of the Law on Freedom of Information. It is within the framework of the amended legislative regulation that the outcome – specifically, a reduction of the percentage of decisions refusing to provide information – should be measured.

Within the framework of the provision of accountability, one of the most important objectives of the government is to improve the legal norms regulating the freedom of information and bring them in line with the international standards. The measures outlined in the Action Plan aim to

improve the existing legislation on the access to information and to ensure consistent use of this law in practice. In this regard, the key activity is to submit the Law on Freedom of Information to the Parliament of Georgia.



## PROGRESS ACHIEVED IN 2019

Following the approval of the Reform Action Plan 2019-2020, the obligation to elaborate the final version of the draft law on Freedom of Information and submit it to the Government for approval was transferred from the Ministry of Justice of Georgia to the Administration of the

Government of Georgia (AoG) on October 4, 2019, by the Decree of the Government N484.<sup>33</sup> During the reporting period, the AoG has started and is actively continuing the review of the draft law. Upon completion of this phase, further steps will be planned accordingly.



## NEXT STEPS

Implementation of the following activities is planned in the Accountability sub-chapter:

- Conducting consultations on amendments to the Law of Georgia "On Legal Entity of Public Law" and developing the final version of the draft law;
- Fully introducing the electronic monitoring tool for the implementation of recommendations issued by the State Audit Office, and implementing effective communication activities to ensure public agencies' participation;
- Updating and adding new open data to the portal - data.gov.ge;
- Finalizing the Open Government Georgia Communication Strategy, and the process of creating Open Government Georgia website;
- Planning the work process regarding the improvement of the legislation regulating freedom of information and, if necessary, coordinating with the donor organizations to ensure the expert support.



## RECOMMENDATIONS

In order to minimize the delay in meeting the deadlines provided for in the Action Plan and fully achieve the outcome indicators by the end of 2020, it is necessary to take into account the following recommendations:

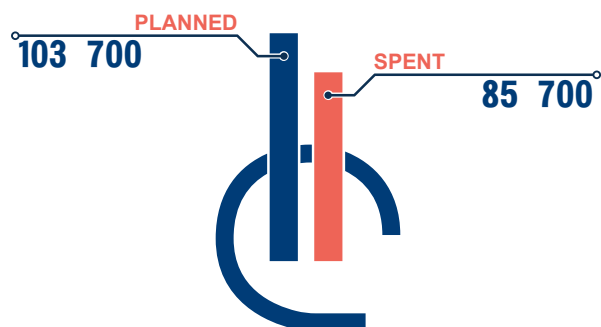
- ❖ The LEPL - Civil Service Bureau shall ensure the development of the final version of the draft legislative amendments to be introduced to the Law of Georgia "On Legal Entity of Public Law";
- ❖ The Administration of the Government of Georgia shall ensure the elaboration of the final version of the Open Government Georgia Communication Strategy and launch its implementation.
- ❖ The LEPL - Data Exchange Agency and the State Audit Office shall ensure active involvement of the public agencies in the process of implementing relevant objectives to reduce risks identified in the Action Plan on the public agencies' low participation;



## FINANCIAL EXPENDITURES, 2019

In the accountability sub-chapter, the approved budget of the Action Plan envisioned 103 700 GEL to implement the objectives and their activities planned for the four quarters of 2019, out of which 85 700 GEL was utilized.

During the reporting period, the funds allocated for hiring a local expert to conduct an institutional analysis of LEPLs considered to be civil service (Activity 3.1.4) in the amount of GEL 18 000 - was not spent, as the service was provided free of charge.



<sup>33</sup> Decree of the Government of Georgia N484 of October 4, 2019 "On Approval of the Action Plan 2019-2020 for the National Anti-Corruption Strategy of Georgia and Implementation of the National Anti-Corruption Strategy of Georgia".



# IV PUBLIC SERVICE DELIVERY

7 OBJECTIVES » 8 OUTCOME INDICATORS » 28 ACTIVITIES » 35 OUTPUT INDICATORS



The priority of the Government of Georgia within the framework of the Public Service Delivery direction of the Public Administration Reform is to improve the quality of public services, accessibility and customer satisfaction

level. In order to implement this in practice, it is fundamental to develop, approve and implement in practice a Unified Policy for the creation, delivery, quality assurance and pricing of the public services.

## KEY SUCCESS STORIES:

- Common Assessment Framework (CAF) - an International Quality Management Mechanism developed and widely employed in the European Union was introduced in the Public Service Hall
- The citizens' portal My.gov.ge was adapted for visually impaired users
- The number of public e-services on My.gov.ge was increased to 467
- A methodology for defining the critical information system assets was developed based on internationally recognized best practices

Within the framework of the Reform Action Plan for 2019-2020, 4 interrelated objectives have been elaborated, aimed at the development of a unified policy of the public services:

### OBJECTIVE 4.1.

Develop a unified standard for Public Service development focusing on citizen engagement in order to ensure citizen-oriented service delivery

### OBJECTIVE 4.2.

Improve access to public services through introducing a unified user-oriented standards of service delivery

### OBJECTIVE 4.3.

Ensure quality assurance of public services through the implementation of the Unified Standard for Quality Examination and Improvement

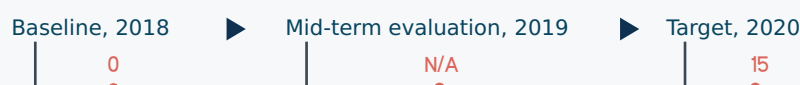
### OBJECTIVE 4.4.

Establish a fair and effective approach to the pricing of public services through the elaboration of unified methodology of service pricing

RESPONSIBLE AGENCY: LEPL - PUBLIC SERVICE DEVELOPMENT AGENCY

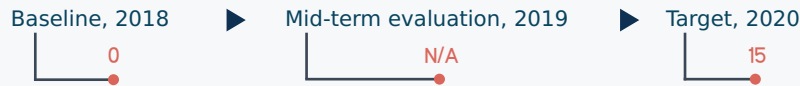
#### OUTCOME INDICATOR 4.1.1:

Number of developed/adapted services at central level that are in compliance with PSDP standards



**OUTCOME INDICATOR 4.2.1:**

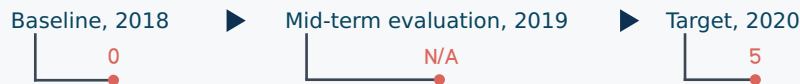
Number of developed/adapted services at central level that are in compliance with unified standard requirements



The policy document has not been approved during the reporting period, therefore, it is impossible to measure the outcome indicators of the objectives 4.1.1 and 4.2.1. It is noteworthy that according to the Action Plan the Unified Policy document was envisaged to be approved in the third quarter of 2019. Once the document is approved and the service provider agencies implement it interdepartmentally, it will be possible to count the number of services created/adapted based on the Unified Standard.

**OUTCOME INDICATOR 4.3.1:**

Number of public services quality of which is evaluated according to the Service Index Methodology

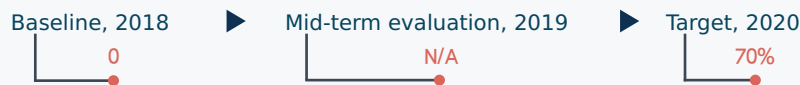


The Unified Policy document that should define the Service Index Methodology was not approved during the reporting period. Therefore, the outcome indicator 4.3.1 cannot be measured.

A concept of the Public Service Index was developed, according to which the public services will be evaluated. The concept document outlines a specific plan for implementation of the index, according to which public state service providers will be periodically involved in the service evaluation process. According to the abovementioned plan, the evaluation process will begin in September 2020, consequently, in the same period, it will be possible to determine the number of services evaluated according to the Public Service Index.

**OUTCOME INDICATOR 4.3.2:**

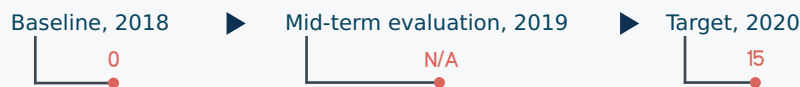
Customer satisfaction level of 3 public service provider agencies



The survey methodology for public service customer satisfaction, which, according to the action plan, should have been prepared in the IV quarter of 2019, was not developed in the reporting period (according to the plan, the survey itself is scheduled to be conducted in the II-IV quarters of 2020). Hence, it is not possible to measure the outcome indicator 4.3.2 during the reporting period. After developing the final version of the methodology, introducing its relevant training module and training of the service providers' staff, customer satisfaction surveys will be conducted in several agencies based on the same methodology, and as a result of this, survey indicators of the relevant agency will be identified.

**OUTCOME INDICATOR 4.4.1:**

Number of newly developed/adapted public services that are priced in compliance with a new methodology of pricing



The unified methodology of pricing, which, according to the Action Plan should have been drafted in the fourth quarter of 2019, has not been developed during the reporting period; However, this also depends on the development of a Unified Policy. Therefore, the outcome indicator 4.4.1 cannot be measured. Once the final version of the pricing methodology is developed, the agencies will undergo appropriate training and introduce the pricing methodology. As a result of introduction of this methodology, it will become possible to identify the number of newly created or adapted services, the pricing of which was carried out based on this methodology.

During 2017-2018, a significant focus within the Public Service Delivery component was placed on building the proper basis for developing a Unified Policy. The process continued consistently in 2019.

Developing a unified standard for the creation of public

services, which involves the development of a Unified Strategy for the creation, delivery, quality assurance and pricing of the public services, is an important prerequisite in the process of implementation of major activities of the first 4 objectives of the Public Service Delivery subchapter.

The following basic documents are conceptually based on the unified policy document and address the challenges identified in it:

- ✦ Service design guideline and instructions
- ✦ Service delivery handbook and procedures
- ✦ Pricing handbook and methodology
- ✦ Concept of the Public Service Index
- ✦ Methodology for customer satisfaction assessment
- ✦ Methodology for the Common Assessment Framework (CAF)



## PROGRESS ACHIEVED IN 2019

During the reporting period, the LEPL - Public Service Development Agency developed the **final version** of the policy document, which will be submitted to the government after it **incorporates the remarks and comments of non-governmental organizations**.

The newly developed policy document offers common approaches for public service providers designed to create services with citizens' involvement and based on their needs, improve their delivery practices, and ultimately make services more efficient and maximally tai-

lored to customer needs.

During the reporting period, the service design guideline and relevant instructions could not be prepared, because no **relevantly qualified international expert could be found on time**. However, it should be noted, that as of 31 December 2019 all relevant experts are hired and the process of elaboration of documents is ongoing. It should be emphasized, that due to the delay in hiring experts, **it was impossible to fully implement** the following important output indicators:

- ✦ Elaboration of legislative amendments on public services;
- ✦ Elaboration of a handbook on new pricing methodology;
- ✦ Elaboration of customer satisfaction survey standard.

Developing, approving and practically implementing a Unified Policy of public services is a complex issue, that is an important innovation for Georgia in the area of public services. Therefore, the involvement of experienced and qualified international experts and their assistance is crucial in this process. At the same time, it should be noted that this challenge was identified as a potential impeding factor (risk) at the stage of development of the plan, which is also envisaged in the Action Plan.

During the reporting period, the LEPL – Public Service Development Agency developed **a part of the instructions necessary for the service design guideline**, which is based on the principles of “design thinking”. This approach involves taking into account the needs and priorities of users in the process of creating and developing services, complies with the development of a unified standard for the design of services provided by the policy document, and forms the basis for its development.

In order to identify legislative amendments during the reporting period:

- ✦ A primary evaluation document was developed, which implies **studying the existing regulatory legislative framework** and connecting it with the **challenges identified in the policy document in this area**;
- ✦ Meetings were held with some of the service provider agencies. Working meetings are ongoing with additional agencies, after which a package of relevant legislative amendments will be prepared and submitted to the government for approval.



## QUALITY OF PUBLIC SERVICES

One of the important preconditions for improving public services is also the **establishment of a service quality structure**, which will ensure full and continuous satisfaction of customers with the received services and will also take into account the physical and electronic means of delivering public services.

The **National Service Quality Index** (the so-called public service index) is part of the quality assurance area of the Unified Policy for the creation, delivery, quality assurance and pricing of the public services developed during the current reform, which **implies quality assurance and continuous control of services** through the implementation of unified standards.

Creation of the Service Index also envisages **development of**

**service index portal** and **customer satisfaction survey standard**, providing at the same time continuous improvement of the service quality **through introducing a self-assessment mechanism (Common Assessment Framework-CAF)**.

At the annual monitoring stage, the **final version of the service index** has been developed and submitted to the public agencies and other stakeholders for comments and recommendations.

An important achievement of the Public Service Delivery subchapter of the Reform Action Plan for 2019-2020 is the **development and practical implementation of the methodological handbook for the Common Assessment Framework (CAF)** by the LEPL - Public Service Development Agency.






*The LEPL - Public Service Hall is the first organization in the South Caucasus region to introduce the Common Assessment Framework - an international mechanism for quality management elaborated and tested in the European Union.*

This will help to measure risks/opportunities associated with activities of the organization; improve products and services, increase the motivation, qualifications, productivity of employees of the organization, and ensure continuous development and advancement of the organization.

Establishing a fair pricing system of public services is also an important component of developing unified approaches in the area of public services. During the reporting period, works on developing a new pricing methodological handbook were started and are still underway.

#### For the annual monitoring stage:

-  Meetings with public agencies were held by a local expert to study the existing practice;
-  An international expert drafted an initial report on the study of the current state in the area of service pricing in the country;
-  As a result of a joint work of local and international experts, it is planned to develop a unified pricing methodology.

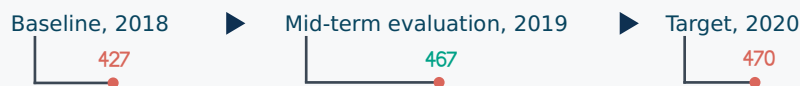
## OBJECTIVE 4.5.

Improve access to public and private sectors' e-services by enhancing My.gov.ge

**RESPONSIBLE AGENCY: LEPL - DATA EXCHANGE AGENCY**

### OUTCOME INDICATOR 4.5.1:

Number of electronic services available at My.gov.ge



In the reporting period, the outcome indicator of the Objective 4.5.1 shows a 99.3% progress in relation to the target value, indicating that the LEPL - Data Exchange Agency approached the target value in one year and will fully achieve the outcome set by the indicator by the end of 2020.

One of the main goals of the Reform is to improve the delivery system of e-services in Georgia so that it is easily accessible to every citizen.





With this aim, in 2012, a unified portal of public services (MY.GOV.GE) was created as a unified platform for electronic services both of the public and private sectors. Currently, there are more than 450 services accessible on my.gov.ge.

The objective of the Action Plan is to make online services more accessible to users and to make even more citizens aware of such an opportunity. At the same time, one of





the major challenges identified in the process of implementation of the Reform by the government is the lack of a unified legal framework in the field of service delivery and e-services.

The draft amendments to be introduced to the General Administrative Code of Georgia, developed by the LEPL - Data Exchange Agency, are designed for the legal solution of this very problem; the draft amendments were prepared during the reporting period, but have not been submitted to the government.

#### THE PURPOSE OF THE DRAFT LAW IS:

-  Promotion and strengthening of e-governance in Georgia;
-  Removal of bureaucratic barriers encountered by citizens and businesses;
-  Creation of the opportunity to deliver e-services more cheaply, easily and quickly than in case of receiving non-electronic services;
-  Simplification of e-services.

#### IN ADDITION TO THE ABOVE-MENTIONED, ACHIEVING THE FINAL OUTCOME OF THE OBJECTIVE INVOLVES STRENGTHENING THE PORTAL WITH THE FOLLOWING ACTIVITIES:

-  Adapting the environment for visually impaired users on My.gov.ge;
-  Introducing a feedback mechanism on the portal;
-  Elaborating training materials on usage of public services;
-  Raising public awareness on usage of the portal.

### NUMEROUS MEASURES WERE TAKEN DURING THE REPORTING PERIOD TO IMPROVE ACCESS TO MY.GOV.GE, INCLUDING:

- During 2019, the portal was adapted for visually impaired users by the LEPL-Data Exchange Agency and the "Compatibility Menu" was properly operationalized on the website;
- In order to improve the quality, a feedback mechanism was introduced on the website, which includes the possibility of sharing information about specific services, as well as general considerations regarding the portal, and providing information about the problems. During 2019, the feedback mechanism was operated in a test mode on the web portal. Due to the limited resources, the functional requirement could not be properly tested. The mechanism is scheduled to become fully operational in September 2020;
- In 2019, the training cycle on the practical usage of the portal which was launched in 2018 for various target audiences, was completed. The main purpose of the conducted trainings is to provide information to the general public on the key changes in functioning of the portal, to increase trust in e-services and e-signatures, and to develop practical skills. In compliance with the plan, more than 450 people were trained.

### FOR THE ANNUAL REPORT DEVELOPMENT STAGE:

- 467 services are integrated into the portal, including 30 new services added in 2019. It is of paramount importance that pursuant to the Action Plan, according to the outcome indicator of the Objective 4.5, the target number of services for 2020 was set at 470. Consequently, the responsible agency approached the final result more than a year earlier than planned;
- At the annual monitoring stage, a total of 185 817 individuals are registered on the portal;
- In 2019, 91 948 individuals were registered on the Citizen's Portal, who have the opportunity, in addition to the services provided to individuals, to use the services provided to legal entities on the portal, if they represent directors or persons authorized by directors of these legal entities;
- The number of transactions in the data exchange infrastructure exceeded 103 million;
- Each citizen has an opportunity to pay for 83 utility and other payables from the portal;
- 20 793 letters were sent to public agencies in 2019 through the e-service of requesting public information from public agencies;
- Compared to 2018, the rate of use of services on the portal has increased significantly - by the end of 2018 it was equal to 154 396, while by the end of 2019 it was 305 168.

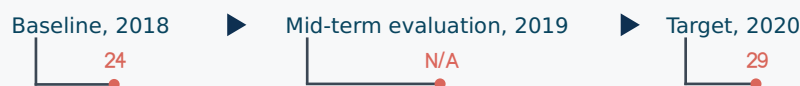
## OBJECTIVE 4.7.

Enhance critical infrastructure security through raising awareness and developing the teaching methodologies

**RESPONSIBLE AGENCY: LEPL - DATA EXCHANGE AGENCY**

### OUTCOME INDICATOR 4.7.1:

Weighted score of assessing the critical infrastructure assets is increased by 20%



It is not possible to measure the outcome indicator of the objective 4.7.1 during the reporting period, because according to the methodology of defining critical information system assets developed during the reporting period (was developed according to the plan), agencies need to be given time to perform the relevant works, after which it will be determined at what level they are in terms of introduction the information security policy. The agencies are scheduled to be evaluated by the end of 2020.

To ensure high standard governance, security of the critical infrastructure and high degree of protection of the information systems are essential.

The LEPL - Data Exchange Agency is the public agency, one of the main functions of which is to promote the informational and cybersecurity-related protection of the critical information infrastructures.

In order to achieve the objective set by the plan, with the involvement of the British Embassy and the participa-

tion of field experts from the UK National Cyber Security Center, a methodology for defining critical information system assets was developed. The methodology is based on the UK's experience in implementing similar projects, the best internationally recognized practices, standards (ISO 27001) and methodology - CMMI.

The methodology formed a list of potentially critical information system assets, consisting of both public and commercial organizations. Commercial organizations have been selected from the following areas:

financial institutions, communication service providers, energy, transportation. The list was compiled with the participation of sectoral regulatory organizations - the National Bank of Georgia, Georgian National Communications Commission, Georgian National Energy and Water Supply Regulatory Commission (GNERC), Maritime Transport Agency of Georgia, LEPL - Civil Aviation Agency and LEPL - Land Transport Agency.

In order to implement the methodology, a questionnaire was developed that should be filled out by each potential candidate-organization. The issue of criticality of important systems within each organization will be identified in the framework of the questionnaire. An electronic portal was created by the Data Exchange Agency to ensure the flexibility of filling out the questionnaire, through which

data were collected and processed.

Achieving the goal of an objective is significantly facilitated by introduction of a sensor network monitoring system in public agencies, which allows detecting actions that indicate an attack on the information system or its penetration.

At the annual monitoring stage, the test network monitoring sensors are located only at the LEPL - Data Exchange Agency. It is noteworthy that this could not be implemented in two additional public agencies, as the priorities changed during the implementation process and the funds provided by the budget were spent in other direction, in particular, Microsoft licenses were updated, which created a shortage of funds.



During the reporting period, a significant attention was paid to raising awareness about the safety of critical infrastructure, and the basic training material on cyber security was fully updated on the e-training platform. The Cyber Hygiene course for civil servants covers the following topics:

- » PC Security
- » E-mail Security
- » Password Security and Management
- » Safe Internet
- » Wireless Networks
- » Security of Mobile Devices
- » Security of Social Networks
- » Review of Cyber Attack Vectors
- » Introduction to Information Security

The mentioned Cyber Hygiene basic course represents complete training material and comprises both informational materials and tests designed to examine the knowledge gained. In addition, video tutorials have been created with the aim to provide information to the training participants.

During the reporting period, it was also planned to develop a Cyber Hygiene training discipline for schools, although this could not be implemented since it was not possible to find an expert with relevant experience and qualifications during the period specified in the plan.



## NEXT STEPS

- » Process the remarks/comments of non-governmental organizations on the draft version of a Unified Policy document for the delivery of the public services, finalize it and submit the document to the Government;
- » Develop and adopt the accompanying and related documents of the Unified Policy document for the delivery of the public services;
- » Evaluate the agencies to determine their level in the area of implementing the information security policy;
- » Upload educational video materials on the use of electronic services on My.gov.ge, the implementation of which will be completed in May 2020;
- » Find experts on time in order to create a Cyber Security training discipline for schools.



## RECOMMENDATIONS

In order to minimize the delay in meeting the deadlines provided for in the Action Plan and fully achieve the outcome indicators by the end of 2020, it is necessary to take into account the following recommendations:

- ❖ LEPL – Public Service Development Agency shall ensure completion of the review of the Unified Policy document for the delivery of the public services with stakeholders in a short period of time, and ensure submission of the document to the Government, so as not to impede the implementation of other important activities;
- ❖ Public Service Reform Working Group set up within the Public Administration Reform Council should identify the agencies responsible for implementing various components of the Unified Policy for the delivery of the public services during the working meeting;
- ❖ Funds shall be found to implement the test network monitoring sensors in 2 additional agencies;
- ❖ LEPL - Data Exchange Agency shall continue active cooperation with donors in order to eliminate the problem of lack of human resources related to the issues under its competence;

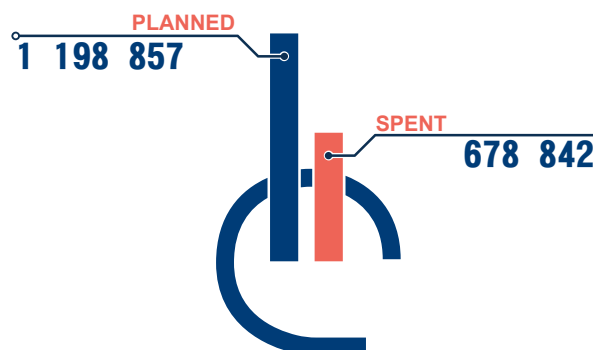
- ❖ Taking into account a low participation rate of the public agencies, LEPL - Data Exchange Agency shall develop proposals on adding new services to My.gov.ge and submit them to the Reform Council for consideration.



## FINANCIAL EXPENDITURES, 2019

According to the approved budget of the action plan, only donor assistance<sup>34</sup> was envisaged for the implementation of the activities planned for 2019.

No state budget funds were spent during the reporting period, as administrative resources were used in accordance with the budget of the Plan. It should be noted that the discrepancy between the planned and spent funds was due to several factors: the amount (70,600 GEL) allocated for the preparation of the Service Design guideline and instruction was not spent during the reporting period, neither were spent the donor funds (2,500 GEL) envisaged for developing the Policy Document for the creation, delivery, quality assurance and pricing of the public services. During the reporting period, the funds (442,000 GEL) allocated for the introduction of the network sensor monitoring system in public agencies, which should have been used to purchase the equipment, were not utilized. Moreover, as of December 31, 2019, the amount (55,089 GEL) intended for the development of Cyber Hygiene training discipline for schools was not spent.



<sup>34</sup> Financial expenditures are calculated in GEL as of December 31, according to the official exchange rate of the National Bank of Georgia (1 USD - 2,8677 GEL).

# V PUBLIC FINANCE MANAGEMENT

3 OBJECTIVES » 4 OUTCOME INDICATORS » 7 ACTIVITIES » 19 OUTPUT INDICATORS



In recent years, several significant changes have been made in Georgia to improve the practice of public finance management and approximate with the international standards.

The progress is confirmed by the assessment of the Public Expenditure and Financial Accountability (PEFA) for 2017.<sup>35</sup> The progress is evident also by the Fiscal Transparency Evaluation Report of Georgia<sup>36</sup> developed by the International Monetary Fund (IMF) Technical Assistance Mission and the Open Budget Survey (2017)<sup>37</sup> published by the International Budget Partnership, according to which Georgia ranks 5th among 115 countries with 82 points and was moved to the group of countries with 'Extensive' transparency.

Within the frames of the current Action Plan, in line with the government priorities, the goal of the public finance management is to enhance the sustainability of the medium-term planning, increase the effectiveness of fiscal risk management, and ensure greater transparency of the budget process and citizen engagement.

The public finance management direction of the Public Administration Reform Action Plan 2019-2020 does not include activities to be implemented as of the IV quarter of 2019, although the Ministry of Finance has taken significant steps during the reporting period.



## KEY SUCCESS STORIES:

- Pilot areas were selected based on which the information on the impact of the current (baseline) and a new policy on the budget will be reflected in the country's Basic Data and Directions Document 2021-2024
- The Citizen's Guide has been developed in accordance with the Law on State Budget 2020
- All essential features of the Georgian economy have been reflected in the Dynamic Stochastic General Equilibrium (DSGE) model
- A Draft Corporatization Strategy for Public Enterprises has been developed, which defines the basic principles of enterprises' corporate management
- Criteria were specified for the state-owned enterprises (SOEs) which are classified as Public Interest Entities (PIEs)
- An electronic portal for citizen engagement in the budget planning process has been developed

## OBJECTIVE 5.1.

Strengthen the sustainability of the medium-term planning in order to increase the budget planning efficiency

**RESPONSIBLE AGENCY: MINISTRY OF FINANCE OF GEORGIA**

Strengthening medium-term planning sustainability ensures the compatibility of the program of the government of Georgia and the strategies of various sectors with the medium-term parameters. It is important to identify and eliminate weaknesses as a result of the assessment of

the Public Expenditure and Financial Accountability (PEFA) planned within the objective. The aim is to improve the planning process of the medium-term fiscal framework by analyzing macroeconomic and fiscal indicators and using the DSGE model.

<sup>35</sup> Efficiency Assessment Report on Public Expenditure and Financial Accountability (PEFA), Georgia, June 2018, available [here](#).

<sup>36</sup> Fiscal Transparency Evaluation Report, Georgia, 2017, available [here](#).

<sup>37</sup> Open Budget Survey, 2017, available [here](#).






## PROGRESS ACHIEVED IN 2019

In order to increase the effectiveness of budget planning, for ensuring the sustainability of medium-term planning, in 2019 pilot areas were selected, based on which the information on the impact of the current (baseline) and a new policy on the budget will be reflected in the country's Basic Data and Directions Document (BDD) 2021-2024 (the document will be submitted to the parliament along with the draft budget for 2021). From March 1, 2020, upon the adoption of the relevant decree of the Government of Georgia, working meetings are planned with the aim to prepare information on the impact of the current and new policy on the budget with representa-

tives of the policy-implementing and financial-economic departments of the pilot ministries.

Information about the impact of the current (baseline) and new policy on the budget will be reflected in the BDD with regard to the pilot areas.<sup>38</sup>

It is noteworthy that significant measures have been taken to use the dynamic-stochastic general equilibrium (DSGE) model of analysis and forecast for the macroeconomic and fiscal indicators:

-  With the help of the International Monetary Fund (IMF), two small-scale test models were created for educational purposes, based on which necessary trainings were provided to employees of the relevant units of the Ministry of Finance of Georgia;
-  All essential features of the Georgian economy were reflected in the DSGE model, which is necessary for an adequate assessment of the policy impact;
-  An action plan has been developed for 2020, which aims to refine the model and improve forecasting.

In 2020, a publication of the DSGE model description is planned, while at the end of the same year the model should be fully operational, after which the DSGE will become the main model for the macroeconomic-fiscal analysis and forecasting of the Ministry of Finance.

## OBJECTIVE 5.2.

Strengthen effectiveness of Fiscal Risk Management in order to ensure macro-fiscal stability

**RESPONSIBLE AGENCY: MINISTRY OF FINANCE OF GEORGIA**

In order to ensure macro-fiscal stability, the Action Plan also envisages strengthening efficiency of the fiscal risk management. In the context of the Public Finance Management Reform, it is important to develop the macro-




economic risk analysis of the fiscal sector and establish a single management system of the state-owned enterprises to increase the share of state-owned enterprises covered by the fiscal risk analysis document.

## PROGRESS ACHIEVED IN 2019

The Ministry of Finance has prepared a **draft corporatization strategy of state-owned enterprises** specifying the basic principles of the enterprises' corporate management. The Ministry of Finance is actively cooperating with the International Monetary Fund and the World Bank

in this process. In addition, the **Decree of the Government of Georgia N584 of November 29, 2019** defined the **criteria for state-owned enterprises that are classified as Public Interest Entities (PIE)**.<sup>39</sup>

### THE PURPOSE OF DEFINING STATE ENTERPRISES AS PIES IS TO:

-  Increase the quality of accountability of the enterprises;
-  Increase trust towards them;
-  Protect the interests of partners and third parties.

The strategy and classification of enterprises are aimed at promoting the establishment of a single management system of state-owned enterprises. It is also important to improve the mechanisms for monitoring and preventing

other possible fiscal risks proceeding from conditional obligations and their operations to achieve the main outcome of the Action Plan and **increase the share of state-owned enterprises covered by the fiscal risk analysis document.**

<sup>38</sup> Pilot Ministries are: Ministry of Education, Science, Culture and Sport of Georgia; Ministry of Internally Displaced Persons from the Occupied Territories, Labour, Health and Social Affairs of Georgia; Ministry of Environmental Protection and Agriculture of Georgia.

<sup>39</sup> [Decree of the Government of Georgia N584](#) of 29 November 2019 "On Approval of Criteria for Identification by the Service for Accounting, Reporting and Auditing Supervision of a Legal Entity as an Entity of Public Interest".

## OBJECTIVE 5.3.

Ensure further transparency of the budget process and citizen participation in order to enhance accountability




**RESPONSIBLE AGENCY: MINISTRY OF FINANCE OF GEORGIA**

An important objective in the direction of public finance management is to ensure greater transparency of the budget process and citizen involvement, which is a prerequisite for open and transparent governance.

The priority of the state is to inform citizens about the flow of the state budget process, especially in relation to the circulation of funds in the state budget.




## PROGRESS ACHIEVED IN 2019

In the reporting period, in order to ensure greater transparency of the budget process and citizen engagement, a **Citizen's Guide was developed in accordance with the draft State Budget Law for 2020**. This document was updated after the approval of the state budget. In addition, after presenting a revised version of the BDD a produc-

-  What the term "budget" means;
-  What are the components of the budgetary system;
-  On what legal grounds the budgetary process shall be conducted;

Moreover, in order to engage the public in the budget planning process, with the support from the USAID, the **Ministry of Finance of Georgia developed an electronic portal for citizen engagement in the budget planning process** (eBTPS - Budget Transparency and Participation System).<sup>41</sup> The system (e-BTPS) allows citizens to plan the state budget according to both the spending orga-

tion of the brochure/brief information for the citizens is planned.<sup>40</sup> These basic budget documents will be available in the **editable format** on the website of the Ministry of Finance of Georgia, and all interested parties will receive the following information:

-  What are the stages of the budgetary process;
-  What are the priority directions of the state budget;
-  What reforms have been implemented and what results have been achieved in the field of public finance management.

nizations as well as the country's key priorities. Through the system, citizens will receive feedback on the possibility of including the priorities/organization budgets planned by them in the draft state budget. The public presentation of the portal was held on December 24, 2019, and from 2020 citizens will have an opportunity to participate in the budget planning process.

<sup>40</sup> The citizens' guide and brief brochure on the "Draft Law of State Budget of Georgia for 2020" and the "Law on State Budget of Georgia for 2020" are available on the [website](#) of the Ministry of Finance of Georgia.

<sup>41</sup> Budget Transparency and Participation [System](#).

# VI LOCAL SELF-GOVERNMENT

2 OBJECTIVES » 2 OUTCOME INDICATORS » 3 ACTIVITIES » 8 OUTPUT INDICATORS



Taking into consideration the country's priorities, strengthening local self-government was identified as the sixth area of the Public Administration Reform. Thus, the establishment of a full-fledged, decentralized local self-government became one of the main objectives.

The current Action Plan envisages expanding the pow-

ers of local self-governments and improving access to e-services. The plan provides for only one objective to be implemented as of the IV quarter of 2019. However, significant steps have been taken in the reporting period in terms of improving the accessibility of e-services in the municipalities, which should be completed by the IV quarter of 2020.



## KEY SUCCESS STORIES:

- The Decentralization Strategy 2019-2025 has been approved by the decree of the Government of Georgia
- A list of necessary modules of e-services to be implemented in the municipalities has been developed

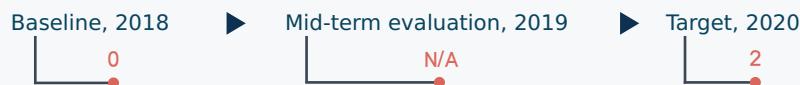
## OBJECTIVE 6.1.

Strengthen local self-governments by extending their powers

**RESPONSIBLE AGENCY: MINISTRY OF REGIONAL DEVELOPMENT AND INFRASTRUCTURE OF GEORGIA**

### OUTCOME INDICATOR 6.1.1:

Number of identified powers to hand over to local self-government



In order to measure the progress of the outcome indicator in relation to the target value, it is necessary to analyze additional powers to be delegated to the local self-governments, the completion of which, according to the Action Plan, is scheduled for the fourth quarter of 2020. Therefore, it is not possible to measure the outcome indicator during the reporting period.

The new 2018 edition of the Constitution stipulated that separation of powers of state authorities and self-governing units is based on the principle of subsidiarity, which implies the existence of specific powers at the government level where they will be exercised more efficiently. Therefore,

there was a need to ensure the analysis of all those authorities or services which are currently carried out at central governmental level, however, they can be considered as the competences of the local self-government.



## PROGRESS ACHIEVED IN 2019

In order to strengthen self-government and expand their powers, a "Decentralization Strategy 2020-2025"<sup>42</sup> was developed and approved within the deadline provided for in the Action Plan. Development of the strategy was

<sup>42</sup> The Decentralization Strategy 2020-2020 and the Action Plan 2020-2021 for implementation of the Decentralization Strategy, approved by the Decree of the Government of Georgia N678 of January 31, 2019.




carried out in several stages, in parallel with the discussions held with three working groups, with the involvement of public agencies, non-governmental organizations and experts.

During the reporting period, the draft strategy developed with the support from the United Nations Development Program (UNDP) was discussed with the stakeholders (the Parliament of Georgia, municipalities of Georgia, represen-

tatives of local and international organizations). In addition, the work has begun on identifying the competencies to be delegated to the local self-government.

Development of the decentralization strategy is an important achievement and a principal step towards the realization of the fundamental right of citizens to self-government and aims to develop and strengthen local self-governments.

#### THE STRATEGY DEFINES THE FOLLOWING KEY PRIORITIES FOR THE PERIOD OF 2020-2025:

-  Increasing powers of the local self-governments;
-  Material and financial strengthening of the local self-governments;
-  Establishing reliable, accountable, transparent and result-oriented local self-governments.

The decentralization strategy provides a legal basis for **re-distribution** of competencies and administration of relevant resources **between the central and local self-government levels**. The strategy document expresses the readiness of the country to establish governance based on the subsidiar-

ity principle, which in turn will contribute to the successful implementation of the objectives envisaged by the Public Administration Reform in the direction of strengthening local self-governments.

## OBJECTIVE 6.2.

Gradual development and improvement of e-services in municipalities in order to enhance accessibility to the e-services at the local level

### RESPONSIBLE AGENCY: MINISTRY OF REGIONAL DEVELOPMENT AND INFRASTRUCTURE OF GEORGIA

A necessary component for strengthening local self-government is a **gradual development** and improvement of **e-services** in the municipalities. To establish principles of good governance and enhance the efficiency of local government, the Decentralization Strategy envisages the

introduction of a unified electronic system for managing the information flow and efficiency monitoring, evaluation and self-assessment system in local self-government bodies. In turn, this makes it possible to provide services electronically in the municipalities.



## PROGRESS ACHIEVED IN 2019

Although the Action Plan did not envisage implementing activities aimed to develop and improve electronic services in municipalities during the reporting period, the Ministry of Regional Development and Infrastructure of Georgia undertook several measures to compile the list of necessary modules of the electronic services to be transferred at the municipal level.

To this end, numerous meetings with stakeholders were held, and as a result of consultations, **the list of necessary modules of e-services was developed**. These services will be provided to citizens in electronic format at the local level from 2021.


## NEXT STEPS

The following activities are planned to be carried out under the subchapter "Local self-government":

-  Analysis of the additional powers to be delegated to the local self-governments with the involvement of stakeholders;
-  Analysis of e-services to be implemented in municipalities and preparation of an action plan 2019-2020 for the development of e-services.

## RECOMMENDATIONS

In order to fully implement the outcome indicators by the end of 2020, it is necessary to consider the following recommendations:

-  The analysis of the powers to be delegated to the local self-governments, as well as the analysis of the electronic services to be provided by the municipalities should be carried out within the deadlines specified in the Action Plan;

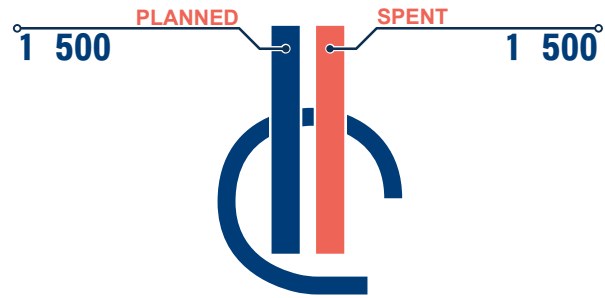
❖ The Ministry of Regional Development and Infrastructure of Georgia should actively cooperate with the Secretariat in the process of implementing procedures related to the

selection of a service provider to ensure compliance with the Action Plan deadlines and reduce the risks associated with delays in the service delivery and/or other issues.



## FINANCIAL EXPENDITURES, 2019

In order to implement the objective and related activities envisaged in the sub-chapter on the local self-government for the four quarters of 2019, 1 500 GEL was allocated according to the approved budget of the Action Plan, which was fully utilized.



# Risks, Challenges and Recommendations


## RISKS


In the process of drafting this Report, the PAR Secretariat assessed the risks in two temporal dimensions:




-  Risks identified in the process of development of the Action Plan as highly probable impediments to the achievement of the objective and, respectively, indicated in the Action Plan approved by the Decree of the Government;
-  Risks that have arisen after the approval of the plan in the process of implementation of the activities and affect the achievement of the outcomes determined by a particular objective.

In both cases, the main purpose of the report is to explain: (1) what steps have been taken to mitigate the risks, (2) how effective these steps have been, and (3) as a recommendation, what should be done in the future.

### RISKS IDENTIFIED IN THE ACTION PLAN

	Objective/Risk	Steps taken to mitigate the risk
1.1	Lack of data collection systems; Lack of human resources; Turnover of the trained staff	No risk was realized during the implementation of the action plan
1.2	Lack of human resources; Turnover of the trained staff	No risk was realized during the implementation of the action plan
3.1	Non-binding nature of recommendations of the LEPL - Civil Service Bureau	Will be assessed in 2020, as no recommendations have been developed yet
3.2	Low participation rate of the public agencies	No risk was realized during the implementation of the action plan
3.3	Low participation rate of the public agencies	Will be assessed in 2020, as the electronic system for monitoring implementation of recommendations of the State Audit Office has been in a testing mode in 2019
4.1	Delays in the process of hiring experts with relevant skills in the process of developing the handbooks; delay in finding the necessary funds for hiring the experts; irrelevance of development of new services; insufficient involvement of engaged/partner institutions	Only one of the risks listed for the objectives 4.1-4.4 was realized in practice. In particular, the process of finding experts with the appropriate qualifications went behind schedule. To mitigate the risk, the agencies worked intensively with international partners
4.2	Difficulties in the process of finding an expert; Irrelevance of development of news services	
4.3	Delays in contracting the company that develops a service index portal; Delays in the elimination of technical shortcomings; Difficulties in finding the funds needed for customer survey.	
4.4	Difficulties in finding an expert with relevant skills for developing pricing methodology; Irrelevance of development of new services	
4.5	Low participation rate of the public agencies	The risk was realized during the reporting period, however, this did not prevent approaching the target value of 2020
4.7	Low participation rate of the public agencies	No risk was realized during the reporting period. This will be evaluated once again in 2020
6.1	Lack of human resources and competence	No risk was realized during the implementation of the action plan

 The following factors were considered as obstacles in implementing objectives (1.1; 1.2<sup>43</sup>) in the direction of **POLICY DEVELOPMENT AND COORDINATION**:

-  Lack of data collection system;
-  Lack of human resources;
-  Turnover of the trained staff.

<sup>43</sup> Objective 1.1: Improve the quality assurance control mechanism of policy documents and develop the capacity of the civil servants intending to perfect the system of policy planning and coordination; Objective 1.2: Improve the quality of policy implementation Monitoring, Reporting and Evaluation in order to ensure result-based management and increased public accessibility.

In order to mitigate the possible risks in the field of data collection, the Administration of the Government has established a database of policy documents submitted to the government for approval and adopted, also launched a systemic update of the above and continuously provided information to the staff working on policy planning in ministries. Moreover, in close cooperation with the Ministries, for the first time in the reporting period, the development of an annual plan of policy documents commenced, which is proper and accessible for all data collection mechanism. Detailed explanations about the change were provided to the relevant agencies. As a result, there were no shortcomings detected in the area of data collection. Consequently, the systemic approach **made it possible to mitigate the risk.**


 No risks were identified in **THE CIVIL SERVICE AND HUMAN RESOURCE MANAGEMENT DIRECTION** during the development stage of the Action Plan.

 Implementation of Objective 3.1<sup>44</sup> **IN THE ACCOUNTABILITY DIRECTION**, should result in obtaining a predetermined number of LEPLs, which have taken into account the **recommendations of Civil Service Bureau about the institutional set-up of the LEPLs.**



In this process, according to the Action Plan, the non-binding nature of the recommendations issued by the Bureau was defined as a risk. Since the Bureau's recommendations were not submitted to LEPLs during the reporting period, assessment of whether the risk has materialized is not possible. This risk will be evaluated by the end of the Action Plan term. **However, in order to mitigate the risk, it is important to plan an intensive communication with LEPLs, so that they can clearly observe the importance of the recommendations and, thus, ensure their implementation in practice.**

Another risk that has been assumed in relation to the outcome of Objective 3.2<sup>45</sup> is a **low participation rate of the public agencies.** During the reporting period, 8 open data from 4 government agencies were updated on the Open Data Portal, which means that the risk was **materialized in practice.**

It is important to note that according to the Action Plan, the entry of new data on the portal by three specific public agencies was determined to take place in the fourth quarter of 2020 (activity 3.2.2); however, according to the PAR

 The potential risk factors hindering the implementation of objectives (4.1, 4.2, 4.3, 4.4<sup>47</sup>) **IN THE PUBLIC SERVICES DELIVERY DIRECTION** were defined as follows:

-  Delays in hiring experts with relevant skills; Delays in finding the necessary funds for hiring experts; Irrelevance of development of new services; Insufficient involvement of engaged/partner agencies (4.1);
-  Difficulties in the process of finding an expert; Irrelevance of development of new services (4.2);

-  Delays in contracting the company that develops a service index portal, delays in the elimination of technical shortcomings; Difficulties in finding the funds needed for customer survey (4.3);
-  Difficulties in finding an expert with relevant skills for developing needed to develop a pricing methodology; Irrelevance of development of new services (4.4).

During the reporting period, based on the above-mentioned, the risk of delays in **hiring experts with relevant skills was materialized.** It should be noted that in order to avoid the risk of difficulties in finding the necessary funds to hire experts, the LEPL - Public Service Development Agency actively cooperated with the donor partner. It

should be stressed that other risk assumptions regarding the aforementioned objectives could not have been identified during the reporting period since this requires completion of specific outputs, most of which are to be implemented in 2020. Therefore, it is important to reconsider this issue in the subsequent stages of the Action Plan monitoring.

<sup>44</sup> **Objective 3.1:** Suggest institutional set-up to the LEPLs covered by the CSL in order to strengthen the principles of economy, effectiveness and efficiency.

<sup>45</sup> **Objective 3.2:** Improve access to open data by strengthening existing mechanisms.


<sup>46</sup> **Objective 3.3:** Implement electronic monitoring tool on recommendations issued by the State Audit Office in order to improve the feedback mechanism.

<sup>47</sup> **Objective 4.1:** Develop a unified standard for Public Service development focusing on citizen engagement in order to ensure citizen-oriented service delivery; **Objective 4.2** Improve access to public services through introducing a unified user-oriented standards of service delivery; **Objective 4.3** Ensure quality assurance of public services through the implementation of the Unified Standard for Quality Examination and Improvement; **Objective 4.4** Establish a fair and effective approach to the pricing of public services through the elaboration of unified methodology of service pricing.

According to the Action Plan, a low participation rate of the public agencies was defined as the anticipated risk for achieving Objectives 4.5<sup>48</sup> and 4.7<sup>49</sup> in the Public Services Delivery sub-chapter.

Although the number of public services on the e-portal my.gov.ge has significantly increased during the reporting period, according to the LEPL - Data Exchange Agency, public agencies do not show adequate readiness to place

their services on the portal, naming the absence of regulatory provisions for my.gov.ge as an underlying reason. According to the PAR Council Secretariat, this risk is realistic in the future as well and it needs to be regulated at the legislative level to ensure that citizens have access to even more services through my.gov.ge platform. As regards to the Objective 4.7, the risk assumed during the reporting period has not been identified, although it is necessary to reassess this issue at the end of the Action Plan term.

 **Lack of human resources and competence** is defined as the risk for achieving Objective 6.1 **OF LOCAL SELF-GOVERNMENT** sub-chapter<sup>50</sup>.

During the reporting period, a decentralization strategy was developed and adopted. In order to mitigate the risk, this process took place in the framework of multilateral consultations. Three working groups were formed with the participation of Government authorities, non-governmental

organizations and experts. Consequently, the activities to be implemented during the reporting period, in line with the measures taken to mitigate the risk, were successfully implemented.







## CHALLENGES IN THE ACTION PLAN IMPLEMENTATION PROCESS



### Inaccurately defined deadlines at the planning stage due to the underestimation of the workload required to implement the activity

The Reform Council Secretariat focused on this challenge in the **Action Plan implementation Progress Report** (I-III quarter 2019) and highlighted that an underestimation of the workload and, as a result, inaccurately defined deadlines would have a spillover effect both on the annual, and, in case of failure to overcome the challenge, on the final results of the Action Plan.

The examples of this challenge are:

-  **Preparation, discussion, approval and publication of a normative package for the policy planning and coordination system.** Although the package was developed and adopted by the Government during the reporting period, due to its content and purpose, it was critically important to carry out comprehensive consultations on the prepared extensive material with the public agencies involved in the process and other partners. **This process required an extra time than it was envisaged at the planning stage.**
-  It is equally important to develop a unified electronic **policy planning and coordination system (PDCems)** with the active participation of all stakeholders. It is noteworthy that such a system has been developed in Georgia for the first time and the analysis of the Action Plan implementation indicates that it will take more time than initially planned.
-  Furthermore, due to the content and scope of the document, more time than planned was devoted to the elaboration and discussion of a **Unified Policy for the creation, delivery, quality assurance and pricing of the public services.** Consequently, the activities to be carried out in the direction of public services delivery have been delayed, which overall hinders the achievement of the outcomes. The challenge in this particular direction was also to find experts with relevant skills, however, it is important that at the stage of developing the Action Plan this issue was identified as a possible risk and every effort was undertaken by the responsible agency and partner organizations to mitigate the risk.
-  For the same reason, more time than planned was devoted to drafting **a new law on LEPLs.** The issue is of great relevance and it is necessary to discuss the project with stakeholders in the format of both the internal meetings as well as extensive consultations.

**There is a risk that the outcomes of the following objectives will not be achieved on time due to the breaching of deadlines:**

**Objective 1.3:** Develop a practice of elaborating Policy Documents electronically in order to enhance the transparency of anti-corruption policy elaboration and effectiveness of inter-agency coordination

**Objective 3.1:** Suggest institutional set-up to the LEPLs covered by the CSL in order to strengthen the principles of economy, effectiveness and efficiency

**Objective 3.4:** Raise awareness of civil servants of central government bodies on the Open Government agenda in order to enhance implementation of the Open Government policy principles

<sup>48</sup> **Objective 4.5:** Improve access to public and private sectors' e-services by enhancing My.gov.ge.

<sup>49</sup> **Objective 4.7:** Enhance critical infrastructure security through raising awareness and developing the teaching methodologies.

<sup>50</sup> **Objective 6.1:** Strengthen local self-governments by extending their powers.



**Objective 4.1 – 4.4:** The achievement of the outcomes of 4 important objectives outlined in the Action Plan service delivery subchapter depends on the timely adoption of a Unified Policy for the creation, delivery, quality assurance and pricing of the public services by the Government.<sup>51</sup>

It should be noted that the delay in the implementation of the Action Plan will remain a challenge in 2020 due to the spread of a novel coronavirus. In response to the pandemic, a state of emergency was declared on March 21, 2020, in Georgia, as a result of which most of the

public agencies became involved in crisis management and switched to teleworking. Consequently, there is a risk of failure to implement the activities within the planned timeframe, which may ultimately affect the achievement of the target values set by outcome indicators.

## DUPLICATION OF ACTIVITIES

Creation of a unified **electronic system for the development, monitoring, reporting and evaluation** of policy documents (activity 1.2.3) includes the activity of transferring the Anti-Corruption Council (ACC) policy documents into an electronic platform (activity 1.3.1-1.3.2). Furthermore, pursuant to the Handbook on Policy Planning, Monitoring and Evaluation, the executive government must conduct the development, monitoring and evaluation of policy documents electronically in a **unified electronic system of government**. In addition to the fact that the electronic platform of the **Anti-Corruption Council duplicates the concept (purpose and objective) of the unified electronic system of policy planning and coordination**, it has also been revealed that additional financial resources are needed, which leads to duplication of donor assistance.

It should be noted that this issue was identified as a challenge in the first Monitoring Report (Progress Report) by

the Reform Council Secretariat.

The Anti-Corruption Council Secretariat shares this view. According to them, since the process of developing a **unified electronic system for planning and policy coordination (PDCems)** by the Administration of the Government of Georgia is underway, in order to properly allocate resources and prevent duplication of activities, at the first stage it is necessary to launch the unified electronic system for planning and policy coordination and then, based on a thorough study and analysis of the system, decide how to continue development of the ACC's e-system.

Based on the foregoing, the Anti-Corruption Council Secretariat is planning to undertake further steps gradually and based on the needs in order to fulfill the commitment.

## LACK OF HUMAN RESOURCES

Human resource scarcity was a challenge in several cases. For example, measures to improve access to open data have not been fully implemented within the timeframe set by the action plan, because the LEPL - Data Exchange Agency was unable to allocate human resources to conduct the technical works in order to update the portal. However, the Secretariat examined that, once the challenge was identified, the agency initiated negotiations with international partners and, at this stage, the resources

required to carry out these activities have been secured. In the process of implementing several key priorities, the Agency also lacked the human resources to properly test the feedback mechanism on the Citizen Portal - MY.GOV.GE. However, it is worth to highlight that the Agency has invested considerable resources in the development of the portal, which has resulted in an increase in the number of mobile users and services used (for detailed information, see pp. 35-36).

## DIVIDING CONSULTATIONS INTO STAGES

As stated earlier, **underestimation the workload** was one of the main challenges during the implementation phase of the Action Plan. **In the view of the Secretariat, this will be even more challenging when it comes to discussing the final versions in a public consultation format**, which also requires significant human resources and time. According to the Secretariat, the responsible authorities pay particular attention to the preparation of final documents to be considered in a similar format and tend to hold internal consultations with stakeholders at an early stage. Consequently, the need to split the consultations into stages **presents a challenge during the reporting period** and was not properly analyzed during the Action Plan elaboration process.

An illustrative example of this challenge is a public discus-

sion of a new draft law on LEPLs (for detailed information, see p. 28). LEPL - Civil Service Bureau took the practical decision and despite the fact that the Action Plan envisaged public consultations only, due to the complexity of the issue, in the first stage internal discussions were held on the draft law. However, as a result, the deadlines set by the action plan are missed, and that also may pose a threat to achieving the outcome, even if the process continues without interruption.

According to the Secretariat, in the process of developing the next PAR Action Plan, it is important to thoroughly analyze issues that need to be addressed both internally and extensively. As a result, it will be possible to formulate all the necessary steps separately, with appropriate timeframes and reflect them in the Action Plan.

<sup>51</sup> **Objective 4.1:** Develop a unified standard for Public Service development focusing on citizen engagement in order to ensure citizen-oriented service delivery; **Objective 4.2:** Improve access to public services through introducing a unified user-oriented standards of service delivery; **Objective 4.3:** Ensure quality assurance of public services through the implementation of the Unified Standard for Quality Examination and Improvement; **Objective 4.4:** Establish a fair and effective approach to the pricing of public services through the elaboration of unified methodology of service pricing.



## THE PROBLEM OF FINDING QUALIFIED EXPERTS

This challenge has considerably hampered timely implementation of several **key public service delivery activities**. However, it is important to note that this was regarded as a potential risk factor at the Action Plan developing stage, and the LEPL - Public Service Development Agency in close cooperation with international

partners has intensively worked on finding qualified experts. **The challenge was overcome** during the reporting period, although it led to significant delays in the implementation of large-scale activities (for detailed information, see p. 34).



## RISKS IDENTIFIED IN THE ACTION PLAN IMPLEMENTATION PROCESS

As a result of the analysis of the challenges above, it became evident that new risks have emerged, which in practice may hinder the achievement of the objectives. However, it is important to note that the number of newly identified

risks is low, which indicates the accurate assessment of risks at the Action Plan elaboration stage and effective management during the implementation of the Action Plan.

The risks identified during the reporting period are related to (1) the need to seek additional financial resources and (2) the difficulties in finding experts.

- In the first case, it addresses the obligation of the LEPL - Civil Service Bureau to provide mandatory professional development for the civil servants. The funds required for this purpose were not obtained during the reporting period. Therefore, it is essential to carry out intensive work in order to secure financial resources and, thus, to reduce the risk.
- As to the second case, the LEPL - Data Exchange Agency is in continuous search for a qualified expert who can

develop a cyber-hygiene curriculum for schools. Although the agency has cooperated intensively with international partners to find an expert, including representatives of leading European countries (British Embassy, Estonian cybersecurity experts), the search process was not completed during the reporting period. Consequently, given the newly identified circumstances, there is a risk of delays in achieving the outcome of the objective.



## RECOMMENDATIONS

Based on the analysis of the problems and risks identified in the annual monitoring of the Action Plan implementation, it is recommended that:

- ❖ In close coordination with the Secretariat, the responsible agencies should provide a detailed analysis of the activities to be carried out in the subsequent quarters in order to properly determine the **deadlines and human resources required for their implementation. The Council should be notified of this within the framework of the first Progress Report for 2020;**
- ❖ Based on the evaluation of the work done during the reporting period and the situation created as a result of the spread of the novel coronavirus, the deadlines set out in the action plan should be reviewed in great detail and, in case of the delay, **new deadlines should be determined. The Council should be notified of this within the framework of the first Progress Report 2020;**
- ❖ In implementing the activities identified in the Action Plan, the leading responsible agencies, in close coordination with the Secretariat, should ensure actively engaging and informing the public authorities concerned so that on the one hand, **the process is inclusive** and on the other hand, **ownership for the results achieved through joint efforts is redistributed. The Council should be notified of specific activities that require the active participation of the public agencies other than the leading responsible agencies;**
- ❖ In close coordination with the Secretariat, the responsible agencies should exclude instances of activity duplication to prevent wasting of time, financial and human resources in the process of planning a new phase of Public Administration Reform.

## The implementation rate of the recommendations elaborated in the Progress Report (I-III Quarters, 2019) of the Reform Action Plan 2019-2020

It is worth mentioning that the Reform Secretariat has prepared and submitted to the Council a [Progress Report](#) on the implementation of the Action Plan, which describes the implementation progress of the activities envisaged in the I-III quarters of 2019, discusses the challenges and subsequently, elaborates recommendations.

The table below provides information on the extent to which the recommendations issued by the Secretariat under the Action Plan Progress Report were implemented in the interim period prior to the preparation of this Report.



## Recommendation, Progress Report 2019



## Whether the recommendation was taken into account

In close coordination with the Secretariat, responsible agencies shall provide a detailed analysis of the activities to be carried out in the following quarters, in order to accurately define the deadlines and human resources required for their implementation.

Based on the evaluation of the work accomplished during the reporting period, the implementation deadlines of the activities set out in the Action Plan should be reviewed in great detail, and in case of the delay, new deadlines should be determined.

In close coordination with the Secretariat, responsible agencies should exclude instances of activity duplication to avoid wasting time, financial and human resources in the process of planning a new phase of public administration reform.

The Secretariat, in close cooperation with the responsible agencies, began to analyze activities that were implemented with delay or could not be implemented within the set deadlines. The process was not completed during the reporting period. Comprehensive information on consideration of the recommendations given in the Progress and Annual Reports for the year of 2019 will be submitted to the Council as a part of the Progress Report for 2020.

Upon completion of the abovementioned analysis, if necessary, new deadlines for the implementation of activities will be determined and the Council will be notified of such development in the framework of the Progress Report of 2020.

The recommendation targets a new phase of the Reform, within which the Secretariat, in close cooperation with the relevant agencies, ensures the complete exclusion of duplication of activities.



# Lessons Learned

During the analysis of the mid-term and annual monitoring results of the current Action Plan, several general recommendations have been developed. According to the Secretariat, taking these recommendations into consideration will significantly improve the quality of the new action plan, as well as its implementation and coordination processes.

## ➤ SPECIFYING OUTCOME INDICATORS

The Action Plan 2019-2020 is one of the first sectoral action plans in Georgia, where expected results are measured by outcome indicators (quantitative/qualitative baseline and target values). Nevertheless, annual monitoring of the plan has shown that **mid-term target values should be defined in relation to the outcome indicators**. This will be instrumental for the Reform Council Secretariat, as well as the responsible agencies, to demonstrate more clearly the progress made or shortcomings encountered during the reporting period.

Therefore, when developing a new Action Plan 2021-2022, it is crucial to develop mid-term (for 2021) and (2022) target values (taking into account the content and complexity

of the objectives and activities). This would enable the Secretariat to measure progress in achieving the outcome indicator at the end of each year, which would help to implement results-oriented policies and make the reporting process even more transparent.

Moreover, while preparing this report, it became evident that some **key activities are not directly related to the outcome indicator**. In such a case, the activity may be completed, but have no (or little) impact on achieving the final result. Therefore, when developing a new action plan, the Secretariat will pay close attention to linking objectives and activities, as well as determining whether activities are directly related to the outcomes.

## ➤ DETERMINING ACTIVITY COMMENCEMENT AND COMPLETION DATES

The Reform Action Plan 2019-2020 specifies only activity completion deadlines. During the monitoring, it was observed that specific dates for the start of activities (at least at a quarterly level) should be determined. This will facilitate the process of promptly identifying delays in the implementation period and interfering to assist in meeting the activity implementation deadline specified in the action plan (for example, the implementation period for a large part of the Action Plan activities is quarter IV of 2020. For monitoring purposes, it is important to have a clear idea of the start date of the

process so that the Secretariat has the opportunity to analyze the implementation process of activities from the very beginning). This allows for timely detecting shortcomings and promptly devising relevant responses.

At the same time, **it is important to distribute objectives and activities as evenly as possible during the year** so that a large part of the activities in any direction will not have to be concluded at the end of the action plan term. Otherwise, the Secretariat loses the opportunity to identify flaws on time, notify the Council and take appropriate action.

## ANNEX 1

TABLE 1:



Distribution of Objectives and Outcome Indicators by Six Directions of the Reform

REFORM DIRECTIONS:	OBJECTIVE:	OUTCOME INDICATOR:	OUTPUT INDICATOR:
Policy Development and Coordination	4	10	17
Civil Service and Human Resource Management	2	5	8
Accountability	5	5	9
Public Service Delivery	6	7	18
Local Self-Government	1	1	2
<b>Total:</b>	<b>21</b>	<b>28</b>	<b>54</b>

TABLE 2:



Performance of Outcome Indicators by Directions

DIRECTION   OUTCOME INDICATOR:	N/A*	%	POSITIVE PROGRESS DYNAMICS **	%	
Policy Development and Coordination	10	9	90%	1	10%
Civil Service and Human Resource Management	5	0	0	5	100%
Accountability	5	5	100%	0	0
Public Service Delivery	7	6	85.7%	1	14.3%
Local Self-Government	1	1	100%	0	0
<b>Total:</b>	<b>28</b>	<b>21</b>	<b>75%</b>	<b>7</b>	<b>25%</b>

\* It is not possible to measure progress in relation to the baseline value as of December 31, 2019

\*\* Positive progress dynamics in relation to the baseline value

TABLE 3:



General Performance of Output Indicators

## A TOTAL OF 54 OUTPUT INDICATORS

RATING:			STATUS:		
Fully implemented	26	48.1%	Implementation process is completed	27	50%
Partially implemented	15	27.8%	Implementation process is ongoing	21	38.9%
Not implemented	13	24.1%	Implementation process has not started	6	11.1%

**Definition:**

Fully implemented (100%)

Partially implemented (≥50%)

Not implemented (≤50%)

TABLE 4:



Performance of Output Indicators by Directions

**POLICY DEVELOPMENT AND COORDINATION: 17**

RATING:			STATUS:		
Fully implemented	11	64.7%	Implementation process is completed	11	64.7%
Partially implemented	3	17.65%	Implementation process is ongoing	3	17.65%
Not implemented	3	17.65%	Implementation process has not started	3	17.65%

**CIVIL SERVICE AND HUMAN RESOURCE MANAGEMENT: 8**

RATING:			STATUS:		
Fully implemented	6	75%	Implementation process is completed	6	75%
Partially implemented	0	-	Implementation process is ongoing	2	25%
Not implemented	2	25%	Implementation process has not started	0	-

**ACCOUNTABILITY: 9**

RATING:			STATUS:		
Fully implemented	2	22.2%	Implementation process is completed	2	22.2%
Partially implemented	5	55.6%	Implementation process is ongoing	5	55.6%
Not implemented	2	22.2%	Implementation process has not started	2	22.2%

**PUBLIC SERVICE DELIVERY: 18**

RATING:			STATUS:		
Fully implemented	5	27.8%	Implementation process is completed	6	33.3%
Partially implemented	7	38.9%	Implementation process is ongoing	11	61.1%
Not implemented	6	33.3%	Implementation process has not started	1	5.6%

**LOCAL SELF-GOVERNMENT: 2**

RATING:			STATUS:		
Fully implemented	2	100%	Implementation process is completed	2	100%
Partially implemented	0	-	Implementation process is ongoing	0	-
Not implemented	0	-	Implementation process has not started	0	-

TABLE 5:



Performance of Output Indicators by Responsible Agencies

**Administration of the Government of Georgia: 17**

RATING:			STATUS:		
Fully implemented	11	64.7%	Implementation process is completed	11	64.7%
Partially implemented	5	29.4%	Implementation process is ongoing	5	29.4%
Not implemented	1	5.9%	Implementation process has not started	1	5.9%

**Ministry of Justice of Georgia: 9**

RATING:			STATUS:		
Fully implemented	5	55.6%	Implementation process is completed	5	55.6%
Partially implemented	1	11.1%	Implementation process is ongoing	1	11.1%
Not implemented	3	33.3%	Implementation process has not started	3	33.3%

**Ministry of Regional Development and Infrastructure of Georgia: 2**

RATING:			STATUS:		
Fully implemented	2	100%	Implementation process is completed	2	100%
Partially implemented	0	-	Implementation process is ongoing	0	-
Not implemented	0	-	Implementation process has not started	0	-

**LEPL - State Audit Office: 1**

RATING:			STATUS:		
Fully implemented	1	100%	Implementation process is completed	1	100%
Partially implemented	0	-	Implementation process is ongoing	0	-
Not implemented	0	-	Implementation process has not started	0	-

**LEPL - Civil Service Bureau: 11**

RATING:			STATUS:		
Fully implemented	7	63.6%	Implementation process is completed	7	63.6%
Partially implemented	1	9.1%	Implementation process is ongoing	3	27.3%
Not implemented	3	27.3%	Implementation process has not started	1	9.1%

**LEPL- Public Service Development Agency: 9**

RATING:			STATUS:		
Fully implemented	2	22.2%	Implementation process is completed	2	22.2%
Partially implemented	3	33.3%	Implementation process is ongoing	6	66.7%
Not implemented	4	44.5%	Implementation process has not started	1	11.1%



RATING:			STATUS:		
Fully implemented	3	30%	Implementation process is completed	4	40%
Partially implemented	5	50%	Implementation process is ongoing	6	60%
Not implemented	2	20%	Implementation process has not started	0	-

TABLE 6:



Performance of Outcome Indicators by Directions and Indicators

OUTCOME INDICATOR		Baseline 2018:	Target 2020:	Progress 2019:
<b>Policy Development and Coordination</b>				
1.1.1.	Share of the policy documents submitted to the Government that meet the requirements of updated Policy Planning, Monitoring and Evaluation Handbook	N/A	51%	N/A
1.1.2.	Share of the trained civil servants in Public Policy Analysis Trainings who have been awarded with the “completed with distinction” (the highest) certificate	N/A	51%	72.9%
1.2.1.	Share of annual monitoring reports on implementation of strategies approved by the government that comply with the requirements of updated Policy Planning, Monitoring and Evaluation Handbook	N/A	51%	N/A
1.2.2.	Share of mid-term or final evaluation reports on implementation of strategies approved by the government that comply with the requirements of updated Policy Planning, Monitoring and Evaluation Handbook	N/A	51%	N/A
1.2.3.	Share of annual monitoring reports on implementation of strategies approved by the government that are published on the website of the responsible agency	N/A	91%	N/A
1.3.1.	Timeline for policy elaboration, monitoring and evaluation	4 / 2	3 / 1	N/A
1.3.2.	Share of representatives of the Anti-corruption Inter-agency Coordination Council member agencies who have completed the training “with distinction”	0%	70%	N/A
1.3.3.	Increased engagement of the Council member NGOs and international organizations	30	50	N/A
1.3.4.	Share of the strategic documents and monitoring reports that are filled out flawlessly	0%	70%	N/A
1.4.1.	Share of the Government initiated legislative packages elaborated in accordance with the Regulatory Impact Assessment (RIA)	0	5%	N/A
<b>Civil Service and Human Resources Management</b>				
2.1.1.	Share of the ministries covered by the CSL who have presented Professional Development Plans and Reports to the Civil Service Bureau	0	90%	100%
2.1.2.	Share of the ministries covered by the CSL whose employees have undergone compulsory professional development program	0	60%	45%
2.2.1.	Civil Service Bureau staff turnover	9%	5%	6%
2.2.2.	Filled-in staff positions in the Civil Service Bureau	94%	100%	89%
2.2.3.	Share of employees of the Civil Service Bureau who participated in the Professional Development Program on CSL	50%	60%	90%
<b>Accountability</b>				
3.1.1.	Share of LEPLs covered by the CSL that have implemented recommendations issued by the Civil Service Bureau on institutional set-up of the LEPLs	0	10%	N/A
3.2.1.	Number of open data published on the Data.gov.ge	3	30	N/A
3.3.1.	Share of the State Audit Office recommendations with a “No Response” status	12%	8%	N/A
3.4.1.	Share of civil servants of central government bodies representing policy planning and analysis units, who claim that they are familiar with the OGP Georgia Action Plan and participate in the elaboration process of open government policy for 2020-2022	0	51%	N/A
3.5.1.	Percentage of decisions to refuse to disclose public information by public institutions (ministries and LEPLs) within their competence	15%	10%	N/A



### Public Service Delivery

4.1.1.	Number of developed/adapted services at central level that are in compliance with PSDP standards	0	15	N/A
4.2.1.	Number of developed/adapted services at central level that are in compliance with unified standard requirements	0	15	N/A
4.3.1.	Number of public services quality of which is evaluated according to the Service Index Methodology	0	5	N/A
4.3.2.	Customer satisfaction level of 3 public service provider agencies	0	70%	N/A
4.4.1.	Number of newly developed/adapted public services that are priced in compliance with a new methodology of pricing	0	15	N/A
4.5.1.	Number of electronic services available at My.gov.ge	427	470	467
4.7.1.	Weighted score of assessing the critical infrastructure assets is increased by 20%	24	29	N/A

### Local Self-Government

6.1.1.	Number of identified powers to hand over to local self-government	0	2	N/A
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**TABLE 7:** 

Implementation of Output Indicators according to the Reform Council Secretariat assessment

## POLICY DEVELOPMENT AND COORDINATION

**Objective 1.1: Improve the quality assurance control mechanism of policy documents and develop the capacity of the civil servants intending to perfect the system of policy planning and coordination**

OUTPUT INDICATOR:	PERFORMANCE RATING:	IMPLEMENTATION STATUS:
1.1.1.1 "Rule on Elaboration, Monitoring and Evaluation of the Policy Documents" is developed and approved by the decree of the Government	Fully implemented	Implementation process is completed
1.1.1.2 Handbook on the Elaboration, Monitoring and Evaluation of the Policy Documents is developed, discussed in the working group and approved by the decree of the government	Fully implemented	Implementation process is completed
1.1.1.3 Annexes of the Handbook on Policy Planning, Monitoring and Evaluation are elaborated. The full handbook is printed.	Partially implemented <sup>52</sup>	Implementation process is ongoing
1.1.2.1 Training Module for Civil Servants on Policy Planning, Monitoring and Evaluation has been developed in compliance with updated regulatory and methodological documents	Fully implemented	Implementation process is completed
1.1.4.1 Report on a Study of the best practices and legislative basis for conducting public consultations at the policy elaboration stage has been developed and recommendations are elaborated accordingly	Fully implemented	Implementation process is completed
1.1.5.1 Data on policy documents submitted to/approved by the government and recommendations developed accordingly is systematized by years and agencies.	Fully implemented	Implementation process is completed

**Objective 1.2: Improve the quality of policy implementation Monitoring, Reporting and Evaluation in order to ensure result-based management and increased public accessibility**

1.2.1.1 Monitoring and Evaluation Guideline is approved along with the Policy Planning, Monitoring and Evaluation Handbook	Fully implemented	Implementation process is completed
1.2.3.1 A document describing business processes of the e-system is developed in accordance with agreed concept	Partially implemented	Implementation process is ongoing

<sup>52</sup> To complete the task, it is necessary to prepare instructions for public consultations and print a single package.

**Objective 1.3: Develop a practice of elaborating Policy Documents electronically in order to enhance the transparency of anti-corruption policy elaboration and effectiveness of inter-agency coordination<sup>53</sup>**

1.3.1.1. Interim working group is established and composed of representatives of the Council member agencies and technical personnel in order to develop E-portal	Not implemented	Implementation process has not started
1.3.1.2 The research on best-practice is conducted	Partially implemented <sup>54</sup>	Implementation process is ongoing
1.3.1.3 The concept of E-portal is developed and agreed upon by the WG	Not implemented	Implementation process has not started
1.3.1.4 Document describing business processes of the E-portal is developed on the bases of agreed concept	Not implemented	Implementation process has not started

**Objective 1.4: Establish the evidence-based policy development system through implementation of Regulatory Impact Assessment (RIA) on legislative acts**

1.4.1.1. Draft law on Regulatory Impact Assessment of legislative acts is elaborated	Fully implemented	Implementation process is completed
1.4.1.2. Draft law on Regulatory Impact Assessment of legislative acts is submitted to the Government	Fully implemented	Implementation process is completed
1.4.1.3. Draft law on Regulatory Impact Assessment of legislative acts is approved by the Government and submitted to the parliament	Fully implemented	Implementation process is completed
1.4.2.1. Methodological manual on the Regulatory Impact Assessment of legislative acts is developed	Fully implemented	Implementation process is completed
1.4.2.2. Methodological manual on the Regulatory Impact Assessment of legislative acts is submitted to the Government	Fully implemented <sup>55</sup>	Implementation process is completed


**CIVIL SERVICE AND HUMAN RESOURCE MANAGEMENT**
**Objective 2.1: Establish professional development system of professional civil servants at the level of ministries and promote prevention of political influence on managerial positions in the civil service in order to enhance merit-based career advancement and neutrality principles**

OUTPUT INDICATOR:	PERFORMANCE RATING:	IMPLEMENTATION STATUS:
2.1.1.1 Professional development plans and Reports are analyzed by the CSB; Based on the analysis shortcomings are identified	Fully implemented	Implementation process is completed
2.1.4.1 Accreditation Regulations of professional development programs for professional civil servants are elaborated	Fully implemented	Implementation process is completed
2.1.4.2 Ranking of the accredited professional development programs is developed and available for public	Fully implemented	Implementation process is completed
2.1.6.1 Working group responsible for elaboration of amendments to the law and bylaws on dismissal due to downsizing during reorganization, liquidation or/and merger of the public institutions is established	Fully implemented	Implementation process is completed
2.1.6.2 Draft amendments are developed	Fully implemented	Implementation process is completed

<sup>53</sup> In this regard, it is important to note that the process of developing a unified electronic system for policy planning and coordination (PDCems) by the Administration of the Government of Georgia is underway. Therefore, in order to properly allocate resources and avoid duplication of activities, which was also discussed in the progress report of the Action Plan monitoring, it is important that, in the first stage, a single electronic system for policy planning and coordination be established and that the preparation of the electronic system for the development of anti-corruption documents be modified or continued on the basis of a thorough study and analysis of the system. In view of the above, the Anti-Corruption Council Secretariat is planning subsequent actions to implement the commitment step by step as required.

<sup>54</sup> Only the initial version of the study was prepared during the reporting period.

<sup>55</sup> The methodology submitted to the Government for approval by the end of 2019 was adopted by the Government on 17 January 2020. Accordingly, the indicator has been fully implemented.

2.1.6.3 At least 3 public discussions are carried out on draft amendments to the law and bylaws	Not implemented <sup>56</sup>	Implementation process is ongoing
2.1.6.4 Draft law is submitted to the Government	Not implemented <sup>57</sup>	Implementation process is ongoing
<b>Objective 2.2: Institutional strengthening of the CSB in order to promote enforcement of the Civil Service Law and establish a unified approach</b>		
2.2.1.1 Functional and institutional analysis of the bureau is carried out	Fully implemented	Implementation process is completed

## ACCOUNTABILITY

### **Objective 3.1: Suggest institutional set-up to the LEPLs covered by the CSL in order to strengthen the principles of economy, effectiveness and efficiency**

OUTPUT INDICATOR:	PERFORMANCE RATING:	IMPLEMENTATION STATUS:
3.1.1.1 The List of LEPLs that are categorized according to the Analysis of their functions and authority	Fully implemented	Implementation process is completed
3.1.2.1. New draft law on LEPLs is elaborated	Partially implemented <sup>58</sup>	Implementation process is ongoing
3.1.2.2. At least 3 public consultations are carried out in order to discuss new draft law	Not implemented <sup>59</sup>	Implementation process has not started

### **Objective 3.2: Improve access to open data by strengthening existing mechanisms**

3.2.1.1 Open data portal - data.gov.ge - is updated	Partially implemented <sup>60</sup>	Implementation process is ongoing
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### **Objective 3.3: Implement electronic monitoring tool on recommendations issued by the State Audit Office in order to improve the feedback mechanism**

3.3.1.1 Electronic Monitoring System on monitoring implementation of the SAO recommendations is developed	Fully implemented	Implementation process is completed
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### **Objective 3.4: Raise awareness of civil servants of central government bodies on the Open Government agenda in order to enhance implementation of the Open Government policy principles**

3.4.1.1. Open Government Communication Strategy is elaborated; One component of the strategy focuses on raising awareness of civil servants	Partially implemented <sup>61</sup>	Implementation process is ongoing
3.4.3.1 OGP Georgia's website is created	Partially implemented <sup>62</sup>	Implementation process is ongoing

### **Objective 3.5: Improve existing legislation on the access to information in order to enhance openness, transparency and accountability of the public institutions and ensure its consistent application in practice**

3.5.1.1 The draft law on Freedom of Information is submitted to the Parliament	Partially implemented <sup>63</sup>	Implementation process is ongoing
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<sup>56</sup> Three internal meetings were held with the participation of representatives of human resources management units of public agencies only.

<sup>57</sup> No draft amendments to legislation were submitted to the Government during the reporting period.

<sup>58</sup> A draft version of the law on LEPLs has been developed and further discussions are underway.

<sup>59</sup> Three internal meetings were held with participation of representatives of public agencies and non-governmental organizations only. In addition, a new draft law on LEPLs needs to be developed to carry out this activity.

<sup>60</sup> An open data portal Functional Requirement (FR) is developed, although the portal has not been updated.

<sup>61</sup> A working version of the Open Government Communication Strategy has been developed and the work on the document is ongoing.

<sup>62</sup> The Functional Requirement (FR) of the OGP Georgia website has been elaborated and development of design and layout is in progress.

<sup>63</sup> A draft law on the Freedom of Information has been prepared, work is in progress.

3.5.2.1 Handbook for implementation of the norms regulating the freedom of information is developed

Not implemented<sup>64</sup>

Implementation process has not started

## PUBLIC SERVICE DELIVERY

### Objective 4.1: Develop a unified standard for Public Service development focusing on citizen engagement in order to ensure citizen-oriented service delivery

OUTPUT INDICATOR:	PERFORMANCE RATING:	IMPLEMENTATION STATUS:
4.1.1.1 Policy document is discussed with all interested parties and submitted to the Government	Partially implemented <sup>65</sup>	Implementation process is ongoing
4.1.2.1. The guideline and instructions on service design are developed	Partially implemented <sup>66</sup>	Implementation process is ongoing
4.1.2.2. Service design Guideline and Instructions are presented to the public	Not implemented <sup>67</sup>	Implementation process has not started

### Objective 4.2: Improve access to public services through introducing a unified user-oriented standards of service delivery

4.2.1.1 Legislative Amendments to the law is submitted to the Government	Not implemented <sup>68</sup>	Implementation process is ongoing
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### Objective 4.3: Ensure quality assurance of public services through the implementation of the Unified Standard for Quality Examination and Improvement

4.3.1.1 The concept and methodology of service index is developed	Partially implemented <sup>69</sup>	Implementation process is ongoing
4.3.3.1 Customer satisfaction survey standard is developed	Not implemented <sup>70</sup>	Implementation process is ongoing
4.3.6.1 Methodological guideline and handbook on CAF is elaborated	Fully implemented	Implementation process is completed
4.3.8.1 CAF methodology is implemented in 1 pilot service provider agency	Fully implemented	Implementation process is completed

### Objective 4.4: Establish a fair and effective approach to the pricing of public services through the elaboration of unified methodology of service pricing

4.4.1.1 Methodology and Handbook on pricing are discussed with all service provider agencies and approved by	Not implemented <sup>71</sup>	Implementation process is ongoing
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### Objective 4.5: Improve access to public and private sectors' e-services by enhancing My.gov.ge

4.5.1.1 Legislative amendment to regulate provision of public e- services is elaborated and submitted to the Government	Partially implemented <sup>72</sup>	Implementation process is ongoing
4.5.2.1 My.gov.ge is adapted to the needs of people with visual impairment	Fully implemented	Implementation process is completed

<sup>64</sup> Adoption of the Law on Freedom of Information is essential for the implementation of the activity.

<sup>65</sup> A final version of the policy document has been developed and will be submitted to the Government once it incorporates comments and inputs from non-governmental organizations.

<sup>66</sup> Some of the instructions required for the service design manual were developed, although final versions of the documents were not prepared.

<sup>67</sup> The presentation will take place after the development of the service design manual and instructions.

<sup>68</sup> The legislative package was not prepared during the reporting period.

<sup>69</sup> The final version of the service index has been prepared and is to be presented to all stakeholders..

<sup>70</sup> The standard of customer satisfaction survey was not developed at the annual monitoring stage.

<sup>71</sup> There is no manual or methodology for pricing by the end of the reporting period, thus the issue was not discussed with service providers.

<sup>72</sup> A package of legislative amendments was developed, but it is not submitted to the Government.

4.5.3.1 Feedback mechanisms are integrated into My.gov.ge.	Partially implemented <sup>73</sup>	Implementation process is ongoing
4.5.4.1 Video tutorial on the usage of electronic services is available on My.gov.ge	Partially implemented <sup>74</sup>	Implementation process is ongoing
4.5.5.1 Trainings on usage of My.gov.ge are conducted for: 1. The employees of the Public Service Hall and Community Centers; 2. Central and local government officials; 3. Private sector and media representatives; 4. Students	Partially implemented <sup>75</sup>	Implementation process is completed

#### Objective 4.7: Enhance critical infrastructure security through raising awareness and developing the teaching methodologies

4.7.1.1 Methodology for defining critical information system assets is elaborated	Fully implemented	Implementation process is completed
4.7.2.1 Sensor network monitoring system is implemented in at least 3 agencies	Not implemented <sup>76</sup>	Implementation process is ongoing <sup>77</sup>
4.7.3.1 The basic training material for cyber security is updated on the electronic training platform	Fully implemented	Implementation process is completed
4.7.4.1 Cyber Hygiene training discipline for schools is elaborated	Not implemented <sup>78</sup>	Implementation process is ongoing <sup>79</sup>

## LOCAL SELF-GOVERNMENT

#### Objective 6.1: Strengthen local self-governments by extending their powers

OUTPUT INDICATOR:	PERFORMANCE RATING:	IMPLEMENTATION STATUS:
4.6.1.1 Draft version of the Decentralization Strategy document was developed and discussed with relevant stakeholders	Fully implemented	Implementation process is completed
4.6.1.2 The strategy is submitted to the Government of Georgia for adoption	Fully implemented	Implementation process is completed

### Annex 2:

#### 2019-2020 Action Plan Monitoring Status Report

<sup>73</sup> Feedback mechanism is scheduled to be fully operational in 2020.

<sup>74</sup> Graphic interactive instructions on the use of various functionalities are designed and tested.

<sup>75</sup> Employees of Public Service Hall and Community Centers were trained in the frames of the 2018 training cycle.

<sup>76</sup> Network sensor monitoring system is implemented only in the LEPL - Data Exchange Agency.

<sup>77</sup> By the time the report was adopted, the Parliament underwent thought initiatives that have a significant impact on the activities, the implementation process could not be started (detailed information will be available in the next monitoring report).

<sup>78</sup> During the reporting period, a cyber-hygiene curriculum for schools was not developed.

<sup>79</sup> By the time the report was approved, international expert had already completed the development of the training plan. The materials are being translated into Georgian and in July, in cooperation with the Ministry of Education, teacher trainings will be conducted to present the material.



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საქართველოსთვის

The European Union for Georgia

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