



2012:13

Sida Decentralised Evaluation

Bernt H. Andersson
Medea Gugeshashvili

Review of the project Capacity Building of the Georgian Leadership Community for Improved Decision-making and Negotiation Skills (CBGL)

Final Report

Review of the project Capacity Building of the Georgian Leadership Community for Improved Decision-making and Negotiation Skills (CBGL)

**Final Report
June 2012**

**Bernt H. Andersson
Medea Gugeshashvili**

Authors: Bernt H. Andersson and Medea Gugeshashvili

The views and interpretations expressed in this report are the authors' and do not necessarily reflect those of the Swedish International Development Cooperation Agency, Sida.

Sida Decentralised Evaluation 2012:13

Commissioned by the Embassy of Sweden in Georgia

Copyright: Sida and the authors

Date of final report: June 2012

Published by Citat 2012

Art. no. Sida61528en

urn:nbn:se:sida-61528en

This publication can be downloaded from: <http://www.sida.se/publications>

SWEDISH INTERNATIONAL DEVELOPMENT COOPERATION AGENCY

Address: S-105 25 Stockholm, Sweden. Office: Valhallavägen 199, Stockholm

Telephone: +46 (0)8-698 50 00. Telefax: +46 (0)8-20 88 64

Postgiro: 1 56 34-9. VAT. No. SE 202100-478901

E-mail: info@sida.se. Homepage: <http://www.sida.se>

Table of contents

Abbreviations and Acronyms	3
Preface.....	4
Executive Summary.....	5
1 Evaluation Background, Rationale, Methodology and Limitations	8
2 The Project	10
2.1 Project Background	10
2.2 Objectives of the Project.....	11
2.3 Implementation Organization.....	12
3 Findings and Conclusions Regarding Achievements	13
3.1 Objective 1: Build capacity in public administration, public policy planning and negotiations	13
3.2 Objective 2: Establish a Georgian-language public-policy planning and negotiations training programme at GFSIS	17
3.3 Objective 3: Improve human resource management practices across the Government of Georgia	18
3.4 Conclusions about achievements	20
4 Main Findings and Conclusions Regarding the Evaluation Questions	21
4.1 To what extent are the objectives/results likely to be achieved	21
4.2 Major factors influencing the achievement or the non-achievement of the results and objectives.....	22
4.3 To what extent are the objectives of the project still valid	23
4.4 The Sustainability of the Benefits Generated by the Project.....	24
4.5 Cost-efficiency of Project Activities	25
4.6 Gender Focus and Awareness	25
4.7 Risk Analyses	27
4.8 Internal Monitoring and Quality Assurance System	27
5 Conclusions	28
6 Recommendations.....	29
Annex 1 – Terms of Reference.....	30
Annex 2 –Time Schedule.....	33
Annex 3 – Persons Met.....	35
Annex 4 – Extract from Course.....	36
Annex 5 – Risks and Mitigations	37
Annex 6 – References.....	38

Abbreviations and Acronyms

AB	Advisory Board
CBGL	Capacity Building of Georgian Leadership project
CSB	Civil Service Bureau
CSO	Civil Society Organisation
EC	European Commission
ESD	Estonian School of Diplomacy
ENP	European Neighbourhood Policy
EU	European Union
G3	Good Governance in Georgia
GFSIS	Georgian Foundation for Strategic and International Studies
HR	Human Resources
HRM	Human Resource Management
NGO	Non Government Organisation
PA	Public Administration
PMT	Project Management Team
PP	Public Policy
SEK	Swedish Krona
Sida	Swedish International Development Cooperation Agency
SIPU	Swedish Institute for Public Administration
ToR	Terms of Reference
ToT	Training of Trainers
TTB	Trainer-To-Be
UNDP	United Nations Development Program
USAID	United States Agency for International Development
WB	World Bank

Preface

This mid-term review of the project “Capacity Building of the Georgian Leadership Community for Improved Decision-making and Negotiation Skills” was commissioned by the Embassy of Sweden in Georgia to assess the project’s performance. The development objective of the project is to promote a like-minded leadership culture that is accountable, oriented to meeting the needs of Georgian society, capable in making well-founded decisions in a transparent manner, and flexible in responding to changing circumstances.

The evaluation’s users include Sida’s Eastern European Unit, the Swedish Embassy, as well as the implementing partner Georgian Foundation for Strategic and International Studies, and the Government of Georgia.

The evaluation was managed by Indevelop through Sida's Framework Agreement for Reviews, Evaluations and Advisory services on Results Frameworks. Indevelop provided active support in the planning and execution of the evaluation as well as quality assurance of the process and this report.

The evaluation was conducted by Bernt H. Andersson (Team Leader) and Medea Gugeshashvili (national consultant).

Executive Summary

This mid-term review takes stock of the implementation of the Sida funded project “Capacity Building of the Georgian Leadership Community for Improved Decision-making and Negotiation Skills (CBGL)” that is being implemented by the Georgian Foundation for Strategic and International Studies (GFSIS) since May 2009 with an overall budget of 15 000 000 SEK. The review covers the period from the start of the project to 31 December 2011.

The ToR states that the review shall assess the effectiveness of the project so far, the relevance of objectives, and the sustainability of the benefits and the cost-efficiency of the activities. The review shall also assess gender focus, risk analyses and the internal monitoring and quality assurance system.

The review has been conducted by a team of one international evaluator (Bernt Andersson) and one Georgian evaluator (Medea Gugeshashvili). The reviewers have used a combination of quantitative and qualitative methods for the collection of data and information. The review has had a utilisation focus in the sense that the Swedish Embassy in Georgia and the Georgian Foundation for Strategic and International Studies (GFSIS) has been involved through briefing, discussions and de-briefing by the consultant team. The Embassy had shared the ToR with GFSIS before the evaluation.

All activities that were planned for the reviewed period have been implemented. The achievement of the outputs is progressing well with four of the eleven outputs already achieved and most of the others likely to be achieved by the end of the project, although there are no reports about progress for some of the indicators. The achievements can be attributed to the project.

However, the training of a limited number of civil servants will probably not have any substantial impact on the development objective. This seems to be an example of the missing outcome level between the outputs (persons trained) and the impact on overall leadership. This is the case both for the training in public policy, planning and negotiations and for the training in HR. There seem to be several missing outcomes in this regard. The first is the scale of people with new skills and knowledge required to achieve the ultimate goal, the second is the creation of sustainable structures for ongoing training of civil servants after the project ends and the third is an outcome related to improved processes of HR management.

It is difficult to assess the degree of achievements of the project objectives and if they are likely to be achieved at the end of the project, since they are vaguely formulated and have no indicators. Considering however, that there is a gap in the project’s theory of change, with objectives that are far more ambitious than the outputs, the project is unlikely to achieve the objectives. In the following, the achievements of each of the project objectives are analysed:

a) Objective 1: Build capacity in public administration, public policy planning and negotiations within the Georgian public service, to meet global standards and best practice

The objective does neither define how much capacity that should be built, nor which global standards and best practice should be met. No indicators at the project objective level have been developed. However, the project has undoubtedly built substantial individual capacity of those civil servants that participated in the training. Considering that Georgia has about 17,000 public servants at central level¹¹, the training of 125 of them, however important that may be, cannot be expected to make a significant difference to the Georgian public service.

b) Objective 2: Establish a Georgian-language public-policy planning and negotiations training at GFSIS

The objective does not define what constitutes the establishment of this training at GFSIS. It is clearly not enough for the achievement of the objective, as it is formulated, that GFSIS has the capacity to conduct this kind of training, which they will most likely have. They must also be seen to have a role in the Georgian public training system. GFSIS must have the structure, the financing and the trainers and actually conduct the training of one or several courses each year for a number of years after the project period. Indicators for the objective have not been developed.

c) Objective 3: Improve human resources management practices across the Government of Georgia

This objective refers to HR management practices across the Government of Georgia, without defining what practices and without any indicators and without any baseline. It seems to be a very ambitious objective that the HR training of this relatively small project would be able to improve HR practices to the scale implied in the words *across the Government of Georgia*. The project will undoubtedly improve the HR knowledge and skills of participating HR managers and others, but it is uncertain to what extent the government practices will be improved.

The HR managers who have been interviewed have praised the training and talked about how helpful the training is for their efforts to improve recruitment, continued development of job descriptions and performance assessments. The reviewers believe that substantial improvements can only happen if the efforts of the project to build individual capacity can be linked to institutional capacity building and a Government policy or programme to improve the HR management. No indicators have been developed to measure the achievement of the objective.

¹¹Assessment Study on Capacity Building and Cooperation in Public Administration in the Caucasus. GFSIS. Tbilisi May 2002.

The knowledge and skills that have been acquired by the public servants who are trained in planning, policymaking and negotiations and by the trained HR managers and specialists are sustainable achievements by the project. The evaluators have also found that in order for the GFSIS training capacity to be sustainable, the government ministries and agencies must be willing to send their staff to the training in the future even if there is a fee for the training. A sustainable benefit is also the network of the public servants, the alumni from both the Sida funded and other training, which has today over 1,000 members and is administered by GFSIS.

The gender and diversity training has been of high quality, the participants' knowledge and understanding has increased but most of them have not been able to transform the knowledge into actions.

A great number of risks have been identified in the Project document, the Assessment memo and the Inception report. Only a few of the identified risks are real risks to the project. The others can be managed within the project – and have in fact been effectively managed - and should not be considered as risks.

The evaluators have found that the project reports provide accurate and detailed information on accomplished activities and some information about the achievements of the outputs, but this information is not complete and is not well organised and the developments of the indicators for the outputs are not reported. The annual reports contain no information or analysis about the achievements of the project objectives. The review has also found that the course evaluations are meticulously analysed, reported and used for adjustments.

Recommendations are:

- The project objectives should be reformulated and indicators for them should be developed (GFSIS.)
- The output indicators defined in the logical framework Annex of the Inception report should be used for follow-up and included in the project reports (GFSIS).
- Data for the indicators on gender focus and awareness should be collected and analysed with the aim of focusing the training more on transformation of knowledge into actions (GFSIS).
- For the last two training courses and for the HR component, it is important that the training of trainers is monitored and that the quality of the trainers is secured with the assistance of SIPU (GFSIS and SIPU).
- The study trip is a great incentive to participate in the training. GFSIS should maintain the inclusion of the study trip, even if it may be reduced to fewer days. The negotiation technique training itself could be conducted in Georgia (GFSIS).
- Consider strengthening of Civil Service Bureau to be the driving force for public administration training, through combined donor and Government initiatives (Sida).
- Discussions should be initiated between the Embassy and GFSIS about the prospects for sustainability after the project ends.

1 Evaluation Background, Rationale, Methodology and Limitations

This is a mid-term review. The Terms of Reference (ToR) define the users of the review as the Sida Eastern Europe Unit, the Swedish Embassy in Georgia and the Georgian Foundation for Strategic and International Studies (GFSIS). The review takes stock of the implementation of the Sida funded project “Capacity Building of the Georgian Leadership Community for Improved Decision-making and Negotiation Skills (CBGL)” that has been implemented by GFSIS since May 2009 (completion date Nov. 2013) with an overall budget of 15 000 000 SEK. The review covers the period from the start of the project to 31 December 2011.

Using the DAC and Sida evaluation definitions, the following criteria are included in the ToR.

- a) The *effectiveness* of the project so far (To what extent are the objectives/results likely to be achieved? What are the major factors influencing the achievement or non-achievement of the objectives?)
- b) The *relevance* of the objectives (To what extent are the objectives of the project still valid?)
- c) The *sustainability* of the benefits (To what extent will the benefits of the project continue after the project completion? What is the level of ownership? Are the Georgian institutions ready to build on the project achievements and carry on sending their staff to the courses providing their own resources?)
- d) The *cost-efficiency* of the activities.

The review will also assess gender focus, risk analyses and the internal monitoring and quality assurance system.

Indevelop had the overall professional and contractual responsibility for the assignment and provided the necessary back stopping and quality assurance to the consultant to ensure that the services provided were effective and met the expectations of Sida. The review was conducted by a team of one international evaluator (Bernt Andersson) and one Georgian evaluator (Medea Gugeshashvili).

To answer the evaluation questions, a combination of quantitative and qualitative methods has been used for the collection of data and information:

- Desk review of project document and other documents, activity plans, minutes and reports (see list of references in Annex 6);
- Analysis of quantitative data about number of course, number of participants, number of policy paper produced, gender balance etc
- Individual structured interviews of project staff, teachers, trainers-to-be, students, government representatives and Sida staff (see list of persons met in Annex 3)
- One group discussion with former course participants (see participant list in Annex 3);

- Focused observations for assessing, as far as possible during a short time, the knowledge and capacities of project staff and trainers.

Different forms of triangulation have been used, obtaining information through the various sources described above. The evaluators decided to interview staff at the Swedish embassy, project staff, and trainers and trainers-to-be at GFSIS, government representatives and present and former course participants. Based on this, the detailed list of persons to interview for each of these categories was proposed by GFSIS, in consultation with the Swedish Embassy. It cannot be ruled out that the persons selected were biased, having a basic positive opinion of the project.

Most of the interviews were conducted in English. When interviewees have preferred the Georgian language, the national evaluator of the review team translated. For assessment of the quality of the training and trends, the evaluators have used the course evaluations and for assessment of the policy impact from the production of policy papers, the evaluators have relied on the analysis by GFSIS of the 41 policy papers from the first two training courses².

This review has had a utilisation focus in the sense that the Swedish Embassy in Georgia and GFSIS have been involved through briefing, discussions and de-briefing by the consultant team. The Embassy had shared the ToR with GFSIS before the evaluation. The review will be used by Sida and implementing partners to take action as needed for the continuous implementation of the project.

It has not been possible to assess to what degree the objectives have been achieved since they are vaguely formulated and lack indicators. The project outputs have indicators, but some of them have not been monitored by the project. Due to the limited time, gender content and awareness and knowledge of transition and EU aspects, as shown in the policy papers could only be analysed in the participants' policy papers or summaries that had been translated to English.

The field work has been greatly facilitated by GFSIS. We would like to express our appreciation for the kind and effective support we have received from all parties involved. The preliminary findings from the field work have been shared and discussed with the Embassy and GFSIS. Nevertheless, this report remains the full responsibility of the evaluators. The views and recommendations expressed in this report represent the views of the evaluators and are not necessarily shared by Sida.

² Annex 8, CBGL Third annual report. 15 February 2012

2 The Project

2.1 PROJECT BACKGROUND

Sida has been active in Georgia since late nineties and especially after Sida opened its office in Georgia in 2006. Since then, the Georgia democratic governance and human rights sector has been one of the most important focus areas, as a core priority in Sida's Georgia country strategies.³

Over the last few years Georgia has undergone rapid reforms and managed to switch from the “survival mode” to a new stage of “modernisation”. This has taken place under a new generation of Georgian leaders, many educated in Western countries. However, human capacity in the public administration is still very limited, especially among middle and low-level public servants. Furthermore, decisions on contested matters are inadequately prepared. There is an overall lack of strategic and systematic view of the issues, and decisions are made reactively rather than proactively. Externally, Georgia is frequently underequipped in negotiations to fully represent its interests in multilateral discussions.⁴

Lack of job stability and insecurity are major concerns for the public servants, which contribute to difficulties to make independent judgements and cause poor delegation of authority adversely affecting performance and efficiency. Efforts to increase efficiency are however visible within the semi-independent government bodies, the Legal Entities of Public Law, i.e. Civil Registry, the Public Registry, etc., mainly because they can generate and retain revenues from their services.

Georgia has acquired a maritime border with the European Union (EU) with the most recent EU enlargement. Georgia intends to get closer relations with the EU, and is pursuing this goal under the EU Partnership and Cooperation Agreement and the European Neighbourhood Program (ENP) Action Plan. However, the EU-approximation process cannot succeed without building a viable, efficient state – the basis of which is a professional public service.

Georgia does not have any central training institution to train public servants. Though several line ministries have training centres, they address narrow, agency-specific skills.

One of the problems identified in the public sector of Georgia is lack of capacity at middle level civil servants and high level of their turnover. Sida responded to this by

³ From the Inception Report: Capacity Building of the Georgian Leadership 2009-2014, Submitted by GFSIS and SIPU International in October 2009

⁴ Project document, CBGL. GFSIS. December 2008

providing a grant to GFSIS, that is a well-established Georgian NGO with good track record, to develop and provide capacity building of public servants and civil society in policy development, planning and negotiation skills.

2.2 OBJECTIVES OF THE PROJECT

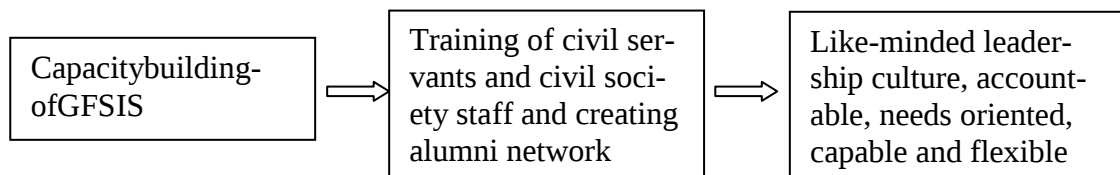
The development objective of the project is to promote a like-minded leadership culture that is accountable, oriented to meeting the needs of Georgian society, capable in making well-founded decisions in a transparent manner, and flexible in responding to changing circumstances.

The project objectives are to:

- Build capacity in public administration, public policy and negotiations within the Georgian public service, to meet global standards and best practices.
- Establish a Georgian-language public-policy and negotiations training programme at GFSIS.
- Improve human resource management practices across the Government of Georgia.⁵

What the project aims to attain and how this will be achieved, is illustrated in the following figure.

Figure 1. The theory of change



The project will build capacity at GFSIS (project objective nr 2) to conduct training of civil servants and of civil society. Training of some persons from civil society has been included in order to promote the understanding and participation of civil society in the public policy making process. Training of 125 civil servants and civil society staff in policy-making, planning and negotiation skills is the main part of the project activities (project objective nr 1), together with the training of around 50 HR managers in modern HR methods (project objective nr 3). This will - to some extent - contribute to the achievement of the development objective of a likeminded leadership etc.

⁵ The objectives are described in the Inception report, GFSIS and SIPU International. October 2009

However, to have any substantial impact on the development objective, the training should be established or institutionalised within GFSIS and continue beyond the project period. The capacity building of GFSIS thus becomes the most important objective for the project. The likelihood of achieving the objectives is analysed in section 4.1

Since project activities are more limited in scope than the project objectives, it is not clear from the project design if this project was really meant to substantially contribute to capacity building of the public administration, to establish a sustainable training at GFSIS and change the HR practices across the Government of Georgia. Or if the purpose of the project was to make a limited – but important – contribution to these goals during a five year period, in the hope that this will create a momentum for a process that will be sustained with inputs from the government and other donors' assistance to the public sector.

The above theory of change is well reflected in the logical framework of the project⁶. A number of outputs have been identified for each of the three project objectives. The outputs in the ToR are slightly different from the ones in logical framework of the Inception report. The main difference is that the ToR includes that selected ministries institutionalise internal systems of effective (HR) management.

2.3 IMPLEMENTATION ORGANIZATION

GFSIS has received a grant from Sida to implement the project. During the project preparation, GFSIS conducted analyses of what kind of courses it could provide using its own capacity and experts and where they needed external help for developing GFSIS own capacity to conduct courses on certain topics. An open tender was announced for procuring services for external technical assistance identified by GFSIS. The bid was won by the Swedish Institute for Public Administration (SIPU) International that became consultant to GFSIS. SIPU has subcontracted the Estonian partner, Estonian School of Diplomacy (ESD) to learn from the Estonian experiences of EU-integration process.

⁶Inception Report. Annex 1.GFSIS and SIPU International. October 2009

3 Findings and Conclusions Regarding Achievements

The analysis below of the activities and outputs builds on the Annual and Semi-annual reports and other documents (references in Annex 6) as well as verifications by the evaluators during the field visit and the interviews conducted (list of persons interviewed in Annex 3).

Each output has 1-4 indicators and the total number of indicators is 23. There are three groups of indicators for the outputs. The indicators in the first group are easy to objectively verify, like: curriculum developed, contract signed with participants, assignments given to participants and reported back, existing pool of trainers etc. The second group of indicators that measure improved knowledge and skills are all measuring the course participants' subjectively perceived improvements as reflected in the course evaluations. The third group of indicators refers to the inclusion of EU aspects and gender awareness in the policy papers.

3.1 OBJECTIVE 1: BUILD CAPACITY IN PUBLIC ADMINISTRATION, PUBLIC POLICY PLANNING AND NEGOTIATIONS

3.1.1 Output 1: Curriculum, course materials, trainers and course schedule

Initially a number of consultations between GFSIS, the Government and the Swedish Embassy took place to define the content of the training. The experience of GFSIS from an earlier needs assessment⁷ of the public service capacity also guided the design.

The design of the training and its modules, the preliminary course schedule as well as development of training material and identification and preparation of Georgian, Swedish and Estonian trainers and mentors was all done by GFSIS and SIPU International during the first 6 months of the project, July to December 2009. A module about trade policy was included to respond to the needs of the Government for the EU integration process.

Each of the five training courses covered initially 16 modules during 120 hours and took about 7 months to complete. Some additional modules were later added.

⁷Assessment Study on Capacity building and Cooperation in Public Administration in the Caucasus, GFSIS.Tbilisi May 2002 (Financed by Cida).

The contracting of an international partner and procurement of training material was done using Sida procurement rules.

Conclusion: This output is already achieved.

3.1.2 Output 2: A roster of committed programme participants with commitments from supervisors to support their participation

The procedures for announcement of the training and selection of candidates were developed in 2009. An interview matrix was developed to measure the candidates' analytical skills, English language proficiency, relevance of their position in relation to policy development, level of involvement in EU-integration, etc.

The first cohort of participants was selected in November 2009 for the course starting in December 2009 and ending in June 2010. The subsequent cohorts were selected in June 2010 for the second training course and in May 2011 for the third training course. The courses have always had far more applicants than what can be accommodated, which can perhaps be seen as an indicator of the relevance of the training and the interest (Table 1 below).

Table 1: Number of applicants and course participants

Cohort	Applicants from Government	Applicants from Civil society	Number of course participants	Gender of selected participants Females/males
09/10	65	42	25	17/8
10/11	60	48	28	17/11
11/12	88	40	29	20/9

The target group for the decision-making and negotiation training is middle level public servants from the executive and legislative branches of the government and civil society. The participants from the first cohorts came from the public sector (80%) and civil society (20%). They were at the level of specialists (64%), head of divisions or departments (16%) or had other positions in the public sector or civil society organisations. Practically all of the public servants came from the executive branch. About two thirds of participants were women, reflecting the gender balance in the public administration.

Judging from the interviews with Government representatives and development of the policy papers and their relevance, and from the advancement and promotion of many participants from the training, the training has been able to select relevant participants supported by their supervisors and participants have been able to contribute to improving and reforming their respective ministries or agencies (see part 3.2.3 below).

Conclusion: This output is already achieved.

3.1.3 Output 3: Georgian public servants with improved knowledge and skills of the programme subjects, and a network of likeminded public servants, yielding better decision-making in the public service

The project will conduct five training courses, each with about 25 participants. The first three courses have been finished:

- Cohort 09/10 from December 2009 to June 2010
- Cohort 10/11 from September 2010 to May 2011
- Cohort 11/12 from June 2011 to February 2012

These first three courses have all been in the English language. The fourth course that started in April 2012 is given in English.

An important element of the training is to develop policy papers under the guidance of the mentors of the project. The policy papers are discussed in public debates with participation of the alumni, the GFSIS network, invited experts and other persons interested in the issues presented. All of the students from the public sector (41 students) finished their policy papers and the proposals of nine of them are actually being implemented within their agencies⁸.

According to the follow-up by GFSIS of participants from the first two cohorts, 28% of participants have been promoted after the training, most often to the positions of Head of Unit, Head of Division or Head of Department. About 50% have remained in the position they had before the training, but mostly with additional responsibilities. About 9% have moved to other ministries or public sector agencies or joined the public sector. The remaining 13% have left the public sector, some of them for further training.

The indicator for this output is *perceived increased knowledge and skills* of participants according to the participants' course evaluations. This is analysed in the project reports. The question/statement in the course evaluation is: *My understanding of the subject has improved*. In average 79% of course participants of the three first training courses agree or strongly agree to the statement (see annex 4).

Conclusion: The achievement of this output is progressing well.

3.1.4 Output 4: Improved understanding of post transition and EU integration, frameworks and processes in the EU

The activity under this output is to conduct study visits to Estonia for each course.

One week study visits to Estonia have been conducted for the first three courses. The study visits have been arranged by EDS, contracted by the project. Aims of the

⁸Annex 8 of the CBGL Third Annual Report

visit are to learn from the experience of the Estonian EU-integration process, to strengthen participants' international communication and negotiation skills and to establish contacts with representatives of Estonian political institutions.

Course evaluations show great appreciation of the study visits, exceptionally high ratings for content and presenters. For the first cohort that was in Estonia in April 2010, 96% agreed or strongly agreed that content was valuable and useful and 96% also agreed or strongly agreed that presenters were knowledgeable and skilled.

After the study visit in April 2011 for the second cohort, 100% of participants stated that the overall benefit was excellent or good, that their expectations were fulfilled and that the knowledge acquired could be used in their work in Georgia. The appreciation of the lecturers was however lower than for the first study visit, on average 72.5% thought the lecturers were excellent or good. There is no report yet from the third study visit.

The indicator for this output, to measure improved understanding, is that participants' increased understanding of transition and EU aspects is emphasised in policy papers. This indicator has not been analysed or documented in the project reports and it was not possible for the evaluators to go through all policy papers written in Georgian due to limitations in time.

Conclusion: Activities are progressing well, but the indicator for the output is not reported on.

3.1.5 Output 5: A network of likeminded public servants, sharing best practices in gender-sensitive public policy and public administration and corollary improved knowledge and resource sharing regarding gender issues among Georgian public-policy stakeholders

The activities for this output include introductory seminars on gender mainstreaming, training module on gender, review of policy papers from gender and diversity perspective and including gender and diversity in public discussions when relevant.

There are no activities under this output with the aim of creating a network for gender issues.

The introductory seminar was conducted in December 2009 and the training module on gender and diversity was developed by a gender expert and given to the first three cohorts. The gender expert also conducted individual meetings to give advice on the policy papers.

The indicator for this output is that policy papers take gender and diversity issue into account. This is analyzed in section 4.6 below.

Conclusion: Activities are progressing well, but the indicator for the output is not reported on.

3.1.6 Output 6: Enhanced communication, knowledge sharing and collaboration among public policy stakeholders across the government and civil society

Activities for this output are to conduct public discussions, three alumni retreats and to maintain a project web portal.

Public discussions were held on the policy papers for the two first cohorts during three days in July 2010 and May 2011. The first alumni retreat took place in October 2011 for the first two cohorts. The theme was “Organisational Culture in the Public service”. A project website has been created as a common virtual space for communication among participants and other interested professionals, and for support of project activities. All training materials have been up-loaded to the website.

One of the indicators for this output is that public discussions and alumni retreat are conducted. This has been achieved. The other indicator is about perceived increase of communication and knowledge sharing among course participants. There is no reporting on this indicator but all of former and current course participants that have been interviewed praise the course for giving them a network of colleagues in other ministries and government agencies. If they need to contact another government unit, they will probably have a colleague there that they already know and whom they can call. Former course participants also meet now and then for other events or just to have coffee together.

Conclusion: Activities are progressing well, but one of the indicators for the output is not reported on.

3.2 OBJECTIVE 2: ESTABLISH A GEORGIAN-LANGUAGE PUBLIC-POLICY PLANNING AND NEGOTIATIONS TRAINING PROGRAMME AT GFSIS

3.2.1 Output 7: Qualified Georgian speaking trainers in public administration, policy analysis and negotiations who will train the last two cohorts of participants in Georgian

During the inception period, the capacity of Georgian experts and existing resources was identified. From the beginning, Georgian experts were responsible for half of the lectures. Nine senior teaching experts and three junior experts from GFSIS were selected to be trained.

In 2010 the Georgian trainers-to-be (TTB) started developing a completely Georgian version of the training program curriculum. The TTBs attended the training modules of the cohort 09/10 to familiarise themselves with the training and to have discussions with the international trainers about the development of the Georgian version. The TTBs also had one week methodological training in Stockholm.

Gradually, during the second and third training courses, the TTBs have been involved in the training activities and conducted parts of the training under supervision of the international experts. The two last training courses will be conducted by the Georgian trainers and the international consultant will focus on supervision and quality assurance of the trainers. The course evaluations of the last two courses will give an indication of the quality of the training provided by the Georgian trainers.

Conclusion: All activities regarding selection and preparation of the trainers have been implemented, except that the Georgian trainers will conduct the training for the last two courses in 2012 and 2013. The achievement of the output is progressing well.

3.2.2 Output 8: Institutional strengthening of GFSIS through acquiring training capacity in providing gender-sensitive public policy, public administration, and negotiations skills

The activity under this output is to create a pool of Georgian trainers who are able to deliver training in public administration, public policy and negotiations after the project has finished. The institutional strengthening is limited to training-of-trainers. No activities for other aspects of institutional strengthening of GFSIS are included.

At the beginning of the project, GFSIS could already provide an extensive pool of experts that could be teachers and who took responsibility for half of the training sessions. Through the training-of-trainers component, GFSIS will also have access to nine additional trainers and will have a sufficient number of trainers to conduct future training courses with all the components in the current training.

Conclusion: This output has been achieved.

3.3 OBJECTIVE 3: IMPROVE HUMAN RESOURCE MANAGEMENT PRACTICES ACROSS THE GOVERNMENT OF GEORGIA

Achievement of the outputs for this objective will most likely not lead to the achievement of the objective, since the objective goes far beyond the outputs. While the objective is to improve the HR management across the government, the outputs are limited to training of HR staff, even if the training includes methods for change management.

3.3.1 Output 9: Awareness of best practices in public administration and human resource management and enhanced contacts of human resource managers

During the inception phase, the project started a pre-study of the HR function to understand the current situation within the Georgian public administration with respect to HR management and to contribute to the planning of a HR Study tour and subsequent training. The selected topics to be included in the Study Tour were identified and a draft Study Tour schedule was developed and discussed with the selected HR managers and discussed in a roundtable meeting. Two HR experts were selected in 2009 as trainers for the HR component and involved in the training (see section 3.4.3 below for more about the training of trainers).

The HR-managers, participating in the training have established a network and there are reportedly frequent contacts between HR-managers in different ministries.

The indicator for this output is perceived awareness of best practices among participants. This was achieved according to the evaluation conducted at the end of the study tour.

Conclusion: This output has already been achieved.

3.3.2 Output 10: Around 50 human resource managers from Georgian governmental institutions improve knowledge and how to apply sound human resource management practices from EU countries

About 25 Senior HR managers were identified in 2010 and selected for the study tour and training in Stockholm, which was conducted in October 2010. The task for the HR managers was to assist in designing the HR training. Later in 2010, the HRM training program was designed based on the study tour, inputs from the group of HR managers, a group of Swedish experts and a new roundtable discussion in November 2010 which included the Swedish and Georgian HR specialists from the public sector.

The HR training component consists of three themes, high level seminars directed to decision makers, strategic HR issues for HR managers and HR tools and practices for HR managers and practitioners.

After having developed the HR training program, 45 trainees were selected early 2011 and four training sessions were held that year by Swedish HR experts. The training was provided in English with interpretation to Georgian.

Four training modules were conducted in 2011 with 44 hours. Three HR training modules will be provided in 2012 (36 hours) and the final three modules (36 hours) in 2013. The participant's evaluation of the training⁹ indicates that the training is very useful and professionally conducted, with an average score of 4.55 on a scale of 1-5.

It is too early to see any effects of the HR training. Some of the participants that were interviewed said that they were involved in the work with developing job descriptions, which had started about 10-15 years ago. Others were eager to apply their skills in new recruitment procedures and performance assessment.

The indicators for this output is perceived improved knowledge and capacity, and participants presenting a case of applied modern and sound HR practices. Course evaluations of performance management and change management show that on average of 85% of participants perceive that their understanding has improved. There is no documentation of the participants' studies.

Conclusion: The activities are being implemented and progress is made towards achievement of the output.

⁹Course participant's evaluation of the sessions on Change Management (May 2012) and Performance Management (March 2012), GFSIS internal documents.

3.3.3 Output 11: Georgian trainers are able to deliver high level training in human resource management

Two Georgian HR experts with substantial experience in HR have been selected to the training of HR trainer component. Both of them had training experiences before they were selected to this project. They also knew about the HR tools like job descriptions, performance assessments, methods for recruitment and selection of staff etc. But they lacked the knowledge on modern methods to implement these tools in an organisation. The project training of trainers has provided updated knowledge of modern versions of the tools and skills on how to implement them.

The two selected trainers have been involved in the HR training from the outset and have delivered parts of the training.

The indicator for this output is that the Georgian trainers receive high score evaluation from participants. This will be measured at the end of the training courses in 2012 and 2013.

Conclusion: Activities are progressing well, but it is too early to evaluate the training-of-trainers component and the trainers' competence to continue to conduct HR training.

3.4 CONCLUSIONS ABOUT ACHIEVEMENTS

After analysing activities and achievements of outputs (objectives are analysed in the next section), the evaluators conclude that all activities that were planned for the reviewed period have been implemented. The achievement of the outputs is progressing well with four of the eleven outputs already achieved and most of the others likely to be achieved by the end of the project, although there are no reports about progress for some of the indicators. The achievements can be attributed to the project.

A concern for the project is that although outputs are achieved this will not be sufficient to achieve the project objectives. This is further analyzed in the following section.

4 Main Findings and Conclusions Regarding the Evaluation Questions

4.1 TO WHAT EXTENT ARE THE OBJECTIVES/RESULTS LIKELY TO BE ACHIEVED

As analysed above the project outputs will likely be achieved at the end of the project. As earlier noted however, the training of 125 civil servants will probably not have any substantial impact on the development objective. This seems to be an example of the missing outcome level between the outputs (persons trained) and the impact on overall leadership. This is the case both for the training in public policy, planning and negotiations and for the training in HR. There seems to be several missing outcomes in this regard. The first is the scale of people with new skills and knowledge required to achieve the ultimate goal, the second is the creation of sustainable structures for ongoing training of civil servants after the project ends and the third is an outcome related to improved processes of HR management.

Several other donors support the development of an efficient and transparent public administration (UNDP, EU, USAID, World Bank) and they may contribute to the development objective of a likeminded leadership. Most of this support however, goes to the democracy processes like strengthening the political party system and the election capacity, as well as to the local level public administration.

In the following, the achievements of each of the project objectives are analysed:

- a) *Objective 1: Build capacity in public administration, public policy planning and negotiations within the Georgian public service, to meet global standards and best practice*

The objective does neither define how much capacity that should be built, nor which global standards and best practice should be met. No indicators at the project objective level have been developed. However, the project has undoubtedly built substantial individual capacity of those civil servants that participated in the training. Considering that Georgia has about 17,000 public servants at central level¹⁰, the training of 125 of them, however important that may be, cannot be expected to make a significant difference to the Georgian public service (see above).

- b) *Objective 2: Establish a Georgian-language public-policy planning and negotiations training at GFSIS*

¹⁰¹⁰ Assessment Study on Capacity Building and Cooperation in Public Administration in the Caucasus. GFSIS. Tbilisi May 2002.

The objective does not define what constitutes the establishment of this training at GFSIS. It is clearly not enough for the achievement of the objective, as it is formulated, that GFSIS has the capacity to conduct this kind of training, which they will most likely have. They must also be seen to have a role in the Georgian public training system. GFSIS must have the structure, the financing and the trainers and actually conduct the training of one or several courses each year for a number of years after the project period. Indicators for the objective have not been developed.

c) Objective 3: Improve human resources management practices across the Government of Georgia

This objective refers to HR management practices across the Government of Georgia, without defining what practices and without any indicators and without any baseline. It seems to be a very ambitious objective that the HR training of this relatively small project would be able to improve HR practices to the scale implied in the words *across the Government of Georgia*. The project will undoubtedly improve the HR knowledge and skills of participating HR managers and others, but it is uncertain to what extent the government practices will be improved. This could have been described and included in the project as a project outcome.

The HR managers who have been interviewed have praised the training and talked about how helpful the training is for their efforts to improve recruitment, continued development of job descriptions and performance assessments. The reviewers observe that substantial improvements can only happen if the efforts of the project to build individual capacity can be linked to institutional capacity building and a Government policy or programme to improve the HR management. No indicators have been developed to measure the achievement of the objective.

Conclusion: It is difficult to assess the degree of achievements of the project objectives and if they are likely to be achieved at the end of the project, since they are vaguely formulated and have no indicators. Considering, however, that there is a gap in the project's theory of change, with objectives that are far more ambitious than the outputs, the project is unlikely to achieve the objectives.

4.2 MAJOR FACTORS INFLUENCING THE ACHIEVEMENT OR THE NON-ACHIEVEMENT OF THE RESULTS AND OBJECTIVES

Major activity and output achievements so far are:

- The training and its modules have been developed, as well as the training material and identification and preparation of Georgian, Swedish and Estonian trainers and mentors
- The project has successfully conducted three out of the planned five training courses. The training has been able to attract relevant participants supported by their supervisors.

- Study visits to Estonia have been conducted for the first three courses, arranged by the ESD, to get experiences of the Estonian EU-integration process. Course evaluations show exceptional high ratings for content and presenters.
- A training module on gender and diversity has been developed by a gender expert and the gender expert has conducted individual meetings to give advice on the policy papers.
- A project network and a website have been created. Former and current course participants praise the course for giving them a network of colleagues in other ministries and government agencies.
- Georgian experts to be trained as future trainers have been selected and developed a completely Georgian version of the training program curriculum and been involved in the training activities.
- The project has developed a HR training program. About 50 trainees were selected and four training sessions were held in 2011 by Swedish HR experts.
- Two Georgian HR experts with substantial experience in HR have been selected for the training of HR trainers component and been involved in the HR training from the outset and have delivered parts of the training.

Main factors that have influenced the achievements of the outputs are the successful positioning of the course in relation to the needs of the public sector, based on a thorough needs assessment, and the design of the course, making it relevant and attractive to middle level decision makers and experts of the public sector and civil society.

Another main factor is the outstanding capacity of GFSIS to implement the project activities through meticulous planning, organisation and monitoring of the project activities. The involvement of SIPU International and the EDS has further strengthened the project in developing the course content and the conduction of the training, using modern training methods.

The main factor influencing the un-complete achievements of the project objectives is that outputs are limited and do not correspond to the scope of the more ambitious objectives. There are, in other words, no outputs related to increased capacity of the public sector, to improve HR management practices or to the institutional capacity of GFSIS, other than creating a pool of Georgian trainers.

4.3 TO WHAT EXTENT ARE THE OBJECTIVES OF THE PROJECT STILL VALID

The objectives are vaguely formulated and it is not possible to determine if the objectives are achieved or not. There is a gap between the objectives and the outputs. No indicators have been defined. This has been discussed in section 4.1 above. Please see also the first recommendations in section 6.

4.4 THE SUSTAINABILITY OF THE BENEFITS GENERATED BY THE PROJECT

The knowledge and skills that has been acquired by the about 125 public servants that are trained in planning, policymaking and negotiations and the about 25-50 trained HR managers and specialists are sustainable achievements by the project. Participants are likely to use the knowledge and skills in their work over a long period of time. The sustainability is further reinforced by the fact that a substantial number of participants are promoted after the training. Some of the alumni have advanced to high positions and among them are two deputy ministers. The policy papers that are produced by participants have generally been well received. From the first two cohorts, 21% of the policy recommendations of their policy papers have been accepted by their government ministry or agency and proposals from the policy papers are being implemented¹¹. The number of public servants trained by the project, within the project period, will however not be enough to create a critical mass that will by itself generate further reform.

The project has strengthened the training capacity of GFSIS and they have the trainers, curriculum and all materials to continue to offer this kind of courses. GFSIS also have the organisational capacity that is required to conduct this kind of training. It is, however, unlikely that the Government in the near future will itself finance the training and consequently, GFSIS will have difficulties to attract participants after the project period.

To increase the attractiveness of the training GFSIS has initiated efforts to obtain a degree-granting license to offer the training as part of a Master's Degree program in Public Policy and International Affairs. The course will also be offered to the banks and the other private sector institutions and firms.

A sustainable benefit is the network of the alumni from training, not only the Sida funded training, which has today over 1,000 members and is administered by GFSIS. The alumni is invited to the public discussions of the policy papers produced as part of the current training courses and also to a number of public lectures arranged by GFSIS each year.

The sustainability of the achievements must be seen in the context of the Georgian public sector and ongoing reform initiatives. There are currently two competing drafts of a new civil service code submitted to the parliament. One that is based on contracted civil servants with merit based careers and another one where civil servants are contracted for specific issues and projects. If the latter draft will be the one guiding

¹¹ CBGL Third Annual report, Annex 8. 15 February 2012

the civil service, the job uncertainty of civil servants will hamper the sustainability of the training.

The weak Civil Service Bureau (CSB) is a problem for continued development of training of civil servants and the development of HR functions. The mandate of the CSB could give the institution a leading role. There are some hope that the support to CSB from the USAID project Good Governance in Georgia (G3) can strengthen the bureau and contribute to the development and unification of HR management that is also promoted through the Sida project. A strengthened CSB could increase the sustainability of the kind of training that the project has developed.

Conclusion: The knowledge and skills that has been acquired by the public servants who are trained in planning, policymaking and negotiations and by the trained HR managers and specialists are sustainable achievements by the project. The evaluators have also found that in order for the GFSIS training capacity to be sustainable, the government ministries and agencies must be willing to send their staff to the training in the future even if there is a fee for the training.

4.5 COST-EFFICIENCY OF PROJECT ACTIVITIES

The project budget is 15 million SEK, divided with 7 million SEK to GFSIS and 8 million SEK to SIPU International.

Administrative costs, according to the budget, make up 12% of the total Project costs. This refers to the administrative cost of GFSIS. In addition, administration was also part of the responsibilities of the other implementing partner (SIPU International and the ESD) although combined with the technical support, so it is not possible to see how much was administrative versus technical support.

The budget and all financial reports have been reviewed in detail. Allocated and actual costs for the activities are reasonable compared to other projects, and in most cases the actual cost is lower than the budget. The reviewers have not found any instances of inefficiency.

4.6 GENDER FOCUS AND AWARENESS

The project has a very ambitious approach, intending to mainstream gender issues throughout the project activities and include gender specific training and seminars. The project document, the Sida Assessment memo and the Inception report set the ambition to mainstream gender and diversity into all stages of the project cycle. However, all of the ambitions (impact of the project on men and women in partner institutions, analysis of possible barriers to equal access to the project activities, monitoring of impact of participants on gender equality in public policies) have not been translated into activities (much less outputs or outcomes). The gender sensitive baseline indicators suggested in the Inception report have not been developed.

Initially, a seminar on gender and diversity was conducted for GFSIS staff, trainers-to-be and program participants (December 2009) to guide the mainstreaming of gender in the project and for the development of the gender component of the training courses. The course evaluations from this seminar demonstrated that the majority of participants¹² downplay the gender and diversity issue in Georgia and underestimate the importance and urgency of tackling the problems.

The first training module on gender and diversity was conducted in May 2010. Course evaluations showed that participants were critical regarding the inclusion and usefulness of this module. It was the lowest ranking module of all the training modules in regards to usefulness. The project decided to move the gender and diversity module to an earlier stage of the training and to devote more hours to this module to allow the trainer to spend more time discussing and analysing country specific issues linked to certain policies.

The gender and diversity module was conducted for the second training cohort in December 2010. The module had been modified according to experiences from the previous time, including more of regional and Georgian data and statistics. The course evaluations this time were better, with average scoring of usefulness and continued inclusion increasing from around 55% to almost 75%.

In February 2011, the gender and diversity training was given for the third cohort with the same content as the previous time. This time the scores for usefulness and continued inclusion had further increased to an average around 90%.

The gender experts also had individual meetings with all participants about the gender and diversity issues in their policy papers. Participants were given specific assignments to identify and apply gender analysis in their policy papers. The gender part of the policy papers was also highlighted in public presentations of policy papers.

The output related to gender (output 5) has 2 indicators:

- Policy papers take gender and diversity issues into account and identify gender issues in the situation analysis and the impact of policy options from a gender and diversity perspective
- Perceived increased knowledge and sensitivity among the participating public servants to gender and diversity issues verified through trainers' perception and participants' self-evaluations.

As for the first indicator, the review could only analyse the policy papers translated to English or with a summary in English. With a few exceptions, they do not address gender and diversity issues. As for the second indicator, course evaluations show that participants' knowledge has increased (see above).

¹² Calculation from Second and Third Annual Report, GFSIS, ESD and SIPU

Conclusion: The gender and diversity training has been of high quality, the participants' knowledge and understanding has increased but most of them have not been able to transform the knowledge into actions.

4.7 RISK ANALYSES

A great number of risks have been identified in the Project document, the Assessment memo and the Inception report (Annex 5). Only a few of the identified risks are real risks to the project (high-lighted in the table in Annex 5). The others can be managed within the project – and have in fact been effectively managed - and should not be considered as risks. So far there has not been an outbreak of conflict and there has not been a new government – although there are elections later in 2012. The risk that participants should not be allowed to advance in Government services and to exercise greater authority has not materialised. On the contrary, participants from the trainings have been generally well received when returning from training. The first two of the risks about government demand and buy-in have also not materialised as long as the cost for the training lies with the donor. However it is a risk for the sustainability of the training if the government is not prepared to pay the training he cost for future participants (see section 4.4 above).

4.8 INTERNAL MONITORING AND QUALITY ASSURANCE SYSTEM

Based on the Logical framework for the project, a monitoring system has been set up to monitor the implementation of activities. An annual report and a semi-annual report is produced by GFSIS, assisted by SIPU International and ESD, every year and submitted to Sida. The review has found that the reports provide accurate and detailed information on accomplished activities. The reports also contain some information about the achievements of the outputs, but this information is not complete and is not well organised. The developments of the indicators formulated for the outputs in the Inception report logical frame work, generally 2-3 indicators for each output, are not reported. The annual reports also contain no information or analysis about the achievements of the project objectives.

The other main part of the monitoring and quality assurance system is the regular course evaluations submitted by every course participant for each training module. These reports are summarised and analysed in the annual and semi-annual reports. The course evaluation tool is the most important instrument for quality assurance of the trainings. The review has found that the course evaluations are meticulously analysed, reported and used for adjustments.

5 Conclusions

All activities that were planned for the reviewed period have been implemented. The achievement of the outputs is progressing well with four of the eleven outputs already achieved and most of the others likely to be achieved by the end of the project, although there are no reports about progress for some of the indicators. The achievements can be attributed to the project. A concern for the project is that although outputs are achieved this will not be sufficient to achieve the project objectives.

It is difficult to assess the degree of achievements of the project objectives and if they are likely to be achieved at the end of the project, since they are vaguely formulated and have no indicators. Considering, however, that there is a gap in the project's theory of change, with objectives that are far more ambitious than the outputs, the project is unlikely to achieve the objectives.

The knowledge and skills that have been acquired by the public servants that are trained in planning, policymaking and negotiations and by the trained HR managers and specialists are sustainable achievements by the project. The evaluators have also found that in order for the GFSIS training capacity to be sustainable, the government ministries and agencies must be willing to send their staff to the training in the future even if there is a fee for the training.

The gender and diversity training has been of high quality, the participants' knowledge and understanding has increased but most of them have not been able to transform the knowledge into actions.

A great number of risks have been identified in the Project document, the Assessment memo and the Inception report (Annex 5). Only a few of the identified risks are real risks to the project (high-lighted in the table in Annex 5). The others can be managed within the project – and have in fact been effectively managed - and should not be considered as risks.

The evaluators have found that the project reports provide accurate and detailed information on accomplished activities and some information about the achievements of the outputs, but this information is not complete and is not well organised and the developments of the indicators for the outputs are not reported. The annual reports contain no information or analysis about the achievements of the project objectives.

The review has found that the course evaluations are meticulously analysed, reported and used for adjustments.

6 Recommendations

Recommendations are:

- The project objectives should be reformulated and indicators for them should be developed (GFSIS.)
- The output indicators defined in the logical framework Annex of the Inception report should be used for follow-up and included in the project reports (GFSIS).
- Data for the indicators on gender focus and awareness should be collected and analysed with the aim of focusing the training more on transformation of knowledge into actions (GFSIS).
- For the last two training courses and for the HR component, it is important that the training of trainers is monitored and that the quality of the trainers is secured with the assistance of SIPU (GFSIS and SIPU).
- The study trip is a great incentive to participate in the training. GFSIS should maintain the inclusion of the study trip, even if it may be reduced to fewer days. The negotiation technique training itself could be conducted in Georgia (GFSIS).
- Consider strengthening of Civil Service Bureau to be the driving force for public administration training, through combined donor and Government initiatives (Sida).
- Discussions should be initiated between the Embassy and GFSIS about the prospects for sustainability after the project ends.

Annex 1 – Terms of Reference

Review of the project Capacity Building of the Georgian Leadership Community for Improved Decision-making and Negotiation Skills

Evaluation Purpose: Sida wishes to procure a consultant for reviewing Sida funded project “Capacity Building of the Georgian Leadership Community for Improved Decision-making and Negotiation Skills” that has been implemented by Georgian Foundation for Strategic and International Studies (GFSIS) since May 2009 (completion date Nov. 2013) with overall budget of the project 15 000 000 SEK. Outcome of the review will be used by Sida Eastern European Unit, also by Swedish Embassy in Georgia and will be shared with GFSIS as the implementing partner and Government of Georgia.

Intervention Background: Sida is active in Georgia since late nineties and especially after Sida opened its office in Georgia in 2006. Since then the Georgia Democratic Governance and human rights sector has been one of the most important focus area having leading role in Sida’s Georgia country strategies. One of the problems identified in the public sector of Georgia is lack of capacity at middle level civil servants and high level of their turnover. Sida responded to the challenge providing grant to the GFSIS that is well established Georgian NGO with good track record. GFSIS is a think tank that also provides trainings to different categories of professionals, e.g. civil servants from various state authorities, experts, media representatives, NGO representatives, etc.

The project implementation partner is GFSIS to which Sida provided a grant. During the project preparation stage GFSIS conducted analyses what kind of courses it could provide using its own capacity and experts and where they needed external help for developing GFSIS own capacity to conduct courses on certain topics. An open tender was announced for procuring services for external help identified by GFSIS. The bid was won by Sipu International that became consultant to GFSIS.

The development objective of the project is to promote a like-minded leadership culture that is accountable, oriented to meeting the needs of Georgian society, capable in making well-founded decisions in a transparent manner, and flexible in responding to changing circumstances.

The project objectives are to:

- Build capacity in public administration, public policy and negotiations within the Georgian public service, to meet global standards and best practices.
- Establish a Georgian-language public-policy and negotiations training programme at GFSIS.
- Improve human resource management practices across the Government of Georgia.

Expected results at output/outcome level are

- 125 Georgian public servants (75 English and 50 Georgian-only speakers) will have improved their individual capacity in public administration, public policy and negotiation skills; all 125 trainees will have produced policy papers relevant to institutions where they currently work.
- A network of likeminded public servants is established, sharing best practices in gender-sensitive public policy and public administration and corollary knowledge and resource sharing among Georgian public-policy stakeholders is improved.
- 50 human resource managers from across governmental agencies are trained in modern practices of public administration and selected ministries institutionalise internal systems of effective management.
- GFSIS will be strengthened institutionally and will have a training capacity in providing gender-sensitive public policy, public administration, and negotiations skills, and in addition GFSIS develops capacity in delivering trainings in HR management.
- In mid to long term perspective, a critical mass of Georgian public servants are expected to have adopted best practices of public administration, decision-making processes, and negotiations skills and influences performance of the Government of Georgia positively.

Evaluation questions: the consultant is expected to answer following questions

- To what extent are the objectives of the project still valid
- To what extent are the objectives/results likely to be achieved
- What are the major factors influencing the achievement or non-achievement of the objectives
- Are activities cost-efficient
- Have the risk analyses been adequate
- How good is internal project monitoring and quality assurance including qualitative and quantitative assessments
- To what extent will the benefits of the project continue after the project completion
- What is the level of project ownership from Georgian side (Georgian institutions), are they ready to build on the project achievements and carry on sending their staff to the courses providing their own resources

Methodology: A consultant will need to conduct desk study of the project related documentation, e.g. Project Document, reports and project produced documents and products.

A consultant will need to conduct interviews with GFSIS and Sipu International relevant staff that are involved in the project. This will require to travel to Georgia and interview on the top of relevant GFSIS staff also Sida officers and selected number of the project beneficiaries – current students, alumni, relevant Georgian Government officials and some selected donors and civil society representatives.

Work Plan and Schedule: It is expected that review will happen in May 2012 and will take fifteen working days including about five working days in Georgia for conducting interviews and visiting project sites.

Before leaving Georgia update and debrief Sida and/or Swedish Embassy about early findings.

Consultant should produce a draft report by mid June if possible. After receiving comments from Sida the consultant will finalise the report.

Reporting: The consultant shall write a report of maximum 20 pages long (excluding appendices) with a three page executive summary. The report must be concise. The consultant first will produce a draft report that will be shared with Sida and after receiving comments and questions from Sida the draft will be finalised. The report should be submitted in Microsoft Word format.

Required skills and qualification: Sida is looking for a consultant

- familiar with aid effectiveness agenda, the Paris Declaration of Aid Effectiveness and the Accra Agenda for Action
- good knowledge of project cycle management
- at least five year experience of evaluation/reviewing projects
- experience in good governance and management
- the proposed personnel must have excellent spoken and written English
- knowledge of Georgian or other language spoken in the region will be an asset

Annex 2 –Time Schedule

Day	Time	Meeting	Remarks
Week of 30 April to 4 May		Preparations Collecting of documents Desk study	Home office
Sunday 6 May	03.20 am	Arrival of Bernt Andersson with Turkish Airlines TK 386	Pick-up at airport by Demi Hotel
Monday 7 May, morning	11.00	Briefing at the Swedish Embassy by Alf Eliasson, Counselor and Kakha Khimshiashvili Programme Officer Tel. +995 32) 2550320 ext.618 Email: kakha.khimshiashvili@foreign.ministry.se	Embassy of Sweden 15, Kipshidze street, Tbilisi, Georgia
Monday 7 May, afternoon	12.30	Initial meeting with GFSIS, Eka Metreveli Email: ekam@gfsis.org	Groups to be arranged or invited and questionnaire to be developed.
	20.00	Group discussions with students from fourth cohort Translation/compilation of group discussions and report writing.	
Tuesday 8 May, morning		Preparing for interviews of Georgian Government Officials (Ministry of Public Servants, Ministry of Planning, Cabinet of the President and others that have sent students to the training), Donors actively involved with capacity building of the public sector and Civil society	Detailed list of persons to interview and questionnaire to be developed
Tuesday 8 May, afternoon	12.00 1.30 3.00 4.00 5.00	Interviews of Georgian Government Officials, Donors and Civil society: Nino Makashvili – Parliament Nikoloz Kartvelishvili - Parliament Irina Zhvania and Tamar Abashidze – IPM Ia Jorbenadze – Ministry of Finance Nino Koridze – Ministry of Foreign Affairs Natia Avlokhshvili - Ministry of Foreign Affairs; Inga Kubetsia - Ministry of Foreign Affairs;	
Wednesday		Interviews of Georgian Government Officials,	

ANNEX 2 – TIME SCHEDULE

9 May, morning	10.30	Donors and Civil society continued: Natia Natsvlishvili, UNDP	
Wednesday 9 May, afternoon	12.00	Interviews of Georgian Government Officials, Donors and Civil society continued: Giorgi Chekhani, Ministry of Justice Translation/compilation of interviews and report writing	
Thursday 10 May, morning		Translation/compilation of interviews and report writing	Questionnaire to be developed.
Thursday 10 May, afternoon	12.00 12.45 13.30	Observation of training of HR students Interview with HR trainers Meeting with GFSIS	
Friday 11 May, morning	11.00	Preparation of debriefing presentation Meeting with the mentors of the training at GFSIS	
Friday 11 May, afternoon	12.30 13.30 16.00	Group discussions with former students from previous cohorts at GFSIS Debriefing meeting with GFSIS Debriefing with Swedish Embassy, Alf Eliasson, Counselor and Kakha Khimshiashvili, Programme Officer	
Saturday 12 May	04.15 am	Departure Bernt Andersson with Turkish Airlines TK 387	Transfer to airport by Demi Hotel
Weeks of May 14-25		First draft of review report	Home office
Week of May 28 to June 1		Quality control of the review report	
Before June 15		Submission of the draft review report to Swedish Embassy in Georgia	
Within 14 days		Comments by the Embassy	
Before June 30		Submission of the final review report to Swedish Embassy in Georgia	

Annex 3 – Persons Met

Georgian Foundation for Strategic and International Studies, GFSIS

Giorgi Dzidziguri, HR trainer, Chair of NGO SMART consulting and Head of QA, Archil Gegeshidze, Mentor and Senior Fellow

Eka Metreveli, Head of Project and Research Fellow

Vladimer Papava, Mentor and Senior Fellow, Georgian Technical University

Government representatives

Giorgi Abramishvili, Specialist, Ministry of IDPs, Refugees and Accommodation

Giorgi Chekhani, Specialist, Ministry of Justice

Ia Jorbenadze, Chief Specialist, Human Resources Division, Ministry of Finance

Nino Koridze, Consultant, Training Centre, HR Department, Ministry of Foreign Affairs;

Natia Avlokhashvili, Chief Specialist, HR Department, Ministry of Foreign Affairs;

Inga Kubetsia, Chief Specialist, HR Department, Ministry of Foreign Affairs;

Nikoloz Kartvelishvili, Head of the Division, HR Department, Parliament of Georgia

Nino Makashvili, Specialist, HR Department, Parliament of Georgia;

Participants in group discussion, former course participants

George Butkhuzi, Head of Department of Internal Audit, Ministry of Labour, Health and Social Affairs

Giorgi Kanashvili, Executive Director Centre for Cultural Relations, Caucasian House

Nana Kavtaradze, Senior Specialist, Office of the Minister, Ministry of Labour Health and Social Affairs

Nina Kekelidze, Senior Specialist, Chamber of Control

Mamuka Kurasbediani, Head of Division, Department of Asia, Africa, Australia and Pacific Rim, Ministry of Foreign Affairs

Ia Lomidze, Counsellor, Department of European Affairs, Ministry of Foreign Affairs

Natia Nasrashvili, Assistant at Registration Cadastre Office, National Agency of Public Registry, Ministry of Justice

Tornike Phulariani, Main Specialist, Environmental Policy and International Relations Department, Ministry of environment Protection

Manana Teteloshvili, Chief Specialist, Financial Policy Department, Ministry of Finance

Others

Alf Eliasson, Counsellor, Embassy of Sweden

Kakha Khimshiashvili, Programme Officer, Embassy of Sweden

Hans Norgren, Senior Advisor, Sipu International

Ulf Svan, Senior Advisor, Sipu International

Natia Natsvlishvili, Governance Team Leader, UNDP

Irina Zhvania, Head of the organization, IPM,

Tamar Abashidze, Head of the organization, IPM,

Annex 4 – Extract from Course Evaluations

Question: Module provided me with new information/my understanding of the issue improved

	Module	Strongly agree (%)	Agree (%)	
Cohort 09/10	Introduction to public administration	44	20	2009
	Introduction to negotiation skills	32	24	2009
	Introduction to gender and diversity	24	44	2009
	Introduction to public policy planning	28	64	2009
	Crafting policy paper & Public policy training	63	33	2009
	Government structure and processes	69	23	2010
	Legal framework for policy development	70	25	2010
	Economics for public policy and Trade policy	84	12	2010
	Research methods in public policy	26	35	2010
	Project management/change Management	70	24	2010
	Program evaluation	79	21	2010
	Gender and diversity	16	38	2010
	Access to public information	25	35	2010
	Cost/benefit analysis	75	15	2010
Cohort 10/11	Economics for public policy	38	50	2010
	Cost/benefit analysis	10	85	2010
	Crafting policy paper & Public policy planning	38	50	2010
	Academic writing	30	50	2010
	Research methods in public policy	10	60	2010
	Project management/change Management	5	57	2010
	Legal framework for policy development	6	41	2010
	Trade policy	58	33	2010
	Government structure and processes	64	9	2011
	Programme evaluation	25	50	2011
	Gender and diversity	11	63	2011
	Access to public information	40	50	2011
	Economics for public policy	58	42	2011
	Critical steps in public policy planning	58	42	2011
Cohort 11/12	Cost-benefit analysis	27	57	2011
	Academic writing	14	71	2011
	Gender and diversity	33	56	2011
	Research methods in public policy	17	67	2011
	Project management/change Management	23	54	2011
	Legal framework for policy development	13	63	2011
	Access to public information	20	80	2011
	Program evaluation	50	42	2011
	Government structure and processes	50	25	2011
	Average	37	42	

Annex 5 – Risks and Mitigations

Document	Identified risks	Proposed mitigation
Project document	No demand from the government for this training and little interest from Government employees to apply for the training	Creating Government's buy-in through involvement in Steering Committee
Assessment memo	No high-level buy-in from some Government institutions. Some managers could be reluctant to release employees for the training.	Careful selection of trainees and active dialogue from Sida and GFSIS with Government institutions
Project document	No motivation from students to learn	Project management will work with participants to mobilize their attention
Project document	Incompetent implementation of the training	Results based management will be applied for monitoring the project's progress and quality. The Steering Committee will be used to adjust the program.
Project document	Project participants are not allowed to advance in Government services and exercise greater authority	GFSIS will lobby to the Government the program graduates to advance within the public service
Assessment memo	Employees are not allowed to apply knowledge and experience from the training	Active dialogue from Sida and GFSIS with Government institutions
Project document	Outbreak of conflict	GFSIS will adjust the program
Assessment memo	High turnover among public servants, risk that trained people disappear from an institution	This is not a risk as evidence shows that they usually find jobs with another Government institution
Assessment memo	A new Government could reconsider the project	Sida could engage in dialogue with the new Government
Assessment memo	Corruption and non-transparent processes within GFSIS	The conclusion after using Sida's checklist for corruption is that this does not pose a risk
Inception report	The limited number of ToT-participants, six (PA) and two (HRM) is vulnerable in relation to sustainability	GFSIS will enlarge the number of direct beneficiaries by identifying two/three additional junior instructors for participation in ToT from its in-house junior staff.

Annex 6 – References

- Annual Report, Capacity-Building of the Georgian Leadership Community for Improved Decision-Making and Negotiation Skills, SIPU, ESD and GFSIS. January 2010
- Annual Report, Capacity-Building of the Georgian Leadership Community for Improved Decision-Making and Negotiation Skills, SIPU, ESD and GFSIS. 15 February 2011
- Annual Report, Capacity-Building of the Georgian Leadership Community for Improved Decision-Making and Negotiation Skills, SIPU, ESD and GFSIS. 15 February 2012
- Assessment memo, Capacity-Building of the Georgian Leadership Community for Improved Decision-Making and Negotiation Skills, Sida. 28 January 2009
- Country Partnership Strategy for Georgia for the Period FY10-FY13, World Bank. 11 August 2009
- Draft country programme document for Georgia (2011-2015), UNDP/Georgia
- EU/Georgia European Neighbourhood Policy Action Plan, EU
- Georgia, Assessment Study on Capacity Building and Cooperation in Public Administration in the Caucasus, GFSIS May 2002
- Good Governance in Georgia (G3) program, USAID, www.msiworldwide.com
- Inception Report, Capacity-Building of the Georgian Leadership 2009-2014, GFSIS and SIPU International. October 2009
- Project Document, Capacity-Building of the Georgian Leadership Community for Improved Decision-Making and Negotiation Skills, GFSIS. December 2008
- Semi-Annual Report, Capacity-Building of the Georgian Leadership Community for Improved Decision-Making and Negotiation Skills, SIPU, ESD and GFSIS. August 2010
- Semi-Annual Report, Capacity-Building of the Georgian Leadership Community for Improved Decision-Making and Negotiation Skills, SIPU, ESD and GFSIS. 31 August 2011
- United Nations Development Assistance Framework 2011-2015, UN Country Team Georgia



Review of the project Capacity Building of the Georgian Leadership Community for Improved Decision-making and Negotiation Skills (CBGL)

This is a mid-term review of the project "Capacity Building of the Georgian Leadership Community for Improved Decision-making and Negotiation Skills (CBGL)", implemented by the Georgian Foundation for Strategic and International Studies (GFSIS) since May 2009 with an overall budget of 15 000 000 SEK. The project will establish a Georgian-language public service training programme. Training of 125 civil servants is the main part of the project activities together with the training of 50 HR managers in modern HR methods.

All activities that were planned for the reviewed period have been implemented and the achievement of the outputs is progressing well. Considering however that there is a gap in the project's theory of change, with no defined outcomes and with objectives that are far more ambitious than the outputs, the project is unlikely to achieve its objectives. The evaluation recommends that discussions should be initiated between the Embassy and GFSIS about additional efforts required for GFSIS to be able to continue with the training after the project period.

SWEDISH INTERNATIONAL DEVELOPMENT COOPERATION AGENCY

Address: S-105 25 Stockholm, Sweden. Office: Valhallavägen 199, Stockholm

Telephone: +46 (0)8-698 50 00. Telefax: +46 (0)8-20 88 64

Postgiro: 1 56 34-9. VAT. No. SE 202100-478901

E-mail: info@sida.se. Homepage: <http://www.sida.se>

