

Annual Monitoring Report on the Implementation of the
2019 Public Administration
2020 Reform Action Plan
(January-December 2020)



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Executive Summary

2020



Key Achievements of 2019-2020 Action Plan

Policy Planning and Coordination

- ▶ **A new system of policy planning and coordination** was launched (page 27)
- ▶ **Annual plan of government policy documents** was elaborated and approved for the first time (page 27)
- ▶ Number of civil servants trained in policy planning, monitoring and evaluation increased up to 227 (page 29)
- ▶ First wave of civil servants **was retrained in Regulatory Impact Assessment (RIA) of legislative acts** (page 32)

Civil Service and Human Resources Management

- ▶ Sectoral research **“Overview of Planning and Professional Development in Civil Service”** was conducted (page 35)
- ▶ **The research “Civil Service Free of Political Leverage”** was conducted (page 36)
- ▶ **224 civil servants** holding managerial positions **participated in professional development course “Civil Servants’ Management Skills”** (page 35)
- ▶ Electronic training course on ethics is being piloted at the ethics.gov.ge portal (page 35)

Accountability

- ▶ Draft amendments to the Law of Georgia on **Legal Entity of Public Law** was elaborated (page 39)
- ▶ Pilot of **electronic system of monitoring** the implementation of recommendations issued by the State Audit Office was launched (page 38)
- ▶ **Open Government Partnership – Georgia** website was launched (page 41)

Local Self-government

- ▶ **Decentralization Strategy for 2020-2025** was approved (page 57)
- ▶ Local self-government bodies were granted certain powers in terms of **education and protection of children’s rights** (page 57)
- ▶ List of **necessary modules of electronic services** that need to be introduced in the municipalities was developed (page 58)
- ▶ **A concrete action plan for improving access to electronic services in local self-governments** was elaborated (page 58)

Public Service Delivery

- ▶ **Guidebooks** for service design, service delivery, customer satisfaction survey, common assessment framework and service pricing were developed (page 46)
- ▶ **International quality control mechanism – Common Assessment Framework (CAF)** was introduced in the LEPL - Public Service Hall and Unified Service Center of the Patrol Police (page 47)
- ▶ Number of public electronic services on my.gov.ge **increased up to 700** (page 48)
- ▶ **Services offered by the Ministry of Internal Affairs and Revenue Service** were integrated in the data exchange infrastructure (page 49)

Public Finance Management

- ▶ **Information on the impact made by 5 new policy directions on the budget** were reflected in BDD for the first time (page 52)
- ▶ **Draft Strategy for Corporatization of Public Enterprises** was elaborated (page 54)
- ▶ Fiscal risks analysis document **covered 92% of public enterprises** (page 54)
- ▶ **Electronic portal Budget Transparency and Participation System (eBTPS)** was developed (page 55)
- ▶ **Georgia holds the 5th place** in Open Budget Survey, **the country's score in Public Participation in the Budget Process improved by 6 points** (page 55)

23 objectives

(2020)

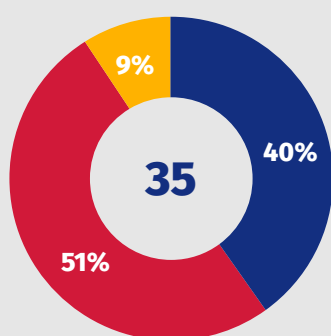
- Fully implemented
- Partially implemented
- Not implemented



Implementation of Objectives According to the Reform Directions

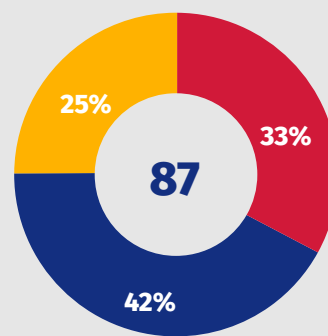
	Fully implemented	Partially implemented	Not implemented
Policy Planning and Coordination	1 ▶ 25%	1 ▶ 25%	2 ▶ 50%
Civil service & Human Resources Management	1 ▶ 50%	1 ▶ 50%	-
Accountability	1 ▶ 20%	-	4 ▶ 80%
Public Service Delivery	1 ▶ 14,4%	1 ▶ 14,4%	5 ▶ 71,2%
Public Finance Management	1 ▶ 33,3%	2 ▶ 66,7%	-
Local Self-government	2 ▶ 100%	-	-

Outcome Indicators (2020)



- Fully implemented
- Partially implemented
- Not implemented

Output Indicators (2020)



- Fully implemented
- Partially implemented
- Not implemented

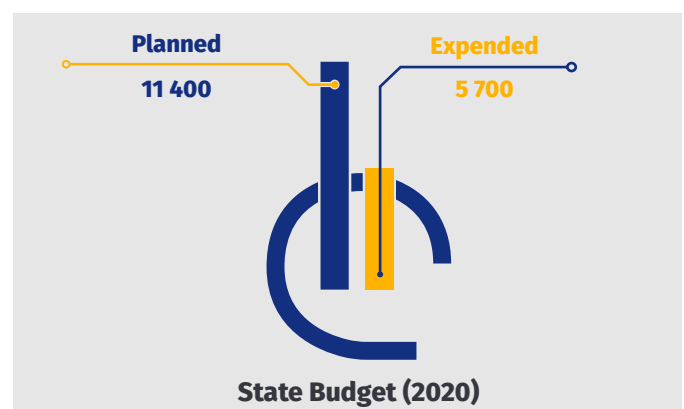
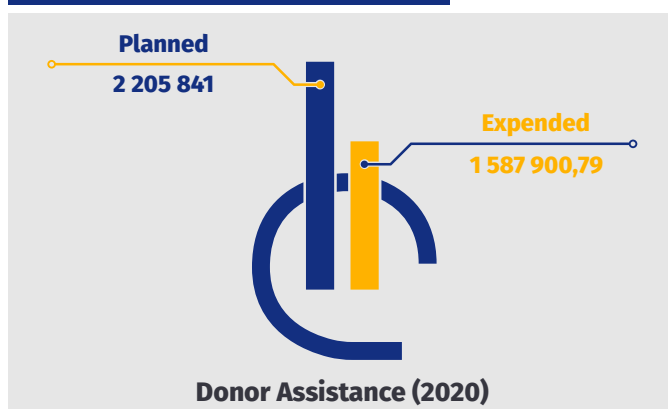
Number of Output Indicators According to the Responsible Agencies








Implementation of Output Indicators According to the Responsible Agencies

Responsible Agency	Fully implemented	Partially implemented	Not implemented
Administration of the Government of Georgia	5 ▶ 62,5%	-	3 ▶ 37,5%
Ministry of Justice of Georgia	-	-	4 ▶ 100%
LEPL – Digital Governance Agency	2 ▶ 50%	-	2 ▶ 50%
LEPL – Civil Service Bureau	4 ▶ 57,1%	1 ▶ 14,3%	2 ▶ 28,6%
LEPL – Public Service Development Agency	-	-	5 ▶ 100%
Ministry of Regional Development and Infrastructure	2 ▶ 100%	-	-
Ministry of Finance of Georgia	2 ▶ 50%	1 ▶ 25%	1 ▶ 25%
State Audit Office	-	-	1 ▶ 100%

Financial Expenditures



Key Challenges

-  Impact of the novel coronavirus pandemic on the Action Plan implementation
-  Meeting the implementation deadlines
-  Lack of human and financial resources
-  Delays in development of documents that are to be submitted to the Government for approval
-  Low rate of participation of public agencies

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.¹

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**

- ▶ **Policy Planning and Coordination**
- ▶ **Civil Service and Human Resource Management**
- ▶ **Accountability**

The 2019-2020 Action Plan of the Reform (third Action Plan) was developed by the Public Administration Reform Council Secretariat (hereinafter - Secretariat) in close cooperation with the OECD/SIGMA experts, local nongovernmental and international 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 research on the end results of each objective of the Action Plan. **The Action Plan includes 23 objectives, 35 outcome indicators, 78 activities and 119 output indicators.** It is noteworthy, that in the process of preparing the current Action Plan, an online method of public consultations was carried out for the first time.

Coordination Mechanism of the Reform

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 Interagency Coordinating Council was established to coordinate and monitor implementation of the Public Administration Reform. It should be noted that, at the

– a strategic document defining the government's main objectives in the area of improvement of public administration was developed.² Three action plans were developed with a view to implementing the Roadmap. Currently, the implementation of 2019-2020 Action Plan is underway.³

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.⁴ The Reform is based on the European Principles of Public Administration⁵ and foresees 5 main and, considering the country's priorities, one more additional direction, as listed below:

- ▶ **Public Service Delivery**
- ▶ **Public Finance Management**
- ▶ **Local Self-government**

The present document is the Annual Monitoring report on the implementation of Public Administration Reform Action Plan for 2019-2020 and it **aims to document the progress achieved in implementing the objectives and outcome indicators defined by the Action Plan as of December 31, 2020**. Apart from this, it is aimed at identifying achievements and shortcomings, developing relevant recommendations, and providing this information to the stakeholders.

The Report was prepared by the PAR Council Secretariat (Administration of the Government of Georgia, Public Administration Division of Policy Planning and Coordination Department) in cooperation with the state agencies, local nongovernmental organizations and international organizations involved in the process.

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.⁶

The function of the PAR Council Secretariat was entrusted to

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

² Public Administration Reform [Roadmap 2020](#).

³ June 10, 2019 [Decree](#) N274 of the Government of Georgia on „Approval of Public Administration Reform 2019-2020 Action Plan“.

⁴ May 3, 2016 [Order](#) N135 of the Prime Minister of Georgia on „Approval of the Statute and Composition of the Public Administration Reform Council“ (see the amendment to the Order in subsection titled "Reform Coordination Mechanism").

⁵ European [Principles](#) of Public Administration.

⁶ January 27, 2020 [Decree](#) N17 of the Prime Minister of Georgia on Establishment of the Inter-Agency Coordination Council of the Public Administration Reform and Approval of Its Regulations.

the **Public Administration Division** of the Policy Planning and Coordination Department, AoG, which was established in 2019. The Secretariat provides analytical and organizational support to the Council as well as monitors the Action Plan implementation. The present Report is the fourth document elaborated within the framework of monitoring of the 2019-2020 Action Plan.

Monitoring reports are submitted to the Council for review and

Communication

In 2020, with the support from the joint project of the United Nations Development Program (UNDP) and the British Government – “Support to the Public Administration Reform in Georgia” the first **communication strategy for the Public Administration Reform** and the PAR **brand book** were developed. These steps are directed at strengthening the Public Administration Reform process in the country and raising public awareness on successful, current and future activities implemented under this reform.

The Communication Strategy ensures growing participation of stakeholders in the process of elaboration of a new Public Administration Reform Strategy and its Action Plan as well as establishment of high standards for communicating with the public.

In October 2020, with the support of PAR Secretariat and EU

approval. 2019 Progress Report was approved at the Council meeting. Considering the situation created as a result of the spread of the novel coronavirus, the Council approved the **Annual Monitoring report on implementation of the 2019 Action Plan and 2020 Progress Report** using a written procedure. The Report is publicly accessible on the website of the Government of Georgia in Georgian and English languages.

technical assistance project titled “Support to the Public Administration Reform in Georgia”, the Communication Strategy was presented to the members of the **PAR Communication Network**. PAR Communication Network was created with the support of PAR Technical Assistance Project and it comprises of representatives of the public institutions involved in the reform (Network members represent both policy planning and communication/public relations units of respective institutions). In addition, in November 2020, during the meeting held for the representatives of the PAR Communication Network, the PAR Secretariat discussed the significance of PAR with the participants. They also discussed each direction of PAR and the important achievements of the reform.

The final versions of the Communication Strategy and its Action Plan will be submitted to the PAR Council in 2021.⁷

Monitoring Report Development Methodology

The methodology of the Action Plan Monitoring Report is based on the Policy Planning, Monitoring and Evaluation Handbook⁸ and the OECD/SIGMA Toolkit for the elaboration, implementation,

monitoring, reporting and evaluation of Public Administration Reform and sector strategies.⁹

The output indicators were assessed based on the following criteria:

Monitoring 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	<ul style="list-style-type: none"> ● 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 	

⁷ Government of Georgia, [Annual Monitoring Report](#) on implementation of Public Administration Reform 2019-2020 Action Plan, 2019.

⁸ According to the “Rules of Procedure for Development, Monitoring and Evaluation of Policy Documents” approved by the [Decree of the Government of Georgia](#) N629 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.

⁹ OECD/SIGMA [Toolkit](#) for the preparation, implementation, monitoring, reporting and evaluation of public administration reform and sector strategies.

Monitoring criteria reveal implementation of objectives and 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 mostly 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 pro-

► **Were to be completed in 2019, however,** according to the Monitoring Report, were *partially implemented or not implemented*;

cess, the PAR Council Secretariat has the opportunity to identify suspended and/or cancelled activities, the causes thereof, and provide recommendations to the relevant responsible agencies.

The Monitoring Report covers the period between **January 2020 through December 31, 2020**. Based on the methodology of conducting annual monitoring of the Action Plan, the Secretariat evaluated the progress achieved in terms of the output indicators of the Action Plan that were to be completed by the end of the 4th quarter of 2020. Besides, the Report also includes the activities that:

► According to 2019 Monitoring Report, **were fully implemented, but** the responsible agency continued its implementation in 2020.

Process of monitoring the implementation of the Action Plan was divided into several stages:

I Stage



Status report that reflects relevant objectives and activities of the Action Plan are forwarded to responsible public agencies for them to submit data on implementation (including the sources of verification)

II Stage



The Secretariat processes received data and forwards it to local nongovernmental and international organizations for their comments that are to be presented within a week's time

III Stage



The Secretariat processes received data and prepares the Monitoring Report on implementation of the Action Plan for submission to the PAR Council



Participation of the Nongovernmental Sector in the Monitoring Process

The level of involvement of civil society has increased both at the development stage of the PAR Action Plan for 2019-2020 as well as during the elaboration of Monitoring Reports concerning the implementation of the Action Plan.

At the PAR Council meeting held on February 7, 2020, representatives of civil society and international organizations attended the presentation of the results of the **Progress Report**. It should be emphasized that the meeting was held with broad involvement and active participation of civil society representatives. During the meeting, the responsible agencies answered the questions of the representatives of international organizations and local NGOs regarding the implementation of the Action Plan. Civil society representatives presented recommendations that should be taken into consideration in the process of development of a new Public Administration Reform Strategy and the accom-

panying action plan.

During the development of Monitoring Report on the implementation of Action Plan, a separate monitoring stage was devoted to ensuring the participation of the civil society. The Secretariat shared the status reports submitted by the responsible agencies with local nongovernmental organizations as well as international organizations to receive their feedback.

This Report presents the **PAR Secretariat's assessment, which is based on the analysis of the opinions of civil society representatives and the verification sources provided by the responsible agencies**. In the light of the above, the **ratings and status** indicated by the responsible agencies have changed with regard to the following output indicators:

Outcome indicators	Assessment of the responsible agency		Final assessment of the PAR Secretariat	
	Rating	Status	Rating	Status
2.1.2 Share of ministries that are fully under the jurisdiction of the Law on Civil Service whose employees have undergone the mandatory professional development program	Fully implemented	The implementation process is ongoing	Fully implemented	The implementation process is completed
2.2.2 Percentage of filled in vacancies in the Civil Service Bureau	Partially implemented	The implementation process is completed	Not implemented	The implementation process is completed
3.2.1 Amount of open data published on data.gov.ge	Partially implemented	The implementation process is ongoing	Not implemented	The implementation process is ongoing
3.3.1 Percentage of the recommendations issued by State Audit Office with "No Response" status	Partially implemented	The implementation process is ongoing	Not implemented	The implementation process is ongoing
4.1.1 Number of services developed at the central government level after the adoption of Public Service Development and Provision (PSDP) policy document, which meet the main requirements of the standard	Partially implemented	The implementation process is ongoing	Not implemented	The implementation process is ongoing
4.2.1 Number of central services developed/adapted after the adoption of PSDP, which meet the main requirements of the unified standard	Partially implemented	The implementation process is ongoing	Not implemented	The implementation process is ongoing
4.3.1 Number of public services whose quality has been assessed based on the Service Index Methodology	Partially implemented	The implementation process is suspended	Not implemented	The implementation process is suspended
4.3.2. Customer satisfaction rate of 3 public service providers	Partially implemented	The implementation period has not started	Not implemented	The implementation period has not started
4.4.1 Number of newly developed/adapted public services whose pricing was based on the new pricing methodology	Partially implemented	The implementation process is ongoing	Not implemented	The implementation process is ongoing
5.1.2. Accuracy of macroeconomic and fiscal forecasts	Fully implemented	The implementation process is completed	Not implemented	The implementation process is ongoing

Output indicators	Assessment of the responsible agency		Final assessment of the PAR Secretariat	
	Rating	Status	Rating	Status
1.3.1.1. A temporary working group comprised of technical personnel and representatives of the agencies that are members of the Council has been formed with a view to developing the Council's electronic portal	Not implemented	The implementation process is ongoing	Not implemented	The implementation process is suspended
1.3.1.2. Research on best practices completed	Fully implemented	The implementation process is completed	Partially implemented	The implementation process is suspended

1.3.1.3. Concept of the electronic system developed and agreed with the working group	Partially implemented	The implementation process is ongoing	Not implemented	The implementation process is suspended
1.3.1.4. Document describing the business processes of the electronic system developed based on the agreed concept	Partially implemented	The implementation process is ongoing	Not implemented	The implementation process is suspended
2.1.3.2. Civil servants working in the ministries have undergone an electronic course on ethics	Partially implemented	The implementation process is ongoing	Not implemented	The implementation process is ongoing
2.2.2.2. Bureau's website is regularly updated	Fully implemented	The implementation process is completed	Partially implemented	The implementation process is completed
2.2.2.3. Features of the websites administered by the Bureau have been reviewed; recommendations have been elaborated	Fully implemented	The implementation process is completed	Partially implemented	The implementation process is completed
3.1.2.2. At least 3 public discussions of Draft Law on Legal Entities of Public Law have been held	Fully implemented	The implementation process is completed	Not implemented	The implementation period has not started
4.2.1.1. Draft amendments to Law on Civil Services have been submitted to the Government	Fully implemented	The implementation process is ongoing	Partially implemented	The implementation process is ongoing
4.7.2.1. Sensor network monitoring system is introduced in at least 3 agencies	Partially implemented	The implementation process is suspended	Not implemented	The implementation process is suspended
4.7.4.1. Cyber Hygiene academic discipline is developed for schools.	Fully implemented	The implementation process is completed	Partially implemented	The implementation process is ongoing

New strategy of Public Administration Reform

Implementation of the 2015-2020 strategy (Roadmap 2020) of Public Administration Reform was completed at the end of 2020. In the 4th quarter of 2020, Administration of the Government of Georgia, in cooperation with the United Nations Development Program (UNDP), started the process of elaboration of the new strategy and action plan of Public Administration Reform. The process fully corresponds with the Policy Planning, Monitoring and Evaluation handbook as well as OECD/SIGMA instruments and includes the following stages:

- ▶ Situation analysis and problem identification
- ▶ Elaboration of the strategy
- ▶ Elaboration of the action plan

Representatives of public agencies, civil society, academia, international organizations/development partners are actively involved in the elaboration of the new strategy of Public Administration Reform. Up to 30 meetings, including in-depth interviews, focus

groups and work meetings, were held with stakeholders with a view to analyzing the situation and identifying the problems. Drafts of each part of the strategy are submitted to the Council for approval. It should be noted that with the support of UN Women, the new strategy includes the gender equality and social inclusion component for the first time.

External review of implementation of the PAR Roadmap 2020 is a significant evidence in the process of elaboration of the new strategy, this external review was carried out with UNDP's support. The document reviews the results of the Roadmap implementation and the Public Administration needs that must be addressed during the new wave of the Reform.

In order to ensure the continuity of the Reform, the work on the strategy document and relevant action plan should be completed in the 2nd quarter of 2021.

General progress

Under the present monitoring report, **35 outcome indicators of 23 objectives in six directions** of 2019-2020 Public Administration Reform Action Plan have been assessed: Policy Planning and

Coordination, Civil Service and Human Resources Management, Accountability, Public Service Delivery, Public Finance Management and Local Self-government.



Number of outcome indicators in the 2019-2020 Action Plan

Policy Planning and Coordination

10

Civil Service and Human Resources Management

6

Accountability

5

Public Service Delivery

8

Public Finance Management

4

Local Self-government

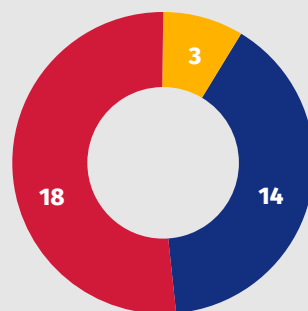
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Annual Monitoring Report on the implementation of the Action Plan for 2019 noted a possible negative impact that the steps directed at stopping the spread of the new coronavirus pandemic could have on the implementation period of the Action Plan.¹⁰ Based on the emergency management and coordination needs as well as due to the scale and significance of the pandemic, a significant portion of human and financial resources of public administration had to be mobilized for activities related to crisis management. Besides, globally, the pandemic changed the work mode of public administration and led to reevaluation of the existing coordination systems.

Progress monitoring findings for 2020 showed that the aforementioned developments had a negative impact on the implementation periods of the activities specified in the Public Administration Reform Action Plan.¹¹ During the annual monitoring process for 2020, it became evident that activities needed for implementing the outcome indicators were postponed due to the pandemic, which had a negative impact on the final results of the Action Plan implementation.

Implementation status of outcome indicators of 2019-2020 Action Plan as assessed by the Secretariat of the Council

Rating



- Fully implemented
- Partially implemented
- Not implemented

¹⁰ Administration of Government of Georgia, Annual Monitoring Report on Implementation of Public Administration Reform Action Plan for 2019-2020, 2019, p. 52. Can be accessed [here](#).

¹¹ Administration of the Government of Georgia, Annual Monitoring Report on Implementation of Public Administration Reform Action Plan for 2019-2020, 2020. Can be accessed [here](#).

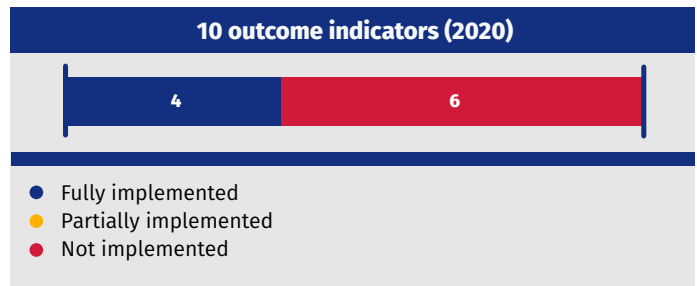
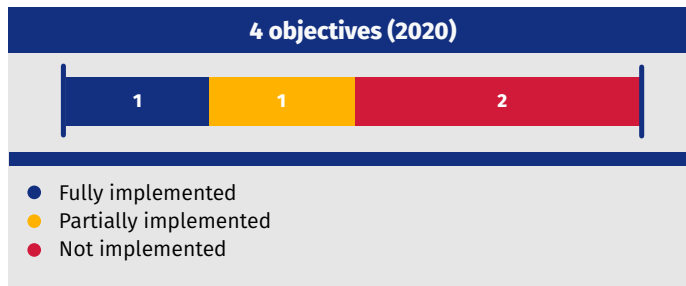


General Overview of Implementation of Outcome Indicators

Policy Planning and Coordination

2019-2020 Action Plan included 14 outcome indicators of 4 objectives in Policy Planning and Coordination area. According to the Secretariat of the PAR Council, at the end of the Action

Plan implementation process, the rating of implementation of objectives and their outcome indicators were as follows:



Objective 1.1:

Improve the quality assurance control mechanism of policy documents and develop the capacity of the civil servants with a view to perfecting the system of policy planning and coordination

Outcome indicator 1.1.1: Share of policy documents submitted to the Government for approval that meet the standards indicated in the updated Handbook on Policy Planning, Monitoring and Evaluation

Baseline (2018):	Target (2020):	Final assessment for 2020:
N/A	51%	100% (fully implemented)

Outcome indicator 1.1.2: Share of civil servants retrained under policy planning, monitoring and evaluation training course, who received certificates of excellence

Baseline (2018):	Target (2020):	Final assessment for 2020:
N/A	51%	61,7% (fully implemented)



Key Achievements:

A new system of policy planning and coordination was launched. In order to establish a result-based reporting, monitoring and assessment systems and improve the coordination of the Government activities, **relevant legal regulations have been prepared and approved. Up to 300 civil servants were trained.**

As a result of implementation of 2019-2020 Action Plan, **objective 1.1 was fully implemented.** Mechanisms of policy document

quality control were improved and capacities of civil servants were enhanced (for details see p. 51).

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

Outcome indicator 1.2.1: Share of annual monitoring reports on implementation of the government-approved strategy that meet the requirements of the updated handbook on Policy Planning, Monitoring and Evaluation

Baseline (2018):	Target (2020):	Final assessment for 2020:
N/A	51%	100% (fully implemented)

Outcome indicator 1.2.2: Share of interim or final evaluation reports on implementation of the government-approved strategy, which meet the requirements of the updated handbook on Policy Planning, Monitoring and Evaluation

Baseline (2018):	Target (2020):	Final assessment for 2020:
N/A	51%	Not implemented

Outcome indicator 1.2.3: Share of annual monitoring reports on implementation of the government-approved strategy published by the relevant agencies' websites

Baseline (2018):	Target (2020):	Final assessment for 2020:
N/A	90%	100% (fully implemented)


Challenges:

- ▶ The novel coronavirus pandemic significantly changed the timeframe of development of the policy documents that are to be submitted to the Government for approval. As a result of the pandemic, development of several documents was postponed for 2021

As a result of implementation of the 2019-2020 Action Plan, **objective 1.2 was partially implemented**. Several factors need to be taken into account when evaluating the progress achieved in terms of implementing this objective. First of all, it should be noted that as a result of the novel coronavirus pandemic, the number of policy documents that were to be approved by the Government in 2020 was significantly altered. At the same time, out of all the policy documents submitted to Government for approval, decree N629 was applicable to only 3 of them. Out of those 3 documents, only 1 had to be accompanied with an annual monitoring report.

Correspondingly, despite the minimal number of the policy documents that had to meet the requirements indicated in the outcome indicator, we can safely say that **assessment quality of monitoring, reporting and evaluation was partially improved** at the end of 2020. Besides the policy document(s) envisaged under the outcome indicator, the monitoring reports were prepared based on the decree N629 standards that fell under the exemption clause of the aforesaid decree. For example, 2019 annual monitoring report on implementation of the 2019-2020 PAR Action Plan¹² (for details see page 46).

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

Outcome indicator 1.3.1: Deadlines for policy development, monitoring and evaluation

Baseline (2018):	Target (2020):	Final assessment for 2020:
4 months / 2 months	3 months / 1 months	Not implemented

¹² Administration of the Government of Georgia, 2019 Annual Monitoring Report on Implementation of Public Administration Reform Action Plan for 2019-2020. Can be accessed [here](#).

Outcome indicator 1.3.2: Share of representatives of the agencies participating in the anti-corruption inter-agency coordination council, who completed the training distinction

Baseline (2018):	Target (2020):	Final assessment for 2020:
0%	70%	Not implemented

Outcome indicator 1.3.3: Increased involvement of council member nongovernment and international organizations

Baseline (2018):	Target (2020):	Final assessment for 2020:
Up to 30 comments	At least 50 activities have been commented upon	Not implemented

Outcome indicator 1.3.4: Share of the strategic documents and monitoring reports that have been filled in by the agencies without errors

Baseline (2018):	Target (2020):	Final assessment for 2020:
0%	70% of the draft versions of the filled in documents	Not implemented

Challenges:

- ▶ Raising donor support in a timely manner
- ▶ **Duplication** between the development, monitoring, reporting and evaluation of policy documents and the Government's unified electronic system.

As a result of implementation of the 2019-2020 Action Plan, **objective 1.3 was not implemented**. Implementation of activities (and correspondingly of the objective) specified in the Action

Plan for establishing the practice of developing anti-corruption policy electronically **has been suspended** (for details see page 48).

Objective 1.4:

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

Outcome indicator 1.4.1: Share of legislative proposals developed on the basis of Regulatory Impact Assessment (RIA) and initiated by the Government

Baseline (2018)	Target (2020):	Final assessment for 2020:
0	5%	Not implemented

Key Achievements:

- ▶ **Regulatory Impact Assessment (RIA) was introduced, Regulatory Impact Assessment Methodology was approved** and **civil servants' capacities were enhanced** with a view to establishing evidence-based policy implementation system.

Challenges:

- ▶ The novel coronavirus pandemic significantly changed the timeframe of development of amendments (including the legislative proposals) that were to be submitted in 2020.

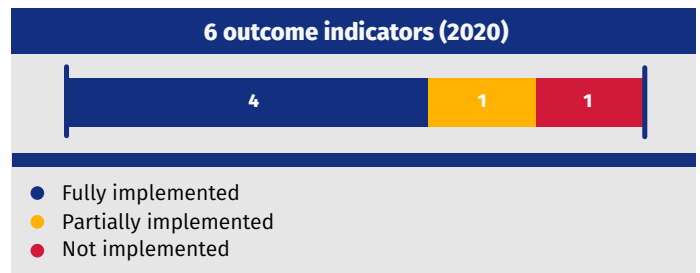
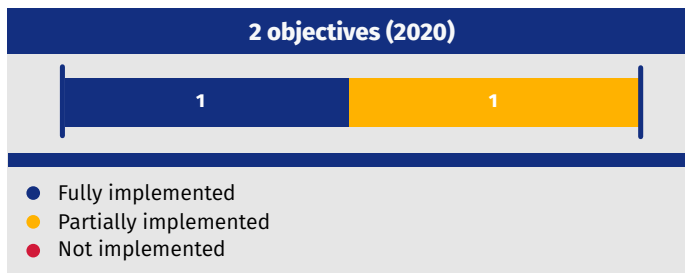
As a result of implementation of the 2019-2020 Action Plan, **objective 1.4 was not implemented**. Despite the creation of legal grounds for conducting the RIA, the novel coronavirus pandemic impeded practical application of those amend-

ments. During 2020 the Government of Georgia didn't develop or initiate any legislative proposals whose amending envisaged attachment of RIA (for details see page 50).

Civil Service and Human Resources Management

2019-2020 Action Plan included 6 outcome indicators of 2 objectives in Civil Service and Human Resources Management direction. According to the Secretariat of the PAR Council, at

the end of the Action Plan implementation process, the rating of implementation of objectives and their outcome indicators was as follows:



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

Outcome indicator 2.1.1: Share of ministries covered by the Law on Civil Service, which have presented Professional Development Plans and reports to the Civil Service Bureau

Baseline (2018):	Target (2020):	Final assessment for 2020:
0	90%	100% (fully implemented)


Outcome indicator 2.1.2: Share of ministries that are fully within the scope of Law on Civil Service, whose employees have completed mandatory professional development program

Baseline (2018):	Target (2020):	Final assessment for 2020:
0	60%	70% (fully implemented)

Outcome indicator 2.1.3: Share of managers in the ministries who were recruited in accordance with the new norms of the competition conducted in accordance with Law of Public Service

Baseline (2018):	Target (2020):	Final assessment for 2020:
20	100%	100% (fully implemented)

Key Achievements:

 **Professional development system for professional civil servants** was created, which stimulated capacity building of civil servants.

 **Analysis of the existing methods of prevention of political influence within public offices** was started and a research titled **Civil Service Free of Political Leverage** was carried out.

At the end of the 2019-2020 Action Plan implementation process, **all outcome indicators of objective 2.1 were fully implemented, therefore, objective 2.1 must be considered fully implemented.** However, at the same time, it should be noted that strengthening of the merit-based career advancement and neutrality princi-

ples as well as supporting prevention of political influence on managerial positions in public service shall be continued (for details see page 55).

Objective 2.2:**Institutional strengthening of the Civil Service Bureau in order to promote enforcement of the Law on Civil Service and establish a unified approach****Outcome indicator 2.2.1:** Civil Service Bureau staff turnover

Baseline (2018):	Target (2020):	Final assessment for 2020:
9%	5%	6% (partially implemented)


Outcome indicator 2.2.2: Filled-in staff positions in the Civil Service Bureau

Baseline (2018):	Target (2020):	Final assessment for 2020:
94%	100%	94% (not implemented)

Outcome indicator 2.2.3: Share of Civil Service Bureau employees who participated in the professional development program on CSL

Baseline (2018):	Target (2020):	Final assessment for 2020:
50%	60%	80% (fully implemented)


Key Achievements:

 Institutional and functional analysis was carried out with a view to institutional strengthening of the Civil Service Bureau

 Capacity building of the Civil Service Bureau employees took place, which **going forward will support effective implementation of the Civil Service reform.**

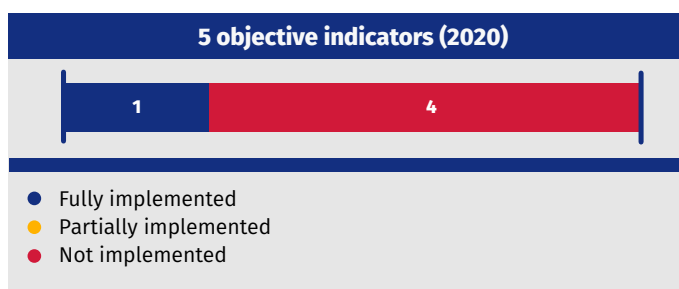
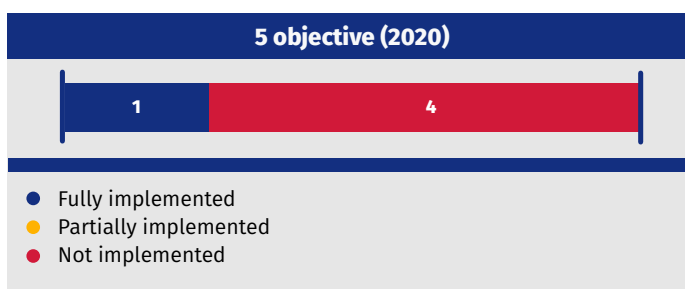
At the end of the 2019-2020 Action Plan implementation process, **objective 2.2 was partially implemented.** In order for the Bureau to properly manage and supervise the public service reforms and provide the public institutions with recommendations in

various fields, it is important that it continue the process of institutional strengthening in a consistent manner (for details see page 58).


Accountability

2019-2020 Action Plan included 5 outcome indicators of 5 objectives in Accountability direction. According to the Secretariat of the PAR Council, at the end of the Action Plan implementation

process, the rating of implementation of objectives and their outcome indicators was as follows:

**Objective 3.1:****Suggest institutional set-up to the LEPLs covered by the Law on Civil Service in order to strengthen the principles of economy, effectiveness and efficiency****Outcome indicator 3.1.1:** Share of LEPLs covered by the Law on Civil Service that have implemented recommendations issued by the Civil Service Bureau on institutional set-up of the LEPLs

Baseline (2018):	Target (2020):	Final assessment for 2020:
N/A	10%	Not implemented

Key Achievements:

Work on preparing relevant legal grounds with a view to implementing institutional set-up of LEPLs is underway

Challenges:

- Meeting the Action Plan deadlines was a challenge during the implementation of the objective as due to the complexity of the issue, preparation of amendments to the Law on Legal Entities of Public Law took more time than planned.

As a result of carrying out the 2019-2020 Action Plan, **objective 3.1 was not implemented**. Civil Service Bureau will elaborate recommendations on institutional set-up of the LEPLs considered to be part of civil service after the secondary institutional analysis of LEPLs whose contents are based on legal interpretation of new categories of LEPLs is completed (for details see page 62).

Objective 3.2:

Improve access to open data by strengthening existing mechanisms

Outcome indicator 3.2.1: Number of data published on data.gov.ge

Baseline (2018):	Target (2020):	Final assessment for 2020:
3	30	4 (not implemented)

Key Achievements:

- The number of open data published on data.gov.ge significantly increased during the Action Plan implementation period
- Concept for updating data.gov.ge was prepared

Challenges:

- Meeting the Action Plan deadlines was a challenge during the implementation of the objective as the pandemic and reorganization that took place in the relevant agency delayed the process
- The fact that publishing open data on the portal is not mandatory.

As a result of carrying out the monitoring of the 2019-2020 Action Plan, **objective 3.2 was not implemented**. LEPL - Digital Governance Agency will continue working on increasing the amount of open data published on the portal (for details see page 64).

Objective 3.3:

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

Outcome indicator 3.3.1: Share of the State Audit Office recommendations with a "No Response" status

Baseline (2018):	Target (2020):	Final assessment for 2020:
12	8	Not implemented

Key Achievements:

- During the Action Plan implementation period, an electronic system for monitoring the implementation of recommendations issued by the State Audit Office was developed and is being piloted.

Challenges:

- Introduction of the electronic system was impeded by the pandemic as communication with various agencies and coordination needed for launching the system became more complex.

As a result of carrying out the monitoring of the 2019-2020 Action Plan, **objective 3.3 was not implemented**. State Audit Office will measure the outcome indicator after the electronic system is fully operational (for details see page 65).

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

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

Baseline (2018):	Target (2020):	Final assessment for 2020:
N/A	51%	74% (fully implemented)

Key Achievements:

Open Government communication strategy was elaborated and the website was launched, which will significantly support raising awareness of civil servants on Open Government-related issues

Challenges:

The pandemic impeded elaboration of 2020-2022 Open Government Partnership Action Plan. Correspondingly, based on the Secretariat's decision, in order to measure the implementation of the activities envisaged under the objective, a quantitative research was carried out with a view to establishing the share of civil servants representing ministries' policy planning and analysis units, who say **they are familiar with Open Government Partnership process and would like to take part in the policy planning of 2021-2022 Open Government Georgia's Action Plan**.

As a result of carrying out the monitoring of the 2019-2020 Action Plan, **objective 3.4 was fully implemented**. Administration of the Government of Georgia will continue carrying out communication activities during the process of elaboration of the new Action Plan of Open Government Partnership (for details see page 67).

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

Outcome indicator 3.5.1: Percentage of refusals by civil agencies (central offices of ministries and LEPLs) to issue public information within the scope of their competency

Baseline (2018):	Target (2020):	Final assessment for 2020:
15%	10%	Not implemented

Challenges:

The pandemic impeded the planning of steps needed for initiating freedom of information legislation.

As a result of carrying out the 2019-2020 Action Plan, **objective 3.5 was not implemented**. The Secretariat took necessary steps in order to measure baseline and target indicators based on the general methodology (for details see page 69).

Public Service Delivery

2019-2020 Action Plan included 8 outcome indicators of 7 objectives in Public Service Delivery direction. According to the Secretariat of the PAR Council, at the end of the Action Plan implementation process, the rating of implementation of objectives and their outcome indicators was as follows:

7 objectives (2020)



- Fully implemented
- Partially implemented
- Not implemented

8 outcome indicators (2020)



- Fully implemented
- Partially implemented
- Not implemented

Objective 4.1:

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

Outcome indicator 4.1.1: Number of services developed/adapted at the central government level after the adoption of Public Service Development and Provision (PSDP) policy document, which meet the main requirements of the standard

Baseline (2018):	Target (2020):	Final assessment for 2020:
0	15	Not implemented

Objective 4.2:

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

Outcome indicator 4.1.1: Number of central services developed/adapted after the adoption of Public Service Development and Provision (PSDP) that meet the main requirements of the Unified Standard

Baseline (2018):	Target (2020):	Final assessment for 2020:
0	15	Not implemented

Objective 4.3:

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

Outcome indicator 4.3.1: Number of public services whose quality has been assessed based on the Service Index Methodology

Baseline (2018):	Target (2020):	Final assessment for 2020:
0	5	Not implemented

Outcome indicator 4.3.2: Customer satisfaction level of 3 public service providers

Baseline (2018):	Target (2020):	Final assessment for 2020:
0	70%	Not implemented

Objective 4.4:

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

Outcome indicator 4.4.1: Number of newly developed/adapted public services whose pricing was based on the new pricing methodology

Baseline (2018):	Target (2020):	Final assessment for 2020:
0	15	Not implemented

Key Achievements:

- A **final draft of the unified strategy** and its 5 **guidebooks** were prepared in order to **establish common approaches** to public service creation, delivery, quality assurance and pricing across the country
- Capacity-building of service providers' employees was facilitated** as a result of their participation in the training modules developed on the basis of the manuals

Challenges:

- Meeting the Action Plan deadlines is a challenge during the process of implementation of the objectives. **Process of adoption of Unified Service Strategy and its guidebooks was significantly delayed.** As a result, outcome indicators were not implemented within the deadlines indicated in the Action Plan.

At the end of the 2019-2020 Action Plan implementation process, the following interconnected **objectives: 4.1, 4.2, 4.3 and 4.4 were not implemented.** However, it should be noted that

the agency worked hard during the Action Plan validity period and several important activities under these objectives were fulfilled (for details see page 74).

Objective 4.5:

Improve access to public and private sector's e-services by enhancing my.gov.ge

Outcome indicator 4.5.1: Number of electronic services available at My.gov.ge

Baseline (2018):	Target (2020):	Final assessment for 2020:
427	470	699 (fully implemented)

Key Achievements:

- Number of public electronic services** on my.gov.ge portal **increased up to 700**, which, against the background of general delays caused by the pandemic, significantly **simplified citizens' access to public services**
- My.gov.ge was **adapted to accommodate blind and visually impaired users**, which led to **even more strengthening of the portal, its popularization and increasing access to services.**

At the end of the 2019-2020 Action Plan implementation process, **objective 4.5 was fully implemented.** LEPL – Digital Governance Agency worked intensively for strengthening and enhancing

my.gov.ge portal and implemented many activities in that direction (for details see page 80).

Objective 4.6:

Introduction of interoperability framework in order to develop e-governance and ensure access to information

Outcome indicator 4.6.1: Number of public services integrated in the data exchange infrastructure

Baseline (2018):	Target (2020):	Final assessment for 2020:
140	196	192 (partially implemented)

Key Achievements:

- More than 200 organizations joined** data exchange infrastructure and number of **integrated services increased up to 192.**

Challenges:

- The main challenge the agency faced during the implementation of the objective was a **low rate of participation of public agencies** and **lack of financial resources**

At the end of the 2019-2020 Action Plan implementation process, **objective 4.6 was partially implemented**. Despite the existing challenges, the LEPL - Digital Governance Agency significantly increased the number of services integrated in the data exchange

infrastructure, however, going forward, it is important that the Agency continue to actively work on introducing interoperability framework (for details see page 82).

Objective 4.7:

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

Outcome indicator 4.7.1: Weighted score of assessing the critical infrastructure assets is increased by 20%

Baseline (2018):	Target (2020):	Final assessment for 2020:
24	29	Not implemented

Key Achievements:

A methodology for defining subjects of the critical information system was developed with a view to enhancing the critical infrastructure security across the country, this methodology is based on the best international practices

Basic training material on cybersecurity was updated on the electronic training platform with a view to raising public awareness on cybersecurity.

Challenges:

- The main challenge the agency faced during the implementation of the objective was a **low rate of participation of public agencies and their passiveness**.

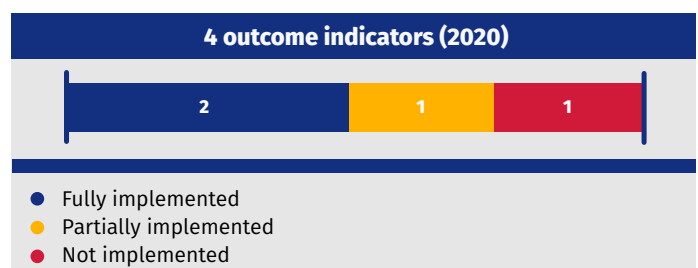
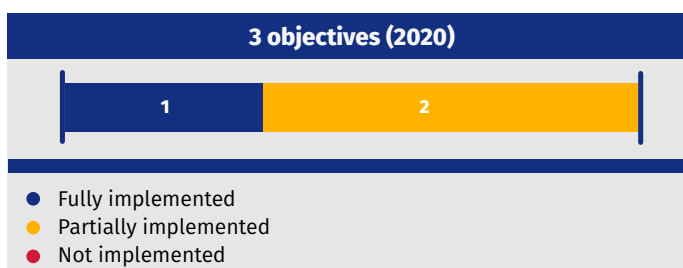
At the end of the 2019-2020 Action Plan implementation process, **objective 4.7 was not implemented**. The LEPL - Digital Governance Agency could not measure total weighted assessment score of critical infrastructure subjects. However, it should be noted that,

despite the existing challenges, the agency worked hard during the Action Plan validity period and several important activities under these objectives were fulfilled (for details see page 93).

Public Finance Management

2019-2020 Action Plan included 4 outcome indicators of 3 objectives in Public Finance Management area. According to the Secretariat of the PAR Council, at the end of the Action Plan

implementation process, the rating of implementation of objectives and their outcome indicators was as follows:



Objective 5.1:

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

Outcome indicator 5.1.1: Quality of the country's Basic Data and Documents (BDD)

Baseline (2018):	Target (2020):	Final assessment for 2020:
BDD does not clearly show information on the impact of the current and new policy on the budget	BDD clearly shows information on the impact of the current and new policy on the budget based on the example of at least 2 ministries	BDD clearly shows information on the impact of the current and new policy on the budget based on the example of 3 ministries (fully implemented)

Key Achievements:

- BDD clearly shows information on the impact of the current and new policy on the budget based on the example of the following ministries: Ministry of Education, Science, Culture and Sport of Georgia; Ministry of Internally Displaced Persons from the Occupied Territories, Labor, Health and Social Affairs of Georgia; Ministry of Economy and Sustainable Development of Georgia.

Outcome indicator 5.1.2: Accuracy of macroeconomic and fiscal forecasts

Baseline (2018):	Target (2020):	Final assessment for 2020:
Public Expenditure and Financial Accountability (PEFA) assessment - (PI-3.1 - assessment - A)	Public Expenditure and Financial Accountability (PEFA) assessment (PI-3.1 - assessment - A)	Not implemented

Key Achievements:

- Important measures were taken for introducing Dynamic Stochastic General Equilibrium (DSGE) model with a view to analyzing and forecasting macroeconomic and fiscal indicators
- A detailed document describing Georgia's fiscal model was developed in cooperation with International Monetary Fund.

Challenges:

- Updated version of Public Expenditure and Financial Accountability (PEFA) assessment is not available during the reporting period, which makes measurement of outcome indicator 5.2.1. impossible as of this reporting period.

As a result of implementation of 2019-2020 Action Plan, **objective 5.1 was partially implemented** (for details see page 88)

Objective 5.2:

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

Outcome indicator 5.2.1: Share of public enterprises covered by fiscal risk analysis document

Baseline (2018):	Target (2020):	Final assessment for 2020:
85%	95%	92% (partially implemented)

Key Achievements:

- Fiscal risk analysis document covers 92% of public enterprises (based on turnover rates) with a view to enhancing efficiency of fiscal risk management

As a result of implementation of 2019-2020 Action Plan, **objective 5.2 was partially implemented**. Ministry of Finance of Georgia continues working on establishing a unified system of management of public enterprises, which will further increase efficiency of fiscal risk management (for details see page 91).

Objective 5.3:

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

Outcome indicator 5.3.1: Open Budget Survey rating of public participation and transparency

Baseline (2018):	Target (2020):	Final assessment for 2020:
22 points (2017)	Improved scores (at least keeping the same scores)	28 points (fully implemented)

Key Achievements:

Georgia received 28 points in Public Participation category of Open Budget Survey 2019

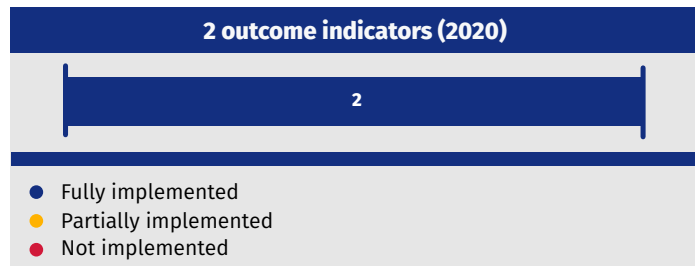
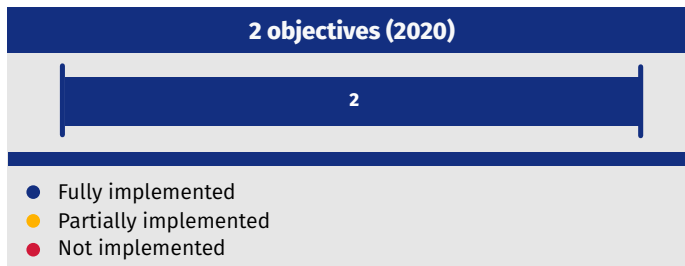
With the support from USAID/GGI, Ministry of Finance of Georgia created an electronic portal for Budget Transparency and Participation System (eBTPS) in order to involve the public in the budgeting process.

As a result of implementation of 2019-2020 Action Plan, **objective 5.3 was fully implemented** (for details see page 94).

Local Self-government

2019-2020 Action Plan included 2 outcome indicators of 2 objectives in Self-government direction. According to the Secretariat of the PAR Council, at the end of the Action Plan implementation

process, the rating of implementation of objectives and their outcome indicators was as follows:



Objective 6.1:

Strengthen local self-governments by extending their powers

Outcome indicator 6.1.1: Number of powers identified for delegating to local self-government bodies

Baseline (2018):	Target (2020):	Final assessment for 2020:
0	2	8 (fully implemented)

Key Achievements:

Decentralization Strategy for 2020-2025 was approved during the implementation of the Action Plan

Local self-government bodies were delegated certain powers in terms of education and protection of children's rights.

As a result of implementation of 2019-2020 Action Plan, objective 6.1 was fully implemented (for details see page 98).

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

Outcome indicator 6.2.1: 2019-2020 Action Plan for Development of Electronic Services in Municipalities

Baseline (2018):	Target (2020):	Final assessment for 2020:
There is no specific action plan for enhancing access to electronic services in local self-government bodies	2019-2020 Action Plan for Development of Electronic Services elaborated	2019-2020 Action Plan of reform titled „Development of Electronic Services in Georgian Municipalities“ has been elaborated (fully implemented)

Key Achievements:

2019-2020 Action Plan for development of electronic services in municipalities was elaborated.

As a result of implementation of 2019-2020 Action Plan, **objective 6.2 was fully implemented** (for details see page 100).

Challenges and Recommendations

During the reporting period the following challenges have been identified in the process of implementation of the outcome indicators:

► Impact of the novel coronavirus caused Pandemic on the Action Plan implementation

The pandemic had a significant impact on the implementation deadlines set in the Action Plan for Policy Planning and Coordi-

nation, Accountability, Public Finance Management and Public Service Delivery areas.

► Meeting deadlines

As a result of inadequate assessment of the workload necessary for implementing various activities and objectives during the elaboration of the Action Plan, following deadlines still remains

as one of the important challenges in Policy Planning and Coordination, Accountability and Public Service Delivery areas.

► Passiveness of public agencies

Passiveness and inactivity of public agencies in Accountability and Public Service Delivery directions was one of the hinder-

ing factors during the process of implementation of outcome indicators.

The following table provides information on the stage of implementation of the recommendations issued by the Secretariat under 2020 Action Plan Progress Report:

Recommendations, 2020 Progress Report	Progress in terms of implementation of the recommendations
Responsible agencies shall ensure continuation of implementation of the suspended outcome indicators in a timely manner	As a result of the pandemic, resumption of the implementation process of certain suspended activities was not possible
Deadlines indicated in Implementation Plan shall be reviewed in detail and in case of lagging behind, new deadlines shall be set.	During the process of elaboration of a new strategy and action plan of the Public Administration Reform, the objectives and activities that were not fulfilled under 2019-2020 Action Plan will be analyzed. They will be reflected in the new action plan in accordance with the Reform's priorities.
The Secretariat shall be informed about the delays caused by the pandemic in a timely manner, which could hinder implementation of objectives indicated in the plan by the end of 2020.	During the reporting period the responsible agencies actively cooperated with the Secretariat, including in the process of preparation of the external evaluation of the Roadmap 2020 in order to provide the Secretariat with the information on the expected delays.
Responsible agencies shall provide the Secretariat with relevant sources of verification in a timely manner.	Under the 2020 annual monitoring, responsible agencies presented sources of verification in a timely manner.

Based on the analysis of the implementation of the objectives and activities, the Secretariat elaborated the following recommendations for each direction of the Reform:

Policy Planning and Coordination

- Development of an unified electronic system for development, monitoring, reporting and evaluation of policy documents must be completed in the shortest time possible
- Retraining of civil servants in Regulatory Impact Assessment must continue and expand.

Civil Service and Human Resources Management

- LEPL - Civil Service Bureau shall ensure reviewing and if necessary updating of the mkhileba.gov.ge website's features and updating of information published on csb.gov.ge web portal.

Accountability

- LEPL - Civil Service Bureau shall carry out institutional analysis of the LEPLs that belong to civil service and elaborate recommendations on their organization
- Administration of the Government of Georgia shall ensure development of a new action plan of Open Government Georgia and organization of public consultations

- ▶ LEPL - Digital Governance Agency shall ensure active engagement of public agencies (including the agencies indicated in the Action Plan) in the process of implementation of relevant activities as the successful implementation of their obligations depends on the active participation of external actors



Public Service Delivery

- ▶ LEPL - Public Service Development Agency shall ensure submission of a unified strategy on service delivery to the Government as soon as possible
- ▶ Legislative amendments defining the importance of public services and the public service provider at the legislative level shall be approved as soon as possible
- ▶ Together with the service delivery working group functioning under the Reform Council, the full list of public service providers shall be identified
- ▶ Process of integrating the feedback mechanism on my.gov.ge web portal shall continue



Public Finance Management

- ▶ Ministry of Finance of Georgia shall ensure approval of Public Enterprise Corporatization Strategy and elaboration of quarterly and annual reporting requirements for public enterprises



Local Self-government

- ▶ Ministry of Regional Development and Infrastructure of Georgia shall consider the possibility of expanding the 5 main directions of PAR at the local level
- ▶ Analysis of powers that are to be additionally delegated to local self-governments shall continue with the participation of stakeholders



Financial Expenditures

Donor assistance in the amount of **2,205,841 GEL** was allocated under the Action Plan budget with a view to implementing objectives and output indicators in 2020, this amount has not been fully utilized. At the same time, it should be noted that donor support for certain activities was calculated at the planning stage of concrete activities. For example, approved budget of

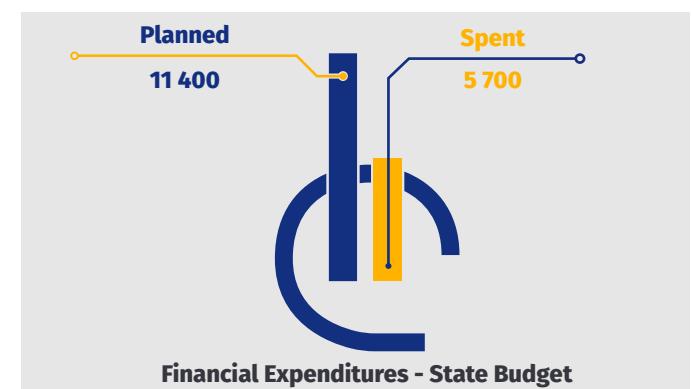
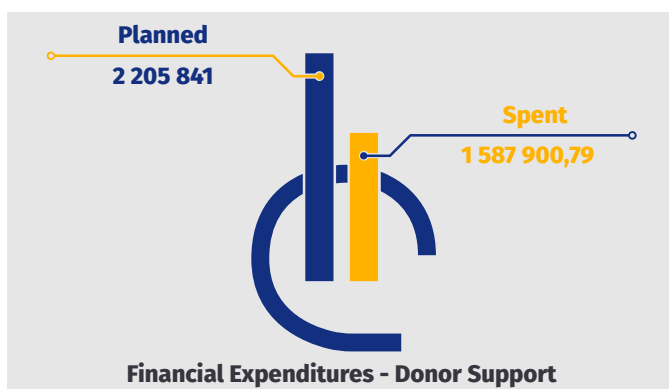
- ▶ Administration of the Government of Georgia shall plan the work process directed at improvement of legislation regulating the freedom of information.

- ▶ Register of Registries web portal shall be updated and the legislative amendments on the enforcement mechanisms concerning the placement of data on that portal shall be developed
- ▶ Finances for introducing sensor network monitoring systems in 2 additional agencies shall be raised
- ▶ LEPL - Digital Governance Agency shall continue active cooperation with the Ministry of Education, Science, Culture and Sport of Georgia with a view to integrating cyber-hygiene academic discipline (elaborated for schools) in the school curricula
- ▶ LEPL - Digital Governance Agency shall carry out the evaluation of the agencies in order to define their level in terms of introduction of informational security policy.

- ▶ Ministry of Finance of Georgia shall review and elaborate relevant steps with a view to fulfilling the International Budget Partnership's recommendations.

- ▶ Public participation in the various stages of introduction of electronic services in municipalities shall be ensured.

the Action Plan for the Accountability direction does not indicate financial costs as according to the Action Plan, the amount must be defined during the planning of the activities. In total, **1,587,900.79 GEL** of donor support was expended during the reporting period. Out of **11,400 GEL** allocated from the state budget to the Action Plan budget only **5,700 GEL** was spent.



Policy Planning and Coordination

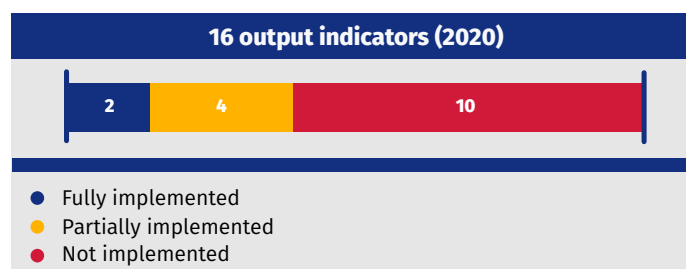
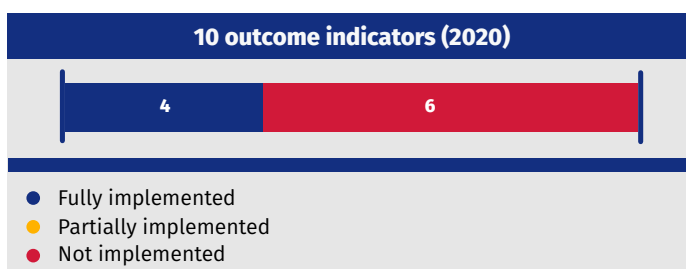


Building of democratic institutions and enhancement of transparency and efficiency of government activities imply establishment of consistent, transparent, inclusive and evidence-based policy development system at the central level.

Correspondingly, some of the main goals of Public Administration Reform are **development of policy elaboration system, establishment of result-oriented reporting, monitoring and evaluation systems and improvement of coordination of gov-**

ernment activities.

In response to the recommendations of the baseline research conducted by OECD/SIGMA in 2017¹³, under the 2019-2020 Action Plan of PAR, the second wave of reforms of the Policy Planning and Coordination system targeted establishment of the relevant legal framework, definition of guidelines and capacity-building of civil servants. Besides, introduction of Regulatory Impact Assessment was also planned.



Key Achievements:

- **New system of policy planning and coordination** was launched
- **Instructions on holding Public Consultations** were developed
- **A document describing business processes** of the Unified Electronic System for elaboration, monitoring, reporting and evaluation of policy documents was developed
- **Annual plan of Government policy documents** was developed and approved for the first time
- Number of civil servants trained in policy planning, monitoring and evaluation **increased up to 227**
- The first wave of civil servants were **trained in Regulatory Impact Assessment (RIA) training module**.

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

Baseline, 2018 – N/A

Target, 2020 – 51%

Final assessment for 2020 - 100% (fully implemented)

¹³ Baseline Measurement Report: The Principles of Public Administration, Policy Development and Coordination, Georgia, May, 2018. Can be accessed [here](#).

A total of 8 policy documents were submitted to the Government of Georgia **for approval** since **the Regulations on Development, Monitoring and Evaluation of Policy Documents** entered into force (1 January, 2020)¹⁴, **all 8 policy documents were approved.**

It should be noted that out of all the policy documents submitted to Government for approval, decree N629 was applicable to only 3 of them,¹⁵ since the decree doesn't cover the documents developed before its entry into force, out of the 8 submitted documents 5 fell under the exemption clause of the aforesaid decree.

After the compliance of the draft policy documents with **Quality Handbook's** standards was ascertained and a corresponding positive conclusion was provided, all three policy documents were approved by the Government (100%).

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

Baseline, 2018 – N/A

Target, 2020 – 51%

Final assessment for 2020 - 61,7% (fully implemented)

140 (61.75%) out of 227 civil servants trained in public policy analysis, planning, monitoring and evaluation **in 2019-2020 received certificates of excellence** At the same time, a total of **288 civil servants** were retrained in **2018-2020, 199 of them (69,1%) received certificates of excellence.**

Progress Achieved in 2020

On December 20, 2019 the Government of Georgia approved **Regulations on Development, Monitoring and Evaluation of Policy Documents** with a view to creating legal grounds in the process of **establishing the result-oriented and evidence-based policy planning and coordination system.**¹⁶ **Updated handbook on Policy Planning, Monitoring and Evaluation** is an integral part of the Regulations – this is a methodological package developed based on the principles of European Public Administration as well as recommendations from civil servants and OECD/SIGMA experts.¹⁷

The Regulations established **a unified standard** of development, approval, monitoring, reporting and evaluation of policy documents, and for the first time, the quality compliance procedures for the policy documents submitted to the Government for approval were legally defined. A new system of policy planning and coordination was launched during the reporting period.

Entry into force of the quality compliance procedures is directly connected to the objective indicated in the Action Plan regarding the improvement of the policy documents' quality control mechanisms. In order to form a systemic approach in the mentioned direction, the Regulations made the **establishment of compliance of the draft policy documents** (submitted to the Government for approval) **with the Quality Handbook's standards** mandatory.

During 2020 Administration of the Government of Georgia (Policy

Planning Division, Policy Planning and Coordination Department) **examined the quality of 15 policy documents that were to be submitted to the Government for approval**, during this process **19 rounds of** (official and advisory) **consultations** took place. Eventually, out of the 15 policy documents presented to the Policy Planning Division, **8 policy documents were submitted to the Government and all 8 of them were approved.**¹⁸

As for the **outcome indicator 1.1.1**, out of the 8 policy documents submitted to the Government for approval, December 20, 2019 **Decree N629 was applicable to only 3 of them.** In accordance with the article 3 of the aforementioned Decree, the Regulations don't cover the policy documents approved before the entry into force of the Decree (1 January, 2020). The exemption clause applies to 5 out of the 8 policy documents submitted to the Government. After the compliance of the draft policy documents with Quality Handbook's standards was ascertained and a corresponding positive conclusion was provided, **all three policy documents were approved by the Government.**

Correspondingly, at the end of the implementation of the Action Plan, the relevant outcome indicator was fully implemented (in fact, the **fulfilment rate** (100%) exceeded the target value of 51% almost twofold).

One of the goals of the second wave of Policy Planning and Coordination system reform is **capacity-building of civil servants** and their training based on the updated methodological tools.

¹⁴ 1 – Concept of Electricity Market Model; 2 – 2020-2022 Action Plan for the Improvement of Ambient Air Quality in Rustavi; 3 – 2021-2030 Migration Strategy of Georgia; 4 – 2020 Action Plan of National Road Safety Strategy of Georgia; 5 – 2017 and 2018-2020 Action Plans of 2017-2020 Rural Development Strategy of Georgia and 2017-2020 Rural Development Strategy of Georgia; 6 – 2020-2021 Action Plan of Strategy for Ensuring Access to Livelihoods for Internally Displaced Persons and Environmental Migrants; 7 – Action Plan of 2019-2020 State Strategy towards Internally Displaced Persons; 8 – 2017 and 2018-2020 Action Plans of 2017-2020 Rural Development Strategy of Georgia and 2017-2020 Rural Development Strategy of Georgia.

¹⁵ Concept of Electricity Market Model; 2020-2022 Action Plan for the Improvement of Ambient Air Quality in Rustavi; 2021-2030 Migration Strategy of Georgia

¹⁶ Government Decree on Approval of Regulations on Development, Monitoring and Evaluation of Policy Documents can be accessed [here](#).

¹⁷ Updated handbook on Policy Planning, Monitoring and Evaluation and its annexes were developed with the financial support of UNDP and the British Government.

¹⁸ Additionally, one policy document ("2020-2025 National Strategy on Development of Broadband Networks in Georgia") underwent quality assurance procedures in 2019 and **it was submitted to the Government of Georgia for approval in December**, 2019, however, it was approved only in January 2020 (that's why this document is included in the 2019 statistics of the submitted documents).

At the initiative of the Administration of the Government of Georgia and with the financial support from the United Nations Development Programme (UNDP) and British Government, **training of civil servants in policy planning, monitoring and evaluation (policy analysis)** was launched in 2018. The training course comprised of 12 modules reviews legal and methodological issues indicated in the Government Decree N629 in a detailed manner, using practical examples, group and individual tasks.

In 2019-2020 227 civil servants from 45 public agencies **were trained** under policy analysis training course, **140 of them received certificates of excellence**, this result exceeded the target value of **outcome indicator 1.1.2** (51%) and amounted to **61.7%**.

At the same time, it should be noted that **in 2018-2020 a total of 288 civil servants were trained**, **69.1%** of them received **the highest degree certificates of excellence**.

Year/Wave:		Number of retrained civil servants	Number of retrained civil servants, who received certificates of excellence
2018	First wave	61	59
	Second wave	82	72
2019	Third wave	48	41
	Fourth wave	45	16
2020	Fifth wave	52	11
Total for 2019-2020:		227	140 (61.7%)
Total for 2018-2020:		288	199 (69.1%)

At the end of the implementation of the Action Plan, outcome indicator of the objective **was fully implemented** and capacities

of employees working in policy planning units of the 45 public agencies were improved.

Besides the progress directly connected to the outcome indicators, one more important activity was implemented under the **objective 1.1** in 2020.

According to 2018 Baseline Measurement Report by OECD/SIG-MA, Georgia received 0 points in public consultation on public policy component. Hence, during the second wave of the reform, studying of best practices of holding public consultations and development of Guidelines on Public Consultations was planned.

During the reporting period, with support of the Good Governance Initiative (GGI) project of the United States Agency for International Development (USAID), **Guidelines on Public Consultations** were developed. This document introduces a unified standard for engaging citizens in the policy development process based on the international experience and good practices, besides, it describes the process of public consultations, its stages and methods. The document includes the following stages: planning of consultations, defining the audience, selection of methods, conducting consultations and ensuring feedback as well as analysis, reporting and evaluation of the received information. Besides, the Guidelines describe types and instruments of both electronic and physical consultations.

Due to the crisis caused by the global pandemic, the document has not been submitted to the members of the Policy Planning and Coordination working group formed under the Reform Council as well as civil society organizations within the set deadlines. However, the document will be introduced to the stakeholders and after receiving their feedback, it will be submitted to the Government for approval. Guidelines on Public Consultations will be added as the 11th annex to the Policy Planning, Monitoring and Evaluation **Handbook** and like other stages of policy cycle,

it will help civil servants with practical recommendations and instructions.

Furthermore, during the reporting period, **2020 Plan for Policy Documents of the Government of Georgia was approved** with the November 19, 2020 Decree N2275 of the Government of Georgia.

With a view to improving the Government policy planning and coordination process, Decree N629 established **the Regulations of initiating** policy documents to the Government. Initiation of policy documents is done with the use of a new instrument – Government Policy Documents Action Plan. The Action Plan aims at improving the quality of coordination on the one hand, and ruling out overlapping as well as saving human and time resources on the other hand.

PAR Action Plan also envisaged development and approval of standard operating procedures (SOPs) for policy planning and coordination in the ministries.

The process of selection of an expert for elaborating standard operating procedures under EU-funded project Support to the Public Administration Reform in Georgia is underway. During the reporting period, terms of reference (ToR) for the expert was developed and the procedures for expert's selection were launched. At the same time, it should be underscored that agencies required a certain amount of time for familiarizing themselves with the amendments that came into force on January 1, 2020 (Decree N629). Therefore, it was considered prudent to allow a period of time to pass after the abovementioned amendments came into force and start to work on SOPs based on the analysis of the existing practice.

Objective 1.2:**Improve the quality of Monitoring, Reporting and Evaluation of policy implementation 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**Baseline, 2018 – N/A****Target, 2020 – 51%****Final assessment for 2020 - 100% (fully implemented)**

During the reporting period the annual monitoring report was submitted on **1 policy document** approved in 2020 (2020-2022 Action Plan for the Improvement of Ambient Air Quality in Rustavi). The report was prepared within the deadlines set in Government Decree N629, besides, **it meets the policy planning, monitoring and evaluation guidelines.**

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**Baseline, 2018 – N/A****Target, 2020 – 51%****Final assessment for 2020 - Not implemented**

Obligations listed in December 20, 2019 Decree N629 of the Government of Georgia came into force on January 1, 2020. Therefore, **progress assessment by the end of 2020** envisaged under this outcome indicator **is not possible**, since none of the policy documents approved in 2020¹⁹ require interim or final assessments based on the established regulations.

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**Baseline, 2018 – N/A****Target, 2020 – 90%****Final assessment for 2020 - 100% (fully implemented)**

During the reporting period the annual monitoring report was submitted on **1 policy document approved in 2020** (2020-2022 Action Plan for the Improvement of Ambient Air Quality in Rustavi). **The report is published on the responsible agency's** (Ministry of Environment Protection and Agriculture of Georgia) **website.**²⁰



Progress Achieved in 2020

One of the goals of the regulations on development, monitoring and evaluation of policy documents is **introduction of result-oriented policy planning, monitoring and evaluation.** Establishment of quality compliance procedures by the regulations is directly connected with the objective indicated in the Action Plan regarding the improvement of the policy documents quality control mechanisms.

It should be noted that Policy Planning, Monitoring and Evaluation Handbook defines a common approach to writing reports. Handbook's annexes define the main principles of development of monitoring and evaluation reports. At the same time, the document offers the acting civil servants detailed guidelines on how to meet the quality standards.

As it was noted above, Government of Georgia **approved 8 policy documents** in 2020, December 20, 2019 Decree N629 is applicable only to **3 of them** - Concept of Electricity Market Model; 2020-

2022 Action Plan for the Improvement of Ambient Air Quality in Rustavi and 2021-2030 Migration Strategy of Georgia (for details see objective 1.1, page 41). Out of these 3 documents, preparation of 2020 annual monitoring report was obligatory for only one policy document – 2020-2022 Action Plan for the Improvement of Ambient Air Quality in Rustavi. The report was prepared within the timeframes set in the Government Decree N629 and **it meets policy planning, monitoring and evaluation guidelines.** At the same time, the report is published on the relevant agency's (Ministry of Environment Protection and Agriculture of Georgia) website.

At the end of the Action Plan implementation process, **outcome indicators 1.2.1 and 1.2.3 were fully implemented**, whereas **outcome indicator 1.2.2** (since the approved documents didn't require preparation of reports under the outcome indicator) **was not implemented.**

¹⁹ Concept of Electricity Market Model; 2020-2022 Action Plan for the Improvement of Ambient Air Quality in Rustavi; 2021-2030 Migration Strategy of Georgia.

²⁰ 2020 monitoring report on 2020-2022 Action Plan for the Improvement of Ambient Air Quality in Rustavi.

Besides the progress directly associated with outcome indicators, active work on **unified electronic system of policy planning and coordination** continued throughout 2020 under the objective 1.2.

Work on the **document describing** the electronic system's **business processes was completed** in 2020. Based on that document the developers are in the process of **carrying out system analysis**. Against the background of the difficulties caused by the global pandemic, the agency that created the system directed developer resources on enhancing distant public services, which slowed down the process of the system development. It should be noted

that according to the Action Plan, this outcome indicator was to be completed in the 3rd quarter of 2019.

Gathering all stages of policy planning cycle in one electronic space at the government level will simplify the process of development, reporting and evaluation of national and sectoral policy documents. At the same time, it will make the policy cycle more transparent. Administration of the Government of Georgia started to develop the system together with the LEPL - Digital Governance Agency²¹ with the financial support of UNDP. The process continues with the active engagement of stakeholders.

Objective 1.3:

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

Responsible Agency: Ministry of Justice of Georgia

Outcome indicator 1.3.1: Timeline for policy elaboration, monitoring and evaluation

Baseline, 2018 – 4 months / 2 months

Target, 2020 – 3 months / 1 month

Final assessment for 2020 - Not implemented

Outcome indicator 1.3.2: Share of representatives of the Anti-corruption Inter-agency Coordination Council member agencies who have completed the training "with distinction"

Baseline, 2018 - 0%

Target, 2020 – 70%

Final assessment for 2020 - Not implemented

Outcome indicator 1.3.3: Increased engagement of the Council member NGOs and international organizations

Baseline, 2018 - Up to 30 comments

Baseline, 2020 – At least 50 activities have been commented upon by representatives of civil society and international organizations (members of the Council)

Final assessment for 2020 - Not implemented

Outcome indicator 1.3.4: Share of the strategic documents and monitoring reports that are filled out flawlessly

Baseline, 2018 - 0%

Target, 2020 – 70% of the draft versions of filled in documents

Final assessment for 2020 - Not implemented

Implementation of outcome indicators 1.3.1, 1.3.2, 1.3.3, 1.3.4 depended on fulfillment of activities under the objective, whose implementation process **was suspended** at the end of the reporting period. After the launch of unified electronic system of policy planning and coordination (PDCems), preparation of system for elaboration of anti-corruption documents in an electronic format will be modified or remain unchanged.

Progress Achieved in 2020

With a view to developing the National Anti-Corruption Strategy and relevant Action Plan as well as converting monitoring and evaluation stages to electronic formats, Ministry of Justice of Georgia set the goal of establishing the practice of elaborating anti-corruption policy documents in an electronic format.

By the end of 2020 a practical survey of electronic portals func-

tioning in various countries as well as Georgia was completed. A draft version of the survey has been prepared. It should be noted that according to the Action Plan, formation of a working group in that area and researching best practices is the precondition for elaboration of electronic system concept and the document describing the business processes. The working group was not formed during the reporting period.

²¹ From June 26, 2020 „LEPL – Digital Governance Agency“.

According to the responsible agency, implementation of the outcome indicators is connected with the process of creation of government's unified electronic system for development, monitoring, reporting and evaluation of policy documents. In particular, since the Administration of the Government of Georgia is working on elaboration of unified electronic system for policy planning and coordination (PDCems), in order to properly distribute resources and avoid duplication of activities, it is important to launch PDCems first. After it is launched, preparation of system for elaboration of anti-corruption documents in an electronic

format will be modified or remain unchanged. Taking this into consideration, the Secretariat of the Anti-Corruption Council will gradually (and on as-needed basis) plan the subsequent steps directed at meeting the commitments.

At the end of the Action Plan implementation process, outcome indicators **were not implemented**. By the end of the reporting period, **implementation of the objective** (and its relevant **activities**) **was suspended**.

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)

Baseline, 2018 – 0

Target, 2020 – 5%

Final assessment for 2020 - Not implemented

RIA-related amendment in the Law of Georgia on Normative Acts came into force on **January 1, 2020**, however, during the reporting period, Government of Georgia **did not elaborate and initiate the legislative packages**, which, according to the Organic Law of Georgia on Normative Acts and Decree N35 of the Government of Georgia, **implied attachment of a RIA report**.

Progress Achieved in 2020

Based on the May 29, 2019 amendments made to the Organic Law of Georgia on Normative Acts,²² **Article 17¹ was added to the Organic Law**, according to it, draft normative acts concerning various concrete areas shall be accompanied with RIA reports. This amendment came into force on January 1, 2020.

Regulatory Impact Assessment Methodology was approved by January 17, 2020 Decree N35 of the Government of Georgia on Approval of RIA Methodology,²³ it defined the list of legislative acts the amendment of which cannot take place without conducting the Regulatory Impact Assessment.

In 2020 Government of Georgia did not elaborate and initiate legislative packages, the amendments to which **would require attachment of Regulatory Impact Assessment reports** in accordance with Organic Law of Georgia on Normative Acts and Decree N35 of the Government of Georgia.

Attachment of RIA report **prepared in accordance with methodology approved** under Government Decree N35 **is not mandatory** in case of the legislative acts:

- ▶ For which **Regulatory Impact Assessments were carried out before the Decree entered into force**;
- ▶ That **were discussed or agreed upon at Georgian Government's meetings before the Decree entered into force** (Decree N35, article 2).

In 2020 Government of Georgia submitted three draft laws (legislative proposals) to the Parliament **that were accompanied with RIA reports**: *Draft Law on Rehabilitation and Collective Satisfaction of Creditors, Draft Law on the Amendments to the Tax Code of Georgia and Draft Law on Entrepreneurs*, - however, **attached Regulatory Impact Assessments were not** prepared by the Government in accordance with the **methodology approved under** the January 17, 2020 Government Decree N35, because as it's already been mentioned above, the Decree is not applicable to them. **Regulatory Impact Assessments were carried out** with regard to all three above-mentioned draft laws (proposals) before the Decree entered into force (Decree N35, article 2, paragraph "a").

It should be noted that with a view to facilitating the practical application of RIA, the process of training and capacity-building of civil servants responsible for lawmaking was launched in 2020.

From May 4 till June 19, 2020 USAID/GGI with the technical support from Ministry of Justice of Georgia and with the participation of the EU project Support to the Public Administration Reform in Georgia, conducted a distance learning course directed at introducing Regulatory Impact Assessment, 12 representatives of **Ministry of Justice, Ministry of Finance, Ministry of Economy and Sustainable Development and Administration of the Government** took part in the training. Due to the novel coronavirus

²² Organic Law of Georgia on Normative Acts, article 171, Legislative Herald of Georgia, can be accessed [here](#).

²³ January 17, 2020 Decree N35 of the Government of Georgia on Approval of Regulatory Impact Assessment Methodology, Legislative Herald of Georgia, can be accessed [here](#).

pandemic, planning and conduction of the trainings was impeded in the 1st quarter of 2020. However, despite challenges, with the support from GGI program, the trainings were planned in a short period of time and the first wave of civil servants were trained with the use of distance learning techniques.

From October 26 through December 11 2020, **19 civil servants from 11 public institutions** participated in the above-mentioned training **with support of USAID Economic Governance Program**²⁴. During 2020 **a total of 31 civil servants** were trained.

Capacity-building of civil servants in this area will have a permanent character and relevant trainings will be held in several stages. Besides, in order to reach an agreement between the legislative and executive authorities with regard to RIA standards, working meetings are planned in which MPs and Parliament staff members will take part.

At the end of the Action Plan implementation process, despite the fact that significant steps were taken in order to fulfil the commitments under the objective, outcome indicator **was not implemented**.

Next Steps

- Submission and approval of Guidelines on Public Consultations during Policy Planning Process;
- Launching of a unified electronic system for development, monitoring and reporting of policy documents;
- Elaboration of standard operating procedures (SOPs) on Policy Planning and Coordination in ministries;
- Conduction of the next cycle of trainings for civil servants in Regulatory Impact Assessment (RIA).

Recommendations

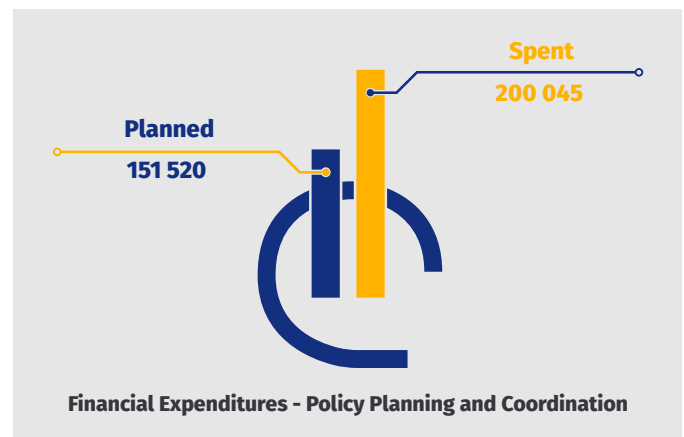
- Elaboration of the unified electronic system for development, monitoring, reporting and evaluation of policy documents shall be completed in the shortest period possible.
- Training of civil servants in Regulatory Impact Assessment (RIA) shall be continued and expanded.

Financial Expenditures, 2020

According to the Action Plan budget, in 2020 **151,520 GEL of donor assistance was allocated** for the implementation of activities under the Policy Planning and Coordination area. During the reporting period, part of the activities was implemented with the use of administrative resources.

During the reporting period **200,045 GEL** (more than the planned amount) was spent. The difference was caused by several factors.

It should be noted that 44,112 GEL, which exceeded the planned amount of 8,720 GEL, was spent on the training course in Policy Planning, Monitoring and Evaluation (policy analysis) for civil servants. Besides, 72,490 GEL - almost thrice the planned amount of 25,500 GEL, was spent on training of civil servants in Regulatory Impact Assessment.



²⁴ Administration of the Government of Georgia, National Bank of Georgia, Ministry of Justice of Georgia, Ministry of Finance of Georgia, Ministry of Regional Development and Infrastructure of Georgia, Ministry of Environment Protection and Agriculture of Georgia, Ministry of Economy and Sustainable Development of Georgia, Parliament of Georgia, Research Center of the Parliament of Georgia, LEPL Revenue Service, LEPL Insurance State Supervision Service of Georgia

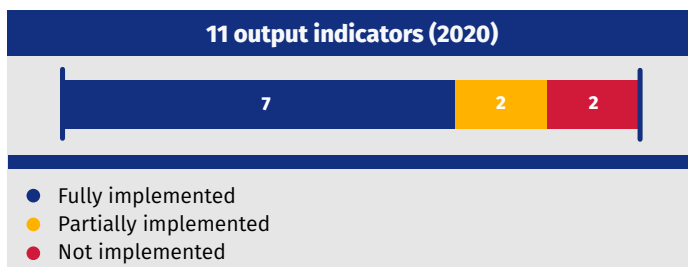
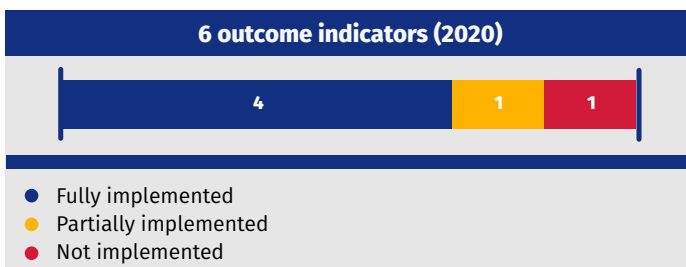


Civil Service and Human Resources Management



The aim of the Civil Service and Human Resource Management direction of the Public Administration Reform is to **establish**

an effective and efficient civil service built upon a merit-based system, that encourages, facilitates and values professionalism.



Key Achievements:

- Sectoral research **“Review of Planning and Implementation of Professional Development Programs in Civil Service”** was carried out; as a result of the research, shortcomings were identified and corresponding recommendations were prepared
- The research **“Civil Service Free of Political Leverage”** was carried out, as a result, a report and relevant recommendations were elaborated
- 224 civil servants holding** managerial positions **participated in the professional development course “Managerial Skills of Civil Servants”**
- Lithuanian experts **prepared a communication strategy and corresponding guidelines** for the LEPL - Civil Service Bureau
- Electronic portal **ethics.gov.ge** is piloting an electronic training course in ethics
- Amendments to April 20, 2017 Decree N199 of the Government of Georgia “On the Rules of Mobility of Professional Civil Servants” were prepared, which were then approved on the basis of Decree N315 of the Government of Georgia

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

Baseline, 2018 – 0

Target, 2020 – 90%

Final assessment for 2020 - 100% (fully implemented)

All the ministries (100%) covered by the Law on Civil Service submitted professional development plans for 2020 to Civil Service Bureau. Correspondingly, the Bureau exceeded the target value 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

Baseline, 2018 – 0

Target, 2020 – 60%

Final assessment for 2020 - 70% (fully implemented)

70% of ministries that are fully within the scope of Law on Civil Service ensured retraining of their employees through mandatory professional development programs. Therefore, the Bureau exceeded the target value and fully implemented the outcome indicator.

Outcome indicator 2.1.3: Share of managers in the ministries who were recruited in accordance with the new norms of the competition conducted in accordance with the CSL

Baseline, 2018 – 20%

Target, 2020 - 100%

Final assessment for 2020 - 100% (fully implemented)

There were a total of 75 vacancies announced in the ministries in 2020. All positions, where competitions successfully took place, were staffed with managers who were selected on the basis of norms regulating the competitions held in accordance with Law on Civil Service. Correspondingly, the Bureau reached its target and fully implemented the outcome indicator.

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 individuals

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 2020

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.

During the reporting period **public institutions approved and submitted to the Bureau annual plans of professional development**, based on which, **basic and additional training programs were planned** for civil servants.²⁵

According to the data submitted to the Civil Service Bureau, basic and additional programs were planned for **1778 civil servants**. 227 civil servants out of the 1778 had to participate in a basic program and 1551 were to take part in additional training programs.

At the same time, **224 civil servants employed at managerial positions in public institutions took part in professional development course titled Managerial Skills of Civil Servants.**

In order to analyze professional development plans and identify their shortcomings, the Civil Service Bureau, with support from USAID/GGI, carried out a sectoral research on planning

and implementation of professional development programs in civil service²⁶.

Certain shortcomings were identified during the research and relevant recommendations were prepared. Besides, each step of the professional development cycle was analyzed, such as identification of professional development needs defined under [Decree N242 of the Government of Georgia](#) and planning and implementation of training activities.

Electronic platform ethics.gov.ge launched a special training course with support from USAID/GGI with a view to raising awareness among civil servants about the importance of ethical environment and integrity and establishing uniform practices as well as raising awareness about the professional standards and corruption prevention mechanisms defined by Georgian legislation.

The testing of the platform is taking place during the annual monitoring stage, this process has been extended due to the pandemic and remote work. During the reporting period, the Civil Service Bureau requested civil servants' contact information from the ministries and included them in the electronic database of the course. **Starting from 2021 the course will also be available to individuals employed in public service²⁷.**

²⁵ May 22, 2018 Decree of the Government of Georgia N242 defined two types of professional development programs: basic and additional programs. Basic programs are mandatory for all those individuals who are recruited as civil servants through open or closed competitions, they need to take part in those programs within one year after their appointment. Civil servants participate in additional programs within two years after the corresponding public institution identified the need for offering such programs.

²⁶ Research report can be accessed [here](#).

²⁷ Annual report for 2020 of LEPL Civil Service Bureau, page 18. The report can be accessed [here](#).

Within these reforms, along with professional development of civil servants, **analysis of methods directed at preventing political influence at managerial positions in ministries** is important for establishing an efficient civil service, which will be based on principles of fairness.

In line with this goal, in the second half of 2020, the Civil Service Bureau, with the support from USAID/GGI, started **analyzing the methods directed at prevention of political influence at managerial positions within the ministries and carried out a research titled Civil Service Free of Political Leverage**. A working group was formed under this research comprised of the Bureau employees, invited local and international experts.

With a view to ensuring political neutrality of civil servants, the goal of the research was to study modern instruments widely used globally that can be successfully introduced in Georgia (experienced experts were involved in this process). It should be

noted that along with the results of analysis of qualitative data, the research **also includes recommendations** that the experts elaborated in active cooperation with the Bureau.

Due to remote work mode, process of organization of focus groups and interviews needed for the research got delayed and exceeded the planned deadlines. The final results of the research were presented to the Bureau on December 29, 2020.

Taking this into consideration, **public discussion of analysis and results could not take place** during the reporting period, because of the complexity of the issue, it was decided not to hold the event online.

At the end of the Action Plan implementation process, **all three outcome indicators were fully implemented**. This means the Bureau took important steps and **fully implemented all outcome indicators** under the objective 2.1.

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

Baseline, 2018 - 9%

Target, 2020 - 5%

Final assessment for 2020 - 6% (partially implemented)

In 2020 **6%** of Civil Service Bureau employees left the institution. This means that at the end of the Action Plan implementation process, the Bureau mostly approached the target value, however, outcome indicator was not fully implemented.

Outcome indicator 2.2.2: Filled-in positions in the Civil Service Bureau

Baseline, 2018 - 94%

Target, 2020 - 100%

Final assessment for 2020 - 94% (not implemented)

Civil Service Bureau has 36 positions, 2 of them are vacant. Therefore, during the reporting period, percentage of filled in positions in Civil Service Bureau amounted to 94%. Correspondingly, the Bureau failed to improve the baseline rate, which means the outcome indicator was not fully implemented.

Outcome indicator 2.2.3: Share of Civil Service Bureau employees who participated in the Professional Development Programs on the Law on Civil Service

Baseline, 2018 - 50%

Target, 2020 - 60%

Final assessment for 2020 - 80% < (fully implemented)

With a view to strengthening capacity-building, employees of the Bureau's all departments (more than 80%) participated in one or more trainings on various issues. Number of retrained employees shows that the Bureau exceeded the target value and fully implemented the outcome indicator.

Progress Achieved in 2020

LEPL - Civil Service Bureau, as a leading agency of the Civil Service Reform, based on the situation analysis, research and international experience, aims at improving legislation regulating civil service, enhancing human resources management and introducing electronic governance projects.

Correspondingly, capacity-building of the Civil Service Bureau is needed so that it can properly lead and supervise the reform

process and provide recommendations on various topics to the public institutions.

During the reporting period, with a view to encouraging capacity-building and in accordance with the outcome indicator, **employees of the Bureau's all departments took part in one or more trainings on the following issues:**

- ▶ Cybersecurity;
- ▶ Prevention of workplace sexual harassment;
- ▶ Harmonization of public administration with European principles;
- ▶ Strategic planning and management;
- ▶ Efficient business communication;
- ▶ Management of successful people;
- ▶ Project management.

During the reporting period, under the public institutions' twinning project and with a view to using efficient communication instruments and providing information in a proper manner, Lithuanian experts prepared the Bureau's communication strategy and guidelines, which include communication instruments, instructions on interacting with media and internal communication guidelines.

Besides the above-mentioned steps, at the end of 2019 the design of www.csb.gov.ge was altered, as a result, accessing information published on that website became much simpler for any user. Reports, researches and news are continuously published on the Civil Service Bureau's website.

Lithuanian experts also evaluated the following websites of Civil Service Bureau: www.hr.gov.ge; www.ehrms.ge and www.declaration.gov.ge; relevant recommendations were prepared directed at their improvement. However, it should be noted that the Bureau also administers the www.mkhileba.gov.ge, the feature set of which hasn't been modified during the reporting period.

At the end of the Action Plan implementation process, out of 3 outcome indicators 2 were partially implemented and 1 outcome indicator was fully implemented. It means that during the reporting period important steps were taken towards Civil Service Bureau's institutional strengthening, however, the agency shall continue its active work in that direction.

Next Steps

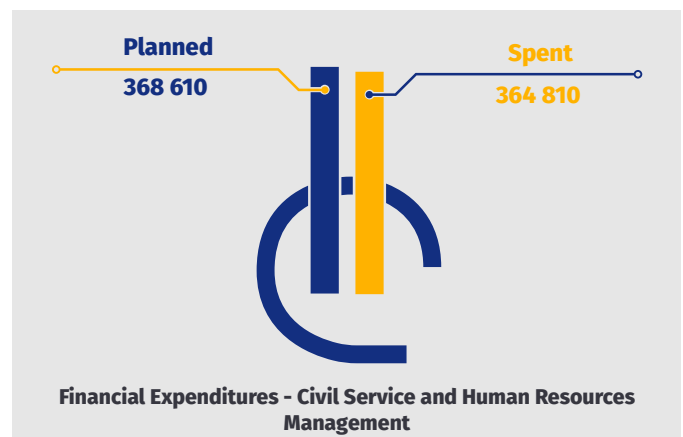
- Public discussion on the research titled "Civil Service Free of Political Leverage"

Recommendations

- LEPL Civil Service Bureau shall ensure reviewing of mkhileba.gov.ge's feature set and modify it as needed, besides, the Bureau shall update information published on csb.gov.ge.

Financial Expenditures, 2020

According to the Action Plan budget, in 2020 **368,610 GEL of donor assistance was allocated** for implementing activities (including the activities that were not performed or were partially performed in 2019) under Civil Service and Human Resources Management area. **364,810 GEL** of that amount was spent. During the reporting period, no state budget resources were expended as **administrative resources** were used in accordance with the approved budget of the Action Plan.





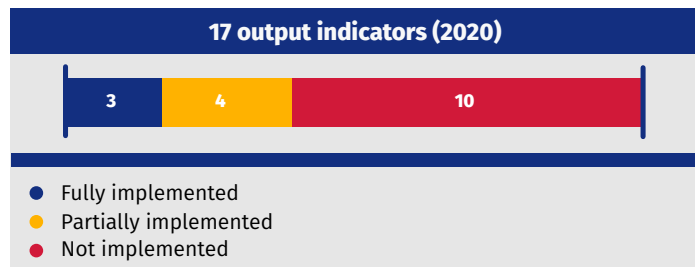
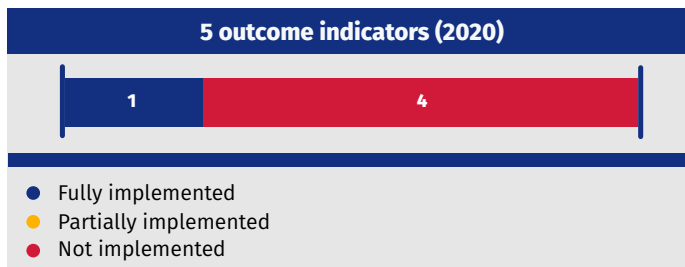
Accountability



Accountable governance is one of the cornerstones of Public Administration Reform, aiming to enhance integrity of the public institutions and increase public trust in the Government.

In accordance with the Public Administration principles set by the OECD/SIGMA, in the Accountability area 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 public awareness regarding the Open Government policy principles, and improving access to information.**



Key Achievements:

- Draft amendments to the Law of Georgia on **Legal Entities of Public Law** have been elaborated
- **Open Government Georgia website has been created**, which also includes an **online platform for monitoring** the Open Government Georgia action plans
- **Electronic system of monitoring** the implementation of the State Audit Office's recommendations has been launched in a pilot mode

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

Baseline, 2018 – 0

Baseline, 2018 – 0

Final assessment for 2020 - not implemented

LEPL Civil Service Bureau will elaborate **recommendations** concerning institutional set-up of LEPLs considered to be public institutions **after the completion of secondary institutional analysis, the contents of the analysis will be based on the legal definition of new categories of LEPLs**

In order to successfully implement the Civil Service Reform and introduce the Law of Georgia on Civil Service, in 2016-2017 the Civil Service Bureau **carried out a functional and institutional**

analysis of central public institutions, based on which relevant 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 launched a functional and institutional analysis of LEPLs in 2018.

To decide on the institutional set-up of LEPLs within the frame-

Progress Achieved in 2020

In parallel with fine-tuning of the legislation regulating the activities of LEPLs, based on the analysis of functions and responsibilities of the LEPLs, the Civil Service Bureau prepared

- ▶ Implies categorization of LEPLs,
- ▶ Determines the basis of their establishment, and
- ▶ Defines the issues like application of legislation regulating civil service on LEPLs, subordination of LEPLs and exercising control over their activities.

Civil Service Bureau **submitted the Draft Law on Amendments to the Law of Georgia “On Legal Entities of Public Law” to the Government of Georgia on October 1, 2020.**

Against the background of the multitude of functions that LEPLs have, as a result of a complex and multifaceted process, the Draft Law was prepared on the basis of **general functional analysis** of LEPLs. Besides, 3 internal discussions took place during the

- ▶ Obligation to adopt relevant normative acts,
- ▶ Granting categories to the LEPLs,
- ▶ Definition of legal statuses of employees of LEPLs.

Correspondingly, the transitional period of the Draft Law envisages entry into force of the amendments to Law of Georgia “On Legal Entities of Public Law” from **December 31, 2021**.²⁸

At the end of the Action Plan implementation process, the outcome indicator was not implemented. The Bureau took important steps towards meeting the commitments under the outcome indicator, however, functional and institutional analysis of LEPLs took more time than planned previously. Civil Service Bureau is

work 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 activities, categories and status of employees statuses of the LEPLs.

draft amendments to the Law of Georgia “On Legal Entities of Public Law”, which:

elaboration process of the Draft Law, up to 40 participants took part in the meetings. OECD/SIGMA experts, deputy ministers and representatives of central public institutions were actively involved in the discussions.

Due to the complexity of the issue, the Draft Law defined the list of actions that were to be taken in connection with the entry into force of the Draft Law, including:

continuing the process of functional and institutional analysis of LEPLs. **Secondary institutional analysis** of LEPLs (that will be based on the relevant methodology) is planned before the legislative amendments come into force; the content of this analysis will be based on legal definition of new categories of LEPLs. As a result of the secondary institutional analysis and in accordance with the outcome indicator, the Civil Service Bureau will prepare recommendations on institutional set-up of the LEPLs that are considered to be part of civil service.

Objective 3.2:

Improve access to open data by strengthening existing mechanisms

Responsible Agency: LEPL - Digital Governance Agency

Outcome indicator 3.2.1: Number of data published on the data.gov.ge

Baseline, 2018 – 3

Target, 2020 – 30

Final assessment for 2020 - (not implemented)

data.gov.ge features **719 datasheets of 30 public institutions** in XML and CSV formats, which represents a significant progress in terms of increasing the amount of open data on the portal. Data.gov.ge also features **4 open data of LEPL Revenue Service of Ministry of Finance of Georgia**. **Despite this**, 26 open data of three public institutions (the publication of which was envisaged under the objective) were not published during the reporting period.

Open data is very important for both open governance and accountability, as well as for the contemporary models of e-Government.²⁹ In Georgia a portal has been created - data.gov.ge, on which open data is published in a processable and generally accessible format. This enables businesses, NGOs and public

institutions to freely use the necessary data, create apps, electronic services and thus, to get economic benefits. A number of actions directed at improving the access to open data are planned under the Action Plan.

²⁸ 2020 Annual report of LEPL Civil Service Bureau, page 15. The report can be accessed [here](#).

²⁹ According to the Open Knowledge Foundation, data that can be used, recreated and distributed by everyone are considered to be open data.



Progress Achieved in 2020

During the reporting period, as a result of reorganization and merger of the LEPL - Data Exchange Agency and the LEPL - Smart Logic, **a LEPL - Digital Governance Agency was formed**.³⁰ Due to the coronavirus pandemic and the reorganization process, the planned activities were delayed, however, LEPL - Digital Governance Agency, with the support of UNDP, continues fulfilling the commitments taken under the PAR. In particular, the Agency prepared **a document describing the new feature set of the open data portal**, which was discussed together with representatives of civil society, media, business and academia at the working meeting organized with the support of Institute for Development of Freedom of Information (IDFI) on January 21, 2021.

In order to update the portal, with the support of UNDP, invitations for bid were announced twice during the 4th quarter of 2020; however, in both cases the process fell through. In the first case, no bids were filed and in the second case, the bidders didn't meet the tender requirements. Correspondingly, the open data portal was not updated during the reporting period, however, the Agency continues working in that direction. Data.gov.ge web portal's updating process will be launched as soon as the winning bidder is selected.

At the end of the Action Plan implementation process, the outcome indicator was not implemented. The outcome indicator envisaged increasing the number of open data published by three agencies (LEPL - Municipal Services Development Agency, LEPL - Civil Service Bureau, and the Ministry of Finance of Georgia) from 3 to 30. Despite the fact that as of now, the number of open data published on data.gov.ge is increased **and 719 datasheets of 30 public institutions** are accessible in XML and CSV formats on the portal (including **4 open data of LEPL Revenue Service of the Ministry of Finance of Georgia** that were to be published in accordance with the outcome indicator), **on the whole, outcome indicator 3.2.1 was not implemented as the amount of open data published by the specific agencies increased only by 1.**

On the one hand, the process of increasing the number of open data published on the portal is impeded by the voluntary nature of uploading of the data, and on the other hand, the necessity to update data.gov.ge, as the portal is currently technically and systemically outdated. It should be noted that during the reporting period the novel coronavirus pandemic also caused additional delays as a result of which the workload of the already scarce human resources of those agencies increased even more.

Objective 3.3:

Implement electronic monitoring tool on recommendations issued by 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

Baseline, 2018 – 12%

Target, 2020 - 8%

Final assessment for 2020 - not implemented

Measuring the percentage of recommendations issued by the State Audit Office with "No Response" status will be possible only **after the launching of electronic system, which could not be implemented 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 progress achieved through their imple-

mentation. In line with the recommendations issued by the civil society organizations, the goal of 2019-2020 Action Plan is to **strengthen monitoring of implementation of the recommendations issued by State Audit Office**, to further increase the accountability of public institutions.



Progress Achieved in 2020

At the end of 2019 the **State Audit Office developed an electronic tool for monitoring the implementation of issued recommendations**.³¹ During the reporting period the system was being piloted with the involvement of the Ministry of Justice of Georgia. In particular, the action plans of the recommendations issued within the framework of the auditing of the consolidated financial report of 2019 of the Ministry of Justice of Georgia, were prepared through the ARIS audit management system. Correspondingly, starting from 2021 the State Audit Office will monitor the implementation of these recommendations electronically.

Participation of other ministries in the system testing was also planned, however, teleworking mode complicated communication with public institutions and the process was impeded.

Besides, starting from 2020, all institutions included in the 2020 auditing plan were to be included in the system, however, the pandemic also significantly hindered the process of introduction of the system.

Electronic system for monitoring the recommendations issued by the State Audit Office will be introduced in the budget monitoring platform after the website's feature set is updated (this process is currently underway). Development of the electronic system ensures a high quality of monitoring, which will support enforcement of the recommendations issued by State Audit Office and reduce the percentage of recommendations with "No Response" status.

³⁰ Law of Georgia on Legal Entities of Public Law – Digital Governance Agency, June 12, 2020 is available [here](#).

³¹ [Electronic system](#) for monitoring the implementation of recommendations issued by State Audit Office of Georgia.

At the end of the Action Plan implementation process, the outcome indicator was not implemented as the electronic system for monitoring the implementation of recommendations issued by State Audit Office was not launched. The State Audit Office will submit its annual report to the Parliament by June 1, 2021, which will feature percentage of recommendations with “No Response” status, however, it should be noted that for the pur-

poses of outcome indicator 3.3.1, measurement of the target value of the outcome indicator **serves the assessment of electronic system's benefits**. Since the electronic system was not launched during the reporting period, results generated from the measurement of the outcome indicator cannot assess the implementation of the objective.

Objective 3.4:

Raise awareness of civil servants of central government bodies about 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

Baseline, 2018 - 0

Target, 2020 - 51

Interim assessment for 2019 - 74% (fully implemented)

In February 2021 Administration of the Government of Georgia **conducted a survey concerning awareness about Open Government among civil servants**, representatives of Policy Planning and Analysis units of ministries took part in the research. According to the survey results, **74%** of the polled knew about Georgia's membership in Open Government Partnership and expressed the wish to take part in the planning process of Open Government Georgia policy for 2021-2022.

Progress Achieved in 2020

In order to provide consistent and comprehensive information on the reforms implemented under the Open Government Partnership and to raise awareness on Open Government-related issues, with the support from the USAID/GGI, in August 2020 Open Government Georgia Secretariat (Public Administration Division,

- ▶ Civil servants employed at the central and local levels,
- ▶ Representatives of the civil society
- ▶ Citizens.

Besides, user-friendly **Open Government Georgia website** - www.ogp.gov.ge was launched. The website includes data on the reforms taking place in Georgia since the country became a member of the OGP. The website features a **monitoring platform**, which will enable stakeholders to monitor the implementation of the OGP Georgia action plans online.

Since the pandemic hindered the development of OGP Georgia's new action plan, it is not possible to measure the outcome indicator with the given wording. Instead, the Secretariat of the PAR Council decided to measure the **share of civil servants of central government bodies who claim that they are familiar with the OGP Georgia process and would like to participate in the elaboration process of open government policy for 2020-2022**.

- ▶ **80% of the polled say they have heard about** the Open Government Partnership (OGP),
- ▶ **77% of the polled are familiar with and receive information on Georgia's membership in OGP,**
- ▶ **97% of the polled would like to participate in the planning of OGP Georgia policy for 2021-2022.**

At the end of the Action Plan implementation process, the outcome indicator was fully implemented. Despite the fact that only 70% of the target group took part in the survey, based on the generalization of the received results, **target value (51%) of the outcome indicator should be considered to be fully implemented.**

Administration of the Government of Georgia) prepared a **final draft of the Open Government Georgia Communication Strategy and its Action Plan, as well as OGP Georgia's Brandbook**. The communication strategy is aimed at 3 target audiences:

In order to measure the outcome indicator, a quantitative research was carried out using self-administered online (anonymous) questionnaire. The questionnaire was sent to 50 employees of policy planning and analysis units of 11 ministries, who were selected on the basis of targeted (assessment) selection methodology. **The questionnaire was filled in by 35 respondents (70%).**

It should be noted that only 23% (8 respondents) of the polled individuals took part in the development of the previous action plans of OGP. Taking this into consideration, a significant part of employees of policy planning and analysis units have information on OGP Georgia process and would like to participate in it.

According to the survey results:

In particular, **74% of the polled** are informed about Georgia's membership in OGP and at the same time they express their desire to participate in the planning of OGP Georgia's policy for 2021-2022.

It should be also noted that taking into consideration the pandemic, the OGP Steering Committee has decided to extend the deadline for submission of OGP Action Plans – thus, Georgia

has now the opportunity to present the new Action Plan **by the end of 2021.**

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) to within their competence

Baseline, 2018 – 15%

Target, 2020 - 10%

Interim assessment for 2019 - not implemented

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.** Since the activities envisaged under the objective were not carried out during the reporting period, the outcome indicator was not implemented.

In terms of ensuring accountability, one of the most important objectives for the Government is ensuring freedom of information. Activities envisaged under the Action Plan aim at improving the existing legislation concerning access to information and

ensuring consistent enforcing of the aforesaid legislation in practice. In that regard, the main activity is **adoption of Law on Freedom of Information.**

Progress Achieved in 2020

Following the approval of the PAR Action Plan 2019-2020, the obligation to prepare the final 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 on October 4, 2019, by the Decree of the Government N484.³²

Administration of the Government of Georgia has started and is actively continuing to review and process the Draft Law. The novel coronavirus pandemic impeded this process, however, the Administration is working on defining the next steps.

At the end of the Action Plan implementation process, the outcome indicator was not implemented. It should be pointed out

that with a view to updating the data, the Secretariat of the PAR Council developed a relevant methodology and requested information on how the central offices of ministries and LEPLs subordinated to them handled applications regarding the provision of public information in 2018 and 2020. As a result, the baseline and target values of refusals to issue public information were measured with the same methodology.

Based on the received data it is clear that during the reporting period the result envisaged under the Action Plan, – 5% reduction of refusals to provide public information, was not achieved. In particular, in 2018 percentage of refusals to issue public information amounted to 4.8%, whereas in 2020 this index equaled 4.74%.

	2018	2020
Total number of applications regarding the provision of public information	64815	48747
Number of fully satisfied applications out of all submitted requests	91.1%	90.16%
Number of partially satisfied applications out of all submitted requests	1.1%	1.67%
Number of refusals to issue public information based on various legal grounds	4.8%	4.74%
Number of applications that the institution failed to respond to due to other reasons (application was not reviewed; application was forwarded to another agency for responding etc.)	2.2%	2.87%

³² Decree of the Government of Georgia N484 of October 4, 2019 on Approval of the Action Plan 2019-2020 of the National Anti-Corruption Strategy of Georgia and Implementation of the National Anti-Corruption Strategy of Georgia.

Next Steps

- Conducting institutional analysis of LEPLs considered to be part of civil service based on legal definition of new categories of LEPLs and preparation of recommendations on their institutional set-up;
- Updating of open data portal data.gov.ge and adding new open data to it;
- Full launch of electronic system for monitoring the implementation of recommendations issued by State Audit Office and carrying out active communication events with a view to engaging public institutions;
- Elaborating of OGP Georgia Action Plan for 2021-2022;
- Planning the relevant work process with a view to improving legislation regulating freedom of information and if necessary, coordinating the support of donor organizations.

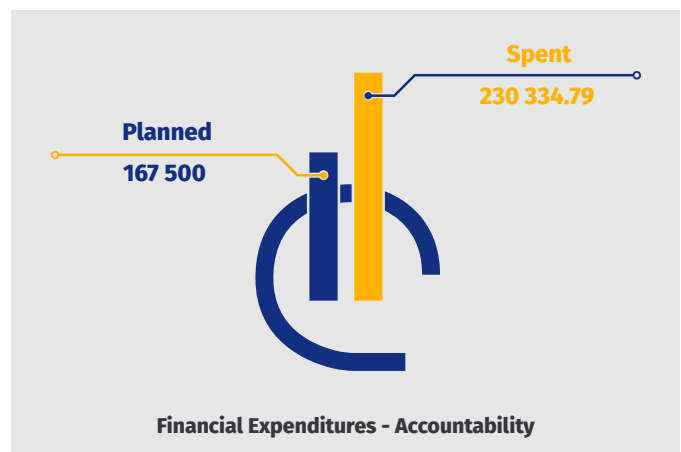
Recommendations

- LEPL - Civil Service Bureau shall carry out institutional analysis of LEPLs considered to be part of civil service and elaborate recommendations on their institutional set-up;
- LEPL - Digital Governance Agency shall ensure active engagement of public institutions (including the institutions indicated in the Action Plan) in the implementation of corresponding activities as the active participation of external actors is necessary for the successful fulfillment of their commitments;
- Administration of the Government of Georgia shall ensure the elaboration of the new OGP Georgia's Action Plan and holding of public consultations;
- Administration of the Government of Georgia shall plan the work process directed at improvement of legislation regulating freedom of information.

Financial Expenditures, 2020

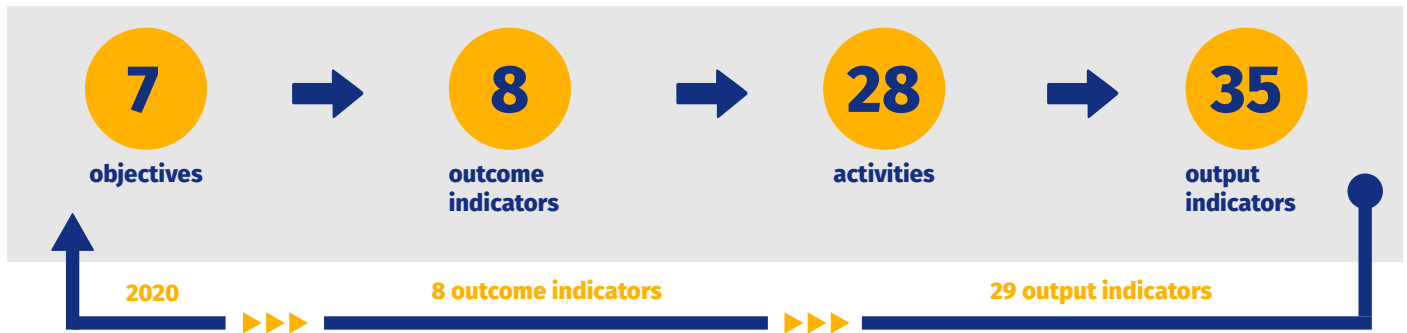
167,500 GEL was allocated under the Action Plan budget for implementing the objectives and relevant activities listed in the Accountability direction³³. **11,400 GEL** out of that sum was allocated from the State Budget, **5,700 GEL** of that amount (output indicator 3.1.3.3.) remained unspent.

A significant portion of activities carried out under the Accountability direction was implemented through **donor support**. In particular, during the reporting period a total of **230,334.79 GEL** was spent on the implementation of the planned activities, this amount includes both the implementation expenditures of unfinished activities planned for 2019 and additional finances needed for creation and updating of electronic platforms/websites.



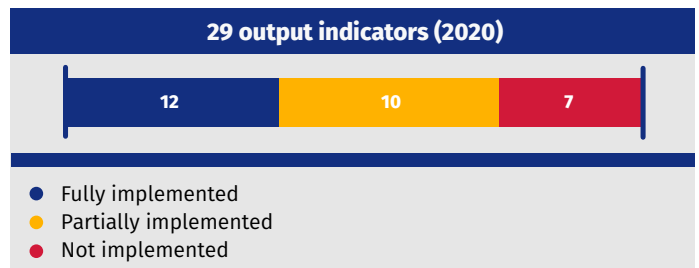
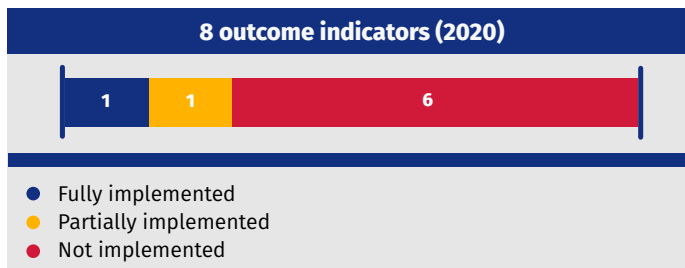
³³ Both the activities planned for 2020 and activities that were evaluated as partially and/or not implemented activities according to 2019 Annual Monitoring Report and 2020 Progress Report.

IV Public Service Delivery



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 Achievements

- **5 handbooks** were developed under the Unified Strategy (handbooks on Service Design, Service Delivery, Customer Satisfaction Survey, Common Assessment Framework (CAF) and Pricing of Public Services);
- **Following the LEPL - Public Service Hall, the Common Assessment Framework (CAF)** – an international quality management mechanism developed and widely employed in the EU - **was introduced in the LEPL - Unified Service Center of the Patrol Police of the Ministry of Internal Affairs;**
- Training materials on Cyber Hygiene were developed by an international expert; The materials were translated into the Georgian language.
- **Various training modules** were developed in the Public Service Delivery direction and employees of service provider agencies were trained;
- The number of e-services on **MY.GOV.GE has increased up to 700;**
- **Services offered by the Ministry of Internal Affairs and the Revenue Service of Georgia** were integrated into the data exchange infrastructure.

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

Baseline, 2018 - 0

Target, 2020 - 15

Final assessment for 2020 - not implemented

Outcome indicator 4.2.1: Number of developed/adapted services at central level that are in compliance with unified standard requirements

Baseline, 2018 - 0

Target, 2020 - 15

Final assessment for 2020 - not implemented

Policy document was not approved during the reporting period, correspondingly, **measurement of outcome indicators 4.1.1 and 4.2.1 is impossible.** It's noteworthy that **according to the Action Plan the Unified Policy document was envisaged to be approved in the 3rd quarter of 2019.**

Outcome indicator 4.3.1: Number of public services quality of which is evaluated according to the Service Index Methodology

Baseline, 2018 - 0

Target, 2020 - 5

Final assessment for 2020 - not implemented

The Public Service Index Methodology had been developed by the start of the reporting period, however, the electronic platform of the Service Index (through which identification of public services that were evaluated according to Index Methodology would be possible) was not developed. Therefore, **it is impossible to measure the outcome indicator 4.3.1.**

Outcome indicator 4.3.2: Customer satisfaction level of 3 public service provider agencies

Baseline, 2018 - 0

Target, 2020 - 70%

Final assessment for 2020 - not implemented

During the reporting period the customer satisfaction survey that would be based on the new standards was not developed, besides, the level of satisfaction of the agencies' customers was not evaluated. **Therefore, it is impossible to measure the outcome indicator 4.3.2.**

Outcome indicator 4.4.1: Number of newly developed/adapted public services that are priced in compliance with a new methodology of pricing

Baseline, 2018 - 0

Target, 2020 - 15

Final assessment for 2020 - not implemented

During the monitoring stage a standard of Pricing of the Public Services was developed in the form of a handbook, which was not approved during the reporting period. As a result of introduction of the methodology, it will be possible to identify the number of newly developed/adopted services pricing of which was carried out based on the new methodology. Therefore, at this stage, **it is impossible to measure the outcome indicator 4.4.1.**

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 in a consistent manner in the subsequent periods as well.

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 a significant precondition **in the process of implementation of major activities under the first 4 objectives** of the Public Service Delivery pillar.

The following basic documents are conceptually based on the Unified Policy document and respond to challenges identified thereof:

- ▶ Service Design Guideline and Instructions
- ▶ Service Delivery Handbook and Procedures
- ▶ Pricing Handbook and Methodology
- ▶ Public Service Index Concept
- ▶ Methodology for Customer Satisfaction Assessment
- ▶ Methodology for the Common Assessment Framework (CAF)



Progress Achieved in 2020

During the annual monitoring stage, the LEPL - Public Service Development Agency, with support of UNDP **developed the final draft of policy document** (along with the relevant guidelines), **which was not approved during the reporting period.**

The newly developed strategy offers common approaches for public service providers so that through the citizens' participa-

- ▶ **There is no legal definition of public services and public service provider agencies at the legislation level;**

During the reporting period, **Public Service Design Handbook and guidelines were developed** with the active engagement of international experts and representatives of Service Delivery Working Group (created under the Public Administration Reform Council). Instruments and methods presented in the Service Design document form a common and standardized approach, which all service provider agencies shall use in a consistent manner. It should be noted that the handbook development was significantly delayed - according to the initial plan, it was to be prepared in the 4th quarter of 2019. Two visits of the international expert in Georgia were first delayed and then cancelled due to the Covid-19 pandemic, which resulted in the change of activity implementation deadlines.

Despite the fact that the Public Service Design Handbook and guidelines for use of design instruments are fully developed and completed content-wise, **public presentation of these documents did not take place during the reporting period.**

According to the implementing Agency, **public presentation of all handbooks developed under the unified strategy** (Service Design, Service Delivery, Customer Satisfaction Survey, Common Assessment Framework and Public Service Pricing methodologies) will take place after the work on their design is completed and handbooks are available for all stakeholders.

During the reporting period, the **training module on service design** and subsequent training materials were prepared in English with the participation of the international expert. Besides, an online **training of service design trainers took place and 8 participants took part in the trainings.** After the training module is translated into Georgian and placed in the training catalogue of the LEPL - Training Center of Justice of Georgia, it will become available to all stakeholders. At the same time, it should be noted that currently the Agency **is unable to fully implement the activity**, since as it has been mentioned above, identification of "all service provider agencies" is still a challenge, active work directed at resolving this issue is underway.

tion and based on their needs, services could be created, their delivery improved and in the long run, services could become more efficient and maximally tailored to the customers' needs.

According to the Agency, **two interdependent factors hinder approval of the unified strategy on the public services:**

- ▶ Since there is no legal definition of public services, full identification of public service provider agencies is impossible, which is needed for defining which agencies fall within the jurisdiction of the strategy on the one hand, and for including more measurable, realistic and result-oriented objectives and output indicators in the Action Plan.

One of the main goals of the reform is **updating and improving of legal framework** with a view to creating user-oriented, fast, quality and reliable public services.

During the annual monitoring stage, **process of elaboration of amendments to legislation regulating public services was completed and the final draft of the document was prepared.** It should be noted that meetings with members of public service delivery working group took place during the work on the above-mentioned amendments and the final draft of the document was prepared based on their feedback.

It should be noted that according to the Action Plan, these amendments were envisaged to be submitted by the 4th quarter of 2019; however, the process of approval of the document by the Government was first impeded by the pandemic and subsequently **by the change of the agency responsible for the submission of the document.** Instead of LEPL - Public Service Development Agency, responsibility of submitting the document to the Government was taken by the LEPL - Digital Governance Agency of the Ministry of Justice of Georgia, as a result, additional time had to be allocated.

During the reporting period, **Public Service Delivery handbook with relevant annexes was developed.** Through this handbook, civil servants involved in service delivery and/or its improvement within civil service will familiarize themselves with the basic principles of service delivery, process of introduction of new services, best practices and legislative requirements existing in Georgia.

At the annual monitoring stage, **training module on Service Delivery and relevant training materials were developed, these were handed over to the LEPL - Training Center of Justice of Georgia and are available for all stakeholders.** Training of trainers on service delivery was conducted. Besides, representatives of public service provider agencies were also trained (a total of 37 employees of 12 agencies).

Quality of Public Services

The **National Service Quality Index** (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; it implies quality assurance and continuous control of public services through the implementation of common standards.

Quality Assurance of public services also implies **development of service index portal** and customer satisfaction survey standards, 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 **Public Service Index concept and methodology document have been developed**. It reflects feedback from stakeholders and agencies that are members of the PAR service delivery working group. At the same time, a summary report on research of international experience and best practices was developed, which was the basis for developing the Georgian model of Service Index. During the reporting period, **service index portal was not developed**. According to the implementing Agency, **possible change of the agency responsible** for implementing activities associated with the Public Service Index (including portal development) is still a challenge and a matter of negotiations.

At the annual monitoring stage, **the Customer Satisfaction Survey standard** has been developed; it reflects feedback from the members of the PAR service delivery working group. Active cooperation with experts working on various directions of the unified strategy on public services took place during the development of the document in order to ensure that methodologies and handbooks prepared by them were logically linked to the handbook on Customer Satisfaction Survey standard. According to the Action Plan, the handbook was to be completed in the 4th quarter of 2019, however, the pandemic significantly delayed the process.

During the reporting period, **a training module on customer satisfaction survey has been developed**, it has been handed over to the LEPL - Training Center of Justice of Georgia and is available to all stakeholders. Training of trainers on customer satisfaction survey was carried out, besides, representatives of public service delivery agencies were trained (a total of 45 employees of 14 agencies). Since the trainings took place later than planned (in the 4th quarter of 2020), the Agency **was unable to conduct the customer satisfaction survey in public service provider agencies**.

Elaboration and practical application of Common Assessment Framework (CAF) methodology handbook by the LEPL - Public Service Development Agency is an important achievement under the Public Service Delivery direction of the PAR Action Plan for 2019-2020. The LEPL - **Unified Service Center of the Patrol Police of Ministry of Internal Affairs became the second agency** after the LEPL - Public Service Hall **where CAF methodology was successfully introduced**.

Development of CAF training module and relevant materials were completed during the annual monitoring stage. The training package was introduced in the curriculum of the LEPL - Training Center of Justice of Georgia and it is accessible to all stakeholders. At the same time, training of trainers on CAF took place during the reporting period. Besides, employees of public service provider agencies were trained (a total of 63 employees of 12 agencies took part in the trainings).

Establishing a fair pricing system of public services is also an important component of developing unified approaches in the area of public services.

Situation analysis and research on international best practices were developed during the reporting period, which became the basis for **development of the technical manual on Pricing of Public Services**.³⁴ Agencies that are members of the PAR service delivery working group were actively involved in the development of the guideline; the Pricing guideline was prepared considering their feedback.

A training module on public service pricing was developed during the annual monitoring stage, which was handed over to the LEPL - Training Center of Justice of Georgia and is available to all stakeholders. During the reporting period training of trainers on public service estimation took place; besides, employees of public service provider agencies were also trained (a total of 30 employees of 13 agencies took part in the trainings).

At the end of the Action Plan implementation process, none of the five outcome indicators were implemented during the reporting period. Despite the fact that the agencies took many important steps and such significant documents as **Service Design, Service Delivery, Customer Satisfaction Survey standard, Common Assessment Framework and Public Service Pricing** methodologies were developed in the country for the first time, drawn out process of approval of the Unified Strategy significantly delayed the process of implementation of outcome indicators and other related activities.

Objective 4.5:

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

Responsible Agency: LEPL - Digital Governance Agency

Outcome indicator 4.5.1: Number of electronic services available at My.gov.ge

Baseline, 2018 - 427

Target, 2020 - 470

Final assessment for 2020 - 699 (fully implemented)

During the reporting period, the Agency **exceeded the target value (exceeded it by 47.7%)** and fully implemented the outcome indicator

³⁴ During the annual monitoring stage, an active communication with the Ministry of Finance of Georgia was underway with a view to ensuring that the prepared model corresponded with the existing challenges and legislation.

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** was launched (MY.GOV.GE) as a unified platform for the electronic services both of the public and private sectors. **By the end of 2020 there were up to 700 services available at my.gov.ge.**

The Action Plan aims at increasing access to online services and informing more citizens about this opportunity. At the same

- ▶ Promoting and strengthening e-governance in Georgia;
- ▶ Removing bureaucratic barriers encountered by citizens and businesses;

Besides the above-mentioned, achieving the final outcome of the objective also implies enhancing the portal with the following activities:

- ✦ Introducing a feedback mechanism on the portal;

It should be noted that according to the Action Plan, the feedback mechanism was envisaged to be launched in the 4th quarter of 2019; however, due to the pandemic, the Agency's resources

For the annual report developing stage:

- ▶ **699 services are integrated in the portal, including 231 new services added in 2020.** Due to the Covid-19 pandemic, demand for electronic services significantly increased, therefore, the number of services integrated into the portal was significantly higher than planned
- ▶ The number of transactions in the data exchange infrastructure **exceeded 111 million.**
- ▶ During 2020 **a total of 63,320 letters** have been sent to public agencies through the correspondence service available on the portal

time, **one of the most important challenges** identified by the Government during the reform implementation process **is the absence of common legal framework in terms of service delivery and e-services.**

Legislative amendments to the General Administrative Code of Georgia prepared by the LEPL - Digital Governance Agency, which **were submitted to the Ministry of Justice of Georgia** by the reporting period, are directed at legal resolution of this issue.

The purpose of the draft law is:

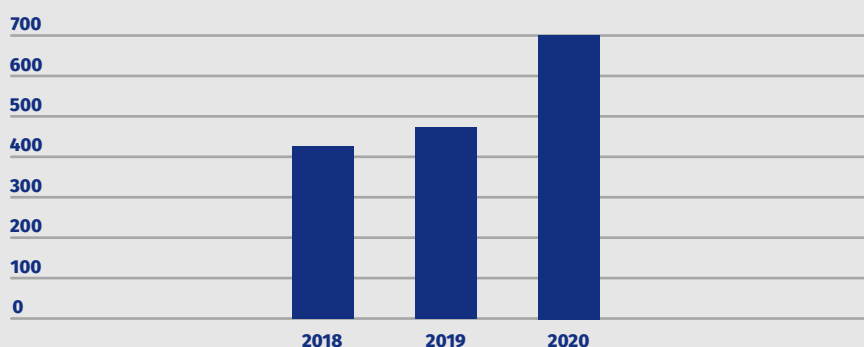
- ▶ Simplifying e-services;
- ▶ Creating the opportunity to deliver e-services more cheaply, easily and quickly than in case of receiving physical services.

- ✦ Elaborating training materials on usage of public services.

were channeled in various directions, which impeded **full integration of feedback mechanisms into my.gov.ge and launching of interactive assistance module in real time.**

- ▶ As of the end of 2020 **a total of 209,996 individuals were registered** on the portal, including **24,192 persons** registered during 2020
- ▶ Each citizen has an opportunity to pay for 83 utility and other payables from the portal
- ▶ Rate of usage of the services available on the portal has significantly increased – by the end of 2018 it amounted to 154,396, by the end of 2019 it equaled 305,168 and **by the end of 2020 it amounted to 423,555.**

Number of services integrated into my.gov.ge according to years



● Number of services integrated into my.gov.ge according to years

At the end of the Action Plan implementation process, the outcome indicator **was fully implemented.** As a result, number of services integrated in the citizen portal significantly increased.

It should be underscored that the Agency over fulfilled this outcome indicator before the due date in accordance with the Annual Monitoring Report of PAR (2019).

Objective 4.6:**Introduction of interoperability framework with a view to developing e-governance and ensuring access to information****Responsible Agency:** LEPL – Digital Governance Agency**Outcome indicator 4.6.1:** Number of public services integrated in the data exchange infrastructure**Baseline, 2018 - 140****Target, 2020 - 196****Final assessment for 2020 - 192 (partially implemented)**

At the annual monitoring stage, number of services in the data exchange infrastructure was **192**. During the reporting period, **97.9% progress in terms of fulfilling the outcome indicator 4.6.1 was achieved**, which shows that the Agency has significantly approached the target value, however, it still fell short of full implementation.

Ensuring interoperability in public sector is one of the pre-conditions for encouraging the development of e-governance. The Action Plan aims at introducing enforcement mechanisms in that regard so that the number of services integrated in the data exchange infrastructure grows and a high level of interoperability is achieved.

During the reporting period, **the services of the Ministry of Internal Affairs and Revenue Service of Georgia were integrated in the data exchange infrastructure.**

At the annual monitoring stage, **Register of Registries web portal was not updated.** It should be noted that in accordance with the agreement reached with the donor, the financial resour-

es received by the Agency were fully directed at updating the data.gov.ge portal. Therefore, the resources the Agency had were insufficient for updating the Register of Registries web portal. Correspondingly, during the reporting period, **legislative amendments concerning data uploading enforcement mechanisms were not developed.**

At the end of the Action Plan implementation process, LEPL - Digital Governance Agency significantly increased the number of services integrated in the data exchange infrastructure. While the Agency failed to fully implement the outcome indicator, it still managed to significantly approach the target value, which shows that the Agency needs to actively work in that direction going forward.

Objective 4.7:**Enhance critical infrastructure security through raising awareness and developing the teaching methodologies****Responsible Agency:** LEPL – Digital Governance Agency**Outcome indicator 4.7.1:** Total weighted assessment scores of critical infrastructure subjects increased by 20%**Baseline, 2018 - 24****Target, 2020 - 29****Final assessment for 2020 - not implemented**

At the annual monitoring stage, **it was impossible to measure the outcome indicator 4.7.1.** Average weighted score had to be calculated on the basis of the data supplied by various agencies, however, their passiveness and inaction were the main reasons why this **outcome indicator was not implemented** during the reporting period.

Security of critical infrastructure and high level of protection of information systems are crucial for ensuring high level of governance.

Introduction of sensor network monitoring system in public institutions plays a significant role in achieving the aforementioned goal. This system allows for detection of actions directed at penetrating or harming the information system.

As of the annual monitoring stage, **pilot network sensors** were placed **only in the LEPL - Public Service Development Agency.** It is noteworthy that these sensors were not placed in 2 additional public offices. According to the Action Plan, this activity had to be fulfilled in the 4th quarter of 2019; however, lack of finances was compounded by the fact that essential amendments to the Law "On Information Security" were planned at the time, this process is still ongoing (the draft amendments went through 3 parliamentary hearings, however, their adoption is temporarily delayed).

During the reporting period, training materials on cyber hygiene have been developed with the involvement of an European expert, these materials have been translated into Georgian. Training of trainers was also planned, however, due to the pandemic, this could not be accomplished. It should be noted that at the annual monitoring stage this course has not been integrated in public school curricula.

At the end of the Action Plan implementation process, the outcome indicator was not implemented. In accordance with the methodology of defining subjects of critical information system elaborated in 2019, the relevant agencies had to be given time for implementing corresponding activities as a result of which they would find out at what level they were in terms of introduction of safety policies. The assessment was planned for the end of 2020, however, due to the passiveness of the agencies, calculation of average weighted assessment scores was not carried out.



Next Steps

- Submission of the unified policy document on public service delivery to the Government;
- Adoption of accompanying handbooks associated with the unified policy document on public service delivery and their public presentation;
- Elaboration of the final draft of public service design training module and its integration in the catalogue of the LEPL - Training Center of Justice.



Recommendations

- LEPL - Public Service Development Agency should ensure submission of unified strategy on public service delivery to the Government within a short period of time;
- Prompt adoption of legislative amendments defining the importance of public services and public service provider agencies shall be ensured;
- Together with the service delivery working group within the PAR Council, a full list of public service provider agencies shall be identified;
- Process of integration of feedback mechanisms into my.gov.ge shall continue
- Register of Registries web portal shall be updated and legislative amendments concerning the enforcement mechanisms for uploading data to that portal shall be developed;
- Funds for placing pilot network sensors in 2 additional agencies shall be raised
- LEPL - Digital Governance Agency shall continue active cooperation with the Ministry of Education, Science, Culture and Sport of Georgia with a view to integrating cyber-hygiene academic discipline (elaborated for schools) in the public school curricula
- LEPL - Digital Governance Agency shall carry out assessment of agencies with a view to defining their levels in terms of introduction of information security policies.

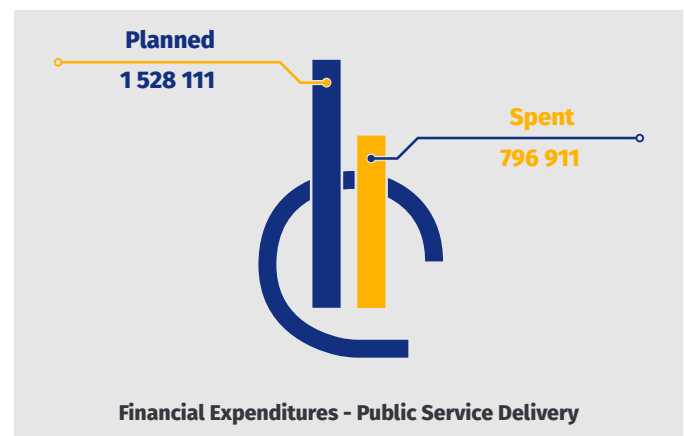


Financial Expenditures, 2020

According to the approved budget of the Action Plan, only donor assistance was envisaged for the implementation of the activities planned for 2020 (including for the unfulfilled or partially fulfilled activities of 2019).

During the reporting period, **state budget funds were not spent** since **administrative resources were used** in accordance with the Action Plan budget. It should be noted that the discrepancy between planned and expended amounts was caused by several important factors: donor assistance in the amount of 2,500 GEL intended for preparing the final draft of the Unified Strategy for Public Service Creation, Delivery, Quality Assurance and Pricing was not spent during the reporting period. 442,000 GEL intended for introducing sensor network monitoring system in public agencies was not spent during the reporting period (this sum was to be used for procuring the equipment). Besides, 3,000 GEL intended for elaboration of enforcement mechanisms for uploading data to the Register of Registries web portal was

not used during the reporting period. 133,700 GEL intended for Service Index Portal was not used. Besides, as of December 31, 2020, 150,000 GEL intended for conducting the customer satisfaction survey has not been spent.

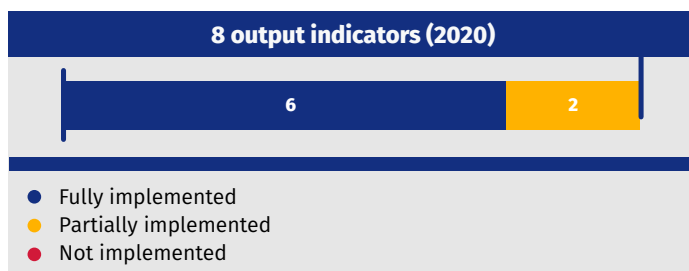
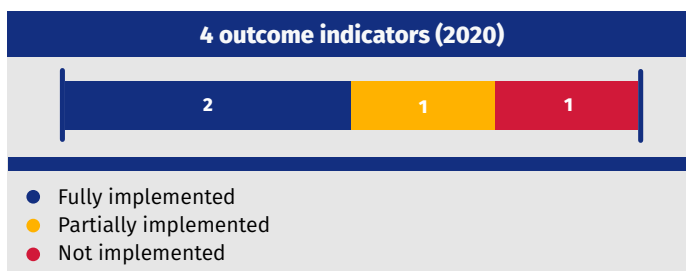


V Public Finance Management



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 achieved in this area is confirmed by the Open Budget Survey 2017 published by International Budget Partnership.³⁵ According to the Survey, **Georgia ranks the 5th place 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.**



Key Achievements

- Information on the impact made by **5 new policy directions on the budget has been reflected** in 2021-2024 BDD (Basic Data and Directions Document) for the first time
- **A Draft Corporatization Strategy for Public Enterprises** has been developed, which defines the basic principles of enterprises' corporate management
- **Dynamic Stochastic General Equilibrium (DSGE) has been introduced** with a view to improving the forecasting of budget revenues
- Fiscal risks analysis document **has covered 92% of public enterprises**
- Criteria of public enterprises identified as **subjects of public interest (SPI)** have been defined and **an updated list of persons with SPI status** has been approved
- **User roadmap** on Law on the State Budget of Georgia, its implementation reports and Basic Data and Documents (BDD) has been developed
- **Budget Transparency and Participation System electronic portal (eBTPS)** has been developed
- Georgia kept its **5th place among 117 countries** in Open Budget Survey 2019 and **improved its Public Participation score by 6 points.**

³⁵ Open Budget Survey 2017, can be accessed [here](#).

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**Outcome indicator 5.1.1:** Quality of the country's Basic Data and Directions document (BDD)**Baseline, 2018 – BDD does not clearly reflect the data on the impact of the existing and new policies on the budget****Target, 2020 – BDD clearly reflects the data on the impact of the existing and new policies on the budget based on the example of at least 2 ministries****Final assessment for 2020 – BDD clearly reflects the data on the impact of the existing and new policies on the budget based on the example of 3 ministries (fully implemented)**2021-2024 BDD clearly reflects the data on the impact of the **5 existing and new policies** on the budget**Outcome indicator 5.1.2:** Accuracy of macroeconomic and fiscal forecasts**Baseline, 2018 – Public Expenditure and Financial Accountability - PEFA (PI-3.1 - assessment - A)****Target, 2020 – Public Expenditure and Financial Accountability - PEFA (PI-3.1 - assessment - A)****Final assessment for 2020 – not implemented**

Public Expenditure and Financial Accountability (PEFA) has not been updated, which makes the assessment of progress with regard to target value of the outcome indicator impossible.

Strengthening the sustainability of medium-term planning ensures the compatibility of Georgian Government's Program and the strategies of various sectors with the medium-term parameters. This Objective aims at improving the process of

planning of medium-term fiscal framework through the analysis of macroeconomic and fiscal indicators and use of Dynamic Stochastic General Equilibrium (DSGE) model.

**Progress Achieved in 2020**

During the reporting period, with a view to increasing the efficiency of the budgeting process, 2021-2024 BDD reflected the data on the impact of the 5 new policies on the budget for the first time.³⁶ In order to implement this outcome indicator, the

Ministry of Finance of Georgia, conducted online consultations with pilot ministries. As a result, **BDD clearly reflects the data on the impact of the existing and new policies on the budget on the example of 3 ministries:**

- ▶ Ministry of Education, Science, Culture and Sport of Georgia
- ▶ Ministry of Internally Displaced Persons from the Occupied Territories, Labor, Health and Social Affairs of Georgia;
- ▶ Ministry of Economy and Sustainable Development of Georgia

Data on the impact of the following existing and new policies on the budget is reflected in the Draft Budget for 2021 (in particular,

BDD and Annex to Programme Budget):

Education Pre-school and general education program - 32 02

- ▶ Teacher Professional Development and Career Advancement Scheme and Raising Their Salaries;
- ▶ Introduction of New School model.

Social Affairs Social Protection Program - 27 02

- ▶ New direction of pension policy - pension indexation.

Public Health Public Health Program - 27 03

- ▶ New direction of the first and emergency medical aid provision - co-financing of medical insurance of ambulance crews and doctors/nurses.

³⁶ Ministry of Finance of Georgia. 2021-2024 BDD. Can be accessed [here](#).

Labor and Employment Labor and employment systems reforms - 27 05

- ▶ New policy on occupational safety;
- ▶ New employment policy.

Economic Support Entrepreneurship development program - 24 07

New economic assistance policies directed against novel coronavirus (COVID-19) pandemic:

- ▶ Credit-collateral scheme;
- ▶ Supporting the construction sector.

It should be noted that important measures were taken for introduction and use of the Dynamic Stochastic General Equilibrium (DSGE) model with a view to analyzing and forecasting 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 adequate assessment of the policy impact. Since 2020 the model has been in full use in the budgeting process. In particular, various economic development scenarios have been assessed using the DSGE model (including the impact of the Covid-19 pandemic). According to the Ministry, risk of high rate of staff turnover and low competitiveness in terms of attracting experienced economists threaten the effective preservation of the model.

Document detailing Georgia's fiscal model has been developed in cooperation with International Monetary Fund. International Monetary Fund shall publish the document first (in order to ensure copyright protection), after which it will be published on the website of the Ministry of Finance of Georgia. The Ministry has submitted the document detailing the new model to the Secretariat as confirmation of implementation of the output indicator.

It should be noted that **revised version of Public Expenditure**

and Financial Accountability (PEFA) was not available during the reporting period, **which makes the measurement of outcome indicator 5.1.2 impossible.** However, according to the Ministry of Finance, as a result of the DSGE model elaborated by the Ministry, it is expected that PEFA will be improved in terms of forecast accuracy or in the worst case scenario, it will remain at the same A level (according to PEFA methodology, level A is within 97-106 percent range).

According to the Secretariat's assessment, the deviation from forecasted values caused by the analysis of the goals of the objective and the coronavirus pandemic (compared to the initial plan, total budget revenues were fulfilled by 91.1%, including taxes – by 89.1%, grants – by 144.4% and other revenues by 99.2%), **makes it impossible to deem the outcome indicator fulfilled before the updating of PEFA.** Despite the fact that this deviation was a one-off occasion and it will not have an impact on the forecast accuracy of subsequent years, taking into consideration the increased risks in the region, deterioration of medium-term macroeconomic forecast accuracy is to be expected.

At the end of the Action Plan implementation process, **the outcome indicator was fully implemented** (BDD clearly reflects the data about the impact of the existing and new policies on the budget based on the example of 3 ministries) and outcome indicator 5.1.2 is deemed unfulfilled as the accuracy of macroeconomic and fiscal forecasts will be measured after PEFA is updated.

Objective 5.2:

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

Responsible Agency: Ministry of Finance of Georgia

Outcome indicator 5.2.1: Share of public enterprises covered by fiscal risk analysis document

Baseline, 2018 - 85%

Target, 2020 - 95%

Final assessment for 2020 - 92% (partially implemented)

Fiscal risk analysis document covers 92% of public enterprises (based on their turnover).

In order to ensure macro-fiscal stability, the Action Plan also envisages strengthening efficiency of the fiscal risk management. In particular, development of macroeconomic risk analysis of the fiscal sector and formation of a common system for managing the

public enterprises under the public finance management reform is important so that the share of public enterprises covered by the fiscal risk analysis document is increased.



Progress Achieved in 2020

As a result of active cooperation with the International Monetary Fund and the World Bank, Ministry of Finance of Georgia developed a **draft Strategy on Corporatization of Public Enterprises**, which defines the main principles of corporate management of public enterprises. A draft decree of the Government of Georgia concerning the formation of Public Enterprise Reform Council is planned to be approved during the elaboration of the present Report. Representatives of Ministry of Finance, Ministry of Economy and Sustainable Development and Ministry of Regional Development and Infrastructure will be included in the Council. One of the goals of the Council will be preparation of the final draft of Strategy on Corporatization of Public Enterprises and its submission to the Government for approval. According to the Ministry of Finance, the Strategy is slated to be approved in the 2nd quarter of 2021.

- ▶ Increasing the accountability quality of the enterprises
- ▶ Increasing trust towards them;

Strategy on Corporatization of Public Enterprises and enterprise classification aim at promoting the establishment of a single management system of state owned enterprises.

It should be noted that in terms of strengthening the efficiency of fiscal risk management **fiscal risk analysis document covers 92% of public enterprises (based on their turnover)**.⁴¹ Besides, the fiscal risk analysis report includes a sensitivity analysis of public enterprises, which was carried out in September 2019 in 6 main public enterprises with the support of USAID GGI.

As for the elaboration of quarterly and annual reporting requirements for public enterprises, based on Law of Georgia “On Accounting, Reporting and Audit”, public enterprises are obliged to present their reports along with audit reports no later than 1st of October of the year that comes after the reporting period. In order to reduce the risks and risk identification time periods, in 2020 legislative amendments concerning quarterly and annual reporting requirements for public enterprises were prepared for submission to the Parliament. According to those

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).³⁷ Based on that Decree, **an updated list of entities with SPI status was approved with November 25, 2020 Decree N575 of Accounting, Reporting and Audit Supervision Service of Ministry of Finance of Georgia**.³⁸ During the elaboration of the present Report, based on February 23, 2021 Decree N30 of Accounting, Reporting and Audit Supervision Service of Ministry of Finance of Georgia,³⁹ the aforementioned list was updated and currently 48 enterprises have the SPI status.⁴⁰

Identification of public enterprises as subjects of public interest aims at:

- ▶ Protecting the interests of partners and third parties.

amendments, instead of 9 months, the reporting period was going to be reduced to 6 months; however, these amendments were not adopted.

During the elaboration of the present Report, the Government was considering draft Decree presented on February 11, 2021 on introduction of different deadlines for submission of reports by public enterprises with SPI status. At the same time, it should also be noted that introduction of other types of reports besides those defined under the current legislation depends on the adoption of the final draft of the Strategy.

At the end of the Action Plan implementation process, **the outcome indicator was partially implemented** as the fiscal risk analysis document covered 92% of public enterprises instead of the targeted 95%. The Ministry of Finance continues working on formation of the single management system of public enterprises, which will further raise the efficiency of fiscal risk management.

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

Outcome indicator 5.3.1: Open Budget Survey rating of public participation and transparency

Baseline, 2018 – 22 points (2017)

Target, 2020 – better points (at least keeping the same rating)

Final assessment for 2020 – 28 points (fully implemented)

According to the Open Budget Survey published by the International Budget Partnership in 2020 (covering 2019), Georgia held the 5th place among 117 countries of the world with 81 points and kept its position among *fully transparent* countries. At the same time, **public participation rating improved (28 points)**

³⁷ November 29, 2019 [Decree N584](#) of the Government of Georgia on Approval of Criteria for Identification of Legal Entities as Subjects of Public Interest by Accounting, Reporting and Audit Supervision Service.

³⁸ November 25, 2020 Decree N575 of Accounting, Reporting and Audit Supervision Service of Ministry of Finance of Georgia. Can be accessed [here](#).

³⁹ Accounting, Reporting and Audit Supervision Service, list of entities with SPI status amended on February 23, 2021. Can be accessed [here](#).

⁴⁰ Legal entities identified as subjects of public interest by the Accounting, Reporting and Audit Supervision Service based on the criteria approved by the Government of Georgia. Can be accessed [here](#).

⁴¹ Fiscal Risk Analysis Document, public enterprises, PPP projects, Acts of God, page 7, 2020. Can be accessed [here](#).

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 2020

In order to ensure more transparency and more public participation, a Citizen's Guide **on budget documentation, including the Law on the State Budget of Georgia, its implementation reports and Basic Data and Directions document (BDD) can be**

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

Besides, in order to ensure public participation in the budgeting process, based on the concept elaborated with the support of USAID/GGI, Ministry of Finance of Georgia developed a **Budget Transparency and Participation System electronic portal (e-BTPS)**⁴³. The portal (e-BTPS) enables citizens to receive information about the State Budget, country's key priorities and State Budget programs, it also allows them to plan the budget according to their ideas. Besides, the citizens are able to receive feedback about their planned priorities/possibility of inclusion of various organizations' budgets in the draft State Budget. The portal was officially presented on December 24, 2019. Since 2020 all citizens have the opportunity of taking part in the budget planning process.

It is noteworthy that according to the Open Budget Survey 2019 published by the International Budget Partnership, Georgia **held the 5th place among 117 countries of the world** with 81 points (out of a maximum of 100 points) and kept its status of a *fully transparent* country. Georgia has 82 points in Budget Oversight

accessed at the website of Ministry of Finance of Georgia.⁴² This basic budget documentation has been published in **editable format** and includes the following data:

- ▶ What reforms have been implemented and what results have been achieved in the field of public finance management;
- ▶ What are the priority directions of the State Budget.

category. **At the same time, Public Participation component was improved as Georgia received 28 points (in 2017 the country had 22 points in that component).**⁴⁴

At the end of the Action Plan implementation process, **the outcome indicator was fully implemented** – in 2019 Public Participation component of Open Budget Survey was **improved by 6 points.**

Recommendations (that are to be implemented by the Ministry of Finance of Georgia) of International Budget Partnership with regard to enhancement of public participation in the budgeting process include:

- ▶ Introduction of pilot mechanisms for ensuring public participation in the formulation of the State Budget and monitoring of its implementation;
- ▶ Inclusion of the most vulnerable and underrepresented groups of society in the process directly or via civil society organizations representing their interests.

Next Steps

- Adoption of Strategy on Corporatization of Public Enterprises
- Elaboration of quarterly and annual reporting requirements for public enterprises with a view to reducing fiscal risks and fiscal risk identification time periods.

Recommendations

- Ministry of Finance of Georgia shall ensure adoption of Strategy on Corporatization of Public Enterprises and elaboration of quarterly and annual reporting requirements for public enterprises;
- Ministry of Finance of Georgia shall review and develop relevant steps with a view to implementing International Budget Partnership's recommendations.

Financial Expenditures, 2020

According to the approved budget of the Action Plan, only administrative resources were to be used for implementing objectives and their activities under the Public Finance Management subchapter.

⁴² „User Roadmap on Law on the State Budget of Georgia for 2021” and “Short Roadmap and Brochure on 2019-2022 Basic Documents and Directions” are available on the [website](#) of Ministry of Finance of Georgia.

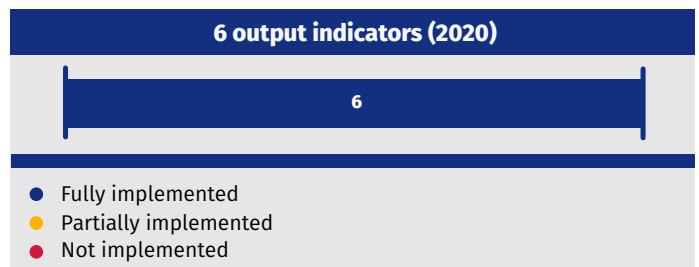
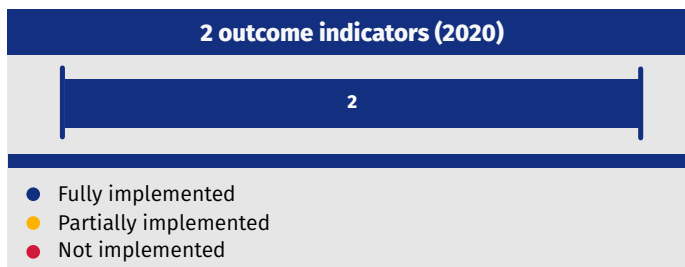
⁴³ [e-BTPS](#).

⁴⁴ Open Budget Survey 2019 Georgia. Can be accessed [here](#).



Taking into consideration the country's priorities, strengthening local self-government was identified as the sixth direction of the Public Administration Reform, which aims at establishment of fully functional, decentralized self-government bodies.

Enhancement of local self-government bodies' authorities and improvement of access to e-services are envisaged under the 2019-2020 Action Plan.



Key Achievements

- **The Decentralization Strategy 2020-2015 has been approved** by the Decree of the Government of Georgia
- Local self-government bodies have been delegated certain powers in terms of **education and protection of children's rights**
- A list of **necessary modules of e-services** that are to be introduced in municipalities has been developed
- A concrete **action plan** directed at **improving access to e-services** in local self-governments 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

Baseline, 2018 – 0

Target, 2020 – 2

Final assessment for 2020 - 8 (fully implemented)

During the reporting period, the target values of the outcome indicator have been over fulfilled. Local self-government bodies were delegated powers in **education and children's rights areas**.

According to the 2018 edition of the Constitution of Georgia, the delimitation of powers of state authority and local self-government units is based on the principle of subsidiarity, which implies the existence of concrete powers at the level of government where they can be exercised more efficiently. Correspondingly,

the need for analyzing all those authorities or services that currently are exercised or offered at the central government level, but in future could become the competency of local self-governments, has arisen.



Progress Achieved in 2020

Decentralization Strategy 2020-2025 was developed and approved within the deadlines indicated in the Action Plan with a view to strengthening self-governments and expanding their powers.⁴⁵ The work on the Strategy was split into several stages in parallel with discussions held with three working groups that were comprised of experts and representatives of public agencies and NGOs.

Elaboration of the Decentralization Strategy is an important achievement and a serious step towards realization of citizens' fundamental rights with regard to self-government and is aimed at development and strengthening of local self-government units. At the same time, the Strategy creates legal grounds for distribution of powers and relevant resources between central and local government levels.

The Decentralization Strategy sets the following main priorities for 2020-2025:

- ▶ Increasing the local self-governments' powers;
- ▶ Increasing material and financial resources of local self-governments;
- ▶ Establishing reliable, accountable, transparent and result-oriented local self-governments.

During the work on the Strategy, a series of work meetings took place where issues concerning the expansion of local self-governments' powers were discussed with representatives of state and local authorities, National Association of Local Authorities of Georgia, NGOs and civil society.⁴⁶

As a result, the following powers were defined and delegated to the municipalities **in the education area**:

- ▶ Rehabilitation of public schools
- ▶ Construction of public schools
- ▶ Transporting schoolchildren to public schools

Besides, the following powers included in **the Code on the Rights of the Child** were defined under the Local Self-Government Code and delegated to the municipalities:

- ✦ Protection of children in public areas,
- ✦ Observing rules of collective transportation of children in order to participate in public events
- ✦ Fulfilment of obligations by a person supervising a child (an organizer of the event),
- ✦ Observing legal restrictions on children's access to print media, public screenings and public entertainment dance centers (night clubs) and their access to recorded films,
- ✦ Taking preventive and relevant measures with a view to observing the rules on giving children free or commercial access to alcoholic, narcotic, psychotropic, toxic and other substances, alcoholic beverages, tobacco or nicotine-containing products and capsules.

The following statutes and bylaws have been adopted in connection to delegation of the aforementioned powers:

- ▶ September 20, 2019 Organic Law of Georgia N5008 on Amendments to the Organic Law of Georgia – the Local Self-Government Code (came into effect on September 1, 2020)⁴⁷
- ▶ Decree N27 of the Government of Georgia of January 9, 2020 “On Delegation of Powers to Several Municipalities on the Basis of the Agreement”.
- ▶ Decree N13 of the Government of Georgia of January 18, 2019 “On Delegation of Powers to Some Municipalities on the Basis of the Agreement”⁴⁸

At the end of the Action Plan implementation process, the outcome indicator was fully implemented – local self-governments were delegated 8 powers (target number of delegated powers was 2).

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

Outcome indicator 6.2.1: 2019-2020 Action Plan for Development of Electronic Services in Municipalities

Baseline, 2018 – There is no action plan for improvement of access to electronic services in local self-governments

Target, 2020 – 2019-2020 Action Plan for Development of Electronic Services in Municipalities is elaborated

Final assessment for 2020 – 2019-2020 Action Plan of the reform titled Introduction and Development of E-services in Municipalities of Georgia is elaborated (fully implemented)

During the reporting period, Municipal Service Development Agency developed a 25-month Action Plan for implementation of the reform titled Introduction and Development of E-services in Municipalities of Georgia

Gradual development and enhancement of electronic services in the municipalities is a necessary component of strengthening of

local self-governments. In order to introduce good governance principles and raise the efficiency of local governments, the

⁴⁵ 2020-2025 Decentralization Strategy and 2020-2021 Action Plan of the Decentralization Strategy approved with 31 December, 2019 [Decree](#) N678 of the Government of Georgia.

⁴⁶ Information on the work meetings can be accessed at: [link 1](#), [link 2](#), [link 3](#).

⁴⁷ Can be accessed [here](#).

⁴⁸ Can be accessed [here](#).

Decentralization Strategy envisages introduction of a unified electronic system for managing the information flow as well as

introduction of the efficiency, evaluation and self-assessment monitoring system in local self-government bodies.

Progress Achieved in 2020

A series of consultations were held with representatives of public agencies (Ministry of Finance, LEPL - Public Service Development Agency, LEPL - Data Exchange Agency) with a view to identifying the e-services that were to be introduced in municipalities. Representatives of local self-governments, National

- ▶ Human resource management;
- ▶ Electronic chancellery;
- ▶ work-flow module;
- ▶ Online announcements;
- ▶ Spatial planning and interactive map;
- ▶ Workflow management of Sakrebulo (elected municipal councils);
- ▶ Management of infrastructure units;
- ▶ User assistance;

Association of Local Authorities of Georgia, Tbilisi City Hall and non-commercial legal entity Municipal Service Development Agency also took part in the consultation meetings.⁴⁹ As a result, **a list of necessary e-service modules that are to be introduced in municipalities** was prepared:

- ▶ Idea for the Mayor;
- ▶ Management of soup kitchen beneficiaries;
- ▶ Management of parking spaces;
- ▶ Registration and monitoring of taxis;
- ▶ Management of social and public health programs;
- ▶ Municipal calendar;
- ▶ Cleaning and waste management;
- ▶ Assets management;
- ▶ Spatial arrangement management system in recreation zones.

An action plan of the reform “Introduction and Improvement of E-services in Municipalities of Georgia” has been developed with a view to increasing transparency and efficiency of local self-governments’ work. The Action Plan envisages implementation of 10 strategic goals over the period of 25 months. As a result, starting from 2021 citizens are offered these e-services

at the local level.

At the end of the Action Plan implementation process, the outcome indicator was fully implemented – 2019-2021 Action Plan directed at development of e-services in municipalities has been elaborated.

Next Steps

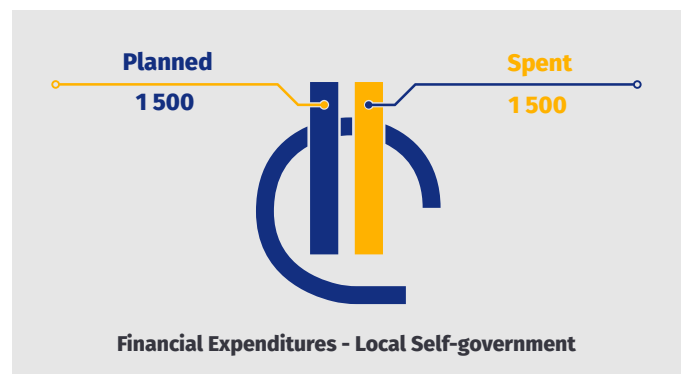
During the reporting period, outcome and output indicators of the Action Plan in Local Self-government area have been fully implemented.

Recommendations

- ▶ Ministry of Regional Development and Infrastructure of Georgia should consider the possibility of extending the 5 main components of PAR at the local level;
- ▶ Analysis of additional powers that could be delegated to local self-governments should continue with the participation of stakeholders;
- ▶ Public participation in the various stages of introduction of e-services in the municipalities shall be ensured.

Financial Expenditures, 2020

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



⁴⁹ Information on the work meetings is available [here](#).

Risks and Challenges

Risks identified in the Action Plan and the steps taken for their mitigation

Objective/Risk	Steps taken to mitigate the risk
<p> 1.1 Lack of data collection systems; Lack of human resources; Turnover of the trained staff</p>	<p>No risk was realized during the Action Plan implementation process.</p>
<p> 1.2 Lack of human resources; Turnover of the trained staff</p>	<p>No risk was realized during the Action Plan implementation process.</p>
<p> 3.1 Non-binding nature of the LEPL - Civil Service Bureau's recommendations</p>	<p>The risk could not be assessed during the implementation process as the recommendations had not been developed.</p>
<p> 3.2 Low participation rate of the public agencies</p>	<p>The risk was realized during the Action Plan implementation process, which hindered fulfilment of the outcome indicator. In particular, according to the Action Plan, public agencies were to increase the number of open data published on data.gov.ge from 3 to 30; however, during the reporting period, only 1 additional open data was added to the portal.</p>
<p> 3.3 Low participation rate of the public agencies</p>	<p>No risk was realized during the Action Plan implementation process.</p>
<p> 4.1 Delays in the process of hiring the experts with relevant skills during the development of handbooks; delays in raising funds needed for hiring the experts; irrelevance of development of new services; insufficient involvement of engaged/partner institutions</p>	<p>Only one risk was realized for objectives 4.1-4.4 in 2019. In particular, the process of finding the experts with relevant qualifications was delayed, which altered the implementation deadlines. In order to avoid the risk, the agencies actively cooperated with international partners. These risks were not realized in 2020 with regard to these objectives.</p>
<p> 4.2 Difficulties in the process of finding an expert; Irrelevance of development of news services</p>	
<p> 4.3 Delays in contracting a company for development of Service Index Portal, delays in elimination of technical shortcomings, difficulties in raising funds needed for customer survey</p>	
<p> 4.4 Difficulties in finding an expert with relevant skills for developing pricing methodology; Irrelevance of development of new services</p>	
<p> 4.5 Low participation rate of the public agencies</p>	
<p> 4.6 Low participation rate of the public agencies</p>	<p>The risk was realized during the Action Plan implementation process; however, it had no impact on full implementation of the outcome indicator by the end of 2020.</p>
<p> 4.7 Low participation rate of the public agencies</p>	<p>The risk was realized during the Action Plan implementation process.</p>
<p> 4.7 Low participation rate of the public agencies</p>	<p>The risk was realized during the reporting period. It had a significant impact on implementation of the outcome indicator by the end of 2020 as the LEPL - Digital Governance Agency had to measure the increase of the average weighted assessment score based on the data provided by public agencies.</p>

⚠️ **5.1** Limited opportunity of making decisions about creation of new programs by the spending agencies in a quickly changing environment; delays in preparation of PEFA assessment report

⚠️ **5.2** Delayed information/no information

⚠️ **5.3** Possible change in assessment methodology/impact of changes made in 2019-2020 on Open Budget Survey 2020, which may be published in 2021

⚠️ **6.1** Lack of human resources and competence

⚠️ **6.2** Impeding factors associated with selection of the implementing organization (service provider), extension of procurement and agreement signing deadlines

The risk (delays in preparing the PEFA assessment report) was realized during the Action Plan implementation process

No risk was realized during the Action Plan implementation process.

The risk was realized during the Action Plan implementation process. In particular, during the reporting period Open Budget Survey 2020 was not available due to the Open Budget Survey methodology. Despite this, progress achieved in 2019 makes the assessment of outcome indicator possible.

No risk was realized during the Action Plan implementation process.

No risk was realized during the Action Plan implementation process.

In **Policy Planning and Coordination** area, the following factors that could hinder the implementation of objectives 1.1 and 1.2⁵⁰ were:

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

In order to mitigate the possible risks in terms of data collection, Administration of the Government of Georgia has established a database of policy documents submitted to the Government and approved. The process of systematic updating of the database and informing the policy planning unit personnel of various ministries on a permanent basis has been launched. Besides, in close cooperation with the ministries, an annual plan of Government policy documents was developed and approved in 2020 for the first time, it is a streamlined data collection mechanism accessible for all. Detailed information on the changes was provided to relevant agencies. There were no shortcomings as far as data collection was concerned. Correspondingly, **it was possible to**

- ▶ Lack of human resources;

mitigate that risk using the systemic approach.

During the reporting period, **risks associated with lack of human resources that were expected** during the implementation of the aforementioned objectives were not realized in practice. As for the turnover of trained staff, it is impossible to evaluate how well the risk has been realized, as during the reporting period, **no information was collected on** the turnover of trained public sector staff. In that regard, efforts were fully focused on training the staff using the new training modules. PAR Secretariat's recommendation on **processing of data regarding the turnover of trained staff by responsible agencies** still stands.

No risks were identified in **Human Resource Management direction** during the development stage of the Action Plan.

As far as Accountability component is concerned, a predetermined share of the LEPLs that took into account the recommendations issued by the LEPL - Civil Service Bureau on institutional set-up of LEPLs has to be at hand as a result of implementation of the objective 3.1.⁵¹ According to the Action Plan, the non-binding nature of the recommendations issued by the Bureau was considered to be a risk. Since the Bureau's recommendations were not submitted to the LEPLs during the reporting period, assessment of whether the risk has materialized is not possible. However, **in order to mitigate the risk, intensive communication with LEPLs has to be planned so that they can clearly see the importance of the recommendations and as a result, ensure their implementation in practice.**

Another risk that was expected with regard to the outcome indicator of objective 3.2 (Accountability subchapter)⁵² was **a low**

participation rate of the public agencies. During the reporting period, only 1 data was added to the open data portal out of the planned 30, which means **the risk was materialized.** Additional consultations and work meetings with public agencies are needed for handling that problem, so that their awareness about the significance of open data and the decisive role of joint efforts of all agencies in that process is raised.

The risk expected during the implementation of the objective 3.3 (Accountability subchapter)⁵³ was **a low participation rate of the public agencies.** Since during the reporting period electronic system for monitoring the implementation of recommendations issued by the State Audit Office was working in a test mode and in order to ensure full participation of agencies in its work it needed to be working in a full and realistic mode, materialization of the risk could not be evaluated during the reporting period.

⁵⁰ **Objective 1.1:** Improve the quality assurance control mechanism of policy documents and develop the capacity of the civil servants with a view to perfecting the system of policy planning and coordination; **Objective 1.2:** Improve the quality of Monitoring, Reporting and Evaluation of policy implementation in order to ensure result-based management and increased public accessibility.

⁵² Objective 3.2: Improve access to open data by strengthening existing mechanisms.

⁵³ Objective 3.3: Establish a practice of electronic monitoring of recommendations issued by State Audit Office with a view to improving responding to recommendations.

After reviewing this issue, the Secretariat deems it important for the State Audit Office to conduct intensive consultations with public agencies about the system and its positive features so

that this expected risk is mitigated and active participation of public agencies in the process is ensured.

In Public Service Delivery area potential risk factors in terms of implementing the objectives 4.1, 4.2, 4.3 and 4.4⁵⁴ were:

- ▶ Delays in the process of hiring the experts with relevant skills; delays in raising funds needed for hiring the experts; irrelevance of development of new services; insufficient involvement of engaged/partner agencies (4.1)
- ▶ Delays in contracting the company for development of Service Index Portal, delays in the elimination technical flaws, difficulties in raising funds for customer survey (4.3);
- ▶ Difficulties in the process of finding appropriate experts; irrelevance of development of new services (4.2);
- ▶ Difficulties in the process of hiring the experts with relevant skills during the development of pricing methodology handbook; irrelevance of development of new services (4.4).

It should be noted that during 2020 none of the risks mentioned above has been materialized in practice. In order to mitigate the risks, the LEPL - Public Service Development Agency actively cooperated with partner donor (UNDP) from the beginning and it managed to find experts with relevant qualifications in all fields albeit later than planned (at the end of 2019).

public services on my.gov.ge electronic portal significantly increased, according to the LEPL - Digital Governance Agency, public agencies do not show adequate readiness for placing their services on the portal. The Agency names absence of provisions for my.gov.ge as an underlying reason. According to the PAR Council Secretariat, the risk is realistic and this issue needs to be regulated at the legislative level so that users can receive even more services through my.gov.ge platform. No risk has been identified with regard to objective 4.6 during the reporting period. As for objective 4.7, the risk did materialize and it prevented the LEPL Digital Governance Agency from measuring an average weighted assessment score.

According to the Action Plan, potential risk in terms of implementing **objectives 4.5⁵⁵, 4.6⁵⁶ and 4.7⁵⁷** (Public Service Delivery area) was **a low participation rate of the public agencies.**

Despite the fact that during the reporting period number of

In Public Finance Management area one of the risks expected during the implementation of objective 5.1,⁵⁸ in particular, delays in preparation of the PEFA assessment report, did materialize, – during the reporting period, PEFA assessment was not updated. During the reporting period, a significant portion of work was dedicated to communication in order to mitigate the risk expected during the implementation of objective 5.2.⁵⁹ Besides, a

risk associated with the implementation of objective 5.3⁶⁰ was the deadline for publication of Open Budget Survey 2020 (deadline being 2021). During the reporting period, the Open Budget Survey 2019 was published and Open Budget 2020's data will be available in 2021. Therefore, the risk materialized, however, according to the progress achieved, the outcome indicator is deemed fulfilled.

In Local Self-government area the risk expected during the implementation of objective 6.1⁶¹ was **lack of human resources and competence.** A Decentralization Strategy was developed and adopted during the reporting period. In order to mitigate the risk, the process involved multilateral consultations. Three working groups were formed with the participation of public agencies, nongovernmental organizations and experts. Therefore, activities that were to be carried out during the report-

ing period were completed without any delays as necessary steps were made with a view to reducing the risk. Risk expected during the implementation of objective 6.2⁶² (impeding factors associated with selection of the implementing organization (service provider), extension of procurement and agreement signing deadlines) did not materialize either, – procurements were made and contracts were signed within the timeframes defined under the Action Plan.



Challenges in the Action Plan Implementation process

▶ **Inadequate assessment of the workload necessary for implementing various activities (at the planning stage) and therefore, incorrect formulation of implementation deadlines and lagging behind the schedule**

The PAR Secretariat focused on this challenge **both in 2019 progress and annual monitoring as well as 2020 progress reports** and clearly stated that inadequate assessment of the workload

and therefore incorrect formulation of deadlines would have an effect on the final results of the Action Plan implementation.

⁵⁴ **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.

⁵⁵ **Objective 4.5:** Improve access to public and private sector's e-services by enhancing my.gov.ge.

⁵⁶ **Objective 4.6:** Introduction of interoperability framework with a view to developing e-governance and ensuring access to information.

⁵⁷ **Objective 4.7:** Enhance critical infrastructure security through raising awareness and developing the teaching methodologies.

⁵⁸ **Objective 5.1:** Enhance midterm planning with a view to increasing the budget planning efficiency.

⁵⁹ **Objective 5.2:** Enhancing efficiency of fiscal risk management with a view to ensuring macro-fiscal stability.

⁶⁰ **Objective 5.3:** Ensuring more transparency and public participation in the budgeting process with a view to increasing accountability.

⁶¹ **Objective 6.1:** Empowerment of self-government bodies with a view to strengthening self-government.

⁶² **Objective 6.2:** Gradual development and enhancement of electronic services in the municipalities with a view to improving access to electronic services in local self-government bodies.

Examples of these challenges are:

- ▶ **Preparation, discussion, approval and publication of a normative package for the policy planning and coordination system.** Although the package was developed and approved by the Government, 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. **Work on the annexes to the approved package as well as annex concerning the holding of public consultations required an extra time than it was envisaged at the planning stage.**
- ▶ Similarly, it is important that unified electronic system of policy planning and coordination (PDCems) is developed with active participation of all stakeholders. It should be noted that this is the first time that such a system is being developed in Georgia and the analysis of the Action Plan implementation shows that it requires extra time than planned initially.
- ▶ Besides, work on and discussion of **unified policy document on public service creation, delivery, quality assurance and pricing** took more time than planned. At the end of the Action Plan implementation process, the policy document as well as relevant guidelines were not approved, which delayed the fulfilment of the relevant outcome indicator in Public Service Delivery direction.

➤ **Elaboration of outcome indicators (at the planning stage) in such a way that means for their annual measurement are available and at the same time ensuring that these indicators depend on implementation of the activities envisaged under the objective**

This challenge materialized during the elaboration of 2019 annual monitoring report as well as during the work on the present Report, as measurement of progress through comparing the

- ▶ Despite the fact that all activities under the objective 1.4 were fully implemented, at the end of the Action Plan implementation process, outcome indicator 1.4.1 could not be evaluated (for that reason, the outcome indicator was deemed as not implemented according to the final monitoring report), because it did not depend only on the full implementation of activities defined under the objective. Legislative amendments concerning RIA and its implementation methodology were elaborated and adopted, first wave of civil servants was retrained, however, due to the fact that during the reporting period **legislative proposals according to which RIA had to be implemented based on the new methodology** were not submitted to the Government (which means progress assessment was impossible), the outcome indicator was deemed as not implemented.
- ▶ Like in the case described above, **assessment of progress** achieved under outcome indicator 1.2.2 by the end of 2020 **was not possible**, as no policy document approved in 2020 required interim or final assessments based on the rules defined in the Decree N629 published in December.

➤ **General delays caused by the coronavirus pandemic**

In 2020 lagging behind the Action Plan schedule was also associated with the spread of the novel coronavirus. In response to the spread of the coronavirus in Georgia, the Government announced the state of emergency on March 21, 2020, as a result, most public agencies directed their resources to the crisis management and started to work online. Consequently, some important activities planned under the **four directions** of the Reform could not be implemented within the set deadlines. Eventually, this had a negative impact on the achievement of target values indicated in the outcome indicators.

 **Policy Planning and Coordination**

Due to the pandemic, the LEPL - Digital Governance Agency, which developed the unified electronic system of policy planning and coordination (PDCems), directed its resources on development of online public services, which impeded the process of development of the above-mentioned electronic system.

Besides, the pandemic significantly changed the timetable of development of the policy documents that were to be submitted to the Government of Georgia for approval in 2020. Due to the

 **Civil Service and Human Resource Management**

The pandemic prevented the LEPL - Civil Service Bureau from conducting public discussions of the results of the research titled Civil Service Free of Political Leverage. Due to the move to online

mode of work, process of organizing focus group discussion of the results of the research titled Civil Service Free of Political Leverage. Due to the move to online mode of work, process of

outcome indicator's target values with its baseline values was impossible. For example:

tion methodology were elaborated and adopted, first wave of civil servants was retrained, however, due to the fact that during the reporting period **legislative proposals according to which RIA had to be implemented based on the new methodology** were not submitted to the Government (which means progress assessment was impossible), the outcome indicator was deemed as not implemented.

required interim or final assessments based on the rules defined in the Decree N629 published in December.

management and started to work online. Consequently, some important activities planned under the **four directions** of the Reform could not be implemented within the set deadlines. Eventually, this had a negative impact on the achievement of target values indicated in the outcome indicators.

pandemic, development of several documents was postponed till 2021, which eventually had an impact on the implementation of indicators under objective 1.2.

The pandemic also changed the timetable of development and adoption of legislative amendments (including legislative proposals) by the Government of Georgia in 2020. In 2020 the Government of Georgia did not elaborate and initiate any legislative proposals whose amendments had to be accompanied with RIA.

organizing focus group discussions and interviews was prolonged and exceeded the deadline. The results of the research were submitted to the Bureau on December 29, 2020 and therefore,

Accountability

The pandemic was a serious impeding factor in terms of implementation of all five outcome indicators of the Accountability component.

Despite the mobilization of donor resources, due to delays caused by the pandemic and reorganization, the LEPL - Digital Governance Agency could not update data.gov.ge within the

Public Service Delivery

Taking into account the situation caused by the pandemic, human resources of the LEPL - Digital Governance Agency were distributed in other areas, which impeded both the full integration of feedback mechanism in my.gov.ge and full launch of interactive assistance module on that portal.

The pandemic became a major obstacle for the LEPL - Public Service Development Agency as well. The spread of the corona-

Duplication of activities

Creation of a unified electronic system of policy document development, monitoring, reporting and evaluation (activity 1.2.3) naturally includes **moving the similar cycle of Anticorruption Council's policy documents to electronic platform** (activity 1.3.1-1.3.2). Besides, according to policy planning, monitoring and evaluation handbook, development, monitoring and evaluation of executive authorities' policy documents in **the Government's unified electronic system** becomes mandatory. Besides the fact that **electronic platform of the Anticorruption Council repeats the goals and objectives** of the unified electronic system of policy planning and coordination, the implementation process clearly revealed that additional financial resources were needed, which will lead to overlapping of donor assistance.

Lack of financial resources

Lack of financial resources hindered the process of updating of the Register of Registries web portal by the LEPL - Digital Governance Agency. With the donor's consent, the funds received by the Agency under the grant agreement were fully directed at

Dividing consultations into stages

As mentioned above, **inadequate assessment of the workload was one of the biggest challenges** during the Action Plan implementation process. **In the Secretariat's opinion, this becomes an even bigger challenge when the discussion of the prepared products through public consultations is needed**, which requires a lot of human resources and time. According to the Secretariat, responsible agencies pay special attention to preparation of the products that are to be discussed in the above-mentioned format and usually they hold internal consultations with stakeholders during the initial stage. Therefore, during the reporting period, **the need to divide consultations into various stages was a challenge, which had not been properly analyzed during the**

organizing the public hearings of these results was impossible as due to the nature of the issue, holding such discussions online was not deemed appropriate.

deadlines set by the Action Plan. Full launch of the electronic system for monitoring the implementation of recommendations issued by the State Audit Office was also delayed.

Besides, the pandemic delayed the process of elaboration of Open Government Georgia's new Action Plan and development of the final draft of Law on Freedom of Information.

virus prolonged the work on Unified Strategy of Public Services and its guidelines and complicated communication with other agencies. Visit of the invited international expert was also delayed. Besides, the Agency had to conduct the training planned for representatives of public service provider agencies online. Besides, there were cases when the invited employees were skeptical about the quality of the online trainings.

It should be noted that this issue was identified as a challenge by the PAR Council Secretariat in the 1st Action Plan monitoring report as well.

The Secretariat of the Anticorruption Council also shares this viewpoint and believes that since the process of development of unified electronic system of policy planning and coordination (PDCems) by the Administration of the Government of Georgia is in full swing, in order to properly distribute resources and avoid duplication of activities, first the unified electronic system of policy planning and coordination needs to be launched and then based on detailed study and analysis of that system the work on electronic system for processing anticorruption documents should be modified or continue unchanged.

updating the data.gov.ge portal. Therefore, the resources that the Agency had were not sufficient for updating the Register of Registries web portal.

elaboration of the Action Plan.

One of the clear illustrations of this problem is the steps taken with regard to the organization of public discussions of new Draft Law on Legal Entities of Public Law (for details see page 62). The LEPL - Civil Service Bureau made a correct and pragmatic decision and despite that fact that according to the Action Plan only public consultations were to be held in connection with the Draft Law, initially the Bureau held internal meetings due to the complexity of the issue. However, as a result of this, the deadlines set in the Action Plan were changed, which may pose risks in terms of achieving the final result despite the fact that

the process is still continuing without interruptions.

According to the Secretariat, during the elaboration of the next PAR Action Plan, the issues, whose resolution requires both

internal and comprehensive external consultations, should be thoroughly analyzed. As a result, it will be possible to formulate necessary stages separately, set their individual deadlines and include them in the Action Plan in that manner.



As a result of **analyzing the above-mentioned challenges, the risk of failing to implement the outcome indicators within the set deadlines, in many cases, did materialize.**

Rate of implementation of recommendations included in 2020 Progress Report (1st and 2nd quarters) on 2019-2020 Public Administration Reform Action Plan

It is important to note that the PAR Secretariat prepared and submitted to the Council a Progress Report on the implementation of the Action Plan, it describes the progress achieved in terms of implementing the activities that were to be carried out in the 1st and 2nd quarters of 2020; besides, the Progress Reports

discussed challenges and presented recommendations.⁶³

The following table contains information on how the recommendations issued by the Secretariat through the Progress Report of the Action Plan were implemented:

Recommendations, 2020 Progress Report	Progress achieved in terms of implementation of the recommendations
Responsible agencies shall ensure continuation of implementation of the suspended output indicators in a timely manner	As a result of the pandemic, resumption of the implementation process of some suspended activities was not possible.
Deadlines indicated in the Action Plan shall be reviewed in detail and in case of lagging behind, new deadlines shall be set.	During the process of elaboration of a new strategy and action plan of the Public Administration Reform, the objectives and activities that were not fulfilled under 2019-2020 Action Plan will be analyzed. They will be reflected in the new action plan in accordance with the Reform's priorities.
The Secretariat shall be informed about the delays caused by the pandemic in a timely manner, which could hinder implementation of objectives indicated in the plan by the end of 2020.	During the reporting period the responsible agencies actively cooperated with the Secretariat, including in the process of preparation of the external evaluation of the Roadmap 2020 in order to provide the Secretariat with the information on the expected delays.
Responsible agencies shall provide the Secretariat with relevant sources of verification in a timely manner.	Under the 2020 annual monitoring, responsible agencies presented sources of verification in a timely manner.

⁶³ Administration of the Government of Georgia, 2020 Progress Report on the implementation of 2019-2020 Action Plan. Can be accessed [here](#).

Lessons Learned and Recommendations

During the analysis of the mid-term and annual monitoring results of the PAR Action Plan 2019-2020, several general recommendations have been developed. Their implementation will significantly improve coordination, monitoring and assessment processes during the new wave of the Public Administration Reform.

The Action Plan 2019-2020 is one of the first sectoral plans in Georgia, where expected results are measured by outcome indicators (quantitative/qualitative baseline and target values). Despite this, the annual monitoring reports of the Action Plan showed that **setting of mid-term target values for outcome indicators is needed**. 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, during the elaboration of 2021-2022 Action Plan it is important to develop interim (for 2021) and final (for 2022) target values of the objectives. This will enable the Secretariat to measure the progress achieved in terms of implementation of outcome indicators at the end of each year, which will support implementation of result-oriented policies and make the

- In close coordination with the Secretariat, the responsible agencies shall ensure detailed analysis of the planned activities in order to properly define **time and human and financial resources** needed for their implementation.
- In close coordination with the Secretariat and based on the performance assessment, deadlines set under the activities implementation plan should be reviewed and **new deadlines should be set if delays are detected**.
- While implementing the activities envisaged under the Action Plan, leading responsible agencies, in close coordination with the Secretariat, should ensure active engagement and informing of stakeholder public agencies so that **the process is inclusive** and **responsibility for the results achieved** through joint efforts **is shared**.

accountability process even more transparent.

Besides, during the work on the present Report, it became obvious that **some major activities were not directly related to the outcome indicator**. In such a case, the activities may be fully implemented, 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.

Besides, based on the analysis of challenges and risks revealed during the annual monitoring of the Action Plan implementation process, **the following recommendations for the process of implementation of the new Strategy and Action Plan have been elaborated:**

- Outcome indicators should be elaborated in a way that would **make their annual measurement possible**. Besides, the outcome indicators should be developed in such a manner that they are connected with implementation of/failure to implement the activities defined under the objectives.
- During the process of planning the new stage of the Public Administration Reform and in close coordination with the Secretariat, the responsible agencies **should rule out overlapping activities**, in order to avoid improper use of time as well as financial and human resources.

Annex 1

Table 1:



Distribution of objectives and outcome/output indicators across 6 directions of the Reform (2020)



Directions of the Reform:	Objective:	Outcome indicator:	Output indicator:
Policy Planning and Coordination	4	10	16
Civil Service and Human Resources Management	2	6	11
Accountability	5	5	17
Public Service Delivery	7	8	29
Public Finance Management	1	4	8
Local Self-government	2	2	6
Total:	23	35	87

Table 2:



Progress achieved in terms of fulfilment of outcome indicators according to Reform directions



Direction Outcome indicator:	Fully implemented	Partially implemented	Not implemented
Policy Planning and Coordination	4	0	6
Civil Service and Human Resources Management	4	1	1
Accountability	1	0	4
Public Service Delivery	2	0	6
Public Finance Management	2	1	1
Local Self-government	2	0	0
Total:	15	2	18

Table 3:



Performance of objectives according to Reform directions



PAR Direction	Fully implemented	Partially implemented	Not implemented
Policy Planning and Coordination	1 25%	1 25%	2 50%
Civil Service and Human Resources Management	1 50%	1 50%	-
Accountability	1 20%	-	4 80%
Public Service Delivery	1 14,4%	1 14,4%	5 71,2%
Public Finance Management	1 33,3%	2 66,7%	-
Local Self-government	2 100%	-	-

Table 4:



Performance of outcome indicators according to responsible agencies



Responsible agency	Fully implemented	Partially implemented	Not implemented
Administration of the Government of Georgia	5 62.5%	-	3 37.5%
Ministry of Justice of Georgia	-	-	4 100%
Ministry of Regional Development and Infrastructure of Georgia	2 100%	-	-
Ministry of Finance of Georgia	2 50%	1 25%	1 25%
LEPL - Civil Service Bureau	4 57.1%	1 14.3%	2 28.6%
LEPL - Public Service Development Agency	-	-	5 100%
LEPL - Digital Governance Agency	2 50%	-	2 50%
State Audit Office	-	-	1 100%

Table 5:



General performance of output indicators (2020)

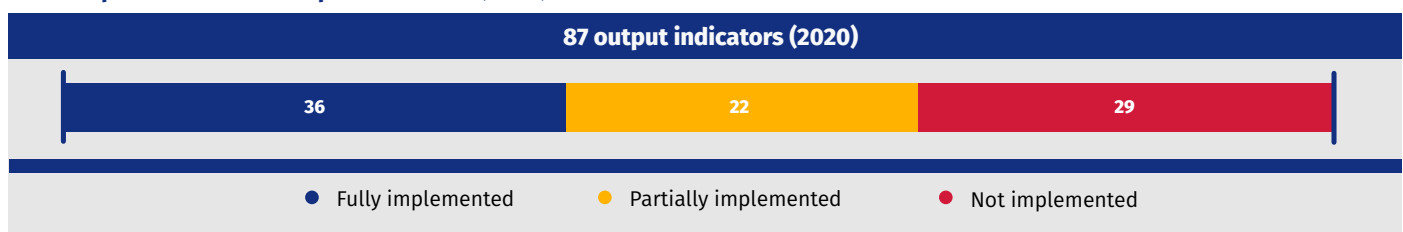


Table 6:



Performance outcome indicators according to Reform directions

Outcome indicator:		Baseline 2018:	Target 2020:	Final assessment 2020:
Policy Planning and Coordination				
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%	100% (fully implemented)
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%	61,7% (fully implemented)
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%	100% (fully implemented)
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%	Not implemented
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%	100% (fully implemented)

1.3.1.	Timeline for policy elaboration, monitoring and evaluation	4/2	3/1	Not implemented
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%	Not implemented
1.3.3.	Increased engagement of the Council member NGOs and international organizations	30	50	Not implemented
1.3.4.	Share of the strategic documents and monitoring reports that are filled out flawlessly	0%	70%	Not implemented
1.4.1.	Share of the Government initiated legislative packages elaborated in accordance with the Regulatory Impact Assessment (RIA)	0	5%	Not implemented

Civil Service and Human Resource Management

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% (fully implemented)
2.1.2.	Share of the ministries covered by the CSL whose employees have undergone compulsory professional development program	0	60%	100% (fully implemented)
2.1.3.	Share of managers in the ministries who were recruited in accordance with the new norms of the competition conducted in accordance with the CSL	20	100%	100% (fully implemented)
2.2.1.	Civil Service Bureau staff turnover	9%	5%	6% (Partially implemented)
2.2.2.	Filled-in staff positions in the Civil Service Bureau	94%	100%	94% (Not implemented)
2.2.3.	Share of employees of the Civil Service Bureau who participated in the Professional Development Program on CSL	50%	60%	80% (fully implemented)

Accountability

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%	Not implemented
3.2.1.	Number of open data published on the Data.gov.ge	3	30	4 (Not implemented)
3.3.1.	Share of the State Audit Office recommendations with a “No Response” status	12%	8%	Not implemented
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%	94% (fully implemented)
3.5.1.	Percentage of decisions to refuse to disclose public information by public institutions (ministries and LEPLs) within their competence	15%	10%	--

Public Service Delivery

4.1.1.	Number of developed/adapted services at central level that are in compliance with PSDP standards	0	15	Not implemented
4.2.1.	Number of developed/adapted services at central level that are in compliance with unified standard requirements	0	15	Not implemented
4.3.1.	Number of public services quality of which is evaluated according to the Service Index Methodology	0	5	Not implemented
4.3.2.	Customer satisfaction level of 3 public service provider agencies	0	70%	Not implemented
4.4.1.	Number of newly developed/adapted public services that are priced in compliance with a new methodology of pricing	0	15	Not implemented
4.5.1.	Number of electronic services available at My.gov.ge	427	470	699
4.6.1.	Number of public services integrated in the data exchange infrastructure	140	196	192
4.7.1.	Weighted score of assessing the critical infrastructure assets is increased by 20%	24	29	Not implemented

Public Finance Management

5.1.1.	Quality of the country's Basic Data and Documents (BDD)	BDD doesn't not clearly reflect the data on the impact of the existing and new policies on the budget	BDD clearly reflects the data on the impact of the existing and new policies on the budget based on the example of at least 2 ministries	BDD clearly reflects the data on the impact of the existing and new policies on the budget based on the example of 3 ministries (fully implemented)
5.1.2.	Accuracy of macroeconomic and fiscal forecasts	Public Expenditure and Financial Accountability - PEFA (PI-3.1 - assessment - A)	Public Expenditure and Financial Accountability - PEFA (PI-3.1 - assessment - A)	Not implemented
5.2.1.	Share of public enterprises covered by fiscal risk analysis document	85%	95%	92% (Partially implemented)
5.3.1.	Open Budget Survey rating of public participation and transparency	22 points (2017)	Improved score (at least keeping the same score)	28 points (fully implemented)

Local Self-government

6.1.1.	Number of identified powers to hand over to local self-government	0	2	8 (fully implemented)
6.2.1.	2019-2020 Action Plan for Development of Electronic Services in Municipalities	There is no action plan for improvement of access to electronic services in local self-governments	Action Plan for Development of Electronic Services in Municipalities is elaborated	2019-2020 Action Plan of the reform titled Introduction and Development of E-services in Municipalities of Georgia is elaborated (fully implemented)

Table 7:



Rating and status of implementation of **output indicators** specified in the 2019-2020 Action Plan of Public Administration Reform

Policy Planning 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 indicators:	Implementation 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	The 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	The 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 ⁶⁴	The 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	The implementation process is completed
1.1.3.1 Relevant 70 civil servants retrained in Policy Planning (Monitoring and Evaluation)	Fully implemented	The 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	The 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	The implementation process is completed
1.1.6.1 Annual plan of Government Policy Documents has been approved by the Decree of the Government	Fully implemented	The implementation process is completed
1.1.7.1 Policy development and coordination SOPs developed in all ministries and approved by the Minister’s decree	Not implemented ⁶⁵	The implementation process is ongoing

Objective 1.2:

Improve the quality of Monitoring, Reporting and Evaluation of policy implementation 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	The implementation process is completed
1.2.2.1 Relevant 70 civil servants retrained in Policy (Planning), Monitoring and Evaluation	Fully implemented	The implementation process is completed

⁶⁴ Annex concerning the public consultations has to be submitted to the Government for approval.

⁶⁵ Process of selection of an expert who will help develop policy planning and coordination SOPs in ministries is underway. At the same time, it was decided to allow a certain period of time to pass after the amendments specified in Decree N629 entered into force and start working on SOPs based on the performance analysis.

1.2.3.1 A document describing business processes of the e-system is developed in accordance with agreed concept	Fully implemented	The implementation process is completed
1.2.3.2 An electronic system (software) has been developed and launched based on the final document describing the business processes	Partially implemented⁶⁶	The implementation process is ongoing
1.2.3.3 The electronic system functions properly and its technical support is ensured	Partially implemented⁶⁷	The implementation process is ongoing
1.2.3.4 Using the e-system, citizens can express their opinions on the policy document that is being developed	Not implemented⁶⁸	The implementation process has not started
1.2.4.1 Trainings were held and 100 civil servants (e-system users) have been retrained in how to use the e-system	Not implemented⁶⁹	The implementation process has not started

Objective 1.3:**Develop a practice of elaborating Policy Documents electronically in order to enhance the transparency of anti-corruption policy elaboration process and effectiveness of inter-agency coordination⁷⁰**

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 implemented⁷¹	The implementation process is suspended
1.3.1.2 Research of best practices has been carried out and its results are shared with the working group with a view to developing a concept of Anticorruption Council e-portal	Partially implemented⁷²	The implementation process is suspended
1.3.1.3 The concept of E-portal is developed and agreed upon by the WG	Not implemented	The implementation process is suspended
1.3.1.4 Document describing business processes of the E-portal is developed on the basis of the agreed concept	Not implemented	The implementation process is suspended
1.3.2.1. An electronic system (software) has been developed and launched based on the final document describing the business processes	Not implemented	The implementation process is suspended
1.3.2.2. A handbook on the use of the electronic system has been developed	Not implemented	The implementation process is suspended
1.3.2.3. The electronic system functions properly and its technical support is ensured	Not implemented	The implementation process is suspended
1.3.3.1 Trainings were held and representatives of the Anticorruption Council member agencies have been retrained in the use of the e-system	Not implemented	The implementation process is suspended

⁶⁶ System launch is scheduled for 2021.

⁶⁷ First stage of its functioning will commence at the end of 1st quarter of 2021.

⁶⁸ Holding of public consultations on e-system planning module will be possible after the system is fully operational.

⁶⁹ Retraining of civil servants will start after the e-system is fully operational.

⁷⁰ In order to properly distribute resources and avoid overlapping activities, the responsible agency will assess the Common Electronic System of Policy Planning and Coordination and then decide whether an independent system needs to be created.

⁷¹ Interim working group was not formed during the reporting period.

⁷² The Secretariat has not received the final draft of the research.

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	The implementation process is completed
1.4.1.2 Draft law on Regulatory Impact Assessment of legislative acts is submitted to the Government	Fully implemented	The 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	The implementation process is completed
1.4.2.1 Methodological manual on the Regulatory Impact Assessment of legislative acts is developed	Fully implemented	The 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	The implementation process is completed
1.4.3.1 50 civil servants (representing the executive branch of the Government) responsible for conducting legal proceedings have been trained in Regulatory Impact Assessment (RIA)	Partially implemented⁷³	The 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 indicators:	Implementation 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	The implementation process is completed
2.1.2.1 Mandatory trainings for the newly-arrived managers conducted	Fully implemented	The implementation process is completed
2.1.3.1 Electronic training course is being piloted	Fully implemented	The implementation process is completed
2.1.3.2 Civil servants (ministry employees) have participated in the electronic course	Fully implemented	The implementation process is completed
2.1.4.1 Accreditation Regulations of professional development programs for professional civil servants are elaborated	Not implemented⁷⁴	The implementation process is ongoing
2.1.4.2 Ranking of the accredited professional development programs is developed and available for public	Fully implemented	The implementation process is completed

⁷³ A total of 31 civil servants were retrained by the end of the 4th quarter of 2020.

⁷⁴ For individuals employed in civil service the course will be available from 2021.

2.1.5.1. Working group performing the analysis of the existing methods for prevention of political influence on the managerial positions in ministries is established	Fully implemented	The implementation process is completed
2.1.5.2. Analysis of the existing methods for prevention of political influence on the managerial positions in ministries has been performed	Fully implemented	The implementation process is completed
2.1.5.3. At least 2 public discussions are conducted in order to present the results of the analysis	Not implemented⁷⁵	The implementation process has not started
2.1.5.4. Recommendations on the existing methods for prevention of political influence on managerial positions in ministries have been prepared (if needed)	Fully implemented	The 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	The implementation process is completed
2.6.1.2 Draft amendments are developed	Fully implemented	The implementation process is completed
2.6.1.3 At least 3 public discussions are carried out on draft amendments to the law and bylaws	Not implemented⁷⁶	The implementation process is completed
2.6.1.4 Draft Law is submitted to the Government	Fully implemented	The implementation process is completed

Objective 2.2:

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

2.2.1.1 Functional and institutional analysis of the bureau is carried out	Fully implemented	The implementation process is completed
2.2.2.1 Public relations action plan of the Bureau is developed	Fully implemented	The implementation process is completed
2.2.2.2. Bureau's website is regularly updated	Partially implemented⁷⁷	The implementation process is completed
2.2.2.3. Features of the Bureau-administered website is reviewed; recommendations are prepared	Partially implemented⁷⁸	The implementation process is completed
2.2.3.1 At least 1 training is conducted for the employees of all departments of the Bureau	Fully implemented	The implementation process is completed

⁷⁵ No public discussions took place during the reporting period.

⁷⁶ 3 internal meetings with the participation of representatives of only human resources units of public agencies took place.

⁷⁷ Information published on the Bureau's website is not fully updated. Link can be accessed [here](#).

⁷⁸ Features of the Bureau-administered website mkhileba.gov.ge have not been reviewed during the reporting period.

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 indicators:	Implementation rating:	Implementation status:
3.1.1.1 The list of LEPLs that are categorized based on the Analysis of their functions and authority	Fully implemented	The implementation process is completed
3.1.2.1 New draft law on LEPLs is elaborated	Fully implemented	The implementation process is completed
3.1.2.2 At least 3 public consultations are carried out in order to discuss new draft law	Not implemented ⁷⁹	The implementation process has not started
3.1.3.1. Institutional analysis of LEPLs deemed to be part of civil service is conducted	Not implemented ⁸⁰	The implementation process is ongoing
3.1.3.2. Recommendations on institutional set-up of LEPLs deemed to be part of civil service are developed	Not implemented ⁸¹	The implementation process is ongoing
3.1.3.3. Results of analysis of LEPLs deemed as part of civil service and relevant recommendations are reviewed; at least 3 public consultations are held	Not implemented ⁸²	The 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 ⁸³	The implementation process is ongoing
3.2.2.1 By the end of 2020 number of open data published by Municipal Service Development Agency (0), Civil Service Bureau (0) and Ministry of Finance (3) has been increased by 1000% compared to 2018.	Not implemented ⁸⁴	The implementation process is ongoing

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	The implementation process is completed
3.3.2.1 All audit objects have been registered in the electronic system for monitoring the implementation of recommendations issued by State Audit Office	Partially implemented ⁸⁵	The implementation process is ongoing

⁷⁹ 3 internal meetings with the participation of representatives of only public agencies and nongovernmental organizations were held. Besides, Final Draft of Law on LEPLs needs to be prepared in order to carry out this activity.

⁸⁰ Institutional analysis of LEPLs based on the corresponding methodology is planned before the legislative amendments come into force. Its contents will be based on legal interpretation of new categories of legal entities of public law.

⁸¹ Recommendations will be prepared after the institutional analysis is completed.

⁸² Public discussions will be planned after the recommendations are prepared.

⁸³ Feature set of the open data portal has been developed, however, the portal hasn't been updated.

⁸⁴ 4 open data of LEPL - Revenue Service of Ministry of Finance are available on data.gov.ge.

⁸⁵ State Audit Office, in cooperation with Ministry of Justice of Georgia, has started piloting the monitoring system of implementation of its recommendations.

3.3.3.1 Information on implementation of recommendations issued by State Audit Office is available at Budget Monitor web portal

Partially implemented⁸⁶

The implementation process is ongoing

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 Georgia Communication Strategy is elaborated; one of its components fully focuses on raising awareness of civil servants

Fully implemented

The implementation process is completed

3.4.1.2. Implementation of Open Government Georgia Communication Strategy is ongoing

Not implemented⁸⁷

The implementation process has not started

3.4.2.1. During the process of development of 2020-2022 Open Government Georgia Action Plan, consultation meetings were held with representatives of policy planning and analysis units of all ministries as well as other subdivisions (if needed)

Partially implemented⁸⁸

The implementation process is ongoing

3.4.2.2. During the process of development of 2020-2022 Open Government Georgia Action Plan, public consultations were held in at least 7 regions of Georgia

Not implemented⁸⁹

The implementation process has not started

3.4.3.1 Open Government Georgia website is created

Fully implemented

The implementation process is completed

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 Draft Law on Freedom of Information is submitted to the Parliament

Not implemented⁹⁰

The implementation process has not started

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

Not implemented⁹¹

The implementation process has not started

3.5.3.1 Employees of public agencies (central offices of ministries, LEP-Ls) responsible for issuing public information participated in advanced trainings on regulatory norms

Not implemented⁹²

The implementation process has not started

⁸⁶ Process of updating of Budget Monitor web portal's features is in its final stage, as a result, information on the state of implementation of State Audit Office's recommendations will be added to the portal.

⁸⁷ Implementation of Open Government Georgia Communication Strategy will start in parallel with the resumption of the process of development of OPG's Action Plan.

⁸⁸ Implementation of this activity was impeded by the pandemic. The Secretariat of Open Government Georgia is working on resuming the work on the Action Plan in online mode.

⁸⁹ Implementation of this activity depends on elaboration of the new Action Plan of Open Government Georgia.

⁹⁰ Implementation of this activity was impeded by the pandemic, however, Administration of the Government of Georgia is working on planning the next steps.

⁹¹ Adoption of Law on Freedom of Information is necessary for implementing this activity.

⁹² Adoption of Law on Freedom of Information is necessary for implementing this activity.

 **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 indicators:	Implementation rating:	Implementation status:
4.1.1.1 Policy document is discussed with all interested parties and submitted to the Government	Partially implemented⁹³	The implementation process is ongoing
4.1.2.1 The guideline and instructions on service design are developed	Fully implemented	The implementation process is ongoing
4.1.2.2 Service design Guideline and Instructions are presented to the public	Not implemented⁹⁵	The implementation process is completed
4.1.3.1. Service design training module can be found in the Training Center's catalogue and is accessible to anyone	Partially implemented⁹⁶	The implementation process is ongoing
4.1.3.2. At least 3 relevant employees of all service provider agencies have completed service design trainings	Partially implemented⁹⁷	The implementation process is ongoing

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 are submitted to the Government	Partially implemented⁹⁸	The implementation process is ongoing
4.2.2.1 Public service delivery handbook and procedures are developed	Fully implemented	The implementation process is ongoing
4.2.3.1. Training module on public service delivery can be found in the Training Center's catalogue and is accessible to anyone	Fully implemented	The implementation process is completed
4.2.3.2. 30 employees of at least 5 service provider agencies have completed trainings on public service delivery	Fully implemented	The implementation process is completed

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	Fully implemented	The implementation process is completed
4.3.2.1 Portal is created and at least 5 service provider agencies are registered there; besides, they have uploaded relevant data to the portal	Not implemented¹⁰⁰	The implementation process is ongoing

⁹³ The document was not submitted to the Government during the reporting period.

⁹⁴ Public Service Design handbook and a supporting document titled Guidelines on Using the Service Design Tools were developed during the monitoring stage. Work on the documents' design is underway.

⁹⁶ Technical corrections were made to the document during the reporting period and Training Center of Justice hasn't been handed over the training module either.

⁹⁷ Training of service design trainers took place during the reporting period.

⁹⁸ The final draft of legislative amendments concerning the public services has been prepared; however, it wasn't submitted to the Government during the reporting period.

⁹⁹ Work on the handbook design was underway during the reporting period.

¹⁰⁰ Service Index portal was not created during the reporting period.

4.3.3.1 Customer satisfaction survey standard is developed	Fully implemented	The implementation process is ongoing
4.3.4.1. Training module can be found in the Training Center's catalogue and is accessible to anyone	Fully implemented	The implementation process is completed
4.3.4.2. 30 employees of at least 5 service provider agencies have completed the training	Fully implemented	The implementation process is completed
4.3.5.1. Customer satisfaction survey has been conducted in 1 service provider public agency	Not implemented¹⁰¹	The implementation process has not started
4.3.5.2. Customer satisfaction survey has been conducted in 2 service provider public agencies	Not implemented¹⁰²	The implementation process has not started
4.3.6.1 Common Assessment Framework (CAF) handbook and methodology guidelines are developed	Fully implemented	The implementation process is completed
4.3.7.1 A training module on CAF has been developed and 30 employees of at least 5 service provider agencies have completed it	Fully implemented	The implementation process is completed
4.3.8.1 CAF methodology is piloted in 1 service provider agency	Fully implemented	The implementation process is completed
4.3.8.2. CAF methodology is implemented in 2 additional service provider agencies	Partially implemented¹⁰³	The implementation process is ongoing

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 them	Partially implemented¹⁰⁴	The implementation process is ongoing
4.4.2.1. Training module on the new pricing methodology is integrated in the Training Center's curriculum and the training is available to any interested individual	Fully implemented	The implementation process is completed
4.4.2.2. 30 employees of at least 5 service provider agencies have completed training on the new pricing methodology	Fully implemented	The implementation process is completed

Objective 4.5:**Improve access to public and private sectors' e-services by enhancing my.gov.ge**

4.5.1.1 Legislative amendments to regulate provision of public e-services is elaborated and submitted to the Government	Partially implemented¹⁰⁵	The implementation process is ongoing
4.5.2.1 My.gov.ge is adapted to the needs of people with visual impairment	Fully implemented	The implementation process is completed

¹⁰¹ User satisfaction survey didn't take place during the reporting period.¹⁰² User satisfaction survey didn't take place during the reporting period.¹⁰³ During the monitoring stage CAF methodology was introduced in one more additional agency – Unified Service Center of the Patrol Police of Ministry of Internal Affairs.¹⁰⁴ During the reporting period, the Agency prepared the final draft of the document, which has been forwarded to the Ministry of Finance for additional feedback and approval.¹⁰⁵ Legislative amendments have been prepared; however, they weren't submitted to the Government during the reporting period.

4.5.3.1 Feedback mechanisms are integrated into My.gov.ge.	Partially implemented ¹⁰⁶	The implementation process is ongoing
4.5.4.1 Video tutorial on the usage of electronic services is available on My.gov.ge	Partially implemented ¹⁰⁷	The implementation process is ongoing
4.5.5.1 Trainings on my.gov.ge use are conducted for: 1. Employees of Public Service Hall and Community Centers 2. Representatives of central and local governments 3. Representatives of the private sector and media 4. Students	Partially implemented ¹⁰⁸	The implementation process is completed

Objective 4.6:**Introduction of interoperability framework in order to develop e-governance and ensure access to information**

4.6.1.1. Register of registries web portal is updated	Not implemented ¹⁰⁹	The implementation process has not started
4.6.2.1. Legislative amendments on the enforcement mechanism regarding the placement of data on the Register of Registries web portal are developed and submitted to the Government	Not implemented ¹¹⁰	The implementation process has not started
4.6.3.1. Services of the Ministry of Internal Affairs and Revenue Service are realized in the data exchange infrastructure	Fully implemented	The 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	The implementation process is completed
4.7.2.1 Sensor network monitoring system is implemented in at least 3 agencies	Not implemented ¹¹¹	The implementation process is suspended
4.7.3.1 The basic training material for cyber security is updated on the electronic training platform	Fully implemented	The implementation process is completed
4.7.4.1 Cyber Hygiene training discipline for schools is elaborated	Partially implemented ¹¹²	The implementation process is ongoing

¹⁰⁶ Feedback mechanisms were not fully integrated during the reporting period.

¹⁰⁷ During the reporting period, an interactive assistance module was developed and tested only for one service.

¹⁰⁸ Employees of Public Service Hall and Community Centers were retrained under the 2018 training cycle.

¹⁰⁹ Register of Registries web portal was not updated during the reporting period.

¹¹⁰ Legislative amendments on the enforcement mechanism regarding the placement of data on the Register of Registries web portal were not developed during the reporting period.

¹¹¹ Sensor network monitoring system was introduced only in LEPL - Data Exchange Agency

¹¹² At the monitoring stage, training materials on cyber hygiene were developed with the involvement of a European expert and translated into Georgian. However, they are not integrated in the curricula of public schools.

 **Public Finance Management**
Objective 5.1:**Enhance midterm planning in order to increase the budget planning efficiency**

Output indicators:	Implementation rating:	Implementation status:
5.1.1.1. Work meetings on preparing data concerning the impact of the existing and new policies on the budget are conducted with representatives of policy implementing and financial-economic units of the pilot ministries	Fully implemented	The implementation process is completed
5.1.1.2. Data on the impact of at least 4 pilot ministries' existing and new policies on the budget are prepared and included in BDD	Fully implemented	The implementation process is completed
5.1.2.1 Analysis and forecasting of macroeconomic and fiscal indicators with the use of DSGE model are carried out	Fully implemented	The implementation process is completed

Objective 5.2:**Enhance efficiency of fiscal risk management in order to ensure macro-fiscal stability**

5.2.1.1 Strategy on Corporatization of Public Enterprises is approved with a corresponding normative act of the Government of Georgia or Minister of Finance; the corresponding guidelines are developed by the Ministry of Finance of Georgia	Partially implemented¹¹³	The implementation process is completed
5.2.2.1 With a view to identifying public enterprises as subjects of public interest a relevant normative act are developed and approved by the Government of Georgia or Minister of Finance	Fully implemented	The implementation process is completed
5.2.3.1 Quarterly and annual reporting requirements for public enterprises are approved with the corresponding normative act of the Government of Georgia or Minister of Finance	Partially implemented¹¹⁴	The implementation process is completed

Objective 5.3:**Ensuring more transparency and public participation in the budgeting process in order to increase accountability**

5.3.1.1 Budget documentation in an editable format is on the Ministry of Finance's website	Fully implemented	The implementation process is completed
5.3.2.1 Formation of citizen engagement mechanism through which all citizens will have the possibility of planning next year's budget according to priorities or spending agencies	Fully implemented	The implementation process is completed

¹¹³ Draft Strategy document has been developed and it will be approved by the Government of Georgia in the 2nd quarter of 2021.

¹¹⁴ „According to Law of Georgia on Accounting, Reporting and Audit, public enterprises are obliged to present their reports along with audit reports immediately, but at least no later than October 1 of the year that comes after the reporting period.


Local Self-government
Objective 6.1:**Strengthen local self-governments by extending their powers**

Output indicators:	Implementation rating:	Implementation status:
6.1.1.1 Draft Decentralization Strategy document is developed and discussed with stakeholders	Fully implemented	The implementation process is completed
6.1.1.2 Strategy document is submitted to the Government of Georgia	Fully implemented	The implementation process is completed
6.1.2.1 Issues concerning the powers that are to be additionally delegated are discussed with stakeholders	Fully implemented	The implementation process is completed
6.1.2.2 At least 2 powers that are to be delegated to self-governments are identified	Fully implemented	The implementation process is completed
6.1.2.3 Relevant legislative amendments are prepared and submitted to the Government of Georgia	Fully implemented	The implementation process is completed

Objective 6.2:**Gradual development and enhancement of electronic services in the municipalities with a view to improving access to electronic services in local self-government bodies**

6.2.1.1 Consultations with stakeholders are held with a view to identifying e-services that are to be introduced in municipalities	Fully implemented	The implementation process is completed
6.2.1.2 Necessary modules of e-services that are to be introduced in municipalities are identified	Fully implemented	The implementation process is completed
6.2.1.3 2019-2020 Action Plan is elaborated with a view to supporting the future introduction of identified e-services	Fully implemented	The implementation process is completed



ევროკავშირი
საქართველოსთვის

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